



City of Olivette
Planning and Community Development
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DEPARTMENT MEMORANDUM

DATE: AUGUST 1, 2019
TO: PLANNING AND COMMUNITY DESIGN COMMISSION
FROM: CARLOS TREJO, AICP
DIRECTOR OF PLANNING AND COMMUNITY DEVELOPMENT
RE: OLIVETTE GATEWAY CENTER
DEVELOPMENT REVIEW

ENGINEER	Design	PETITIONER
Poehlman & Prost, Inc.	Casco	Greg Yawitz Keat Properties, LLC

SUMMARY:

1. The proposed Development Plans for the Olivette Gateway are found to be compliant with the objectives of the “M-U” Gateway I-170/Olive Boulevard Mixed Use Gateway District.
2. The Development Plan sheets submitted comply with the minimum submission standards as outlined under Section 400.2170.C.2. There are some discrepancies in some of the grade elevations and dimensional measurements staff is working with the Applicant to address.
3. Attached to this summary are staff’s findings (analysis) as to inconsistencies with the “MU” Gateway District measurable standards and other applicable Chapters as referenced.
4. An overview of the Development Review process, including expectations from both the developer and the Commission, is enclosed.
5. An analysis of the site density is provided to the Commission for discussion.
6. A summary of findings from the current set of Development Plans include:
 - a. Design issues needing further resolution:
 - i. The internal pedestrian network and connectivity.
 - ii. The internal vehicle intersection configuration of the Collingwood extension with the Price and south connectors.
 - iii. The Centennial Greenway extension along Olive Boulevard and roadway crossing over Olive Boulevard.
 - iv. The Olive Boulevard and Price Road streetscapes, including the streetscape buffer and intersection features required under Section 428.350.
 - v. The defined and dedicated public space areas.
 - vi. Building transparency.
 - vii. Lighting plan.
 - viii. Signage.
 - b. Code inconsistencies:

- i. Chapter 400 Off-street Parking. No deviations are being requested regarding the required number of off-street parking stalls for the development boundaries as a whole. As authorized under Section 400.1410.A, some variations will be requested regarding the landscape requirements, number of stalls in a parking row, and island designs. These items will also be noted/ referenced in Chapter 428-Article V Landscaping.
- ii. Chapter 405 Subdivision Regulations. The proposed Development Plans for the Olivette Gateway are found to be compliant with dimensional and measurable standards of Chapter 405. Note, Chapter 405 provides nonresidential developments flexibility in street design.
- iii. Chapter 410 Floodplain Management. The development grounds are not in a special flood hazard area regulated by Chapter 410.
- iv. Chapter 415 Sign Regulations. Several inconsistencies are identified in the 3-dimensional illustrations provided, including the pylon sign, gateway sign at the northeast corner, and the identification sign at the northwest corner. In addition, staff would urge the Commission to consider limitations on several permissible signs that would be authorized by Code.
- v. Chapter 420 Stream Buffer Protection Regulations. A 404 Permit review is under way through the Army Corps of Engineers. Said permit would exempt the development grounds from application of Chapter 420 regulations.
- vi. Chapter 425 Community Design - General. Since the development grounds fall under the zoning overlay established under Chapter 428 Community Design – Olive Boulevard, the underlying assessment for compliance with Chapter 425 is through the provision of Chapter 428. This is the same standard applied to residential properties, in which the Olivette Residential Redevelopment and Design Standards serve as the underlying assessment for community design review.
- vii. Chapter 428 Community Design – Olive Boulevard Corridor. Staff finds the proposed Development Plans for the Olivette Gateway support the intent and purpose of Chapter 428 and its 5-articles.

