

PLANNING AND ZONING COMMISSION MEETING

1 GOVERNMENT CTR, BALLWIN, MO 63011 MONDAY, NOVEMBER 07, 2022 at 7:00 PM

AGENDA

- 1. Call to Order
- 2. Approval of Minutes
 - a. October 3, 2022 Meeting Minutes
- 3. Agenda Items
 - **a.** SUE 22-07 Restaurant with the Sale of Alcohol by the Drink

Petitioner: Mr. Pierre Lamour, 15450 Trailside Dr. #A206, Kansas City, MO 64152

Petitioner: Mr. Drew Bolinger, 14615 Manchester Rd Suite 203, Manchester, MO 63011

Mr. Lamour and Mr. Bolinger are requesting approval for a restaurant with intent to sell alcohol, located at 15581 Manchester Rd, to allow the operation of a business not inherently permitted in C-1 Commercial.

- **b.** Capital Budget 2023
- c. Z 22-01 Waterford Subdivision Rezoning

Petitioner: Mr. Shawn Edghill, City of Ballwin, 1 Government Ctr, Ballwin, MO 63021

This petition serves as the beginning of the formal process to change the zoning classification of the area within the 2020 Waterford Subdivision Annexation Area from the current St. Louis County R-4 zone to the Ballwin R-3 Single Family Dwelling District.

4. Adjourn

<u>NOTE:</u> Due to ongoing City business, all meeting agendas should be considered tentative. Additional issues may be introduced during the course of the meeting.

ADA NOTICE: Residents of Ballwin are afforded an equal opportunity to participate in the programs and services of the City of Ballwin regardless of race, color, religion, sex, age, disability, familial status, national origin or political affiliation. If one requires an accommodation, please call (636) 227-8580 V or (636) 527-9200 TDD or 1-800-735-2466 (Relay Missouri) no later than 5:00 p.m. on the third business day preceding the hearing. Offices are open between 8:00 a.m. and 5:00 p.m. Monday through Friday.



MINUTES OF THE

PLANNING AND ZONING COMMISSION MEETING

1 GOVERNMENT CTR + BALLWIN MO 63011

OCTOBER 3, 2022

Chairman Weaver called the meeting to order at 7:00 p.m. Members in attendance were:

PRESENT

Chairman Mark Weaver
Secretary Olivia Pieknik
Commissioner Derek Beiter
Commissioner Chad Silker
Commissioner Mike Swain
Commissioner Victoria Winfrey
Alderman Mark Stallmann
Mayor Tim Pogue

Planning Technician Shawn Edghill City Administrator Eric Sterman City Attorney Robert E. Jones

ABSENT

Commissioner Grant Alexander Commissioner Gary Carr

Approval of Minutes

A motion was made by Mayor Pogue to accept the minutes of the September 6, 2022 meeting as submitted. Commissioner Silker seconded the motion, which received unanimous approval from the Commission members present.

SUE 22-06 – Restaurant with Front Yard Parking

Marco's Pizza, 15003 Manchester Rd, Ballwin MO 63011 Petitioner: Mr. Shawn Krisher, 2500 Lehigh Ave, Glenview IL 60026

Mr. Krisher addressed the Commission, requesting approval for a special use exception to operate a restaurant. Mr. Krisher stated that the restaurant would be primarily carryout and delivery; there is virtually no indoor seating. The hours of operation will be 11:00 am – 10:00 pm.

Mayor Pogue noted that Marco's is fairly new to the St. Louis market, and asked if the local stores are franchised and if so, are they all owned by the same franchisee. Mr. Krisher said he was unsure about the other stores in the St. Louis area, but the company he works for will be the franchisee for this store.

Alderman Stallmann confirmed that there will not be indoor seating. Mr. Krisher said he has not seen the plans for this store, but generally there is only a place for customers to sit while waiting for their order. Alderman Stallmann asked if the petitioner is planning to request a liquor license. Mr. Krisher said they are not.

