

# MANCHESTER ROAD GREAT STREETS MASTER PLAN

St. Louis County, Missouri

MASTER PLAN DOCUMENT SUMMARY



# ACKNOWLEDGEMENTS

## CONSULTANT TEAM

### *Design Workshop, Inc. / Landscape Architecture, Planning*

Kurt Culbertson, Principal  
Britt Palmberg, Project Manager  
Nino Pero, Graphic Designer  
Kelán Smith, Graphic Designer and Signage / Wayfinding  
Anna Gagne, Planner / Designer  
Ashley Allis, Planner / Designer  
Sara Egan, Planner / Designer  
Darla Callaway, Planner / Designer  
Jason Ferster, Planner / Designer  
Melanie Schmidt, Planner / Designer  
Izzi Gailey, Project Assistant

### *Hudson Associates / Public Relations, Community Outreach*

Shelia Hudson  
Bridgett Willis

### *RCLCO / Market and Economic Analysis*

Adam Ducker  
Shyam Kannan

### *Nelson Nygaard / Transportation Planning*

David Fields  
Mike King  
Rick Chellman

### *Horner and Shifrin / Civil Engineers*

Gino Bernardez  
Ramin Ashrafzadeh  
Allan Erdman

### *ForeSee Consulting / Community Outreach and Chip Game*

Steve Mullen  
Donna Mullen

### *Clanton Associates / Lighting*

Nancy Clanton  
Gregg Adams

### *Via Partnership / Public Art*

Meridith McKinley

## GUIDANCE

### *Manchester Road Great Streets Steering Committee*

Franz Krantz, City of Manchester  
Barb Beckett, City of Winchester  
Tom Aiken, City of Ballwin  
Ada Hood, City of Ellisville  
Joe Vujnich, City of Wildwood  
Maggie Hales, East West Gateway Council of Governments  
Karen Yeomans, Missouri Department of Transportation  
Rick Randall, Pace Properties  
Lori Kelling, West St Louis County Chamber of Commerce

### *East West Gateway Council of Governments*

Maggie Hales  
Terry Freeland  
Mary Grace Lewandowski  
Jerry Blair  
David Wilson

### *Les Sterman*

### *Manchester Road Executive Committee*

Mark Hadfield, Chair, Elco Chevrolet/Cadillac  
Frank Karr, Secretary, Ballwin Planning and Zoning Commission  
Ed Hillhouse, East-West Gateway Council of Governments  
John Bommarito, Bommarito Automotive Group  
Rick Randall, Pace Properties  
Dave McCartney, Regions Bank  
Brent Beumer, Dierbergs  
Robert F. Wiegert, Schnucks Markets  
Ed Hassinger, MoDot  
Chris Marquart, Wal-Mart  
Gene Unverfehrt, AmerenUE  
Mayor Tim Woerther, City of Wildwood  
Robert Kuntz, City of Ballwin  
Lori Kelling, West County Chamber of Commerce  
Franz Krantz, City of Manchester

### *Missouri Department of Transportation*

### *METRO St. Louis*

### *Great Rivers Greenway*

### *Trailnet*

### *St Louis County*

### *Metropolitan St Louis Sewer District*

**Cover:** *3D Illustrative of Potential Town Center Development at Clarkson and Manchester in Ellisville.*

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# 1

## PROJECT BACKGROUND

# Project Background

## Introduction

Manchester Road, once known as historic Route 66 and now designated as Missouri Route 100, emerged as one of the leading retail corridors serving the suburban West County area of the St. Louis region between the 1960s and 1980s. Today it represents the “Main Street” of the five communities of Wildwood, Ellisville, Ballwin, Winchester, and Manchester. In recent years, the corridor has lost some of its prominence as newer and larger shopping areas in the West County area have emerged. The five communities launched efforts for the Manchester Road Great Streets Master Plan in order to find ways to reinvigorate and improve their Main Street in the coming decades. The specific study area for this project stretches from Route 141 to Route 109. Between Route 141 and Westglen Farms Drive, the road is commonly referred to as Manchester Road. Between Westglen Farms Drive and Route 109, it is referred to as Route 100.

In 2009, Manchester Road was selected as one of four Great Streets Initiative planning projects in the St. Louis region by East/West Gateway Council of Governments (EWG). Since 2005 EWG has been helping communities in the St. Louis region expand the way they think about and plan streets. The initiative has encouraged local civic and government leaders to think beyond the boundaries of right of ways and to consider how transportation decisions include the total built environment.

East West Gateway and the five communities in West County recognize the importance of planning for streets as community resources, and the St. Louis Great Streets Initiative intends to make corridors such as Manchester Road more than simple conduits for automobile traffic. Great Streets in the St. Louis region will emphasize all modes of travel, including walking and bicycling. Great Streets will address and reconsider the auto-centric approach that has dominated roadway design in the region over the last several decades in order to transform streets into great community resources.

Considering how street design and corridor planning processes affect the pedestrian realm and abutting land uses is central to the St. Louis Great Streets Initiative. Effectively planning for all modes of travel requires the careful creation of an environment that suits walking, bicycling, and transit, and it requires planning for speeds that allow for mobility and commerce while providing safe environments for pedestrians and bicyclists. Importantly, planning for corridors such as Manchester Road should also consider the economic health of adjacent land uses and help plan for potential development and redevelopment that enhances the economies of local communities.

The five communities along Manchester Road sought to establish the corridor as a Great Street for the following reasons.

- **Great Streets are representative of their places.** A Great Street reflects the neighborhood through which it passes and has a scale and design appropriate to the character of the abutting properties and land uses.
- **Great Streets allow people to walk comfortably and safely.** The pedestrian environment along and near a Great Street corridor is well-designed and well-furnished. The relationship between the street and adjacent buildings is conducive to all modes of transport and inviting to people.
- **Great Streets contribute to the economic vitality of the local community.** Great Streets facilitate the promotion of commerce and the overall economic health of a given town and serve as destinations, not just as transportation facilities. They provide good commercial addresses and provide locational value to businesses that help to power local economies.

- **Great Streets are functionally complete.** Great Streets support mobility and safe and convenient travel for all of the ground transportation modes: walking, bicycling, personal motor vehicles and public transportation.
- **Great Streets facilitate placemaking.** Great Streets incorporate places that are memorable and interesting. These may include plazas, pocket parks, attractive intersections and corners, or simply improved sidewalks that foster a more active street life.
- **Great Streets are “green”.** Great Streets provide an attractive and refreshing environment by working with natural systems. They incorporate environmentally sensitive design standards and other “green” development techniques, including the generous provision of street trees and other plantings and the application of modern stormwater management practices.

The overall intent of the Manchester Road Great Streets Master Plan is to outline a roadmap for short-term and long-term land use changes and transportation and associated public improvements to the corridor. The recommendations of the planning effort will inform capital improvement program requests from each of the five communities, will guide future transportation projects executed by MoDOT and the five communities, and will guide local officials in future land use planning and the entitlement of redevelopment projects along the corridor.

## Project Organization

East West Gateway worked with the five communities along the Manchester Road corridor and the consultant team, led by Design Workshop of Denver, Colorado, to organize and execute the master planning process for the corridor in 2009 and 2010. As part of this process, a series of committees guided the consultant team as it worked to complete preliminary and final recommendations for the Manchester Road Great Streets Plan.

**Steering Committee:** This group included city staff from Wildwood, Ellisville, Ballwin, Winchester, and Manchester, as well as representatives from East-West Gateway Council of Governments, MoDOT staff, the president of West St. Louis County Chamber of Commerce, and a representative of the Manchester Road Executive Committee – a separate organization comprised of business and community leaders that has met since 2007 to discuss and advocate for the revitalization of the Manchester Road corridor. Design Workshop met with the Steering Committee on a weekly basis between September 2009 and June 2010 and conducted a number of separate work sessions with the group at various points during the project to review draft plans and recommendations for the corridor. The Steering Committee representatives served as liaisons between the project team, elected officials, city staff, and the residents and businesses along and near the corridor concerning the ongoing planning effort.

**Mayors and City Administrators / City Managers Group:** The mayors from Wildwood, Ellisville, Ballwin, Winchester, and Manchester, along with city administrators or city managers from each municipality, met with the consultant team and East West Gateway on seven occasions between Fall 2009 and Summer 2010 to review the evolving plans and recommendations for the Manchester Road corridor and offer input. The meetings with mayors and administrators, in particular, focused on developing implementation strategies concerning funding, phasing, governance, and ongoing administration of the Manchester Road Great Streets Master Plan.

**Technical Committees:** The consultant team met with a series of Technical Committees (Utilities and Drainage, Parks and Open Space, and Transportation and Parking) during the Manchester Road project in order to understand the issues confronting the corridor from the perspective of regulatory agencies and departments at the municipality, county, and regional levels. The Technical Committees reviewed preliminary and final plans for the corridor to provide feedback as the master plan moved toward completion.

**MoDOT Working Group:** Because the Manchester Road corridor doubles as Missouri Route 100 (and serves as part of the state’s transportation network), the Missouri Department of Transportation will continue to have jurisdiction over the road in the future and will have final authority over improvements and roadway operations conducted within the right of way. The consultant team and East-West Gateway met in person with a MoDOT working group from the St. Louis district on a monthly basis throughout the master planning process to review preliminary ideas concerning access management, transit, and overall design of Manchester Road and to review preliminary and final concepts for the Manchester Road Great Streets Master Plan.

**Relationship Between the Five Communities, St. Louis County, and MoDOT:** The five communities of Wildwood, Ellisville, Ballwin, Winchester, and Manchester have worked together to inform the recommendations contained in the Manchester Road Great Streets Master Plan. Because Manchester Road functions as Missouri Route 100, the Missouri Department of Transportation must approve the design of any improvements to areas within the right of way of Manchester Road. The consultant team and the five communities have coordinated with MoDOT throughout the planning process to ensure that MoDOT’s technical experts have contributed to the final recommendations of the plan, but MoDOT will need to officially approve the construction plans for public improvements within the right of way going forward. In addition, while all of the corridor study area falls within the municipal boundaries of the five communities, some of the north-south streets that intersect Manchester Road along the corridor are controlled by St. Louis County Highways and Traffic. The five communities and MoDOT will need to coordinate with St. Louis County officials regarding the final design of improvements to these north-south streets intersecting Manchester Road in the future.

## Goals / Client Critical Success Factors

The Design Workshop consultant team identified and confirmed the following Critical Success Factors for the Manchester Road project with the Steering Committee. These factors reflect the results that should occur for the communities to consider the planning project a success.

- The master plan must ensure the strength of the businesses along the corridor and improve the economic position of the five communities through realistic solutions.
- The Manchester Road Great Streets Master Plan must create a pedestrian environment of higher aesthetic quality and move traffic efficiently and safely through a well-planned access management strategy.
- The planning process must incorporate significant community outreach and the buy-in of participants.
- The master plan must be implementable and have political and community support. The Great Streets project must actually make something happen.
- The Manchester Road master plan must serve as a model of a “Great Street” and an example of how to revitalize suburban retail corridors.

## How the Master Plan Will Be Used

The five communities of Wildwood, Ellisville, Ballwin, Winchester, and Manchester, along with MoDOT, will use this master plan document as a guide for improvements to the Manchester Road corridor over the next few decades. The recommendations contained in this master plan will help direct land use and zoning decisions and the redevelopment strategies of local governments and private sector developers along the corridor. Recommendations concerning public improvements, including streetscape improvements, changes to streets, landscape improvements, lighting, and related enhancements, will guide the short-term and long-term planning of the communities with regards to capital improvement projects.

The five communities may use this document as a supplement or as the basis for amendments to their comprehensive land use plans and for changes to zoning classifications along the corridor. They may also use the recommendations of this study to alter and potentially streamline and coordinate their regulations pertaining to zoning, parking, lighting, signage, landscaping, and drainage and grading. The master plan may also influence updates and changes to planning documents for this portion of St. Louis County developed by MoDOT, Metro, and the St. Louis County government. It may influence intergovernmental agreements executed between the five communities concerning ongoing planning efforts along the corridor and influence the documents and execution of any corridor-wide redevelopment entities formed to coordinate improvements along the corridor going forward.

While the Manchester Road Great Streets Master Plan does not involve the completion of construction drawings for future improvements or funding for actual construction of improvements, this plan contains sufficient detail to guide future planning and design over the next few decades.

## Project Timeline and Public Outreach Process

The involvement of five different municipalities along the Manchester Road corridor, the significant length of the corridor study area, and the need to maintain a shared sense of planning for the corridor in the greater West County community heightened the need to execute comprehensive, transparent, and well-conceived public outreach efforts. The consultant team worked during the planning process to reach a broad range of participants and to create a consensus concerning the design for the corridor that will help the five communities move forward with implementation and construction over time. During the fall, winter, and spring of 2009 – 2010 the consultant team and East West Gateway met regularly with property owners, business owners, community organizations, elected officials, neighborhood representatives, city staff from the five communities, various government agencies, and the general public to advance the recommended design and revitalization strategies for Manchester Road. The team organized a set of public meetings, focus groups, individual meetings, media communication, and the latest in online technologies to engage, educate, and solicit continual feedback from the larger community and to address specific issues impacting various stakeholder groups. In addition to the series of public meetings outlined below, the consultant team worked with local media outlets (including newspaper, radio, and TV) to publicize the Manchester Road planning effort. It also worked with East West Gateway Council of Governments to maintain a website for the project as well as Facebook and Twitter accounts in order to publicize the planning effort and solicit continued input from the public throughout the process.

**October 2009 – Initial Stakeholder Outreach:** The consultant team met individually with mayors from each community, various city council members from the five municipalities, members of the Planning and Zoning commissions, and city administrators in order to understand the key issues facing the corridor, their key goals for the project, problems to avoid, and overall ideas for the project and the improvement of the corridor.

**November 2009 – Initial Public Vision Sessions:** The consultant team conducted an initial round of five public meetings to gain input from the public concerning overall goals and direction for the Manchester Road planning project and to review the results of initial data gathering conducted by the team during Fall 2009.

**December 2009 - Second Public Vision Session and the “Chip Game”:** At a second round of five public meetings, the consultant team reviewed input from the public at the November 2009 vision sessions and presented information and questions concerning a series of potential access management and traffic strategies for the Manchester Road corridor. The consultants reviewed the results of a



*Initial Visioning Session at Morgan Selvidge Middle School in Ballwin, November 19, 2009*



*The public provided real-time input to the consultant team through keypad polling at each public meeting.*

market study and development forecast for the 2010 – 2040 period for the Manchester Road corridor. Participants then played the “Chip Game”, an exercise in which members of the public worked together to designate where particular land uses should be located along the Manchester Road corridor in 2030.

**February 2010 - Review of Alternative Concepts:** The consultant team reviewed input provided at the December 2009 public meetings, including the results of the Chip Game, and presented and solicited feedback concerning a series of alternative concepts for future land uses and transportation solutions for the corridor at a series of three public meetings.



*Community members playing the “Chip Game” in Ellisville, December 2009.*

**March 2010 - Presentation of Preferred Master Plan:** The consultant team presented and solicited feedback concerning the preferred master plan for the corridor, including transportation and land use recommendations, at a series of three public meetings.

**May 2010 - Presentation of Final Manchester Road Great Streets Plan:** At a final round of three public meetings, the consultant team presented and solicited feedback concerning the final master plan exhibits for the corridor, which were developed based upon public input provided at the March 2010 round of public meetings. This round of meetings in particular focused on implementation issues and solicited feedback concerning whether and how the five communities should adopt the plan and move forward with subsequent rounds of planning.

**June 2010 – Presentation of Draft Manchester Road Corridor Plan document:** Design Workshop presented a draft version of the planning document resulting from the Great Streets effort to the Steering Committee and the mayors of Wildwood, Ellisville, Ballwin, Winchester, and Manchester for review and comment.

**January 2011 – Submittal of Final Planning Documents:** The consultant team presented the final version of all of the Manchester Road Great Streets Master Plan documents and exhibits to the five communities and to East West Gateway Council of Governments, representing the culmination of the master planning process.

The appendix document contains more detailed information concerning the public outreach process, including a record of the results of all in-person and online polling questions posed to the public concerning the planning process.



# 2

## ECONOMICS ANALYSIS

# Economics Analysis

The Manchester Road corridor study area benefits from favorable demographic factors, and a number of market factors going forward over the next two to three decades should help to bolster prospects for revitalization in this portion of West County. Overall, the communities along the Manchester Road corridor exhibited a period of healthy growth between 1990 and 2000 but experienced decreased population growth over the last ten years. The area had been growing steadily for several decades as suburban growth continued westward from St. Louis. Over the last ten years, however, most of the corridor has reached a state of build-out and population growth has been more pronounced in outlying counties within the metropolitan area. This leveling off of population growth is typical of maturing suburban areas that have reached build-out and lack available empty land for new greenfield development.

The Manchester Road study area is relatively affluent, with an estimated 57 percent of all households in the study area having incomes of greater than \$75,000 in 2009. The relative affluence of the corridor has made the area an attractive location for retail and other real estate investment in the past and should support ongoing demand over the next few decades. Macroeconomic analysis indicates that the size of households is decreasing in the five communities and that the share of older adults (age 55 and over) is increasing across the corridor. A significant portion (37 percent) of the current households in the five communities includes families without children. Short-term economic projections indicate that, over the five years between 2009 and 2014, the corridor will continue to experience relatively flat population growth. Smaller, affluent households including persons age 55 and older, as well as younger professional households including singles and married couples, will account for most of the population growth over the next five years.

At the same time the five communities have approached full build-out, the retail viability of the Manchester Road corridor has decreased in recent years. Economic analysis indicates that a full 20 percent of the retail space along Manchester Road within the project study area was vacant as of Fall 2009, and an additional 20 percent of the retail space along the corridor was being used for service uses that do not produce sales tax revenues for the five communities (including banks, attorneys, nail and barber shops, and other service uses).

The decrease in sales tax dollars from retail uses along Manchester Road has significantly impacted the budgets of the cities along the corridor. The consultant team urges the five communities to use the master planning process to encourage revitalization along the corridor and therefore safeguard the five communities from fiscal decline and decay.

The Appendix document contains additional information and details concerning the existing economic conditions along the Manchester Road corridor.

## Macroeconomic Trends Impacting Revitalization

Based upon economic analysis of the St. Louis market and anticipated regional and national trends in economics and real estate, the consultant team identified the following key drivers for the revitalization of the Manchester Road corridor.

- The regional St. Louis economy will recoup the job losses of the recent recession by 2012 and continue to expand the overall job base in the metropolitan area through 2020.
- The number of “office-using jobs” in the Manchester Road study area will increase by 2,000 between 2009 and 2020, increasing demand for Class A office space. The revitalization of the Manchester Road corridor should include Class A office space in order to absorb expected job growth in the area as well as the relocation of companies from elsewhere in the St. Louis area

seeking somewhat lower priced office space along the corridor in comparison to higher-priced office submarkets in St. Louis County.

- The trend toward smaller household sizes and larger numbers of Empty Nester and younger adult households in the corridor study area will drive demand for smaller, lower-maintenance residential units, including attached townhomes, patio homes, condominiums, and apartments.

## Projected Development Program - 2040

The figures below outline the anticipated development program for the year 2040 (30 years out) for the Manchester Road study area, as well as the anticipated phasing of development for different product types by different time periods (2010-2019, 2020-2029, and 2030-2039).

| Income Range          | 15 - 24 |           | 25 - 34 |        | 35 - 44 |         | 45 - 54 |         | 55 - 64 |        | 65 Plus |        | TOTAL  |        |
|-----------------------|---------|-----------|---------|--------|---------|---------|---------|---------|---------|--------|---------|--------|--------|--------|
|                       | Total   | Ann. Rate | Number  | %      | Number  | %       | Number  | %       | Number  | %      | Number  | %      | Number | %      |
| Less Than \$15,000    | -2      | -0.20%    | 9       | 2.40%  | -61     | -8.40%  | -33     | -11.10% | -6      | -0.40% | -4      | -0.10% | -97    | -1.40% |
| \$15,000 - \$24,999   | -14     | -4.20%    | -4      | -0.80% | -60     | -12.80% | -35     | -7.70%  | -10     | -0.90% | -21     | -0.50% | -144   | -2.00% |
| \$25,000 - \$34,999   | -42     | -5.60%    | 9       | 0.90%  | -137    | -13.50% | -82     | -6.10%  | -24     | -1.60% | 82      | 2.40%  | -194   | -2.20% |
| \$35,000 - \$49,999   | 12      | 1.30%     | -10     | -0.40% | -164    | -7.90%  | -189    | -4.70%  | -12     | -0.40% | 27      | 0.50%  | -336   | -1.90% |
| \$50,000 - \$74,999   | 35      | 3.30%     | 216     | 4.80%  | -656    | -10.70% | -312    | -2.90%  | -46     | -0.60% | 255     | 3.80%  | -508   | -1.60% |
| \$75,000 - \$99,999   | 22      | 6.10%     | 194     | 5.10%  | -465    | -7.50%  | -234    | -2.50%  | 145     | 2.00%  | 240     | 6.60%  | -98    | -0.30% |
| \$100,000 - \$124,999 | 25      | 18.30%    | 192     | 7.40%  | -331    | -6.90%  | -197    | -0.90%  | 192     | 3.60%  | 168     | 6.60%  | 49     | 0.20%  |
| \$125,000 - \$149,999 | 3       | 4.60%     | 171     | 10.50% | -107    | -3.70%  | -54     | 2.40%   | 168     | 4.50%  | 137     | 8.60%  | 318    | 2.00%  |
| \$150,000 or more     | 5       |           | 299     |        | -253    |         | 424     |         | 512     |        | 277     |        | 1,264  |        |
| TOTAL -->             | 44      |           | 1,076   |        | -2,234  |         | -712    |         | 919     |        | 1,161   |        | 254    |        |
| Annual Rate of Change | 0.90%   |           | 5.40%   |        | -7.40%  |         | -1.50%  |         | 2.40%   |        | 3.60%   |        | 0.10%  |        |

Figure 12: Annual Change in Households by Age of Householder by Income - Manchester Road Study Area - 2009 to 2014

| Land Use                            | Existing            |            | Development Program, 2040 |            | Net Change          |            |
|-------------------------------------|---------------------|------------|---------------------------|------------|---------------------|------------|
|                                     | Square Feet / Units | Acres      | Square Feet / Units       | Acres      | Square Feet / Units | Acres      |
| Retail (including Auto Dealerships) | 4,480,000 SF        | 758        | 3,052,000 SF              | 371        | - 1,428,000 SF      | -387       |
| Office                              | 130,000 SF          | 23         | 910,000 SF                | 48         | 780,000 SF          | 25         |
| Hotel                               | 112 rooms           | 5          | 552 rooms                 | 22         | 440 rooms           | 17         |
| Residential                         | 833 units           | 157        | 3,893 units               | 421        | 3,060 units         | 264        |
| <b>TOTAL</b>                        |                     | <b>943</b> |                           | <b>862</b> |                     | <b>-81</b> |

Figure 13: Land Use Breakdown

As indicated, the total overall square footage of retail space along the corridor will decrease over the next few decades, as land use diversifies to include additional residential and office space. The consultant team anticipates that mixed-use development, including two or more real estate types, such as residential combined with retail, will comprise a large share of new development along Manchester Road. The following summarizes the development program and recommendations for development strategies for residential, retail, and office uses over the next three decades.

Simply put, the Manchester Road Corridor today has far more acreage zoned for retail than the market can support, either today or over the next three decades. Therefore, the development program suggests the communities pursue mixed-use zoning to allow other uses (including office and residential) along the corridor in the future.

