



REPORT TO PLANNING COMMISSION

CITY OF ARNOLD

APPLICATION NUMBER: 2019-01

APPLICATION NAME: Cedarhurst of Arnold

APPLICANT NAME: Dover Development LLC (owner under contract)
120 South Central Ave
Suite 150
Clayton, MO 63105
Jeffery and Laura Broadway
1757 Old Lemay Ferry — (“C-4”, 2.94 Ac)

PROPERTY OWNERS NAMES: Mary Nelson
1777 Old Lemay Ferry — (“R-3”, 2.24 Ac)
Robinson Rental Ent LLC
2077 & 1739 Old Lemay Ferry — (“C-2”, 2.14 Ac)
Halbert and Mary Robinson
2069 Missouri State Road — (“C-2”. 1.0 Ac)

APPLICANT’S REQUEST: The applicant is seeking to rezone seven (7) properties to C-4” Planned Commercial District for the purposes of operating Assisted Living Apartments, Memory Care and Senior Services.

STREET ADDRESS: Indicated above

SITE LOCATION: The southwest corner of Old Lemay Ferry Rd at Missouri State Rd

PARCEL IDs: 01-9.0-30.0-2-003-006, 01-9.0-30.0-4-002-012, 01-9.0-30.0-1-003-027, 01-9.0-30.0-1-003-028 01-9.0-30.0-2-003-003

TOTAL SITE AREA: 8.32 acres

MEETING DATE: January 12, 2019

REPORT DATE: January 4, 2018

CASE MANAGER: Christie Hull-Bettale

RECOMMENDATION: Table, allowing for applicant to re-submit at a future date and respond to concerns identified in staff analysis.

