

INFORMATION REPORT
PLANNING COMMISSION EXECUTIVE MEETING
February 5, 2018

Petition No.: P.C. 01-18 BCS Holdings, LLC (Rivers Edge Self-Storage)
Request: NU to C-8
Tract Size: 7.01 acres
Location: North side of Lindbergh Blvd, approximately 1,150 feet west of
Jamestown Bay Drive.
Hearing Date: January 22, 2018
Report: Attachment A
Departmental
Comments: Attachment B
Preliminary
Development Plan: Attachment C
Old Jamestown
Community Area
Study: Attachment D
Fire District: Black Jack
School District: Hazelwood
Council District: Fourth

Recommendation: Denial

1. The requested zoning designation is not compatible with the existing zoning and development pattern in the area.
2. The Department does not find it appropriate to introduce commercial zoning in the subject area at this location.
3. The request is not in keeping with the Old Jamestown Community Area Study.

ATTACHMENT A

AREA LAND USE AND ZONING

The subject 7.01 acre parcel is located in north St. Louis County on the north side of N. Highway 67 (Lindbergh Blvd.), west of Jamestown Bay Drive. The site is currently developed with an indoor sport and recreation center authorized via P.C. 191-85 Twellman Sports, a Conditional Use Permit in the NU Non-Urban District and KP Karst Preservation District. The subject parcel is part of a larger lot that contains an additional 6.8 acres of land in the Karst Preservation District. Direct access to the site is via a single curb cut on North Highway 67. Existing land uses and zoning in the immediate vicinity include the following:

To the north: Large tracts of land with scattered residences in the KP Karst Preservation District.

To the east: East of the site are a church and a large tract with a single family home, both zoned NU Non-Urban District and KP Karst Preservation District. Further east are two subdivisions developed with single family homes in the R-2 15,000 square foot and R-3 10,000 square foot Residence Districts with a Planned Environment Unit procedure in both districts via P.C. 146 & 147-87 Inwood Corp. and P.C. 64 & 65-93 Travis-Shane, respectively. Further east are a church, plant nursery, and fire station.

To the south: South of the site across Lindbergh Boulevard is the Estates at Behlmann Farms subdivision, 104.9 acres in the R-2 15,000 square foot Residence District and R-3 10,000 square foot Residence District with a Planned Environment Unit procedure in the R-2 and R-3 districts via P.C. 24-03 McBride & Son Homes, Inc. Southeast of the site fronting Lindbergh Blvd. are large tracts of land with single family homes and a church in the R-2 15,000 square foot Residence District. Southwest along Lindbergh Blvd. are single family homes in the NU Non-Urban District and KP Karst Preservation District.

To the west: West of the site are large tracts of land in the KP Karst Preservation District with scattered single family homes fronting Robbins Mill Road and Sinks Road. There is also a vacant overhead door fabrication company (non-conforming use in the NU and KP).

DEPARTMENTAL/AGENCY COMMENTS

The Missouri Department of Transportation and the Metropolitan St. Louis Sewer District have submitted comments relative to this petition and said comments are included in Attachment B.

BACKGROUND

The petitioned site and most of the surrounding area were zoned NU Non-Urban District with the adoption of the St. Louis County Zoning Ordinance in 1965. A Conditional Use Permit was granted for the subject property via P.C. 119-73 Tennis Development Co. Inc., authorizing indoor and outdoor tennis courts and accessory uses. The Commission found that development of this kind via C.U.P. was preferable to rezoning to a commercial classification, given the zoning pattern in the area. In 1982, there was a request for an Amended C.U.P. via P.C. 11-82 James F. Dalton, Thomas H. Twellman, and James F. Cooper. This request would continue the tennis and swim club use on site in a limited manner while converting four indoor tennis courts to an indoor soccer field. An additional 112 parking spaces would be located on the south side of the building. The Planning Commission was of the opinion that the revised plan represented a modest change to the previously authorized recreation facility, and that the request did not alter the exterior construction of the building, nor the basic function on the property. The partial change of the type of recreational use within the building was still in keeping with sound planning practice and could continue to provide a service to North County residents. The Commission was of the opinion that the proposed partial modification was a reasonable request and granted C.U.P. 429.