Chairman Weaver opened the public hearing and asked if anyone wished to speak in favor of Petition SUE 22-06. No one came forward, and Chairman Weaver asked if anyone wished to speak in opposition to the petition. No one came forward, and Chairman Weaver closed the public hearing.

Section 2, Item a.

Alderman Stallmann made a motion to recommend approval of Petition SUE 22-06 to the dermen. Commissioner Pieknik seconded the motion, which received unanimous approval from the Commission members present.

SUE 22-04 – Entertainment Use

De-Crypt-It Escape Room, 116 Holloway Rd, Ballwin MO 63011 *Petitioner: Mr. James Tyler*, 135 Lois Ln, Paducah KY 42001

Neither Mr. Tyler nor a representative was in attendance to answer the Commission's questions.

City Attorney Jones said the Planning Commission must act on a petition within 60 days of certification by the Planning Technician, or it is automatically recommended for approval, so he advised the Commission to act on the petition and send it on to the Board of Aldermen. Mayor Pogue asked if the Board of Aldermen has a similar time constraint. City Attorney Jones said there is not a time limit for the Board, but if the petition is rejected by the Board of Aldermen, it cannot be reconsidered in the same format for a period of one year, unless three quarters of the Board gives special permission to reapply.

Planning Technician Edghill noted that he had contacted the landlord for the site of the proposed escape room, and that the landlord has also been unable to contact the petitioner for several weeks.

Chairman Weaver opened the public hearing and asked if anyone wished to speak in favor of Petition SUE 22-04. No one came forward, and Chairman Weaver asked if anyone wished to speak in opposition to the petition. No one came forward, and Chairman Weaver closed the public hearing.

Chairman Weaver made a motion to recommend denial of Petition SUE 22-04 to the Board of Aldermen due to lack of response from the petitioner. Commissioner Winfrey seconded the motion, which received unanimous approval from the Commission members present.

Other Business

Chairman Weaver asked if there are any agenda items for the November agenda. Planning Technician Edghill said that Finance Director Keller will have the Capital Budget presentation, and there will be a petition to rezone the Waterford subdivision from St. Louis County R-4 to Ballwin R-3.

Planning Technician Edghill announced that staff met with the St. Louis County Boundary Commission at the end of September, and the Charleston Oaks subdivision was successfully annexed. This will take effect on January 1, 2023. The Cascades subdivision annexation was held over until the end of October.

Chairman Weaver asked about the proposed Parc Place apartments. City Administrator Sterman said that as soon as the new temporary cell tower is completed and all the equipment moved over, demolition is anticipated in the next few weeks. At that point, it is in the developer's hands.

Adjournment

Alderman Stallmann made a motion to adjourn the meeting. Mayor Pogue seconded the motion, which received unanimous approval from the Commission members present. The meeting was adjourned at 7:12 p.m.

J. Mark Weaver, Chairman Planning & Zoning Commission

AMENDED SPECIAL USE EXCEPTION PETITION REVIEW REPORT

Petition Number: SUE 22-07

Petitioner: Pierre Lamour

15450 Trailside Dr. #A206 Kansas City, MO 64152

Drew Bolinger

14615 Manchester Rd, Ste. 203

Manchester, MO 63011

Project Name: Siline's Restaurant & Bar

Requested Action: Restaurant with the Sale of Alcohol by the Drink

Public Hearing Date: November 7, 2022

Code Section: Art. XIV, Sec. 1 (20)

Art. XIV, Sec. 1 (21)

Location: 15581 Manchester Rd

Existing Land Use/Zoning: Commercial/C-1

Surrounding Land Use/Zoning: North – Residential / R-1

South – Ellisville City Boundaries West – Ellisville City Boundaries

East - Commercial/ C-1

Plan Designation: Restaurant/ Sale of Alcohol by the Drink

Project Description:

Mr. Lamour and Mr. Bolinger are requesting approval for a restaurant with intent to sell alcohol, located at 15581 Manchester Rd, to allow the operation of a business not inherently permitted in C-1 Commercial.



