

# CHAPTER 2

# COMMUNITY PROFILE

## REGIONAL SETTING

The City of Brentwood is centrally located in the St. Louis and Metro area, just west of St. Louis. At about 1.9 square miles in size, Brentwood is considered an inner ring suburb of St. Louis. The City is bordered by the municipalities of Laude, Webster Groves, Rock Hill, Richmond Heights and Maplewood, which, like Brentwood, are land-locked and more matured communities. Located at the crossroads of a major transportation network, Brentwood is served by I-64 and I-170 in the north and MetroLink, the area's light rail transit service, in the northeast. The City's economic and business corridors are linked through a bus network that connects with the MetroLink station, making Brentwood a convenient location for conducting business and commuting to work.

## COMMUNITY HISTORY

Brentwood, Missouri first began to be established in 1804, with the lot purchases of Louis J. Bompert, and the Gay family and Marshall families. In the 1870s, the community became known as Maddenville, named after the community's prominent businessman, Thomas Madden, who operated a rock quarry and constructed a tavern, barbershop, grocery store, and blacksmith shop. In 1919, the residents of Maddenville decided to incorporate into a village to avoid annexation, and thus became the Village of Brentwood.

The schools were built in neighborhoods in the 1920's and 1930's to be within the walking distance of residential neighborhoods.

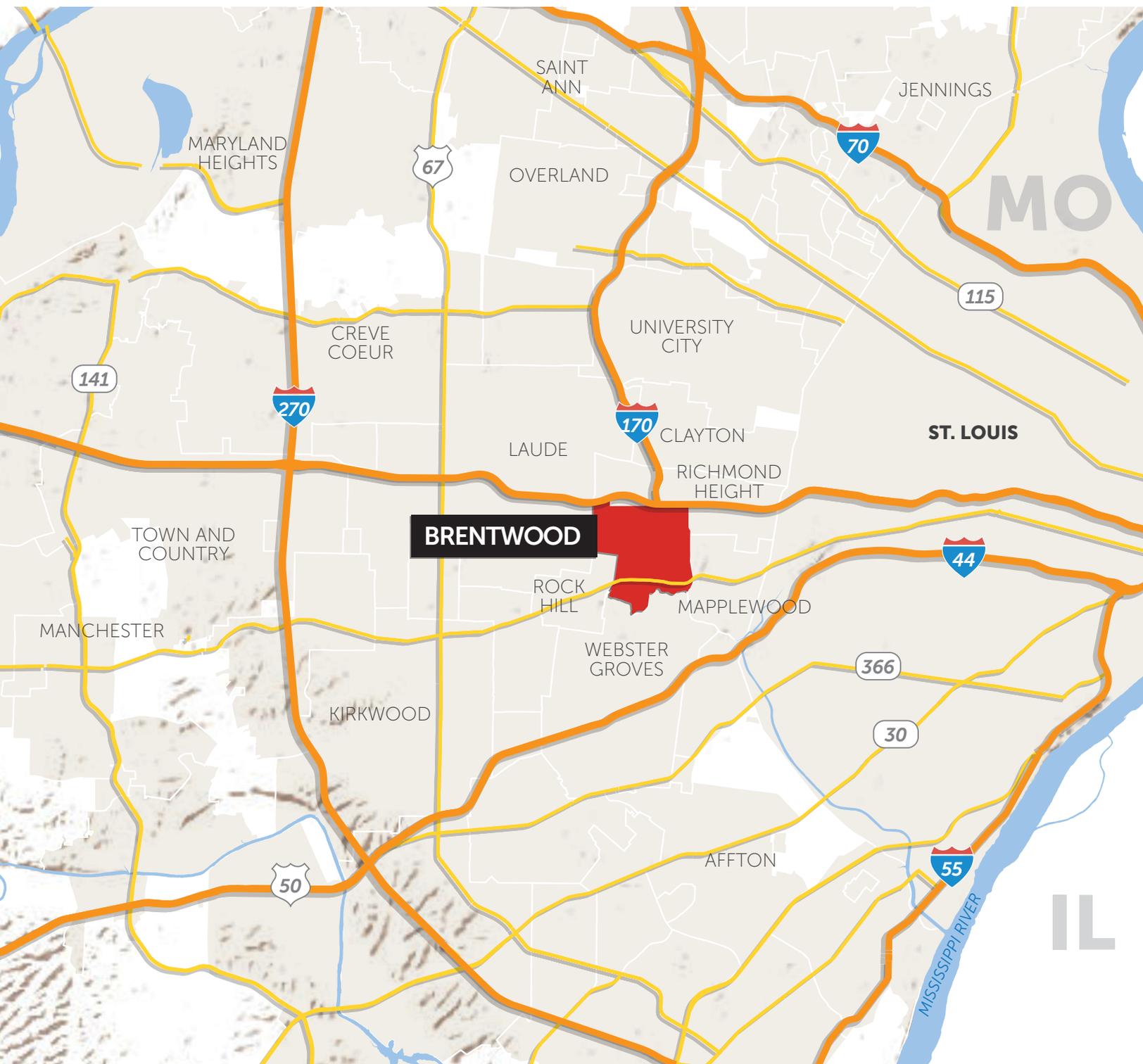
Manchester Road influenced the growth of Brentwood over the years. The properties along Manchester Road in Brentwood have shallow lots and a mix of uses which often frontage the road. During the times of auto growth, lots of auto-oriented businesses developed which still has a presence in Brentwood. Over the years commercial displacement of the residential properties can be seen along the Brentwood section of Manchester Road.

Brentwood City has seen some dramatic changes since the adoption of its first Comprehensive Plan. St. Louis County regional planning activities have also influenced the changes in Brentwood. After the 1999 plan update, the City created a Regional Mixed Use District along Eager Road and along Brentwood Blvd close to the I-64 intersection. Some of the residential areas were converted into regional commercial destinations.

During I-64 reconstruction between 2007 and 2010, one lane was added on Brentwood Blvd. to alleviate the regional traffic during construction. This extra lane became a permanent feature which has added extra traffic and significantly impacted the growth and development along Brentwood Blvd. The "small town" feel diminished due to increased traffic speed and commercial pressures.

Since the addition of the Metrolink Station in Brentwood, Transit Oriented Development (TOD) has taken a big stride in Brentwood and cities around Brentwood. City has experienced significant growth in its high density residential and retail development market. Hanley Station Condominiums added its first mixed-use development around 2010.

Presently, Brentwood is known to be a premier residential community, and is affectionately referred to as the "City of Warmth" due to its a small-town charm and friendly atmosphere.



## **PAST PLANS, STUDIES & REPORTS**

The following is an overview of relevant past plans, studies, and reports impacting policy, planning, and development within the City of Brentwood. The planning process recognizes the value of these prior-planning efforts, and, where applicable, has built upon them to help shape the Comprehensive Plan.

### **BRENTWOOD, CLAYTON, MAPLEWOOD, AND RICHMOND HEIGHTS BIKEABLE WALKABLE COMMUNITIES PLAN (2009)**

The 2009 Brentwood, Clayton, Maplewood and Richmond Heights Bikeable Walkable Communities Plan examined ways to improve connectivity between these four adjacent communities and included recommendations for trails and other bicyclist amenities. Objectives of this plan include – but are not limited to – establishing a Bike/Ped Program Task Force (BPPTF) for educating cyclists on the safe usage of roads and trails, coordinating activities among the four cities, ensuring the new roads include provisions for bicycle and pedestrian movement, and using active and inactive rail corridors for the development of multipurpose trails.

### **REGIONAL TOD STUDIES (2011-2013)**

Since the 2006 adoption of Brentwood's Comprehensive Plan, there have been multiple regional studies and plans that addressed the St. Louis region's light rail system and its station area neighborhoods. Metro, the regional transit agency in St. Louis, conducted an existing conditions analysis, inventory, and evaluation of transit-oriented development opportunities at every MetroLink station in the bi-state region in 2011. This study was followed in 2012 by a detailed market study for TOD project demand in the region. The study analyzed employment, office, retail, and industrial uses, and housing with a focus on multi-family housing demand in the area. Brentwood's station was placed in the Mid St. Louis County TOD market area.