There are, however, several inconsistencies to the required design parameters, including the following:

- Article II Site Planning, Section 428.240 paragraph D regarding the landscaping in the setback area, dedicated pedestrian access paths, and pedestrian amenities. In addition, an alternative location, as is permitted under Section 428.280, has been requested for the multi-purpose access trail. Note that Article II recognizes the need for flexibility and already includes a process to authorize variations.
- Article III Streetscape. No deviations are being requested for the Olive Boulevard or Price Road streetscapes. There are issues with the current plan set along Olive Boulevard, including the parking/drive aisle placement on Lot 1 that needs to be addressed. In addition, as was noted earlier, the design of the “Intersections” under Section 428.350 have not been clearly illustrated.
- Article IV Building Materials and Building Design. No deviations are being requested.
- Article V Landscaping. Staff anticipates several deviations will be requested to both placement and planting counts. These items will be discussed at the Work Session. Note that Article V recognizes the need for flexibility to the noted landscaping requirements and already includes a process to authorize variations.

- Article VI Exterior Lighting. The Developer requests a deviation from the pole height restrictions.
- viii. Chapter 430 Redevelopment. No deviations from the conditions of Chapter 430 have been requested.

The recommended format for the Work Session discussion is as follows:

1. Discuss what are we approving.
2. Discuss density.
3. The site grounds and outside influences.
4. The purpose of Chapter 428.
5. Pedestrian Network, including streetscapes, Centennial Greenway, and internal connections.
6. Public Spaces, including the gateway.
7. Building transparency, signage, and lighting.

What are we approving.

The Commission is conducting the Development Review, in which action will be taken on the following:

- A Master Concept Plan, including proposed layout, streets and infrastructure, building placement and heights, general building designs, public improvements, etc.; and
- A Planned Development District (PDD) ordinance. The intent of the PDD ordinance is to authorize:
 - the developer deviations from certain code regulations applied to all other developments, such relief from certain signage restrictions; and
 - the City to impose additional restrictions or limit certain code regulations that are applied to all other developments, such as requiring uniform sign standards.

In August of last year, the Commission conducted the Concept Review. The purpose of the Concept Review was to:

- identify the consistency of the proposed development concept with the intent, purpose, and objectives of the MU District and the Strategic Plan and suggest possible plan modifications; and
- facilitate the review process by providing the petitioner an opportunity for Commission input prior to initiating the contractual expenses necessary to submit for Development Review.

In the Development Review, the Commission is now reviewing and acting on what is essential a "Concept Master Plan" that will serve as a template as to the type of development and construction of the site grounds. In planning, a Concept Master Plan is normally known to illustrate what is "*intended*" to be developed, and often includes the following:

- Background information regarding economics and real estate, environmental research, transportation analysis, etc. justifying the project implementation is reasonable.
- A development index showing amount of building area proposed broken down by different uses, types of road, green space, etc. Somewhat an ingredients list showing everything that will be included.
- A series of plans (i.e. map drawings) depicting structures, location of roads and other infrastructure, building types and heights, uses and so forth.
- Street, open spaces, parks, and pedestrian network and street sections.
- Development zones and architectural styles that will control what kinds of buildings and uses will be permitted in different locations.
- Renderings of the character of the place will be when complete. These are just pictures and usually include buildings, signage, and landscaping. Often used are photographs of other places to give an example of the environment.

The elements noted above reflect the submission requirements that are outlined in Section 400.2170.C.

THE DENSITY QUESTION

Staff recommends that the Commission initiate a discussion regarding “acceptable” density. While this is primarily a discussion that takes place during Concept Review, the July 2019 Development Plans do reflect density changes from August 2018 that warrant recognition.

It is the professional opinion of staff, that the Development Plans, as submitted, clearly reflect a density consistent with the vision, goals, objectives, and recommendations of the Olivette Strategic Plan, the ULI Taps Study, the and Catalyst Strategy for the Economic Enhancement of Olivette. In order to proceed with the drafting of the Planned Development District (PDD) ordinance, the Commission has to provide clear direction to staff that the density is consistent with the goals and objectives of these plans.

Staff’s Analysis on Density.

The intent and purpose of the MU Gateway District is to ensure coordinate redevelopment adjacent to the I-170/Olive Boulevard interchange consistent with the 2006 Olivette Strategic Plan.