# Product Type by Phase

| Product              | Description            | PHASE 1 - 2010 - 2019 |                           |              |             | PHASE 2 - 2020 - 2029 |                           |              |             | PHASE 3 - 2030 - 2039 |                           |              |             | TOTAL |             |
|----------------------|------------------------|-----------------------|---------------------------|--------------|-------------|-----------------------|---------------------------|--------------|-------------|-----------------------|---------------------------|--------------|-------------|-------|-------------|
|                      |                        | Dwelling Units / Acre | Floor to Area Ratio (FAR) | Total Demand |             | Dwelling Units / Acre | Floor to Area Ratio (FAR) | Total Demand |             | Dwelling Units / Acre | Floor to Area Ratio (FAR) | Total Demand |             | Units | Square Feet |
|                      |                        |                       |                           | Units        | Square Feet |                       |                           | Units        | Square Feet |                       |                           | Units        | Square Feet |       |             |
| For Sale Residential | Single Family Detached | 6.0                   |                           | 202          |             | 6.6                   |                           | 209          |             | 7.3                   |                           | 311          |             | 722   |             |
| For Sale Residential | Townhome (20 Ft Lot)   | 14.0                  |                           | 80           |             | 15.4                  |                           | 149          |             | 16.9                  |                           | 200          |             | 429   |             |
| For Sale Residential | Townhome (24 Ft Lot)   | 12.0                  |                           | 122          |             | 13.2                  |                           | 100          |             | 14.5                  |                           | 192          |             | 414   |             |
| For Rent Residential | Garden Apartments      | 25.0                  |                           | 396          |             | 27.5                  |                           | 0            |             | 30.3                  |                           | 0            |             | 396   |             |
| For Rent Residential | Mid-Rise Above Retail  | 35.0                  |                           |              |             | 38.5                  |                           | 287          |             | 42.4                  |                           | 200          |             | 487   |             |
| For Rent Residential | Mid Rise               | 35.0                  |                           |              |             | 38.5                  |                           | 200          |             | 42.4                  |                           | 405          |             | 605   |             |
| Retail               | Unanchored In-Line     |                       | 0.3                       |              |             |                       | 0.3                       |              | 40,000      |                       | 0.3                       |              |             |       | 40,000      |
| Retail               | Anchored In-Line       |                       | 0.6                       |              |             |                       | 0.7                       |              | 120,000     |                       | 0.7                       |              |             |       | 120,000     |
| Retail               | Lifestyle Mixed-Use    |                       | 1.5                       |              | 325,000     |                       | 1.7                       |              |             |                       | 1.8                       |              | 300,000     |       | 625,000     |
| Retail               | Large-Format           |                       | 0.3                       |              | 100,000     |                       | 0.3                       |              |             |                       | 0.3                       |              | 100,000     |       | 200,000     |
| Office               | Medical Office         |                       | 0.5                       |              |             |                       | 0.6                       |              | 300,000     |                       | 0.6                       |              | 100,000     |       | 400,000     |
| Office               | Office Above Retail    |                       | 1.5                       |              |             |                       | 1.7                       |              | 50,000      |                       | 1.8                       |              | 30,000      |       | 80,000      |
| Office               | Mid-Rise               |                       | 0.5                       |              |             |                       | 0.6                       |              | 150,000     |                       | 0.6                       |              | 150,000     |       | 300,000     |
| Hotel                | Mid-Rise               | 35.0                  |                           |              |             | 38.5                  |                           | 220          |             | 42.4                  |                           | 220          |             | 440   |             |



## Residential

- The development program includes a sizeable portion of housing units geared to smaller household types (including higher density but detached single family homes).
- A large portion of the for-sale demand will include homes priced under \$150,000, and for-rent units will lease for under \$1,250 per month in order to appeal to a wider cross-section of the St. Louis area market.
- Residential units should integrate with mixed-use developments such as town centers in order to enjoy increased sales and proximity to shopping, entertainment, and civic uses. Mixed-use developments such as town centers may include horizontal as well as vertical mixed use. Town centers and other mixed-use developments should carefully integrate residential uses with surrounding office, retail, and civic uses through walkways, side streets, and open space connections.

## Office

- The office market along the Manchester Road corridor will benefit from modest regional job growth, the build-out of nearby employment centers along Interstates 64 and 270, the ongoing aging and obsolescence of office properties in West County, the relatively lower lease rates along Manchester Road compared to other submarkets in West County, and potential demand for medical office space along the corridor, driven by the significant population of aging Baby Boomers.
- Over the next 30 years, the study area will add 780,000 square feet of office space to an existing base of only 130,000 square feet, including Class A medical office space, office space above retail, and mid-rise speculative space.
- The Manchester Road corridor in particular has an opportunity to develop higher quality medical office space to serve the area's aging population. The status of many of the communities in West County as bedroom communities for executives and business leaders will create demand for additional mid-rise office space in the future.
- Office space integrated with town center retail and other uses will particularly appeal to tenants that rely on customer traffic, including accountants, lawyers, and insurance agents.

## Retail

- By reducing the total retail space in the study area by 30 percent over the next 30 years and arranging retail in town center or Main Street areas that emphasize "quality over quantity", the five communities should be able to collect additional sales tax dollars per square foot over time.
- The overall St. Louis retail market is oversupplied. By focusing on creating quality, well planned retail and town center developments, the five communities can create a more sustainable economic environment and fiscal situation over the next three decades. Without significant investment in placemaking, retail centers along Manchester Road will likely continue to struggle to remain competitive in the local and regional market.
- The recommended development program assumes the communities will create a series of mixed-use, town center-oriented retail destinations over time, and the revitalization of the corridor will include construction of 985,000 square feet of new retail over the next 30 years.

- The projected construction of new retail space will include unanchored in-line retail (4 percent), anchored in-line retail (13 percent), mixed-use / lifestyle retail (63 percent), and large format or big box retail (20 percent). The term “unanchored in-line retail” refers to smaller stores typically found in a shopping center along a major arterial. Mixed-use or lifestyle retail will likely locate in or near town center developments.

## Town Center Developments

- The five communities have a significant opportunity to create destinations and developments that are more attractive to residents, retailers, restaurateurs, and employers than typical suburban developments. Over a 30 year period the Manchester Road study area could support the creation of up to three new regional-serving town center nodes, as well as continue the expansion and build-out of the existing Wildwood Town Center.
- In addition, the corridor could support the addition of local-serving retail areas adjacent to these town center nodes that would include lower-density development programs.
- In order to be successful, the town center nodes must consist of retail offerings as well as higher density housing alternatives (such as townhomes and especially multi-family apartments) that create an additional consumer base for local retail sales.
- The town center areas should also include some degree of office space, including both traditional office as well as medical office, to create additional demand for retail and restaurants during business hours.
- Ongoing public input and zoning and land use decisions made by the five communities will help to determine the exact locations and design for various nodes of development (including town centers) along the Manchester Road corridor.

To summarize, the overall goal of creating distinct and vibrant town centers along the corridor should guide the five municipalities as they move forward with planning for the Manchester Road corridor and their overall communities in the future. The Great Streets planning effort revealed that creating more distinct town centers along Manchester Road will improve the livability of the communities and benefit them from a fiscal perspective. The Implementation section discusses the potential fiscal impact on the five communities in greater detail.



# 3

## ILLUSTRATIVE MASTER PLAN

# Illustrative Master Plan

The Illustrative Master Plan depicted on the foldout sheets reflects the final master plan for the Manchester Road corridor, based upon input from the public throughout the planning effort and input from the Steering Committee, the Technical Committees, MoDOT, East-West Gateway, and mayors and other city officials in the five communities.

The Illustrative Plan depicts the vision for the eventual redevelopment and transformation of the Manchester Road corridor over the next thirty years. The communities along the corridor expect changes to occur in phases over time, depending on economic factors and the availability of funding for public improvements such as streets, landscaping, and other civic amenities. The layout and orientation of buildings and roadways on the plan is intended to be purely illustrative of how various parcels could be redeveloped or revitalized under the recommendations of the plan. Deviations from the Illustrative Plan are anticipated and expected by the five communities. The Illustrative Plan does not recommend the immediate removal or renovation of any existing land use, building, or business along the corridor. The incorporation of existing uses along Manchester Road into redevelopment projects and revitalization plans may be encouraged. The planning effort assumed that almost every parcel and land use along Manchester Road (with the exception of churches and other existing civic destinations such as city hall buildings) would redevelop in some way over the next 30 years. Over the last thirty years, major redevelopment projects along the corridor have included Manchester Highlands and the Ballwin Town Center. However, the extent of redevelopment will, again, depend on economic conditions and government policies toward development.

The majority of the buildings along the Manchester Road corridor are over 20 years old and largely obsolete. Therefore, even without intervention through this master plan, the normal actions of the market will result in the reconstruction of the corridor over time. If this process will naturally occur, then this master plan provides the opportunity to define the form of the future community.

The Illustrative Master Plan provides a vision for how the economic and transportation recommendations of the master planning effort will translate into changes along the corridor over the next thirty years. The five communities will continue working to determine how to incorporate the Illustrative Master Plan and the recommendations of the planning effort into public policies, including changes to zoning, Comprehensive Plan amendments, and changes to development regulations.

## Key Recommendations of the Illustrative Master Plan

- The red and orange colors for buildings depicted on the Illustrative Plan diagrammatically illustrate the potential locations of town center areas (in red) and for neighborhood districts along the corridor (in orange).
- Based upon input from the planning effort and the recommendations of the economic analysis, the Illustrative Plan assumes that both town center areas (in red) and neighborhood districts (in orange) could include a mixture of different land uses (including residential, retail, office, or civic uses), rather than merely retail uses.
- The Illustrative Plan does not represent the final, agreed-upon location for town centers and neighborhood districts (in red and orange). Further planning efforts by the five communities will further refine the locations for town centers, versus neighborhood districts.
- The concept of town center areas (described below) resulted from input from the public during the planning process and input from the consultant team, elected officials, and city officials.
- The Illustrative Plan provides recommendations concerning the recommended location of landscape and open space areas along the corridor, including open space corridors along some of the major drainages in the study area such as Fishpot Creek and Grand Glaize Creek.

- The Illustrative Plan denotes the potential locations for future streets, transportation connections, and access to and from Manchester Road. The Transportation section provides greater detail concerning these recommendations.

Subsequent sections provide more detailed recommendations from the master plan concerning Transportation, Parks and Open Space connections and amenities, Public Art, and other elements.

## Town Centers

Traditional zoning in the United States, in the St. Louis region, and along the Manchester Road corridor separates uses (such as retail, residential, and office) into distinct zoning classifications for commercial, office, and residential uses. The strict separation of all uses, however, has limited connectivity between neighborhoods, shopping areas, and places of employment so significantly that many suburbs today lack a “sense of place”. In an effort to create more vibrant destinations that integrate places to live, shop, and work and serve as gathering places for everyone, many suburbs nationwide over the last decade have moved toward mixed-use zoning and the creation of new “town centers”. Many communities have found that by allowing retail, office, and residential uses in the same development or in close proximity to each other, new developments have fared better in the market and created more desirable destinations for residents and visitors.

Input from the citizens in the Manchester Road area during the various rounds of public meetings for the Great Streets project expressed support for the creation of a series of distinct town centers along the Manchester Road corridor. The Illustrative Plan for the Manchester Road corridor evolved during the series of public meetings with the ideas of districts, including town centers, in mind. Participants in meetings and online surveys understood that town centers could include a mixture of uses, integrated either horizontally or vertically. The public expressed support for future land use planning that denotes key community gathering places and nodes of more intense activity at the town center locations.

In the initial round of public meetings in November 2009, participants expressed strong support for the creation of a distinct set of town centers, similar to the downtown Kirkwood district. During the Chip Game exercises in December 2009, participants indicated a preference for “town centers” at key intersections and destinations along the Manchester Road corridor. During the February 2010 public meetings participants expressed a preference for the eventual creation of four town center “nodes” of development along the corridor (in Wildwood, Ellisville, Ballwin, and Manchester). Feedback during the March and May 2010 public meetings again expressed support for the creation of four mixed-use town center nodes along the corridor, and for the promotion of mixed-use development throughout the corridor study area.

The following summarizes the key recommendations of the Manchester Road Great Streets Master Plan for town centers:

- The existing Wildwood Town Center would continue to develop as a town center serving the Wildwood community and surrounding areas of West St. Louis County.
- A town center could develop in the vicinity of Clarkson and Manchester in Ellisville to take advantage of the north-south access of Clarkson and Kiefer Roads. This town center should include open space connections with Bluebird Park to the south and would include key civic amenities such as the Ellisville City Hall.
- A town center could develop in the area generally between Holloway and Ries / Seven Trails along Manchester Road in Ballwin. This town center should include open space connections with Vlasis

Park and the Ballwin Athletic Association and would include the Ballwin City Hall and other civic amenities.

- A town center could develop between Baxter / Sulphur Spring Road and Route 141 in Manchester, generally including the historic portion of Manchester along Manchester Road. This town center would include open space connections and amenities along Grand Glaize Creek, the existing Manchester City Hall, and could include space for the Manchester Athletic Association.
- The Illustrative Plan does not include a town center development specifically in the community of Winchester. The size and location of town centers in the Illustrative Plan resulted from public input during the planning process as well as input from the consultant team concerning the viability for town center development in the corridor study area. Given its close proximity to the town centers in the Ballwin and Manchester areas, the Winchester area did contain sufficient market demand for a significant town center. The Illustrative Plan suggests the integration of various land uses in the Winchester area (including retail, office, residential, and civic uses such as a city hall), but does not call for the creation of a separate town center. In addition, the City of Winchester includes only around a quarter mile of frontage along the south side of Manchester Road. This frontage would not provide sufficient space to locate a town center development.
- While the real estate market will determine the exact mix of product types and densities for the town centers, the consultant team recommends, based upon experience in other markets and the dynamics of the local real estate market, that the four town centers along Manchester Road develop at densities of 18 to 25 residential dwelling units per acre. Developing town centers of this density or greater would provide sufficient demand for neighborhood-serving retail in the town centers and would support the development of mass transit options along the corridor (as described further in the Transportation section).

## Integration with Form Based Code

In order to more formally articulate the vision and recommended design guidelines for the town centers and other districts along the Manchester Road corridor, the consultant team introduced the concept of Form Based Codes to the Steering Committee and the general public in West County. Form Based Codes (FBCs) outline recommended development for a given area in terms of anticipated levels of intensity or densification, rather than in terms of strict guidelines for specific land uses. FBCs usually include a range of districts, denoted as “transects”, ranging from less intense development to more intense development.

The corridor study area includes three potential transects tied to the vision illustrated in the Illustrative Master Plan.

*T-5 Town Center* – This transect includes areas of greater intensity and greater potential density (for homes, businesses and offices) in and around the town center locations (in Wildwood, Ellisville, Ballwin, and Manchester). The T-5 transect includes a total of nearly 900 acres within the Manchester Road corridor study area.

*T-4 Neighborhood District* - Includes most of the lands located between the Town Centers. The T-4 transect may include a variety of mixtures and arrangements of retail, residential, and office uses. However, the T-4 transect anticipates a lower level of density compared to T-5. The T-4 transect includes a total of 683 acres.

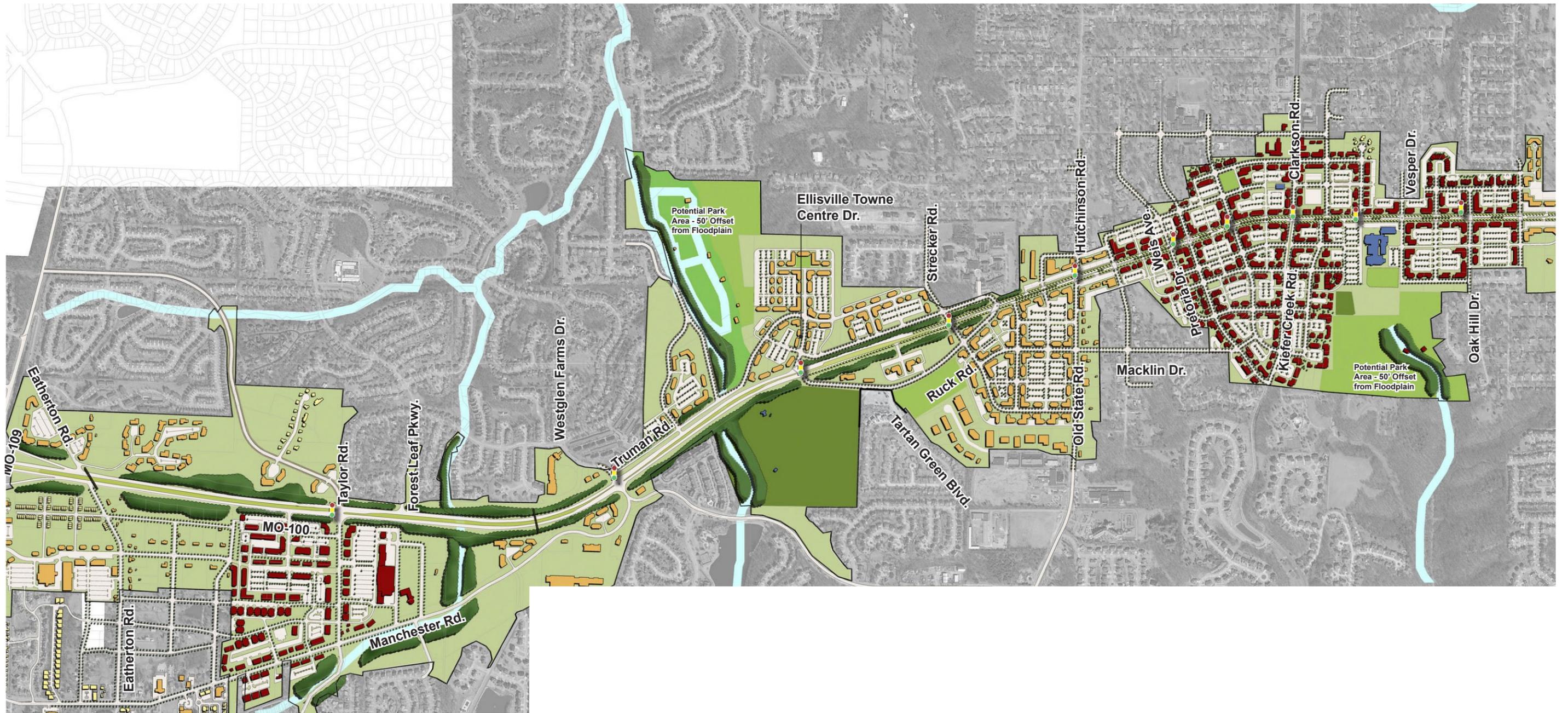
*T-3 Sub-Urban transect* - Includes a total of 100 acres along the fringes of the study area, located in most cases a block or more to the north or south of Manchester Rd. The T-3 transect may include retail, commercial, residential, and office uses, but calls for more neighborhood-oriented streets, anticipates

less traffic and less density, and tends to include more residential than commercial uses. Many older neighborhoods in American cities resemble the T-3 transect. Older residences dominate the districts, but at select street corners or locations smaller retail or office buildings provide for amenities and services to residents.

Although Form Based Codes allow for a greater diversity of uses compared to traditional suburban zoning, they provide more specific guidance concerning the physical form of the various districts for civic leaders and the private sector. The codes for the different transects articulate how buildings relate to the street, stipulations for setbacks from the street to buildings, the allowable types of streets in a given district, and rules concerning allowable uses in the district. The intent of the codes is to provide greater clarity to builders and developers as they proceed with projects, reducing confusion and overhead for all parties involved. Form Based Codes intend to help create districts that retain their urban design over many decades, as tenants and individual businesses come and go. The distinctive “feel” of particular town centers, for example, would remain as generations pass, thereby creating a real sense of place for the community.

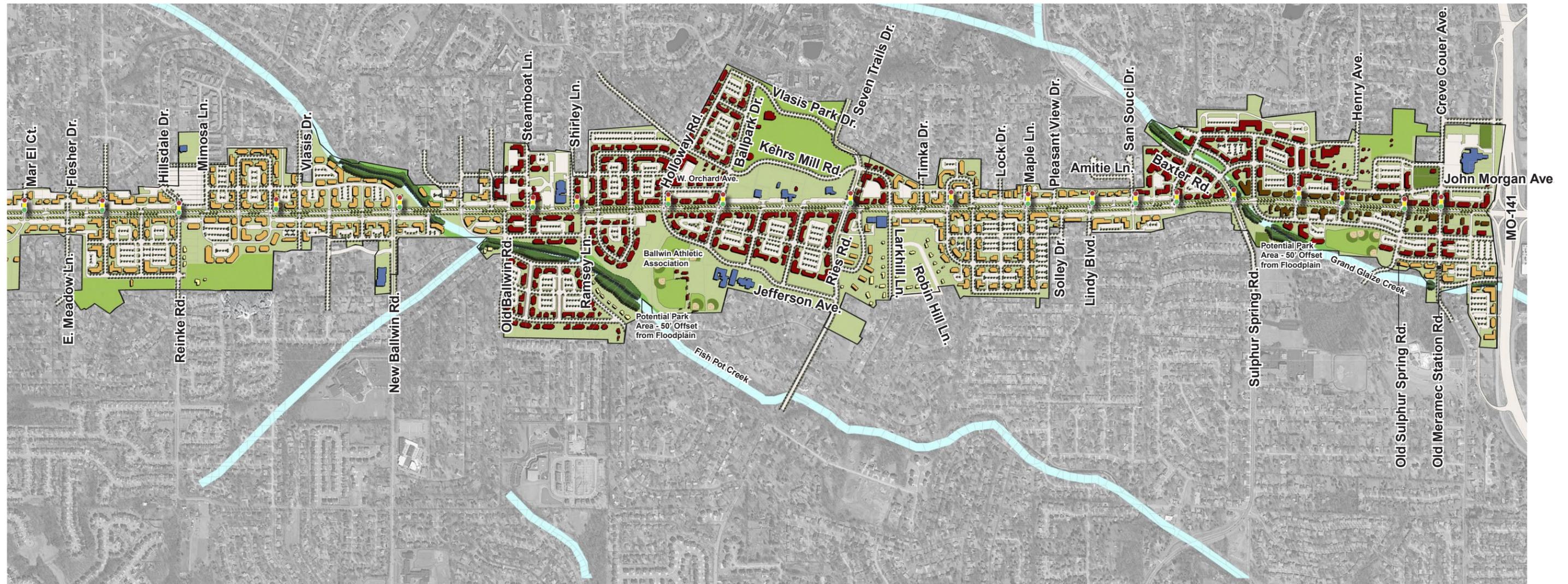
As discussed further in the Implementation section, the consultant team recommends that the communities adopt Form Based Codes in order to create their own distinct districts or town centers that will stand the test of time. The consultant team prepared a comprehensive set of recommendations and graphics associated with the Form Based Code as a separate document from the Master Plan book. It is recommended that citizens and civic leaders consult the Form Based Code book in order to better understand how the proposed codes may guide development along the Manchester Road corridor in the future.

