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Planning Commission Vote Report

Meeting Date: February 12, 2024

From: Isaak Simmers, Planner

Location: 16464 Burkhardt Pl

Description: **P.Z. 12-2023 West County YMCA:** A request to amend an existing “PC” Planned Commercial District for a 5.6-acre tract of land located west of W. Chesterfield Pkwy, south of Burkhardt Place, and north of Veteran’s Place Dr. (18T340388, 18T620217).

PROPOSAL SUMMARY

KAI Design on behalf of the West County YMCA has submitted a request to amend an existing ordinance for a “PC” Planned Commercial District located at the northwest intersection of Burkhardt Place and Veterans Place Drive to modify their specific development criteria and allow “Office-Medical” as a permitted use.



Figure 1: Subject Site

SITE HISTORY

- PC 95-1987: Sachs Properties, INC requested a Conditional Use Permit “CUP” to allow a Recreation Center in a “R-6A” Residence District;
- 1992 CUP Amend: Sachs Properties, INC (West County YMCA) requested an amendment of the CUP in an “R-6A” Residence District to allow a 6,600 SF Addition;
- PZ 33-1998: A request for a change in zoning from “R-6A” Residence District with a CUP to a “PC” Planned Commercial District;
- 2000 ASDP: A request for a 1 story building extension and accompanying parking;
- PZ 01-2009: An ordinance repealing Ordinance 1496 and replacing it with new Ordinance 2520 to allow changes to the building and parking setbacks;
- 2012 ASDP: Monument Sign addition;
- 2021 ASDP: A request to renovate existing east and west site entrances, and add an entrance to the west elevation;
- 2023 ASDP: A request for a demolition and expansion of the existing YMCA along the north façade which included minor modifications to the parking area.

ZONING & LAND USE

The Subject Site is currently zoned “PC” Planned Commercial under governing [Ordinance 2520](#) and the land is designated as “City Center (Urban Transition)” in the Comprehensive Plan.

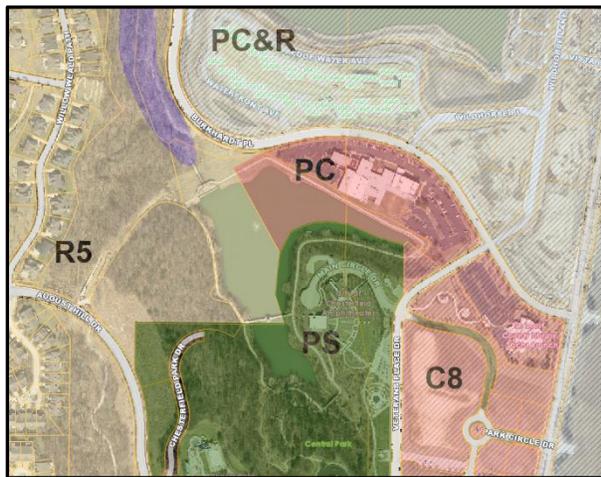


Figure 2: Zoning Map



Figure 3: Land Use Map

Direction	Zoning	Land Use
North	"PC&R" Planned Commercial & Residence District	Wildhorse Village
South	"PS / C8" Park and Scenic & Planned Commercial District	Central Park / St. Louis County Library - Sachs Branch
East	"PC&R" Planned Commercial & Residence District	Wildhorse Village
West	"R5" Residence District	Central Park Condominium Subdivision

COMPRHENSIVE PLAN

The City of Chesterfield provides a character description of this area: “City Center (Urban Transition)” These areas offer residents the opportunity to live, work, shop and play within the larger City Center area. This Character Area includes a mixture of housing types and residential densities, integrated with a number of goods and services, especially in the downtown core.

