

An aerial photograph of a city district, likely in Frontenac, Michigan. The image shows a mix of dense residential areas with many trees and commercial zones with larger buildings and parking lots. A major road, possibly a highway, runs diagonally through the center of the image. The text is overlaid on the right side of the image.

Business District #2: Proposed Zoning Amendments

Board of Aldermen Public Hearing City of Frontenac

November 19, 2024



STUDIO

An aerial photograph of a suburban neighborhood, showing a mix of residential houses, green spaces with trees, and a network of roads. A prominent road intersection is visible in the upper right quadrant. The image is in grayscale and serves as a background for the text.

PRESENTATION

- ***BACKGROUND: Comprehensive Plan Recommendations***
- ***BD#2 PROPOSED ZONING AMENDMENT: Key Parameters***
- ***DISCUSSION***

BACKGROUND:

Comprehensive Plan Recommendations

Background

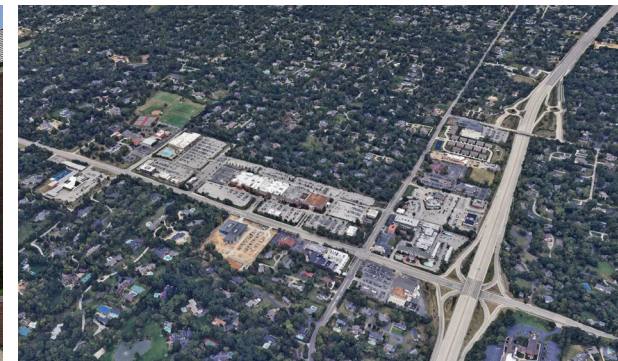
During the planning process for the 2023 Comprehensive Plan update, it became apparent that some of the commercial areas are increasingly outdated and as a result under redevelopment pressure. Furthermore, it was acknowledged that the market for commercial areas and the retail market are uncertain.

Upon review of the existing zoning code it was understood that there was an overly complex set of regulations governing the redevelopment potential of the commercial areas.

As a result, the City has undertaken a zoning amendment process to update and adapt the commercial regulations so as to provide a series of “guardrails” that respond to residents and neighborhoods concerns regarding future development as well as providing predictability for developers, all within the context of Frontenac's vision and mission.

Vision: The City of Frontenac will be recognized for its heritage of gracious living, shopping, and dining.

Mission Statement: Increase the desirability of Frontenac as a place for residents, visitors, businesses, and employees.



The Comprehensive Plan Recommendations

In 2023, the City of Frontenac adopted its current comprehensive plan which recommended the restructuring of the commercial districts and the modification of the existing regulations to ensure appropriate and successful commercial development over the long-term.

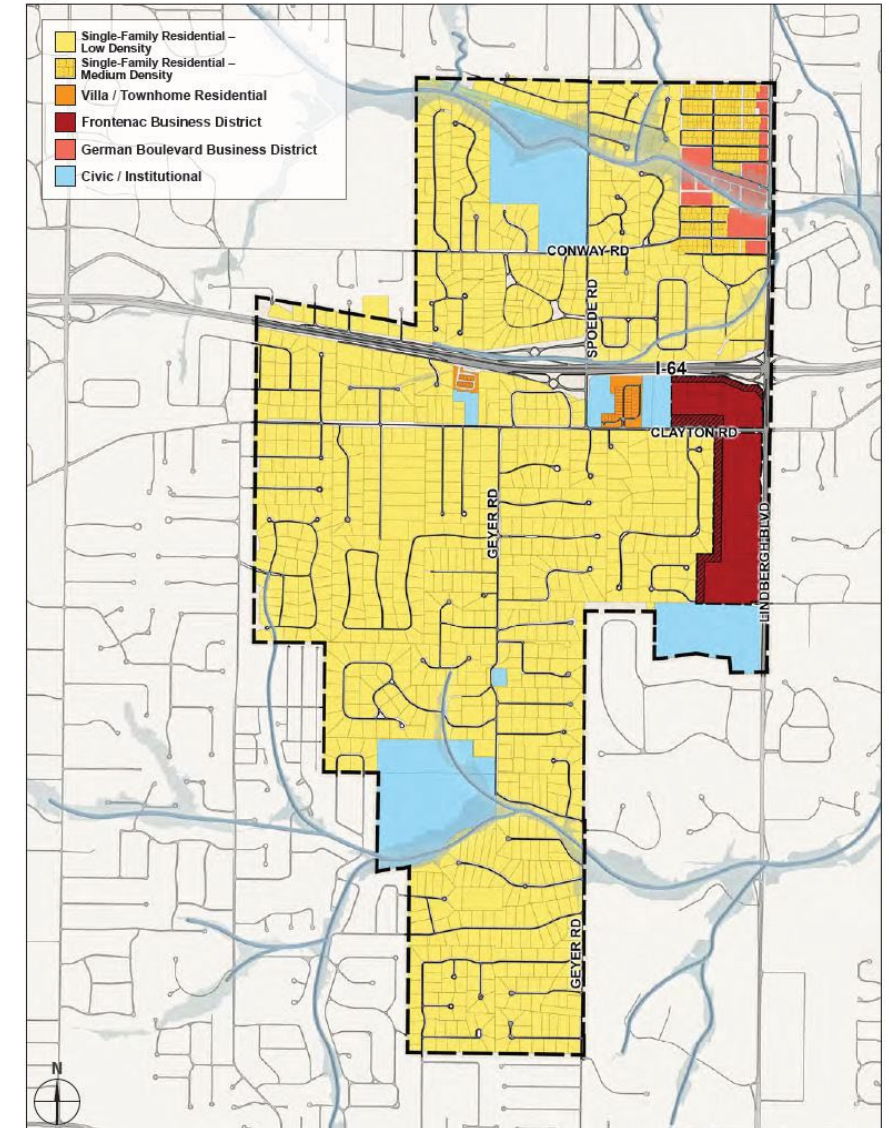
Goal 3: Town & Neighborhood Business Districts

Frontenac will continue to evolve its business districts as high-amenity, town- and neighborhood-centers with community gathering places that serve the growing needs of current and future residents, businesses, employees, and visitors (pg. 20).

Strategy 3.1: Frontenac Business District

Support the evolution of Plaza Frontenac, Le Chateau, and the Frontenac Hilton site through updated zoning regulations that respond to current development trends and market demands and maintain their position as premier shopping, dining, and entertainment destinations while protecting adjacent residential subdivisions (pg. 21).

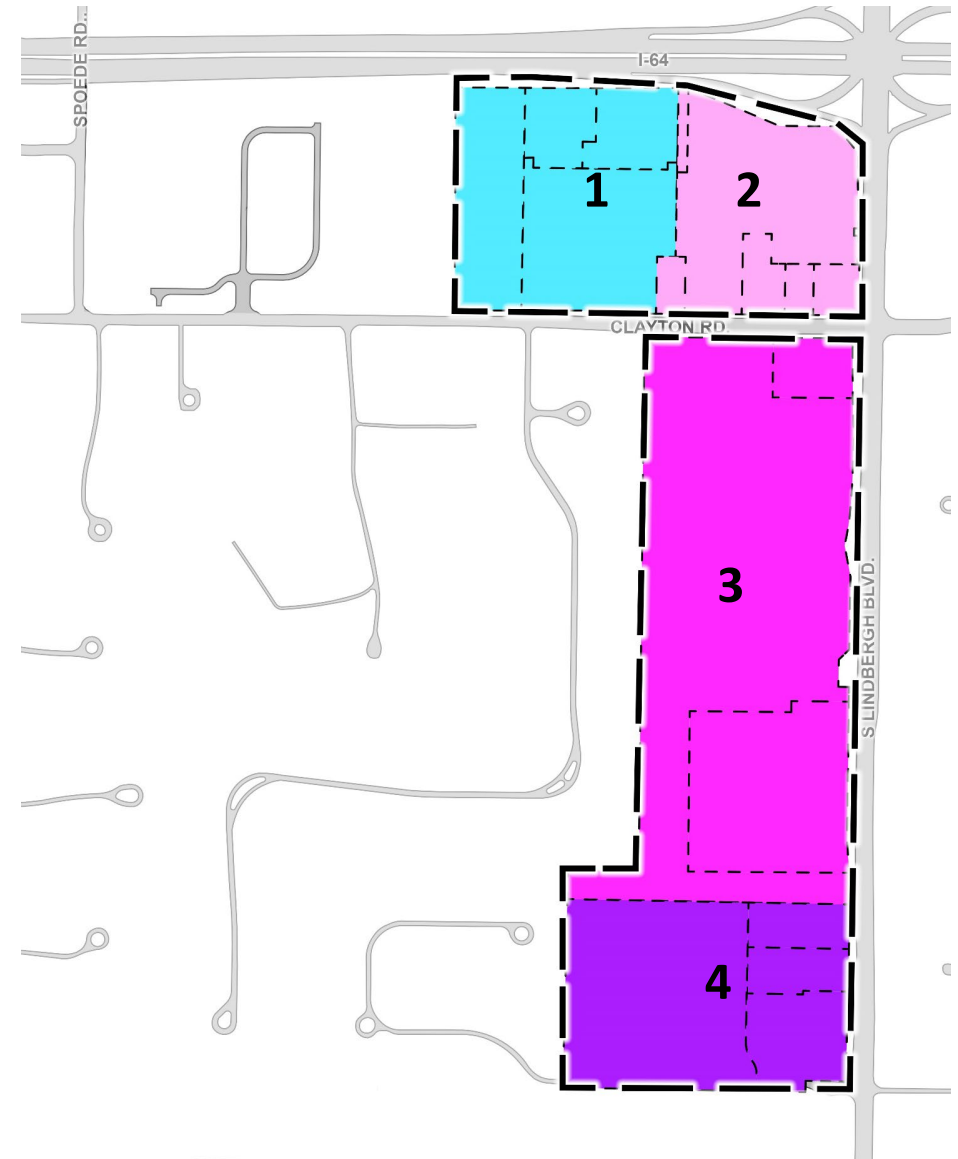
Figure 2.2: Future Land Use Plan



Current zoning

There are 4 distinct zoning classifications in the Frontenac Business District:

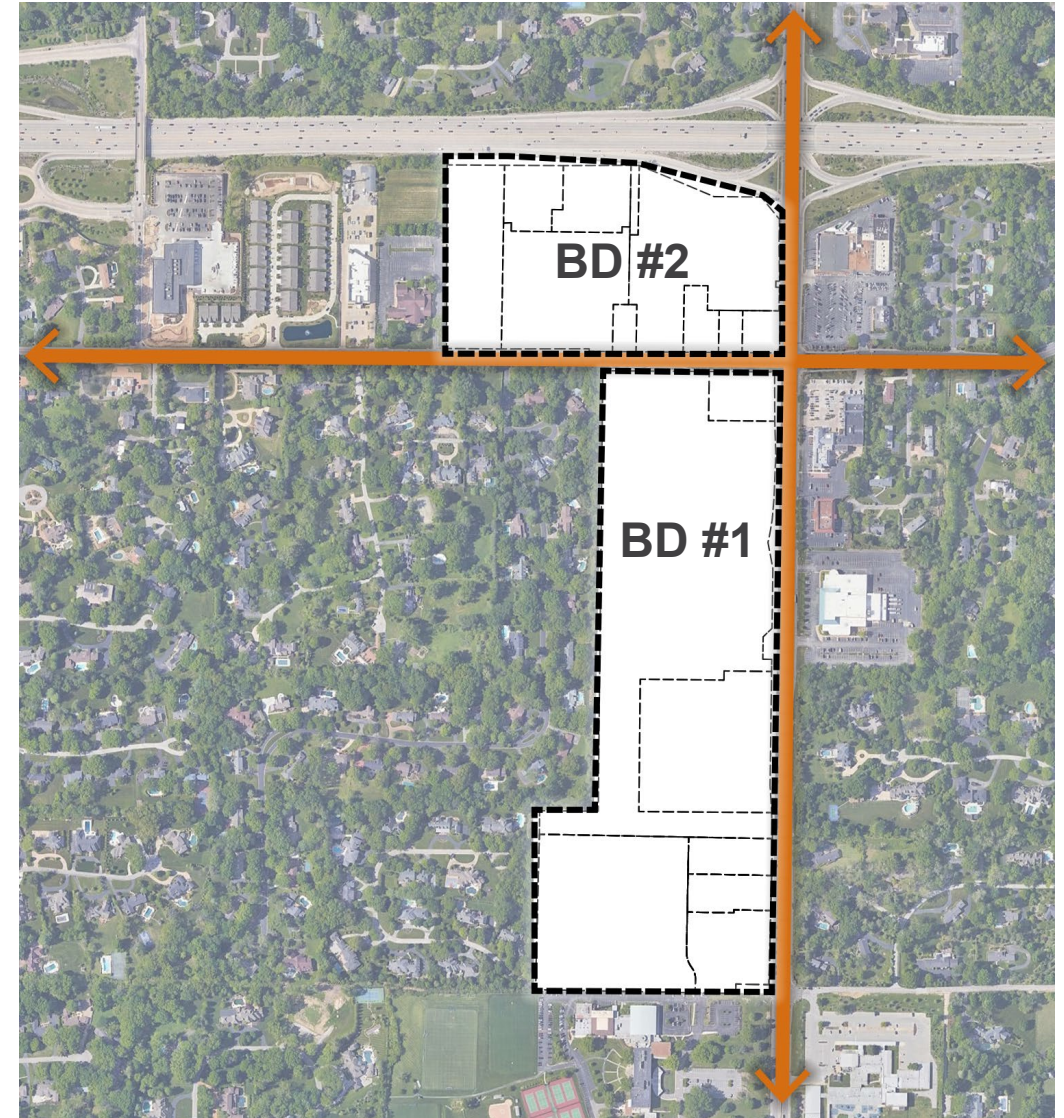
1. PD – Planned Development (18% of area)
2. C1 – Commercial (14% of area)
3. PHFC – Planned High Fashion Commercial (46% of area)
4. PDC – Planned Development Commercial (22% of area)



The Comprehensive Plan Recommendations

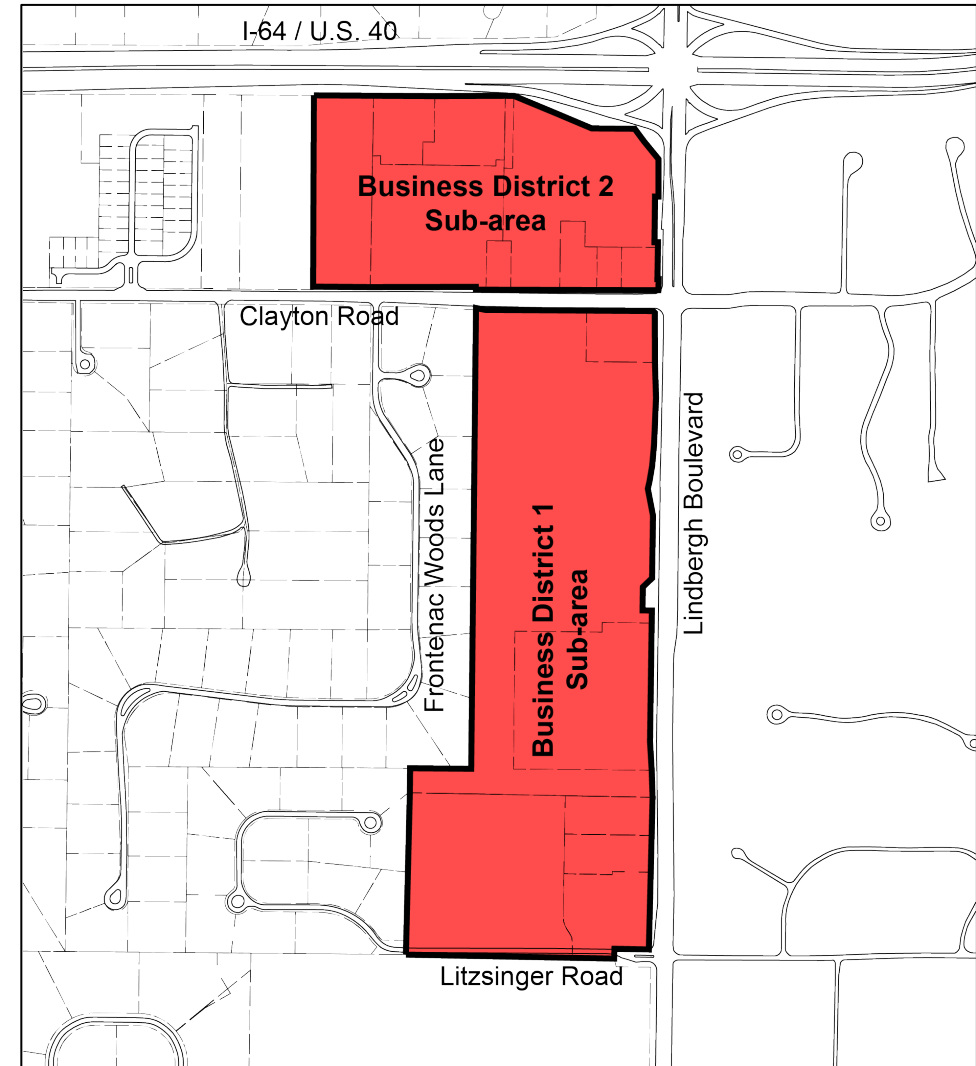
To this end, the comprehensive plan denotes the following relevant actions:

- 3.1.1 Establish a new Business District (BD) classification for the entire commercial area; prohibit the BD classification in all other areas of the City.
- 3.1.2 BD classification should include regulations and guidelines to buffer and protect the character, scale, and line-of sight of adjacent residential subdivisions.
- 3.1.3. Facilitate a mix of uses in the Frontenac Business District, to enhance vibrancy and meet the state-of-the-art for high-end shopping and dining destinations; in general, all ground floor uses should be commercial retail and dining uses.
- 3.1.4. Promote the development of a central gathering place and greenspace in the Frontenac Business District that is the heart of the community.
- 3.1.5 Update the BD development application and review process, to include the following parameters: (a) refine the plan submittal and approval process to improve guidance, predictability, and transparency; and (b) require all phased development proposals to include a pre-development master plan.



