

**CITY OF KIRKWOOD**

**PLANNING AND ZONING COMMISSION**

**NOVEMBER 7, 2018**

**PRESENT:** **ABSENT:**

Allen Klippel, Chairman Kathy Oughton, Secretary/Treasurer

Jim O’Donnell, Vice Chairman Ron Evens

James Diel

Madt Mallinckrodt

David Eagleton

Jim Adkins

Wanda Drewel

Pursuant to notice of meeting duly given, the Planning and Zoning Commission convened on Wednesday, November 7, 2018, in the City Hall Council Chambers at 139 South Kirkwood Road. City Attorney John Hessel, City Planner Jonathan Raiche, and Assistant City Planner Amy Lowry also attended the meeting.

**1.** Chairman Klippel called the meeting to order at 7:00 p.m. and informed the audience of the Speaker Cards and procedures for making comments. He announced that Commissioners Oughton and Evens were absent and their absence was excused.

**2.** Motion was made by Commissioner O’Donnell and seconded by Commissioner Eagleton to approve the minutes as written for the October 17, 2018, meeting. The motion was unanimously approved by the seven members present (Commissioners Oughton and Evens were absent).

1. **PZ-12-19 AMEND SPECIAL USE PERMIT AND SITE PLAN – FREI GLASS,**

**1017 WEST ADAMS AVE**

 Submitted: 10-19-18 Automatic Recommendation: 2-16-19

 Petitioner’s Agent, Paul Boyer

City Planner Jonathan Raiche stated the petitioner is requesting an amendment to the Special Use Permit and Site Plan that were approved by the City Council in April 2018. The single-family house at 1017 West Adams Avenue has been occupied as a residence and also been used as a stained glass studio for 70 years. The legal non-conforming use is seeking a 1,500 square foot expansion to construct an “L” shaped annex to the north and west of the house and covered and surface parking. Modifications were approved by the City Council and variances were granted by the Board of Adjustment with the previously approved proposal. The previous conditions that were approved by City Council were discussed. This includes the restriction that the new buildings shall not be used for residential purposes so that a multi-family situation is not permitted.

Paul Boyer of Civil Engineering Design Consultants stated the 2.4 acre lot is part of a site containing 10 acres owned by Emil Frei. The City Council approved an ordinance in April, 2018, granting a Special Use Permit and approving the site plan. The lighting does not meet the minimum levels because this is a residence, wanting to keep it serene. There’s no advertising or signs posted. Six to eight employees work on site and additional employees work on location. When the house is no longer used as a residence, the business will utilize the space. City Planner Raiche added that the stained glass use is not a home occupation and does not require that someone live in the existing home. It was also mentioned that many of the spaces of the existing home are shared spaces for the residential and commercial users.

Stephen Frei, owner and former president of Emil Frei & Associates, Inc., intends to keep the area as natural as possible.

Chairman Klippel appointed Commissioners Mallinckrodt and Drewel to the subcommittee. A subcommittee meeting was scheduled for November 13 at 7:30 a.m.

4. **PZ-11-19 DOWNTOWN MASTER PLAN RECOMMENDATIONS –**

 **ROUND 2 (PARKING REGULATIONS)**

 (Subcommittee – Commissioners O’Donnell, Mallinckrodt, Eagleton, and Evens)

City Planner Jonathan Raiche stated that implementation of the Downtown Master Plan & Parking Study suggested Code amendments which the subcommittee believed that some could be City wide. The first report (PZ-11-19a) pertains to parking requirements for liner buildings in the Downtown Master Plan Study Area.

Commissioner O’Donnell read the underlined sections of the Subcommittee Report:

CITY OF KIRKWOOD

**PLANNING AND ZONING COMMISSION**

**SUBCOMMITEE REPORT**

###### November 7, 2018

***PETITION NUMBER:*** PZ-11-19 (a)

***ACTION REQUESTED:*** AMENDMENTS TO CITY OF KIRKWOOD CODE OF ORDINANCES APPENDIX A: THE CITY OF KIRKWOOD ZONING CODE AS IT PERTAINS TO PARKING REQUIREMENTS FOR LINER BUILDINGS, SPECIFICALLY SECTIONS A-140 and A-1000.1 (2)(a).