Buildings typically stand multiple stories often with residential units above storefronts or other pedestrian activity. Parking is satisfied using on-street parking, structures parking, or shared rear-lot parking strategies. An interconnected network of walkable streets connects the neighborhood to the downtown core. City Center (Urban Transition) areas have the following Development Policies:

- City Center should serve as the physical and visual focus for the City and include both residential and commercial development with parks, municipal services, and preservation of historic structures and areas, with cultural, entertainment and pedestrian amenities for its residents;
- The thoroughfare character should be urban and very walkable;
- Buildings to be constructed closer to the roadways to promote the pedestrian experience;
- Incorporate a comprehensive network of open space throughout to accommodate small parks, gathering places and community gardens; preserve tree stands; and help reduce stormwater runoff;
- The Urban Transition and Downtown land areas should have a pedestrian connection to unite the two urban areas of the City Center;
- Public art should be incorporated into new construction and re-development projects throughout the City Center.

UNIFIED DEVELOPMENT CODE

The regulations of the PC District offer a method for commercial and limited light industrial development of land in the City of Chesterfield that allows flexibility in applying certain zoning standards. The PC District method allows innovative designs, meets market niches, and promotes well-designed developments. The PC District regulations should have the following outcomes:

- Ensure consistency with the Comprehensive Plan;
- Promote more efficient use of land;
- Incorporate site features, such as topography, views, vegetation, water features, and other factors into the design so they become assets to the development;
- Promote building styles and architectural styles that complement one another;
- Allow a mix of uses that are designed to negate potential conflicts that normally occur between incompatible use uses;
- Promote the most efficient arrangement of circulation systems, land use, and buildings;
- Promote environmentally sensitive developments;
- Allow development under a specifically approved design concept and site plan.

STAFF ANALYSIS

The applicant has requested modifications to their current ordinance by increasing their maximum allowed square footage from 74,000SF to 84,000SF, reducing their required open space from 35% to 30%, and have requested "Office-Medical" be added as a permitted use to the Attachment A. "Office-Medical" is a use that can be considered in a "PC" Planned Commercial District and has been proposed by the application as they prepare for a future partnership with an urgent care.

The existing governing ordinance encompasses not only the 5.61-acres of the YMCA property but also 3.52-acres of Central Park. The entirety of the 9-acres was once owned by the YMCA until portions were transferred to the City of Chesterfield in 2007. The proposed ordinance amendment eliminates the 3.52-acres that is now owned by the City. The elimination of this acreage brings the YMCA open space percentage to roughly 32% prior to any future renovation thus requiring the applicant to request the reduction in the open space requirement from 35% to 30%.

Specific Criteria	Ordinance 2520	Proposed Criteria
Floor Area	74,000 SF	84,000 SF
Openspace	35%	30%

*Note, the PC District requires 35% open space. Per [§405.03.040\(B\)](#) of the UDC, said modification of the open space requirement shall require a two-thirds (2/3) vote of the Planning Commission.

The requested permitted uses include those of the existing governing ordinance and one additional use (in **BOLD**):

1. Community Center / Recreation Facility including but not limited to:
 - a) Auditorium
 - b) Gymnasium
 - c) Natatorium (Indoor Swimming Pool)
 - d) Multipurpose Rooms
 - e) Day Care Center
2. **Office – Medical**

PUBLIC HEARING

A public Hearing was held for the proposed amendment on October 09, 2023. Concerns were raised regarding the request to increase building density and reduce the open space. The applicant has since provided Staff with an explanation for the proposed open space reduction.

The applicant has stated that the requested amendment is necessary because the YMCA property was reduced in size to accommodate the lake behind the amphitheater and park area. Per the applicant, the local community population will continue to grow and the YMCA will require a facility that is larger than the reduced site area will allow under the current ordinance. They have communicated to Staff that there are currently no plans to use the requested increase in the maximum allowed square footage but the YMCA is planning for the future.

PRELIMINARY DEVELOPMENT PLAN

A Zoning map amendment to a planned district requires a Preliminary Development Plan which has been included in the Planning Commission Packet.

Attachments:

- 1) Narrative Statement
- 2) Applicants Response to Issues Letter
- 3) Preliminary Development Plan (PDP)

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 "PC" Planned Commercial District shall be:
 - a. Community Center/ Recreation Facility including but not limited to:
 - i. Auditorium
 - ii. Gymnasium
 - iii. Natatorium
 - iv. Multi-purpose Rooms
 - v. Day Care Center
 - b. Office-Medical
2. The above uses in the "PC" Planned Commercial District shall be restricted as follows:
 - a. No outside sports fields.
3. Hours of Operation
 - a. Hours of operation for this "PC" District shall not be restricted.