The Comprehensive Plan Recommendations

- 1.2.2 Develop enhanced guidelines for commercial and civic architecture and site design to ensure these sites integrate well into the character of surrounding neighborhoods, with minimal exposure of parking and service areas (pg. 14).
- 2.3.1. Consider expanding the opportunities for high-end luxury single-family condominiums with ground-floor high-end businesses, such as a gourmet grocery store, in Frontenac's existing commercial districts (pg. 19).
- 5.1.1. Work with MODOT on the planned reconstruction of Lindbergh Boulevard to ensure that sidewalk and ADA-improvements are coordinated with Frontenac's streetscape standards and community character (pg. 32).
- 5.2.1. **Extend sidewalks on Geyer Road and Clayton Road to Frontenac City limits;** maintain sidewalks on Conway Road and Spoele Road to Frontenac City limits (pg. 32).
- 5.3.1. Work with Metro to restore and expand MetroBus service to the stop at Lindbergh Boulevard and Clayton Road (pg. 32).
- 5.4.1. Work with MODOT & St. Louis County Department of Transportation to develop **a signature streetscape for Lindbergh Boulevard and for Clayton Road east of Spoele Road (pg. 33).**
- 5.4.4. Work with the Frontenac Garden Club to landscape Frontenac's entrances and frontages on I-64 / U.S. 40 and Lindbergh Boulevard / U.S. 67 (pg. 33).
- 5.5.2 Reduce congestion and improve traffic flow on Clayton Road through improved, safe intersection design, signal operation, and consolidation of commercial access points (pg. 33)
- 7.1.2. Maximize the economic productivity of commercial land uses within Frontenac's unique community character, including investigating the potential of mixed-use luxury condominium development on existing commercially-zoned properties (pg. 40).



The Comprehensive Plan Recommendations: Future Land Use Plan

Frontenac Commercial District Recommendations

- » Establish a new Business District (BD) zoning classification for the entire commercial area; prohibit the BD classification in all other areas of the City.
- » BD classification should include regulations and guidelines to buffer and protect the character, scale, and line-of sight of adjacent residential subdivisions, including the following parameters:
 - Setbacks for building and parking areas
 - Build-to line
 - Limited and safe vehicular access points from major roads
 - Landscape requirements
 - Buildable area open greenspace requirements
 - Permitted a mix of land uses that respond to market needs
 - Maximum and minimum height
 - High quality architectural design standards
 - Standardized parking requirements
- » Update the BD development application and review process, to include the following parameters:
- » Refine the plan submittal and approval process to improve guidance, predictability, and transparency;
 - Require all phased development proposals to include a pre-development master plan; and
 - Update the variance process to include recommendations from the Planning and Zoning Commission and Architectural Review Board to the Board of Adjustment.
- » Update Frontenac’s Municipal Ordinances to specify that the Planning & Zoning Commission has the authority to reject development proposals if they don’t achieve the City’s vision.

Figure 2.2: Future Land Use Plan

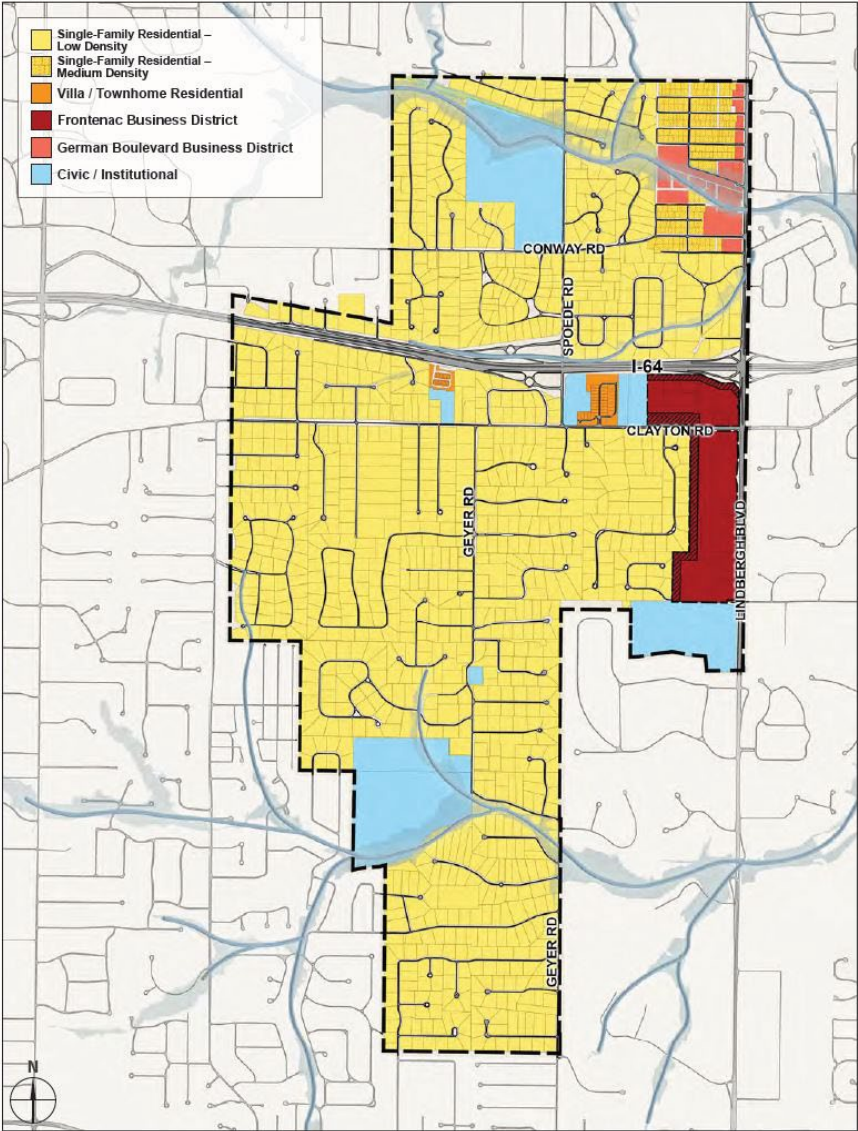


Figure 2.1: Summary of Future Land Use Categories

Future Land Use Category	Definition	Recommended Zoning Classification
Single-Family Residential – Low Density	Single-family detached homes on lots of one (1) acre or more.	R-1 One Acre Residence
Single-Family Residential – Medium Density	Single-family detached homes on lots of one 7,500 square feet (maximum of 5.8 units per acre) or more.	R-2 Residence, 7,500 Square Feet
Villa / Townhouse Residential	Single-family homes attached in groups of two (2) single-story homes (villas) or three (3) multi-story homes (townhouses). Coterminous with the existing Arbors and Talamore Square developments.	R3 Villa (As a grandfathered use only; R3 Villa zoning classification to be removed as part of a subsequent zoning code update, and parcels to be rezoned R-1 One Acre Residence.)
Frontenac Business District	Medium-density (2 to 6 stories) mixed-use development consisting of commercial ground floor uses with a mix of commercial, office, hotel, and/or luxury condominiums on upper floors.	BD Business District (Proposed new zoning district, to be developed as part of a subsequent zoning code update.)
German Boulevard Business District	Low-density (up to 3 stories) commercial development.	C Commercial C-1 Commercial
Civic / Institutional	Public and private governmental, religious, educational, and not-for-profit uses in a campus setting.	R-1 One Acre Residence

BUSINESS DISTRICT #2:

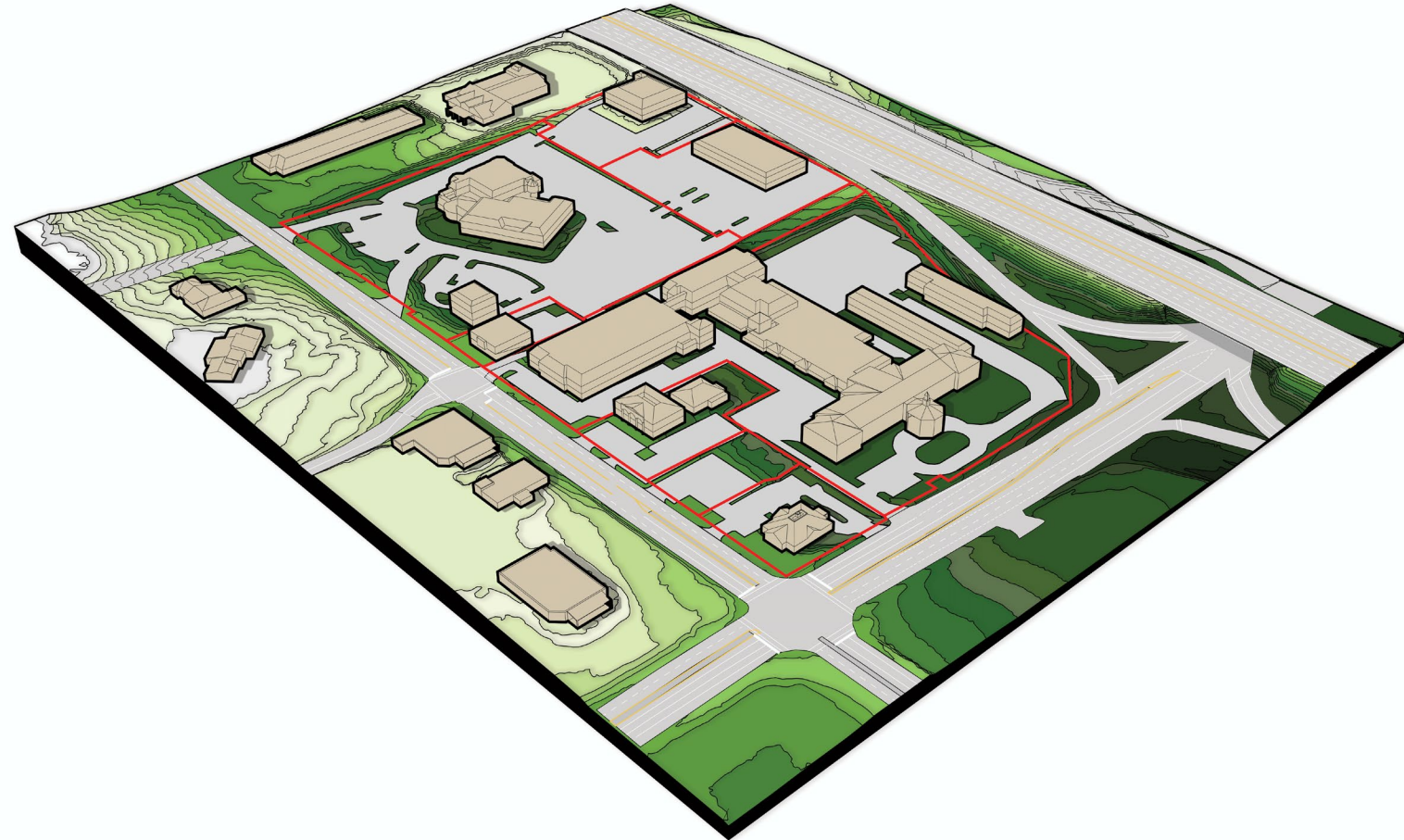
Proposed Zoning Amendment: Key Parameters



BUSINESS DISTRICT #2

“Business District #2” is defined as the area north of Clayton Road and West of Lindbergh Blvd. Currently the area contains nine (9) separate parcels and has the following developments and buildings:

- The Hilton Hotel
- Simmons Bank
- Red Key Realty / Residence
- Le Chateau Village
- 2 Office buildings
- Frontenac Grove / Office Building
- Triad Bank
- Dermatology Office

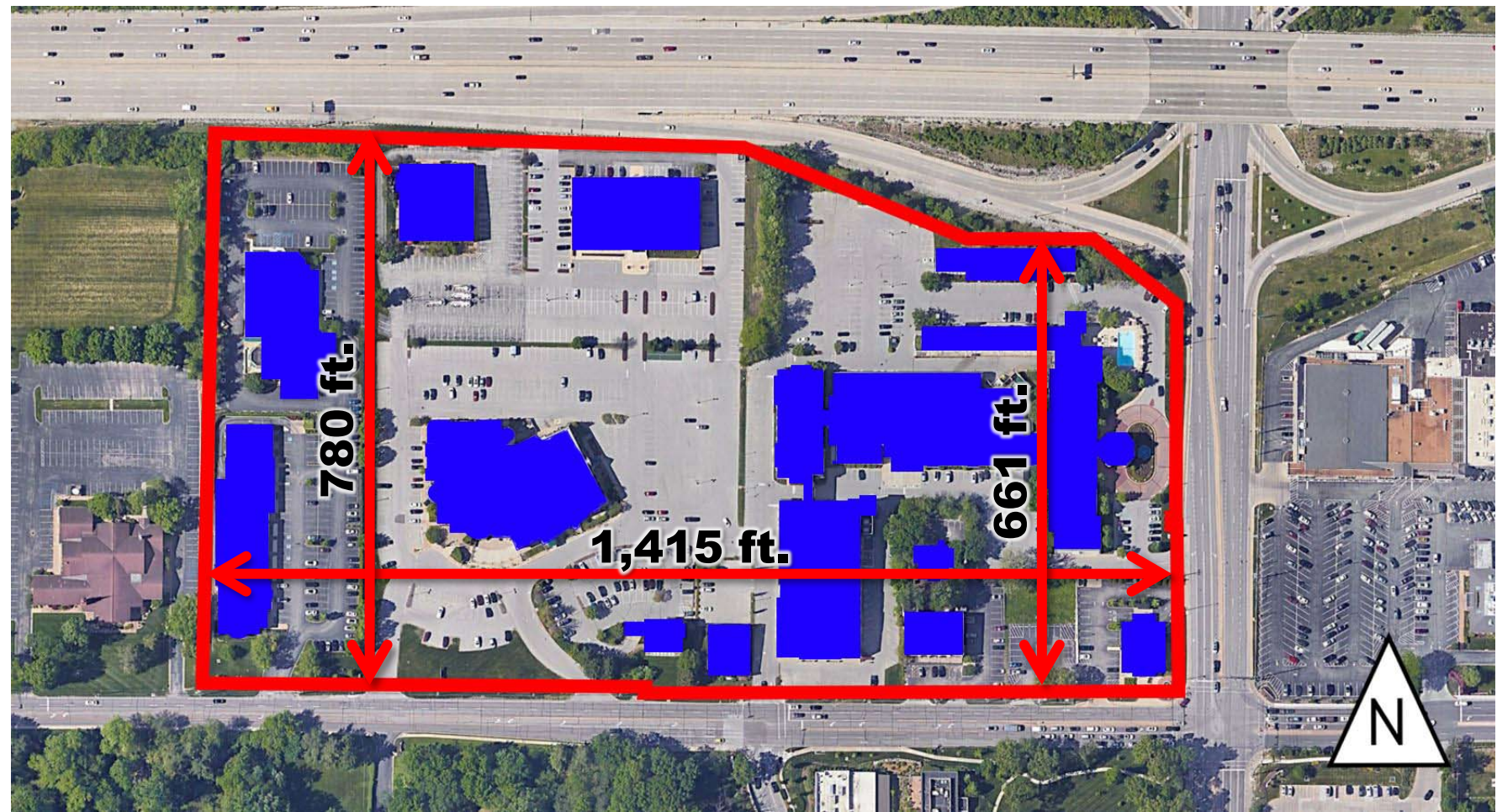


BUSINESS DISTRICT #2

BOUNDARY LINE + AREA + EXISTING COVERAGE

1. Existing Area
24.08 Acres
(1,049,180 s.f.)
2. Building Coverage: 22.4%
5.39 Acres
(234,934 s.f.)
3. Open Space Coverage: 77.6%
18.69 Acres
(814,246 s.f.)

