



**CITY OF KIRKWOOD  
PLANNING AND ZONING COMMISSION  
April 15, 2015**

**PRESENT:**

Gil Kleinknecht, Chairman  
 Greg Frick, Vice Chairman  
 Wanda Drewel, Secretary/Treasurer  
 Cindy Coronado  
 Dan Stauder  
 Jim O'Donnell  
 Madt Mallinckrodt  
 Allen Klippel

**ABSENT:**

Commission Lacking the Appointment of  
 One Member

Pursuant to notice of meeting duly given, the Planning and Zoning Commission convened on Wednesday, April 15, 2015, at 7:00 p.m. at Kirkwood City Hall, 139 South Kirkwood Road. Council Member Tim Griffin, City Attorney John Hessel, Public Services Director Bill Bensing, City Planner Ryan Spencer, and Administrative Assistant Patti Dodel also attended the meeting.

1. Chairman Gil Kleinknecht called the meeting to order at 7:00 p.m. and announced that Tad Skelton had resigned effective April 1; therefore, the Commission is lacking the appointment of one member. All appointed Commission members were present.
  
2. Motion was made by Mr. O'Donnell and seconded by Mr. Mallinckrodt to approve the minutes as written for the March 4, 2015, meeting. The motion was unanimously approved.
  
3. **PZ-24-15 REZONE R4 TO B3 – 1015 N. WOODLAWN AND SPECIAL USE PERMIT (RESTAURANT) AND SITE PLAN – STARBUCKS, 10300 MANCHESTER ROAD**  
 Submitted: 12-8-14 Automatic Recommendation: 5-7-15  
 Petitioner, Jonathan Browne  
 {Subcommittee - Mr. Stauder (chair), Mr. O'Donnell, and Mr. Kleinknecht}

AND

4. **PZ-24a-15 AMEND SPECIAL USE PERMIT- SUGAR CREEK GARDENS, 1011 N. WOODLAWN**  
 Submitted: 1-16-15 Automatic Recommendation 5-16-15  
 Petitioner, Ann Lapides  
 {Subcommittee - Mr. Stauder (chair), Mr. O'Donnell, and Mr. Kleinknecht}

Jonathan Browne, president of Novus Development; Brian Rensing, Transportation Engineer with CBB; Ann Lapidés, owner of Sugar Creek Gardens; and Mark McLean, Ms. Lapidés’ attorney were present.

Chairman Kleinknecht informed the Commission there will be five votes taken on this request: (1) rezone 1015 North Woodlawn from R-4 to B-3; (2) approve a site plan for a parking lot at 1015 North Woodlawn; (3) amend the Special Use Permit for Sugar Creek Gardens at 1011 North Woodlawn; (4) approve a Special Use Permit for a restaurant with a drive thru and outdoor seating and Site Plan for Starbucks at 10300 Manchester Road; and (5) approve the subcommittee report.

Motion was made by Mr. Stauder and seconded by Ms. Drewel to recommend approval of rezoning 1015 North Woodlawn Avenue from R-4 to B-3. Mr. Stauder, Chairman Kleinknecht, and Mr. O’Donnell read the Subcommittee Report:

**CITY OF KIRKWOOD  
PLANNING AND ZONING COMMISSION  
SUBCOMMITTEE REPORT  
April 15, 2015**

- PETITION NUMBER:** PZ-24-15 and PZ-24a-15
  
- ACTION REQUESTED:** REZONING OF 1015 NORTH WOODLAWN AVENUE FROM R-4 SINGLE-FAMILY DISTRICT TO B-3 HIGHWAY BUSINESS DISTRICT, SPECIAL USE PERMIT AND SITE PLAN REVIEW (STARBUCKS – DRIVE-THRU RESTAURANT WITH OUTDOOR SEATING/PARKING LOT) 10300 MANCHESTER ROAD AND SPECIAL USE PERMIT AMENDMENT
  
- PETITIONER:** JONATHAN BROWNE, NOVUS DEVELOPMENT  
ANN LAPIDES, SUGAR CREEK GARDENS
  
- PROPERTY LOCATION:** 1011 NORTH WOODLAWN AVENUE/1015 NORTH WOODLAWN AVENUE/10300 MANCHESTER ROAD
  
- ZONING:** R-4 SINGLE-FAMILY DISTRICT/B-3 HIGHWAY BUSINESS DISTRICT
  
- DRAWINGS SUBMITTED:** SITE DEVELOPMENT PLAN/LANDSCAPE PLAN PREPARED BY VANCE ENGINEERING. STAMPED "RECEIVED JANUARY 30, 2015, CITY OF KIRKWOOD PUBLIC SERVICES"