REPORT TO PLANNING COMMISSION

CITY OF ARNOLD



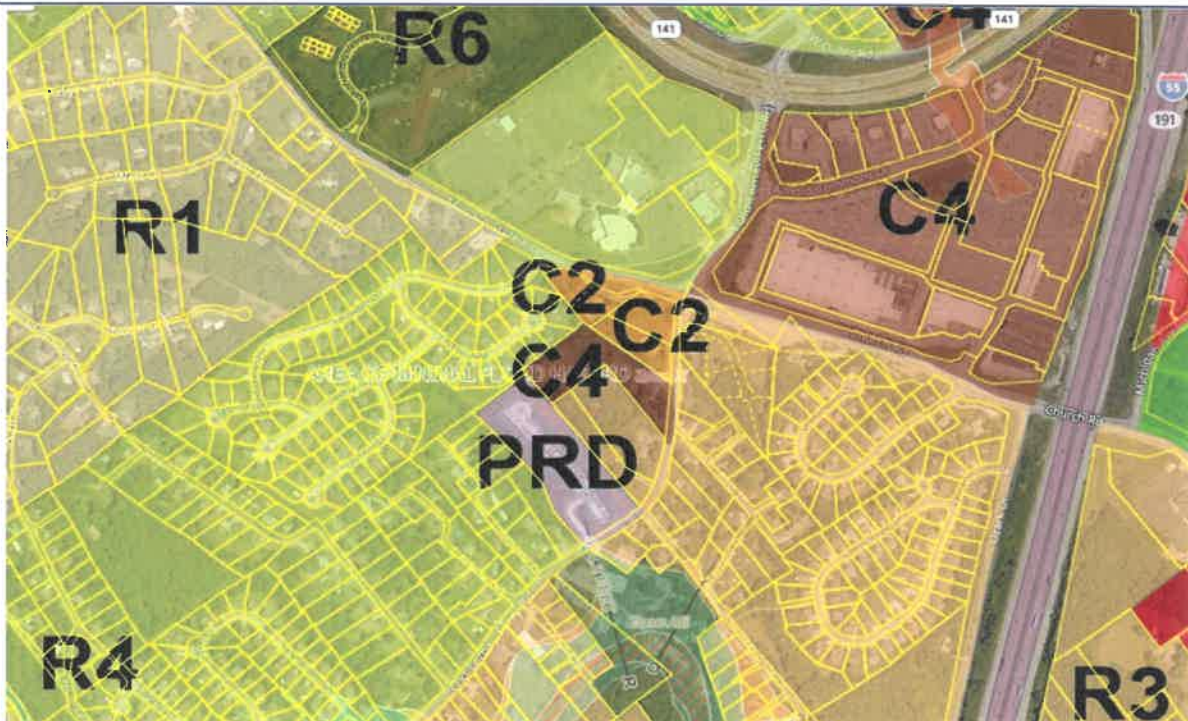
DESCRIPTION OF EXISTING SITE CONDITIONS

The tracts of land are located at the southwest corner of Old Lemay Ferry Rd at Missouri State Rd. In total there are 7 homes and multiple parcels with cumulatively 8.32 acres. All the existing structure operate and are used as residential in some form. With exception of the 'Dogs in My Home', which is within the C-4 zoning district allowing for dog boarding in conjunction with the residential home. Each addressed building fronting on Old Lemay Ferry has an individual curb cut. The properties that front on Missouri State Road have one shared curb cut with access via Steckel Lane which is a private road.

LAND USE AND ZONING CONTEXT MATRIX

DIRECTION	EXISTING LAND USE	ZONING DISTRICT	COMMENTS
North	Residential, Commercial	R-4, C-4	North of Missouri State Road Existing developments and Commercial Structures; Church and Arnold Commons
East	Residential	R-3	East of Old Lemay Ferry Road Single Family Homes
South	Varied Residential	R-3, PRD	One single family home Multifamily, Independent Senior Living
West	Residential	R-4	Single family homes

ZONING MAP





REPORT TO PLANNING COMMISSION

CITY OF ARNOLD

LOCATION AND REZONING LIMITS MAP



REPORT TO PLANNING COMMISSION

CITY OF ARNOLD



ZONING REQUEST/DEVELOPMENT PROPOSAL

The applicant requests to establish a “C-4” Planned Commercial District for multiple parcels of land, cumulatively 7 parcels totaling 8.32 acres. The proposed uses would include: 63 assisted living apartments, 20 memory care apartments, and senior services. The apartments are for rent on monthly basis. This facility will not include a nursing home. As required with “C-4” requests a Preliminary Site Development Plan is included with this application (See Exhibit F).

COMPREHENSIVE PLAN CONSISTENCY REVIEW

A consistency review of the goals, objectives, and policies of the Comprehensive Plan, as they relate to the current request, follows:

GOALS, OBJECTIVES, AND POLICIES:

CITY PLANNER’S COMMENTS

LAND USE POLICIES

LU-2: Promote housing choices for all ages and life stages for existing and future population needs.

LU-9.1: Apply Compatible Uses. Commercial development should be compatible with nearby development and adequately buffered to mitigate adverse impacts on residential neighborhoods.

LU-2 Substantially Satisfied: The proposed development will providing senior housing and service options. There is a need for senior living.

LU-9.1 Unsatisfied: The proposed development use is a combination of residential living and senior related services with other similar uses that are nearby. The proposal includes a landscape buffer easement, however, the plan does not show planting plan within this easement. Additionally,, the properties selected for the rezoning excludes a parcel to the south of the limits. This exclusion will create a current and future hardship and adverse impact on the property. Due to lack of specific buffering and proposed zoning limits, staff considers this policy unsatisfied. Specifics are discussed in staff analysis.

HOUSINGS & NEIGHBORHOOD POLICIES

NH-3: In existing neighborhoods, a mixture of land use types, housing sizes and lot sizes may be possible if properly mitigated and respectful of neighborhood character. Require careful design wherever land uses are mixed in order to ensure compatibility, accessibility and appropriate transitions between land uses that vary in intensity and scale.

NH-3.1 Satisfied: This development and rezoning is suited for the area and can provide a transition in uses from the intensity of the nearby commercial development to a less extreme residential and senior service use.



REPORT TO PLANNING COMMISSION

CITY OF ARNOLD

GOALS, OBJECTIVES, AND POLICIES (CONTINUED):

NH- 3.1: Provide Transitions. Design infill and redevelopment to avoid negative impacts and ensure compatibility and appropriate transitions between land uses.