# Illustrative Master Plan - Western Segment



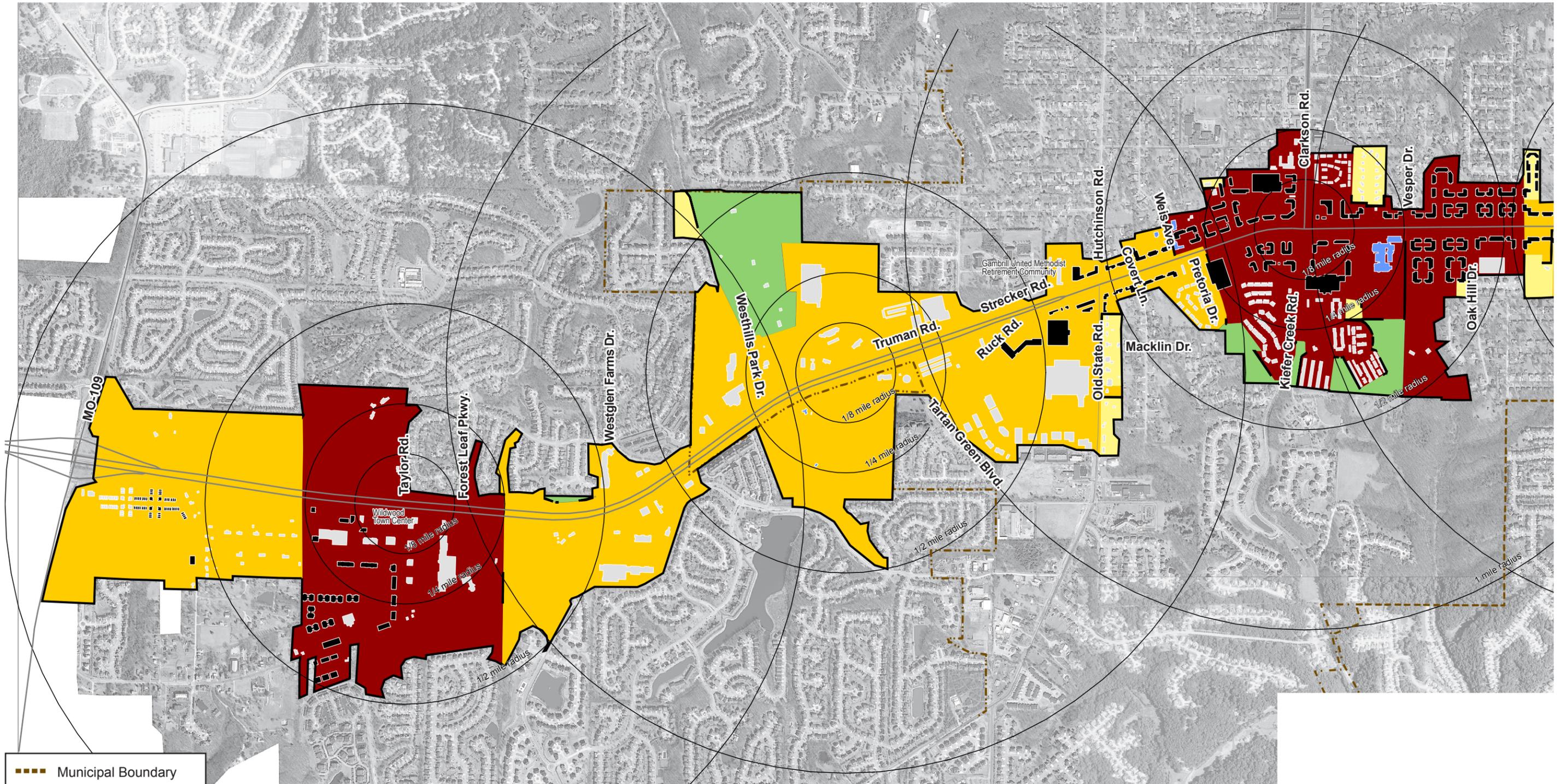
- Civic Building
- Sub Urban and Neighborhood District Area Buildings
- Town Center Area Buildings
- Parks/Open Space

# Illustrative Master Plan - Eastern Segment



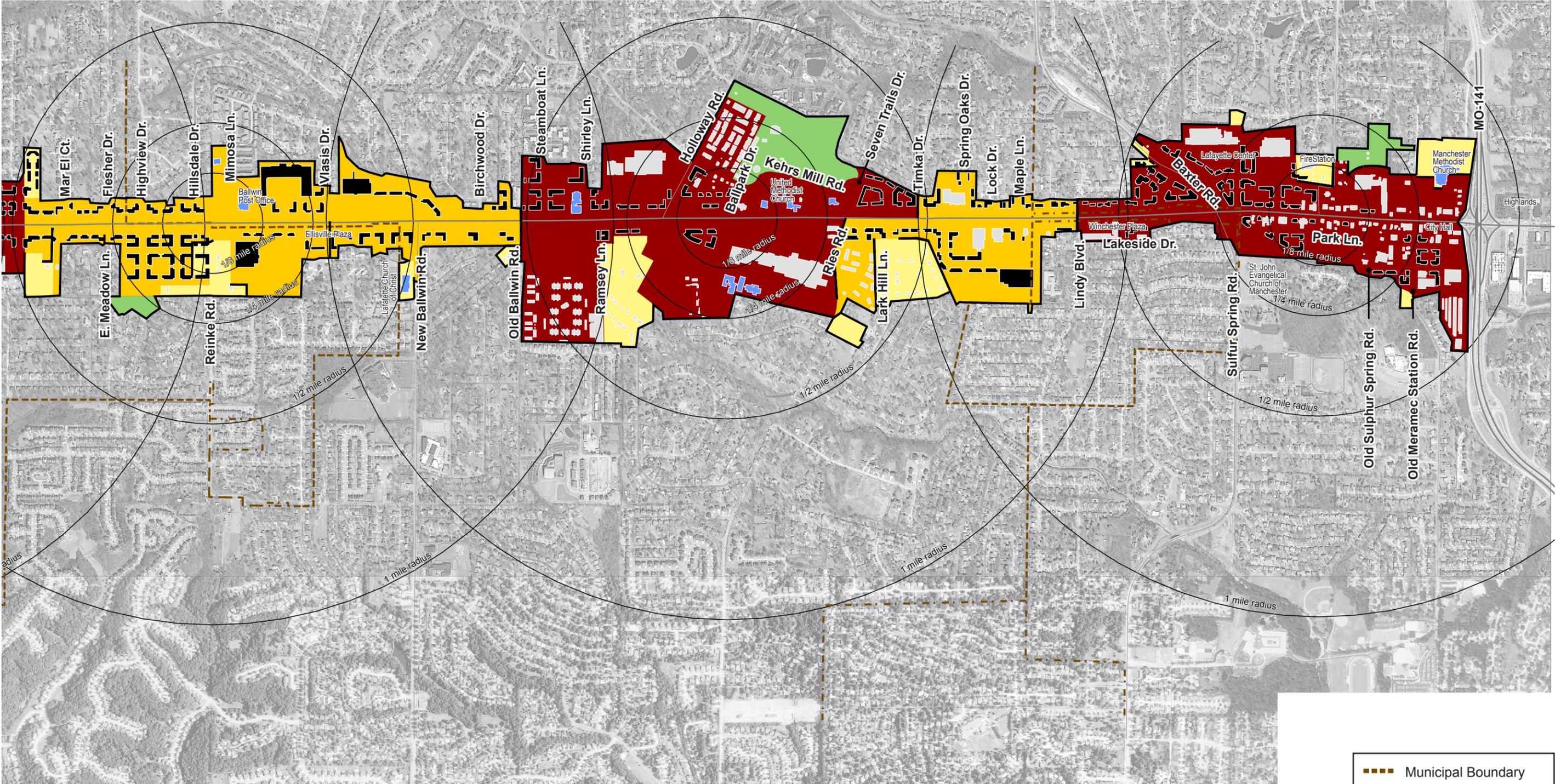
- Civic Building
- Sub Urban and Neighborhood District Area
- Buildings
- Town Center Area Buildings
- Parks/Open Space

# Recommended Transects Along the Manchester Road Corridor - Western Segment



- ▬ Municipal Boundary
- ▬ Existing Building
- ▬ Proposed Building
- ▬ Existing- Civic Building
- ▬ T-3 Sub-Urban
- ▬ T-4 Neighborhood District
- ▬ T-5 Town Center
- ▬ Park/Open Space

# Recommended Transects Along the Manchester Road Corridor - Eastern Segment



- Municipal Boundary
- Existing Building
- Proposed Building
- Existing- Civic Building
- T-3 Sub-Urban
- T-4 Neighborhood District
- T-5 Town Center
- Park/Open Space



# 4

## TRANSPORTATION

# Transportation

After gathering existing data and conducting discussions with stakeholders and officials along the corridor, the consultant team arrived at the following key conclusions and key issues with regard to Manchester Road's existing transportation conditions. The Appendix contains additional information and data concerning the existing transportation conditions along and near the Manchester Road corridor.

- While Manchester Road experiences significant traffic volumes between Baxter Road and Route 141, and around Clarkson Road, during rush hour periods, the overall impediment to improved transportation performance relates to access management problems. The significant number of curb cuts and intersecting residential streets along Manchester Road, and the lack of connectivity between individual retail parcels, funnels almost all traffic in the local area onto Manchester Road and creates conflict between travelers using the corridor to commute and those using it to access individual businesses. The significant number of vehicles turning into and out of individual parcels creates safety issues.
- The lack of a grid or more coordinated street network contributes to Manchester Road's transportation problems. In most parts of the Midwest, a grid of streets, including secondary streets running parallel to main arterials, helps to disperse traffic and relieve bottlenecks on main streets (such as Manchester Road). It also allows traffic (including shoppers, workers, etc.) to circulate within corridors such as Manchester Road without having to get back on the main road. In contrast, very few significant north-south arterials intersect Manchester Road. Very few roads run parallel to Manchester. As a result, almost all traffic in the area funnels onto Manchester Road, creating congestion at peak periods.
- The inconsistency in the quality and presence of sidewalks, crosswalks, and bicycle facilities discourages pedestrian and bike activity along – and near – Manchester Road.
- A significant excess inventory of parking decreases the visual quality of the corridor, and reduces the amount of land available for development.
- The presence of the center turn lane, allowing unobstructed left turns in all locations, contributes to confusion along the corridor and has contributed to a significant number of accidents over the years as motorists attempt left turns without protection from oncoming traffic.

The following provides a summary of the key transportation recommendations from the Manchester Road Great Streets Master Plan. The appendix contains additional details concerning these recommendations.

## Key Recommendations for Transportation

**Access Management Guidelines** – Access management strategies along arterials such as Manchester Road provide for the safe and efficient access to individual properties while ensuring that traffic moves smoothly and efficiently along the corridor. In general, MoDOT will use the standards outlined for major arterials in approving changes to transportation and access management along the Manchester Road corridor, and will consider modifications to standards for major arterials on a case by case basis.

**Establishing a Grid Network of Streets** – The five communities should establish a network of north-south and east-west streets running parallel to and perpendicular to Manchester Road to improve the overall flow of traffic in the five communities and to relieve congestion along Manchester Road. The diagrams on the following pages illustrate the recommended plan for a network of streets along and near the Manchester Road corridor, and the key north-south connectors serving the area in the future.

**Back Streets** – The five communities and/or private developers should install streets running generally parallel to Manchester Road. These streets could function as “service roads” behind businesses or

could serve as “Main Streets” for shopping center or town center areas. Back streets could also run north-south, particularly in town center districts, in order to provide for a downtown-like grid of streets.

**Connected Parking Lots and Cross Access Agreements** – The five communities should call for the establishment of cross access agreements and the connecting of parking lots between adjacent parcels along Manchester Road in order to relieve the main travel lanes of Manchester Road of local traffic.

**Extensions of Existing Service Roads** – Extensions of existing service roads in Ellisville and Wildwood, such as Truman Road, would provide additional access to businesses and relieve traffic volume from Manchester Road.

**Boulevards** – Over time, the five communities should work to install a landscaped median along the center of Manchester Road in order to improve safety. However, the Manchester Road master plan recommends that the communities work first to develop a network of back streets and connected parking lots to improve access management and provide alternative routes to individual properties before proceeding with the installation of a center median in particular sections of the corridor. In addition, the communities may wish to wait to install a center median along particular sections of Manchester Road until redevelopment proceeds in a given area along the corridor.

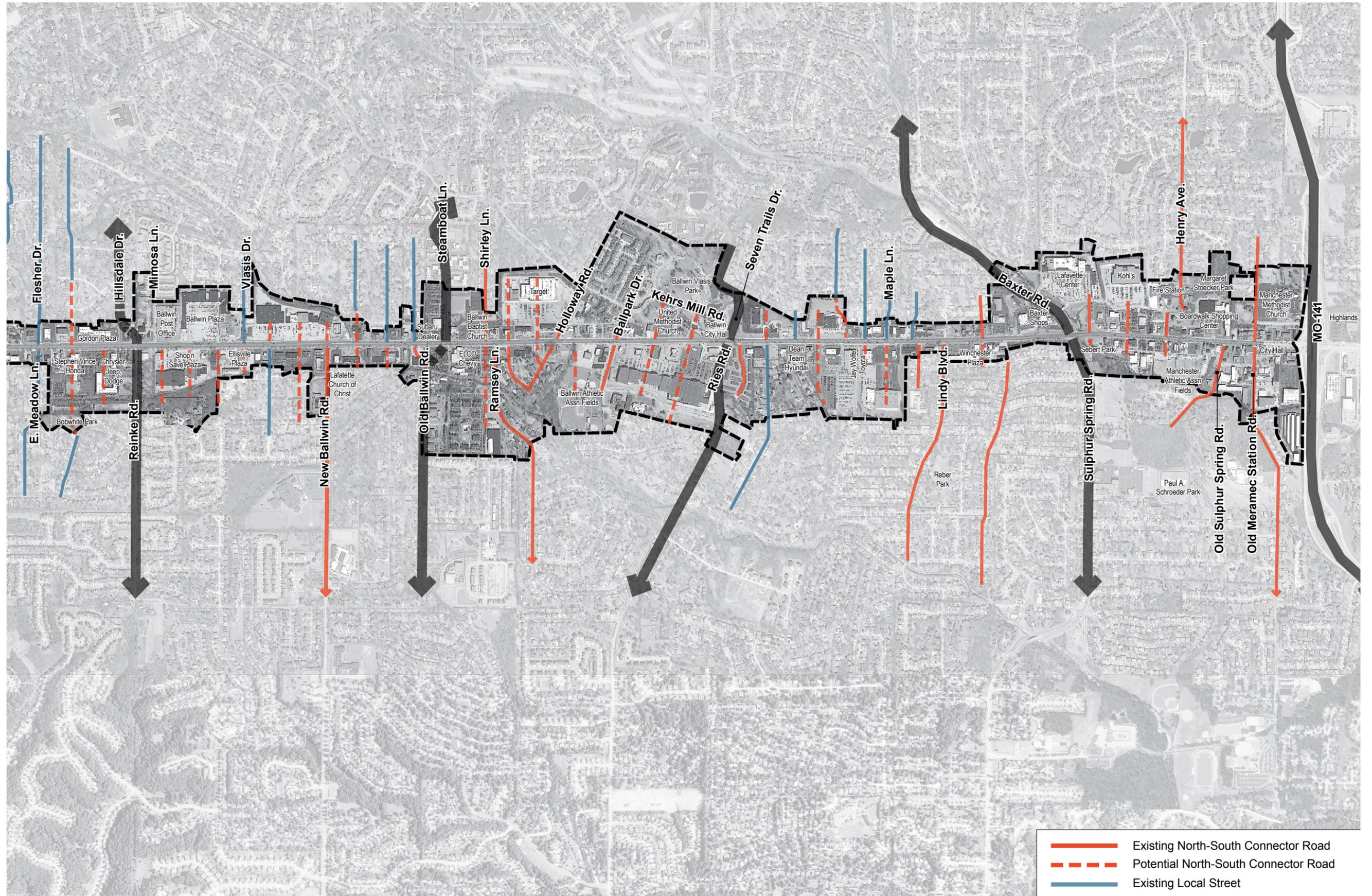
**Traffic Signals** – The Manchester Road Great Streets Master Plan calls for the installation of additional traffic signals at select locations in order to better manage traffic flow and to enhance the potential viability of individual businesses at and near these intersections. Prior to the approval of the installation of any additional traffic signals, especially at intersections spaced closer together than MoDOT standards, MoDOT would require the completion of progression analysis and other studies including signal warrants in order to agree to the installation of additional signals.

**Road Sections** – The Manchester Road Great Streets Master Plan generally recommends that Manchester Road utilize the existing road bed and continue to include two main travel lanes in each direction. Over time the center turn lane would convert to a boulevard median. Sidewalks and bike lanes would run along the sides of Manchester Road, with a separation of landscaping between the two main travel lanes and the bike / pedestrian lane. The diagrams that follow represent recommended sections for the various types of streets along the Manchester Road corridor. The consultant team recommends that the street plan and the recommended street sections integrate into the comprehensive plans and public works documents in all five communities.

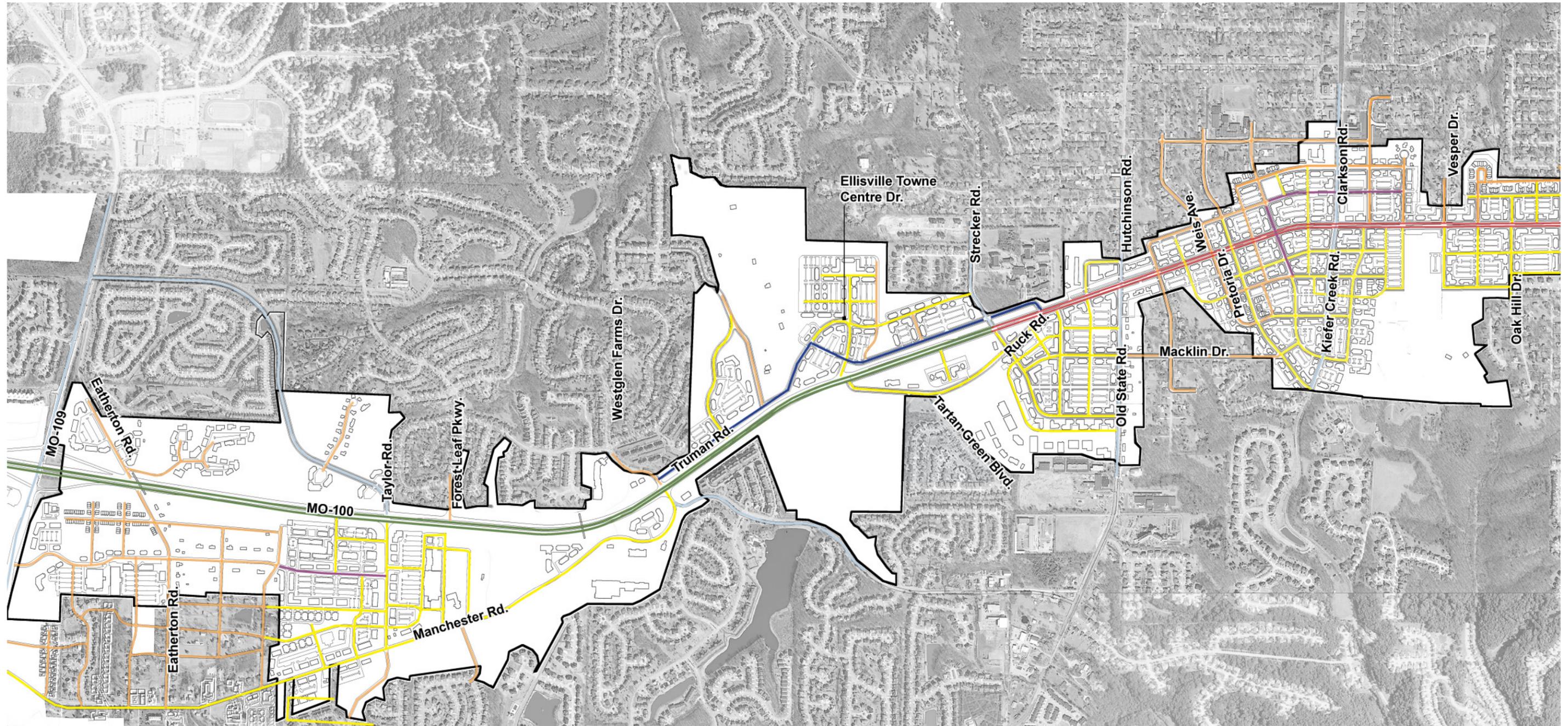
# North-South Connectors - Western Segment



# North-South Connectors - Eastern Segment



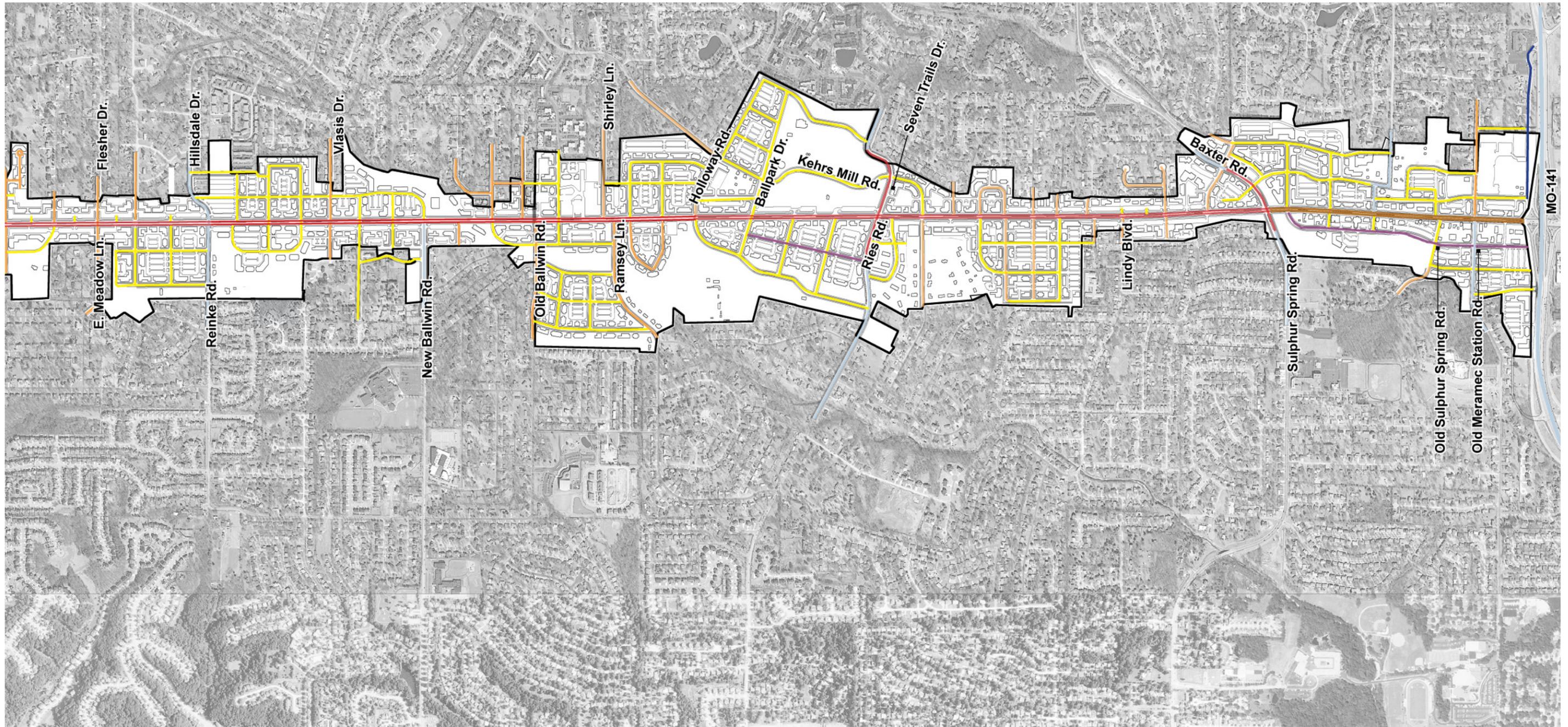
# Thoroughfare Hierarchy - Western Segment