In 2013, through grant-funded work with the federal Sustainable Communities program, a large coalition of regional stakeholders adopted a detailed TOD framework plan for the entire St. Louis metropolitan area. The plan created TOD typologies and individually evaluated each station area. Brentwood's station was identified as a "Suburban Town Center," and the plan provided housing growth market assessments, potential targeted densities, and site-specific redevelopment opportunities.

### **ONE STL REGIONAL SUSTAINABILITY PLAN (2013)**

The St. Louis area's Council of Governments, East-West Gateway, established a regional sustainability framework and offered strategies for local government to implement the Plan's goals. The plan was organized around the guiding principles of "prosperous, healthy, vibrant," and developed nine goal-areas: collaborative, prosperous, distinctive, inclusive, green, prepared, connected, efficient, and educated.

### **IMAGING TOMORROW - ST. LOUIS COUNTY STRATEGIC PLAN (2013)**

St. Louis County recently developed a new strategic plan to respond to lingering impacts from the recession and the release of the 2010 U.S. Census, which showed the County lost population for the first time. The Plan established a policy framework organized by three themes: healthy, engaged residents; desirable, connected communities; and accessible, attractive opportunities. The main emphasis of the Plan was reinvesting in existing areas and focusing resources on improving the quality of life of existing County residents.

### **BRENTWOOD PARKS SYSTEM MASTER PLAN (2014)**

The City has recently prepared a new parks master plan that addressed project-specific and policymaking detail that was absent in the 2006 Comprehensive Plan. Key recommendations included pursuing the development of a new skate park, identifying a location within existing parks for a "dog park" facility, identifying locations for a splash pad, developing a prioritized list of trail projects, and removing all of the invasive bush honeysuckle from the parks. The parks plan analyzed service standards and generally identified areas that are underserved by existing parks. The parks plan includes funding strategies, cost estimates, and action items. Some recommendations, like those in Oak Tree Park, have been acted on and our outreach efforts captured positive feedback from residents about those improvements.

## HANLEY INDUSTRIAL COURT STRATEGY (1997)

A 1997 strategy for the Hanley Industrial Court was one of incremental redevelopment and reinvestment for office, service, and light manufacturing uses. The 1999 Comprehensive Plan update re-classified the area as Planned Mixed Use, accommodating projects that may be a higher density mix of retail, office, residential, and light industrial uses. Early 2000's strategies looked at Hanley Industrial Court for conversion to regional commercial or higher density mixed-use products. Issues of property owners' rights, City-initiated redevelopment proposals, and increased vacancies and property obsolescence have made this area of the community an important discussion point.

## CITY OF BRENTWOOD FLOOD MITIGATION STUDY FOR DEER CREEK

In August of 2013, the City of Brentwood worked with CH2M HILL to conduct a study of the floodplain surrounding Deer Creek. The analysis involved the creation of three storm event scenarios and their corresponding impacted properties to establish a new floodplain delineation baseline map. The study incorporated ecosystem considerations, local needs, property acquisition and storage, and balancing flood risk elimination to create three potential flood relief solutions. Flood Mitigation Option A focuses on converting open space into detention facilities, which should only be considered as a potential enhancement or phase of a more effective solution; Flood Mitigation Option B would use existing high spots in the target area to create a ridge and reroute water to eliminate the 15-year flooding for 32 properties; and Flood Mitigation Option C would use a variety of several alternatives, such as a channel across the Deer Creek oxbow, acquiring properties through a voluntary buyout along the south end of Mary Avenue to convert to green space, widening Deer Creek, floodproofing activities on individual properties, and becoming a Community Rating System (CRS) community to lower insurance premiums under the National Flood Insurance Program (NFIP). The recommended path combines elements of Flood Mitigation Option C and non-structural mitigation techniques into an "Alternative D" option.

In 2016, the City sought immediate action due to flooding in 2015 by identifying eight (8) choke points to eliminate immediate obstructions in the channel. The study modeled each obstruction removal in a standalone situation and predicted which choke point removal provides the maximum benefit from flood control.

In 2017, the City conducted a follow-up study to analyze the combined benefits for all the previous studies conducted for their effectiveness for the 15-, 25-, and 100- year 24-hour storm event. The study specifically focused on the effectiveness of solutions for flood reduction within the target area of a 300-ft buffer of Manchester Road. The study provided the assessment of the flood control benefit by comparing the number of properties and estimated depth of flooding per parcel above ground under existing and proposed conditions for the alternative scenarios.

## ADDITIONAL EXPLORATORY STUDIES

The City of Brentwood has been a part of, or within the consideration of, several other studies since 2006 that were not formal plans and not adopted as an action strategy. The most prominent one is St. Louis County's exploration of the South County Connector, which would travel from Manchester Road near the intersection with Hanley Road, south into Shrewsbury. The proposed project was very controversial and as of December, 2014 has been put on hold due to uncertain funding. Further, the 2009 **Brentwood Boulevard/Manchester Road Commercial Study** outlined redevelopment goals and recommended modifications to the use of the City's Planned Development District zoning in those areas. Another example, the Great Rivers Greenway "River Ring" plan anticipates greenways and trails in Brentwood along the Deer Creek corridor, which would link the City to neighbors north along the Centennial and St. Vincent greenways, as well as to destinations further south, such as Grant's Farm along the Gravois Greenways and the River des Peres corridor in the City of St. Louis. Finally, the 2016 **Deer Creek Greenway Connection to Rogers Parkway Feasibility Study** selected an option to align the Deer Creek to Rogers Parkway with an estimated project cost of \$15.7 million, not including land acquisition and stream bank restoration costs.

## DEMOGRAPHIC & MARKET OVERVIEW

The analysis focuses on six topics: (1) population demographics, (2) employment, (3) housing, (4) retail, (5) commercial market (including retail and office), and (6) industrial market. Each section presents and assesses current trends, notes important market implications, and to the extent possible, makes projections for future development opportunities. Collectively, this information provides a general snapshot of Brentwood's current and projected competitive position within the St. Louis region.

Data for this study were acquired from a variety of sources, including the 2010-2014 American Community Survey (ACS), the 2010 U.S. Census, the State of Missouri, the St. Louis Regional Chamber of Commerce, and ESRI Business Analyst, a nationally recognized provider of business and market data. For purposes of clarification, data from 2000 and 2010 are actual figures from the U.S. Census. 2010-2014 American Community Survey data reflects a five-year average based on surveys conducted by the U.S. Census Bureau during that time. 2016 and 2021 data are estimates and projections developed by ESRI. In all cases, the figures presented are the most recent available.

### DEMOGRAPHIC SUMMARY BRENTWOOD & ST. LOUIS COUNTY

	2000	2014	2016	2021	Projected Change (2000-2021)
<b>Brentwood</b>					
Population	7,693	8,007	8,115	8,160	+467
Households	3,929	4,137	4,168	4,195	+266
Average Household Size	1.96	1.93	1.94	1.94	-0.02
Median Age	35.6	36.8	36.3	37.3	+1.70
% Racial Minority	7.3%	14.7%	15.9%	18.6%	+11.3%
Median Household Income*	69,623	\$63,954	\$68,184	\$77,351	+\$7,728
<b>St. Louis County</b>					
Population	1,016,315	993,696	1,001,814	1,006,065	-10,250
Households	404,312	405,109	405,242	406,621	+2,309
Average Household Size	2.47	2.40	2.42	2.43	-0.04
Median Age	37.5	40.6	40.9	41.7	+4.2
% Racial Minority	23.2%	31.8%	31.9%	33.7%	+10.5%
Median Household Income*	\$71,805	\$56,721	\$59,036	\$66,279	-\$5,526

\* Incomes are in 2016 dollars; Incomes were not collected by the 2010 Census  
Source: ESRI Business Analyst; Houseal Lavigne Associates

## DEMOGRAPHICS

**Population:** Generally, the City's population has remained relatively stable since 2000. Brentwood's population rose slightly between 2000 and 2016, but is projected to increase very slightly between 2016 and 2021. Between 2000 and 2021, the net change in population is estimated at about +467 residents.