PARKING STUDY PREPARED BY CBB TRANSPORTATION ENGINEERS + PLANNERS. STAMPED "RECEIVED MARCH 19, 2015, CITY OF KIRKWOOD PUBLIC SERVICES"

TRAFFIC IMPACT STUDY PREPARED BY CBB TRANSPORTATION + PLANNERS. STAMPED "RECEIVED April 9, 2015, CITY OF KIRKWOOD PUBLIC SERVICES"

**DESCRIPTION OF PROJECT:**

Petitioner Jonathan Browne is requesting Site Plan Approval and Rezoning from R-4 Single-Family to B-3 Highway Business to demolish an existing single-family home located at 1015 North Woodlawn Avenue in order to construct a parking lot (38 spaces). Approximately ten feet of the parking lot is to be located on the property of Sugar Creek Gardens, a legal, non-conforming use at 1011 North Woodlawn Avenue. A shared parking agreement will be recorded between the two property owners. The Special Use Permit for Sugar Creek Gardens is being amended to reflect this new parking lot.

In conjunction with the creation of a new parking lot, petitioner Jonathan Browne is requesting a Special Use Permit/Site Plan Review for a drive-thru restaurant (Starbucks) with outdoor seating to be located in the northeast corner of the existing Greentree Center parking lot. The restaurant will be staffed by approximately 5 employees during a maximum shift. Business hours for the store will be 5:00 AM – 9:00 PM seven days a week.

***TRAFFIC & PARKING ANALYSIS***

The parking situation at the Greentree Center is complex. The existing, 48,819 square foot, facility has 17 individual units with an 89.5% occupancy rate as of March, 2015. See Exhibit C for a list of tenants. The property was granted a parking variance for 229 spaces on April 11, 1994. There are currently 231 parking spaces on the property.

Starbucks, as a drive-thru restaurant, requires 32 parking spaces per 1,000 square feet of seating area and 2 parking spaces per 3 employees on maximum shift. Given the 326 square feet of seating area and 5 employees on a maximum shift the parking requirement is 13 parking spaces.

The proposed site plan shows a re-striping of the existing Greentree Center parking lot and a new rear parking lot which will bring the total number of parking spaces to 253, including 8 accessible spaces. The total number of required spaces based on the granted variance and proposed Starbucks is 242 parking spaces, including 7 accessible spaces.

The proposed site plan for Starbucks shows an approximately 12 foot by 140 foot queuing lane which will accommodate approximately 11 passenger vehicles.

Sugar Creek Gardens is an existing legal, non-conforming use with an approved Special Use Permit (Ordinance 8366). The approved ordinance states that no on-street parking shall be permitted in conjunction with the Gardens. A ten foot wide portion of the proposed rear parking lot (38 spaces) falls on the Sugar Creek Gardens property. Sugar Creek Gardens and Greentree Center will enter into a shared parking agreement with respect to this parking area.

A parking study was submitted by the applicant and concluded;

“Overall, our analysis shows that the Greentree Center will be able to sufficiently park all patrons (fully occupied Greentree Center with Starbucks) on site between 7:00 a.m. and 2:00 p.m. The peak parking characteristics with the proposed Starbucks should be a good offsetting parking use for the center since many of the uses are not operational until 9:00 a.m. or later.”

One specific finding of the study was that the Starbucks is expected to have a peak parking demand of approximately 37 spaces during weekday morning peak hour (8:00 a.m.) and that parking demand after 2:00 p.m. will be less than 10 spaces on a weekday. Finally, the highest total parking demand estimated for the site with the fully occupied Greentree Center and Starbucks is 158 spaces at 12:30 p.m., which relates to a utilization rate of 62%.

A traffic impact study was submitted on April 9, 2015. The study found that the proposed Starbucks would have only a minor impact on the adjacent streets and intersections compared to existing conditions. The majority of trips associated with the Starbucks are pass-by in nature; Seventy-five (75%) percent during the weekday morning peak hour and fifty (50%) percent during the weekday midday peak hour. There were two recommendations from the study.