- BD boundary
- Existing buildings

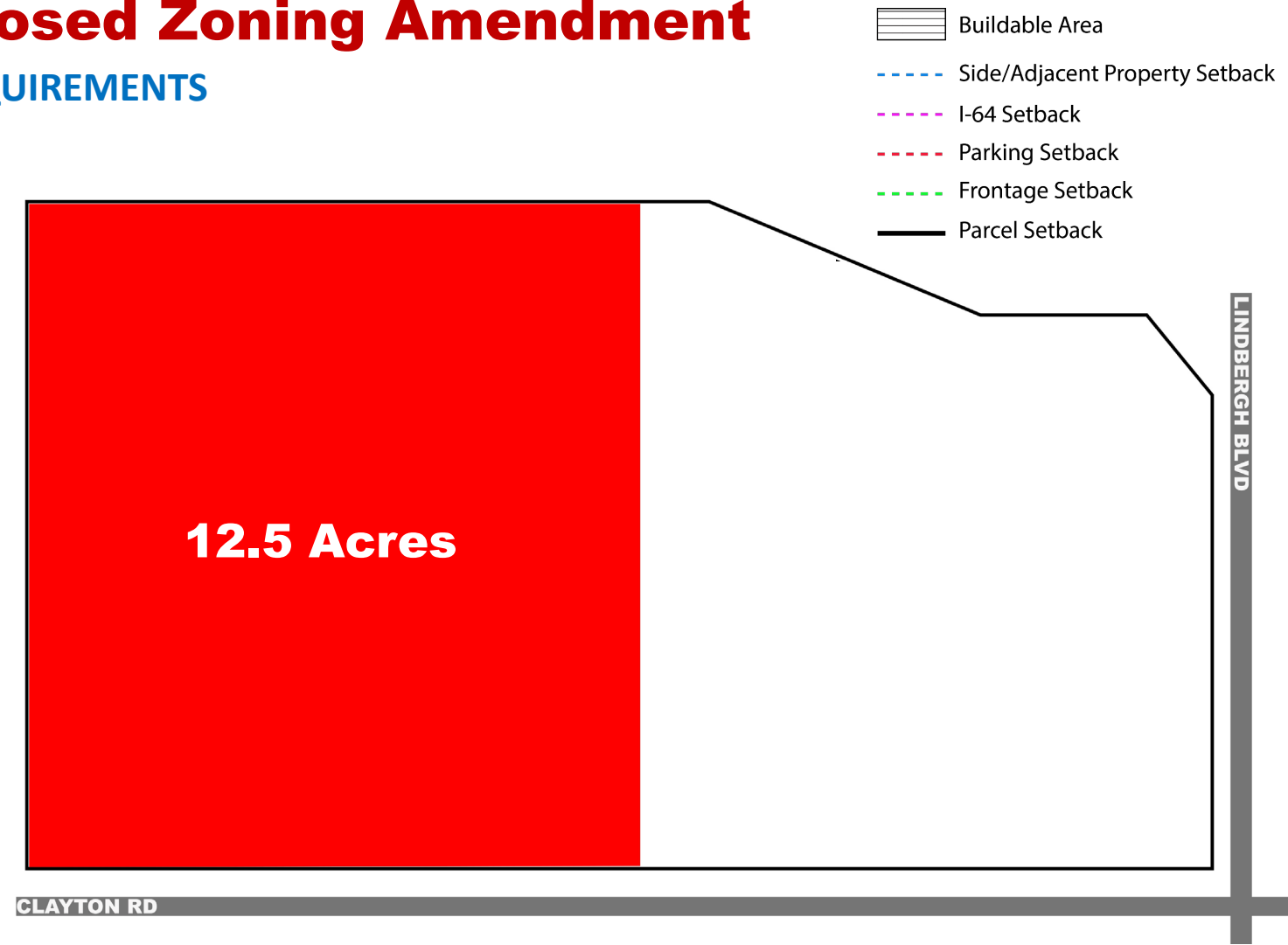


BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: SITE DEVELOPMENT REQUIREMENTS

Minimum Site Area + Configuration:

- The existing zoning (PD & C1) remains in place.
- A developer can elect to take a development proposal through this proposed Business District #2 approval process. Should this be the case, then the following applies:
 - Minimum parcel size of **12.5 acres** under single ownership or a long-term control mechanism, all of which is **bounded by public roads on at least two (2) sides** and **accessible from public roads on at east one (1) side**. No lot boundary shall be less than 500 feet in length.
 - If not encompassing the entire Business District 2 Sub-area, the configuration of the “BD” Business District zone parcels and their development plan shall, where feasible, provide for improved access and service to adjacent parcels not included in the “BD” Business District zone.

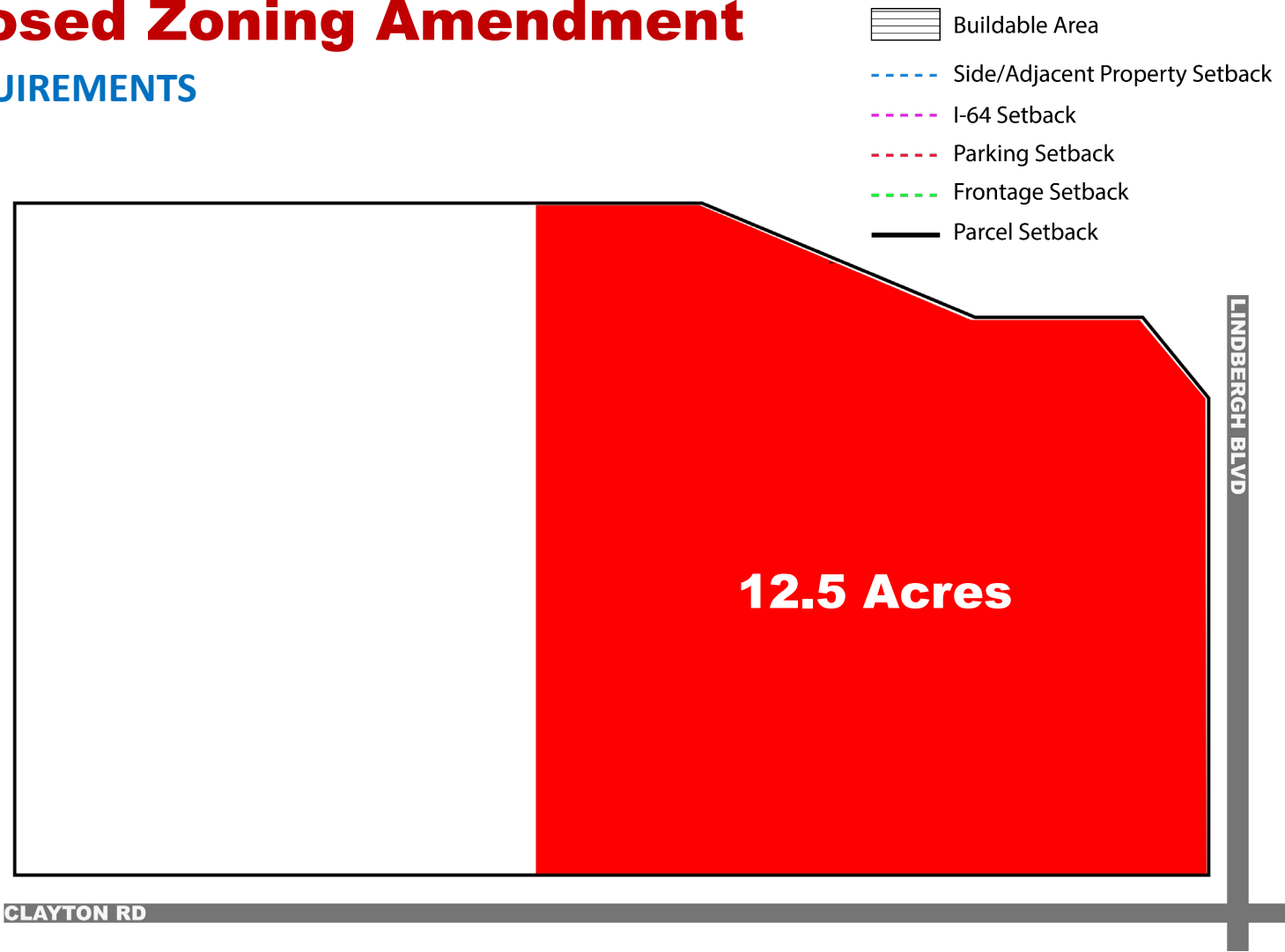


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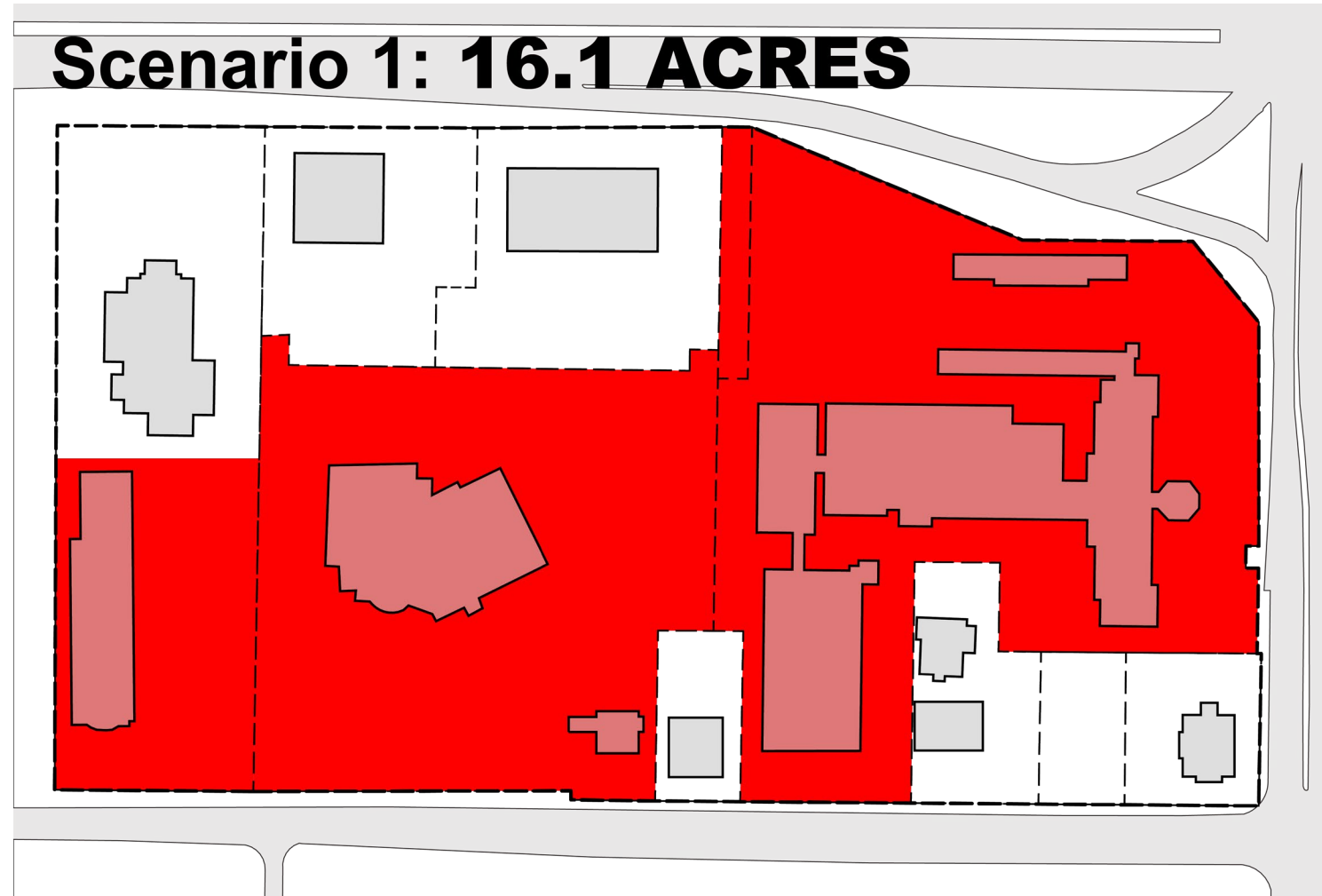


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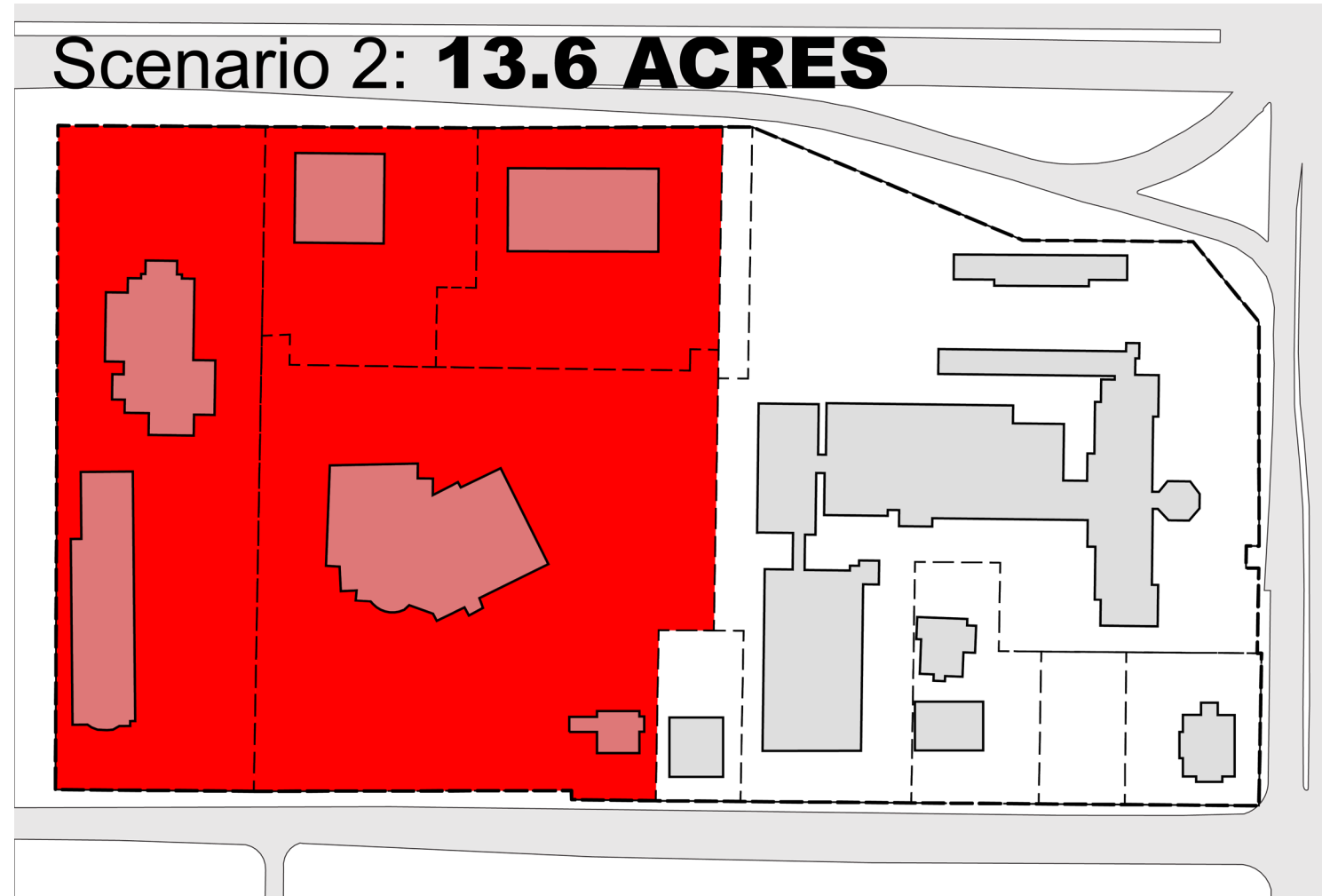