Subsequently, an Amended C.U.P. was filed via P.C. 191-85 Twellman Sports Properties, Inc. to allow indoor softball facilities. The proposal was to convert the four existing indoor tennis courts into one softball diamond. The existing parking spaces used for indoor tennis would accommodate the softball parking needs. This matter required a public hearing because the uses originally sought in the petition and advertised for the present C.U.P. were specific. The latest request was for a broader range of recreational uses so the developer would have more flexibility in meeting changing public recreation demands. The request did not alter the building's size, land use intensity, nor the basic function of the property. The Commission did recommend an area be reserved to the south of the existing parking for additional parking, should the necessity be determined by the Zoning Enforcement Officer. The Commission was of the opinion that the proposed partial modification in use was a reasonable request and complemented the premise on which the initial C.U.P. was granted, therefore the Commission granted the amendment to C.U.P. 429.

OLD JAMESTOWN AREA COMMUNITY STUDY

In 1988, the Old Jamestown area was selected for study after its consideration along with a number of comparable areas in the County, using a set of basic parameters. These included significant levels of predevelopment zoning and subdivision activity, availability of significant areas for further development, indications of increasing levels of service and infrastructure, and the identification of special issues or problems unique to the area. The study was adopted by the Planning Commission and the County Council to guide future development decisions. The subject site is included in Area 11 of the Study. The following recommendations are pertinent from Area 11:

1. The residential precedent which has been established by previous and pending development extends through a residential density range of low through medium-low. Additionally, situating the medium-low density adjacent to Lindbergh Boulevard or next to the limited commercial development which adjoins Lindbergh Boulevard would be desirable. The general pattern should be continued by maintaining a significant residential character in future development.
2. Development adjacent to Lindbergh Boulevard should be of a combination which features the compatible arrangement of medium-low residential development. Unified site designs which preclude multiple curb cuts on Lindbergh Boulevard, aesthetic distraction, and inadequate land use transitions should be given preference.

KARST PRESERVATION DISTRICT

In response to concerns outlined in the Old Jamestown Area Study, the Planning Commission held a public hearing in 2008 regarding the establishment of a new zoning classification. The proposed zoning classification, KP Karst Preservation District was to protect the environmentally fragile area known as the Florissant Karst. This area, approximately 4.2 square miles total, is characterized by karst-type topography (upland area, low relief with numerous surface depressions, rapid groundwater percolation, and few surface streams). The region of Karst topography located in the study area is recognized as being one of the finest examples of deep funnel-shaped sinkholes in the central United States. The County Council concurred, adopting Ordinance 23,925, amending the Zoning Ordinance to include this new zoning district classification. The requirements, including permitted uses and setbacks in the KP District are similar to the NU Non-Urban District, however, development near sinkholes is strictly regulated.

The KP Karst Preservation District zoning in the area was accomplished via P.C. 38-09 St. Louis County Planning Commission, a proposal to rezone 4.2 square miles of property (East of Old Halls Ferry, north of North Lindbergh Boulevard, west of Highway 367 and south of the Missouri River) to KP Karst Preservation District. The Commission recommended approval, and the County Council concurred, adopting Ordinance 24,256 on December 22, 2009.

PETITIONER'S REQUEST

The petitioner is requesting a rezoning of a 7.01 acre tract from NU Non-Urban District to C-8 Planned Commercial District to allow for a self-storage facility, utilizing the existing recreation facility structure, parking areas and entrance location. The overall tract of ground is zoned both NU Non-Urban District and KP Karst Preservation District; however only the NU portion is subject to this petition. New paint colors and signage would be added. No outside access to the individual storage units is proposed. The proposed site plan shows a flat level loading area on the west side of the building for ease of loading from trucks or vehicles. At public hearing, the petitioner indicated there would be approximately 300 units, ranging from 5 by 5 to 10 by 20 feet in area. No outside storage is proposed. The proposed hours of operation are from 9:00 a.m. to 6:00 p.m. daily.

PUBLIC COMMENTS

At the public hearing held on January 22, 2018 there were no speakers in favor of the proposal, and one in opposition/with concern. The speaker in opposition represented the Old Jamestown Association. Their main concern was the precedent for the introduction of commercial zoning in an area that typifies the NU Non-Urban District designation. Additionally, the speaker felt that the proximity to the KP Karst Preservation District posed an issue. By a show of hands there were five people in favor of the proposal and seven in opposition or with concern.

ANALYSIS

The issue pertinent to the analysis of this request is the appropriateness of the requested C-8 Planned Commercial District zoning at this location.