The objectives of the MU District are clear (§400.2120) and reflect the recommendation of the Strategic Plan:

1. Guiding development surrounding the I-170/Olive Boulevard interchange to create a mixed-land use destination, with emphasis on promoting:
 - a. Medium density development consisting of two (2) or more stories,
 - b. Development of corporate offices, educational campuses, and medical services, and
 - c. Development of housing and lodging services.
2. Limiting retail land uses to prevent such uses from dominating or fully anchoring redevelopment.
3. Maximizing development by encouraging higher development density.
4. Assuring that the street system is coordinated and managed with regard to the Olive Boulevard corridor.
5. Providing redevelopment flexibility while coordinating redevelopment efforts with surrounding properties.
6. Enabling redevelopment that is consistent with the strategic plan.
7. Developing a safe and attractive pedestrian environment along the Olive Boulevard corridor and within the district.
8. Provide minimum standards and regulations to protect and preserve the value of properties along the Olive Boulevard corridor.

The Development Plans as submitted, clearly reflect a develop adhering to these objectives.

The MU Gateway District was written and adopted in 2012, following extensive engagement with the City of University City regarding redevelopment potential in the areas surrounding the I-170/Olive Boulevard interchange.

During these discussions, Olivette and University City solicited the services of the local St. Louis Chapter of the Urban Land Institute (ULI). The ULI St. Louis District Council’s Technical Assistance Program provides expert, multi-disciplinary advice to public agencies and non-profit organizations facing complex land use and real estate issues in the St. Louis metropolitan area. Drawing from its extensive membership base, ULI St. Louis conducts panels to offer objective and responsible advice on a wide variety of land use and real estate issues ranging from site specific projects to public policy questions.

Recommendations from the report reinforced the visions, goals and objectives of the 2006 Strategic Plan, and served as the foundation for the writing of the MU Gateway District and preferred uses that would include walkable design, mid-rise buildings, and community and regional retail.

...Start redevelopment in the southwest quadrant, which already has empty land parcels and, most importantly, existing market interest. Help the developer(s) to come up with better site plans, reflecting the vision and design of the Task Force. Making the southwest corner work as soon as possible can generate TIF, CID and/or TDD money that will be fungible across the district; it can be used in one of the University City quadrants even though it was generated on the Olivette side. Before redevelopment, however, the rectangular area between Olive and Locust on the east side of Price Road should be added to this quadrant.

Are the preferred uses realistic?

- Walkable design. It's not a use, but it's a good idea because it helps to position the uses that the Task Force envisions.
- Higher density housing. For sure, this is a great spot; it will make use of the walkable design and will be a factor in attracting a Metro station. The new interchange is already designed to handle lots of cars. What a terrific number of choices for residents who will be able to walk to a restaurant for lunch, hop onto Metro to get to Busch Stadium, or nip onto the highway to visit friends in West County.
- Metro station. All are agreed that I-170 and Olive is a logical stop on a Clayton-Westport line; make sure to designate a place for the station and be sure it is included in both the area 353 plan and in Metro's longrange plan.
- Senior living. This is a great idea and a real opportunity because it is a growing market segment. All cities should be thinking about ways to keep their seniors in the community when they get ready to move to smaller housing.
- Civic and cultural buildings. There may be an opportunity to move a city hall, a community center or a library into the area as an anchor. It would be a way to manifest that this is the place where the cities want to see things happen. And small business will spring up in a high traffic area.
- Mid-rise buildings. The panel was not enthused about high-rise buildings; but mid-rise would work. A corporate headquarters, higher education or a medical facility could be a good fit. When the land lays right, unexpected things can happen as with Express Scripts moving to NorthPark by the airport, or Alberici renovating a 50-year old structure into a signature building on I-170 north.
- Community and regional retail. It will be important to have shops and restaurants within walking distance of the higher density housing and easily accessible from the highway. Already Bob's Seafood is a regional attraction and so is the growing stretch of Asian and international shops and restaurants on the University City side of the highway. Capitalize on these.