- New Boulevard
- Historic Boulevard
- Main Street
- Side Street

- Frontage Road
- Back Street
- North-South Arterial
- Parkway

# Thoroughfare Hierarchy - Eastern Segment



New Boulevard

Frontage Road

Historic Boulevard

Back Street

Main Street

North-South Arterial

Side Street

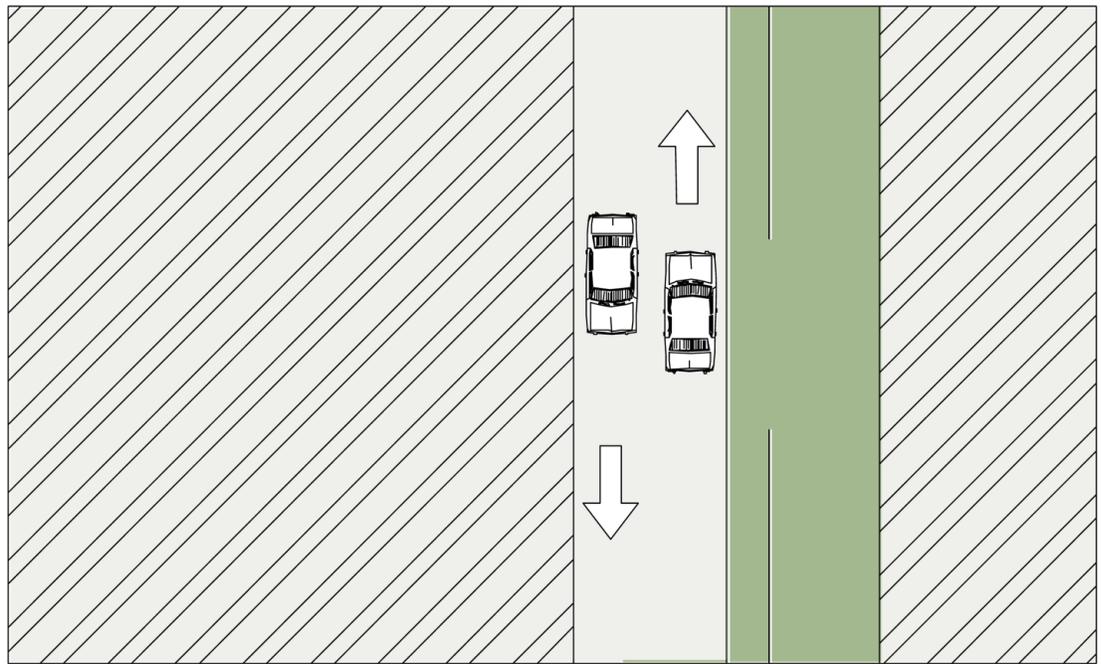
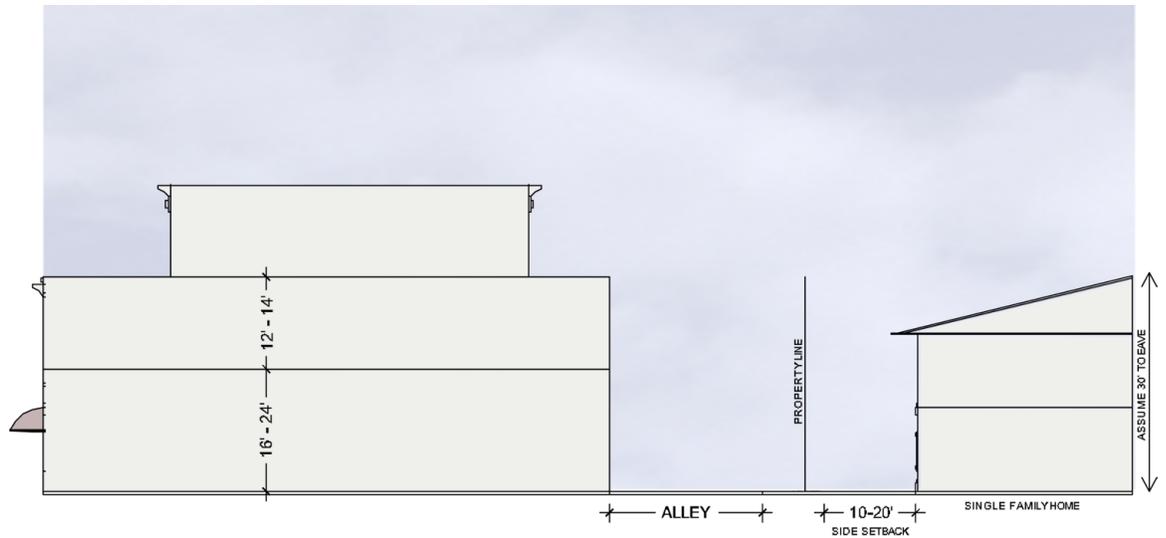
Parkway



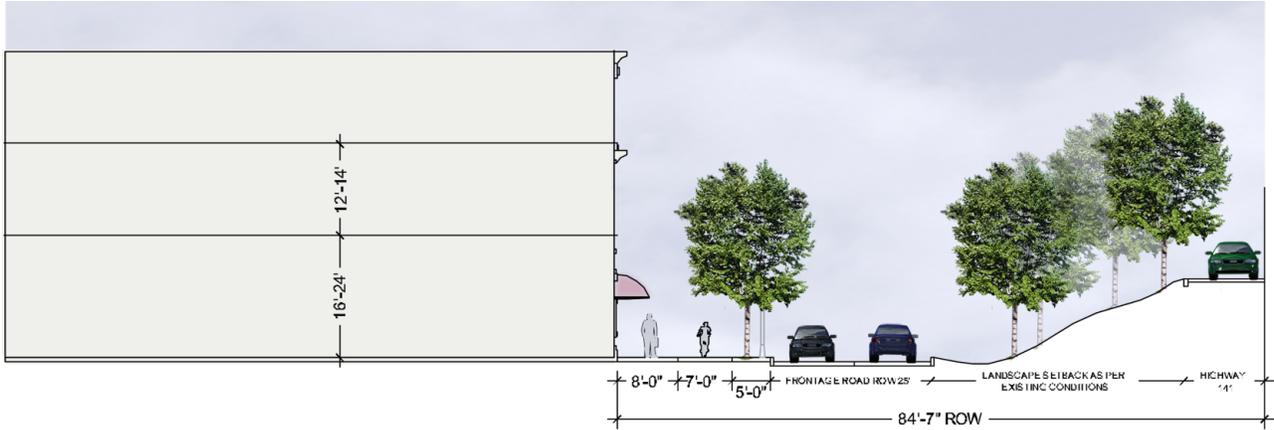
**Figure 14:** Section, Backstreets Option 1: Back streets would run parallel to or perpendicular to Manchester Road and would serve as relief routes for Manchester Road as well as streets serving retail, office, or residential uses throughout the study area. The recommended street sections call for one travel lane in each direction, a landscape zone of six feet between the travel lanes and areas of development, and sidewalk areas of at least 10 feet in width to facilitate retail and commercial activities. The streets should include bulb outs at intersections to shorten the distance pedestrians must travel from one side of the street to another. Parking may line the street on both sides in a parallel fashion or may orient in an angled fashion on one side, in order to increase the total number of parking spaces. Buildings of up to four stories may flank back streets. The exact form and orientation of buildings along back streets would depend on market forces and individual redevelopment concepts.



Figure 15: Section, Backstreets Option 2



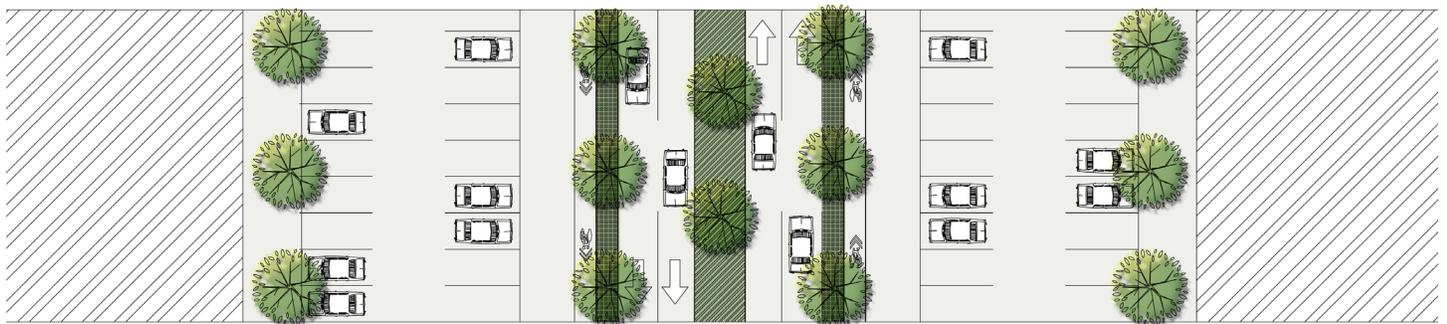
**Figure 16:** Section, Building Height at Residential Property with Alley: The access management plan envisions the use of alleys in various locations throughout the corridor, and particularly in town center districts, in order to provide service access to commercial establishments or residences. The street sections depicted here outline the recommended setbacks from alleys for buildings along the corridor.



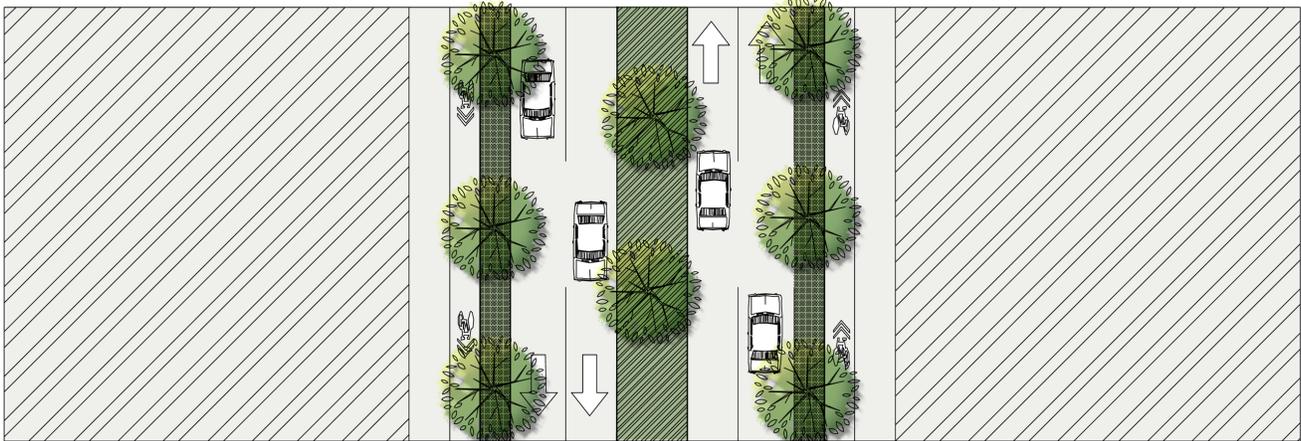
**Figure 17:** Section, Frontage Road (Woods Mill Road): Woods Mill Road represents a frontage road along the west side of Route 141 in Manchester. The section below outlines the recommended setbacks from Route 141 and the setbacks from buildings to Woods Mill Road.



**Figure 18: Section, Main Street:** The “Main Street” section represents the recommended design for primary main streets in the various town center districts along the Manchester Road corridor. The street section recommends angled parking along either side of a two lane road in order to increase the number of parking spaces along the street. A minimum 10-foot wide sidewalk along the main streets would help facilitate outdoor dining and accommodate greater numbers of pedestrians compared to side streets or back streets. Landscaping including street trees will line the Main Streets. The plan anticipates buildings of up to five stories in height on either side of Main Streets.



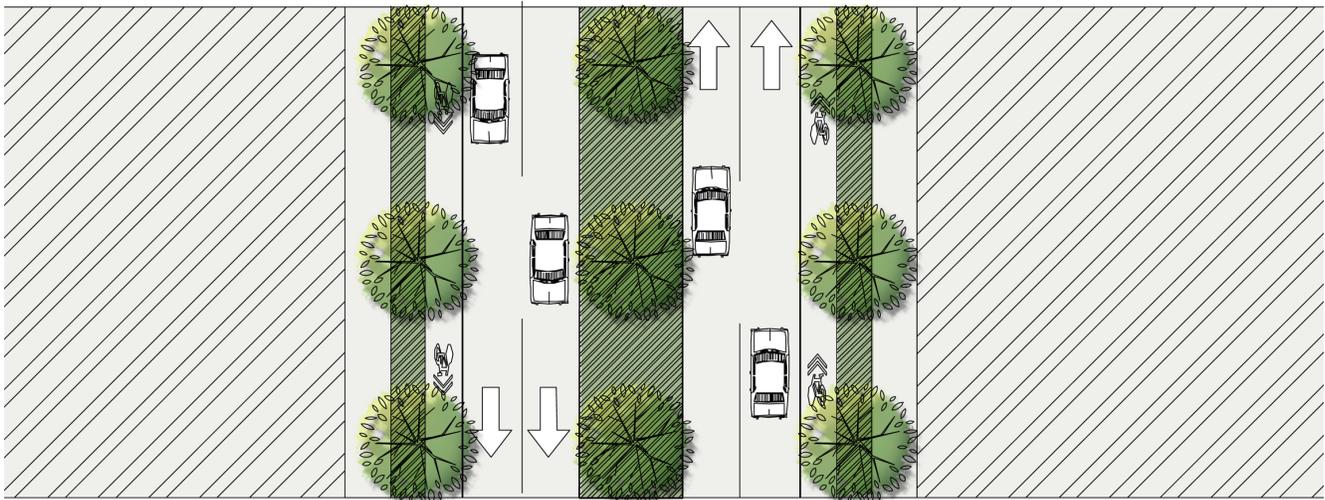
**Figure 19: Section, New Boulevard:** The “New Boulevard” street section reflects the recommended design for most of Manchester Road, between Baxter and Old State. As mentioned elsewhere in the master plan, the boulevard would over time include a landscaped median as redevelopment proceeds along the corridor in order to improve aesthetic quality and improve safety. A combined sidewalk and bike lane would be separated from the main travel lanes on either side of Manchester Road by a landscape buffer. A shallow bay of parking would potentially flank buildings on either side of the road, but the majority of parking would locate to the rear or side of individual buildings.



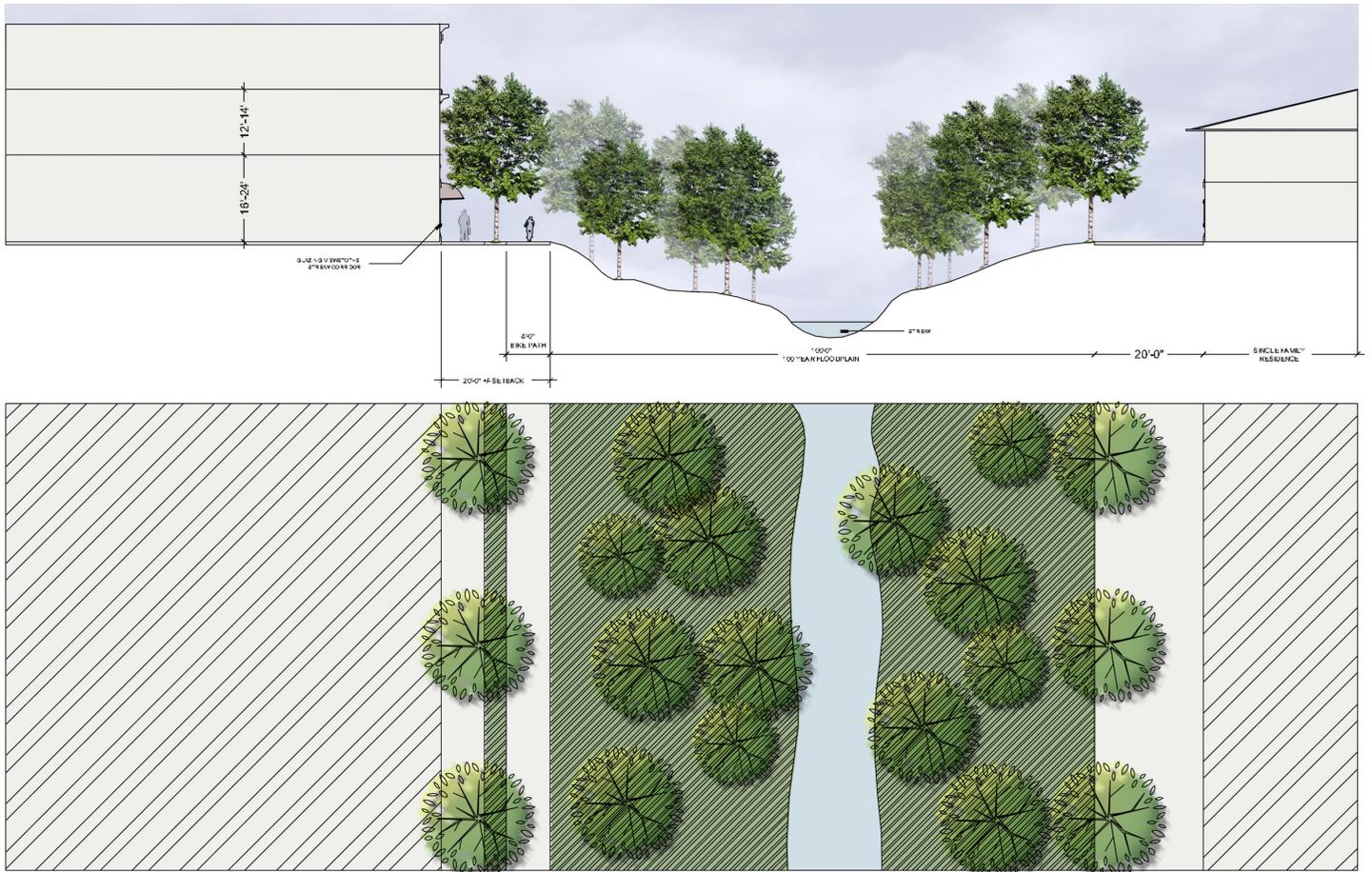
**Figure 20: Section, Historic Boulevard:** The “Historic Boulevard” street section reflects the recommended design for Manchester Road in the historic portion of Manchester. Over time, following the installation of back streets and other access management improvements, the community could install a landscaped median as redevelopment projects progress. A combined bike and pedestrian lane on either side of Manchester Road would provide for connectivity east and west and would also serve businesses and residences on either side of the street. Given the close proximity of existing buildings to Manchester Road, this street section does not anticipate providing parking in front of any structure. In contrast, parking would be provided to the rear or the side of individual buildings.



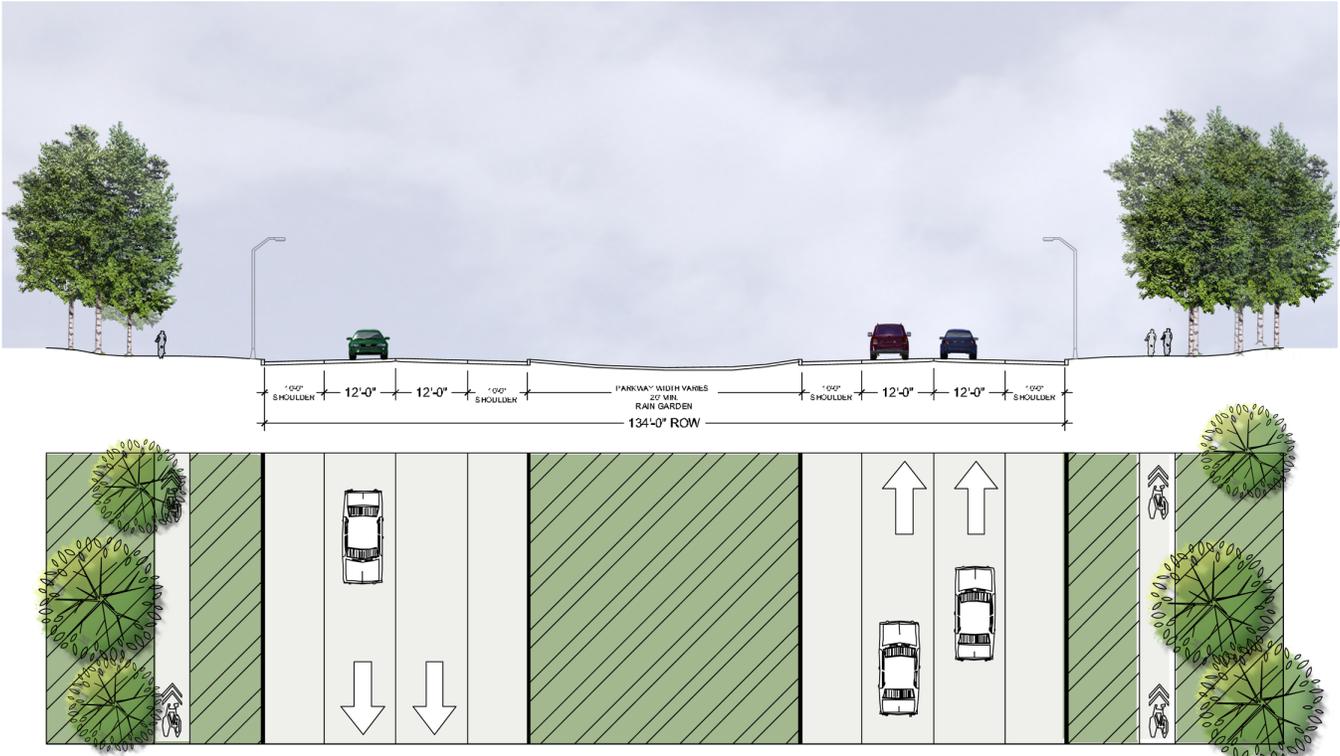
**Figure 21: Section, Residential Street:** Residential streets would serve as lower volume streets accessing residential developments in close proximity to Manchester Road. These streets would feature a lane of travel in each direction and parallel parking on each side. A landscape strip would separate the parallel parking area from sidewalks on either side.