**Age:** The City's population is aging. In 2000, the median age of the population was 35.6 years. By 2021, it is projected to rise to 37.3 years. Aging can also be seen in the increasing share of the population aged 55 years and older: 21.7% in 2000, 25.0% in 2016, and 26.3% in 2021.

**Race/ethnicity:** The City is becoming more racially and ethnically diverse. Between 2000 and 2016, the percentage of the population identifying as a racial minority increased, from 7.3% to 15.9%. Between 2016 and 2021, that trend of increased diversity is projected to continue.

**Income:** Household incomes (adjusted for inflation) in Brentwood declined between 2000 and 2016, but are trending upward. The median adjusted household income in 2000 was \$70,651 compared to \$68,184 in 2016. By 2021, the median income is projected to rise to \$77,351, roughly \$6,700 higher than 2000 levels. Brentwood's median income is, and is projected to remain, higher than that of St. Louis County's.

### Impact Assessment

While the City's population has remained relatively stable since development of 2006 Comprehensive plan, key characteristics of the population have changed. Brentwood residents are aging, and the population is becoming more diverse. This may drive changes in service delivery, demand for different types of goods and services, and local identity. An aging population may require a more age targeted housing stock including multi-family, townhome, and senior living options. Incomes are slowly recovering from the effects of the economic recession, and the projected rising of incomes may lead to higher demand for retail goods and services and increase the attractiveness of opening a business in Brentwood.

## EMPLOYMENT

**Total Employment:** Between 2004 and 2014, the number of primary jobs in Brentwood declined by about 822 jobs from 12,639 jobs to 11,817 jobs. However, total employment is on the uptick, but is projected to remain lower than earlier levels. The State of Missouri's Department of Economic Development estimates that the St. Louis Region -- which contains the City of St. Louis and St. Charles, Jefferson, St. Louis and Franklin counties -- will collectively gain 70,651 jobs between 2012 and 2022. Applying Brentwood's local share of the region's jobs to the anticipated expansion, it can be estimated that the city could gain roughly 1,636 jobs by 2022.

**Major Industries:** The composition of Brentwood's local economy shifted slightly between 2004 and 2014. While the Construction and Manufacturing industries remain major employers, their share of total jobs has decreased from 11.6% to 5.7% and 15.5% to 7.3%, respectively. Similarly, both the share of total jobs within the Retail Trade, Administration, Support, Waste Management and Remediation industries has increased from

17.8% to 21.9% and 5.7% to 16.7%, respectively. The number of retail jobs has not increased, but its share is larger due to a decline in other sectors. Overall, outside of the fact that 1 in 5 jobs are retail jobs, the local economy remains fairly diverse.

**Inflow & Outflow:** Nearly all of Brentwood's residents and workers are commuters. In 2014, the percentage of the city's jobs that are filled by non-residents has remained consistent at roughly 98%. Similarly, the percentage of city residents who commute to other cities for work has remained stable at roughly 93-95%.

Brentwood experienced a 6.5% decline in employment between 2004 and 2014, as well as some shifts in industry composition. As previously mentioned, retail jobs make up a large share of the employment base, which is reflective of Brentwood's status as a regional shopping hub along I-64.

## EMPLOYMENT STUDY BRENTWOOD

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
	Count										
<b>Total Primary Jobs</b>	12,639	12,797	12,906	11,779	11,642	10,253	10,752	11,335	10,971	10,556	11,817
	Share										
Construction	11.6%	13.1%	13.4%	9.6%	11.0%	9.7%	7.3%	7.6%	7.8%	7.7%	5.7%
Manufacturing	15.5%	15.3%	14.8%	15.0%	14.8%	13.5%	10.5%	9.5%	8.0%	9.0%	7.3%
Wholesale Trade	8.7%	7.9%	7.7%	6.8%	6.5%	6.6%	5.9%	6.6%	7.0%	6.9%	4.3%
Retail Trade	17.8%	18.3%	18.6%	20.4%	19.5%	21.0%	23.8%	22.2%	22.2%	21.5%	21.9%
Transportation & Warehousing	4.8%	4.7%	4.4%	5.3%	4.7%	4.2%	3.8%	3.9%	4.1%	4.3%	4.0%
Information	2.3%	2.0%	1.9%	2.0%	1.9%	2.5%	2.1%	1.6%	1.7%	1.8%	1.7%
Finance and Insurance	2.8%	3.6%	3.7%	4.0%	3.6%	3.6%	3.2%	3.4%	3.9%	3.8%	3.6%
Real Estate, Rental & Leasing	3.6%	3.3%	3.4%	3.8%	3.9%	4.3%	3.8%	3.9%	4.0%	4.1%	3.3%
Professional, Scientific & Technical Services	6.9%	6.8%	5.8%	5.9%	6.8%	6.0%	5.5%	4.7%	6.1%	5.8%	6.6%
Management of Companies & Enterprises	0.7%	0.9%	0.5%	1.3%	0.8%	1.2%	2.1%	2.4%	2.3%	2.7%	3.0%
Administration & Support, Waste Management & Remediation	5.7%	6.1%	7.8%	6.5%	6.6%	5.2%	9.9%	10.7%	8.5%	10.2%	16.7%
Educational Services	2.2%	1.9%	1.8%	1.5%	1.6%	1.9%	2.1%	2.4%	3.5%	3.2%	3.0%
Health Care & Social Assistance	4.2%	4.2%	4.7%	4.9%	5.4%	6.2%	6.4%	7.5%	8.1%	5.1%	5.7%
Arts, Entertainment & Recreation	1.1%	1.0%	1.0%	1.2%	1.4%	1.3%	1.6%	1.1%	1.2%	1.5%	1.4%
Accommodation & Food Services	5.1%	4.3%	4.0%	3.6%	3.6%	3.7%	4.1%	5.7%	5.0%	5.1%	5.1%
Other Services (excluding Public Administration)	6.1%	5.8%	5.9%	7.6%	7.2%	8.1%	7.1%	5.8%	5.8%	6.3%	6.0%
Public Administration	0.8%	0.7%	0.7%	0.7%	0.8%	1.0%	0.8%	1.0%	0.8%	1.0%	0.9%

Highlighted text denotes that the industry was one of Brentwood's 5 largest industries for that year, based on total employment  
Source: U.S. Census "On the Map"; Houseal Lavigne Associates

## HOUSING

**Total Units:** The number of housing units is increasing, but at a slow pace. Between 2000 and 2016, the net change in housing units was +371. Over the next five years, it is estimated that the City will add only 66 housing units, bringing the number of total units to 4,525 units. This is largely reflective of the fact that Brentwood is largely built out with a relatively stable housing supply.

**Tenure:** The share of homes that are owner-occupied declined from roughly 75% to 60% between 2000 and 2016. Vacancy has also spiked, from 3.9% in 2000 to 6.5% in 2016, although 2016 levels are lower than the high of 11.3% seen during 2010-2014 and lower than that of St. Louis County (8.1%). In 2021, the share of homes that are owner-occupied are expected to further decline to 57.8%, with vacancy rising to 7.3%.

**Type:** Diversifying the housing stock was identified a residential goal in the 2006 Comprehensive Plan, and the share of the housing stock that are single family detached and attached homes declined from roughly 60% to 55% and 12% to 6.9% respectively, between 2000 and 2010-2014.

**Value:** Home values are rising. Adjusting for inflation, the median home value in Brentwood rose from \$160,161 in 2000 to \$196,545 in 2016. This reflects both a rise in property values post-recession as well as the construction of higher end units during this time. Over the next five years, the median home value is projected to increase to \$228,468. Median values are relatively on par with St. Louis County.