North Lindbergh Boulevard in this vicinity has been traditionally characterized as a residential corridor between New Halls Ferry Road to the west and Jamestown Mall to the east. Smaller neighborhood nodes of commercial development occur at the intersections with Old Halls Ferry Road and Robbins Mill Road. A consistent policy of the Planning Commission has been to limit commercial zoning and development to these existing shopping center nodes. The Planning Commission has generally recommended against introducing commercial zoning at locations other than these areas. In the Old Jamestown Community Area Study, adopted in 1988, the recommendations for Area 11 of the study area, which includes the subject site, included: "The general pattern should be continued by maintaining a significant residential character in future development."

Introduction of commercial zoning at this location would create a precedent that the Commission has worked to avoid. The mid-block location renders this site inappropriate for commercial zoning and development. Non-residential uses can be allowed in the KP Karst Preservation District, NU Non-Urban District and other residential zones such as churches, schools and libraries. The Conditional Use Permit process can also authorize non-residential uses such as the center on the site today. Further, the Department recognizes this site abuts the Karst Preservation District boundary. The major concern regarding new development in this karst area is that this may cause increases in stormwater runoff, groundwater depletion and the discharge of sewage effluent, thereby speeding up the rate of solution substantially, and that this might then lead to incidences of sinkhole collapse and groundwater degradation.

SUMMARY AND RECOMMENDATION

Based on the above considerations, the Department is of the opinion that the request for rezoning from NU Non-Urban District to C-8 Planned Commercial District is not consistent with the zoning and development pattern in the area, and is not in conformance with the Old Jamestown Community Area Study. Therefore, the Planning Department recommends denial of P.C. 01-18 BCS Holdings, LLC (Rivers Edge Self-Storage).



**Metropolitan St. Louis
Sewer District**

2350 Market Street
St. Louis, MO 63103

Attachment B
Metropolitan St. Louis
Sewer District



January 16, 2018

Mr. Justin Carney
Director of Planning
St. Louis County Government Center
41 South Central Avenue
St. Louis, MO 63105
FAX 615-3729

RE: St. Louis County Planning Commission
Notice of Public Hearing – January 22, 2018

Dear Mr. Carney:

The Metropolitan St. Louis Sewer District has reviewed the site listed on the January 22, 2018 Notice of Public Hearing and has the following preliminary comments:

P.C. 01-18 BSC Holdings, LLC (Rivers Edge Self-Storage) c/o Gary Feder, 190 Carondelet Place, Ste. 600, Clayton, MO 63105- A request for a change of zoning from NU Non-Urban District to C-8 Planned Commercial District for a 7.01 acre tract of land located on the north side of Lindbergh Blvd (N. Hwy 67), approximately 1,150 feet west of Jamestown Bay Drive (5105 N. Hwy 67). **Proposed Use:** Self-storage warehouses

1. MSD is currently reviewing the project under MSD Record# 17MSD-00052. MSD takes no exception to the concept presented on the plans, subject to completing the formal review process and obtaining permits prior to construction.

P.C. 02-18 Amerco Real Estate Company (U-Haul), c/o Stephany Sheekey, 2727 N. Central Ave., 5N, Phoenix, AZ 85004- A request for an Amended C-8 Planned Commercial District for a 3.8 acre tract of land located on the southeast side of I-55, northwest side of Lemay Ferry Road, approximately 1,600 feet southwest from Mehl Avenue. (4575 Lemay Ferry Rd.) **Proposed Use:** Self-storage, truck and trailer rental, warehousing and associated retail sales

1. Formal MSD review, approval, and permits are required prior to construction. With disturbed area being less than one acre, and differential runoff being less than two CFS; water quality, channel protection, and detention are not anticipated at this time. This determination will need to be reevaluated if the project scope evolves beyond what is shown on the preliminary plan during detailed design.

P.C. 03-18 Herman & Kittle Properties, Inc. (Cottages on Gravois), c/o Jeffrey L. Kittle, 500 E. 96th St., Ste. 300, Indianapolis, IN 46240- A request for a change of zoning from NU Non-Urban District to R-6A 4,000 square foot Residence District for a 10.0 acre tract of land located on the south side of Gravois Road, approximately 190 feet west of Heege Road (8363 & a part of 8430 Gravois Rd.).