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

1. FLOOR AREA
 - a. Total building floor area shall not exceed 84,000 square feet.
2. HEIGHT
 - a. The maximum height of any structure, exclusive of roof screening, shall not exceed three (3) stories.
3. BUILDING REQUIREMENTS
 - a. A minimum of thirty percent (30%) open space is required for this development.

C. SETBACKS

1. STRUCTURE SETBACKS

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

- a. Twenty (20) feet from the boundaries of this "PC" Planned Commercial District with the exception of the following:
 - b. Zero (0) feet from the southeastern property line bearing S 57° 29' 34" W.
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. Ten (10) feet from the boundaries of this "PC" Planned Commercial District with the exception of the following:
- b. Zero (0) feet from the southeastern property line bearing S 57° 29' 34" W.

D. PARKING AND LOADING REQUIREMENTS

1. Parking and loading spaces for this development will be as required in the City of Chesterfield Code.
2. No construction related parking shall be permitted within right of way or on any existing roadways. All construction related parking shall be confined to the development.
3. Parking lots shall not be used as streets.

E. LANDSCAPE AND TREE REQUIREMENTS

1. 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. Ornamental Entrance Monument construction, if proposed, shall be reviewed by the City of Chesterfield for sight distance considerations prior to installation or construction.

G. LIGHT REQUIREMENTS

1. 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 the development shall be limited to two (2) driveways on Burkhardt Place as shown on the Preliminary Site Plan and adequate sight distance shall be provided, as directed by the City of Chesterfield.
2. 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 as required by the City of Chesterfield and the agency in control of the right of way off which the access is proposed.
3. Provide cross access easements and temporary slope construction license or other appropriate legal instruments or agreements guaranteeing permanent access between this site and all adjacent properties as directed by the City of Chesterfield.

J. PUBLIC/PRIVATE ROAD IMPROVEMENTS, INCLUDING PEDESTRIAN CIRCULATION

1. Any request to install a gate at the entrance to this development must be approved by the City of Chesterfield. No gate installation will be permitted on public right of way.
2. Obtain approvals from the City of Chesterfield for locations of proposed curb cuts and access points, areas of new dedication, and roadway improvements.

K. TRAFFIC STUDY

1. Provide a traffic study as directed by the City of Chesterfield. 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. STORM WATER

1. Storm sewer shall be as approved by the City of Chesterfield and the Metropolitan St. Louis Sewer District.

M. SANITARY SEWER

1. Sanitary sewer shall be as approved by the City of Chesterfield and the Metropolitan St. Louis Sewer District.

N. POWER OF REVIEW

1. The development shall adhere to the Power of Review Requirements of the City of Chesterfield Code.

O. GEOTECHNICAL REPORT

1. 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 Planning and 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.
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 Transportation or MoDOT. Delays due to utility relocation and adjustments will not constitute a cause to allow occupancy prior to completion of road improvements.
4. 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.

II. 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 openspace 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 a 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.

III. TRUST FUND CONTRIBUTION

1. The developer shall be required to contribute to the applicable Traffic Generation Assessment (TGA) area as established by City of Chesterfield Ordinance 3207 or amendments thereafter.

A. ROADS

- i. The roadway improvement contribution is based on land and building use. The roadway contributions are necessary to help defray the cost of engineering, right-of-way acquisition, and major roadway construction. This contribution shall be established by the City of Chesterfield Trust Fund Rate Schedule effective at the time of development.
- ii. The Traffic Generation Assessment (TGA) contribution shall be made prior to the issuance of a Municipal Zoning Approval (MZA) by the City of Chesterfield.
- iii. Allowable credits for required improvements will be awarded as directed by the City of Chesterfield. Sidewalk construction and utility relocation, among other items, are not considered allowable credits.
- iv. As this development is located within a trust fund area, any portion of the traffic generation assessment contribution which remains following completion of road improvements required by the development will be retained in the appropriate trust fund.