**Sales:** Between 2006 and 2015, the median sales price per square foot has declined. In January 2006, the median was \$172/sq. ft., compared to \$156/sq. ft. in January 2015 and \$142 in January 2013. The market appears to be recovering, albeit slowly.

## Impact Assessment

As shown in the housing summary table, over the past fifteen years, the Brentwood housing stock has undergone a change in composition, with a decline in owner-occupancy and rise in rental occupancy and vacancy, as well as significant growth in multi-family units. While the housing market is still slowly recovering, the City appears well positioned to further capitalize on access to regional goods and services. That being noted, vacancy remains a challenge.

One potential opportunity for future planning is developing strategies that maximize Brentwood's unique, central location to St. Louis employment centers, as well as close proximity to retail, shopping, and residential quality-of-life needs. Brentwood appears to offer quality housing at affordable prices adjacent to jobs and services, which differentiates it from both neighboring communities that are more expensive, and outlying, and newer suburban areas that lack certain amenities and transportation convenience. Since 2008, there has been new reinvestment in established suburban communities that offer a wide range of benefits across the United States because of their unique competitive advantages, and targeted and focus-area planning could explore Brentwood's housing potential in greater detail.

### HOUSING SUMMARY BRENTWOOD

	2000	2010 2014	2016	2021	Projected Change (2000-2021)
Total Units	4,088	4,274	4,459	4,525	+437
Tenure					
Owner Occupied	74.9%	64.9%	58.6%	57.8%	-17.1%
Renter Occupied	21.2%	35.1%	34.8%	34.9%	+13.7%
Vacant	3.9%	11.3%	6.5%	7.3%	+3.4%

*Inflation Notes: values are in 2016 dollars; it was assumed that 2010-2014 average values were in 2011 dollars.*

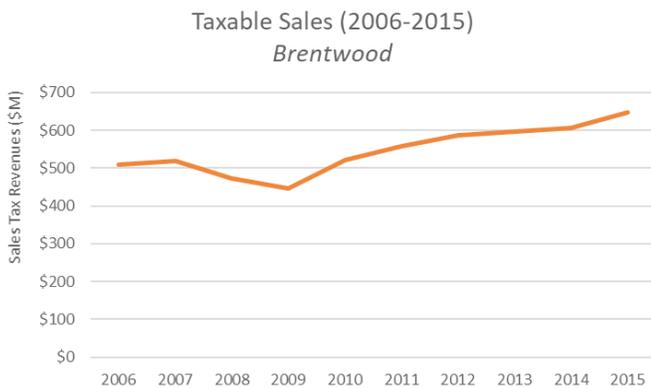
*Housing Type Notes: housing type composition for 2016 and 2021 is not included because ESRI does not issue such estimates or projections. \* denotes change from 2000 to 2014*

*Source: U.S. Census Bureau; ESRI Business Analyst; Houseal Lavigne Associates*

## RETAIL

**Vacancy:** Retail vacancy within the Mid-County sub market area, containing Brentwood, was 2.6% in 2016. Brentwood continues to face stiff retail competition from retail centers in neighboring communities.

**Retail Gap:** A gap analysis compares retail sales potential ("supply") with what consumers spend ("demand"). When consumer expenditures exceed market area sales potential (demand > supply), that means consumers are spending dollars outside of the area, referred to as leakage. When retail sales potential is greater than consumer expenditures (supply > demand) in a market area, the market is saturated with customers from both within and outside the area, referred to as surplus.



Source: City of Brentwood, MO Comprehensive Annual Financial Report (2015; Houseal Lavigne Associates).

## Impact Assessment

Overall, the gap analyses of Brentwood's retail market impact assessment (based on a 5, 10, and 15 minute drivetimes from the intersection of Brentwood Boulevard and Eager Road) show that the market is relatively saturated (from \$815 million to \$1.258 billion); however, this is relatively common for retail environments (such as Brentwood) that draw from a more regional population and include large retail nodes and shopping centers. In that the Brentwood market serves as a retail hub, indications of saturation are normal and do not preclude additional growth. It does, however, indicate the need for additional due diligence and planning for new development.

According to a recent report by LoopNet, taxable retail sales in the Brentwood market have been steadily increasing over the past several years. Brentwood's position within the region, highway access, and established retail base suggest the ability to further position the community for further retail growth, should it be desired by the community. Key challenges include a limitation in land available for retail development and a relatively competitive retail marketplace.

## OFFICE

**General trends:** The St. Louis regional office market, which covers the Missouri side of the metropolitan area as far west as Wildwood and Lake St. Louis, is trending in a positive direction. CBRE Research, a provider of real estate information, writes that “investment activity continues to be robust” as “investors have been attracted to the long-term stability and relatively high returns that a market like St. Louis has to offer.” Market activity is concentrated mostly within the Class A office space in suburban markets.

**Inventory:** Brentwood sits in the Mid County submarket of the regional St. Louis office market. Collectively, the submarket contains 7.5 million square feet of rentable space, the third largest submarket in terms of square footage after Downtown St. Louis and West St. Louis County and comprising 15.4% of the total market space.

**Vacancy:** Vacancy within the Mid County submarket is 8.0% (Q1 2016), the second lowest in the St. Louis Metro area.

**Rents & sales:** Within the St. Louis metro market, asking rents have stayed fairly stable since 2013, although they remain roughly \$5 per square foot less than city rents, which have increased fairly consistently since the end of 2012. On the other hand, asking sales prices in the metro area have declined from a peak of about \$110 per square foot in 2008 to about \$80 per square foot at the end of 2014. Prices have remained at about \$80 per square foot over the past three years.

## Impact Assessment

Brentwood currently has a few signature, suburban office towers, such as The Meridian, Magna Place, and the Center 40 Building, as well as other sub-Class A office space properties. However, with its proximity to Clayton and convenient access to the Central West End and multiple universities, there may be greater potential to expand Brentwood’s place within the regional St. Louis office market.

One potential strategy discussed repeatedly throughout the outreach workshops is repositioning and marketing the existing industrial park properties as business parks or “employment districts,” and additional planning could test the market demand for redevelopment and reinvestment along Strassner Drive, for example, to achieve this community vision.

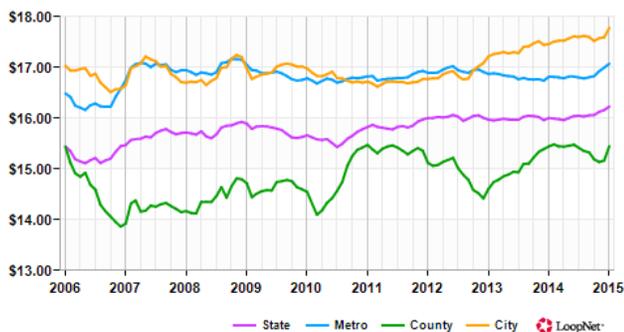
### OFFICE SUMMARY BRENTWOOD

	Rentable Area (Sq. Ft.)	Vacancy Rate (%)	YTD Absorp. (Sq. Ft.)	Average Asking Lease (\$ Sq. Ft./Yr.)
Mid County Sub Area	7,515,484	8.0%	75,958	\$23.28
Total St. Louis Market Area	48,770,907	15.8%	37,270	\$18.52

Source: CBRE; Houseal Lavigne Associates

### Office Property Asking Rent - Lease Trends

Asking Rent Office for Lease St. Louis, MO (\$/SF/Year)



Source: LoopNet (2016) St. Louis, MO Market Trends

### Office Property Asking Price Index - Sale Trends

Asking Prices Office for Sale St. Louis, MO (\$/SF)



Source: LoopNet (2016) St. Louis, MO Market Trends

### Office Property Asking Price Index - Sale Trends

Asking Prices Office for Sale St. Louis, MO (\$/SF)

