



CITY OF JACKSON
ZONING BOARD OF ADJUSTMENT MEETING AGENDA

Thursday, June 26, 2025 at 5:30 PM

City Hall, 101 Court Street, Jackson, Missouri

Regular Members

Jason Liley
Kenneth White
Wade Bartels
Brent Wills

Kevin Schaper, Chairman

Larry Miller, Staff Liaison

Alternate Members

Lynette Moore
Vacant Position
Vacant Position

CALL TO ORDER

ROLL CALL

APPROVAL OF MINUTES

1. Approval of the May 22, 2025 minutes.

PUBLIC HEARINGS AND ACTION ITEMS

OLD BUSINESS

2. Motion to bring from the table a variance request for the minimum off-street parking requirements for a medical clinic at 2432 E Main Street to allow 48 parking spaces where 81 are required, as submitted by Verity Properties, LLC.

NEW BUSINESS

3. Discussion regarding using personal emails for ZBOA business.
4. Consideration of amending code to include virtual and teleconference meetings

ADMINISTRATIVE CASES

ADJOURNMENT

This agenda was posted at City Hall on June 20, 2025, at 12:00 PM.

CITY OF JACKSON, MISSOURI
Zoning Board of Adjustment (ZBOA)
Meeting Minutes

Thursday, May 22, 2025 – 5:30 p.m.
City Hall – Council Chambers

I. Call to Order

Chair Kevin Schaper called the meeting to order at 5:30 p.m.

II. Roll Call

Members Present:

- Kevin Schaper
- Brent Wills
- Jason Liley
- Ken White

A quorum was established with four members present.

III. Oath of Office

All board members present stood and were sworn in for their new terms. The oath included confirmation of qualifications, support for the U.S. and Missouri Constitutions, and allegiance to the ordinances of the City of Jackson.

IV. Election of Officers for the 2025–2026 Term

- **Chair:**
Brent Wills nominated Kevin Schaefer to serve as Chair. The motion was seconded by Jason Liley and unanimously approved.
- **Vice-Chair:**
Kevin Schaper nominated Brent Wills to serve as Vice-Chair. The motion was seconded by Jason Liley and unanimously approved.

V. Approval of Minutes – March 27, 2025

Motion by Brent Wills to approve the minutes as presented.

Seconded by Ken White.

Vote: Approved unanimously.

VI. Action Item

Variance Request – 2432 East Main Street

Submitted by: Verity Properties, LLC

Request: Variance from the minimum off-street parking requirements for a medical clinic.

Zoning Ordinance Requirement: 81 spaces required

Proposed: 48 spaces provided

Staff Report (Presented by Larry Miller):

- The application was submitted on April 17, 2025.
- Public notice was published in the *Cashbook Journal* and posted on the City website on May 7, 2025.
- Letters were mailed May 1, 2025, to all property owners within 185 feet.
- Staff reviewed the application and found it complete.
- The proposed development is a conversion/expansion of an existing medical facility currently operating as Mercy Convenient Care.
- City code requires parking based on the **greater of**:
 - Four spaces per exam room (17 rooms \times 4 = 68),
 - Or four spaces per 1,000 sq ft of floor area (8,400 sq ft = 34 spaces),
 - Plus additional parking for employees (1 space per 2 regular employees = 9) and doctors (4 doctors = 4).

Total Required Parking:

- Based on exam rooms: 68 (exam rooms) + 9 (employees) + 4 (doctors) = **81 spaces**
- Based on square footage: 34 + 9 + 4 = **47 spaces**
- Code mandates use of the greater number: **81 required**

Parking Proposed:

- Only 48 spaces can be provided due to site constraints, including the loss of three spaces to accommodate HVAC equipment along a property line.
-

Discussion:

Board members raised multiple concerns and sought clarification, including:

- Whether the 18 employees and 4 doctors are expected to be present simultaneously.
- Concerns that approving this variance could set a **precedent** for future developments, notably a similar request anticipated from **St. Francis Medical Center**.
- Lack of clarity on **staffing schedules, patient volume, and flow** — key elements needed to assess actual parking needs.
- Potential **overflow parking issues** affecting nearby businesses such as Domino's and other tenants in the adjacent strip mall.
- Staff clarified that the city's ordinance requires the greater of the two parking calculations (exam rooms or square footage).
- There was uncertainty about how the applicant calculated their own parking needs, specifically the logic behind "one space per two employees."

