



Petition Number: SUE-24-04

Petitioner: CAE Investments Inc.
1776 Montano Road Northwest, Suite 25
Albuquerque, New Mexico 87107

Requested action: Special Use Exception for a restaurant with a drive thru.

Project name: Dutch Bros Coffee

Location: 15200 Manchester Road

Existing Zoning: C-1 Commercial District

Surrounding Zoning & Use: North (across Manchester Rd)
C-1 Commercial District - Title Max & Enterprise
MRD Manchester Road Revitalization Overlay District - Dean
Team Subaru & Volkswagen

East (across Old Ballwin Rd) MRD - Elco Cadillac

South - R-1 Single Family Dwelling District

West - C-1 McDonalds Restaurant



Figure 1 - Aerial view of the site and surrounding properties
Source: St Louis County GIS



Figure 2 - Street view of the site. The lot is proposed to be split from north to south



Project description:

This Petition is for a Special Use Exception for the construction of a coffee shop with drive thru and walk up facilities at 15200 Manchester Road. The property is located on the southwest corner of Manchester Road and Old Ballwin Road. The property is currently zoned MRD Manchester Road Revitalization District with C-1 Commercial District as the underlying zoning district. The properties to the north (across Manchester Road) are zoned C-1 and MRD. The property to the east (across Old Ballwin Road) is currently zoned MRD. The properties to the south are currently zoned R-1 Single Family Dwelling District and the property to the west is currently zoned C-1.

The purpose of the Manchester Road Revitalization District is to promote the local economy and mixed-use development within the Manchester Road corridor while simultaneously maintaining the functional capacity of the highway. The MRD encourages a wide range of well-planned, market sensitive commercial and mixed use development scenarios. The preferred land development pattern in the area will offer a pedestrian oriented development with a mix of residential and/or commercial uses that provide high quality services and amenities that prolong and enhance the shopping, working and living experience. Special effort should be given to tenant mixes and the configuration of tenant spaces to maximize convenience, visibility and aesthetics. The proposed development promotes pedestrian traffic by offering a walk up order window. The Petitioner is proposing a lot split (see SUB 24-01) leaving approximately 0.673 acre of the property vacant at this time, for future development.

Currently, there are two curb cuts on both Manchester Road and Old Ballwin Road onto this site. The easternmost curb cut on Manchester Road and the northernmost curb cut on Old Ballwin Road are proposed to be removed as part of this project. Cross access is required and shown on the plans, between the two proposed lots and the lot west of the site, currently occupied by McDonalds.



Staff analysis:

This Petition is for a Special Use Exception for the construction of a restaurant (coffee shop) with drive thru and walk up facilities at 15200 Manchester Road. The basis for this request is outlined in Appendix A, Article XIV, Section 1(20), which allows restaurants as a special use exception. In addition, requirements outlined in Appendix A, Article XIIB, Planned Overlay Districts (POD) and Article XIIC, Manchester Road Revitalization Overlay District (MRD) apply to this project.

In 2011, Petitions were approved to apply the MRD overlay to this property. As part of that approval, a site development plan for the development of a fifth-third bank was part of the approving ordinance. That development was never constructed. Now, for any new proposed development, an amended development plan is required to be incorporated into the ordinance. Should approval be granted, this plan must be recorded with the St. Louis County Recorder of Deeds' Office before any permits are issued for the project.

When reviewing a special use exception, the Planning & Zoning Commission and Board of Aldermen shall determine whether such use:

1. Will substantially increase traffic hazards or congestion.

Traffic poses a significant concern for the proposed development, especially considering the property's current undeveloped status, which will inevitably contribute to increased traffic volume. The developer's plan to mitigate this involves eliminating two out of the four existing curb cuts on Manchester Road and Old Ballwin Road in an effort to alleviate traffic hazards.

A traffic study was conducted, analyzing both current traffic conditions and those anticipated with the proposed development. The study found that the driveway access onto Old Ballwin Road functions efficiently, with delays averaging around ten seconds at most. However, the models for the Manchester Road driveway indicate much longer potential delays, with morning delays reaching nearly four minutes and evening delays approaching nine minutes.

According to the City's site development regulations, curb cuts are required to be a minimum of 500 feet apart, measured from centerline to centerline. The existing curb cuts are considered legally non-conforming (grandfathered) and are approximately 65 feet and 165 feet from McDonald's existing curb cut.



One potential solution to address these concerns is to redesign the development, removing the westernmost existing curb cut onto Manchester Road. Instead, vehicles could utilize the easternmost curb cut for left turns onto Manchester Road. Another option would involve utilizing the existing cross-access easement to the west, thereby integrating traffic flow with the McDonald's development. These alternatives aim to improve traffic efficiency and safety within the area.

2. Will adversely affect the character of the neighborhood.

The proposed development should not adversely affect the character of the neighborhood. The property is located at the intersection of Manchester Road and Old Ballwin Road.

Will adversely affect the general welfare of the community.

The proposed development should not adversely affect the welfare of the community.

3. Will overtax public utilities.

The proposed development should not overtax public utilities.

4. Will adversely affect public safety and health.

The proposed development should not adversely affect public safety and health.

5. Is consistent with good planning practice.

The proposed development would meet all current special use exception requirements and the Petitioner has addressed all aspects of the overlay district. The existing design of this site does not exhibit good planning practices. Traffic is a major concern for this type of development on this site.

6. Can be operated in a manner that is not detrimental to the permitted developments and uses in the district.

The proposed development could be detrimental to the permitted developments and uses in the district. Two high traffic restaurants with drive thru facilities in such close proximity could cause traffic hazards.



7. Can be developed and operated in a manner that is visually compatible with the permitted uses in the surrounding area.

The proposed development should be able to be operated in a manner that is visually compatible with the permitted uses in the surrounding area.

Staff recommendation:

Based on the information presented by the Petitioner and the traffic concerns raised, staff does not recommend approval of this Petition in its current form. It is advised that improvements to the site design be considered for further evaluation. Should the Petition be approved, it is recommended that the following conditions be included:

1. Approval of the Lot Split Petition (SUB 24-01).
2. Approval of the Amended Development Plan.
3. Acquisition of permits from the Metropolitan Sewer District (MSD) and the City of Ballwin prior to the commencement of any site work.
4. The Amended Development Plan must be recorded with the St. Louis County Recorder of Deeds' Office before any permits for the project are issued.
5. The curb cut on Manchester Road must be designated as "right in, right out."

Submitted By: Lynn Sprick, City Planner

Date: May 6, 2024



Update June 3, 2024:

At the May Planning & Zoning Commission Meeting, the Commission recommended changes to this Petition. Specifically, they proposed the elimination of both existing curb cuts onto Manchester Road, to be replaced with a new curb cut serving both proposed lots.

The site has since been redesigned, aligning with the Commission's recommendations. The proposed new curb cut would straddle the property line between Lot 1 and Lot 2. Additionally, revisions were forwarded to the Missouri Department of Transportation (MoDOT) for review. MoDOT recommended that the median in the center of Manchester Road be extended sixty-six (66) feet to the west, preventing westbound traffic from turning left (south) into the proposed development.

Given these revisions to the Petition, staff recommends approval, under the same conditions previously suggested:

1. Approval of the Lot Split Petition (SUB 24-01).
2. Approval of the Amended Development Plan.
3. Acquisition of permits from the Metropolitan Sewer District (MSD) and the City of Ballwin prior to the commencement of any site work.
4. The Amended Development Plan must be recorded with the St. Louis County Recorder of Deeds' Office before any permits for the project are issued.
5. The curb cut on Manchester Road must be designated as "right in, right out."