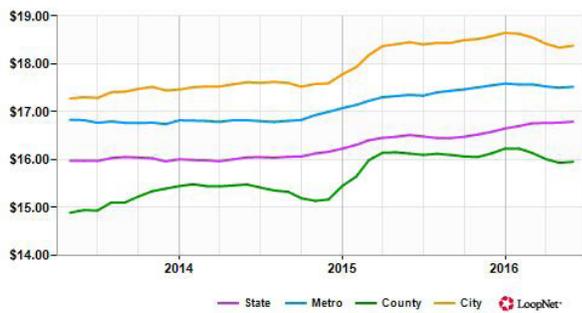


	Jun 16	vs. 3 mo. prior	Y-O-Y
State	\$88.08	-0.2%	+4.6%
Metro	\$79.35	-1.5%	-0.1%
City	\$75.21	+3.2%	+11.2%

Source: LoopNet (2016) St. Louis, MO Market Trends

### Office Property Asking Rent - Lease Trends

Asking Rent Office for Lease St. Louis, MO (\$/SF/Year)



	Jun 16	vs. 3 mo. prior	Y-O-Y
State	\$16.79	+0.2%	+1.7%
Metro	\$17.52	-0.3%	+1.0%
County	\$15.96	-1.2%	-1.1%
City	\$18.38	-0.9%	-0.4%

The average asking rental rate per sq ft/year for Office properties in St. Louis, MO as of Jun 16 was \$18.38. This represents a decrease of -0.9% compared to the prior 3 months, with a decrease of -0.4% year-over-year. County-wide, average rental rates in St. Louis are -1.2% lower at \$15.96 per sq ft/year for Office properties currently for lease.

Source: LoopNet (2016) St. Louis, MO Market Trends

## INDUSTRIAL

**General Trends:** The St. Louis regional industrial market had a “banner year” and the “market continues to roll,” according to CBRE. Overall regional market vacancy sits at 6.1%, lower than levels seen in the years after the recession. More than 1 million square feet is currently under construction.

**Inventory:** Brentwood sits in the Mid County area, which contains roughly 21 million square feet of rentable space. It is one of the larger sub-areas, and contains about 10.1% of the St. Louis market’s overall square footage.

**Vacancy:** Vacancy within the Mid County submarket is 4.1%, lower than the regional vacancy rate but higher than several other subareas, such as St. Charles County (1.7%) and Chesterfield Valley (1.6%).

**Rents & Sales:** Within the metro St. Louis area, asking rents have increased since 2013, from about \$5.90 per square foot in 2013 to roughly \$6 per square foot in mid-2016. The metro change in rents was not as dramatic fluctuation as what occurred within the city market; and in 2014, city market rents fell below metro rents for the first time since 2007-2008. Similarly, asking prices for industrial properties have declined since 2009, although the last two years has been relatively flat. Asking prices in metro St. Louis are lower per square foot than city prices.

## Impact Assessment

The industrial market has shifted since the 2006 Plan was adopted and continues to evolve in the post-recession economy. Although industrial investment and expansion has been one of the stronger parts of the regional St. Louis economy since 2009, Brentwood sits in the Mid-County submarket, which has more complexity to navigate and deal with trickier redevelopment sites than areas like St. Charles County and the Metro East, where growth has been strong and is often built on agricultural land.

Viewpoints shared during outreach appear to highlight a difference in vision, with some participants interested in better positioning Brentwood to compete for regional industrial expansion, where others felt Brentwood’s industrial areas would better serve the community if they were repositioned as office, technology, and research districts.

Regardless, there are certain existing industrial properties in Brentwood that will need reinvestment in the near-term. Additional planning could create targeted industrial and employment development strategies that could differentiate between areas near Deer Creek, those off Hanley Road, and the district along Strassner Drive and Hanley Industrial Court. Specific parcels and districts could be evaluated and matched to the market that would best perform at that location, whether that is office, traditional light industrial, or more flexible, contemporary employment buildings. Such strategies could outline what role the City could play in stimulating this growth and help evaluate the need or benefit of using public incentives and other financial tools.

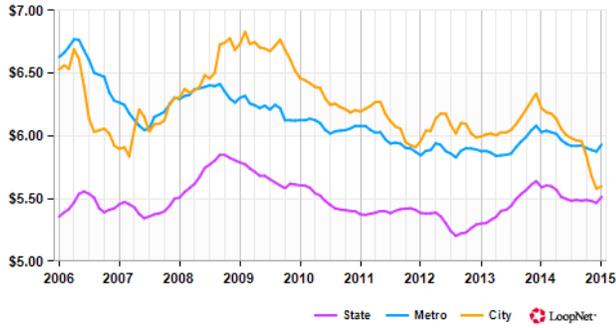
### INDUSTRIAL SUMMARY BRENTWOOD

	Rentable Area (Sq. Ft.)	Vacancy Rate (%)	YTD Absorption. (Sq. Ft.)	Average Asking Lease (\$ Sq. Ft./Yr.)
Mid-county Sub Area	21,516,260	4.1%	75,638	\$4.51
Total St. Louis Market Area	212,397,180	6.1%	378,564	\$4.39

Source: U.S. Census Bureau, ESRI Business Analyst; Houseal Lavigne Associates

### Industrial Property Asking Rent - Lease Trends

Asking Rent Industrial for Lease St. Louis, MO (\$/SF/Year)



Source: LoopNet (2016) St. Louis, MO Market Trends

### Industrial Property Asking Rent - Lease Trends

Asking Rent Industrial for Lease St. Louis, MO (\$/SF/Year)



Source: LoopNet (2016) St. Louis, MO Market Trends

### Industrial Property Asking Price Index - Sale Trends

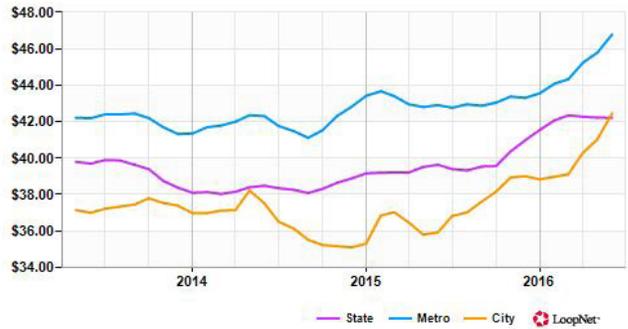
Asking Prices Industrial for Sale St. Louis, MO (\$/SF)



Source: LoopNet (2016) St. Louis, MO Market Trends

### Industrial Property Asking Price Index - Sale Trends

Asking Prices Industrial for Sale St. Louis, MO (\$/SF)



Source: LoopNet (2016) St. Louis, MO Market Trends



## COMMUNITY OUTREACH

Community outreach and engagement is paramount to the planning process, allowing the Brentwood Comprehensive Plan to represent the community. Throughout the planning process, individuals shared their ideas and aspirations about the community, which helped shape the vision, goals, and recommendations of the Comprehensive Plan.

The following provides an overview of the outreach efforts and initiatives that were conducted throughout the planning process:

### Comprehensive Plan Advisory Committee (CPAC) Workshop

On Wednesday, August 24th, 2016 at 6 p.m., a Brentwood Comprehensive Plan workshop was held with Comprehensive Plan Advisory Committee at the Brentwood Recreation Complex. The workshop began with a brief overview of the planning process and concluded with a community discussion of issues, concerns, and ideas. The workshop included a questionnaire exercise, from which participants shared their written comments with the overall group.

### Board of Aldermen Workshop

On Thursday, August 25th, 2016 at 7:30 a.m., a Brentwood Comprehensive Plan workshop was held with the Board of Aldermen at the Brentwood Recreation Complex. The workshop began with a brief overview of the planning process and concluded with a community discussion of issues, concerns, and ideas. After working through a questionnaire exercise, participants shared their written comments with the group.