The first recommendation is that the signal timing at the intersection of Manchester and Woodlawn be adjusted so as to permit northbound Woodlawn traffic better flow and prevent queues from blocking the Greentree Center north driveway. The second recommendation is to restripe North Woodlawn Avenue at Manchester to create a longer northbound left turn bay to help with traffic queues.

### ***Landscaping***

Landscaping for the vicinity of the proposed Starbucks drive-thru restaurant will consist of 3 canopy trees, six varieties of shrubs and flowers and approximately 1,400 square feet of interior open space. The existing Greentree Center parking lot will have seven new landscape islands planted with 14 canopy trees. The proposed rear parking lot will include 5 canopy trees.

The current existing open space is 14,810 square feet. The proposed open space is an increase of 1,837 square feet to 16,647 square feet. The proposed 253 parking spaces generates an open space requirement of 3,230 square feet.

***COMPREHENSIVE PLAN:***

The Greentree Center, 10300 Manchester Road, is designated for General Commercial use and 1015 North Woodlawn Avenue is designated for Suburban Density Residential by the Vision 2015 Comprehensive Plan. The proposed Starbucks development is commercial in nature and is an appropriate use and is consistent with the policies presented by the Plan. The proposed parking lot is not consistent with the policies presented by the Plan for Suburban Density Residential, but it is an appropriate use as it will serve the two commercial properties to the north and south with respect to parking impacts.

***LAND USE AND ZONING:***

10300 Manchester Road is zoned B-3 Highway Business District and is currently occupied by an existing retail/office development (Greentree Center). 1015 North Woodlawn Avenue is zoned R-4 Single-Family District. Surrounding land uses and zoning include the following:

To the south: Directly abutting 1011 North Woodlawn Avenue is a cul-de-sac street with five single family residences zoned R-4, Single-Family District.

To the north: Across Manchester Rd. is St. Agnes Home (Senior Living) split-zoned zoned R-3, Single-Family District and B-3, Highway Business District.

To the east: Across Woodlawn Avenue at the corner of Woodlawn and Manchester is a Financial Services Company zoned B-3, Highway Business District and single-family houses zoned R-4, Single-Family District.

To the west: Directly abutting 10300 Manchester Road is an automobile dealership zoned B-3 Highway Business District and directly abutting 1015 North Woodlawn Avenue is a City of Kirkwood Electrical Substation zoned R-4, Single-Family District.

***DEPARTMENTAL/AGENCY COMMENTS:***

Electric: Drive Entrance on Woodlawn shall align directly with substation entrance. Electrical lines for Sugar Creek Gardens will be moved to new parking lot islands.

Engineering: No Comments

- Fire: Meet 2009 International Code requirement for Fire Department Access and Fire Flow requirements. See Exhibit D.
- Water: No Comments

**DISCUSSION:**

A Zoning Matters sign was placed on the property on February 5, 2015. The petitioner presented the plan at the February 18, 2015, Planning and Zoning Commission meeting. A subcommittee was appointed prior to the presentation. The subcommittee held a meeting at City Hall on February 6, 2015. See Exhibit B for an attendance list. Notice of the meetings had been properly posted. Discussion focused on how the overall number of parking spaces would be adjusted, the nature of the new access easement for the Kirkwood Electric substation, the number of indoor customers vs. drive-thru customers at the proposed Starbucks and how Sugar Creek Gardens will impact the new rear parking lot.

A second subcommittee meeting was held at Sugar Creek Gardens on February 23, 2015. See Exhibit B for an attendance list. Discussion focused on the nature of lighting in the proposed rear parking lot and the need for the lighting to be equivalent to the existing parking lot, the queuing of the Dance Studio customers and its impact on internal traffic circulation (see Exhibit E) and construction timing of Starbucks and new parking lot and its impact on the existing parking.