Board members said more documentation is needed, including:

- A **detailed parking analysis** showing anticipated traffic flow, employee shifts, and patient volumes.
- **Alternative parking solutions**, such as off-site employee parking agreements or shared parking arrangements with neighboring properties.
- Clarification of how the facility will function operationally (e.g., appointment-based vs. walk-in model).

The Board agreed that additional documentation was needed before a decision could be made.

VII. Motion

Motion by Brent Wills to table the variance request to allow the applicant (Mercy) to provide additional information, including:

- Number of staff and scheduling patterns
- Estimated patient flow and daily visit capacity
- Clarification of how the proposed 48 parking spaces will meet demand
- Any alternative parking arrangements being considered

Seconded by Ken White.

Vote: Approved unanimously.

Action: The item was **tabled** pending receipt of additional information.

VIII. Adjournment

There being no further business, the meeting was adjourned at approximately **6:40 p.m.**

Respectfully submitted,


Kevin Schaper
Chairman

Attested by:


Larry Miller
Building & Planning Manager

Staff Report

ACTION ITEM: Request a variance from the minimum off-street parking requirements for a medical clinic at 2432 E Main Street to allow 48 parking spaces where 81 are required, as submitted by Verity Properties, LLC.

APPLICANT: Verity Properties, LLC

APPLICANT STATUS: Property Owner

PURPOSE: To allow the use of the existing 48 parking spaces instead of the 81 spaces required under the code. The applicant asks that the Board permit the use of the less stringent method, which results in a 47-space requirement that the current lot meets.

SIZE: .990 acres

PRESENT USES: Medical Clinic

PROPOSED USE: Medical Clinic

PROPERTY ZONING: C-2 General Commercial

SURROUNDING ZONING: C-2 General commercial in all directions

HISTORY: This was formally a fitness center.

TRANSPORTATION AND PARKING: Currently, there are 48 existing parking spaces.

CODE SECTION REQUESTED TO BE VARIED: Zoning Code (Chapter 65)

Sec. 65-22. - Off-street parking and loading regulations.

The regulations hereinafter set forth in this section are in addition to, qualify, or supplement, as the case may be, the district regulations appearing elsewhere in this chapter.

(4) *Schedule of minimum parking spaces required.*

b. *Commercial, industrial, and institutional.*

21. Medical or dental clinic: one (1) parking space for each doctor practicing in the building and one (1) parking space for every two (2) persons regularly employed in the building, plus four (4) parking spaces for every one thousand (1,000) square feet of floor area, or four (4) parking spaces for each examination room, whichever is greater.

2024 COMPREHENSIVE PLAN: General Commercial

MAJOR STREET PLAN: Does not interfere with the major street plan.

FLOODPLAIN INFORMATION: This property is not in the floodplain per FEMA panel 29031C1442E, dated 9/29/11.

PHYSICAL CHARACTERISTICS: Parking is in the front and back of the building. There is no room to add additional parking.

COMMENTS: The applicant proposes to operate a medical clinic at 2432 E Main Street. The site currently provides 48 parking spaces. According to the City of Jackson Code of Ordinances, parking for medical or dental clinics is calculated as follows:

One (1) parking space for each doctor practicing in the building and one (1) parking space for every two (2) persons regularly employed in the building, **plus either:**

- Four (4) parking spaces per 1,000 square feet of floor area, **or**
- Four (4) parking spaces per examination room, **whichever is greater.**

Parking Requirement Calculations:**Base Requirement (applies in both scenarios):**

- 4 doctors = 4 spaces
- 18 employees \div 2 = 9 spaces
- **Subtotal = 13 spaces**

Option A – Based on Floor Area (8,400 sq ft):

- $8.4 \times 4 = 33.6 \rightarrow 34$ spaces
- **Total = 13 + 34 = 47 spaces**

Option B – Based on Examination Rooms (17 rooms):

- $17 \times 4 = 68$ spaces
- **Total = 13 + 68 = 81 spaces**

Required Minimum (Greater of the Two):

- **81 spaces (Option B)**

ACTION REQUIRED: The Board shall approve or deny this request based on the criteria for granting variances.