### Community Workshop

On Thursday, October 13th, 2016, a Brentwood Comprehensive Plan workshop was held with community members at the Brentwood Recreation Complex. The workshop began with a brief overview of the planning process and concluded with a community discussion of issues, concerns, and ideas. Participants shared their written comments from the questionnaire exercise with the overall group.

### Business Workshop

On Wednesday, November 30th, 2016, a Brentwood Comprehensive Plan workshop was held with businesses at a Chamber of Commerce "brown bag" lunch.

### Visioning Workshop

On March 21, 2017, a visioning workshop was conducted with approximately 55 community members. Participants were organized into 9 groups and discussed issues in relation to transportation, residential areas, community facilities, commercial and industrial areas, parks, open space, and the environment. Participants came together at the end of the workshop to share their visions.



## SUMMARY OF WORKSHOPS

Members of the Brentwood community discussed a variety of topics throughout the planning process. Workshops and focus groups have been synthesized to highlight key themes that emerged from discussion and written comments. The following information provides a summary of feedback broken down by each theme.

**It is important to note that the comments, observations, projects, and actions cited in this summary are not to be interpreted as recommendations of the Comprehensive Plan and do not represent City policy, but rather represent feedback received from those who participated in workshops.**

### Priority Issues & Actions

**Stormwater Management:** Many participants identified flooding as a top priority and concern. Development on or near the floodplain and the handling of flooding on preexisting development were also concerns. A priority action is to activate the Corps of Engineers, the Metropolitan Sewer District (MSD), Ladue, Rockhill, Webster Groves, and Brentwood to solve the Deer Creek flooding that impacts the Manchester Road. More floodplain-friendly development, such as athletic fields and greenways, was a shared desire among participants.

**Business & Development:** Participants commented that the City currently lacked a large business anchor, and that they would like to attract mixed-use development, new residents, and businesses to the City while keeping in mind the transition between residential and commercial uses. There was concern over City Hall being land-locked and participants expressed a need for infill housing. Although there is a desire for more infill development, participants commented on the insensitivity of new housing complimenting existing neighborhoods due to the lack of guidelines for developers. The appearance and condition of major commercial corridors is a shared concern of participants, as well as the number of businesses being forced to relocate due to increases in rents. In addition, there was concern the Hanley Industrial Court and its label as “industrial,” as many would prefer it to be relabeled and redeveloped as a business park and transformed with mixed-use development. Action items include adding more mixed-use development and assemblage on Manchester Road, enhanced buffering of residential and commercial uses, exploring the live-work-play concept, and potential rezoning of residential uses to commercial uses. Participants are also interested in addressing capacity constraints at the library, either by expanding and updating the current building or by constructing another library in a designated Town Center. A priority action item from most participants is to build a Town Center with mixed-use development to attract local businesses, restaurants, and customers.



### Housing

While participants desired to maintain the aging residential housing stock, they also expressed concern over the lack of housing options, such as multi-family housing, adequate housing for large families, housing for young families, and senior housing. Outdated, dilapidated housing, vacant housing, and half-finished housing was also a shared concern among participants, and that there is a need for increased code enforcement in residential areas. An action from participants is to create more infill housing; build more affordable, non-rental housing; and prioritize redevelopment over demolition.

### Image & Identity

Establishing a stronger sense of place and community identity was a shared desire among workshop participants. The Manchester Road Corridor was commented as having poor aesthetics, and Brentwood Boulevard Corridor was described as “stale.” Participants stated that there is a lack of destination restaurants and entertainment, and that there is a disjointed sense of a City Center. Additionally, there was concern expressed over the tension between redevelopment and “Brentwood Charm.” Participants would like to see landscaping and gateway features used to create more green space and a cohesive identity, particularly on Manchester Road. Other actions include adding creative uses along corridors, beautifying the City (particularly the Manchester Road and Brentwood Boulevard corridors), and installing new, functional, decorative streetlights. Establishing a Town Center that serves as a gathering space with diverse restaurants and entertainment is also a shared desire of participants.



### Traffic & Transportation

Cut through-traffic from McKnight Road to Brentwood Boulevard was a common concern among participants. Concern of the lack of connected, non-motorized transportation was expressed, as well as concerns over traffic and parking. Major roads were stressed as unsafe, due to the speeding of vehicles and a lack of sidewalks and bicycle lanes. A few participants expressed interest in widening Brentwood Boulevard, whereas others had concern over the efficiency of Strassner Drive. Another common concern was the lack of pedestrian connectivity and pedestrian-friendly areas. For example, participants expressed concern over the quality, condition, and connectivity of the City’s sidewalks, particularly on Manchester Road. Disorganized parking with poor circulation was also a concern emphasized by community facilities providers. Overall, participants would like to see traffic congestion and speeding on Brentwood Boulevard addressed, potentially through a lowered speed limit. Other actions include redeveloping sidewalks to be wider, well-lit, and with pedestrian-friendly features (e.g., benches, planters); addressing traffic coming from I-64; strengthening east-west roadway connections of Brentwood Boulevard to minimize its divisiveness of the community; and develop the Hanley Industrial Court with a well-lit, connected network of sidewalks.



### Parks, Green Space & Recreation

The lack of updated parks, green space, playgrounds, and recreation was a common concern among workshop participants. Participants expressed a desire for enhanced and increased parks, green space, trails, and bike paths. Actions from participants include creating more trails, creating lighted trails, upgrading the park system using easements, eradicating invasive tree species and bush honey suckle, and increasing greenways.

### Strengths & Assets

Workshops concluded with a discussion of the strengths and assets that Brentwood should preserve and build upon. Responses generally highlighted the City's strong sense of community, central location, and transportation system. The following summarizes Brentwood's most frequently identified strengths and assets.

**People & Sense of Place:** Responses from outreach noted that there is a strong sense of community in Brentwood, and that the small, quiet, tranquility of the City is an asset. Participants also noted that the caring, close-knit, diverse, engaged, and friendly community is a large asset.



**Quality of Life:** There was shared appreciation for the low crime and sense of safety that the community provides, its older housing stock, and its manageable taxes. Brentwood's affordable housing, starter homes, and unique neighborhoods were noted as community strengths. Community events and activities were also noted as assets, such as Brentwood Days.

**Location:** Brentwood's central location was stated as a strength.

**Facilities & Infrastructure:** The City's schools, city services, and infrastructure were noted as strengths. Participants highly appreciate the MetroLink and consider transportation and commuting to be efficient. Participants also noted the police and fire departments, library, churches, and parks as community assets.

**Business & Development:** Brentwood's strong tax base, commercial uses, excellent retail mix, and access to grocery stores were noted as community strengths.

## ONLINE OUTREACH

### Interactive Project Website

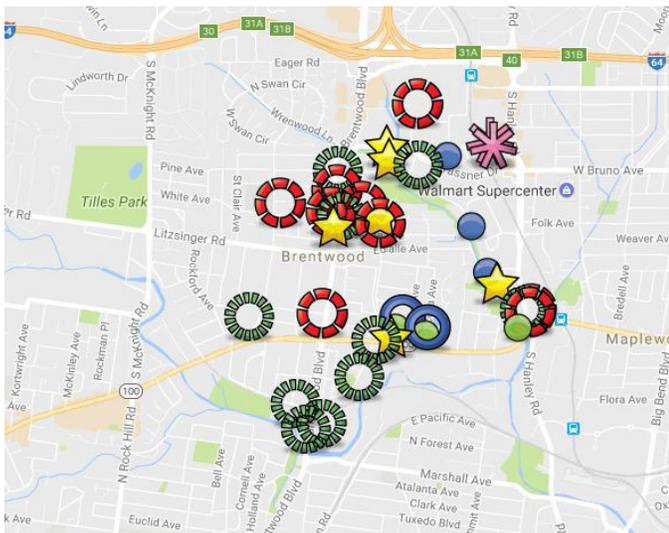
Online tools were used to supplement in-person outreach opportunities. Project website Brentwood 20/20 was created which provided the updates, announcements, and links to public documents and reports. This provided community members who were unable to attend workshops with the opportunity to voice their opinions. Online outreach also provided additional outlets for unique comments and feedback that may not have been directly related to workshop or focus group topics.