3.7: Compatible Infill. Encourage infill housing in older residential neighborhoods that is architecturally compatible with surrounding properties.

TRANSPORTATION POLICIES

Policy T- 3.5: Access Standards. Implement access control standards to increase efficiency and safety and adopt access management guidelines to reduce conflict between highway traffic and adjacent land uses.

Policy T-3.6: Fair Share. Roadways and right-of-ways along property frontages that serve a development should be improved by the developer and/or complete development. Improvements may consist of driveway improvements, transitional right-of-way expansions, turn lanes, signalized intersections, center turn lanes, lane widening, lane tapers off-site, medians, shoulders, sidewalks, lighting, street lighting, street trees, landscaping, utility modifications, utility relocations, and overhead utility line burials. The improvements may be identified, shown or noted on the adopted City Transportation Master Plan, Improvement District Plan,

NH-3.1 Satisfied: This development and rezoning is suited for the area and can provide a transition in uses from the intensity of the nearby commercial development to a less extreme residential and senior service use.

NH-3.7 Satisfied: By review of the building rendering plan; the architectural color and material choices of minimal stone veneer, "James Hardie" plank siding and architectural roof seems to aesthetically compliment the theme of nearby newer residential construction. Note: *Additional discussion under Zoning analysis.*

T-3.5: Not Satisfied: As described in Comprehensive Plan, also as indicated in city Subdivision code, that AASHTO current edition and the St. Louis County's Construction Standards with details are adopted for entrance and access management.

The Preliminary Development Plan does not show support that the proposed driveway curb cuts, their sight distance and proximity to the intersection were considered with respect to applicable standards.

T-3.3.6: Not Satisfied: Staff provided Transportation Plan typical sections that indicate the required right of way, roadway and sidewalk for Old Lemay Ferry and Missouri State Road; the applicants' Rezoning Preliminary Development Plan, does not fulfill the requirements nor do they provide any proposal for staff or Commission to consider.

REPORT TO PLANNING COMMISSION

CITY OF ARNOLD



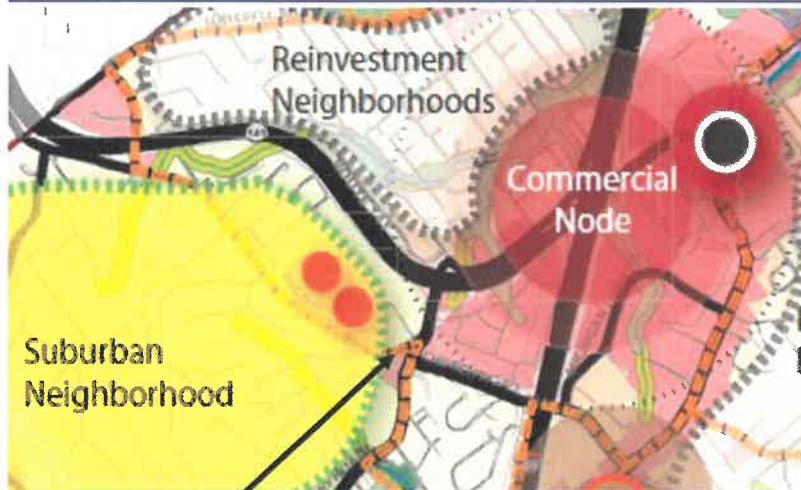
GOALS, OBJECTIVES, AND POLICIES (CONTINUED):

Development Plan, Preliminary Plat or may be required by condition by city staff, Planning Commission or City Council.

Policy T-6: Subdivision applications and other development approvals should be reviewed for adequacy of streets and roadways. Approval may be different, phased in, or conditioned upon the availability of adequate capacity.

T-6: Not Satisfied: The "C-4" rezoning request and Preliminary Development Plan proposal, at minimum will need the required road right of way dedication and roadway/transportation improvements as shown in the Transportation Plan. To mitigate impacts of the project a different proposal can be brought forth for consideration.

FUTURE LAND USE MAP:



Satisfied: The proposed planned commercial district is consistent with the FLUM designation for the property as fringe of a commercial node.