At the same time in issuing a Request for Proposals for the subject area in 2017, the City engaged with Development Strategies to assess redevelopment opportunities at the intersection. These services included a Market Analysis, Market Strategy, Development Planning, and an Implementation Plan and Funding Strategy.

The purpose of this effort is to catalyze private development by focusing on two catalyst sites, and ways in which the City can participate to ensure the best possible outcomes—ones that will set new precedents for the corridor and spur further development. These catalysts sites—the Municipal Site and the Interchange Site at I-170 and Olive—have been selected for this purpose. This study focuses on the levers that need to be pulled in order to ensure that the development of these opportunity areas reach their full potential. In doing so, the City is seeking to self-determine its future, by being an active participant in the realization of a new vision of what the Olive Corridor can be.

Development Strategies was commissioned by the City of Olivette to better understand what development demand exists along the Olive Corridor and the types of products that must be offered at these opportunity sites to capture this market demand. This study considers market opportunity, the market strategy to leverage public and private investment to the fullest community benefit, the economic realities of development planning and the need for public-private partnerships, and the economic strategy to utilize tools to further the goals and vision established in the City's Strategic Plan.

...It is rare to find an interchange site like the one at I-170 and Olive—underdeveloped, of significant size, and along two high-traffic corridors that have experienced significant retail development. While the site is challenged somewhat by its unusual shape and varied grade, its access and visibility are excellent. It is the gateway to the city, and any development on it will set the tone for the rest of the Olive corridor through Olivette. While the municipal site is poised to serve and transform the local Olivette community, the interchange site can be a regional destination and therefore serve as an economic catalyst.

...Olivette is well-placed for successful new development, particularly if the right community design is put in place to promote a walkable environment along Olive Boulevard that provides access to both existing and potential newly-developed retail and community amenities.

At the interchange, commercial opportunities are strongest. Retail, office, and hotel uses are all possible, with retail likely being the most marketable. Conveniently, Missouri law has made economic incentives for retail the most robust. This means that it would generate the most public financing to facilitate redevelopment, and could also contribute the most revenues to a broader community

improvement district that would enable a revitalization of an entire segment of the Olive Corridor. In this way, a retail market strategy could play seamlessly into an economic strategy that pays for needed community marketability enhancements.

While livability enhancements can be made to this site—a community gateway, bike and pedestrian facility upgrades, an anchor grocer, improved aesthetics and building materiality—its highest purpose for the community is likely as an economic engine. Olive's seven lanes at this stretch, as well as adjacent highway access and egress ensures that this site will likely be an "automobile first" area for another generation. Remaking it into what is among the highest quality retail-oriented centers in Central County would be an effective market strategy...

While retail is the most likely and marketable use at the interchange site, there is potential for some mixed-use development, as is the case with the municipal site. In particular, the inclusion of some office space and/or a hotel would complement a retail development and benefit from its amenities and interchange location.

Class A office space at the interchange site would likely lease for around \$24 per square foot. The target tenant would be an upscale medical practice or a single-occupant corporation.

A full-service hotel at the interchange site could attract business travelers, with its easy access to Lambert Airport and the employment hubs along Olive and I-170. Based on other interchange hotels such as the Drury Inn at Brentwood and I-170, an average daily room rate of around \$140 would be reasonable and achievable.