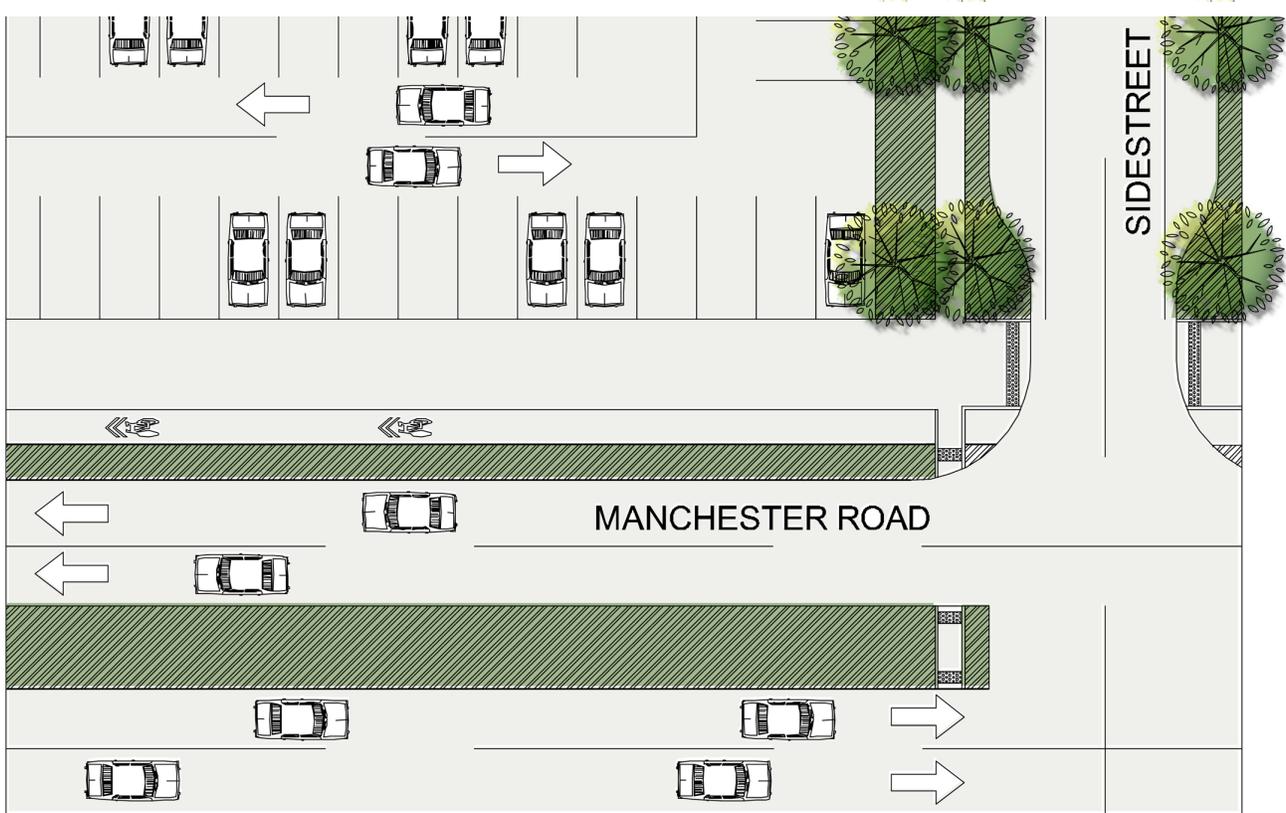
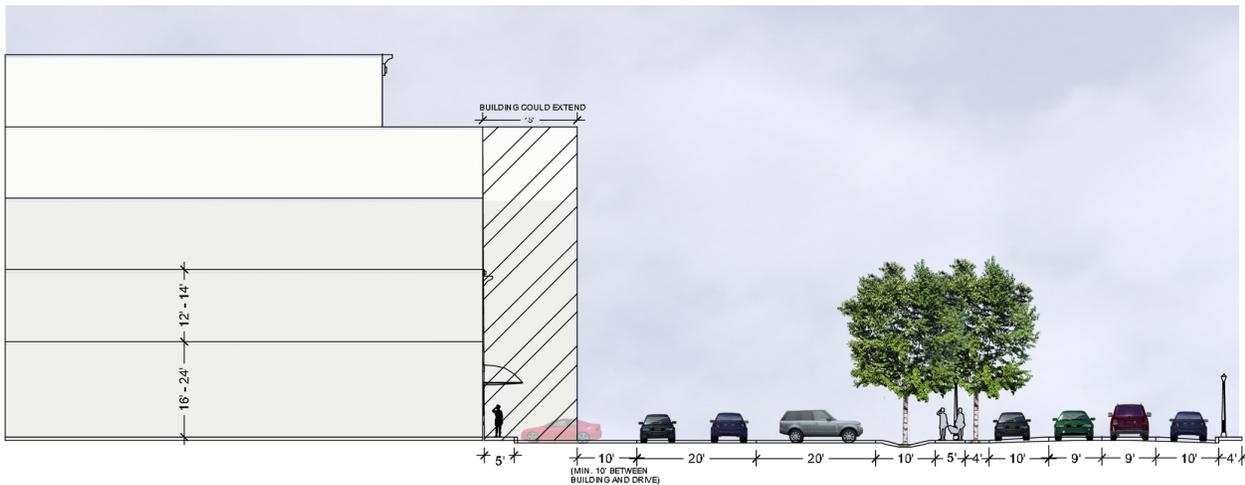
**Figure 22:** Section, North South Arterial: North-south arterials, including Clarkson Road and Baxter Road, would serve as primary transportation connectors with town center districts along the corridor and connect the area to other parts of St. Louis County. The recommended design for these streets resembles that for the boulevard along Manchester Road. A landscaped median would separate the north and south lanes of traffic (two lanes in each direction). Bike lanes would attach to the travel lanes, and a landscape strip would separate the bike lanes from nearby sidewalks.



**Figure 23: Section, Stream Corridor:** This section illustrates the recommended design for streamway corridors in the study area, including those flanking Grand Glaize and Fishpot creeks. The communities should provide sufficient setback from the streams to buildings, and the design for bike and pedestrian trails on either side should access buildings in the area and provide for transportation conduits along the streamway.



**Figure 24:** *Section, Parkway:* This section for the parkway applies to the higher speed portion of Manchester Road, between Old State and Route 109. The recommended section retains the basics of the design of this road. It maintains bike lanes as separated facilities on either side of the road. Importantly, though, the section calls for additional tree plantings and landscaping on either side to improve the aesthetic quality of this portion of the corridor.



**Figure 25:** Section, Side Street at Left Turn Locations: This section in plan and elevation view depicts the recommended design for the intersections of the main boulevards along Manchester Road and the side streets running north-south.

**Access Management Plan** – The access management plan (see foldout pages) represents the final plan resulting from the Great Streets planning effort for back streets, side streets, driveways, crosswalks, and traffic signal locations along the corridor. This plan evolved through the course of the planning effort based upon continued input from the public, the Steering Committee, MoDOT, and various city officials. The cities should use this plan as a guide in planning for access management and the future street network along the corridor as redevelopment and revitalization continues.

**Transit** – Metro currently provides bus service and related transit services to the Manchester Road corridor and has recently published a Long Range Plan for transit in the region. The communities should work with Metro to integrate the recommendations of the Manchester Road plan with the long term plans of Metro.

The Manchester Road Great Streets Master Plan recommends the implementation of Bus Rapid Transit (BRT) service along the Manchester Road corridor, with BRT vehicles using the existing two travel lanes in each direction of Manchester Road. The five communities should work with other jurisdictions to the east, toward the City of St. Louis, to help develop a BRT line along the Manchester Road corridor running east to connect with the MetroLink station at Maplewood. Providing the BRT service along Manchester Road will enhance the viability of the town centers along the corridor, and in turn higher density town center development would help support the development of BRT along the corridor. BRT service along Manchester Road should include the consolidation of some bus stops and enhancements of key BRT stops at town center locations. The five communities should actively promote the development of these key nodes at higher densities in order to help attract support from Metro for the development of BRT along the corridor. Once BRT is in place, the five communities should work with MoDOT and Metro to provide traffic signal prioritization for BRT vehicles and fare pre-payment technologies in order to enhance the efficiency and viability of the BRT service.

**Parking** – In order to promote more efficient use of real estate along the corridor and avoid the creation of vast, underutilized areas of parking, the five communities should promote shared parking strategies for retail districts along the corridor.

Specifically, the communities should consider the adoption of the following parking incentives to promote shared parking strategies:

- Elimination of any stipulations against shared parking facilities in city codes.
- Implementation of a shared parking model to provide for reduced requirements for parking for different uses.
- Elimination of any code-based requirements that discourage public access or the merging of parking lots.
- Identification of available pooled liability protection programs or insurance policies whereby owners of different parking facilities can pool resources and purchase a joint replacement policy. This type of policy would provide for public access across multiple parking lots at lower insurance rates compared to existing policies.

In addition, the five communities should modify their zoning regulations for parking as follows in order to encourage the more efficient use of parking and to therefore provide additional land for development or open space uses.

- The elimination of minimum parking requirements for parcels containing less than 20,000 square feet in land area.

- For parcels over 20,000 square feet in land area, the cities should implement the following requirements:
  - A **minimum** of 1 and 1/8 parking spaces per residential unit, of which a minimum of 1/8 parking space per residential unit will be provided as **Shared Parking**.
  - For non-residential uses, a **minimum** of 3.5 spaces per 1,000 square feet of non-residential Gross Floor Area (GFA) will be provided for Shared Parking. Maximum limits for Shared Parking will not exist. New on-street parking spaces created in conjunction with a development, above and beyond what previously existed, may be counted toward the minimum requirement for **Shared Parking**.
  - A **maximum** of 5 spaces per 1,000 square feet of non-residential GFA or two spaces per residential unit may be provided for **Reserved Parking**.

The five communities should implement the following design standards in order to better integrate parking with the surrounding urban environment and encourage walkability along the Manchester Road corridor.

- As the areas around town centers evolve over time, the cities should work to minimize surface parking and encourage the construction of structured parking facilities wrapped or hidden by surrounding land uses over time. As the density of development increases, the financial viability of providing structured parking will increase, and the five communities should encourage it to help create a more walkable town center environment.
- Where property owners or developers pursue surface parking, the cities should encourage property owners to place these facilities primarily between or behind buildings that have direct frontage onto Manchester Road. This strategy would help to prevent the creation of a “sea of parking” in front of each retailer or other use along Manchester Road.
- Requirements calling for surface parking lots with more than 50 spaces to include raised pedestrian walkways (at elevated grades above the level of surrounding pavement).
- Maximum curb cut dimensions of 15 to 25 feet, depending on the size of development area.
- On-street parking spaces should be at least 8 feet wide and 22 feet long. For each parallel parking space, the adjacent drive lane must be at least 10 feet wide and must provide at least 20 feet of clear maneuvering area in front of the space in the drive lane adjacent to the space. If striping is not required (in the event parking meters are not installed), the 8 feet width would still be applicable with no individual space length needed.
- Prohibition of at- and above-grade parking within 25 feet of a required building line (this essentially forbids surface parking adjacent to the street and provides incentives for the construction of parking structures wrapped by liner buildings).
- Prohibition of surface parking lots on sites that formerly included historic structures.
- Requirements for property owners to provide connections or grant easements for connections to adjacent parking lots on neighboring properties.

The communities should consider requiring investment in design, landscaping, and multi-modal improvements associated with surface lots that will likely not attract redevelopment prospects for some time. Potential investments may include:

- Adding green space and porosity to pavement surfaces in order to improve aesthetics and reduce rainwater runoff from existing lots. These strategies may also include the installation of perimeter landscaping, pocket parks and gardens, and bioswales.
- Improving pedestrian connectivity between destinations in order to generate foot traffic and support the sharing of parking between properties. Quality pedestrian through-paths across parking lots would shorten walking distances, provide direct connections between multiple uses, and improve overall safety.
- Adding bicycle parking facilities to existing parking lots to encourage non-motorized commuting and local travel.
- Removal of reserved spots for employee parking from key locations for bus stations and bicycle facilities in order to encourage use of these alternative modes of travel.
- General design and aesthetic improvements along the corridor, including: creation of improved transition zones between Manchester Road and existing parking lots, including places to rest; the installation of improved wayfinding and information systems; and, the creation of opportunities for shade and shelter for pedestrians.

These improvements can improve the overall performance and appearance of the corridor in the near term, prior to the redevelopment or conversion of existing land uses along the corridor. In addition, in the near term, the cities can work with groups of landowners to coordinate shared parking arrangements along the corridor. For example, a city could work with the owner of an auto parts store that closes by 5PM to arrange for neighboring restaurants to use his or her parking spaces after hours. The communities should also work with individual property owners to arrange for users of bus services along the corridor to use vacant parking spaces along the corridor during commuting hours.

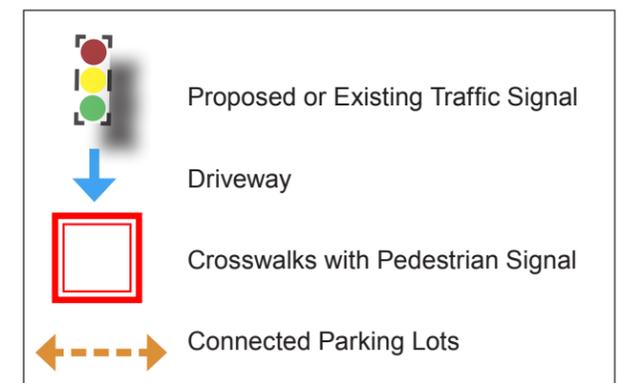
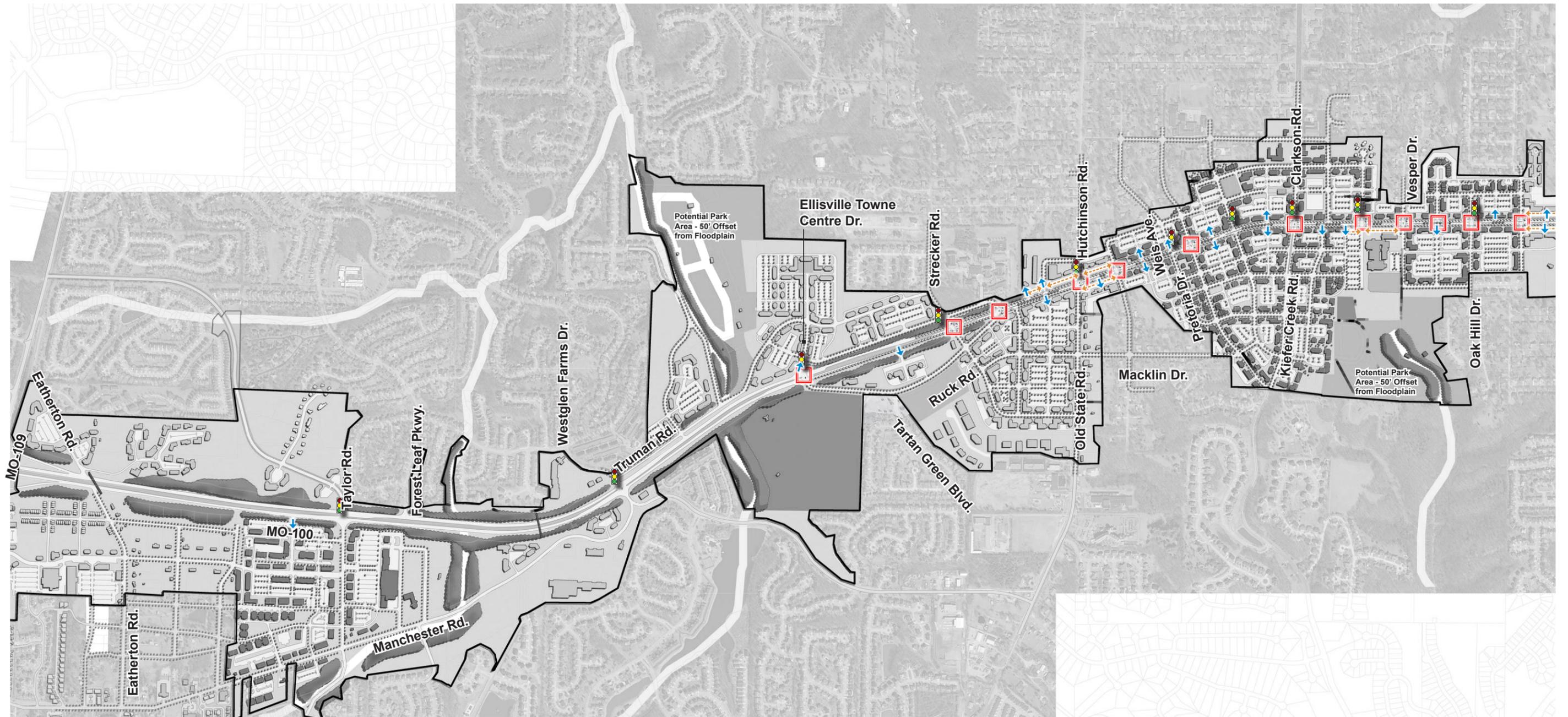
**Creation of a Transportation Management Association** - The five communities over time should consider establishing a Transportation Management Association (TMA), a member-controlled organization that encourages the efficient use of transportation and parking resources in a finite area. For example, the TMA could organize parking strategies for each of the five town center nodes along the Manchester Road corridor. Potential projects the TMA may pursue include improvements for sidewalks, bicycle storage, transit, and potentially district-wide parking garages.

**Sidewalks** – The master plan recommends that the streetscape along Manchester Road and nearby side streets and backstreets include sidewalks of a width of five feet or greater. The communities and developers should plan for wider sidewalks whenever possible, and in particular in town center areas, along “Main Streets”, to facilitate shopping and outdoor dining. The communities should provide for a planted landscape buffer of at least three feet between the travel lanes of Manchester Road and the combined sidewalk / bike lanes running parallel to the street, from Old State Road east to Route 141. Setting the sidewalk back from Manchester Road with a landscaped buffer will reduce the impact of vehicular noise on pedestrians and provide for enhanced safety. In addition, the five communities and MoDOT shall design the corners at major cross streets with Manchester Road to be handicap accessible, in accordance with ADA standards. Depending on the slope and corner radii, the communities should modify many of the existing east-west intersection crossings to create safer areas for walking. In general, MoDOT and the communities should design for a driveway radii of 15 feet, and the width of two-way driveways intersecting with Manchester Road should not exceed 30 feet. The

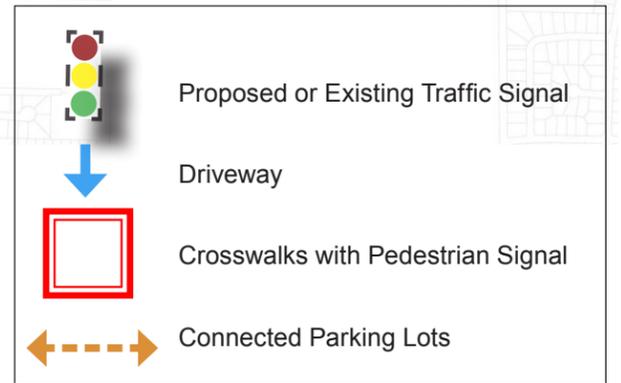
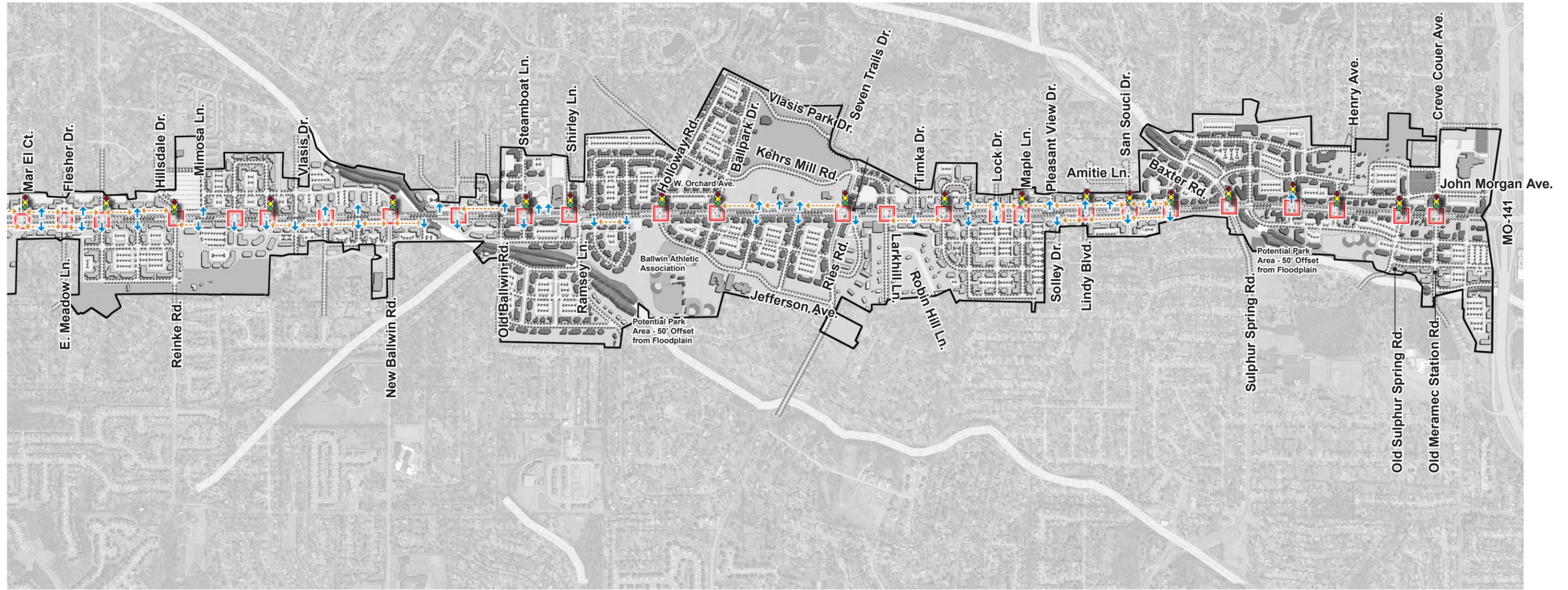
local communities will need to work with MoDOT and private landowners to coordinate and implement recommended streetscape improvements along the corridor over the next few decades.

**Bicyclists** – As illustrated in the Pedestrian and Bicycle Mobility Plan on the next page, the master plan recommends that the communities work to provide bike lanes attached to sidewalks along Manchester Road from Old State Road to Route 141. A landscape buffer should separate this combined bike / sidewalk lane from the vehicular travel lanes of Manchester Road. In addition, the communities should provide additional bike trails, running either parallel to Manchester Road or following the natural open spaces such as creeks, in order to connect different areas of the community and to provide additional recreational amenities for residents. These bike trails would feature asphalt or gravel surfaces and would traverse through more natural spaces along and near the Manchester Road corridor in West County.