***PETITIONER***: CITY INITIATED

***BACKGROUND/DESCRIPTION:***

The Planning & Zoning Commission formed a subcommittee to consider various code revision recommendations that resulted from the recent Downtown Master Plan & Parking Study that was conducted by DPZ Partners. Staff recommended that the Commission consider the code revisions in three different groupings: B-2 regulations, parking regulations, and R-5 regulations. The first grouping was previously addressed by the Commission and is being considered by the City Council. The second grouping, Downtown parking regulations, includes five separate items for consideration:

1. Exempt Liner Buildings from parking requirements,
2. Permit off-site parking within a greater distance (500’),
3. Permit shared parking according to the Shared Parking Table recommended in the Downtown Master Plan & Parking Study,
4. Reduce parking requirements according to the recommended tables in the Downtown Master Plan & Parking Study, and
5. Implement bicycle parking regulations.

The subcommittee decided to address each of these items in separate reports. Similar to the first grouping, the subcommittee approached each of these recommendations with a goal of providing language that would facilitate the implementation of and provide consistency with the Downtown Master Plan & Parking Study.

***DISCUSSION:***

The subcommittee held meetings on October 19th and November 1st. For a list of attendees at these meetings, see Exhibit A. The subcommittee agrees with the recommendation from the Downtown Master Plan & Parking Study regarding Liner Buildings. The benefits gained from encouraging these types of building through exempting the parking requirements include the following; increased commercial opportunity Downtown, a more pedestrian-oriented development pattern, and allowance of creativity for developers and businesses that may not otherwise find opportunity Downtown. Because of the shallow nature of these buildings, the operations are also often such that they do not generate the same vehicle intensity as larger stores.

The subcommittee discussed whether or not there needed to be an overall maximum building size in addition to the maximum depth permitted to be considered a Liner Building. Ultimately, the subcommittee found that the potential users that created concern (e.g. restaurants) would be required to obtain a Special Use Permit which would allow for additional parking concerns to be discussed at that time. This approach is similar to the existing exemption for businesses that locate into existing buildings Downtown. The subcommittee suggested that the new term “Liner Building” be defined within the parking regulations and within the Definitions section of the Zoning Code.

***RECOMMENDATION:***

The Subcommittee recommends that the amendments, as detailed in Exhibit B, to Sections A-140 and A-1000.1(2)(a) of the Zoning Code be ***approved.***

Respectfully submitted,

Jim O’Donnell David Eagleton

Ron Evens Madt Mallinckrodt

Commissioner Eagleton made a motion and seconded by Commissioner Mallinckrodt to approve PZ-11-19a in accordance with the recommendations in the Subcommittee Report. After discussion regarding the uses (small-scale versus big box retail and small take-out rather than full-service restaurants) the motion was unanimously approved by the seven members present.

City Planner Raiche stated the second report (PZ-11-19b) pertains to the proximity of off-site parking, i.e., increasing the distance between the parking facility and the main building from a maximum of 300 feet to 500 feet.

Commissioner O’Donnell made a motion and seconded by Commissioner Adkins to approve PZ-11-19b in accordance with the recommendations in the Subcommittee Report. Commissioner Mallinckrodt read the underlined sections of the Subcommittee Report:

CITY OF KIRKWOOD

**PLANNING AND ZONING COMMISSION**

**SUBCOMMITEE REPORT**

###### November 7, 2018

***PETITION NUMBER:*** PZ-11-19 (b)

***ACTION REQUESTED:*** AMENDMENTS TO CITY OF KIRKWOOD CODE OF ORDINANCES APPENDIX A: THE CITY OF KIRKWOOD ZONING CODE AS IT PERTAINS TO PROXIMITY OF OFF-SITE PARKING, SPECIFICALLY SECTION A-1000.2(2).

***PETITIONER***: CITY INITIATED

***BACKGROUND/DESCRIPTION:***

The Planning & Zoning Commission formed a subcommittee to consider various code revision recommendations that resulted from the recent Downtown Master Plan & Parking Study that was conducted by DPZ Partners. Staff recommended that the Commission consider the code revisions in three different groupings: B-2 regulations, parking regulations, and R-5 regulations. The first grouping was previously addressed by the Commission and is being considered by the City Council. The second grouping, Downtown parking regulations, includes five separate items for consideration:

1. Exempt Liner Buildings from parking requirements,
2. Permit off-site parking within a greater distance (500’),
3. Permit shared parking according to the Shared Parking Table recommended in the Downtown Master Plan & Parking Study,
4. Reduce parking requirements according to the recommended tables in the Downtown Master Plan & Parking Study, and
5. Implement bicycle parking regulations.

The subcommittee decided to address each of these items in separate reports. Similar to the first grouping, the subcommittee approached each of these recommendations with a goal of providing language that would facilitate the implementation of and provide consistency with the Downtown Master Plan & Parking Study.