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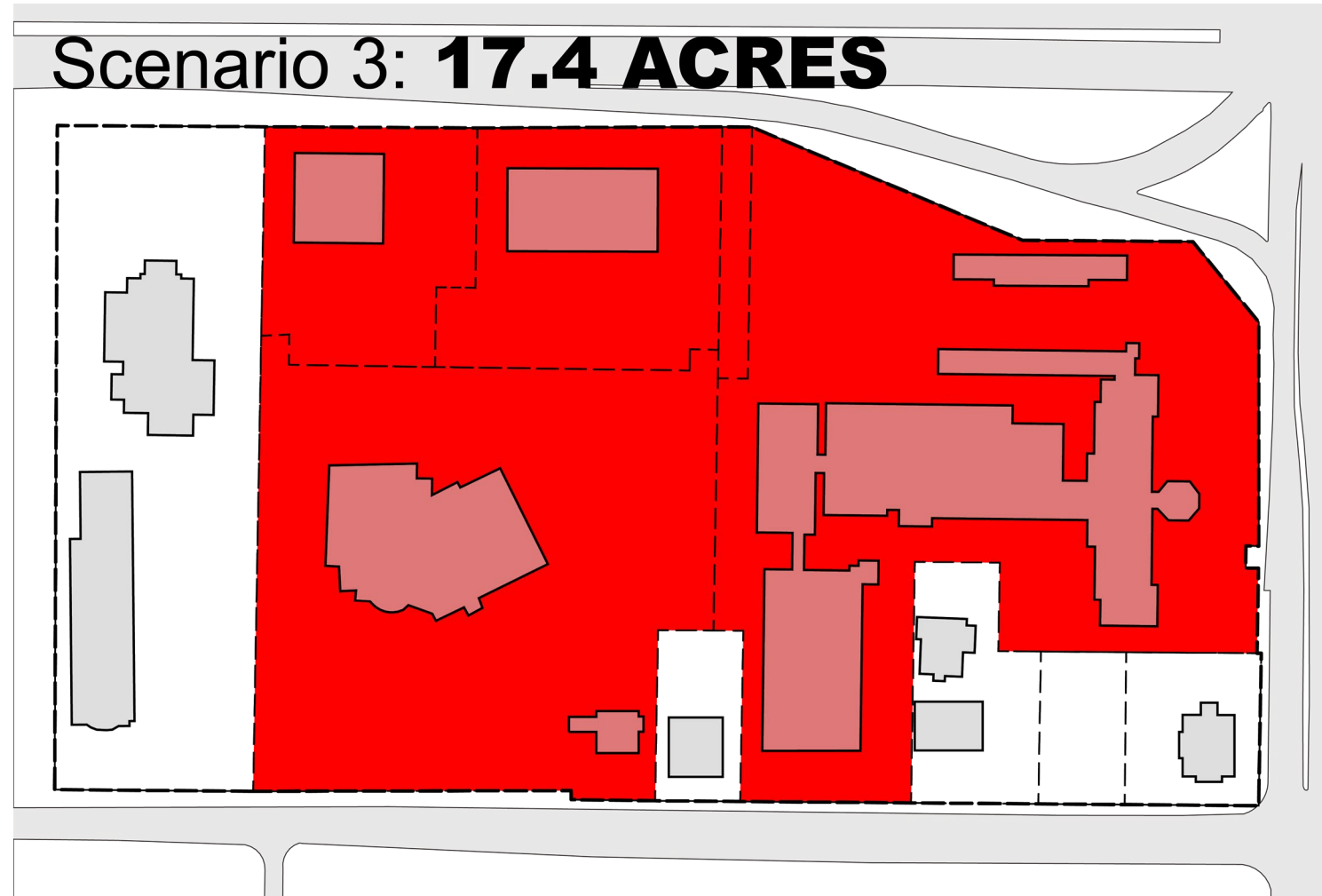


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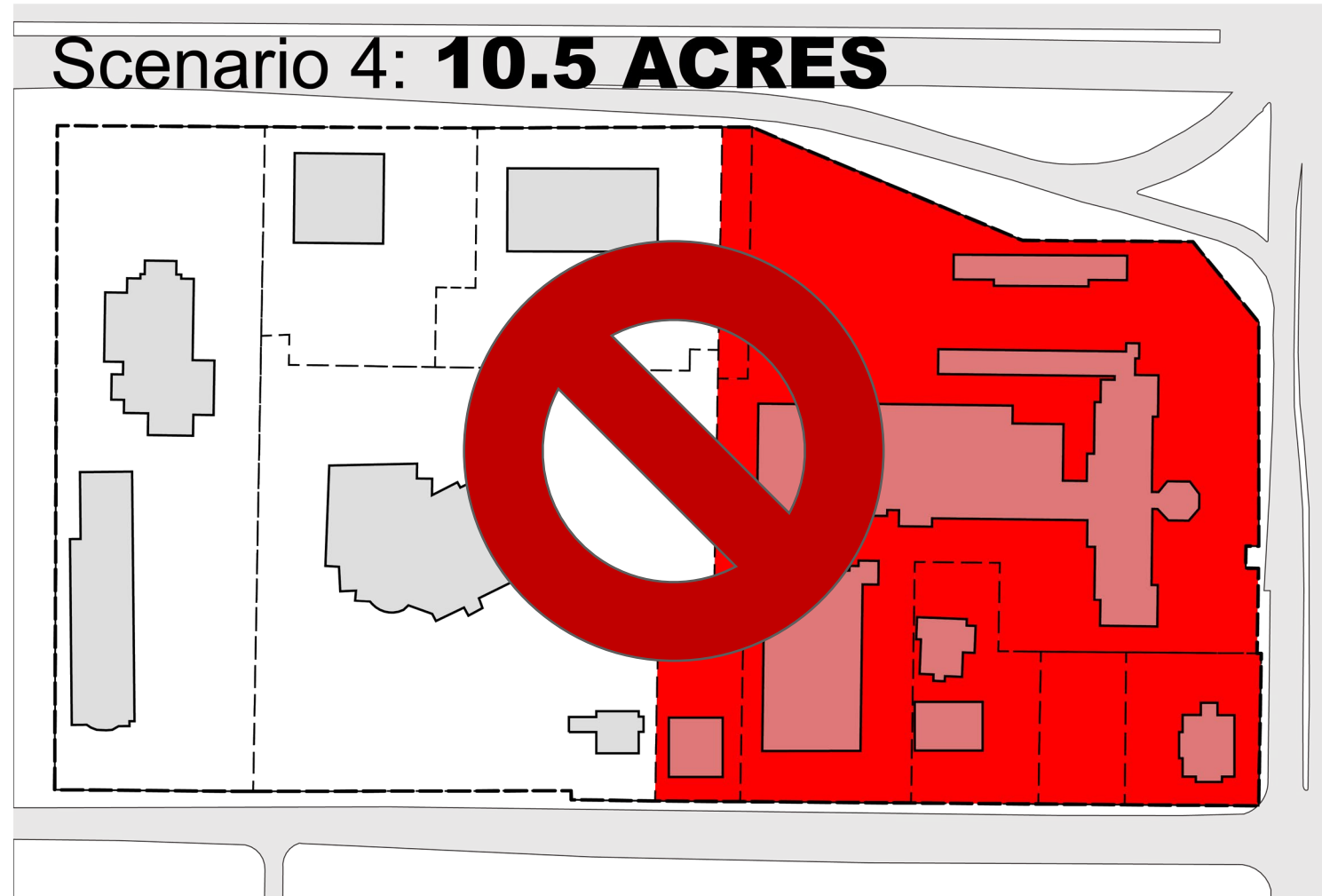


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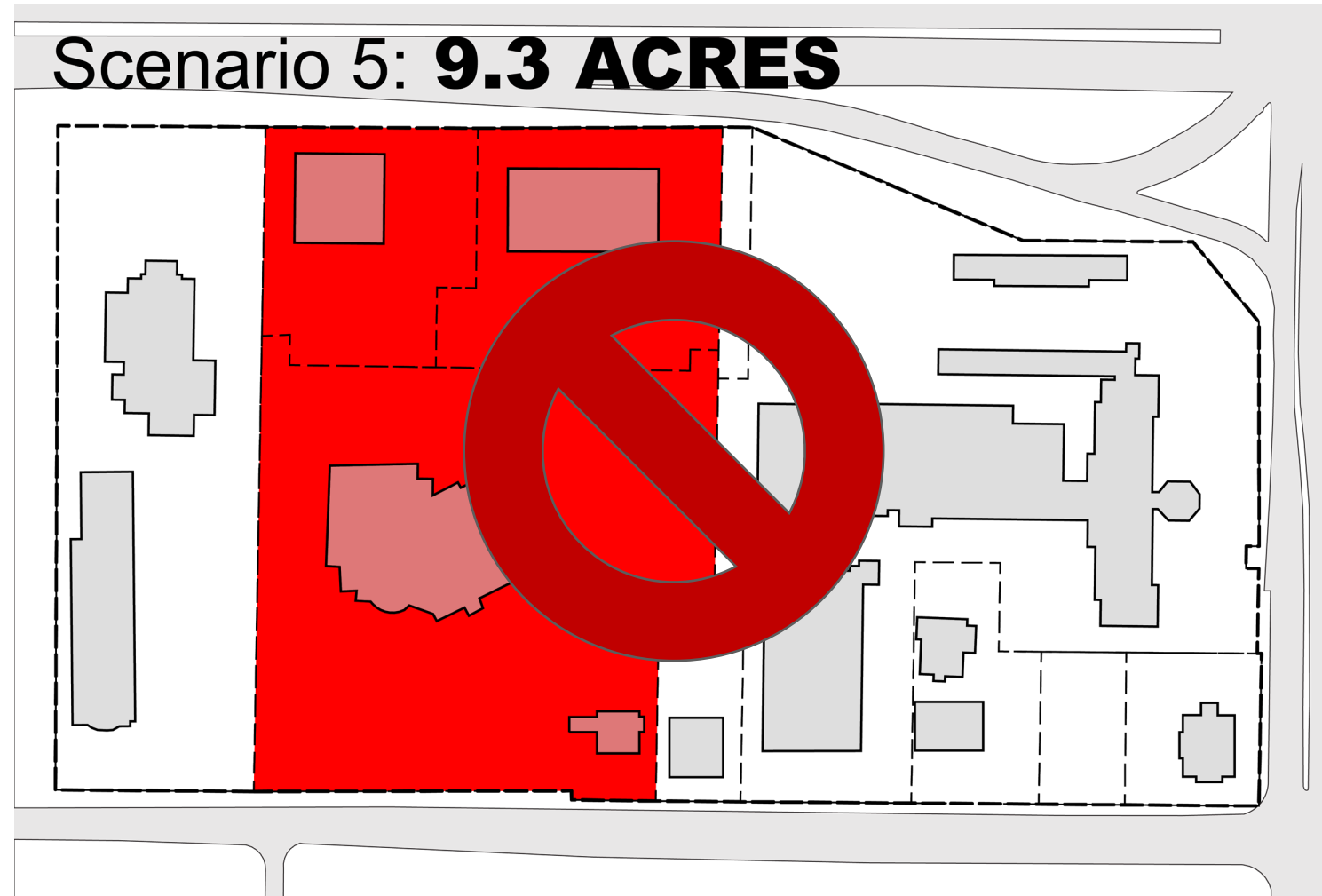


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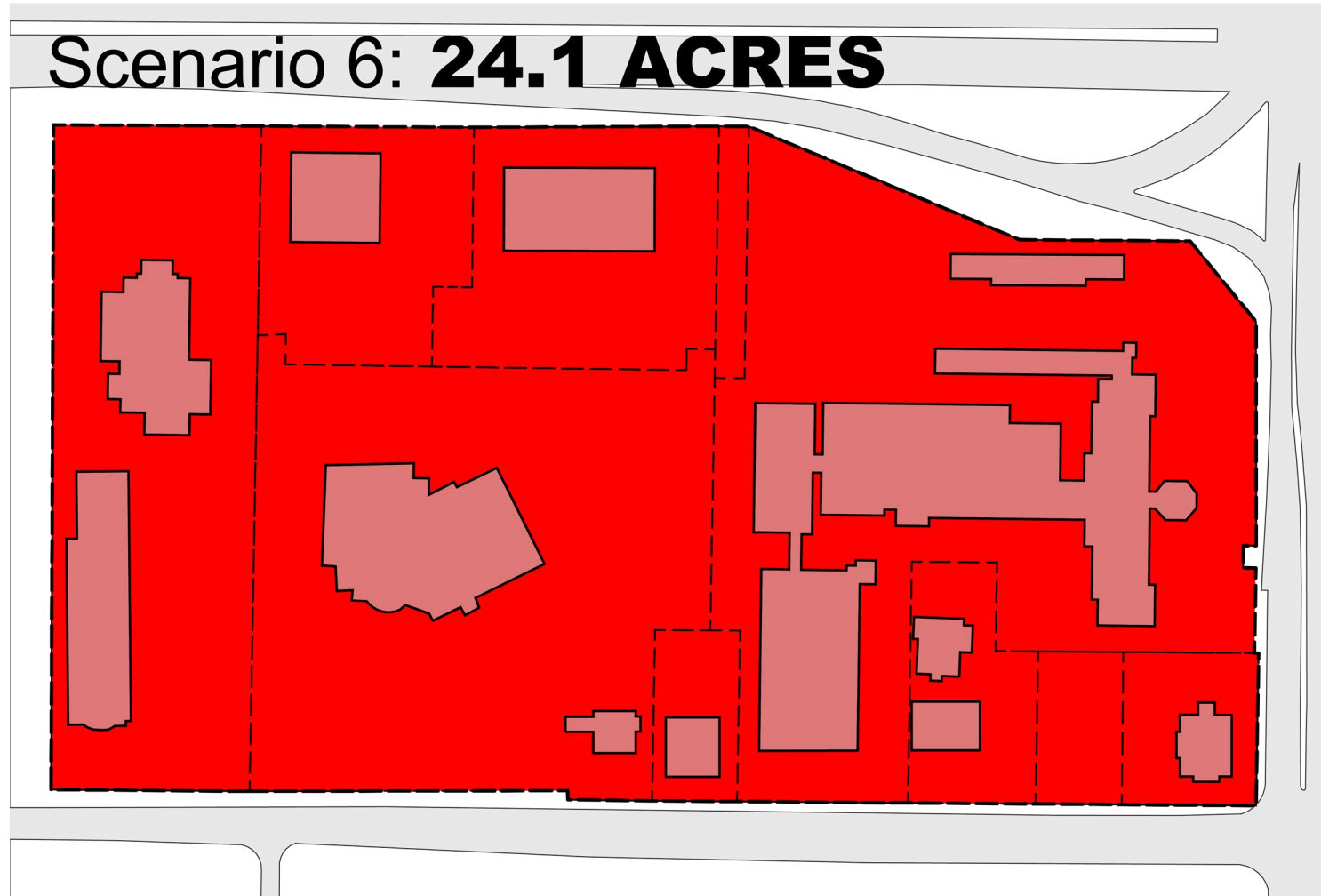
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Scenario 6: **24.1 ACRES**



BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: BUILDABLE AREA

Buildable Area Build-to-Line:

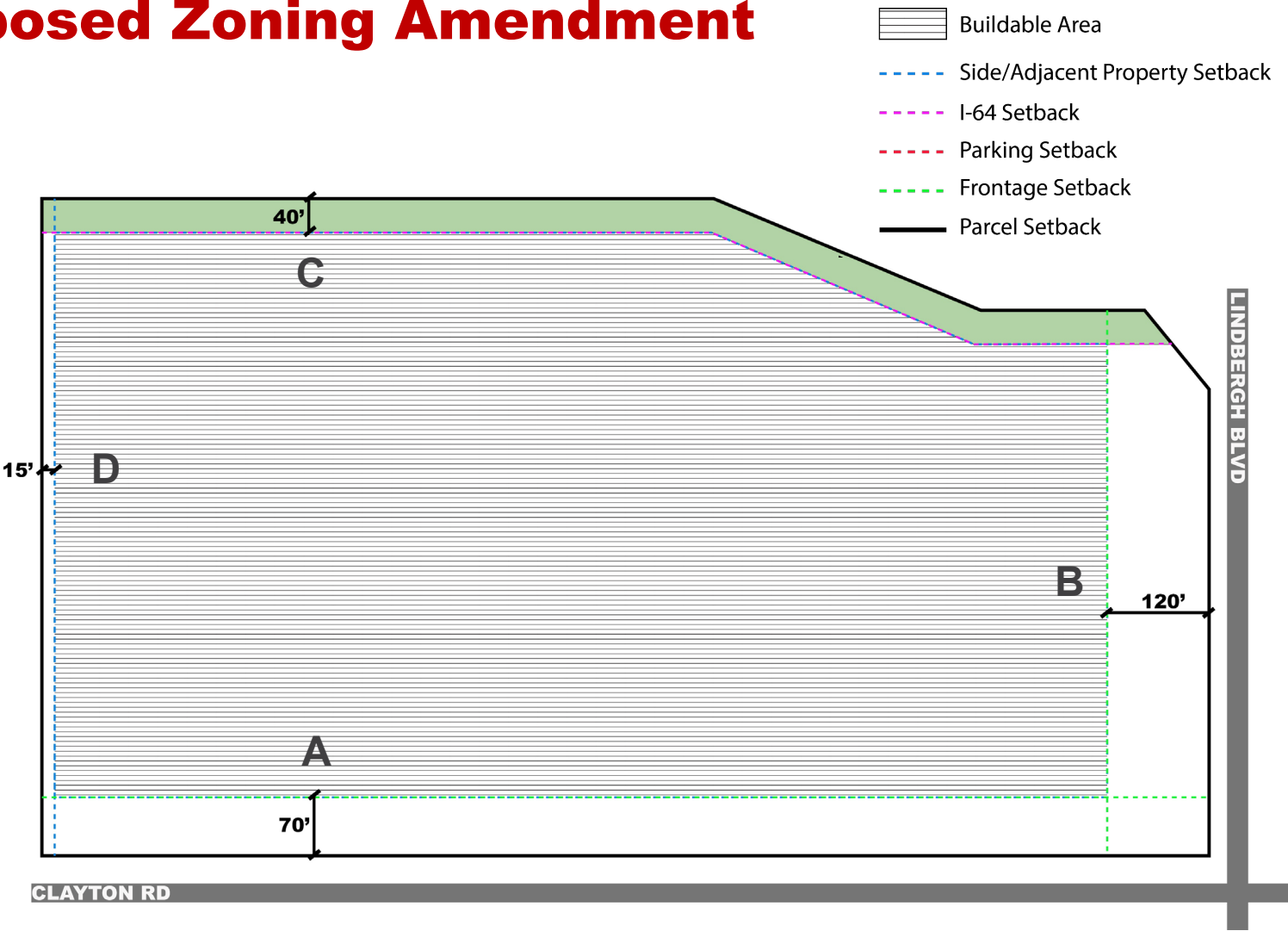
- 1. Clayton Rd. – Build-to-Line: 70’ from property line (A)
- 2. Lindbergh Blvd. - Build-to-Line: 120’ from property line (B)