SITE GROUNDS

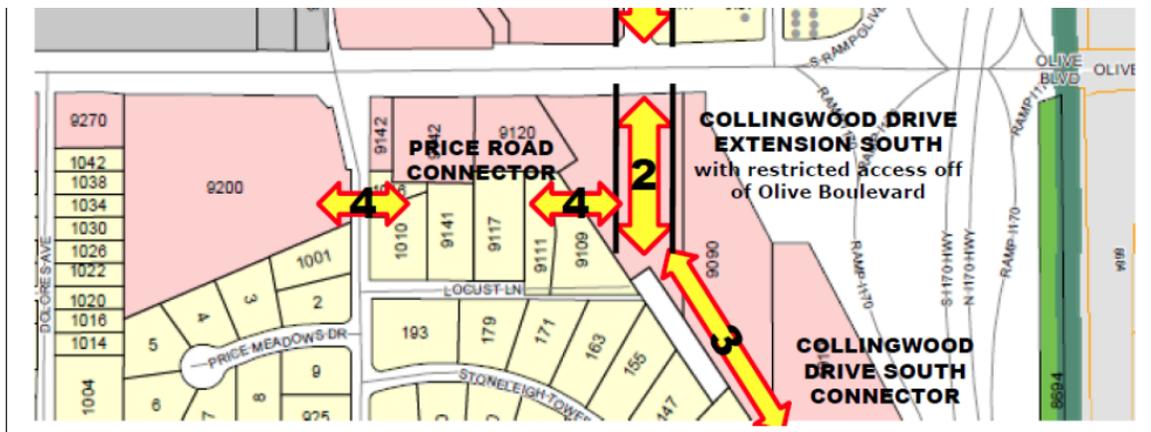
The site grounds have always been recognized as unique, rather more irregular than anything else. Dating back to the 1964 Comprehensive Plan, the City recognized the importance of this site, extending from I-170 to Price Road, as a necessary assemblage.

The City has seen a variety of redevelopment efforts, ranging from the full 14-acres to piecemeal developments. Piecemeal proposals have included two hotels in different sections of the site, a service station, strip centers, a big box store, senior housing, offices, out-lot pads, etc.

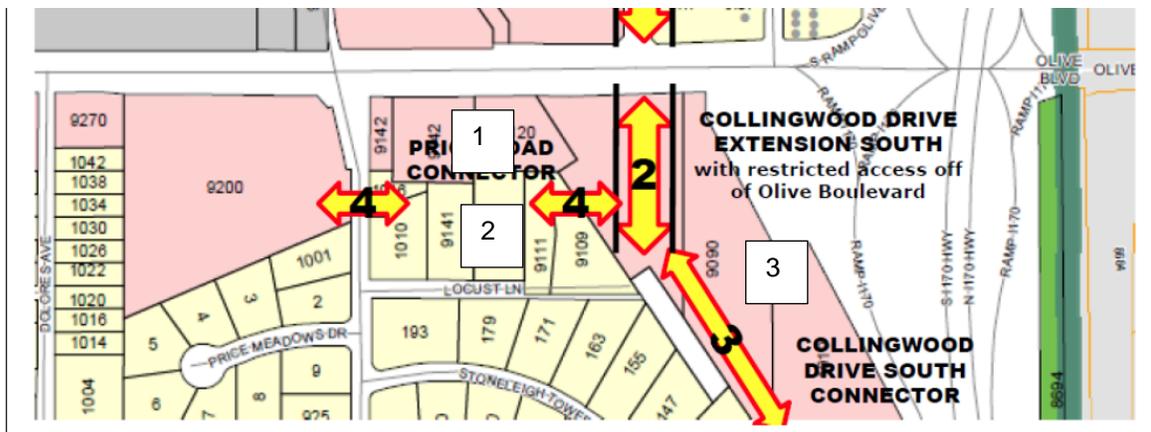
Efforts for assembly appear to only have been considered when the developer engaged the City in request for some form of economic assistance. This occurred in 2010, 2008, and around the late 1990s.

Outside of the number of parcels within the site grounds, there are a variety of easements, both utilities and access, that encumbrance the grounds. When developing the 2012 MU District, the City made an objective to ensure a coordinate and manage street system (§400.2160). This include the condition that the following connections would be provided:

1. An extension of Hilltop Drive south of Olive Boulevard, entitled Collingwood Drive Extension South, would provide north to south access within the area.
2. That the Collingwood Drive Extension South be further extended south to access the far southern portions of the area.
3. That an east to west connector road be provided to access Price Road to the Collingwood extensions.