***DISCUSSION:***

The subcommittee held meetings on October 19th and November 1st. For a list of attendees at these meetings, see Exhibit A. The City’s current code states that joint parking facilities shall be provided within 300 feet from the lot on which the main building is located except for provided in Section A-1000.3. Section A-1000.3 divides the location of parking areas regarding proximity to the property being served into 5 categories: 1) single-family and two-family dwellings; 2) three and four-family dwellings and row dwellings; 3) apartment buildings; 4) clubs, hospitals, group homes, nursing homes, homes for the aged, and other similar uses; 5) all other uses.

The subcommittee believes that the categories and proximity distances in 1000.3 would still be effective. If the Joint Parking Facilities (Section A-1000.2(2)) were amended to reference A-1000.3 and eliminate the 300 feet clause, this would accommodate the recommendation in the Downtown Master Plan & Parking Study. This recommendation is being made to apply City-wide rather than specifically to the Downtown Area as the subcommittee feels it would be beneficial at the larger scale.

***RECOMMENDATION:***

The Subcommittee recommends that the amendments, as detailed in Exhibit B, to Section A-1000.2(2) of the Zoning Code be ***approved.***

Respectfully submitted,

Jim O’Donnell David Eagleton

Ron Evens Madt Mallinckrodt

The motion was unanimously approved by the seven members present.

City Planner Raiche stated the third report (PZ-11-19c) pertains to shared parking in the Downtown Master Plan Study Area. The Code currently allows shared parking with theaters and churches, and a Shared Parking Table was provided by the consultant. This would provide flexibility and taking advantage of efficiencies of shared parking. The Zoning Code requires that shared parking agreements be recorded and be in effect in perpetuity; and if it were to terminate, that the City be notified. The table could also be used by one owner with multiple uses.

Commissioner Eagleton read the underlined sections of the Subcommittee Report:

CITY OF KIRKWOOD

**PLANNING AND ZONING COMMISSION**

**SUBCOMMITEE REPORT**

###### November 7, 2018

***PETITION NUMBER:*** PZ-11-19 (c)

***ACTION REQUESTED:*** AMENDMENTS TO CITY OF KIRKWOOD CODE OF ORDINANCES APPENDIX A: THE CITY OF KIRKWOOD ZONING CODE AS IT PERTAINS TO SHARED PARKING, SPECIFICALLY SECTION A-1000.2(3).

***PETITIONER***: CITY INITIATED

***BACKGROUND/DESCRIPTION:***

The Planning & Zoning Commission formed a subcommittee to consider various code revision recommendations that resulted from the recent Downtown Master Plan & Parking Study that was conducted by DPZ Partners. Staff recommended that the Commission consider the code revisions in three different groupings: B-2 regulations, parking regulations, and R-5 regulations. The first grouping was previously addressed by the Commission and is being considered by the City Council. The second grouping, Downtown parking regulations, includes five separate items for consideration:

1. Exempt Liner Buildings from parking requirements,
2. Permit off-site parking within a greater distance (500’),
3. Permit shared parking according to the Shared Parking Table recommended in the Downtown Master Plan & Parking Study,
4. Reduce parking requirements according to the recommended tables in the Downtown Master Plan & Parking Study, and
5. Implement bicycle parking regulations.

The subcommittee decided to address each of these items in separate reports. Similar to the first grouping, the subcommittee approached each of these recommendations with a goal of providing language that would facilitate the implementation of and provide consistency with the Downtown Master Plan & Parking Study.

***DISCUSSION:***

The subcommittee held meetings on October 19th and November 1st. For a list of attendees at these meetings, see Exhibit A. As stated in the Downtown Master Plan & Parking Study, “the recommended Shared Parking Table determines the space usage at different times of the day for each day of the week and each use listed. All uses have a time of day they are at 100%. The shared use[parking] table determines the highest parking occupancy across all uses and times, which becomes the new requirement.” Table 1.3 (see a hypothetical example on the next page) provides a reduction in parking for developments that desire to provide parking more efficiently through shared facilities. This allowance will discourage the overdevelopment of surface parking in Downtown and facilitate the implementation of the Downtown Master Plan & Parking Study. An example of how this would be implemented for a parking lot serving multiple uses can be seen on the next page.

This recommendation is being made to apply City-wide rather than specifically to the Downtown Area as the subcommittee feels it would be beneficial at the larger scale.



***RECOMMENDATION:***

The Subcommittee recommends that the amendments, as detailed in Exhibit B, to Section A-1000.2(3) of the Zoning Code be ***approved.***

Respectfully submitted,

Jim O’Donnell David Eagleton

Ron Evens Madt Mallinckrodt

Commissioner O’Donnell made a motion and seconded by Commissioner Diel to approve PZ-11-19c in accordance with the recommendations in the Subcommittee Report. The motion was unanimously approved by the seven members present.