Build-To-Line Building Form Requirement:

- 1. Minimum percentage of Build-To Line that shall be occupied by buildings: **65%**

Buildable Area Setbacks:

- 1. I-64 - 40’ from property line (to be maintained as a landscaped buffer) (C)
- 2. Adjacent non-residential properties - 15’ from property line (D)



BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: BUILDABLE AREA

Buildable Area Build-to-Line:

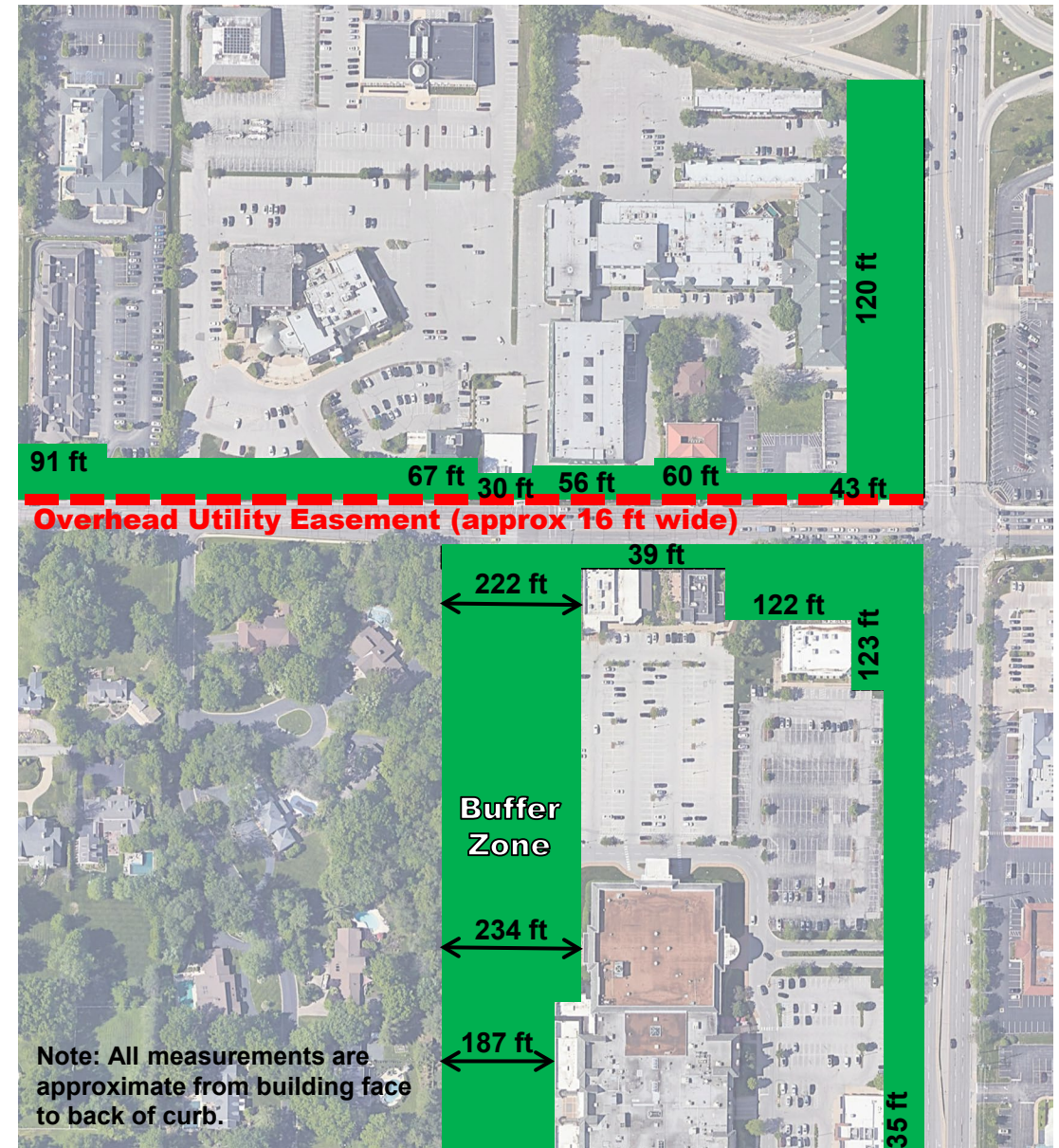
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BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: BUILDABLE AREA

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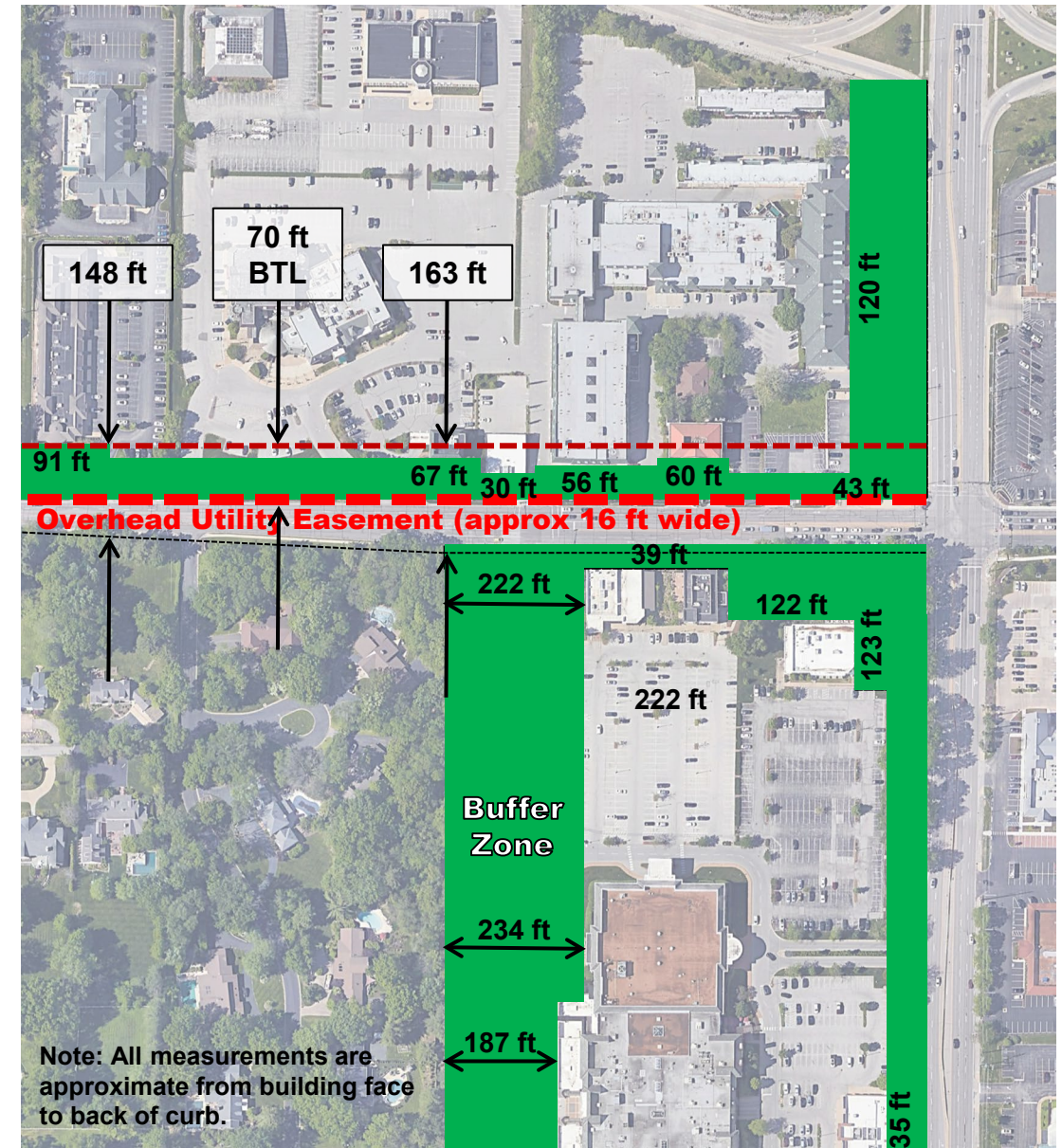
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BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: BUILDABLE AREA

Building Site Coverage:

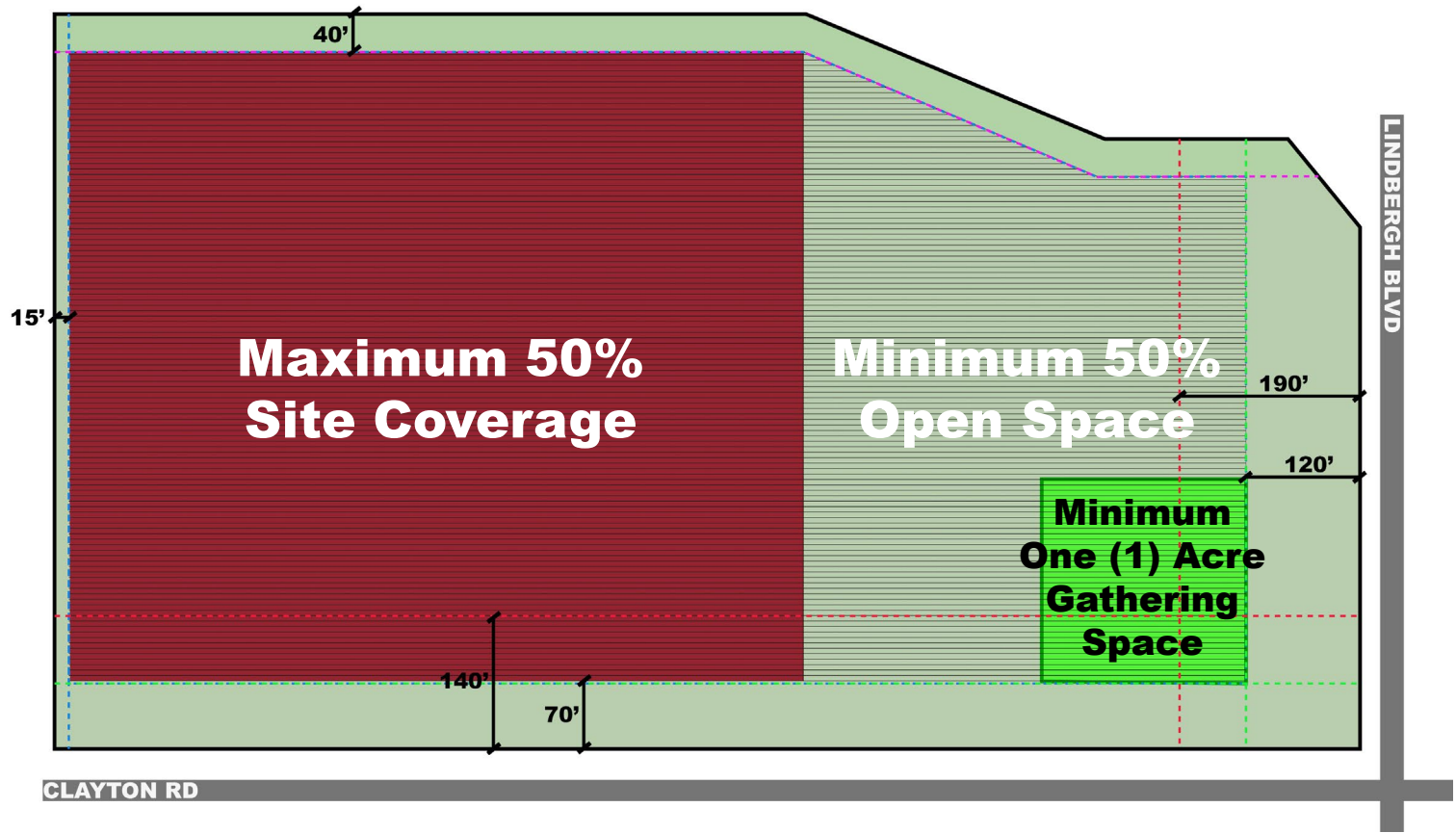
- 1. The maximum allowable buildable area shall not be greater than **50%.**
- 2. The minimum allowable buildable area shall not be less than **30%**

Open Space Requirements:

- 1. The minimum allowable open space shall not be greater than **50%.**
- 2. The maximum allowable open space shall not be less than **70%**

Public Gathering Space Requirement:

A minimum of one (1) contiguous publicly accessible open gathering space of one (1) acre.



Site coverage shall be measured as the total sum of the area of the maximum extent of all contributing elements, otherwise referred to as the "drip line" of the buildings and/or structures.

BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: STREETSCAPE

Clayton Road:

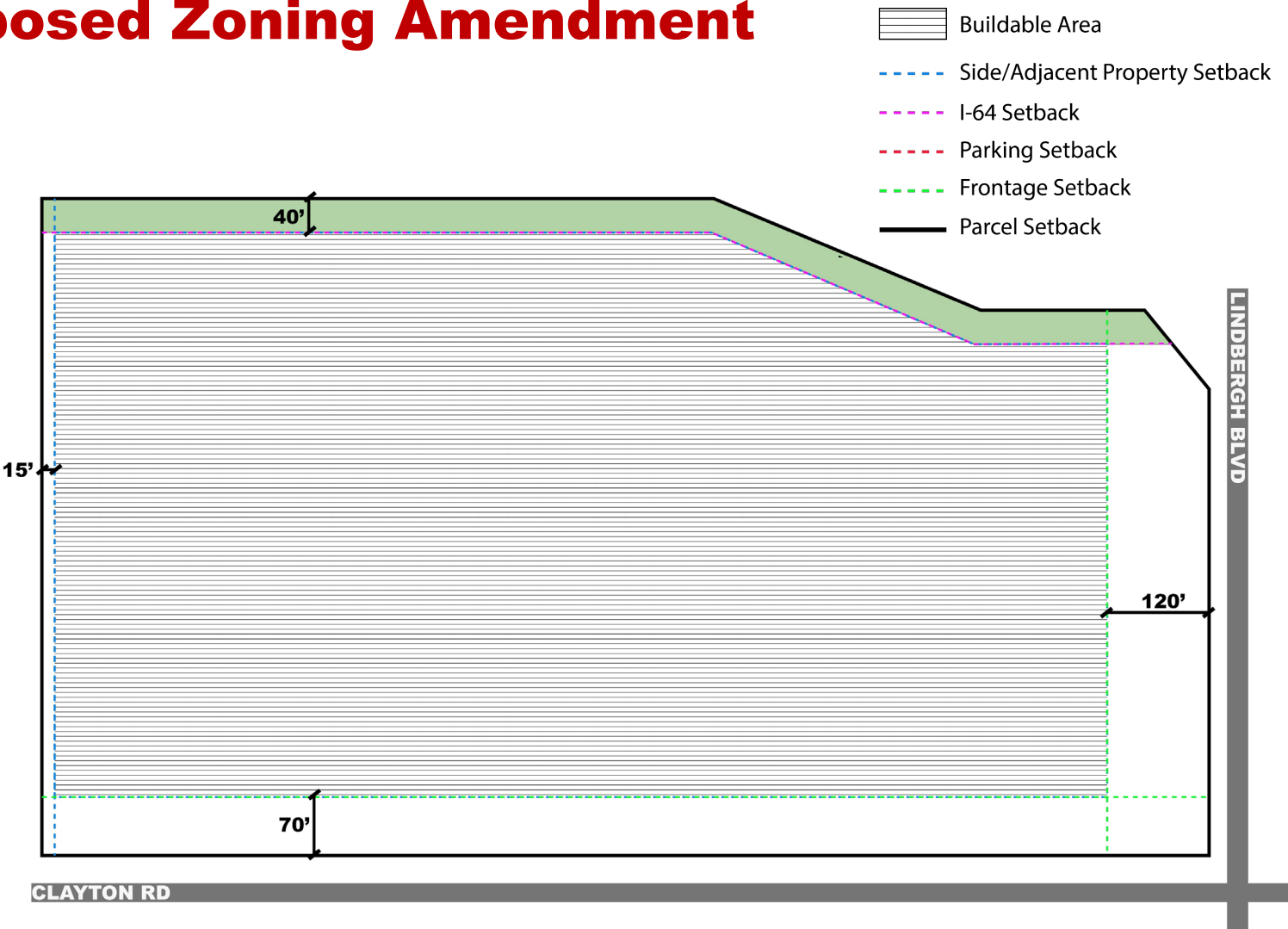
The 70 ft setback to be a well-landscaped, leveled, and consistent edge with sidewalks, bike paths, out-door activity areas, burying utilities where appropriate.