# Access Management Plan - Western Segment



# Access Management Plan - Eastern Segment

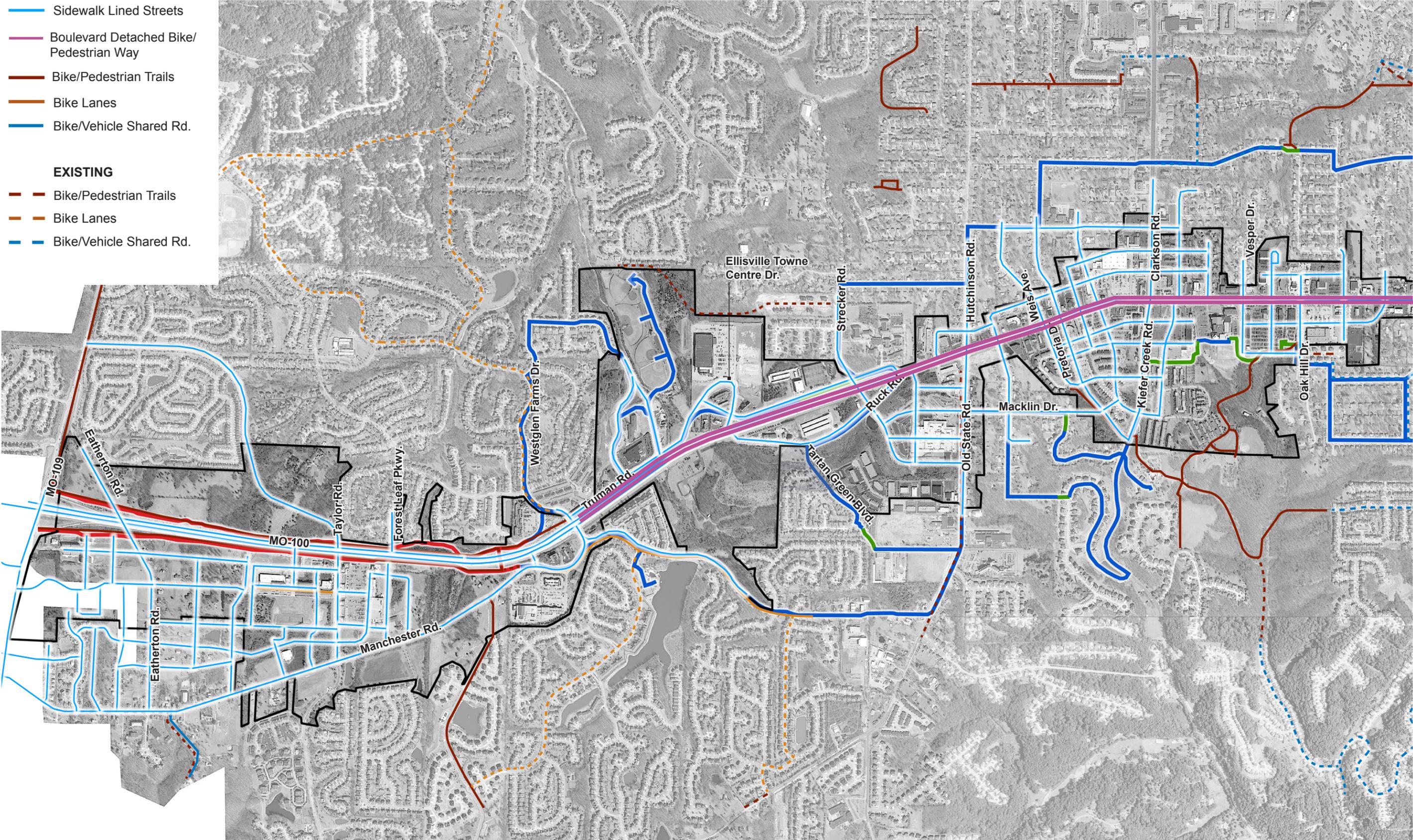


# Pedestrian and Bicycle Mobility Plan - Western Segment

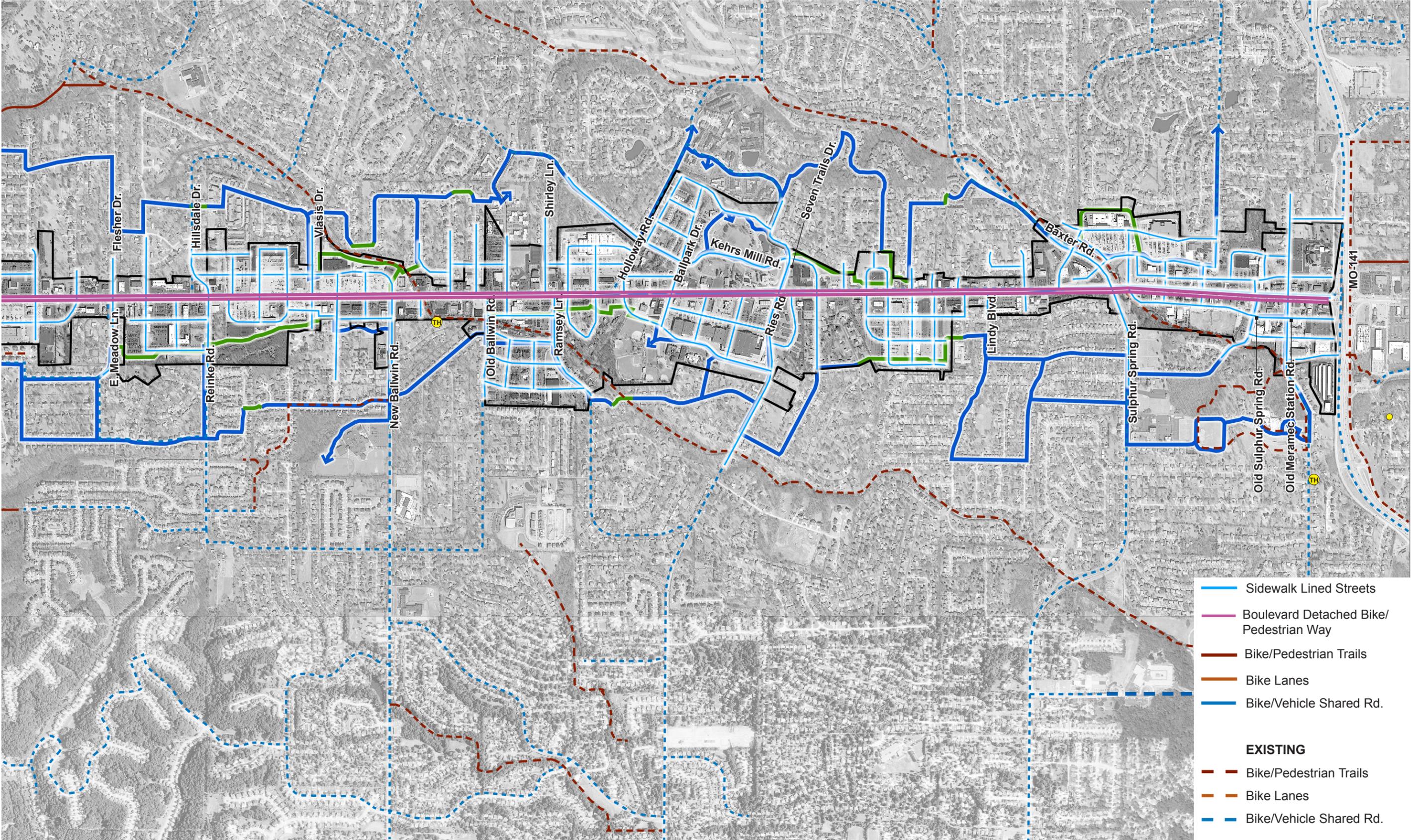
- Sidewalk Lined Streets
- Boulevard Detached Bike/ Pedestrian Way
- Bike/Pedestrian Trails
- Bike Lanes
- Bike/Vehicle Shared Rd.

**EXISTING**

- Bike/Pedestrian Trails
- Bike Lanes
- Bike/Vehicle Shared Rd.



# Pedestrian and Bicycle Mobility Plan - Eastern Segment



- Sidewalk Lined Streets
- Boulevard Detached Bike/Pedestrian Way
- Bike/Pedestrian Trails
- Bike Lanes
- Bike/Vehicle Shared Rd.
  
- EXISTING**
- - - Bike/Pedestrian Trails
- - - Bike Lanes
- - - Bike/Vehicle Shared Rd.



## UTILITIES

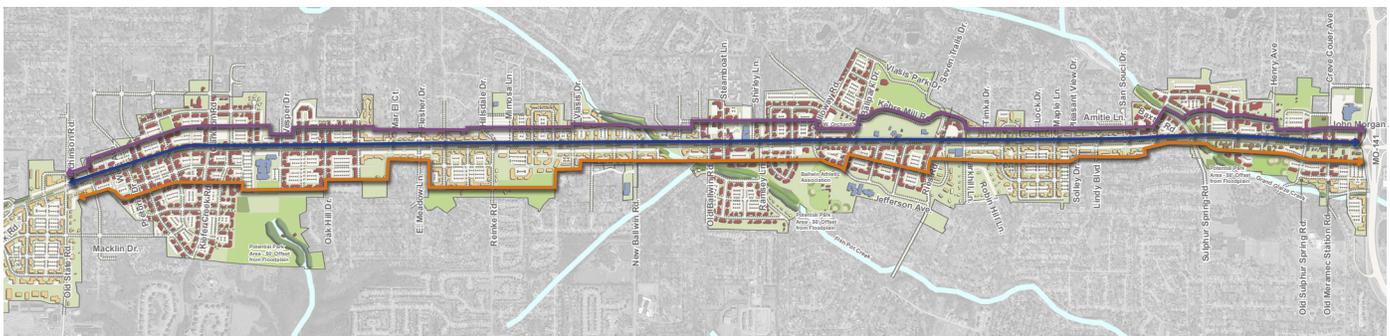
As a main east-west arterial serving the West County area, Manchester Road has provided an attractive location for utility easements and services for the region. Utility companies began installing service along the road several decades ago, before suburban development began, and any improvements or redevelopments along the corridor will require coordination and cooperation with a range of utility entities.

In order to enhance the aesthetic quality of the Manchester Road corridor, the five communities should utilize the following recommendations pertaining to utilities.

## Key Recommendations for Utilities

- The five communities should work with the local utility companies to consider undergrounding overhead utilities along the Manchester Road corridor, particularly as redevelopment occurs.
- The cities and the utility companies may consider relocating overhead utility lines away from Manchester Road, to parallel alignments, in order to improve the aesthetic appearance of the corridor. Relocation of utilities may prove less costly than undergrounding, depending on the exact circumstances. In addition, moving utilities to back streets or to rear property lines would eliminate the current congestion along Manchester Road that is caused when repairs must be made along this major transportation corridor. The municipalities would need to work with the utilities to gain buy-in concerning this strategy.
- The cities and the utility companies may consider undergrounding utilities in town center areas in a “campus” arrangement similar to that provided to large corporate office campuses. In these arrangements, power arrives at a central distribution point and then an underground loop system of utility lines serves the entire town center district.

Given the considerable investment involved in changes to utility systems, the communities should continue to work with the utility companies in the St. Louis area to find creative solutions that provide necessary services to the area at reasonable prices and enhance the aesthetic quality and appearance of the overall corridor.



*The communities may work with the utility companies to align utility corridors to the north or south of Manchester Road (above ground) as an alternative to undergrounding all utilities.*



*View of Existing Overhead Utility Lines along Manchester Road, looking west from Old Towne Plaza shopping center in Ballwin.*



*Identical view – looking west along Manchester Road from Old Towne Plaza in Ballwin – with representation of utility lines removed from the side of the road.*



# 6

## PARKS AND OPEN SPACE

# Parks and Open Space

Although corridors such as Manchester Road have served mainly as focal points for commercial development in suburbs around the St. Louis area, primary arterials have traditionally anchored community parks and open space amenities in communities around the country. Main streets passing through small towns, for example, often serve as the location for a main “City Park” or a town square including open space and seating areas. While few parks exist directly along Manchester Road, the five communities along the corridor boast a significant number of parks and open space amenities within a short distance of the road. However, limited connections (in terms of trails, greenways, and in some cases sidewalks) exist between the Manchester Road corridor and these amenities. The Appendix contains additional information concerning the existing conditions for Parks and Open Space along the Manchester Road corridor.

## Key Recommendations for Parks and Open Space

The Manchester Road Great Streets Master Plan proposes that the five communities work together to implement a comprehensive parks and civic spaces system along and near the corridor that effectively links shopping, office, and residential areas along Manchester Road with the area’s significant park amenities.

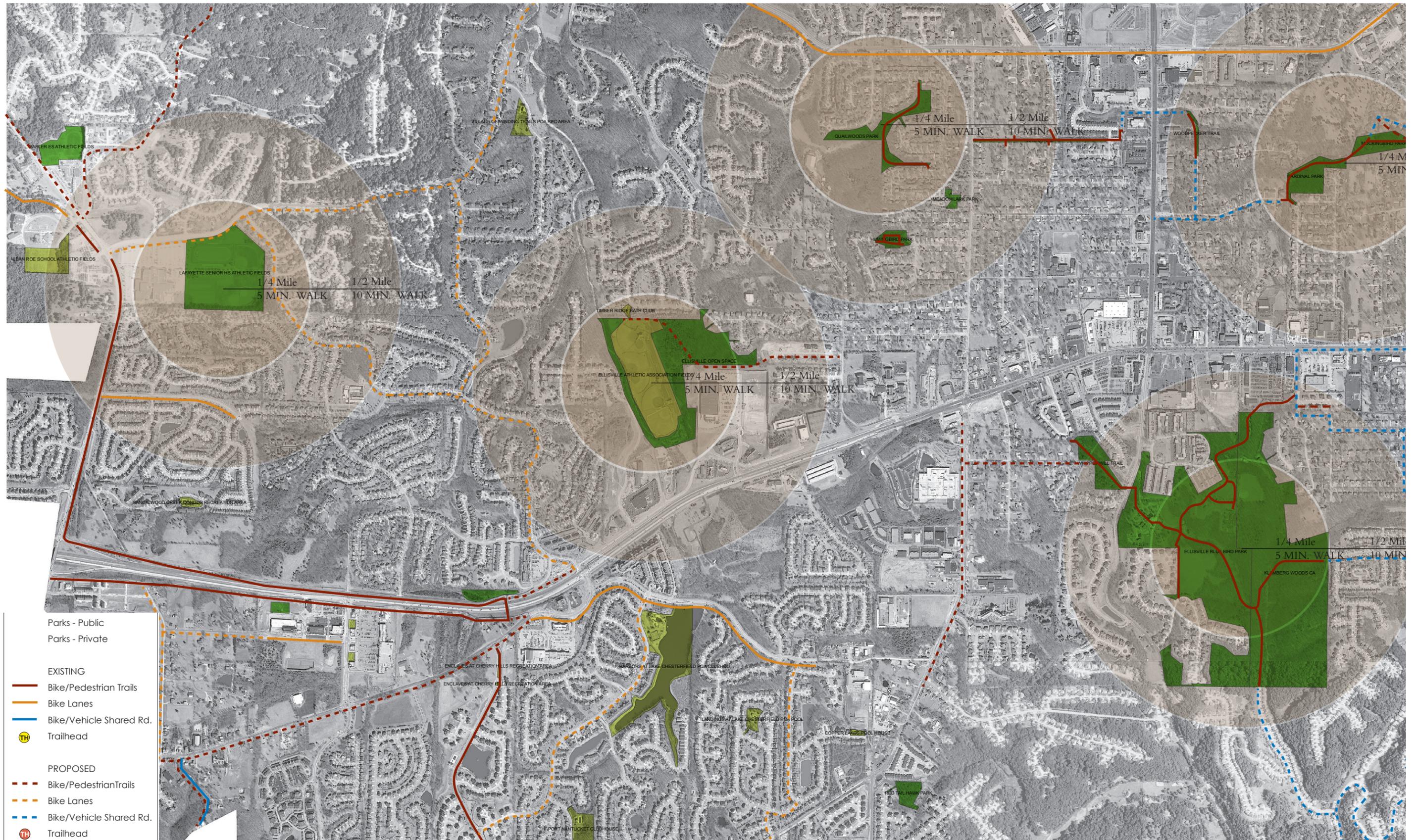
The recommended system includes a series of “greenways” that would provide recreational amenities for residents as well as improve drainage and stormwater management, improve habitat for local wildlife, increase biodiversity, and create gathering places for residents and visitors.

- The plan calls for the eastward extension of the existing trail along Route 100 in Wildwood through Ellisville, with an eventual connection with bike lanes and sidewalks flanking Manchester Road, between Hutchinson Road / Old State Road and Route 141.
- The bike lane sections along Manchester Road between Old State Road and Route 141 should include connections with the regional greenway and trail systems intersecting the corridor.
- The master plan recommends the development of small park areas within town center districts created along the Manchester Road corridor. These small parks may include fountains, various seating areas, small amphitheater areas designed to show movies or showcase local musicians or artists, and a variety of public art and aesthetic treatments. The town center parks may also include trees designed to provide shaded areas for pedestrians and to reduce the temperature of paved areas.
- The master plan recommends that every redevelopment parcel of 10 acres or more dedicate at least 5 percent of the total surface area to parks or civic spaces.
- The Wildwood Town Center should include a central park and additional small civic open spaces as the town center continues to develop.
- The City of Wildwood should work with MoDOT to return lands along Route 100 to a more natural, wooded, or semi-wooded pattern in keeping with the natural landscape of the area, provided that sufficient clear zones are maintained. Alternatively, MoDOT could pursue an active program of planting wildflowers within the right of way. The wildflowers would require annual mowing, but would add beauty to this stretch of Route 100 and decrease maintenance costs associated with more regular mowing cycles. Providing this kind of landscape buffer along Route 100 would provide higher levels of safety and comfort for pedestrians and bicyclists using the existing trail along either side of the highway. In addition, this landscaping strategy would provide a visual buffer between residential neighborhoods and the highway. Increased vegetative cover along the corridor would also reduce the heat island effect, provide shade, and create a more successful retail and residential community. The consultant team recommends that Wildwood work directly with MoDOT

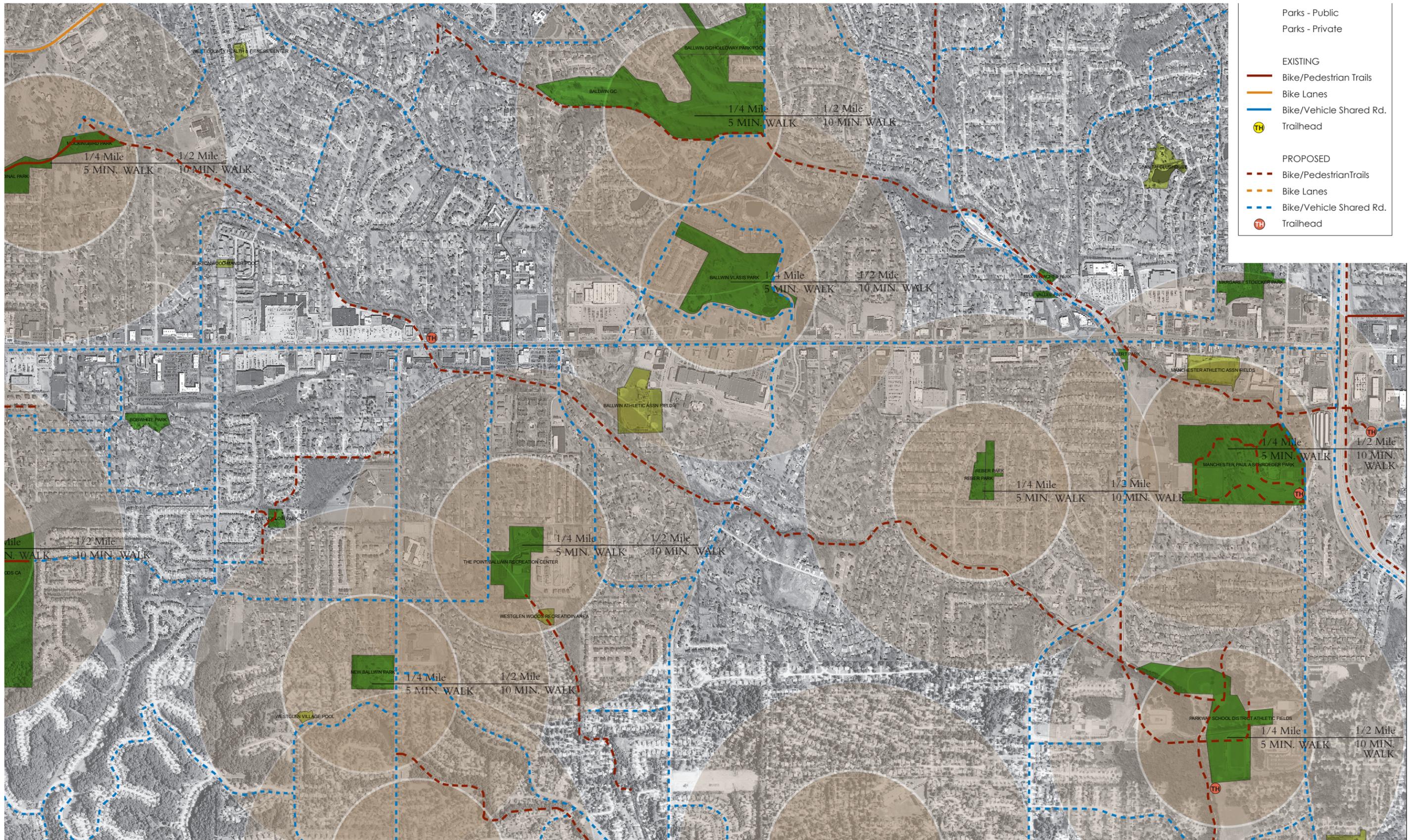
to create distinctive landscaping along Route 100 to beautify this portion of the corridor and add to the community's inventory of open spaces.

- The master plan specifically calls for the creation of new or improved greenways flanking the main streamways intersecting Manchester Road – Grand Glaize Creek and Fishpot Creek. Trails and sidewalks along either side of these streams will encourage walking and outdoor activity. The design of town centers and commercial and residential areas adjacent to the streams should encourage linking these uses with the creeks, rather than flanking the streams with backdoors, service entryways, and dumpster areas. Providing additional buffer from these streams (a minimum of 50 feet) will create additional greenspace along the streamways and simultaneously improve the ability of the streams to accommodate stormwater flows during peak events.
- The consultant team recommends that the communities designate all floodplain areas within the study area as either publicly or privately owned open space. Constructing buildings in floodplain areas contributes to flooding risks in the community as a whole and detracts from the role of floodplain areas as drainageways for creeks and streams.
- The master plan recommends that the communities provide for trails for bicycling and walking along the streamway corridors, in accordance with many of the previously completed parks and open space master plans in the five communities.
- The communities along and near Manchester Road have significant opportunities to create a system of trails and open space connections on a larger scale, serving the larger West County area. The figure on the following page illustrates potential locations for trails, trailheads, and associated amenities that would fully connect the Manchester Road corridor with larger regional parks and open spaces throughout the area. A full system of trails and greenways would connect the full range of parks within the five communities.
- Trailheads represent an important amenity serving the Manchester Road corridor and provide access from the higher density development areas along the corridor to the many park and civic spaces located to the north and south, with access provided by trail. The communities should work to provide trailheads in or close to town center destinations in order to enhance connections between these community gathering places and major parks such as Bluebird Park and the state parks in the area. For example, a trailhead at the southern end of the town center oriented around Clarkson and Manchester Roads would connect the main street and associated residential and commercial neighborhoods in the area with Bluebird Park to the south and east.
- Trailheads should feature prominent signage to guide visitors and residents to trails and destinations in the area as well as restroom facilities and shaded areas for drop-off and pick-up. Communities around the country have also begun to install bike locker facilities at trailhead locations that provide space for residents to temporarily store bicycles or personal possessions as part of their visit to a greenway or trail area.
- The Manchester Athletic Association (MAA) property in Manchester includes floodplain along Grand Glaize Creek. A potential relocation of the MAA to another location in the area could free up additional land for redevelopment closer to Manchester Road and provide additional open space areas along Grand Glaize Creek. The Athletic Association would need to coordinate with adjacent property owners and the City of Manchester to facilitate a redevelopment involving the relocation of the MAA.