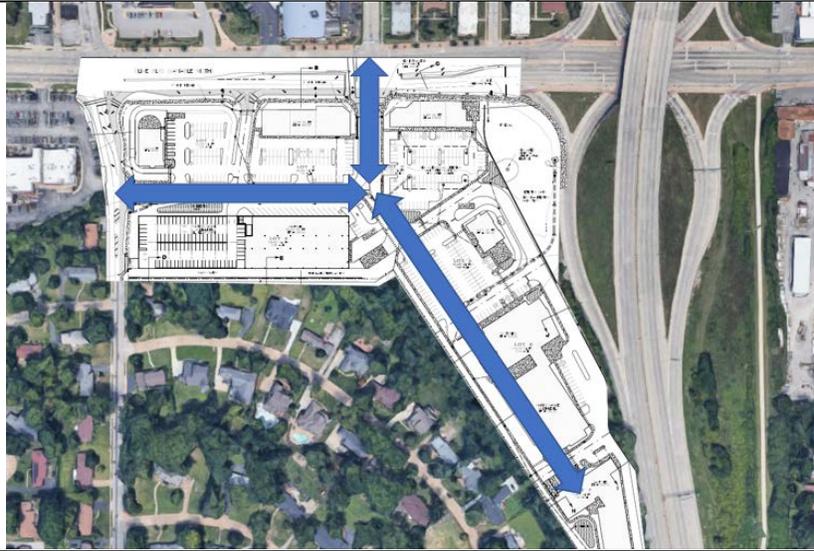


As an assembled site, the site grounds are then divided into 3-sub areas as illustrated below:

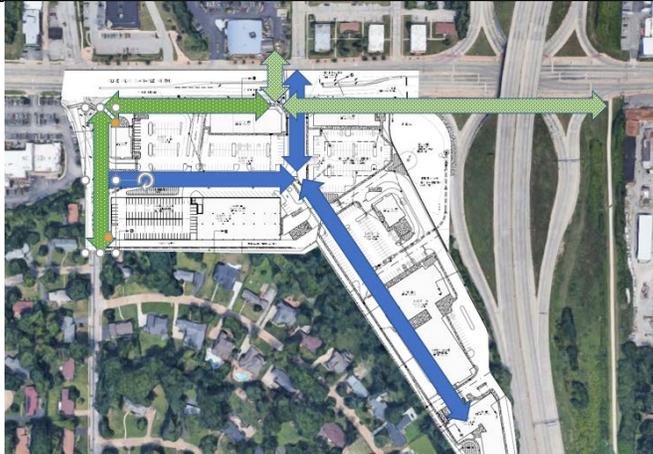


Other impacts to the site include Chapter 428, including building orientation, building placement, and the streetscape. Imposing Public Utility easements into the development area, the site grounds are further divided, defining where the buildable areas of the grounds are. Both Ameren and MSD have major easements that take precedence over building placement.

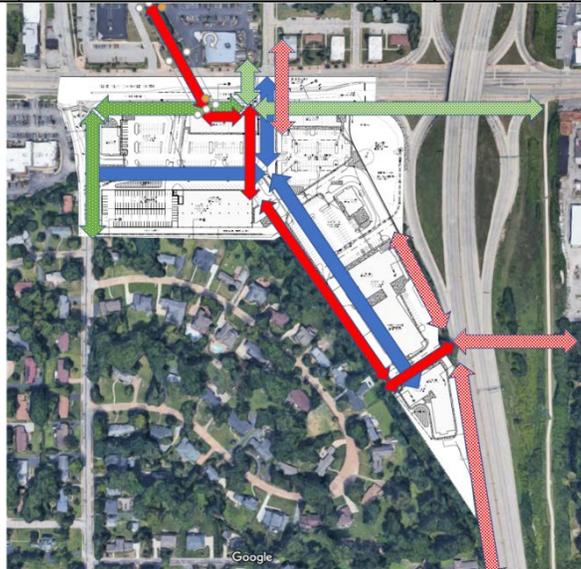
Access system required by Code



Centennial Parkway and Olive/Price Streetscapes



Utilities: MSD (both the 82nd Street and Lindley Improvements) and Ameren Rerouting



Chapter 425 and Chapter 428:

Purpose is to further the goals and objectives of the Olivette Strategic Plan.