**RECOMMENDATION:**

The Subcommittee recommends that this petition be **approved** with the following conditions:

1. The project shall be constructed and maintained in accordance with the site plan/landscape plan stamped "Received January 30, 2015, City of Kirkwood Public Services", except as noted herein. Prior to proceeding to City Council, revised plans that incorporate all conditions of approval herein shall be submitted to the Public Services Department.
2. A performance guarantee shall be submitted to the City of Kirkwood within six months of approval and prior to the issuance of any permits.
3. An administrative fee shall be submitted before acceptance of the performance guarantee by the City. The fee supports site inspection and project administration costs.
4. A shared parking agreement between the property owners of 1011 North Woodlawn Avenue and 1015 North Woodlawn Avenue shall be approved by the City and recorded in the St. Louis County Office of the Recorder of Deeds and a

- copy filed in the Public Services Department office prior to issuance of any permits.
5. Copies of letters from the property owner (10300 Manchester Road) to each tenant acknowledging that employees may be directed at the discretion of the property owner to park in a specific location, per signed lease agreement, shall be filed in the Public Services Department prior to the issuance of any permits.
  6. Pick-up and drop-off for the Dance Studio shall be via the new Woodlawn Ave. entrance at 1015 N. Woodlawn Ave. with vehicles progressing in a clock-wise manner and exiting via the existing Woodlawn entrance as acknowledged in the letter submitted by the Dance Center of Kirkwood on February 24, 2015.
  7. In order to provide access to the Kirkwood Electric substation an access easement agreement between the owner of Greentree Center and the City of Kirkwood shall be approved by the City and recorded in the St. Louis County Office of the Recorder of Deeds and a copy filed in the Public Services Department office prior to issuance of any permits.
  8. Architectural Review Board shall approve all signs and building architecture prior to the issuance of any permits.
  9. The existing dumpster, southeast corner of Greentree Center, and any new dumpsters shall be enclosed with a new six foot high, sight-proof fence constructed of materials similar to the materials of the primary structure. The latching gate will consist of matching or complementary materials.
  10. Any new dumpster area and dumpster pad shall shall be constructed of 7" thick concrete pavement on a 6" thick rock base and sized to fit dumpster.
  11. All planned site lighting for the Starbucks and Parking Lot (1015 North Woodlawn Avenue) shall be designed in accordance with Zoning Code Section A-1040. Building lighting shall consist of wall-mounted downlights. New site lighting shall be installed at the rear of the existing Greentree Center to provide sufficient lighting, as determined by the Public Services Director, for employees utilizing the rear parking lot.
  12. The parking and driveway area at the southwest corner of the Greentree Center shall be repaired and overlaid for proper drainage to the existing storm inlet.
  13. One of the accessible parking spaces provided for Starbucks shall be designated with an additional placard that states "Lift Van Accessible". Additionally, the reserved parking signs shall include the phrase "\$50 to \$300 Fine".
  14. An accessible route in compliance with ADA standards shall be provided from the proposed accessible parking spaces to the accessible entrance of the building.

15. A response from MoDOT shall be submitted prior to the issuance of any permits with respect to the adjustment of signal timing at Manchester Road and N. Woodlawn Avenue per the submitted traffic impact study.
16. A striping plan that reflects the recommendation of the submitted traffic impact study shall be submitted to the Public Service Director's office prior to the issuance of any permits for N. Woodlawn Avenue.
17. All rooftop mechanical equipment shall be fully screened from view of adjoining properties. The exact dimensions and materials of the screening shall be approved by the Building Commissioner.
18. Outdoor seating shall be limited to four (4) tables of uniform design seating a maximum of 16 persons.
19. Outdoor music shall be permitted for Starbucks during hours of operation.
20. A building permit for Starbucks shall not be issued until such time as the proposed parking lot and new lighting, to be located at 1011/1015 North Woodlawn Avenue, is completed.
21. A consolidation plat for 10300 Manchester and 1015 North Woodlawn Avenue shall be approved by the City and recorded in the St. Louis County Office of the Recorder of Deeds and filed in the Public Services Department office prior to issuance of a building permit. All required city easements shall be shown on the plat.
22. The Sugar Creek Gardens property (1011 N. Woodlawn) shall maintain a minimum of 20 off-street parking spaces. Parking spaces located on the proposed parking lot (1015 N. Woodlawn) shall not be included in the required total.
23. The existing Greentree Center parking lot shall be re-surfaced and re-striped.
24. A curbed traffic island shall be installed at the end of the parking aisle located parallel to the outdoor seating area for Starbucks.
25. The parallel parking space located in the proposed rear parking lot shall be removed and replaced with a required curbed traffic island.
26. The petitioner shall comply with all standard conditions as listed in Exhibit A.