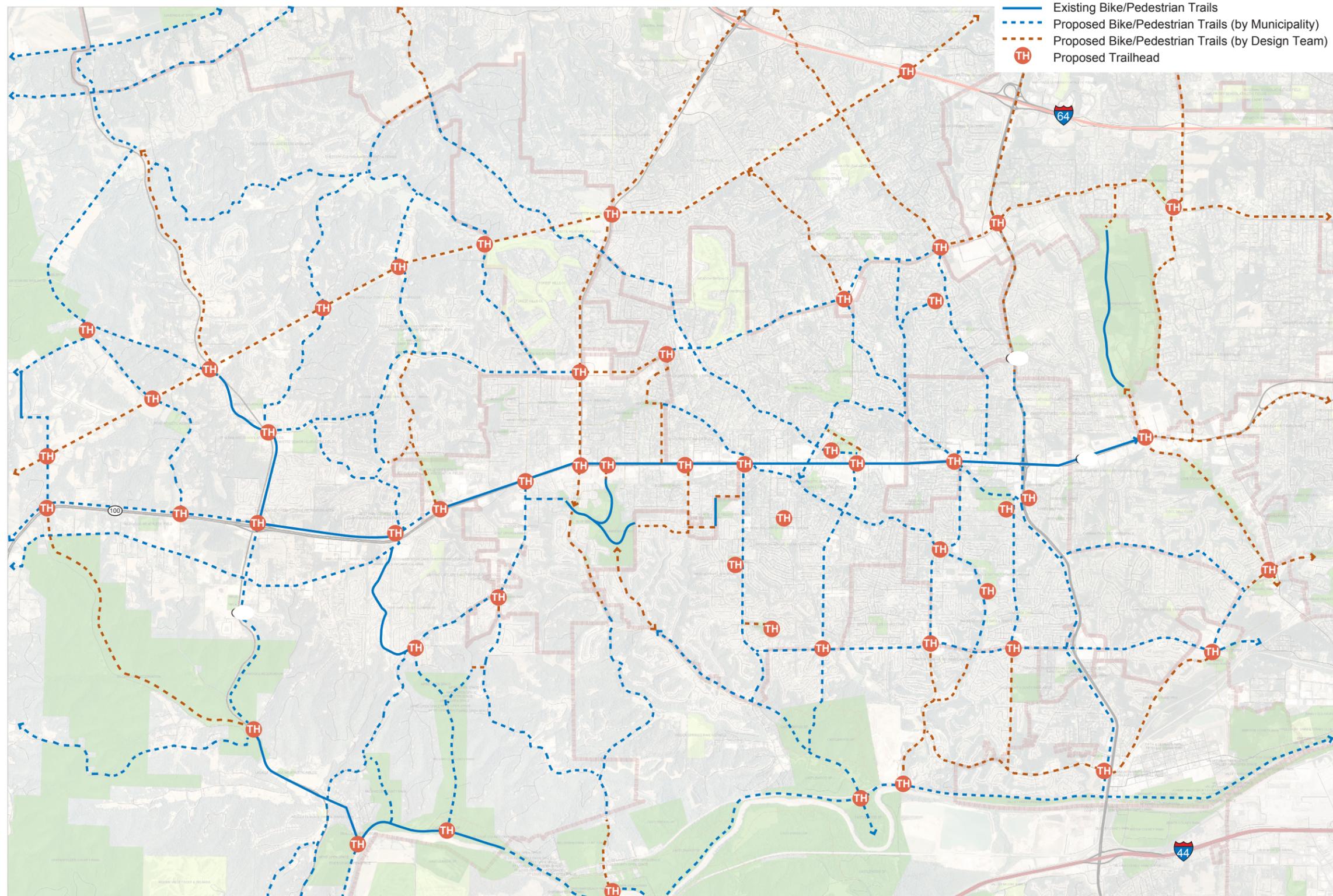
# Parks and Open Space - Western Segment



# Parks and Open Space - Eastern Segment



# Potential Bike and Pedestrian Trails







RESERVED  
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# 8

## SIGNAGE AND WAYFINDING

# Signage and Wayfinding

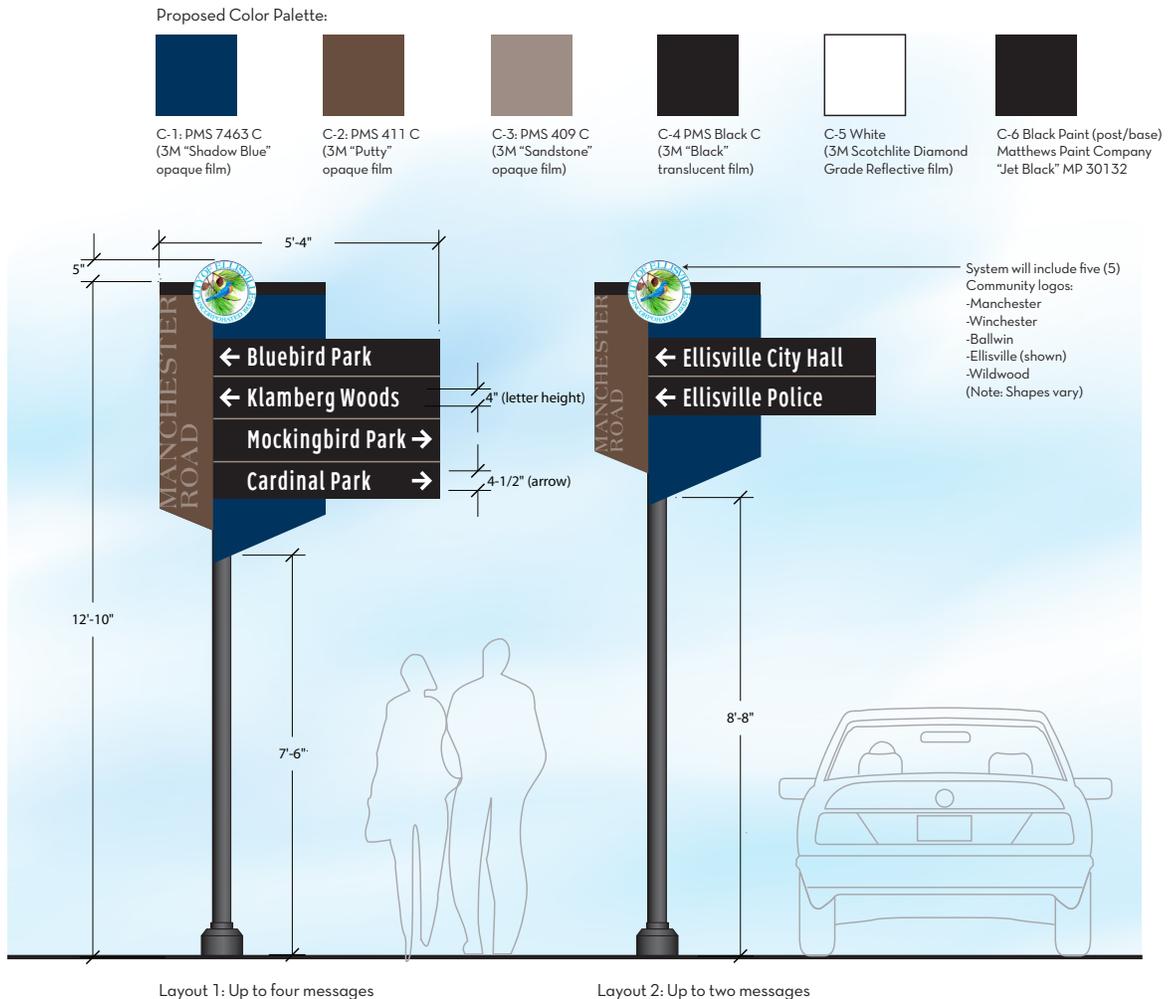
Major arterial systems and retail corridors, in particular, must provide effective signage and wayfinding systems for motorists and visitors in order to encourage commerce and highlight community destinations and key features. The Manchester Road Great Streets project carefully examined the current conditions for signage and wayfinding along and near the corridor, as outlined in the Appendix. The master plan provides a number of recommendations for the five communities to implement in the future.

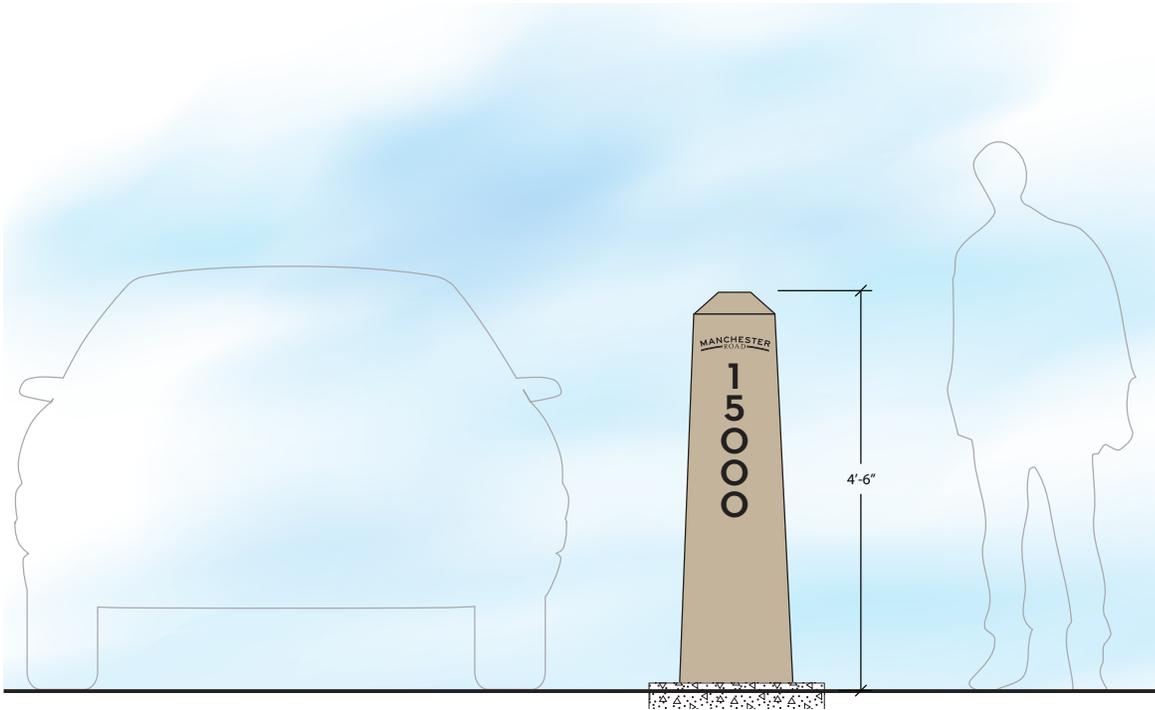
## Key Recommendations for Signage and Wayfinding

- Plans for the Manchester Road corridor should implement new community wayfinding signs in the near term (the next few years) in accordance with the regional wayfinding plan for the St. Louis region. The images below represent the community wayfinding sign option preferred by participants at public meetings for the Manchester Road master plan.

St. Louis Regional Wayfinding System: The community wayfinding signs shown are based on the Regional Wayfinding (installation in-progress). Since the sign design was distinctly “downtown” in appearance, the Manchester Road signage design was customized with color, the town logo(s) and was value engineered to ensure signs were affordable for each jurisdiction.

**Note:** Although MoDOT has conceptually approved the design and implementation of a Community Wayfinding system for Manchester Road, each city will assume all liability and maintenance for the signage. The cities will need to coordinate with MoDOT in determining final locations for signs along the corridor.





Note: Cast concrete (or other appropriate and durable material). Numerals are painted metal pin-mounted in a permanent manner.

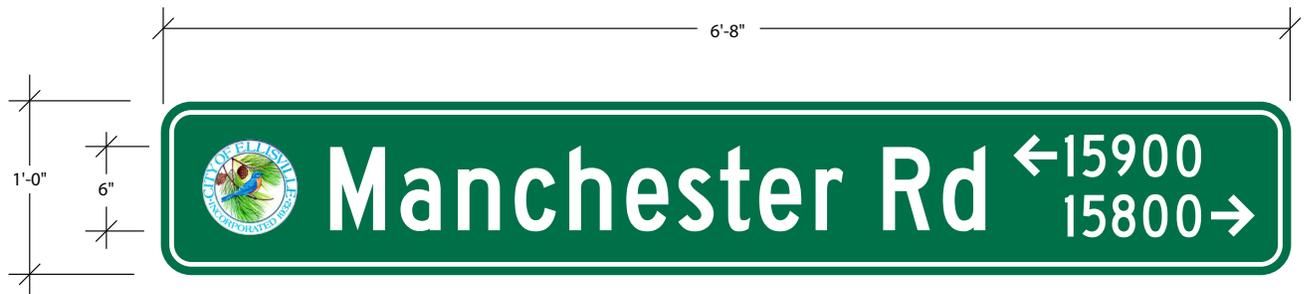
OPTION 2: Manchester Road Vehicular Community Wayfinding System Address Marker

Locations to be determined in field.

- The communities should work to improve the ability of businesses to attract customers and ease navigation.
- The communities should work with MoDOT to add freestanding address range markers to block corners to help motorists in locating addresses along the Manchester Road corridor. These address markers should be designed to include a “breakaway” mechanism in the event of vehicles colliding with markers. The foldout maps of the Sign Locations Plan depict the recommended locations for address range marker signs and for the locations of community wayfinding signs along the corridor.

- The communities should work with MoDOT to replace existing street identification signs with new, larger signs (6" cap height minimum for the street name) and add address range numbering to these signs.
- A structural analysis should be completed to ensure the existing mast arch is able to handle the increased weight and wind load of the larger sign(s).
- Using the Wildwood image-based guide as an example of signage required in future town centers, the other communities should augment their existing codes to include such regulations (with the exception of Winchester, an area that does not anticipate the creation of town centers going forward). Furthermore, the communities should use image-based examples for their sign codes (as Wildwood has done).

## Street I.D. with Address Marker



Manchester Road Vehicular Community Wayfinding System  
Street Identification with Address Marker

Per MODOT, new signs to be 1'-0" from vertical pole.









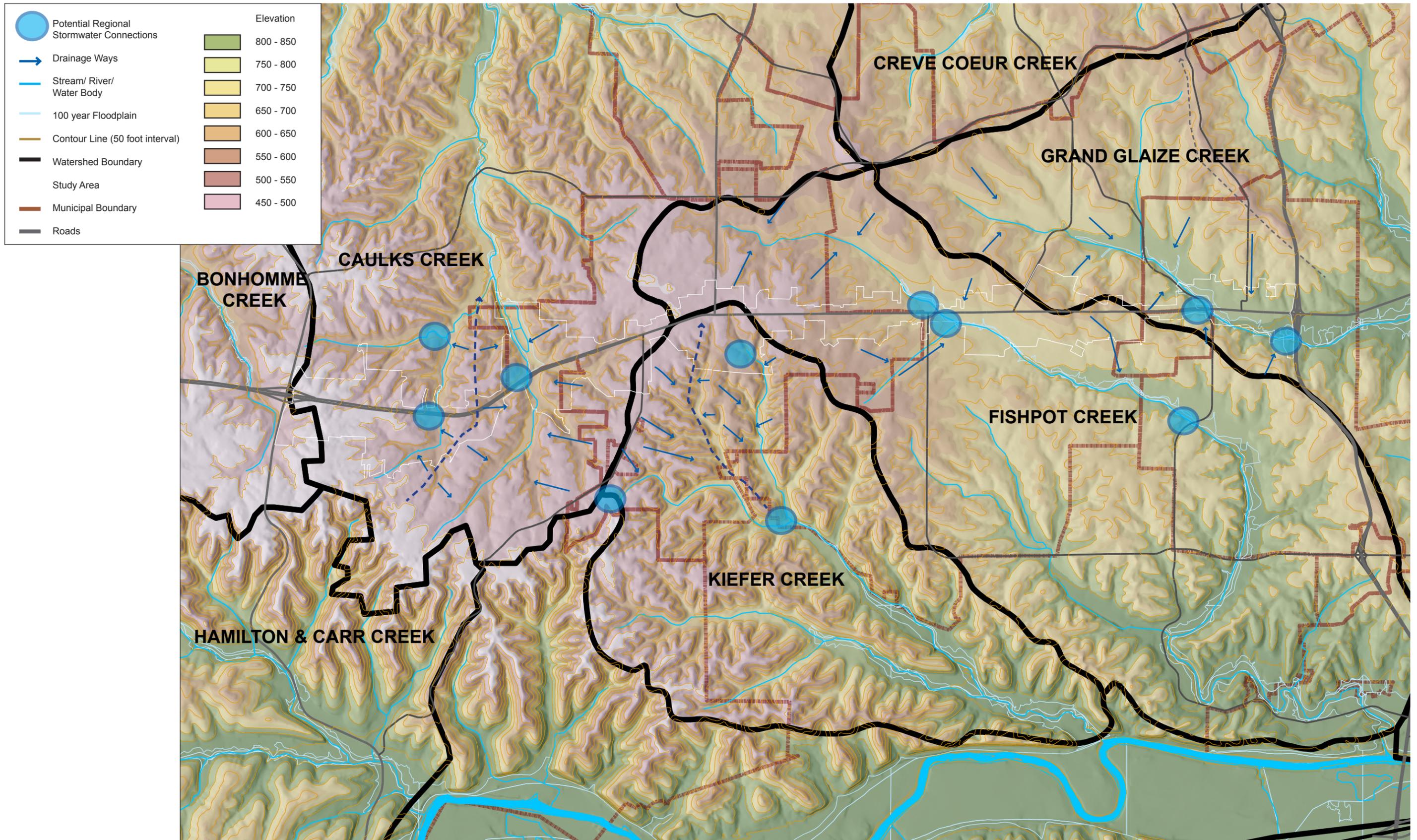
# STORMWATER

# Stormwater

Discussions with officials at the St. Louis Metropolitan District (MSD) and with local civil engineers at the beginning of the project indicated that planning for stormwater related entitlements complicates efforts to develop property along the corridor, and throughout the metropolitan area, at the current time. A few years ago MSD instituted model stormwater planning regulations. However, local property owners and engineers indicate that the process of administering and complying with the new regulations remains unclear and highly cumbersome. Gaining approval for stormwater plans for a given parcel may involve over six months of negotiation and paperwork with MSD and associated entities. Importantly, the current regulations require every property owner to analyze and provide for stormwater solutions on a parcel by parcel basis. This requires a significant expenditure of effort and cost for analysis studies and compliance for every individual parcel. Parcel by parcel systems are inefficient and cumbersome for all parties involved, and do not appear to solve the overarching stormwater issues facing the St. Louis area.

## Key Recommendations for Stormwater

- The five cities along the corridor should collectively present an alternative strategy to MSD to solve for stormwater in the area. Under this potential arrangement, property owners located within a given sub-regional drainage basin, such as the Grand Glaize basin, would contribute funding to a collective pool to provide for regional drainage facilities. These larger drainage facilities, located along or near the creek, would provide additional open space amenities to the community and relieve the burden on individual property owners to solve for stormwater runoff on their own parcels through smaller and more inefficient detention or retention facilities. By simply contributing funding to a regionally administered stormwater system, the administrative and bureaucratic burden currently impeding development would decrease as well. The figure on the following page depicts the boundaries of the primary drainage basins within the study area and denotes potential locations for sub-regional detention facilities along and near Manchester Road to serve these sub-basins.
- The communities should explore installing a series of vegetated swales within undeveloped portions of right of way areas along Manchester Road, and along side streets and intersecting north-south roadways, to increase the percentage of runoff that disperses into the ground rather than enter local creeks. In particular, the western portion of the study area includes significant open space within the right of way suitable for the installation of vegetated swale systems.
- The communities should look for opportunities to install rain gardens at key locations along the corridor. A rain garden is defined as a planted depression that allows rainwater runoff from impervious urban areas to be absorbed into the ground. Studies have shown that effective rain gardens can reduce the amount of stormwater and pollution reaching creeks by as much as 30 percent. Rain gardens should incorporate native plantings because these varieties typically do not require fertilizer and are more hardy and adaptable to the local conditions. Examples of plants to include in rain gardens to absorb the greatest amount of runoff include wildflowers, rushes, ferns, shrubs and small or miniature trees.
- The communities should reduce parking requirements and increase requirements for open and civic spaces in order to increase the overall coverage of pervious surfaces along the corridor.
- The communities should require at least a portion of the paved surfaces along the Manchester Road corridor to use porous pavement technologies to reduce runoff to adjacent streams.





# 10

## LIGHTING

Retail-oriented corridors such as Manchester Road require effective lighting in order to enhance safety for pedestrians, bicyclists, and motorists. Communities around the country have also used lighting design and placement in order to help to create a specific image or look for particular corridors. The existing lighting infrastructure along Manchester Road does not serve these goals and has resulted from uncoordinated planning for lighting over many years. The following highlights some of the key lighting issues along Manchester Road.

## **Visibility:**

- Motorists and pedestrians along Manchester Road experience excessive glare because most of the luminaries that light individual parcels along the street do not include shields.
- The use of lower color temperate lights (yellow lights) derived from high pressure sodium sources decreases visibility for drivers.

## **Aesthetics:**

- In general, the communities along the corridor and MoDOT have applied inconsistent design practices over the years, creating confusion and decreasing aesthetic quality along Manchester Road.
- The presence of overhead utility power lines, and associated requirements for utility clearances, limits the ability of the cities to place street lights using ideal spacings for a corridor of this type. Therefore, street light placement along Manchester Road is currently irregular and contributes to a lower quality aesthetic appearance.

## **Impacts to Adjacent Properties:**

- A few luminaries for pedestrians are in place along select sections of Manchester Road, but these facilities have not provided sufficient lighting for pedestrians and shoppers along the corridor.
- The existing overhead lighting at most car dealerships along Manchester Road uses too much light. In addition, many of the lights from car dealerships are directed toward motorists along the street, thus creating potential safety hazards for motorists.

## **Design:**

- In general, lighting design along Manchester Road does not meet best practices used around the country.
- Many sections of Manchester Road are only lit from one side, and many areas along the road do not have any lights. In general, the corridor features many areas that are either lit too brightly (from car dealerships) or are too dark (and do not feature any lights).

The following goals guided the formation of lighting recommendations for the Manchester Road corridor:

- Create a sense of timelessness using appropriate lighting equipment and layout
- Use good quality, current and future technologies when selecting lighting equipment
- Provide a safe, secure nighttime environment and establish visual identity
- Minimize glare and light pollution
- Aid vehicular and pedestrian circulation with a quality lighted environment
- Complement the character of particular segments along the corridor
- Avoid visual clutter
- Provide a comfortable, well defined environment by night and day

- Provide only the minimum amount of street light in less intensely developed areas
- Provide continuous lighting in town center areas
- Provide pedestrian lighting along pedestrian corridors

## Key Recommendations for Lighting

- Successful lighting design will employ layers of light. Lighting should provide uniform lighting on the street for vehicular traffic and strong vertical light at crosswalks and intersections for pedestrian detection. Additional pedestrian lighting assemblies, combined with signage, monuments, and markers, should help to provide sufficient lighting for pedestrians and bicyclists.
- MoDOT does not typically provide continuous lighting along state routes such as Manchester Road, and instead normally leaves this responsibility to local communities. The Manchester Road Great Streets Master Plan recommends that the five communities work together with MoDOT to coordinate lighting strategies and to reach agreements across jurisdictions and organizations concerning design standards for lighting.
- Lighting systems along Manchester Road should minimize impacts on adjacent or nearby properties, wildlife, and the night sky and therefore minimize light pollution.
- Luminaire aesthetics should complement the character of particular districts along the corridor. Luminaires within each town, for example, can reflect the style of the particular town. The Appendix contains technical specifications for recommended luminaire types for the Manchester Road corridor.
- The placement of equipment along any street in the corridor area should provide the lighting necessary for safe vehicular navigation and pedestrian circulation. The lighting equipment must also provide information and visual cues as to the nature of the road and upcoming hazards. The lighting system can provide for effective layout and placement in the following ways:
  - Emphasize the intersection by increasing the quantity of luminaires and/or different pole placement. For example, the cities may use median-mounted poles along the road between intersections and use corner-mounted poles at the intersections.
  - Utilize medians for equipment placement, thus providing uncluttered views to businesses and storefronts.
  - Provide a visually organized, hierarchical and easily understandable lighting system.
  - Integrate the lighting equipment with the surrounding landscape.
  - Reduce clutter by combining functions, such as lighting poles used for signage and banners
  - Transition from one district or transect along the corridor to another by reducing lighting layers in the transition zones.
- The communities should use lighting controls to reduce energy use during peak demand periods and to adapt the lighting system to environmental conditions such as snow. The Appendix contains detailed recommendations for lighting systems along the Manchester Road corridor.



11

# PUBLIC ART

# Public Art

In addition to expressing a desire to improve the economic health and transportation performance of the corridor, participants in stakeholder meetings and public meetings expressed a desire to improve the visual appearance of the corridor. Public art can help to build the identity for each of the five communities along the corridor without blocking views from Manchester Road to particular shopping areas or buildings or impeding pedestrian activity along sidewalks and trails that line the corridor.

The Manchester Road Great Streets Master Plan recommends that the five communities work collaboratively with MoDOT to develop standards and strategies for public art along Manchester Road, including potentially within the right of way.