Intent:

- Promote redevelopment consistent with the Plan.
- Enhance visual appearance of the Olive Boulevard corridor.
- Develop safe and attractive pedestrian passage along Olive corridor.
- Encourage coordinated planning between parcels.
- Protect and preserve value of properties along Olive corridor.

Site Planning (Article II)

Intent:

- Placement of buildings along Olive corridor so as to enhance streetscape.
- Safe and convenient pedestrian access from street to buildings.
- Coordinate traffic management and access.
- Minimal impact on surrounding and abutting residential properties.
- Uniform and coordinate off-road access trail for pedestrian movement independent of Olive corridor.

Purpose:

- Strengthen and reinforce the corridor and streetscape.
- Safe and efficient pedestrian movement.
- Minimize visibility of surface parking.
- Minimize spillover effects noise, vehicles, and lighting to surrounding residential properties.
- Establish standards for transitions between non-residential and abutting residential properties.

Building setback along Olive: sites over 120,000 exempt from required setback if the overall development is consistent with vision and goal of Plan.

Building placement. The placement of buildings on the lot grounds are to reinforce the City's streetscape standards, to foster and be conducive to pedestrian movement along the Olive Boulevard corridor, and develop an identity unique to Olivette that is consistent with the Olivette Strategic Plan.

If building cannot be 20' from street:

1. Additional landscaping in the setback area.
2. Direct and dedicated pedestrian access path from Olive to primary entrance.
3. Include pedestrian amenities.

Building orientation within the site. Should contain the following:

1. Direct pedestrian access from Olive to front entrance.
2. Direct pedestrian access to other buildings.
3. Direct pedestrian access to other adjacent developments.

Buffering and Transitional Yards. when abutting a single-family residentially zoned property the required twenty (20) foot transitional yard shall include a screen wall.

Multi-purpose Access Trail Easement. Provide an 8' wide multi-purpose trail alternative circulation path parallel to, but distant from, the Olive Boulevard streetscape.

Streetscape (Article III)

Purpose:

1. Establish a City identity consistent with the Olivette Strategic Plan;
2. Establish uniform regulations governing street improvements along the Olive Boulevard Corridor and intersecting streets; and
3. Encourage pedestrian activity along Olive Boulevard and provide a safe environment for pedestrian movement.

Intent: define the Olive Boulevard Corridor and establish the City's image consistent with the Olivette Strategic Plan.

Streetscape profile. the first twenty (20) feet parallel and along the curb edge shall consist of the Olive Boulevard streetscape. The streetscape includes property within both the right-of-way and on the adjacent private grounds.

1. Street curb consistent with MODOT standards.
2. Street transition area. 5' wide street transition area (buffer from street).
3. Pedestrian way. 7', uninterrupted pedestrian pathway.
4. Streetscape edge. Minimum 10' wide landscaped area.
5. Decorative screen wall. 3' decorative screen wall.
6. Off-street Parking landscape perimeter. 5 to 10' landscape area adjacent streetscape edge.
7. Primary/Secondary street intersections.

Building Materials and Building Design (Article IV)

Purpose and intent:

- foster quality architectural design and building material use
- heighten the design of architecture in the City
- preserve the value of properties located along the Olive Boulevard Corridor by establishing design parameters to ensure buildings along the are respectful, complementary, and avoid the overshadow existing developments in the immediate area.