City Planner Raiche stated the fourth report (PZ-11-19d) pertains to reduced parking requirements in the Downtown Master Plan Study Area. The Subcommittee’s recommendation differs from DPZ’s recommendation – i.e., single family should remain as is with 2 spaces per unit and not reduce it to 1.5 spaces per unit. However, multi-family could be reduced to 1.5 spaces per unit. In addition, required parking for auto related uses should remain.

Commissioner Mallinckrodt read the underlined sections of the Subcommittee Report:

CITY OF KIRKWOOD

**PLANNING AND ZONING COMMISSION**

**SUBCOMMITTEE REPORT**

###### November 7, 2018

***PETITION NUMBER:*** PZ-11-19 (d)

***ACTION REQUESTED:*** AMENDMENTS TO CITY OF KIRKWOOD CODE OF ORDINANCES APPENDIX A: THE CITY OF KIRKWOOD ZONING CODE AS IT PERTAINS TO REDUCED PARKING REQUIREMENTS IN DOWNTOWN, SPECIFICALLY SECTION A-1000.4.

***PETITIONER***: CITY INITIATED

***BACKGROUND/DESCRIPTION:***

The Planning & Zoning Commission formed a subcommittee to consider various code revision recommendations that resulted from the recent Downtown Master Plan & Parking Study that was conducted by DPZ Partners. Staff recommended that the Commission consider the code revisions in three different groupings: B-2 regulations, parking regulations, and R-5 regulations. The first grouping was previously addressed by the Commission and is being considered by the City Council. The second grouping, Downtown parking regulations, includes five separate items for consideration:

1. Exempt Liner Buildings from parking requirements,
2. Permit off-site parking within a greater distance (500’),
3. Permit shared parking according to the Shared Parking Table recommended in the Downtown Master Plan & Parking Study,
4. Reduce parking requirements according to the recommended tables in the Downtown Master Plan & Parking Study, and
5. Implement bicycle parking regulations.

The subcommittee decided to address each of these items in separate reports. Similar to the first grouping, the subcommittee approached each of these recommendations with a goal of providing language that would facilitate the implementation of and provide consistency with the Downtown Master Plan & Parking Study.

***DISCUSSION:***

The subcommittee held meetings on October 19th and November 1st. For a list of attendees at these meetings, see Exhibit A. The Downtown Master Plan & Parking Study provided an evaluation of the City’s current parking requirements. This evaluation resulted in two tables, Table 1.1 and Table 1.2, which provided a comparison of the existing parking requirements with those that the consultant recommended based upon current parking demands in downtowns throughout the country that are mixed use, compact, connected, and walkable. The subcommittee agrees that the recommendations from the study provide parking requirements that better fit the style of downtown development portrayed in the Downtown Master Plan & Parking Study.

The subcommittee made the following adjustments to Table 1.2:

1. Listing each land use category in the parking requirement table to remove ambiguity of how uses are classified,
2. Maintain the minimum length requirements for drive-thru uses as currently required,
3. Decrease the parking requirements for residential uses to 1.5 spaces per unit from the 2 spaces currently required rather than the 1 space per unit that was recommended, and
4. Keep the existing parking requirements for the Auto Related uses so that the code does not provide any incentive to these businesses locating Downtown.

While the subcommittee’s recommendation is limited to applying the new parking requirements to the Downtown Master Plan Study Area, the subcommittee also recommends that the City monitors the success of these regulations and considers amending the city-wide parking regulations as appropriate. Similarly, the subcommittee recommends that the listing of each land use category to remove ambiguity be included in the table specific to Downtown and the table for all other properties.

***RECOMMENDATION:***

1. The subcommittee recommends that the amendments, as detailed in Exhibit B, to Section A-1000.4 of the Zoning Code be ***approved.***
2. The subcommittee recommends that the City monitors the success of these regulations and considers amending the City-wide parking regulations as appropriate.

Respectfully submitted,

Jim O’Donnell David Eagleton

Ron Evens Madt Mallinckrodt

Commissioner Mallinckrodt made a motion to approve PZ-11-19d in accordance with the recommendation in the Subcommittee Report. Commissioner O’Donnell seconded the motion and it was unanimously approved by the seven members present.

City Planner Raiche stated the last report (PZ-11-19e) pertains to required bicycle racks.