LOCATION

THIS SECTION INTENTIONALLY LEFT BLANK



REPORT TO PLANNING COMMISSION

CITY OF ARNOLD

PLANNING AND ZONING ANALYSIS

When reviewing applications for changes in zoning, or amendments thereto, the Planning Commission is required to hold a hearing, review, and make recommendations and report to the City Council.

The applicant requests to establish a "C-4" Planned Commercial District for multiple parcels of land, cumulatively 7 parcels totaling 8.32 acres. The proposed uses would include: 63 assisted living apartments, 20 memory care apartments, and senior services.

PURPOSE OF THE "C-4" PLANNED COMMERCIAL DISTRICT

The "C-4" Planned Commercial District is established in order facilitate the establishment of combinations of developments and uses for which no provision is made in any other single "C" Commercial District or the establishment of commercial developments and uses in locations where it would be appropriate to the area if they were to take place under approved site plans, and such conditions as to assure said developments and uses would be consistent with good planning practice and operated in a manner compatible with permitted developments and uses in adjoining districts, as necessary to protect the general welfare.

PERMITTED USES

The permitted uses in a "C-4" Planned Commercial District may potentially be any of the uses permitted or conditionally permitted in the "C-1", "C-2" or "C-3"; however, the specific ordinance authorizing the establishment of a particular planned commercial district related to a specific tract of land may further limit the uses permitted on the tract. *Staff finds that the uses proposed by the applicant are appropriate for this planned district subject to the applicant's ability to satisfy infrastructure requirements of the Zoning Ordinance.*

CONSISTENT WITH GOOD PLANNING PRACTICE

The redevelopment of the site for multi-family senior housing purposes advances the goals, objectives, and policies of the Comprehensive Plan and advances the goals of the Zoning Ordinance. The proposal reduces the opportunity for "piece meal" development of properties in the area, however, it leaves one critical parcel out of the plan. The properties selected for the rezoning excludes a parcel to the south of the limits, 1787 Old Lemay Ferry, owned by the Reininger Family. From a planning perspective, this exclusion will create a current and future hardship and adverse impact on their property. The Reininger's property, as proposed, will be the only single family residential property on that side of the street, wedged between two higher density multi-unit senior facilities. Due to the property's size and configuration, it is unlikely to ever redevelop, resulting in an anomalous, orphaned parcel. Mr. Gregory Reininger provided staff a statement of opposition pertaining to this development, and is included in this report as Exhibit A.

The proposed development uses, as described, are considered generally compatible. A concern is that the required landscape buffer strip does not include a planting plan for the area. It doesn't appear that the existing tree mass along this buffer suits the purpose as a barrier. The mass of the building, lighting, and site compared to the typical adjacent residential, will require

REPORT TO PLANNING COMMISSION

CITY OF ARNOLD



adequate buffer to mitigate visual impact. Buffering can be at an alternate location if desired. While the buffering landscape issue can be resolved during plan review, due to the other issue identified above, *Staff finds that the proposal is not consistent with good planning practices.*

Housing and Neighborhood

In reviewing the architectural renderings; colors and material choices, the minimal use of stone veneer, the primary use of James Hardie plank, and architectural roof, appear to be substantially similar to residential neighborhoods of the area. However, it is not consistent with the large format development across MO State Road or with Arnold Commons across Old Lemay.

This location is a primary corner of the city, nearing the top of a hill and is prominently visible, all sides of the building. Since this is a C-4 Commercial Planned District Zoning application, the Commissions may consider requesting upgrade in construction materials, aesthetics and/or location of certain types of material; specifically related to the rear and building sides facing residential. The reasons for upgrading the material would be to break up the building mass and for easier maintenance and extended longevity. Full masonry is used in the nearby commercial buildings of the First Baptist Church and Arnold Commons. Choosing these types of materials will make the building more compatible with the surrounding commercial uses as well. Other Cedarhurst projects have used full masonry, as shown in Exhibit B.