Figure 1
Map View of the location of 15581 Manchester Rd.
Source: St. Louis County Parcel Viewer



Figure 2
Front view of Site, May 2022.
Proposal would use the former Bab Al-Hara Gyros suite shown in the middle of the strip.
Photo obtained via Google Maps.

Zoning Ordinance Requirements Appendix A, Article IX (Commercial/ C-1 District):

- Article IX, Section 1 is a general introductory statement and imposes no design or plan requirements so it is not germane to this review.
- Art. IX, Sec. 2 establishes uses allowed by right in the C-1 district. The use contemplated in this petition is not included in the base C-1 use regulations. The provision for a restaurant/establishment wishing to distribute alcohol by the glass in the City of Ballwin is required to undergo the SUE permitting process, detailing the necessity of my assessment.
- Art. IX, Sec. 3 establishes a height limitation of 45'. No changes are proposed to the current structure.
- Art. IX, Sec. 4 (1) establishes a front yard depth of not less than 40', except for: Art. XI, Sec. 4 (1) (i), which states that land lying along Manchester Rd shall have a front yard not less than 60 feet. **No changes are proposed to the current structure.**
- Art. IX, Sec. 4 (2) establishes no requirement for a side yard, so long as the location does not adjoin with a dwelling, dwelling district, or any public activity district. No changes are proposed to the current structure.
- Art. IX, Sec. 4 (3) establishes a rear yard depth of not less than 25'. No changes are proposed to the current structure.
- Art. IX, Sec. 4 (4) refers to improvement of a C-1-zoned parcel with single-family dwellings, and is not pertinent to this evaluation.
- Art. IX, Sec. 5 (1) refers to off street parking and loading spaces, neither is this petitioner is making changes to the currently existing building nor to its parking lot. **No changes are proposed.**
- Art. IX, Sec. 5 (2) refers to parking for shopping centers, plazas and office complexes with two or more tenants having more than 100,000 square feet of gross floor area and is not applicable to this review.
- Art. IX, Sec. 6 refers to review by MoDOT for any intensive redevelopment along Manchester Rd. This is irrelevant to this proposal.
- Art. IX, Sec. 7 (1) requires that the minimum spacing of curb cuts is to be 500' between centerlines. No change is proposed.
- Art. IX, Sec. 7 (2) requires the construction of a 6' wide sidewalk along Manchester Road and is not applicable to this review.
- Art. IX, Sec. 7 (3) requires that commercial parking lots be interconnected or that a cross access, driveway/parking lot vehicular interconnection easement be established to the benefit of Ballwin to allow a future parking lot interconnection with adjoining properties. No change is proposed, given that this proposal is using a pre-existing structure, and such a requirement would be best applied to a proposal with new construction included.

Zoning Ordinance Requirements/SUE Regulations Appendix A, Article XIV

- Article XIV, Section 1 (20) refers to any shop where food is served for consumption on the premises (i.e. restaurant) in the C-1 commercial district.
- Article XIV, Section 1 (21) refers to any establishment for the sale of beverages containing alcohol of any kind by the drink for consumption on the premises where sold in the C-1 commercial district.
- Article XIV, Sec. 2 (1) refers to minimum yard requirements. All yard requirements are abided by.
- Art. XIV, Sec. 2 (2) refers to site illumination. No change is proposed.
- Art. XIV, Sec. 2 (3) refers to greenery and planting. No change to the current landscape is proposed.
- Art. XIV, Sec. 2 (4) refers to fencing. No change is proposed.
- Art. XIV, Sec. 2 (5) refers to parking. The petitioner is neither making changes to the currently existing building nor to its parking lot.
- Art. XIV, Sec. 2 (6) refers to pavement and parking compliance. No change is proposed.
- Art. XIV, Sec. 2 (7) refers to storm water runoff control. No change is proposed.
- Art. XIV, Sec. 2 (8) refers to loading docks and facilities. No dedicated loading spaces are proposed for this use.
- Art. XIV, Sec. 2 (9) refers to ingress and egress at the site. No change is proposed.
- Art. XIV, Sec. 2 (10) refers to adequate area for the use. No changes are being proposed for the building, and the area is considered adequate for the use proposed.
- Art. XIV, Sec. 2 (11) states that in off-street parking for public use or for employees, no sales, dead storage, repair work nor dismantling of automobiles shall be permitted.
- Art. XIV, Sec. 2 (12) refers to rubbish and trash disposal and screening. No change is proposed outside of the current trash disposal situation.