VARIANCE REQUEST APPLICATION

City of Jackson, Missouri

APPLICATION DATE: April 17, 2025

PROPERTY ADDRESS (Other description of location if not addressed):

2432 E. Main Street, Jackson, MO 63755

CURRENT PROPERTY OWNERS (all legal property owners as listed on current deed, including trusts, LLCs, etc):

Property Owner Name(s): Verity Properties LLC

Mailing Address: P.O. Box 568

City, State ZIP: Jackson, MO 63755

PROPOSED PROPERTY OWNERS (if property is to be transferred, name(s) in which property will be deeded):

Proposed Property Owner(s): _____

Mailing Address: _____

City, State, ZIP: _____

CONTACT PERSON HANDLING APPLICATION:

Contact Name: Megan Eli

Mailing Address: 315 Park Central East

City, State ZIP: Springfield, MO 65806

Contact's Phone: (417) 861-2761

Email Address (if used): elim@bufstudio.co

CURRENT ZONING: (check all that apply)

- | | |
|--|--|
| <input type="checkbox"/> R-1 (Single-Family Residential) | <input checked="" type="checkbox"/> C-1 (Local Commercial) |
| <input type="checkbox"/> R-2 (Single-Family Residential) | <input type="checkbox"/> C-2 (General Commercial) |
| <input type="checkbox"/> R-3 (One- And Two-Family Residential) | <input type="checkbox"/> C-3 (Central Business) |
| <input type="checkbox"/> R-4 (General Residential) | <input type="checkbox"/> C-4 (Planned Commercial) |
| <input type="checkbox"/> MH-1 (Mobile Home Park) | |
| <input type="checkbox"/> O-1 (Professional Office) | <input type="checkbox"/> I-1 (Light Industrial) |
| <input type="checkbox"/> CO-1 (Enhanced Commercial Overlay) | <input type="checkbox"/> I-2 (Heavy Industrial) |
| | <input type="checkbox"/> I-3 (Planned Industrial Park) |

CURRENT USE OF PROPERTY: Business

PROPOSED USE OF PROPERTY: Business

LEGAL DESCRIPTION OF TRACT (attach a copy of the most current property deed):
LOT 1 GREEN MEADOWS COMMERCIAL PARK NO 6 24/75

REASON FOR REQUEST: State the reason(s) why you believe the requested variance is necessary and compliance with the zoning code creates an undue hardship that denies all beneficial use of the property. Undue hardship must be related to condition of the property, not a condition of the owner or to a financial consideration. Attach additional page(s) as needed.

The existing parking lot has 48 spaces. Per the City's Zoning Code, the medical clinic function requires ~~81 spaces based on the more stringent calculation method, which accounts for both the new infill area and the existing clinic. An alternative calculation also present in the code—4 spaces per 1,000 SF of building area—would only require 47 spaces. Since the code mandates using the higher requirement (81 spaces), but the site cannot accommodate any additional parking, we are requesting a variance to allow the use of the less stringent 47-space requirement.~~

DRAWINGS: Attach a scaled plat of the tract(s) showing the entire lot, the location and size of all buildings / structures on the lot. If any buildings are to be less than the standard minimum setbacks, include these distances on the drawing. Any approved special use permit will be based on this building layout. Changes to the layout will require a new special use permit.

SURROUNDING PROPERTY OWNERS: A map of the property location and a map and list of all owners of property within 185' of the property in question will be incorporated as part of this application by the City. The 185' distance is exclusive of rights-of-way. The City will prepare this map based on the most current tax information published by the Cape Girardeau County Assessor.

PRIOR VARIANCE HISTORY:

Have there been any prior applications for Board of Adjustment action for this property? If so, please include the date of

previous application. YES ☐ NO ☒ Date: _____

Prior Variance Approved? YES ☐ NO ☐

Description of prior variance request: _____

SITE PLAN:

Attach a site plan of the property in question. The site plan does not need to be prepared by a surveyor, but must be adequate to clearly show the following information. This site plan must include the proposed construction, all existing structures on the property, all streets, alleys, easements, property lines, etc. Please include dimensions (measurements) of all structures and measurements from the structure in question to other structures and to all property lines. For a height variance, also include the proposed height from the lowest adjacent grade and highest adjacent grade. Show the location of all unusual physical features of the property that pertain to the problem. Measurements for the distance, setback, height, or size to be varied must be accurate. Construction cannot exceed the varied distance, size, or height approved by the Board of Adjustment. *ATTACHED TO THE END OF THIS DOCUMENT*

PHOTOS:

Include photos of the property if they help explain the problem and/or reason for the need for a variance.