AND

Choate, Gail

From: JOHN "JAY JAY" BRADEN <John.Braden@modot.mo.gov>
Sent: Tuesday, January 16, 2018 10:36 AM
To: Choate, Gail
Subject: P.C. 01-18 BSC Holdings, LLC (Rivers Edge Self-Storage)

Importance: High

Gail,

After review of the subjected petition MoDOT has the following comment(s);

1. Any work within MoDOT's right of way will require a MoDOT permit.
2. The entrance geometrics and drainage design shall be in accordance with Missouri Department of Transportation (MoDOT) standards and shall be reviewed and approved by MoDOT.
3. The petitioner shall provide adequate detention and/or hydraulic calculations for review and approval of all storm water that will affect MoDOT right of way.
4. Any entrance on MoDOT Right of Way must meet MoDOT sight distance criteria.

If you have any questions or comments feel free to contact me.

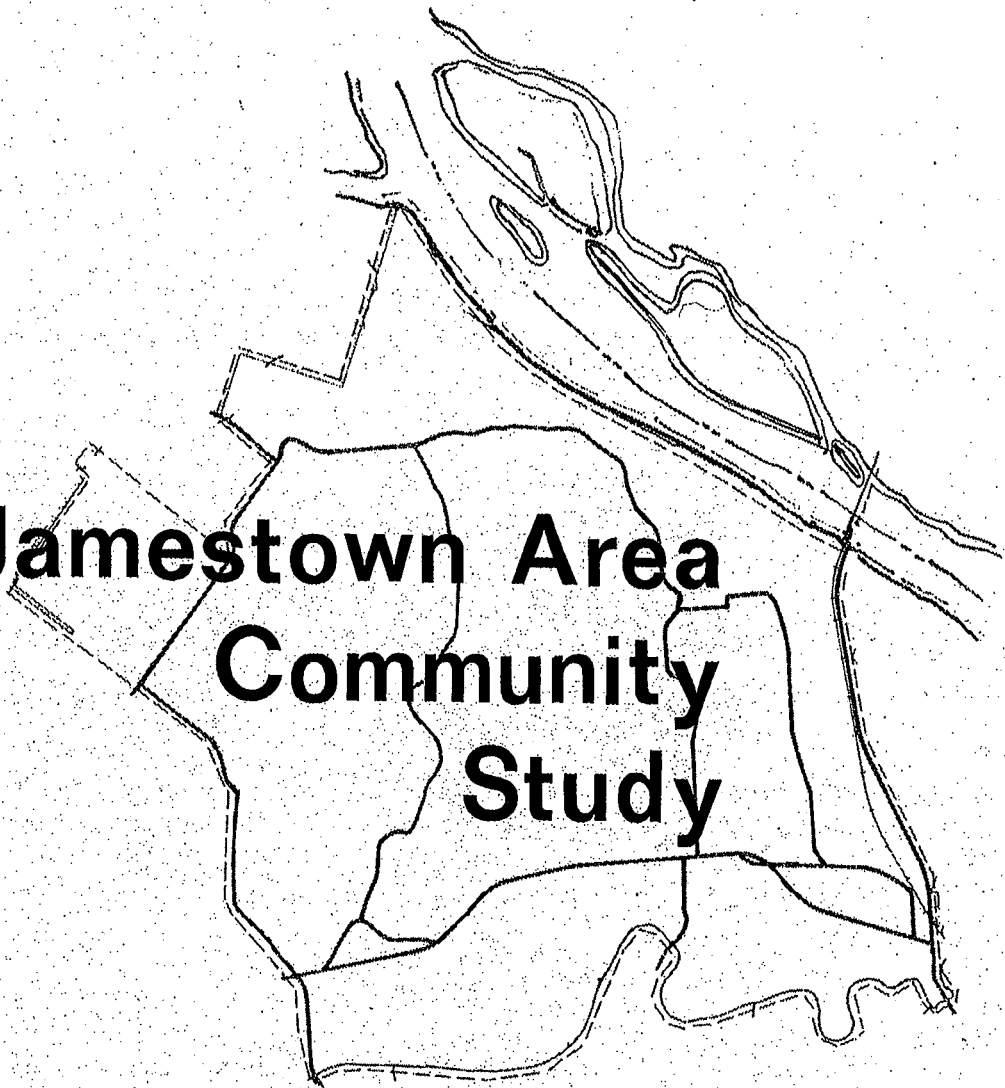


Jay-Jay Braden

Missouri Department of Transportation
Sr. Traffic Specialist - St. Louis County
2620 Adie Road, Maryland Heights, MO 63043
Fax: 573.522.6491 **Mobile:** 314.380.0074
www.modot.mo.gov/stlouis/news_and_information/Permits.htm