### Comments or Concerns

Respondents were concerned that there are not enough young professionals and families moving into the city, and that the city appears to consist predominantly of an aging population. There is also a desire to have more safe, multi-modal access into the various parks and recreational facilities. Respondents also commented that overall, Brentwood has great leadership, a warm community, and positive, strong traditions, which they would like to see preserved.

### sMap

sMap is an outreach tool that provides individuals with the opportunity to create a map of their community. sMap creates a fun way for participants to identify issues and opportunities within their city from a spatial perspective. Because comments and feedback are tied to specific spaces or areas of Brentwood, the City can better interpret and respond to various issues and opportunities.



Individuals created a total of 35 points on the Brentwood sMap, representing comments, ideas, and feedback from the community in 7 different categories. Most points were concentrated around Brentwood Boulevard just north of Litzinger Road, demonstrating areas of key concern. sMap feedback from community members has been summarized below.

**★ Community Assets:** Community assets include Memorial Park, the Brentwood Recreation Complex, and the park system in general. Community members also identified the incoming Great River Greenway Connector and work along Deer Creek as an asset that may bring in mixed use properties integrated with a natural landscape along Manchester Road.

**🟢 Development Priority Sites:** Community members identified sites that they see as potential gateway opportunities, such as on Manchester Road and Brentwood Boulevard, and areas that would benefit from greenway and stream restoration. Brentwood Boulevard north of Bridgeport Avenue as a potential location for low-rise residential apartments; and the area surrounding City Hall as a location for a pedestrian-friendly community hub that integrates retail, cafes, and City services.

**🚫 Problematic Intersections:** Several problematic intersections were identified by users. These intersections include the following:

- Manchester Road and Hanley Road
- Brentwood Boulevard and Manchester Road
- Brentwood Boulevard and Rosalie Avenue
- Brentwood Boulevard and White Avenue
- Dorothy Avenue and Eulalie Avenue
- High School Drive and White Avenue

**🚫 Undesirable Uses:** sMap users identified undesirable uses on Manchester Road just east of Ruth Avenue.

**★ Key Transit Destination:** The area around Strassner Drive that is served by the MetroLink was identified as Brentwood's Key Transit Destination.

**🟢 Desired Uses/Developments:** sMap users identified sites along Deer Creek that they would like to see restored and enhanced with landscaping. Users also suggested redeveloping the Hanley Industrial Court with walkable, medium-density residential.

**🟢 Poor Appearance:** sMap users identified areas in the community that they would like to see enhanced with landscaping, repaired sidewalks, and façade improvements. These areas were concentrated along Manchester Road between Dorothy Avenue and Deer Creek.

### **Outreach with Community Facilities Providers**

Additionally, local and regional community facilities providers such as Public Works, Brentwood School District, MO-DOT, St. Louis County Parks Department, Police Department, Brentwood Fire Department, Public Library, and City Administration allowed for more specialized engagement. Respondents provided similar feedback to that of the workshops. Key themes from all workshops and online outreach are summarized below:

### **ARTERIALS & COMMERCIAL AREAS**

Additionally, community facilities providers felt that parking impacts their facilities. This was reported to be due to poor circulation, a lack of available spaces, and disorganized parking plans. Flooding and the need for improved and better coordinated marketing and promotion were also noted to be of high importance to respondents. Flooding along Manchester Road and flooding in the Brentwood Park, Memorial Park, and Norm West Park were of particular concern to respondents. A lack of adequate landscaping and poor aesthetics were also a shared concern among respondents.

### **Growth & Redevelopment**

Community facilities providers were concerned over the ability to provide residents with free sewer and sanitation services if development and population continue to grow. There is also concern over traffic, crime, the demand for more arterial roads, and the City's reliance on the sales tax as a primary funding source.

### **Development Desires & Concerns**

Of the community facilities providers who engaged with the survey, about 67% answered that they have no immediate plans to renovate an existing facility within the community, whereas about 33% stated that they did have renovation plans. Many community facilities providers do not have plans to add a new facility within the community, and believe that there are currently no issues with the size and location of their existing facilities.

Projects or improvements that are planned over the next two years include:

- Repaving and milling streets
- Trash and dead tree removal
- The addition of sidewalks in Hanley Industrial Court
- Renovation and improvement of various recreational facilities
- Trunk sewer construction
- Potential Americans with Disabilities Act (ADA) compliancy and energy efficiency upgrades
- Building partnerships

Projects or improvements that are planned over the next three to five years include:

- Purchasing a new street sweeper and other equipment upgrades
- Improving the Public Works Building
- Improvements to parks and recreational facilities
- Potential ADA compliancy and energy efficiency upgrades
- Street resurfacing
- Minor sewer construction projects

## EXISTING LAND USE

Based on field reconnaissance taken in August 2016 and February 2017, every parcel in Brentwood was inventoried and classified into one of 8 existing land use categories. This inventory serves as the foundation of the Land Use and Development Plan, which defines the City's land uses, the desired character of key corridors and community areas, and guides the City's future development, investment, policy decisions, and capital improvements. The following information provides definitions of each category.

### SINGLE-FAMILY

The majority of Brentwood's residential land uses is occupied by single-family detached housing. Single-family detached homes are standalone structures that are typically owner-occupied and organized into neighborhoods and subdivisions. Throughout the City, single-family detached housing is well-served by local parks and schools.

### MULTI-FAMILY

Multi-family housing is generally concentrated in the northwest corner of the City around Wrenwood Lane and High School Drive. Multi-family residential development is also found in areas near Strassner Drive as well as Manchester Road. Multi-family homes are typically comprised of several units or households per lot, such as apartments, condominiums, and senior housing, that share common entrances, hallways, and building amenities.

### COMMERCIAL

A range of commercial uses are found along Manchester Road, Brentwood Boulevard, and in the far northeast corner of the City. Day-to-day service uses, such as grocery stores, restaurants, professional and business services, and auto related services, typically make up the City's commercial land uses, all of which predominantly accommodate auto-oriented transportation.

### HOTEL

Hotel and hospitality uses exist along I-64, and are typically compatible with adjacent commercial areas and high-volume roadways. Hotel uses support tourism and business development by providing temporary housing for Brentwood's visitors on a daily basis.

### RESTAURANT/RETAIL

Restaurant and retail uses exist just southwest of I-64 and Hanley Road, as well as along Brentwood Boulevard and Manchester Road. Restaurant and retail uses support day-to-day retail needs, and include smaller and larger businesses that cater to more regional needs.

### OFFICE

Office uses in Brentwood exist throughout commercial and industrial areas. These uses include professional offices, medical offices, and research facilities.

### INDUSTRIAL/UTILITY

Brentwood's industrial and utility uses are concentrated east of Black Creek bordered by the MetroLink rail line and Hanley Road. Industrial and utility uses are also found south of Manchester Road, mostly northeast of Deer Creek. Industrial and utility uses consist of a range of uses, such as distribution, light manufacturing, service and consumer-oriented businesses, business parks, railroad rights-of-way, and facilities that provide critical infrastructure throughout the City.

### PARK

Parks are concentrated in Hanley Industrial Court and around Black Creek and Deer Creek. Parks allow for active and passive recreation and are usually partnered with recreation facilities.

### RECREATION

Public recreation uses such as Rogers Parkway exist along Dorothy Avenue, around Memorial Park, and at the Recreation Complex on Brentwood Boulevard. In addition to the Recreation Complex, Brentwood's private recreational facilities include recreation uses adjacent and complimentary to Memorial Park, such as the YMCA and the Brentwood Swim and Tennis Club. Recreational facilities frequently accompany parkland and involve parks and recreation programming.