PERMISSION TO VISIT PROPERTY:

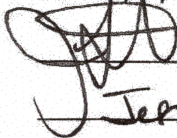
The owner hereby gives permission for members of the Board of Adjustment and/or city staff to enter within the boundaries of the real estate listed herein to examine the location(s) and property conditions involved in the proposed variance.

Yes ☒

No ☐

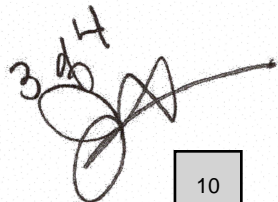
OWNER SIGNATURES:

I state upon my oath that all of the information contained in this application is true. (Signatures of all persons listed on the current property deed and the authorized signer(s) for any owning corporation or trust.)

 , LLC Manager for Verity Properties LLC
Jennifer L. Horn

Please submit this application along with \$50.00 non-refundable application fee to:

Building & Planning Manager
City of Jackson
101 Court Street
Jackson, MO 63755
573-243-2300 ext.29 (ph)
573-243-3322 (fax)
permits@jacksonmo.org

3 d 4


SITE PLAN

Item 2.



2432 E. MAIN ST.
JACKSON, MO 63755

EXISTING PARKING COUNT:
44 STANDARD SPACES
4 ACCESSIBLE SPACES

444

315 PARK CENTRAL EAST
SPRINGFIELD, MO 65806

Drawings & Specifications as instruments of service are to retain the assets of the Architect. There are not to be used as other objects or extensions to this project except by agreement in writing & with appropriate compensation to the Architect.

Contractor is responsible for confirming and correlating dimensions at job site. The Architect will not be responsible for construction means, methods, techniques, sequences or procedures, or for safety precautions and programs in connection with the project.

CLIENT NAME

MERCY HEALTHCARE
655 MARYVILLE CENTRE DRIVE
ST. LOUIS, MO 63141

HORNER & SHIFRIN
401 S. 18TH STREET, SUITE 400
ST. LOUIS, MO 63103

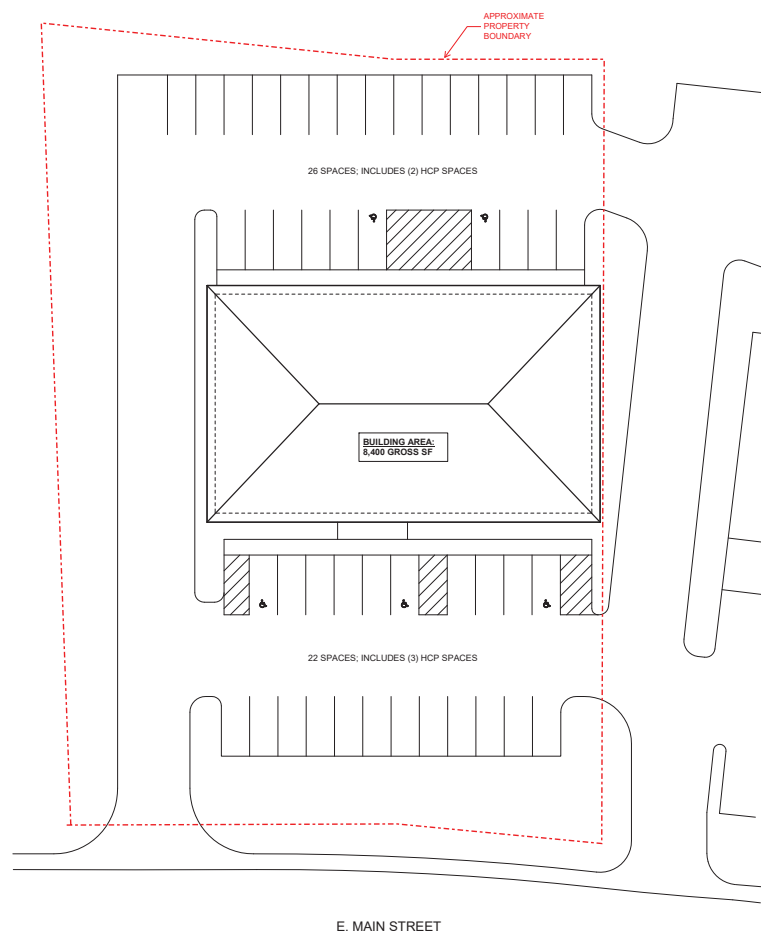
PARKING DATA:
SPACES REQUIRED @ 4 PER 1,000 SF = 47
TOTAL SPACES PROVIDED = 48
INCLUDES (5) ACCESSIBLE SPACES