Staff Recommendation:

Staff has no concerns.

Shawn Edghill Planning Technician

2023-2027 CAPITAL IMPROVEMENT PLAN										
		2023		2024		2025		2026		2027
Expenditures/Project By Department										
Administration										
TIF Municipal Revenue Funding	\$	24,085	\$	_	\$	-	\$	-	\$	-
Totals:	\$	24,085	\$	-	\$	-	\$	-	\$	-
Parks & Recreation										
Holloway Park Construction	\$	542,600	\$	_	\$	-	\$	-	\$	-
Vlasis Park Construction	Т.	938,050	7	605,000	7	-	7	-	-	855,000
New Ballwin Park Lake Design/Specs		-		30,000		-		-		-
New Ballwin Park Lake Improvements		-		-		-		605,000		=
Pointe Playground		-		-		-		500,000		-
TIF Municipal Revenue Funding		40,250		-		-		1		-
Totals:	\$	1,520,900	\$	635,000	\$	-	\$	1,105,000	\$	855,000
<u>Police</u>										
Police Building - Design	\$	141,934	\$	-	\$	-	\$	=	\$	=
Police Building Construction		4,981,617		-		-		-		-
Police Building Demolition		175,000		-		-		-		-
Totals:	\$	5,298,551	\$	-	\$	-	\$	-	\$	-
Public Works										
New Ballwin Rd Engineering	\$	57,125	\$	_	\$	_	\$	-	\$	-
New Ballwin Rd Construction	Ė	1,200,000	Ė	-	•	-	Ė	-		-
Ries Rd Engineering		51,346		64,183		-		-		-
Ries Rd Construction		-		855,773		-		-		-
Public Works Yard Assessment		30,000		-		=		=		=
Public Works Yard Design		-		180,000		-		-		-
Public Works Yard Construction		-		-		2,000,000		-		-
Totals:	\$	1,338,471	\$	1,099,956	\$	2,000,000	\$	-	\$	
Expense Totals:	\$	8,182,007	\$	1,734,956	\$	2,000,000	\$	1,105,000	\$	855,000
Revenues										
Capital Improvement Sales Tax	\$	392,000	\$	-	\$	-	\$	-	\$	-
Park Sales Tax		-		-		-		-		-
Public Safety Tax		894,000		-		-		-		-
Federal Project Reimbursement		652,863		684,618		-		-		-
Miscellaneous Park Grants		1,072,300		585,000		-		825,000		575,000
Revenue Totals:	\$	3,011,163	\$	1,269,618	\$	-	\$	825,000	\$	575,000
Beginning Fund Balance	\$	789,458	\$	-	\$	-	\$	-	\$	-
Transfers In-Operating Fund Balance		4,400,000		-		-		-		-
Grand totals:	\$	8,200,621	\$	1,269,618	\$	-	\$	825,000	\$	575,000
Revenues Over/ (Under) Expenditures:	\$	18,614	\$	(465,338)	\$	(2,000,000)	\$	(280,000)	\$	(280,000)

Projects for 2023 - 2027

Administration

TIF Municipal Revenue Funding

\$64,335

Per TIF indentures, the City is required to pay 35% of their bottom half of TIF revenues up to a cap of \$250,000 each year. This amount correlates to the TIF tax collected from the Capital Improvement and Parks sales taxes. 2023 is the final year for remittance due to termination of the TIF District.