Based upon feedback from the public meetings and from stakeholder discussions, the consultant team determined the following overall goals for Manchester Road related to public art:

- Public art should strengthen the collective identity of the district, and of the individual communities, by inviting artists to create artworks for inclusion along the corridor that reflect the social, cultural, and spatial aspects of the area.
- Reinforce the Manchester Road district as a cultural destination in West County for dining, shopping, living, entertaining, and conducting business.
- Enhance and support efforts to “green” Manchester Road by commissioning artworks that reveal environmental aspects of the streetscape and of the communities.
- Create partnerships with local schools, arts organizations, and other entities in order to present high quality artworks and engage with artists.

## Key Recommendations for Public Art

**Permanent, Integrated Artwork** - The communities should integrate works of art into the design of Manchester Road and other streets, including Main Streets and back streets, thereby helping to define the aesthetic quality of different parts of the Manchester Road corridor. Integrating planning for public art with redevelopment plans and initiatives to complete streetscape improvements will enhance the overall quality of design of the public spaces along the corridor and avoid the creation of a cluttered streetscape.

**Green Street Public Art** - The communities should consider enlisting an environmental artist to highlight the environmental features of the streetscape and the environmental assets along the corridor, including areas of woodland and picturesque creeks and streams. Design for town centers and other areas should integrate elements of public art with the design of rain gardens, detention facilities, and other sustainable stormwater strategies.

**Permanent Sculptures** - The communities should consider the installation of permanent public art sculptures at key locations along the corridor in the future, including town center areas, civic gathering places, and other nodes of community activity. These permanent sculptures may speak to the history of individual communities or reflect the vision for a particular town center. For example, the Manchester town center district may include public art emphasizing the history of the Manchester area stretching back to the 1800s.

**Temporary Public Art Installations** - In partnership with local arts and cultural organizations, the communities should pursue the regular display of temporary public art installations along the Manchester Road corridor. Temporary art projects or displays can reflect the dynamic nature of the corridor and in-

roduce new, exciting concepts to residents and visitors to the corridor area. Temporary displays should meet the following goals:

- Create artworks that raise the collective profile of Manchester Road as viewed by residents and outsiders.
- Build relationships with local galleries and cultural institutions by creating opportunities for the display of work in high traffic locations.
- Attract visitors to Manchester Road.

*Public Fountain: An example of existing public art at Wildwood Town Center*





12

# LANDSCAPE PLAN

# Landscape Plan

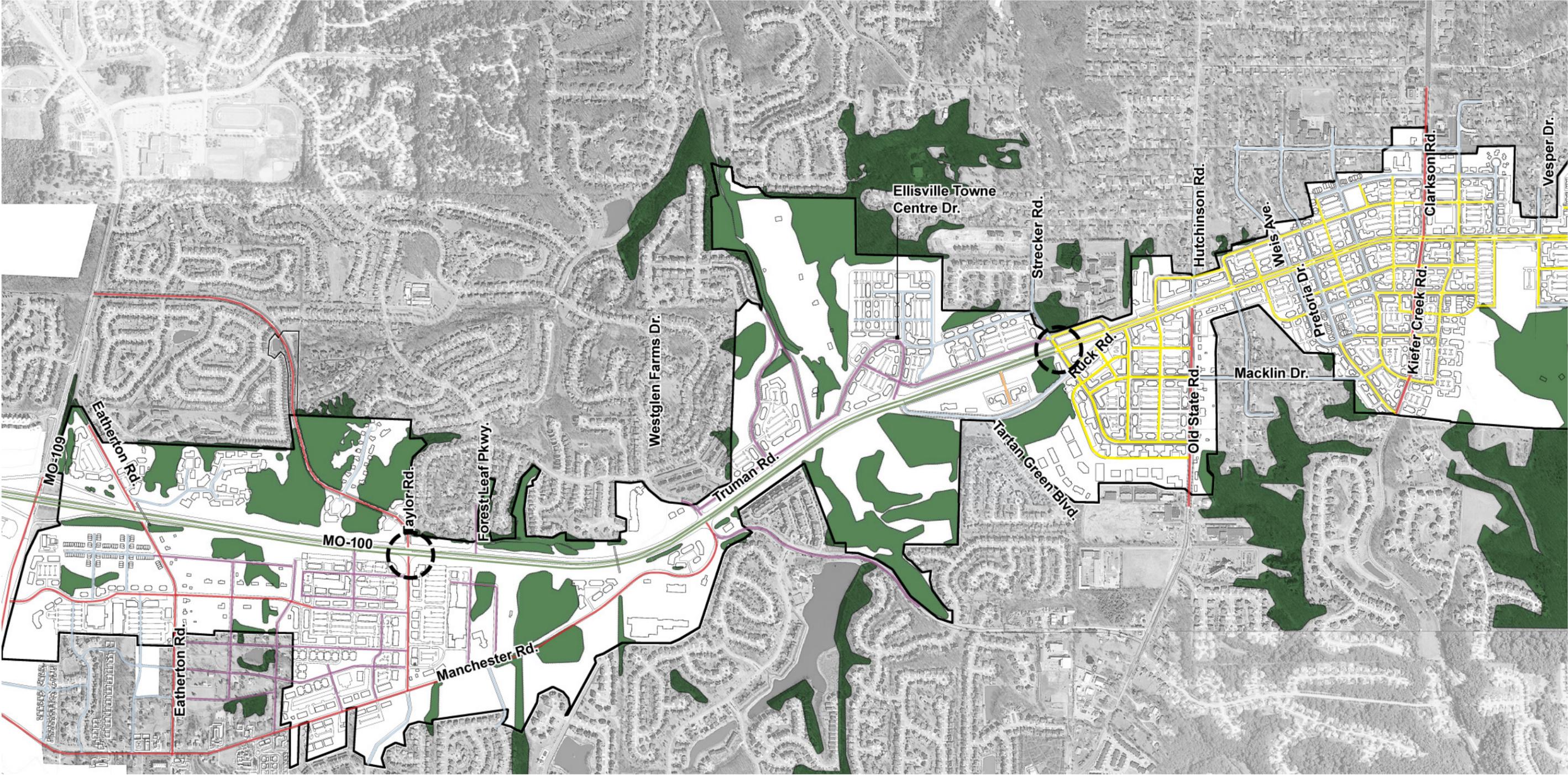
The Manchester Road Great Streets Master Plan does not provide specific, detailed design for landscape and streetscape treatments within the study area, but does provide recommendations for general patterns of plantings and trees along various streets throughout the corridor. Careful planting of trees and other vegetation can help enhance the livability and attractiveness of the corridor for residents and visitors and may help enhance the viability of businesses along Manchester Road and various side streets. For example, planting trees that allow drivers to see buildings and signage from the road, even after trees mature, is essential to protecting the retail viability of the corridor. Other types of trees are more appropriate for town center areas or for various side streets. Given Manchester Road's status as a state highway, MoDOT has jurisdiction over plantings and landscape features within the right of way. The Manchester Road Great Streets Master Plan encourages the five communities to work with MoDOT officials to coordinate landscaping strategies and standards for Manchester Road going forward.

The diagram on the fold-out page contains recommendations for various tree and landscape types for the recommended streets within the Manchester Road study area. The Manchester Road Form Based Code document contains visual representations and additional information concerning the recommended landscapes and the various street types for the corridor.

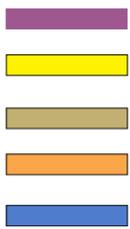
Furthermore, the master plan recommends that development along the corridor, in town center areas and other districts, include a variety of civic and public spaces to enhance livability and sense of place. A series of parks, greens, squares, plazas, and playgrounds integrated into the town centers and other key development nodes along Manchester Road will help to add character over time. The Manchester Road Form Based Code document contains additional information and images concerning civic spaces along the corridor.



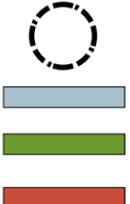
# Landscape Concept Plan - Western Segment



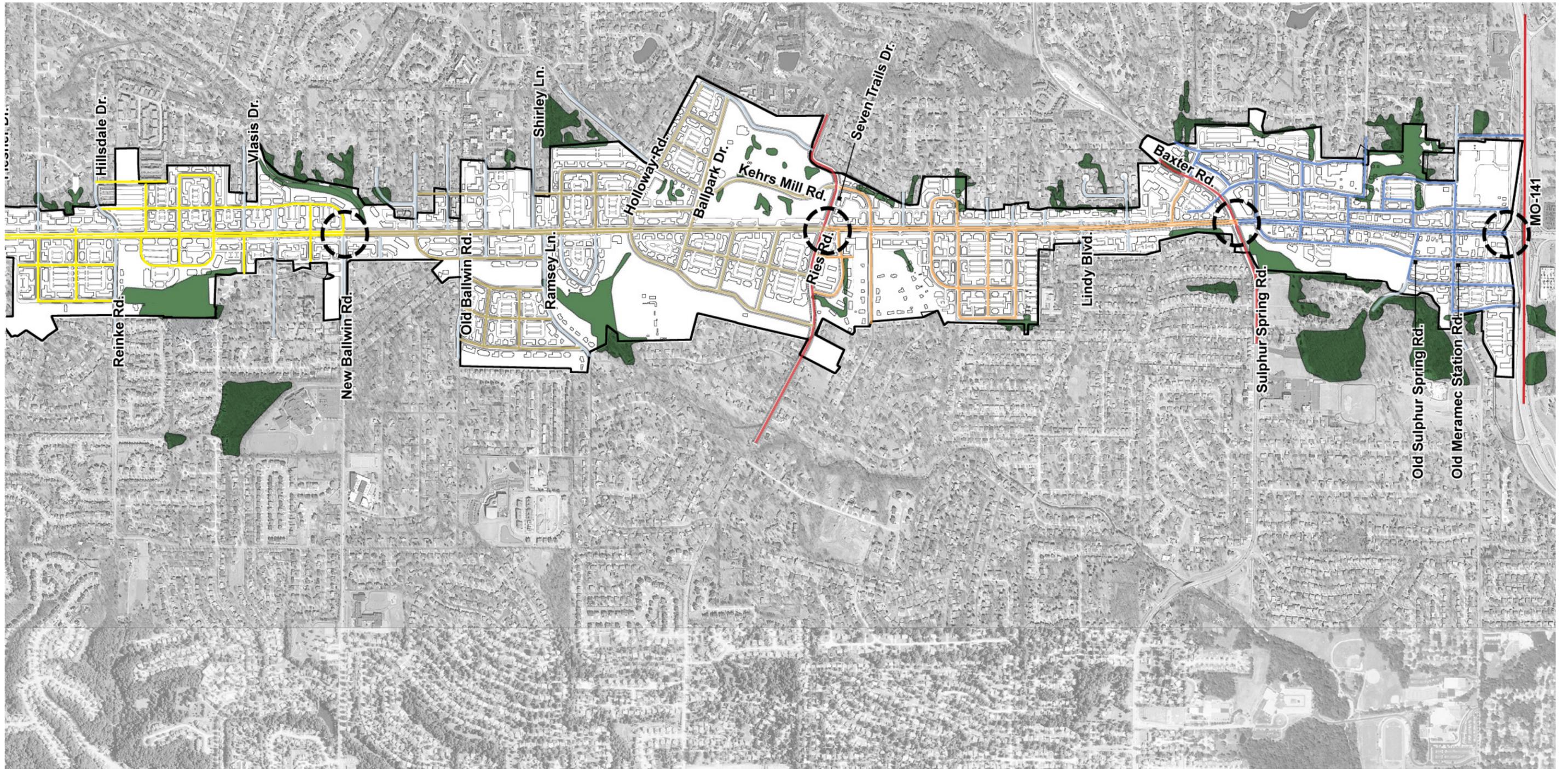
- Wildwood Planting
- Ellisville Planting
- Ballwin Planting
- Winchester Planting
- Manchester Planting



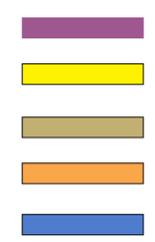
- Gateway Planting
- Residential Entry
- Parkway
- Arterial



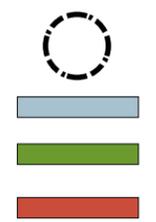
# Landscape Concept Plan - Eastern Segment



- Wildwood Planting
- Ellisville Planting
- Ballwin Planting
- Winchester Planting
- Manchester Planting



- Gateway Planting
- Residential Entry
- Parkway
- Arterial





# 13

## IMPLEMENTATION

# Implementation

The success of the five communities in creating meaningful improvements to the Manchester Road corridor will depend on their ability to implement the recommendations outlined in the Manchester Road Great Streets Master Plan. Civic leaders must work with other government partners as well as the private sector to execute public improvements and to encourage private development that matches the vision articulated by the community during the master plan effort. Successfully integrating the Manchester Road Great Streets Master Plan will involve a number of challenges, but dedication to the long term goals of the effort will produce a series of communities and a corridor that will set an example for suburban areas not only in St. Louis, but around the country. It is recommended that the communities should proceed in earnest with the following implementation steps to maintain momentum and move forward with initial phases of improvements and developments along Manchester Road.

**Comprehensive Plan Updates** – It is recommended that the five communities begin the implementation of the master plan within the next several months by including the recommendations of this plan in their particular Comprehensive Plans. These plans articulate the long range land use visions for particular communities, and including the updates from the master plan effort will, for the first time, attach the recommendations of this master plan to official community planning documents. The conversion of a good deal of the acreage along Manchester Road from a single-use (general commercial) to a mixed-use orientation should, based upon discussion and interactions the consultant team conducted during the project with the private and public sector, meet with agreement from the community. This change presents property owners with additional options for their land (including residential and office uses, as well as retail) and therefore should increase the value proposition for individuals along the corridor. The comprehensive plan updates could also include text and graphics that depict the locations of future park and open space connections, future civic spaces, and future street locations (including north-south streets as well as side streets running parallel to Manchester Road).

**Form Based Code** – It is recommended that the Cities consider changes to their existing zoning codes to help guide transformation from single-use sites to mixed use districts. One possible solution could be the adoption of a unified Form Based Code (FBC) for the corridor. The FBC could help outline the relationship between particular buildings and adjacent streets and open space areas for various districts or transects along the corridor. FBCs do not specify particular land uses for various buildings, but instead articulate how setbacks, architectural standards, and site plan layouts should create a sense of place for various types of districts. Over time, land uses (such as retail or residential) may change, but the form of buildings and streets should remain the same.

**Master Redevelopment District Formation** – It is recommended the five municipalities focus on issues identified in the plan including organization, coordination and management of road improvements including way-finding, access management, parking and circulation, land development or redevelopment and corridor marketing. The five communities of Wildwood, Ellisville, Ballwin, Winchester, and Manchester have built an unusual collaboration for the St. Louis area in organizing and applying for funding through East West Gateway's Great Streets Initiative to conduct master planning for the Manchester Road corridor. Throughout the planning effort, the five mayors and other elected officials from the communities expressed a desire to maintain the coalition behind the Manchester Road effort going forward, as redevelopment and revitalization efforts begin over the next few years. To the

extent permitted, or may be permitted by law, the communities should consider the establishment of a redevelopment district for the Manchester Road corridor.

While the five communities along Manchester Road will determine the exact roles and responsibilities of a redevelopment authority or district for the corridor, the consultant team recommends that elected leaders from the area consider the following factors in organizing and establishing a redevelopment entity. These factors highlight issues that the five communities should discuss and resolve as they formally create the structure for a redevelopment district.

- The district could have the power to issue bonds, collect sales tax revenues, enter into contracts with private and public entities for design and construction of improvements, and acquire and assemble land for redevelopment.
- The district or authority could have the power to prepare a district-wide drainage plan, work with MoDOT to establish design standards for the corridor, and to fund and construct drainage facilities which may serve more than one community at a time.
- The district could have the power to regulate and charge for parking and to build parking structures at select locations along the corridor in order to encourage shopping.
- The communities may wish to establish the bylaws of the redevelopment district so that the entity follows a master phasing plan approved by the board and the five communities.
- As an alternative, the communities could delegate this control to the redevelopment district and allow it to select projects and improvements for the corridor on an as-needed, case by case basis, as funding becomes available.
- Staffing for the Redevelopment District - In order to coordinate redevelopment activities and capital improvements within the corridor, the consultant team recommends that the communities join together to hire an executive director for the redevelopment district. This individual would have primary responsibility for implementing the district redevelopment plan, and the district could hire additional staff on an as-needed basis. The Executive Director for the district should have a balanced background working with both the public and private sector and should have experience in formulating development agreements, coordinating capital improvements, negotiating incentives for new businesses, and marketing and promoting a redevelopment area.
- Ongoing Funding - The redevelopment district may obtain ongoing funding from a variety of sources to provide for operations and improvements along Manchester Road, including:
  - A sales tax (of a predetermined percentage) charged on all retail sales conducted within the district; or
  - A master tax increment fund; or
  - The net increase in property tax receipts generated from the district (resulting from redevelopment) may fund the district; or
  - Parking and other user fees
  - The Missouri Downtown Economic Stimulus Act (MODESA)
  - Federal road corridor enhancement grants
  - Additional funding or grant sources including MoDOT sources of corridor funding

Funding needs for the Manchester Road district should correlate to the needs for land acquisition for new redevelopment projects and for related redevelopment costs, such as capital improvements along the corridor. Participation of the redevelopment authority in land transactions with the private sector

will largely drive the need for outside funding. The communities should establish an investment return threshold that the redevelopment district should attain within a specified period following inception (five years or ten years, for example).

**Initial Cost Estimate** - Based upon the final illustrative plan for the corridor, recommendations for transportation and utility improvements within the study area, and assumptions for unit costs developed through discussions with local officials and experience with other projects around the St. Louis region, the consultant team outlined an initial cost estimate for the public improvements necessary over the next 30 years to bring the revitalization plan to fruition.

Using an assumption of 20 percent contingency, the consultant team determined that public improvements, including funds for signage and way-finding, lighting, landscaping, utilities and drainage, grading, and improvements to existing and future roadways, totaled roughly \$100 million in 2010 dollars.

Based upon assumptions made by the consultant team regarding the timing of new development and the timing for associated public improvements and revenues resulting from new or revitalized development along the corridor, the consultant team determined that the “break even” point for new public improvements was in the \$115 to \$120 million range. Public improvement costs totaling less than this amount would provide positive returns on investment for the communities, and cost estimates exceeding \$150 million would result in a negative net present value (NPV) for the overall master plan revitalization strategy.

Funding for public improvements would result from contributions from each of the five communities, MoDOT, and St. Louis County, as well as contributions from utility companies and potential cost sharing or payment in kind from local agencies such as MSD or Trailnet. The five communities would need to work together to determine the appropriate contributions from various parties up and down the corridor, and will work to identify critical phase 1 improvements that require short-term funding.

**Business Association** – The five communities and the local business community should work to establish a business association for the Manchester Road corridor. Business associations around the country typically work to develop the brand image, advertising campaigns, and promotions for a given shopping district. They also may work with local governments to coordinate maintenance. Business associations resemble merchants’ associations in that they help a given district speak as a collective voice and therefore more clearly articulate its viewpoints and secure support from the larger community. In terms of promotions, a business association along Manchester Road could help coordinate festivals, farmers’ markets, and other regular events to bring more people into the district. It would help the business community along Manchester Road speak collectively concerning the redevelopment and ongoing operation of the corridor over the next few decades.

**Potential Implementation Schedule (Summary)** - While the revitalization of the entire Manchester Road corridor will progress over the next two to three decades, civic leaders and residents from the five communities expressed a desire during the master planning process for continued planning and initial phases of improvements to the corridor to proceed as quickly as possible. As outlined in the table below, the process of moving from the current master planning effort to construction of public improvements and initial stages of redevelopment by the private sector will involve several steps. In order for significant redevelopment projects to launch by the year 2013, for example, the cities will need

to work carefully over the next two years on preliminary planning steps and initial infrastructure improvements.

The consultant team anticipates that the five communities will consider the recommendations of the master plan as part of the comprehensive plan updates and changes to existing city codes and regulations by early to mid-2011. Civic leaders will likely consider the idea of forming a redevelopment entity during the first half of 2011. The Missouri General Assembly could pass enabling legislation for such an entity during the Spring-2011 session.

Following the adoption of master plan elements in each city and the potential organization of a redevelopment district, the five cities would likely spend the rest of 2011 completing final design and engineering necessary for initial streetscape and related public improvements along the corridor. At the same time, improvements to signage and lighting could move forward in order to produce tangible improvements to the corridor in the near term and improve the visual appearance of Manchester Road. By 2012, the redevelopment entity and private sector investors could conduct planning and entitlement activities for initial redevelopment projects. By 2013, residents may witness the beginning of the first major redevelopment projects created using the Manchester Road Great Streets Master Plan as a guide. By the middle of the decade, MoDOT will conduct an overlay paving project for the corridor that will also include improvements to pedestrian access points, including sidewalk ramps, to comply with requirements of the Americans with Disabilities Act (ADA). The cities should coordinate this project with other initiatives and improvements identified by the master plan. Missouri American Water should coordinate its ongoing efforts to replace older water mains along the corridor with the reconstruction and revitalization efforts of the cities and MoDOT along Manchester Road. Conducting all necessary infrastructure improvements in a given section of Manchester Road at the same time would create efficiencies and reduce construction issues for motorists and local businesses. Importantly, many of the implementation steps may move in parallel fashion, and the table below represents merely an estimate of the exact phasing of redevelopment.

Figure 28: Manchester Rd Corridor Implementation Schedule

|                                                                       | 2010 | 2011 | 2012 | 2013 | 2014 |
|-----------------------------------------------------------------------|------|------|------|------|------|
| Finish Master Plan                                                    | █    |      |      |      |      |
| Adopt Guiding Principles                                              | █    |      |      |      |      |
| Legislative Action (provide authority for corridor-wide organization) |      | █    |      |      |      |
| Amendments to Comprehensive Plans                                     | █    | █    |      |      |      |
| Adoption / Integration of Master Plan Elements into City Codes        | █    | █    |      |      |      |
| Adoption of Form Based Code                                           | █    | █    |      |      |      |
| Rezoning of Corridor Study Area                                       |      | █    | █    |      |      |
| Schematic Design / Construction Documents for Phase 1 Improvements    |      | █    | █    |      |      |
| Signage / Wayfinding Improvements                                     |      | █    | █    |      |      |
| Signalization Enhancements (Painting / Aesthetics)                    |      | █    | █    |      |      |
| Initial Streetscape / Aesthetic Improvements                          |      | █    | █    |      |      |
| Organize Development Authority                                        |      | █    | █    |      |      |
| Organize BIDs / CIDs                                                  |      | █    | █    |      |      |
| Water Main Replacement (Ongoing, Missouri American Water)             |      |      | █    | █    | █    |
| Assemblage of Land for Redevelopment                                  |      | █    | █    |      |      |
| Project Planning for Specific Development Sites                       |      | █    | █    |      |      |
| Approach Developers to form Public / Private Partnerships             |      | █    | █    |      |      |
| Site Plan Entitlements                                                |      |      |      | █    |      |
| Begin Phase 1 Redevelopment                                           |      |      |      | █    | █    |
| MoDOT Signal Optimization Study                                       |      |      |      |      | █    |
| Overlay Paving Project and ADA Improvements (MoDOT)                   |      |      |      |      | █    |

**Next Steps:**

The five communities should use their own discretion in moving forward with the next steps in the planning and execution of the Manchester Road Great Streets Master Plan. However, the consultant team suggests that the cities move forward with next steps of action in the following order.

- 1) Signing of a Memorandum of Understanding between the municipalities agreeing to the general principles articulated in this master plan.
- 2) Adoption of master plan recommendations into comprehensive plans for each community.
- 3) Establishment of a Master Redevelopment District to coordinate the ongoing planning and revitalization effort.
- 4) Adoption of a Form Based Code for the corridor, and adoption of updated development codes (for parking, signage, zoning, etc.) for the corridor based upon the goals and strategies articulated in the Manchester Road Great Streets Master Plan.
- 5) Identification of first and second phase public improvements along the corridor.