Respectfully submitted,

Dan Stauder

Jim O'Donnell

Gil Kleinknecht

After questions by the Commission, Ms. Coronado requested a bike rack be installed near the proposed Starbucks. Mr. Browne stated he has been working with Trailnet and could accommodate that request and that he did not have any comments or concerns regarding the other conditions of approval.

David Eagleton, Trailnet Planning Advisory Committee Member and Kirkwood resident, spoke in favor of Starbucks. Mr. McLean, stated Sugar Creek Gardens did not have any concerns regarding the recommendations that affected their property.

The motion to rezone 1015 North Woodlawn from R-4 to B-3 was unanimously approved by the eight members.

Motion was made by Mr. Stauder and seconded by Mr. O'Donnell to approve the site plan for a parking lot at 1015 North Woodlawn Avenue. The motion was unanimously approved by the eight members.

Motion was made by Mr. Stauder and seconded by Ms. Coronado to recommend approval of a Special Use Permit amendment for Sugar Creek Gardens at 1011 North Woodlawn Avenue. The motion was unanimously approved by the eight members.

Motion was made by Mr. O'Donnell and seconded by Mr. Klippel to recommend approval of a Special Use Permit for a restaurant with a drive-thru and outdoor seating and site plan for Starbucks at 10300 Manchester Road. The motion passed 7 to 1 (Mr. Frick was opposed).

Motion was made by Mr. O'Donnell and seconded by Mr. Stauder to approve the Subcommittee Report. Ms. Coronado made a motion to add a new Condition No. 26 and renumber thereafter: "A bike rack shall be installed and maintained at or near Starbucks' building on the patio on the south end of the building." The motion was unanimously approved. The amended Subcommittee Report passed 7 to 1 (Mr. Frick was opposed).

**5. PZ-26-15 AMEND SPECIAL USE PERMIT AND SITE PLAN REVIEW – WINFIELD'S  
GATHERING PLACE, 10312 MANCHESTER**

Submitted: 3-13-15 Automatic Recommendation: 7-11-15

Petitioner, Mark Winfield

Mark Winfield and Mark Groenda, President of Blackline Design + Construction, were present. The atrium area to the west of the restaurant would be covered with decking to add 21 additional tables for 70 seats. The current Special Use Permit allows 12 tables for 29 seats. The Zoning Code does not require additional parking spaces for outdoor seating; however, one of the Zoning Code requirements states "That adequate off-street parking exists for the increased restaurant use or that additional adequate off-street parking is provided. The Council may require additional off-street parking." Based on

the Zoning Code requirement for interior restaurant space, ten parking spaces would be required. Mr. Winfield contacted the property owner to the east, across Woodlawn, to secure additional parking for his employees.

Chairman Kleinknecht appointed Ms. Coronado (chair), Mr. Mallinckrodt, and Mr. Frick to the subcommittee.

Mr. Winfield added that he contacted Sugar Creek Gardens for planters to place on the proposed deck.

**6. COMPREHENSIVE PLAN – ENVISION 2035**

Mr. Klippel reported that the Committee met for the third time on April 9. An open house will be held at Nipher Middle School on May 19 from 5 p.m. to 8 p.m. To complete the five stations should take about 45 minutes. A website ([kirkwood2035.org](http://kirkwood2035.org)) is being created to provide information to the public.

**7. PZ-22-15 AMEND ZONING CODE, SECTION 220 - SITE PLAN REVIEW**

and

**8. PZ-18-15 AMEND ZONING CODE - INNOVATIVE DEVELOPMENT**

City Attorney Hessel stated there is an overlap in relationship to the proposed innovative development process and site plan review process. City Planner Spencer asked the Commission members to review the draft for Section A-220 and consider which criteria should be considered for innovative development for discussion at the next meeting. After discussion, motion was made by Mr. Stauder and seconded by Mr. Klippel to amend the Zoning Code to require the City Council take action on all Site Plan reviews. Motion was unanimously approved.

There being no further business, the meeting adjourned at 8:28 p.m. The next meeting is scheduled for May 6, 2015, at 7 p.m.

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Gil Kleinknecht, Chairman

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Wanda Drewel, 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 and Commissions, Planning & Zoning Commission.