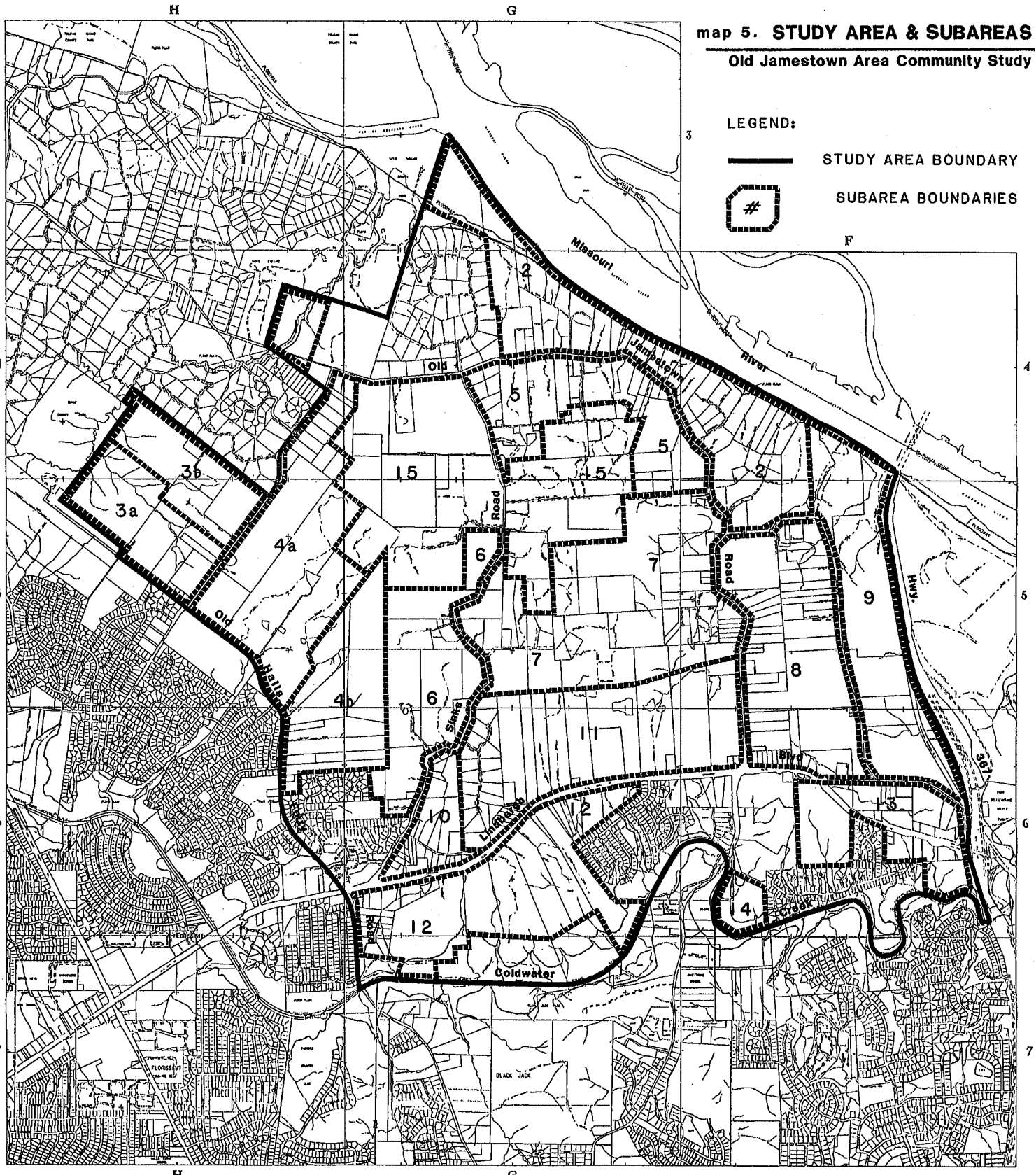
Old Jamestown Area Community Study



map 5. STUDY AREA & SUBAREAS
Old Jamestown Area Community Study

LEGEND:

-  **STUDY AREA BOUNDARY**
-  **SUBAREA BOUNDARIES**



COMMUNITY AREA STUDY MAP

PREPARED FOR THE
ST. LOUIS COUNTY DEPARTMENT OF PLANNING



5. If future development proposals will affect stormwater runoff or discharge to a sinkhole, policies which prohibit alterations of natural flows should be implemented in special procedure zoning legislation or subdivision improvement plans. Otherwise, improvements on individual lots should be subject to the normal review process which will yield compliance with uniformly enforced codes and regulations but with specific regard for the unique implications of karst affected areas. This should include sewage disposal systems. Individual sewage disposal and water supplies should not be encouraged if the alternative of a public system is viable. The alternative of individual sewage treatment systems of an advanced design, capable of reliably sustaining a high quality of effluent discharge could also be considered where a public system remains unavailable and conventional private systems are not environmentally appropriate. Building sites should provide a setback from the lip of any sinkhole.