Per the City's Zoning Code, medical and dental clinics are subject to the following parking calculation:

- One (1) space per practicing doctor (4 doctors = 4 spaces)
- Plus one (1) space per two (2) regular employees (18 employees = 9 spaces)
- Plus either four (4) spaces per 1,000 square feet of floor area (8,400 SF = 34 spaces) or four (4) spaces per examination room (17 exams = 68 spaces) - whichever yields the greater requirement

Using the more stringent method of four (4) spaces per exam room, the total number of required spaces for the combined clinic and infill space is 81. In contrast, applying the alternative calculation of four (4) spaces per 1,000 square feet would result in a requirement of only 47 spaces.

Given that the current site cannot physically accommodate more than the 48 existing spaces, we respectfully request a variance to allow the use of the less restrictive standard—four (4) spaces per 1,000 square feet—resulting in a required total of 47 spaces.



1 SITE PLAN
A1.00 1/16" = 1'-0"

PROJECT NAME: MERCURY JACKSON SENIOR RETAIL CLINIC
PROJECT ADDRESS: 2432 E. MAIN ST. JACKSON, MO 63755
SHEET NAME: SITE PLAN



03/21/2025
Architect Name RYAN M. FAUST
Architect Number 2011002762

THE SEAL & SIGNATURE APPLY ONLY TO THE DOCUMENT WHICH THEY ARE AFFIXED & WE EXPRESSLY DISCLAIM A RESPONSIBILITY FOR ALL OTHER PLANS, SPECIFICATIONS, ESTIMATES, REPORTS OR OTHER DOCUMENTS OR INSTRUMENTS RELATING TO OR INTENDED TO BE USED IN ANY PART OR PARTS OF THIS PROJECT.

[illegible]

NO.	DATE	DESCRIPTION
-----	------	-------------

Drawing Size: 30 x 42	Project #: 24165
Drawn By: CC	Checked By: JME
Title:	

SITE PLAN

Sheet Number: _____

1100

Date: 12

12

April 22, 2025

To the City of Jackson, MO Board of Adjustment Members:

We are requesting a variance to the parking requirements outlined in the City's Zoning Code as it pertains to the existing clinic and proposed infill space located within the same building. The site currently provides 48 parking spaces, which has historically been sufficient to accommodate both the existing clinic and its adjacent tenants without issue.

Per the City's Zoning Code, medical and dental clinics are subject to the following parking calculation:

- One (1) space per practicing doctor (4 doctors = 4 spaces)
- Plus one (1) space per two (2) regular employees (18 employees = 9 spaces)
- Plus either four (4) spaces per 1,000 square feet of floor area (8,400 SF = 34 spaces) *or* four (4) spaces per examination room (17 exams = 68 spaces) - whichever yields the greater requirement

Using the more stringent method of four (4) spaces per exam room, the total number of required spaces for the combined clinic and infill space is 81. In contrast, applying the alternative calculation of four (4) spaces per 1,000 square feet would result in a requirement of only 47 spaces.

Given that the current site cannot physically accommodate more than the 48 existing spaces, we respectfully request a variance to allow use of the less restrictive standard—four (4) spaces per 1,000 square feet—resulting in a required total of 47 spaces.

Rationale for Variance Request:

- **Site Constraints:** The lot size and configuration prohibit the addition of any new parking spaces.
- **Historical Sufficiency:** The current 48-space lot has consistently met the parking demand of both the existing clinic and multiple former tenants of the infill suite.
- **Overly Conservative Requirement:** The requirement of four (4) spaces per exam room does not reflect practical usage. Exam rooms are typically occupied by no more than three individuals at a time, and it is uncommon for each person to arrive in a separate vehicle. Visitors often arrive with a companion, sharing a single vehicle and therefore a single parking space.
- **Redundant Calculations:** Staff and physician parking needs are already addressed separately in the code's baseline requirements. As such, allocating additional spaces per exam room for them is duplicative. A more accurate estimate would be one (1) space per exam room, which would cover the patient and any visitors they bring with them. This approach would yield a requirement of only 30 spaces; well below even the 47 spaces we are requesting approval for.