Transportation; Roadway and Pedestrian facilities

Over the course of staff review for this development; feedback and comments were provided to the applicant regarding the Preliminary Site Development Plan specific to the rezoning; that additional right-of-way and overall transportation improvements will be required and the potential need for a traffic study.

Staff provided Transportation Plan typical sections indicating the required right of way, roadway and sidewalk for Old Lemay Ferry and Missouri State Road; the applicants' Rezoning Preliminary Development Plan, does not fulfill the requirements nor do they provide any proposal for staff or Commission to consider. The current right of way and roadway sections are deficient, an needs improvement.

The C-4 rezoning and preliminary development plan, at minimum will need the required road right of way dedication and roadway/transportation improvements. The typical road section for Old Lemay Ferry is 41'-47' of right of way dedication and 30' of driving lanes, curb & gutter with a 5' sidewalk. A different proposal can be brought forth for consideration, but a plan must be provided to mitigate impacts of the project and fulfill the code requirement. Additionally, the plans do not show support that the proposed driveway curb cuts, sight distance and proximity to the intersection were considered with respect to applicable standards.

As a side note, the applicant provides an *estimated approximation* of cars per day as not anticipated to be a high volume; however, this is not the only concern to consider for the impacts on, adequacy of and need for traffic/transportation enhancements, Exhibit E. Also related, the applicants engineer asked for relief from installing sidewalks, in lieu they request escrow the cost of construction.



REPORT TO PLANNING COMMISSION

CITY OF ARNOLD

PLANNING AND ZONING ANALYSIS

In assisting the applicant and the City with direction in this critical Traffic and Transportation part of the plan; the Planning Commission may authorize or direct a traffic study be performed by a qualified firm or individual of the City's choosing, from the MODOT Local Public Agency Consultant List, the cost of the study paid by the developer.

MAP AMENDMENT REVIEW CRITERIA

EXTENSION OF BOUNDARY

The extension of an existing boundary where said change will not be detrimental and where it is shown that such change is necessary for public convenience or necessity. While the change may be generally warranted, as proposed *the rezoning may be detrimental due to the creation of an orphaned parcel.*

SIGNIFICANT CHANGE

There has been significant change in the area to warrant a change in zoning classification; *there has been significant change, including large format residential and commercial development.*

MISTAKE IN ZONING MAP

It is shown that a mistake was made in the original Zoning Map; *there was not a mistake in the map.*

CHANGE IN CLASSIFICATION

A change that would make the zoning classification reflect the proposed use in the land use plan of the City of Arnold; *this change is consistent with the comprehensive plan.*

BEST INTERESTS OF CITY OF ARNOLD

Other changes where it is shown to be in the best interests for the health, safety, and welfare of the citizens of the City of Arnold; *The proposal help in fulfilling a need for senior housing and services. However, as previously discussed there are a number of issues requiring additional scrutiny before this determination can be made.*

STAFF DISCUSSION

As presented, Staff finds the project does not completely meet the Comprehensive Plan Policies and Code requirements of the City. With additional information provided and through modification of the preliminary plan, many of those issues. As such, Staff is not prepared to make a recommendation of approval at this time. The primary issues of concern revolve around the potential need for a traffic study and any associated improvements being recommended based on such study, the "orphaned" parcel to the south, and architectural compatibility .

REPORT TO PLANNING COMMISSION

CITY OF ARNOLD



PLANNING AND ZONING ANALYSIS - CONTINUED

The "C-4" ordinance and Attachment "A", to be drafted by staff for the Commissions review and revision, is an opportunity to evaluate, provide suggestions, and include conditions that ultimately will inform the City Council as they consider the potential approval of the rezoning. With a well crafted Attachment "A", many of the critical concerns raised by Staff could be addressed between the Preliminary and the Final Development Plan submittals.

Staff requests that the Commission act to table the proposal to a future meeting in order to give the applicant an opportunity to respond to the concerns raised herein and summarized below.

Summary of Concerns

- Rezoning limits and project to include the parcel 1787 Old Lemay Ferry.
- A Traffic Study performed by a qualified firm or individual of the City's choosing, from the MODOT Local Public Agency Consultant List, as directed by the Planning Commission, the cost of the study paid by the developer.
- Architectural materials as guided by the Commission.