The City finds that through this ordinance:

- materials selected represent the character and quality of architecture of the City;
- building design standards best reflect the architectural values of the community, preserve and enhance the existing surrounding environment, preserve the value of properties located along the Olive Boulevard Corridor and advance the principles and goals of the Olivette Strategic Plan; and
- ensure that accessory structures, mechanical equipment, and other supportive structures intended for a building, multiple buildings, or site maintenance are not an afterthought, but properly designed to support and enhance the aesthetics of the building structures, enhance the site grounds, and complement the overall surroundings of the site and neighboring properties.

Building materials

The developer does not request any deviations from the material standards identified under this section.

Building design

Purpose and intent:

- promote the highest quality of design consistent with the Strategic Plan and City standards; and
- establish design parameters to ensure buildings along the Olive Boulevard Corridor are respectful, complementary, and avoid the overshadow existing developments in the immediate area. This Section is not intended to place limitations on a building's size, mass, or height, in comparison to its surroundings, but to ensure that the building design incorporates forms, scales, and proportions that may pre-exist.

The developer does not request any deviations from the design parameters that have been identified under this section, including design of:

- building entry;
- masses and voids;
- elevation articulation;
- roof design;
- signage; and
- screening of equipment.

Landscaping (Article V)

Intent:

The landscaping and buffering requirements specified herein are intended to:

- foster aesthetically pleasing development which will protect and preserve the appearance, character, general health, safety and welfare of the City;
- preserve the value of properties located along the Olive Boulevard Corridor; and
- increase the compatibility of adjacent uses by requiring a buffer or screen between uses and, in doing so, minimize the harmful impacts of noise, dust and other debris, motor vehicle headlight glare or other artificial light intrusions and other objectionable activities or impacts conducted or created by an adjoining or nearby use.

Criteria:

- The arrangement of trees and shrubs shall be done in a manner that provides the maximum visual separation between adjacent land uses. Plant materials shall be massed in groups to achieve a naturalistic and pleasing effect. Selection of plant materials and locations of plantings shall be made with consideration to avoid interference with existing overhead utility lines.
- Existing vegetation which satisfies the landscape requirements of this Section may be credited for landscaping materials required.
- Required screening shall not be interrupted for any reason except for required sidewalks, driveways and pedestrian or bicycle paths.
- The scale and nature of landscape material shall be appropriate to the site and structures. Larger scaled buildings, for example, shall generally be complemented by plants which will grow to a larger scale.
- Plant material shall be selected for its form, texture, color and concern for ultimate growth. Use of Silver Maples, Box Elders, Russian Olives, Lombardy Poplars and other weak wooded species shall be avoided.
- Dense evergreen and deciduous shrubs shall be incorporated into site landscape treatments, particularly in those areas screening parking lots from public rights-of-way or property zoned for residential use.
- Plant material shall be placed intermittently along long expanses of building walls, fences and other barriers to create a softening effect.
- Detention/retention basins and ponds shall be landscaped along the perimeter of the high water level of the basin or pond. Such landscaping shall include shade and ornamental trees, evergreens, shrubbery, hedges and/or other live planting materials.
- Earthen berms and existing topography shall, whenever practical, be incorporated into the site landscape treatment. Berms shall be stabilized to prevent erosion and of such a slope to allow maintenance.
- To present a healthy, neat and orderly appearance, all landscape areas, including interior parking lot islands and grass areas, shall be provided with adequate irrigation for the maintenance of grass, shrubs, ground covering and other landscaping. An underground irrigation system shall be installed, operated and maintained. Such system shall be required for all new developments and

redevelopment projects. For sites proposing additions and/or expansions, an underground irrigation system shall be installed, operated and maintained where physically practical and reasonable as determined by the Planning and Community Design Commission.

Lighting (Article VI)

Purpose: to foster aesthetically pleasing development which will protect and preserve the appearance, character, general health, safety and welfare of the City and will preserve the value of properties located within the Olive Boulevard Corridor. Specifically, these regulations are intended to control glare and light trespass, minimize obstructive light, conserve energy and resources while maintaining safety, security and productivity and curtail the degradation of the nighttime visual environment.

Only issue is regarding the HEIGHT standard set in 2012.