For these reasons, we believe that the request to apply the less stringent calculation method is both reasonable and appropriate for the operational demands of this facility.

Respectfully submitted,



Megan Eli, Project Architect, BUF Studio

Hi Larry,

See responses from the clinic administration in red below:

1. How will the reduced number of required parking spaces function operationally.
There is staff parking in the back of the building.
2. What is the average daily flow of patients? **A fully staffed clinic would see a maximum of 40 patients per day (open 8AM-5PM)**
3. How many people (staff and patients) are typically present on-site at one time? **When the clinic is fully staffed, 18-20 max**
4. What is the typical overlap of patients waiting for an exam room? **Maybe 1 or 2 per hour but that would be on rare occasions.**

I think it is also important to note that half of this building has been operating as a clinic for years with no issues. The previous use of the space being renovated (fitness center) would likely have had more occupied parking spaces at any given time than the new clinical function will have, as outlined by the responses above.

Thank you,

Megan Eli

Essential Services Market Leader & Project Architect

315 Park Central East

Springfield, MO 65806

T / 479.579.9959, ext. 107

E / elim@BUFSTUDIO.CO

W / WWW.BUFSTUDIO.CO



Jackson population: 15,742

One (1) parking space for each doctor practicing in the building and one (1) parking space for every two (2) persons regularly employed in the building, **plus either:**

- Four (4) parking spaces per 1,000 square feet of floor area, **or**
- Four (4) parking spaces per examination room, **whichever is greater.**

Parking Requirement Calculations:

Base Requirement (applies in both scenarios):

- 4 doctors = 4 spaces
- 18 employees ÷ 2 = 9 spaces
- **Subtotal = 13 spaces**

Option A – Based on Floor Area (8,400 sq ft):

- $8.4 \times 4 = 33.6 \rightarrow 34$ spaces
- **Total = 13 + 34 = 47 spaces**

Option B – Based on Examination Rooms (17 rooms):

- $17 \times 4 = 68$ spaces
- **Total = 13 + 68 = 81 spaces**

Required Minimum (Greater of the Two):

- **81 spaces** (Option B)

Cape Girardeau population: 40,508 **8400 sq ft / 250= 33.6 → 34 spaces**

Medical and dental offices and clinics - 1 for each 250 square feet of total floor area

Perryville population: 8,506

Commercial, Industrial, and Institutional: There is no minimum parking space requirement for any Commercial, Industrial, or Institutional property required by the Perryville Missouri Schedule of Ordinances. Instead, it is understood and expected that individual developers will consider their parking needs, specific to their business(es), and design accordingly.

Lebanon population: 15,429 **8400 sq ft / 250= 33.6 + 22 employees= 55.6 → 56 spaces**

Medical, dental, or related offices: 1 space per 250 sq. ft. of total building floor area plus 1 space per employee

Washington population: 15,450 **8400 sq ft / 1000= 8.4 * 4.5= 37.8 → 38 spaces**

Medical and dental offices: See "offices"

Offices (business, professional or public office building, studio, bank, medical or dental clinic): 4 1/2 spaces for every 1,000 square feet of gross floor area

Overland population: 15,496 **8400 sq ft / 1000= 8.4 * 4= 33.6 → 34 spaces**

General offices: Four (4) spaces per one thousand (1,000) square feet of floor area.

Clayton population: 17,461 **8400 sq ft / 200= 42 → 42 spaces**

Medical office buildings. Buildings in which twenty percent (20%) or more of the gross area is occupied by members of the healing profession, one (1) parking space for each two hundred (200) square feet of the gross area used for this purpose

Kirksville population: 17,483 **8400 sq ft / 400= 21 + 22 employees= 43 → 43 spaces**

Office buildings. Office buildings, including commercial, government, and professional buildings, and medical and dental clinics, shall provide at least one parking space for each employee on the largest shift, and one parking space for every 400 square feet of gross building area. The minimum parking requirement for office buildings shall be four parking spaces.

Poplar Bluff population: 16,132 **8400 sq ft / 150= 56 → 56 spaces**

Medical office building. Building in which twenty percent (20%) or more of the gross area is occupied by members of the healing profession. One (1) parking space for each one hundred fifty (150) square feet of the gross area used for this purpose.