AREA 11

FEATURES:

- This Subarea includes the bulk of potentially developable Lindbergh frontage.
- Approximately 30 percent of the subarea is directly influenced by the presence of sinkholes as major surface features. The remaining area is comparatively free of major topographic constraints.
- Two approved developments are currently underway; Village of Fours, 68 multiple family, "R-2" and "R-3"; Bay Pointe, 69 single family, "R-2" and "R-3".
- Except where sinkholes occur at the northwest and northeast corners, the topography is relatively uniform, with a slope to the south. The ridgeline of Coldwater Creek passes through the subarea in such a way that most of this area drains naturally into that basin.
- Substantial residential precedents have been established in the form of Deer Valley Subdivision which is large-lot in character (three acres per unit); The Village of Fours, which arranges 68 units in quadruplexes around an internal loop street; and Bay Pointe, in which 69 single family lots of a 9,000 square foot minimum are arranged along an elongated street which provides a stub to connect to potential future development.
- The Black Jack Fire Protection District owns a site on the north side of Lindbergh Boulevard immediately west of the proposed Jamestown Center.
- The parcels are narrow and deep, approximately 1800 feet or more. Except for a few residential lots on Lindbergh Boulevard, the parcels are 10 acres or larger.
- The Del Castle Sub-Trunk sewer line provides sewer access to the subarea.

RECOMMENDATIONS:

1. The residential precedent which has been established by previous and pending development extends through a residential density range of low through medium-low. Additionally, situating the medium-low density adjacent to Lindbergh or next to the limited commercial development which adjoins Lindbergh Boulevard would be desirable. The general pattern should be continued by maintaining a significant residential character in future development.

2. Development adjacent to Lindbergh Boulevard should be of a combination which features the compatible arrangement of medium-low residential development. Unified site designs which preclude multiple curb cuts on Lindbergh Boulevard, aesthetic distraction, and inadequate land use transitions should be given preference.
3. Streets should be designed to orient traffic to a minimal number of intersection points with Lindbergh Boulevard and should be coordinated with cross access to promote a continuous free flow of local traffic which is not required to use Lindbergh unnecessarily. The creation of multiple curb cuts and turning traffic on Lindbergh Boulevard should be prohibited.
4. The internal transition of residential densities should be consistent with the related residential densities and development in Areas 6, 7, 8, and 10. Special procedure developments may be utilized to coordinate that transition to provide continuous open space, buffers, or continuity of the pattern of development, especially to preserve the residential character of the Lindbergh Corridor.
5. The Del Castle Sub-Trunk sewer watershed extends northward to include part of Subarea 7. This area, which also extends into the karst topography of the Missouri River watershed, should be correlated to the transition of residential density and design of other supporting infrastructure. Such a procedure could link developments in Subareas 7 and 11 to promote an economical overall design.
6. If future development proposals will affect stormwater runoff or discharge to a sinkhole, policies which prohibit alterations of natural flows should be implemented in special procedure zoning legislation or subdivision improvement plans. Otherwise, improvements on individual lots should be subject to the normal review process which will yield compliance with uniformly enforced codes and regulations but with specific regard for the unique implications of karst affected areas. This review should include sewage disposal systems. Individual sewage disposal and water supplies should not be encouraged if the alternative of a private system is viable. The alternative of individual sewage treatment systems of an advanced design, capable of reliably sustaining a high quality of effluent discharge could also be considered where a public system remains unavailable and conventional private systems are not environmentally appropriate. Building sites should provide a setback from the lip of any sinkhole.

AREA 12

FEATURES:

- This area includes bulk of developable properties on the south side of Lindbergh Boulevard.
- The flood plain of Coldwater Creek and MSD plant dominate southern boundary and form an effective boundary between this unincorporated area and Black Jack. Two tributaries project into the center of the subarea resulting in significant slopes and added flood plain. Many of the slopes exceed 10 percent.
- Parcels are generally of an elongated shape with several under three acres and a few over 20 acres, most with single family residences at the frontage.
- The underlying zoning is "R-2", 15,000 square foot minimum residential.