THIS SECTION INTENTIONALLY LEFT BLANK



REPORT TO PLANNING COMMISSION
CITY OF ARNOLD

ATTACHMENTS

SUPPLEMENTAL MATERIALS

REPORT TO PLANNING COMMISSION
CITY OF ARNOLD

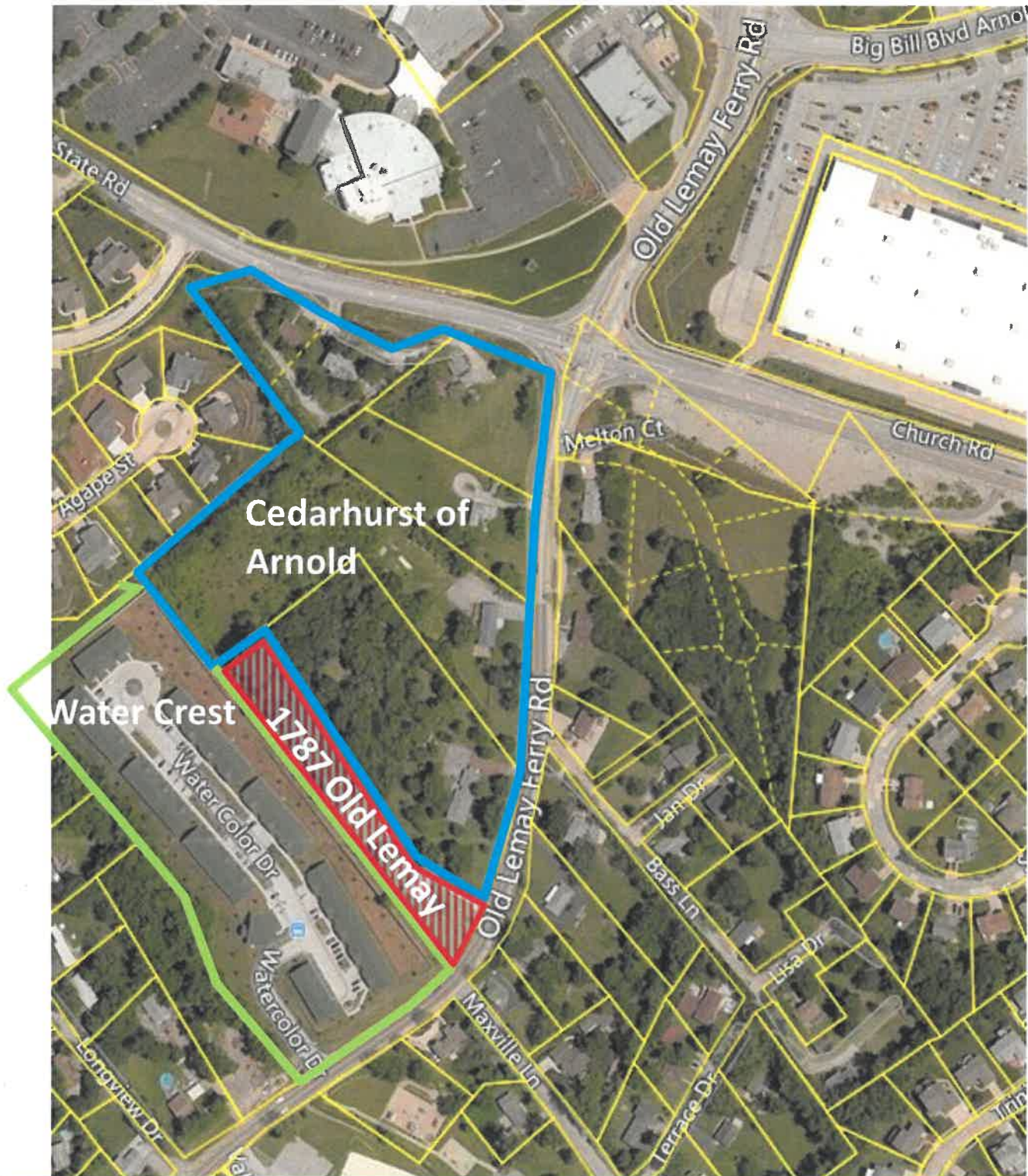


EXHIBIT A: 1787 OLD LEMAY FERRY– REININGER’S PROPERTY AND LETTER



REPORT TO PLANNING COMMISSION CITY OF ARNOLD

1787 BIG BILL ROAD (OLD LEMAY FERRY) - ARNOLD, MO

PUBLIC HEARING - ARNOLD PLANNING COMMISSION - 636-282-2378

TUESDAY, FEBRUARY 12, 2019, 7:00 PM - ARNOLD CITY COUNCIL

- 1) 2019-01: REZONING REQUEST, 2069 MISSOURI STATE ROAD; 2077, 1739, 1757 & 1777 OLD LEMAY FERRY RD, C-4 PLANNED COMMERCIAL DISTRICT.
- 2) 2019-02: PRELIMINARY PLAT/CONSOLIDATION PLAT 2069 MISSOURI STATE RD., CEDARHURST ASSISTED LIVING FACILITY.
- 3) MY PROPERTY, LOCATED AT 1787 OLD LEMAY FERRY ROAD, ADJOINING THE PROPERTY KNOWN AS 1777 OLD LEMAY FERRY ROAD, WHICH IS INCLUDED IN THE CEDARHURST REZONING REQUEST. THIS WILL IMPACT THE VALUE OF MY PROPERTY. I WAS INFORMED BY THE ARNOLD PLANNING COMMISSION, THAT AT SOME POINT IN TIME, THAT CEDARHURST COULD IN FACT PLACE A 6 FOOT HIGH WALL AT THE PROPERTY LINE ADJOINING OUR PROPERTY. IF THAT WOULD HAPPEN, I WOULD BE LOOKING AT THE WALL, BEING LOCATED AT THE HOUSE, 9 FEET FROM THE BRICK WALL OF THE