IV. RECORDING

1. 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.

V. ENFORCEMENT

1. 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.
2. 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.
3. 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.

4. Waiver of Notice of Violation per the City of Chesterfield Code.
5. This document shall be read as a whole and any inconsistency to be integrated to carry out the overall intent of this Attachment A.



Transforming
Communities



City of Chesterfield

Re: Municipal Zoning Review Board – Architect's Statement of Design

To whom it may concern,

This project is a partial demolition and expansion of the existing Chesterfield Family YMCA on the upper floor of the facility. The demolition scope will remove roughly 6,000 GSF from the primary face of the building along Burkhardt Place, including the main entry vestibule and canopy, existing drop off lane, a grass courtyard and children's play yard. The new expansion will add roughly 12,000 GSF back to the primary face of the facility and contain a new wellness center with a curved façade that follows the shape of the site with expansive exterior glazing to the North. The new floor area will be 73,985 square feet.

The scope of the new addition will include a new entry canopy and vestibule at the main entrance as well as material cladding accents at strategic locations along the exterior of the existing building. The design of the new addition will include an extension of the roof creating an overhang above the North-facing windows. The roof overhang will be clad in metal panels along the fascia and soffit with a wood-look metal plank ceiling. A belt line of metal panel will break the curtain of glass into an upper clerestory and lower storefront sections. At the base of the wall will be a brick-clad knee wall. Sections of cementitious fiber panels will be installed over sections of the existing building to tie old and new together and carry some of the architectural lines around the building. New building signage will be added to the East elevation along with accent lighting where existing building signage is currently located. Roof-top mechanical units will be placed away from the face of the building to minimize their visibility from the street and neighboring properties. The height of the addition will fit within the existing range of building elements and provide a step between remaining building volumes.

Additional features within the scope of work include expanding parking where an existing drop off lane is located and exterior bench seat walls connecting the new addition to the main entry and extending to the East along the face of the existing community theater. The existing single-loaded parking and drop-off lane will be modified to become a double-loaded parking area with roughly 30 regular and 7 accessible parking spaces. Sidewalks and landscaped beds will be added along the length of the new parking to provide pedestrian-friendly connectivity to the main building entrance. The seat walls will be clad in complementary masonry materials to match the existing building and the seat will be a cast stone or concrete.

Thank You,

Scott Clark, ASSOC. AIA
SENIOR ARCHITECTURAL DESIGNER

KAI [Company]
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Transforming
Communities

12/5/2023

City of Chesterfield
Isaak Simmers
690 Chesterfield Parkway West
Chesterfield, MO 63017

Subject: Response to Comments from Zoning Commission
16464 Burkhardt Place - West County YMCA

Dear Mr. Simmers,

The request to increase the building density and reduce open space requirement is needed because the YMCA property was reduced in size to accommodate the lake and park area to the south of the building. The existing parking lot accommodates the YMCA's needs and allows for community access to the park area. As the local community population continues to grow, the YMCA needs to meet their needs with a facility that is larger than the reduced site area currently allows. If the parking spaces that are more than minimum for the facility are removed, the public will likely continue parking in the YMCA parking lot, thus taking away client parking, or begin parking along Burkhardt Place as they once did when the street was a dead end.

The request for an increase in the allowable floor area from 74,000 sq. ft. to 84,000 sq. ft. will allow the YMCA facility to expand in the future if necessary to meet future needs of their users. With the currently proposed design, they will be at the maximum allowable square footage today and will have no room to grow in the future when needed. There are currently no plans to use this variance, but by allowing the variance today they can avoid a future review request.

The request for the additional user group of Medical Office will allow the YMCA to lease out an existing portion of the facility to a partner medical clinic that will help serve the local community as well as patrons of the YMCA.

Thank you for your consideration,

Scott Clark, ASSOCIATE AIA
PROJECT DESIGNER

KAI Design
2060 Craigshire Rd | St. Louis, MO 63146 | 314.241.8188

CC: Ty Wagner, Gateway Region YMCA
Joel Kerschen, AIA, CSI, LEED AP BD+C, KAI Design