Commissioner Eagleton read the underlined sections of the Subcommittee Report:

CITY OF KIRKWOOD

**PLANNING AND ZONING COMMISSION**

**SUBCOMMITEE REPORT**

###### November 7, 2018

***PETITION NUMBER:*** PZ-11-19 (e)

***ACTION REQUESTED:*** AMENDMENTS TO CITY OF KIRKWOOD CODE OF ORDINANCES APPENDIX A: THE CITY OF KIRKWOOD ZONING CODE AS IT PERTAINS TO REQUIRED BICYCLE PARKING, SPECIFICALLY TO INCLUDE A NEW SUBSECTION UNDER SECTION A-1000.

***PETITIONER***: CITY INITIATED

***BACKGROUND/DESCRIPTION:***

The Planning & Zoning Commission formed a subcommittee to consider various code revision recommendations that resulted from the recent Downtown Master Plan & Parking Study that was conducted by DPZ Partners. Staff recommended that the Commission consider the code revisions in three different groupings: B-2 regulations, parking regulations, and R-5 regulations. The first grouping was previously addressed by the Commission and is being considered by the City Council. The second grouping, Downtown parking regulations, includes five separate items for consideration:

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3. Permit shared parking according to the Shared Parking Table recommended in the Downtown Master Plan & Parking Study,
4. Reduce parking requirements according to the recommended tables in the Downtown Master Plan & Parking Study, and
5. Implement bicycle parking regulations.

The subcommittee decided to address each of these items in separate reports. Similar to the first grouping, the subcommittee approached each of these recommendations with a goal of providing language that would facilitate the implementation of and provide consistency with the Downtown Master Plan & Parking Study.

***DISCUSSION:***

The subcommittee held meetings on October 19th and November 1st. For a list of attendees at these meetings, see Exhibit A. The Downtown Master Plan & Parking Study did not explicitly recommend the addition of bicycle parking requirements; however, the subcommittee believes that standardizing these requirements in the Code will help further the goals of the 2015 Pedestrian and Bicycle Plan by promoting bicycle riding and also promote the pedestrian- and bicycle-friendly development envisioned in the Downtown Master Plan & Parking Study.

The subcommittee reviewed bicycle parking regulations that Staff was able to locate from four St. Louis County municipalities; Clayton, University City, Crestwood, and Ellisville. The subcommittee believes that the Clayton regulations addressed many of the elements that will provide a successful result for safe and functional bicycle parking. Modifications were recommended including blending the required rates with other Communities for an averaged approach and increasing the distance within which bicycle racks must be located in proximity to building entrances. This recommendation is being made to apply City-wide rather than specifically to the Downtown Area as the subcommittee feels it would be beneficial at the larger scale.

The subcommittee also discussed the idea that the City should establish a system to provide shared bicycle parking facilities throughout downtown that would be strategically located so that multiple businesses would benefit. The subcommittee felt this approach would provide a positive benefit in combination with the requirements for bicycle racks on private developments. One location that was specifically discussed was the introduction of a large bicycle rack at the Kirkwood Train Station. The subcommittee also discussed the advantages that this location could provide if the public bicycle rack was located under roof, overhang, or similar cover to provide protection from weather. A separate recommendation regarding the public bicycle parking discussion is included in this report.

***RECOMMENDATION:***

1. The subcommittee recommends that the City investigate and pursue a public bicycle parking program that would provide strategically located bicycle racks throughout Downtown with specific consideration given to a covered bicycle rack at the Kirkwood Train Station.
2. The subcommittee recommends that the amendments, as detailed in Exhibit B, to Section A-1000 of the Zoning Code be ***approved.***

Respectfully submitted,

Jim O’Donnell David Eagleton

Ron Evens Madt Mallinckrodt

Commissioner O’Donnell made a motion to approve PZ-11-19e in accordance with the recommendations in the Subcommittee Report. Commissioner Eagleton seconded the motion and it was unanimously approved by the seven members present.

1. **KIRKWOOD ENVISION 2035 COMPREHENSIVE PLAN UPDATE**

City Planner Jonathan Raiche provided information on the status of the goals in the EnVision Kirkwood 2035 Comprehensive Plan in the 3rd Quarter Update.

There being no further business, the meeting adjourned at 8:45 p.m. The next regular meeting will be held on December 5th at 7 p.m. in the Council Chambers at Kirkwood City Hall.

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 Allen Klippel, Chair

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 Kathy Oughton, Secretary/Treasurer

Upon request, these minutes can be made available within three working days in an alternate format, such as CD, by calling 314-822-5822. Minutes can also be downloaded from the City’s website at [www.kirkwoodmo.org](http://www.kirkwoodmo.org), then click on City Clerk, Boards & Commissions, Planning & Zoning Commission.