HOUSE PRESENTLY THERE. THE WALL COULD BE CONSTRUCTED AT THE STREET, OLD LEMAY FERRY ROAD TO THE REAR OF THE PROPERTY, WHICH IS PRESENTLY 589 FEET LONG. I KNOW THAT PRESENTLY THERE IS NO REQUEST BY CEDARHURST TO CONSTRUCT A WALL THERE. IN THE FUTURE, IT COULD BE BUILT. THE REZONING PLACES OUR PROPERTY BETWEEN 2 - C-4 ZONING AREAS. THE PROPERTY ADJOINING OUR PROPERTY ON THE OTHER SIDE IS CALLED 1803 OLD LEMAY FERRY RD., ALSO KNOWN AS WATER COLOR VILLAS. THIS IS A SENIOR LIVING DEVELOPMENT, WITH 50 HOUSING UNITS, FOR LOWER INCOME PEOPLE.
- 4) I AM AGAINST HAVING A C-4 ZONING ADJOINING BOTH SIDES OF MY PROPERTY.
- 5) THE PROPERTY KNOWN AS 1757 OLD LEMAY FERRY RD. WRAPS AROUND THE BACK SIDE OF MY PROPERTY. THEREFORE THE REZONING TO C-4 AS PRESENTED HERE TODAY, WILL BE ON 3 SIDES OF MY PROPERTY AND THE 4TH SIDE IS OLD LEMAY FERRY ROAD.
- 6) I HAVE BROUGHT SEVERAL PHOTOS WITH ME TO HELP EXPLAIN THE SITUATION.

GREGORY J. REININGER - OWNER

1787 OLD LEMAY FERRY ROAD, ARNOLD, MO.63010

314-974-6884

EXHIBIT A: 1787 OLD LEMAY FERRY- REININGER'S PROPERTY AND LETTER

Dover Development Project - Rezoning Request

REPORT TO PLANNING COMMISSION
CITY OF ARNOLD



CEDARHURST OF
ST CHARLES
INSERT PHOTOS HERE

EXHIBIT B

2019.01 APPLICATION TO REZONE