Each building with Clayton Road frontage shall have its primary building façade and at least one (1) pedestrian entrance facing Clayton Road. It is not permitted for the rear of a building to face Clayton Road.

Lindbergh Boulevard:

The 120 ft setback to be a well-landscaped, leveled, and consistent edge with sidewalks, out-door activity areas, burying utilities where appropriate. For hotels or other similar uses, port cocheres and drop-off zones may encroach on the setback given a demonstrated landscape plan.

Each building with Lindbergh Boulevard frontage shall have its primary building façade and at least one (1) pedestrian entrance facing Lindbergh Boulevard. It is not permitted for the rear of a building to face Lindbergh Boulevard.



BUSINESS DISTRICT #2: Proposed Zoning Amendment



BUSINESS DISTRICT #2: Proposed Zoning Amendment



Lindbergh Boulevard Frontage



Lindbergh Boulevard Frontage



Lindbergh Boulevard Frontage



Lindbergh Boulevard Frontage

BUSINESS DISTRICT #2: Proposed Zoning Amendment

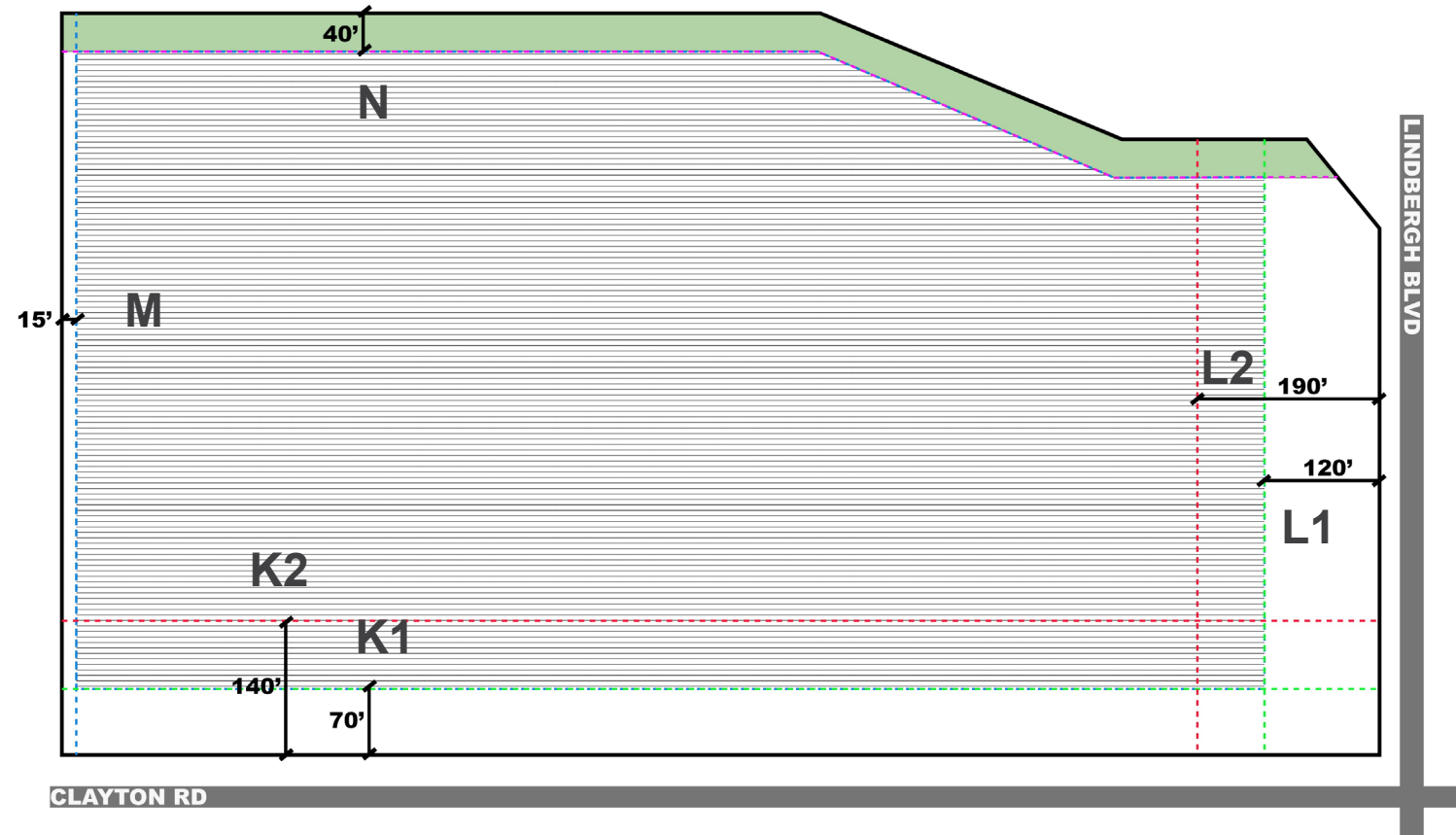
PLANNED DEVELOPMENT: SETBACKS _ PARKING

Parking Area Setbacks: Below-Grade

1. Clayton Rd. - 70' minimum (K1)
2. Lindbergh Blvd. - 120' minimum (L1)
3. Adjacent non-residential - 15' minimum (M)
4. I-64 - 40' minimum (N)

Parking Area Setbacks: Above-Grade

1. Clayton Rd. - 140' minimum (K2)
2. Lindbergh Blvd. - 190' minimum (L2)
3. Adjacent non-residential - 15' minimum (M)
4. I-64 - 40' minimum (N)



BUSINESS DISTRICT #2: Proposed Zoning Amendment

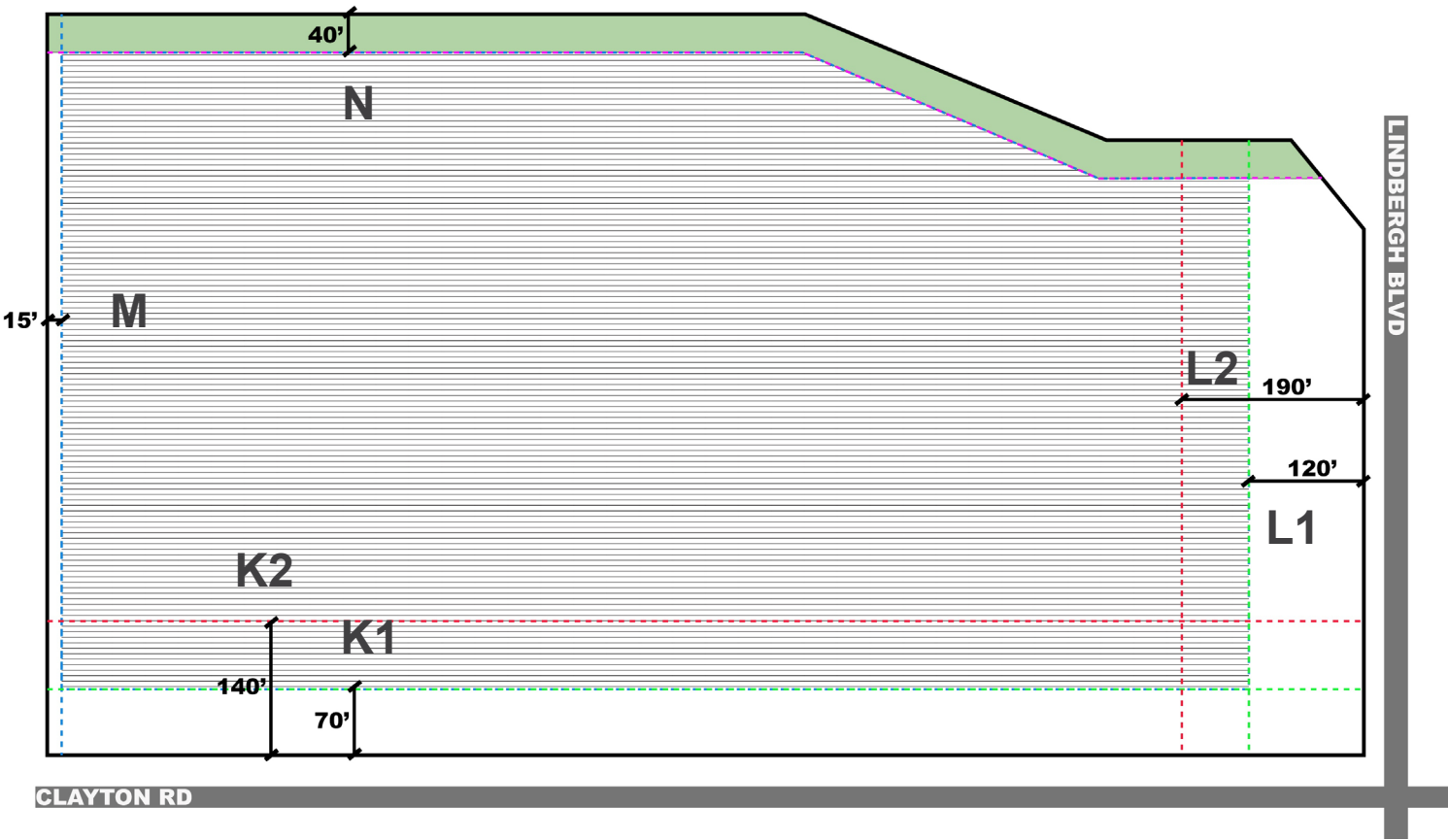
PLANNED DEVELOPMENT: SETBACKS _ PARKING

Surface Parking Areas are prohibited subject to the following:

- 1. Interim and/or temporary surface parking lots during multi-phase development
- 2. Surface parking lots of not more than 30 parking stalls per area for short-term parking limited to 30 minutes or less.

Parking Garages:

- 1. Concealed from all public streets and primary internal streets

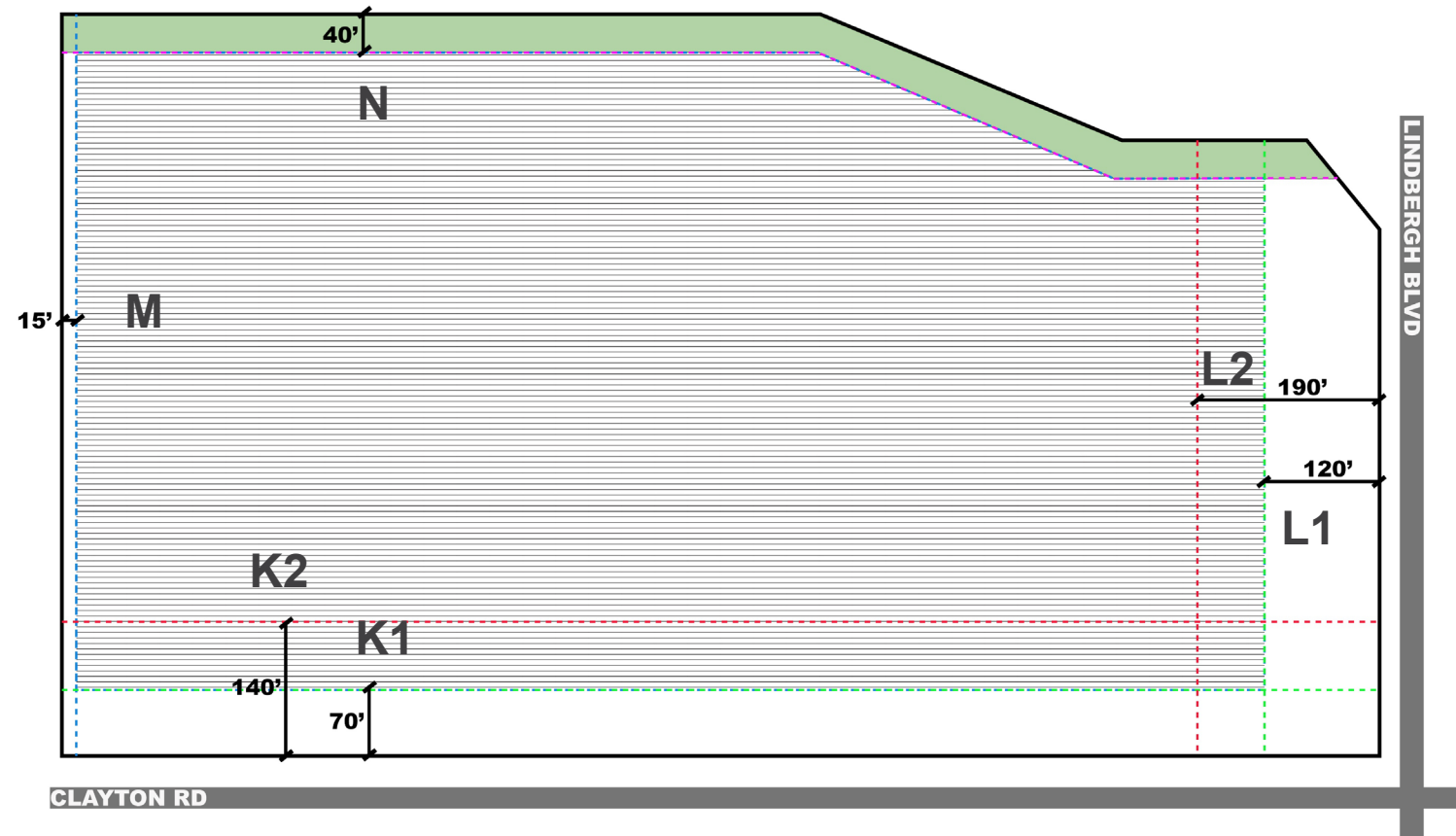


BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: SETBACKS _ PARKING

Minimum Parking Requirements:

1. Shared parking
2. Two (2) parking spaces per residential unit
3. One (1) parking space per four (4) seats of maximum occupancy for assembly uses
4. No minimum parking requirement for non-residential uses less than 10,000 sq ft of GFA
5. One (1) parking space per 600 sq ft for non-residential uses above 10,000 sq ft of GFA
6. Except for residential uses and assembly uses, required parking may be provided as street parking along interior roads.
7. An independent access, circulation, and parking study shall be conducted for the proposed development plan.

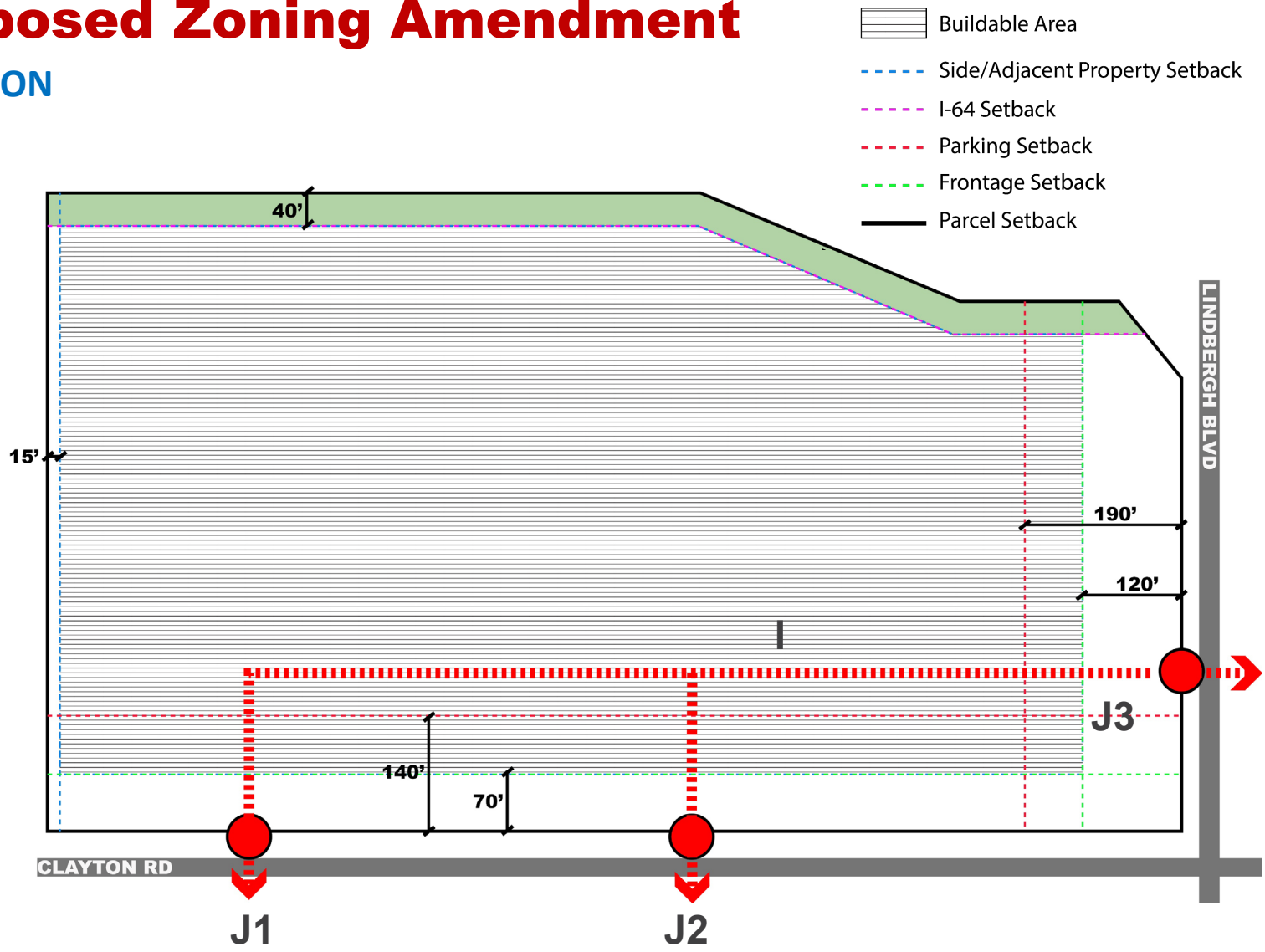


BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: ACCESS AND CIRCULATION

Site Vehicular Access Points and Circulation:

- 1. Maintain existing signalized intersection at Clayton Road & Frontenac Hilton Drive. (J2)
- 2. Enhance the 4-way intersection at Clayton Road and Frontenac Woods Lane / Le Chateau with a marked crosswalk and HAWK signal. Long-term consolidate this entrance and the entrance to the adjacent development west. (J1)
- 3. Maintain existing Lindbergh Boulevard entrance to Frontenac Hilton. (J3)
- 4. Connect access points J1, J2, and J3 with a Primary Internal Circulation Street with a minimum right-of-way (ROW) width of 50 ft



BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: HEIGHT ZONES

Height Zone 1: (H1)

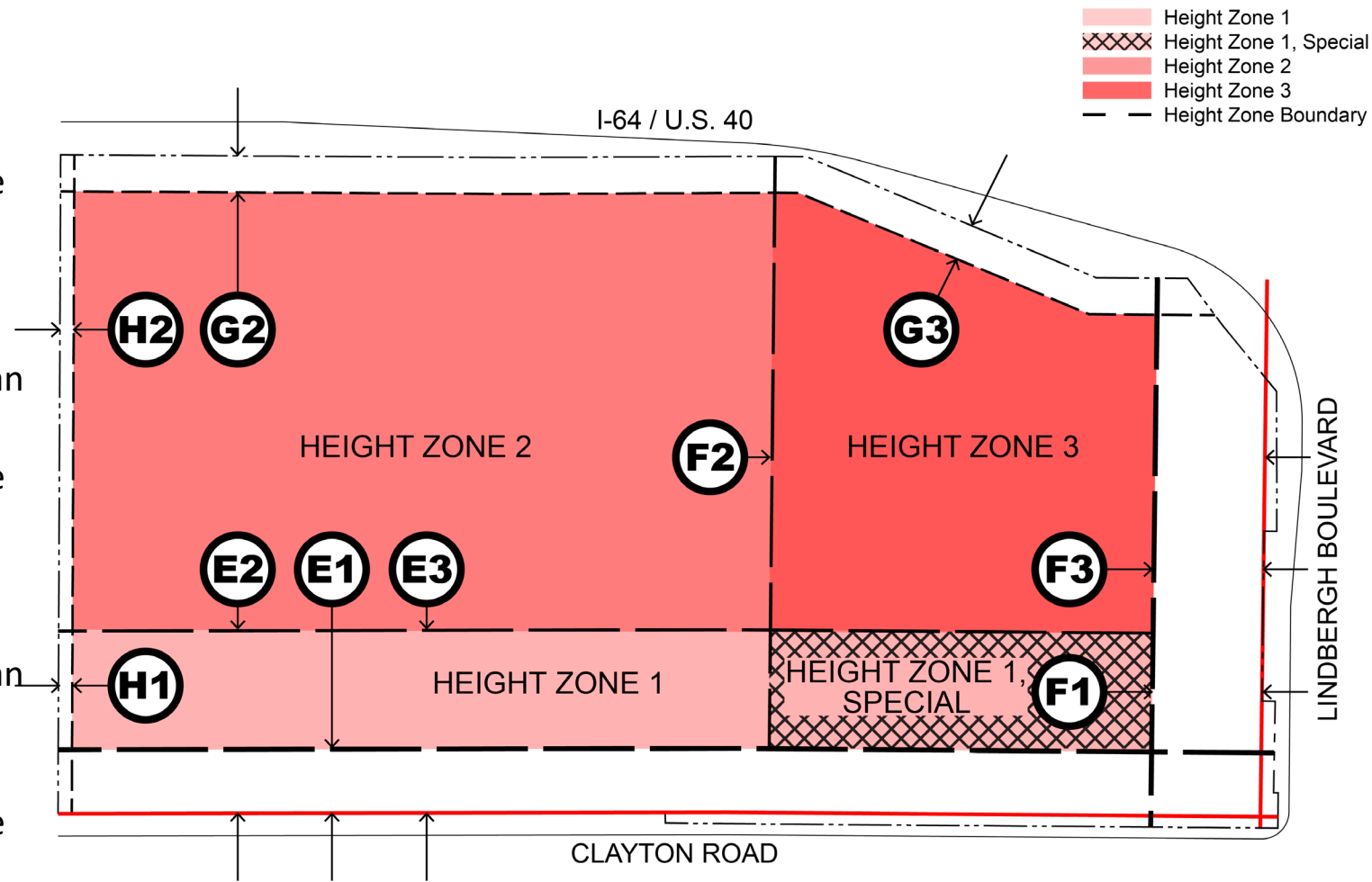
- 1. Min. Building Height: 26 ft above mean grade of Clayton Road curb elevation
- 2. Max. Building Height: 615 ft fixed elevation above mean sea level (MSL)

Height Zone 2: (H2)

- 1. Min. Building Height: 2 stories or 26 ft above mean grade, whichever is less
- 2. Max. Building Height: 645 ft fixed elevation above mean sea level (MSL)

Height Zone 3: (H3)

- 1. Min. Building Height: 2 stories or 26 ft above mean grade of Lindbergh Boulevard curb elevation, whichever is less
- 2. Max. Building Height: 660 ft fixed elevation above mean sea level (MSL)



BUSINESS DISTRICT #2: Proposed Zoning Amendment

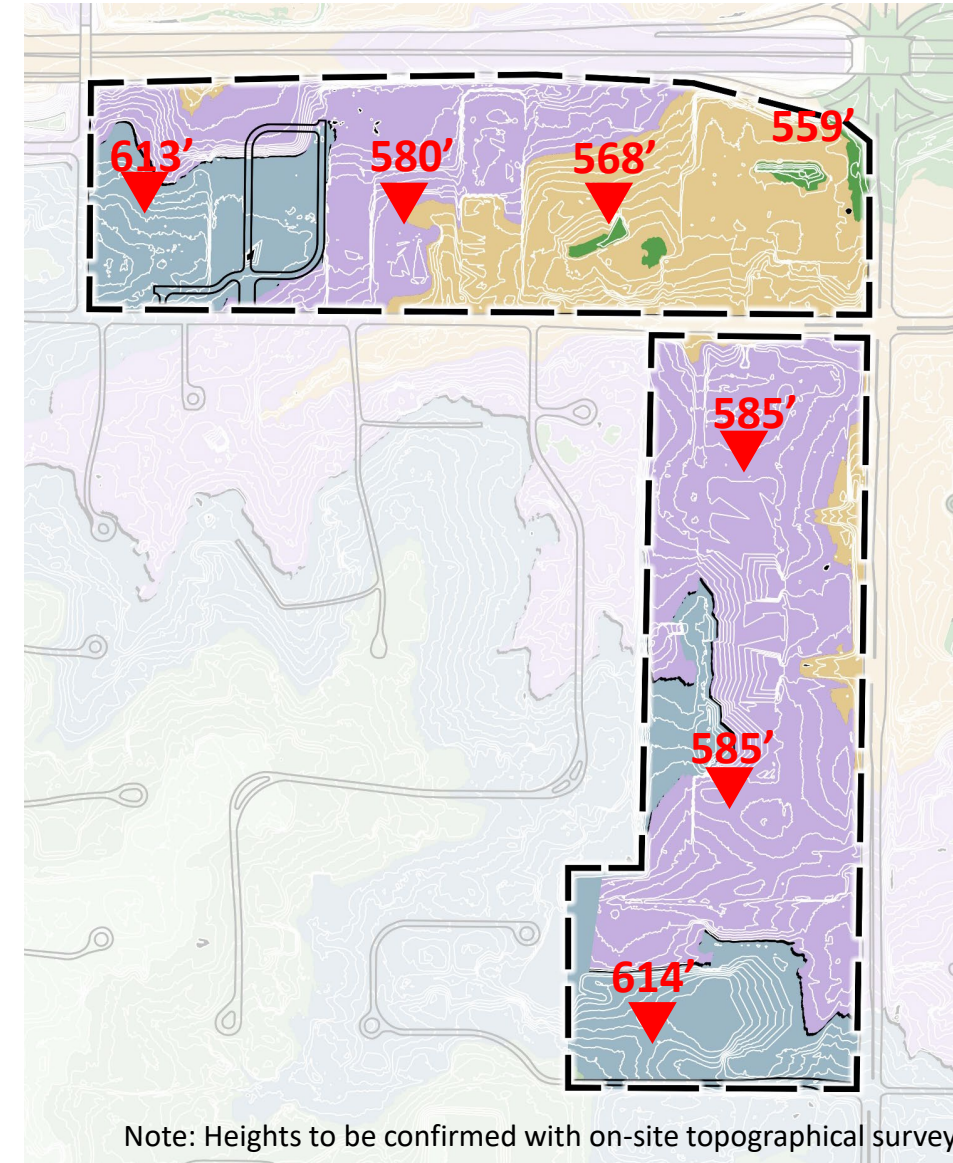
PLANNED DEVELOPMENT: HEIGHT ZONES

Goal

To establish height districts with maximum numeric value above sea level corresponding to the maximum allowable building height of the district.

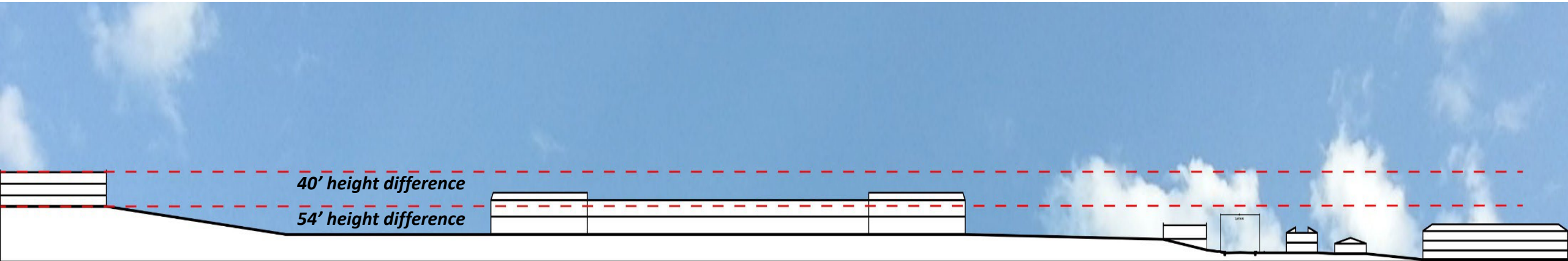
Methodology

1. Established a maximum allowable height datum line at the height of the mall (644' above sea level) which was negotiated as an acceptable dimension by residents and adjacent subdivisions at the time of construction.
2. Established a cone of vision based of historic preservation setbacks to determine the allowable stories.
3. Cross referenced height to adjacent homes and subdivisions ensuring minimal visual impact to adjacent residents while maximizing height in low areas adjacent to commercial and transportation.
4. Delineated height districts for business area at maximum allowable heights above sea level.



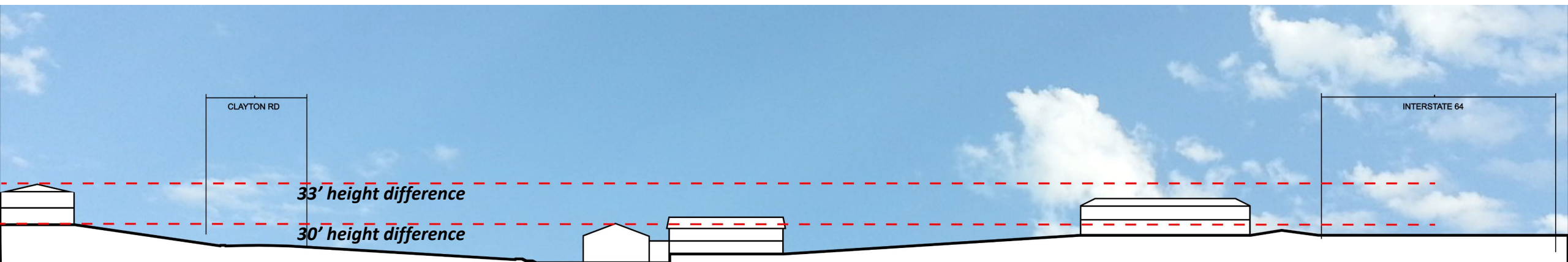
BUSINESS DISTRICT #2: Proposed Zoning Amendment

- The Frontenac business district has topographical challenges and opportunities.



Cross Section from Lifetime Fitness to Hilton Hotel

- There is a 94' difference in height from the ground of the Hilton Hotel to the roof of the Lifetime Fitness development



Cross Section across Le Chateau Site

- There is a 63' difference in height from the lowest point at Le Chateau to the nearest residential home roof.

BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: BUILDABLE AREA

Height Zone 1: (H1)

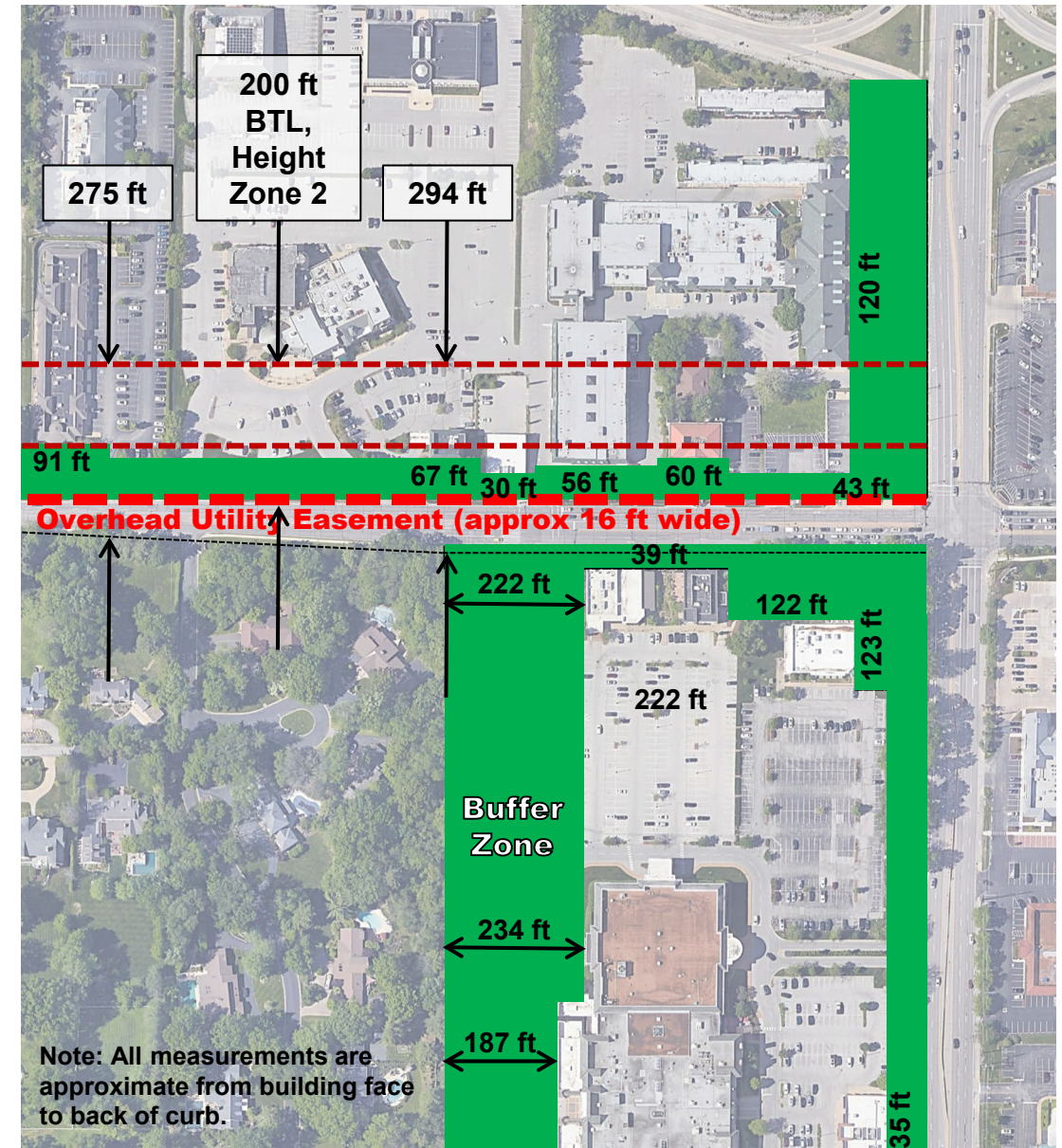
1. Min. Building Height: 26 ft above mean grade of Clayton Road curb elevation
2. Max. Building Height: 615 ft fixed elevation above mean sea level (MSL)