Parks & Recreation

Holloway Park Construction

\$542,600

Planning and design elements for this project were taken from the 2019 Ballwin Parks Master Plan recommendations, with construction planned in 2023. These elements include but are not limited to: a comfort station for pickleball, tennis and playground users; lower court improvements to transition to a pickleball facility; updated playground to enhance the play value for multiple age groups; a pedestrian path from Holloway Road to the playground; and the addition of new shade structures and or canopy trees to provide shade for the playground.





Vlasis Park Construction

\$2,398,050

The newly adopted Vlasis Park Masterplan was crafted with community input and includes improvements to the ponds, trails, courts and pavilions and replacement of the playground. New elements include the addition of a great lawn which will serve as the centerpiece of the park and new green space to include a butterfly garden. Implementation will span multiple years to maximize grant opportunities.



Pointe Playground \$500,000

While this playground is just 20 years old, its use of sand as a safety element is messy and degrades the more expensive pour in place surfacing. Maintenance and repair issues are frequent and recurring. One element of the playground has resulted in numerous injuries. The City will apply for a Land Water Conservation Fund grant to offset a portion of the cost.



Parks & Recreation

New Ballwin Park Design, Specification, and Lake Improvements

\$635,000

Years of sediment build-up have contributed to degraded water quality and unsightly lake conditions in the warm summer months. In order to improve the environmental, habitat, recreational, aesthetic and social conditions of New Ballwin Lake, staff intends to develop a plan for rehabilitation of the lake. Items that will be considered are deepening the lake, removing the sediment, creating a stabilized and improved lake edge treatment, removal of the fishing deck and walkway, and adding a permanent structure for concerts and educational programming near the lake to enhance the park.



Police

Police Building Replacement

\$5,298,551

The police department is housed in a building which was originally constructed as a city hall. It has been remodeled and expanded multiple times but has a number of inefficiencies and needs modernization. The building is not fully ADA compliant, vital computer systems need to be relocated and the sallyport is unsafe, among other issues. Construction began in the spring of 2022 and is scheduled for completion in May 2023. The total project budget is \$13.4 million.



Projects for 2023 - 2027

Public Works

New Ballwin Rd. Construction (Manchester Rd. to Twigwood)

\$1,257,125

New Ballwin Road pavement and curb and gutters have deteriorated. Final engineering and construction will occur in 2023. Benefits include a smoother driving surface, upgraded and more cost efficient street lighting and intersection pedestrian signals.



Ries Road Engineering and Construction

\$971,302

Ries Road pavement has deteriorated. Engineering has begun in 2022, with construction to follow in 2024. Benefits include a smoother driving surface, upgraded and more cost efficient street lighting and compliance with federal regulations.

Public Works Yard - Reconfiguration

\$2,210,000

The layout of the yard shared by public works, building maintenance and parks staff is congested and inefficient. The main building is in poor condition with active water leaks. Newly replaced vehicles and heavy equipment are exposed to the elements. A needs assessment will be conducted in 2023 with detailed design work planned in 2024. Enhancements will likely include a new office building with sufficient cafeteria and conference space for all employees, heated pull through bays for maintaining and repairing equipment and several covered storage structures. The yard will be expanded to include much of the space where the current police building sits.



ZONING ORDINANCE CHANGE PETITION REVIEW REPORT

Petition Number: Z 22-01

Petitioner: City of Ballwin

1 Government Ctr. Ballwin, MO 63021

Project Name: Waterford Subdivision (2020) Rezoning

Requested Action: Zoning Ordinance Change

Public Hearing Date: November 7, 2022

Code Section: Zoning Ordinance, Article VI

Location: Waterford Subdivision

Existing Land Use/Zoning: County Residential/ R-4

Surrounding Land Use/Zoning: North – City of Ellisville Boundaries

South – City of Ellisville Boundaries

West – Residential/R-3

East – City of Ellisville Boundaries

Plan Designation: Not in Plan

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Project Description:

Effective on January 1, 2021, Waterford subdivision was officially annexed into and became a part of the City of Ballwin. The subdivision comprised the entirety of a pocket of Unincorporated St. Louis County between the cities of Ballwin and Ellisville remaining from the 1999 Southwest Annexation. The subdivision is bounded on three sides by the City of Ellisville and from the west, Ballwin's former city limits. The annexation was championed by the local residents who obtained a petition containing signatures of not less than 75% of the residents of the subdivision, allowing the City of Ballwin to undertake an annexation process known as a Simplified Boundary Change: Annexation. In the Plan of Intent that Ballwin filed with the Boundary Commission of St. Louis County, Ballwin stated that it would change the zoning district designation in this area from the current County zoning to the closest approximate Ballwin zoning classification that was appropriate.

According to Missouri case law, the zoning district classification of an annexed property cannot automatically change as the result of an annexation. Ballwin's former process in the 1970s, whereby the zoning of an annexed property automatically changed to a single family residential classification upon annexation was involved in a lawsuit (Dahman v. City of Ballwin, 1972). It was determined by the court not to be a valid exercise of a municipality's zoning authority, although it had been a common practice by many municipalities at the time to automatically rezone newly annexed properties. The court ruled that properties annexed by a jurisdiction retain their previous zoning district classification until the district classification is formally changed.

This petition serves as the beginning of the formal process to change the zoning classification of the area within the 2020 Waterford Subdivision Annexation Area from the current St. Louis County R-4 zone to the Ballwin R-3 Single Family Dwelling District.

Zoning Ordinance Requirements Appendix A, Article VI (Residential/ R-3 District):

- Article VI, Section 1 is a general introductory statement and imposes no design or plan requirements so it is not germane to this review.
- Art. VI, Sec. 2 establishes uses allowed by right in the R-3 district. The subdivision is made up of 27 parcels, 26 of which are detached single-family residences. The remaining parcel is a common ground located at 224 Reinke Rd containing a detention basin. The land uses located within the subdivision are compliant with our list of permitted land uses in the R-3 district.
- Art. VI, Sec. 3 establishes a height limitation of 45'. All residential structures within the subdivision are pre-existing. Any future structures proposed in the subdivision will be required to meet the height limitation.
- Art. VI, Sec. 4 (1) establishes a front yard depth of not less than 20', which matches with St. Louis County's currently applied R-4 district and should not result in any non-conformities.
- Art. VI, Sec. 4 (2) establishes a side yard depth of 8'. St. Louis County's R-4 district requires 6'. Any preexisting structures or structures under review by the City of Ballwin which are not compliant with the R-3 side yard regulation will be considered grandfathered in. Any future structures proposed following the effective date will be required to meet the new side yard requirement.

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- Art. VI, Sec. 4 (3) establishes a rear yard depth of not less than 15', which matches with St. Louis County's currently applied R-4 district and should not result in any non-conformities.
- Art. VI, Sec. 4 (4) refers to the allowed intensity of use, wherein every lot shall have an area of not less than 20,000 square feet. A caveat is provided in Art. IV, Sec. 4(a), wherein it states that if the lot is recorded prior to June 1, 1991, such lot may be used for a single-family dwelling. The subdivision was constructed 1989-1990 and was platted using St. Louis County's Density Development procedure, allowing for flexibility in lot sizes and design in low-density residential zoning categories. Lot sizes in the subdivision range from 6,000 square feet to 14,638 square feet. The aforementioned caveat under Section 4(a), allows for the lots to be rezoned to Ballwin's R-3 without the issue of non-conformity.
- Art VI, Sec. 4 (5) refers to the minimum width of the lots, wherein it states that no building shall be erected on any lot having a width of less than 100 feet at the street line, with a caveat under Art. IV, Sec. 4 (5) (b), permitting for a reduction of the minimum lot width to 70 feet at the street line with the condition that the lot has access to and buildings thereon are connected to a sanitary sewer. The subdivision is fully built out, however, for the sake of any future need for new construction, it should be noted that the Planned Environmental Unit (PEUs) applied to this area for denser development under St. Louis County at the time when this subdivision was platted permitted many lots in Waterford to have widths as low as 60 feet. Similar PEUs apply to other subdivisions within the County's R-3 and R-4 districts, and were applied to subdivisions such as Oakwood Farms prior to Ballwin's annexation and rezoning in 1999 and 2003, respectively. It is my consideration that Ballwin's R-3 is the still most appropriate zone regardless of this fact, and that any lot within this subdivision with a lot width lower than the 70 foot minimum provided under Art. IV, Sec. 4 (5) (b), should be considered for variance to permit construction of a detached single-family dwelling unit.
- Art. VI. Sec. 4(6) refers to dwelling area regulations. Given that the subdivision is built out, no pre-existing residential structures will be held accountable to these regulations. Any future structures proposed in the subdivision will be required to meet the dwelling area requirements.