Height Zone 2: (H2)

1. Min. Building Height: 2 stories or 26 ft above mean grade, whichever is less
2. Max. Building Height: 645 ft fixed elevation above mean sea level (MSL)

Height Zone 3: (H3)

1. Min. Building Height: 2 stories or 26 ft above mean grade of Lindbergh Boulevard curb elevation, whichever is less
2. Max. Building Height: 660 ft fixed elevation above mean sea level (MSL)



BUSINESS DISTRICT #2: Proposed Zoning Amendment

PLANNED DEVELOPMENT: HEIGHT ZONES

Height Zone 1: (H1)

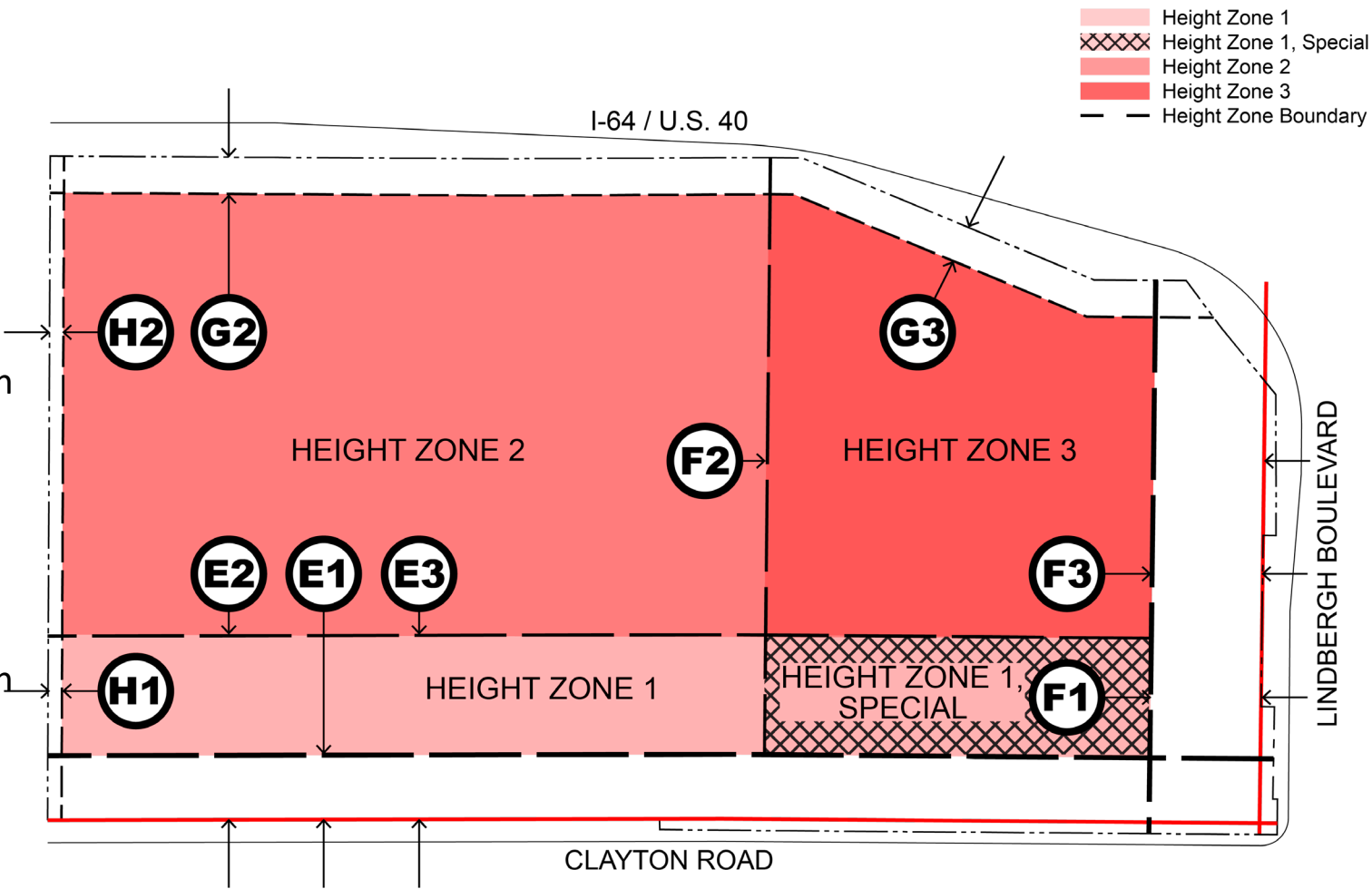
- 1. Min. Building Height: 26 ft above mean grade of Clayton Road curb elevation
- 2. Max. Building Height: 615 ft fixed elevation above mean sea level (MSL)

Height Zone 2: (H2)

- 1. Min. Building Height: 2 stories or 26 ft above mean grade, whichever is less
- 2. Max. Building Height: 645 ft fixed elevation above mean sea level (MSL)

Height Zone 3: (H3)

- 1. Min. Building Height: 2 stories or 26 ft above mean grade of Lindbergh Boulevard curb elevation, whichever is less
- 2. Max. Building Height: 660 ft fixed elevation above mean sea level (MSL)



BUSINESS DISTRICT #2: Proposed Zoning Amendment

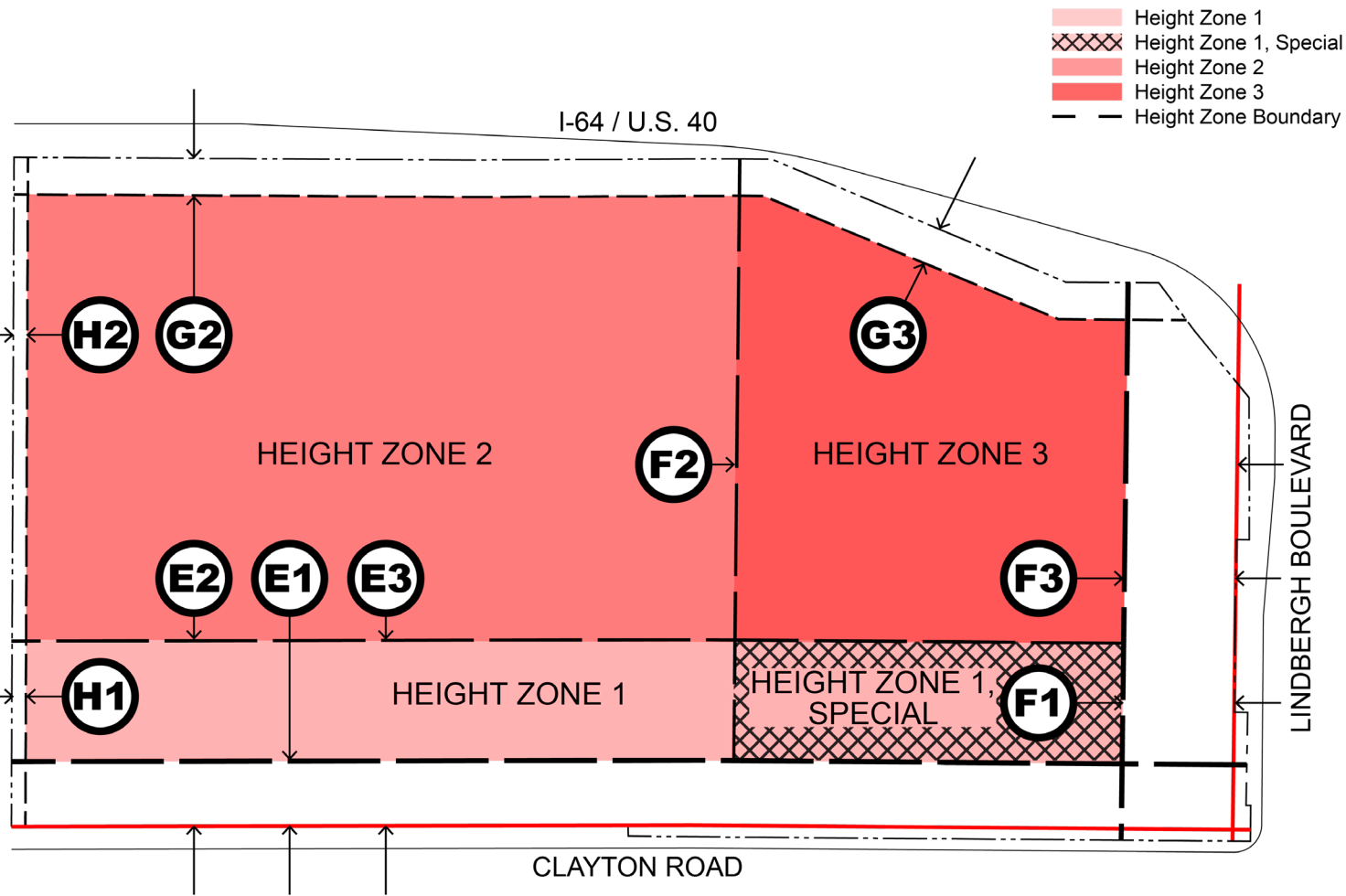
PLANNED DEVELOPMENT: HEIGHT ZONES

Height Zone 1 SPECIAL: (H1)

1. Min. Building Height: 26 ft above mean grade of Clayton Road curb elevation

2. Max. Building Height: The Board of Alderman may authorize a deviation from maximum 615 feet fixed elevation above mean sea level (MSL) up to maximum 660 feet fixed elevation above mean sea level (MSL), subject to the following conditions:
- a. Doing so will enable the construction of an architecturally significant building or feature; and

b. Such an architecturally-significant building or feature will serve to highlight the location and its role as a “gateway entrance” to the City of Frontenac.



Note: Heights to be confirmed with on-site topographical survey

BUSINESS DISTRICT #2: Proposed Zoning Amendment

Business District #2: Architectural Design Standards

Building Articulation:

1. Building Facades
2. Block Corner Articulation
3. Building Base Articulation

Architectural Elements and Features:

1. Ground Floor Windows and Doors
2. Upper Floor Windows and Doors
3. Balconies
4. Building Signage
5. Building Equipment
6. Screening
7. Night Lighting

Building Materials

1. Building Materials – General Requirements
2. Number of Materials and Material Changes
3. Prohibited Materials

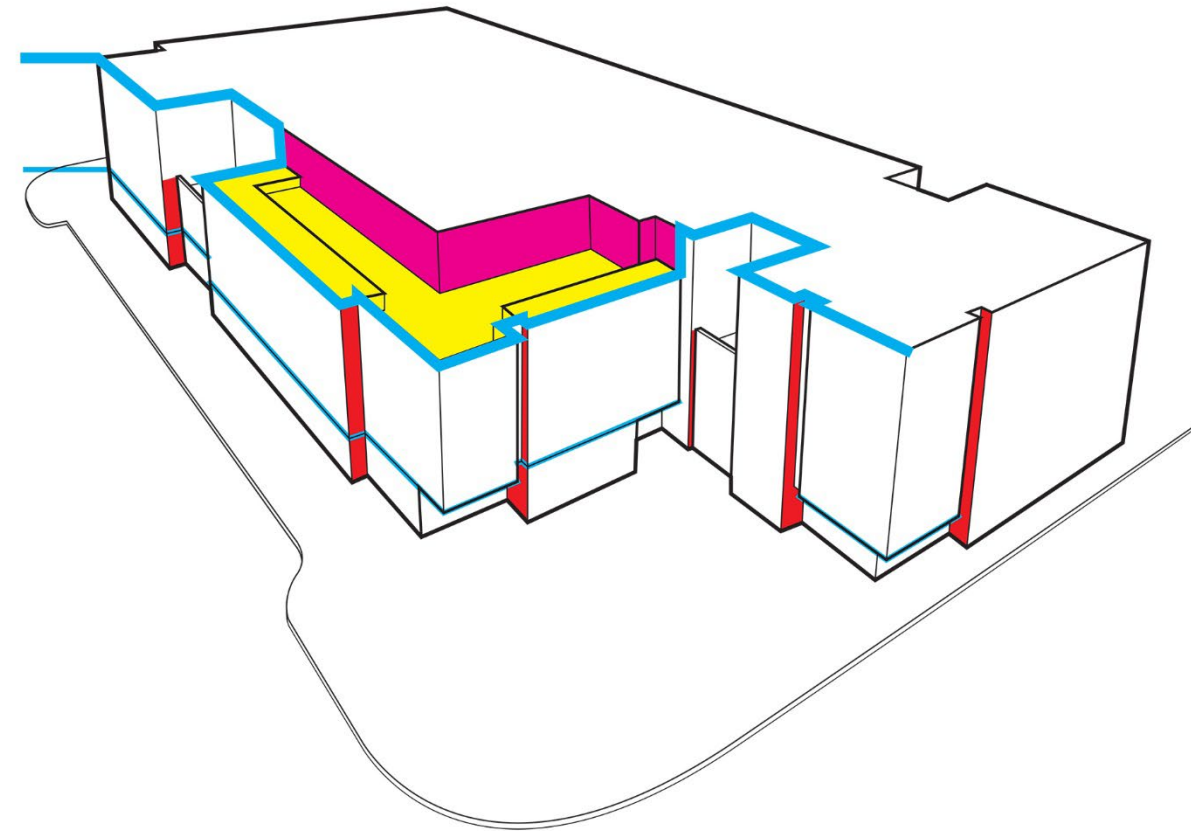


FIGURE 5: Building Articulation

BUSINESS DISTRICT #2: Proposed Zoning Amendment

Business District #2: Permitted Uses

a. Ground Floor, Primary Uses:

- i. Bakeries whose products are sold at retail on the premises.
- ii. Hotels/motels; lobbies only
- iii. Restaurants, excluding drive-in or drive-through services, which may include a cocktail lounge, the manner and hours of operation of which shall be determined by the Board of Aldermen.
- iv. Parking structures / garages, above or below ground, but only when located behind storefronts or lobbies containing other Primary Uses.
- v. Sales or show rooms, excluding outdoor sales areas.
- vi. Stores or shops for the conduct of a retail business.
- vii. Temporary buildings for uses incidental to construction work, which buildings shall be removed upon completion abandonment of said work.

c. Upper Floor(s):

- i. Owner-occupied residential units in multi-unit, condominium configurations; minimum residential unit floor area of 1,800 square feet.
- ii. Hotels/motels.
- iii. Offices.
- iv. Governmental buildings and related uses; and communications antennas, towers and accessory buildings and equipment, both public and private, located on City-owned property.

b. Ground Floor, Secondary Uses:

May cumulatively comprise not more than 30% of total ground floor frontage.

- i. Banks and financial institutions.
- ii. Barbershops or beauty parlors or tanning salons.
- iii. Dry cleaners and pickup stations for cleaning and related work.
- iv. Fire stair egress doors and service access doors, rooms, and lobbies.
- v. Hotels/motels; guest rooms, pools, fitness centers, businesses centers, and other non-publicly accessible spaces.
- vi. Offices.
- vii. Parking structures / garages, above or below ground; vehicular and pedestrian access points not located behind storefronts or lobbies containing other Primary Uses.
- viii. Studios, for exercise or dance.
- ix. Governmental buildings and related uses; and communications antennas, towers and accessory buildings and equipment, both public and private, located on City-owned property.

d. Drive-through buildings and drive-up service or delivery windows are prohibited in Business District 2 sub-area.

BUSINESS DISTRICT #2: Proposed Zoning Amendment

Business District #2: Procedures and Requirements for Development Plan Approval

Development Plan Approval Process – Overview.

Approval of a “BD” Business District Development Plan shall require the following four (4) steps:

- a. Pre-Submittal Application (Mandatory).* Consisting of City staff review and non-binding opinion.
- b. Preliminary Development Plan Review (Optional).* Consisting of detailed City staff review and non-binding opinion, detailed Architectural Review Board (ARB) review and non-binding opinion, detailed Planning and Zoning Commission review and non-binding opinion, and petitioner-conducted community engagement.
- c. Draft Development Plan Application (Mandatory).* Consisting of City staff review, Architectural Review Board (ARB) review, Planning and Zoning Commission review and consideration, Board of Aldermen public hearing, and Board of Alderman consideration of a rezoning and development plan approval ordinance.
- d. Final Development Plan Review (Mandatory).* Consisting of City staff review, Architectural Review Board (ARB) review and approval, Planning and Zoning Commission review and approval, Board or Aldermen review and approval, and recording with St. Louis County.

DISCUSSION