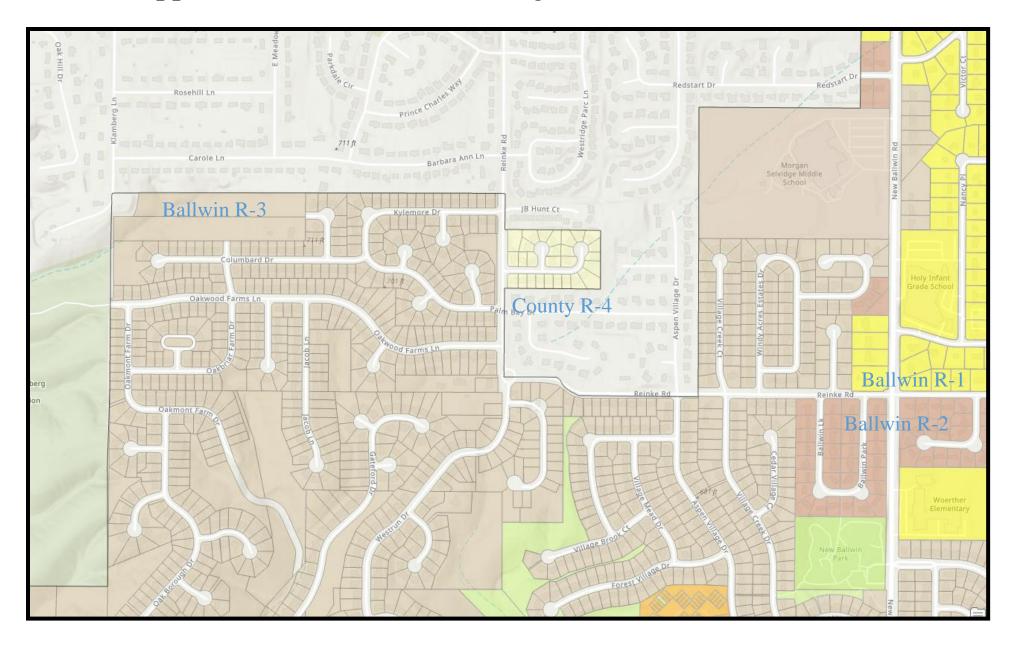
Staff Comments:

The primary reason for adopting Ballwin zoning district classifications in annexed areas is that the County zoning classifications frequently allow conditional uses that are not allowed in similar Ballwin districts. The County zoning code utilizes different procedures, ancillary regulations, and standards that do not blend with Ballwin's ordinances. Adopting Ballwin zoning district classifications in the annexed area makes for greater consistency across all of Ballwin's residential neighborhoods and minimizes the possibility of an unacceptable land use or activity being established or forced into a neighborhood due to inconsistencies with zoning district regulations. A map of Ballwin showing the annexed area zoning plan and copies of the St. Louis County and Ballwin district regulations are attached.

Planning Technician

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Appendix C (a): Current Zoning of Waterford Subdivision



Appendix C (b): Future Zoning of Waterford Subdivision