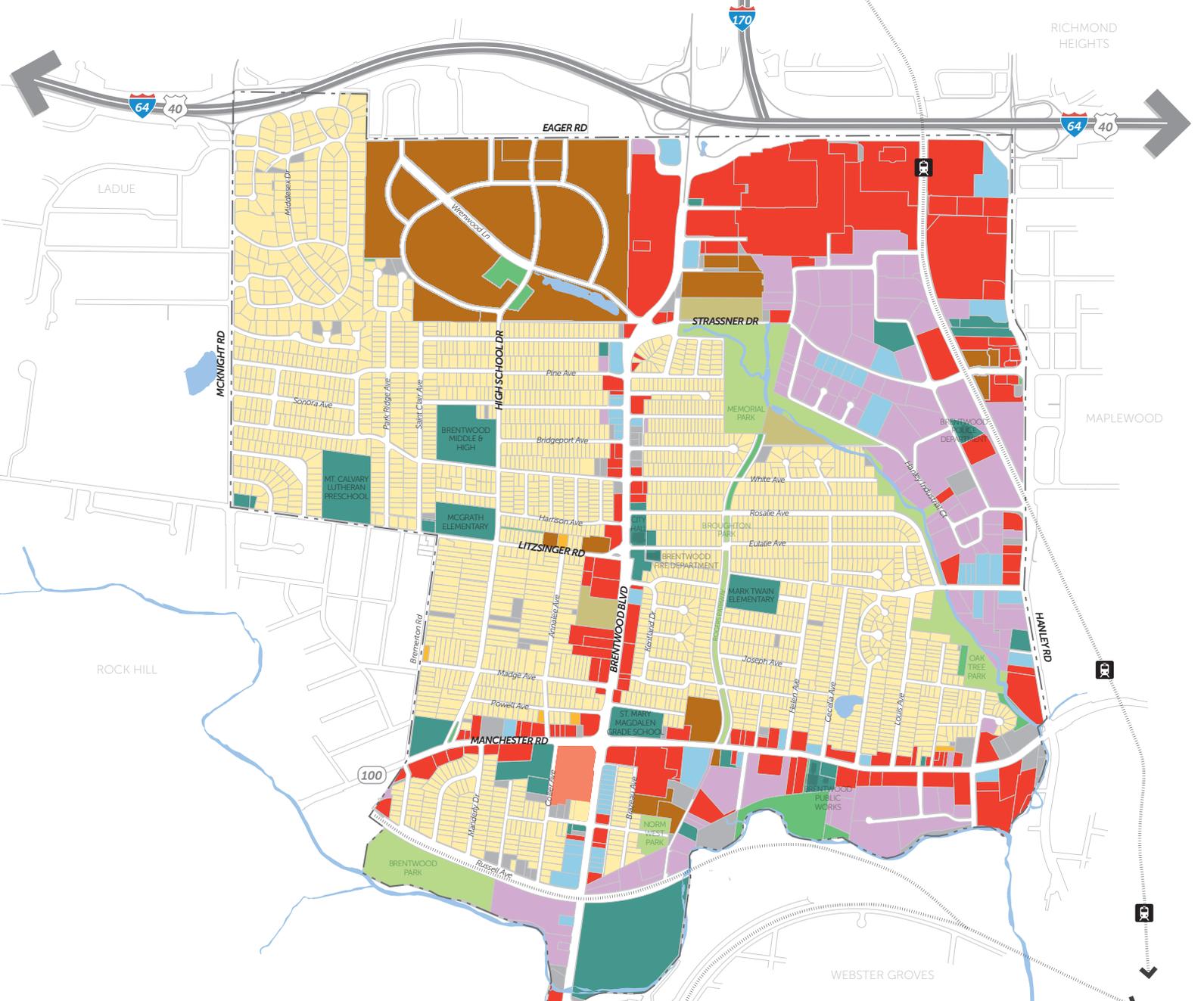
### OPEN SPACE

Open Space in the Brentwood Forest development, exists along Deer Creek, Black Creek as well as south of Wrenwood Lane. Open spaces usually are comprised of open fields, wooded areas, and natural features, such as wetlands, streams, and rivers.

### VACANT

Vacant land uses are comprised of land that is either undeveloped or occupied by vacant structures. Most of the City's vacant land is scattered throughout single-family detached residential neighborhoods and along major commercial corridors, such as Brentwood Boulevard and Manchester Road. Vacant uses also exist north of Russell Avenue and west of Hanley Road.

# EXISTING LAND USE



**LAND USE CLASSIFICATIONS**

<span style="display:inline-block; width:15px; height:15px; background-color:#f9e79f; border:1px solid black;"></span> Single-Family Detached	<span style="display:inline-block; width:15px; height:15px; background-color:#c4a33d; border:1px solid black;"></span> Recreational
<span style="display:inline-block; width:15px; height:15px; background-color:#f4b400; border:1px solid black;"></span> Single-Family Attached	<span style="display:inline-block; width:15px; height:15px; background-color:#4db6ac; border:1px solid black;"></span> Open Space
<span style="display:inline-block; width:15px; height:15px; background-color:#8d6e14; border:1px solid black;"></span> Multi-Family	<span style="display:inline-block; width:15px; height:15px; background-color:#a1c93b; border:1px solid black;"></span> Parks
<span style="display:inline-block; width:15px; height:15px; background-color:#e53935; border:1px solid black;"></span> Commercial	<span style="display:inline-block; width:15px; height:15px; background-color:#9b59b6; border:1px solid black;"></span> Industrial
<span style="display:inline-block; width:15px; height:15px; background-color:#5dade2; border:1px solid black;"></span> Office	<span style="display:inline-block; width:15px; height:15px; background-color:#7f7f7f; border:1px solid black;"></span> Vacant
<span style="display:inline-block; width:15px; height:15px; background-color:#1abc9c; border:1px solid black;"></span> Public / Semi-Public	

## EXISTING ZONING ASSESSMENT

The City of Brentwood currently has seven (7) land use zoning districts and two “planned districts,” which are named “Planned Development District,” and “Urban Development.” Further, the City also has a Flood Plain Overlay District. The zoning map has only been revised once, in September 2007, since the 2006 Comprehensive Plan was adopted, and the Code itself was most recently adopted in 2009. It does not appear to have been significantly revised since the recession.

Brentwood’s zoning code can be evaluated by the traditional use classifications: residential, commercial, and industrial zones.

## RESIDENTIAL DISTRICTS

The City has four residential zoning districts; however, no parcels are currently zoned “AR – Attached Single-Family Residential District.” The remaining zones are two single-family residential districts (A and B), and one multi-family residential district (MR). Because Brentwood is essentially fully developed, built-out, and landlocked, its residential zoning districts largely capture what is “on the ground” today. The main difference in residential area zoning are one large-lot block on High School Drive, and the estate home subdivision York Village/York Woods, off of McKnight Road. Otherwise, the “B District” zone’s site design standards, such as 5,000 square feet lot sizes and 5-foot side yard setbacks, reflect Brentwood’s existing residential character. Brentwood’s only multi-family district is Brentwood Forest.

The City’s existing residential zoning districts are likely adequate in addressing potential redevelopment in any part of the community; however, teardowns and large, infill single-family homes have been identified as a key issue for the City to address, which should be managed through development regulations and urban design standards. Further, the City could encourage the use of “neighborhood conservation” districts. Additional information on the establishment of “neighborhood conservation” districts is found in Chapter 6, Residential Area Plan.

## COMMERCIAL DISTRICTS

The City has two commercial districts, the General Commercial District (G.C.) and the Retail Service Commercial District (R.S.C.) which is targeted to local or neighborhood business activities. The Manchester Road corridor is mainly zoned G.C., but the Brentwood Boulevard and Eager Road corridors are zoned Planned Development District.

### General Commercial

The City of Brentwood has a general commercial district that is reflective of the traditional approach used in many suburban communities. Although the City has a great deal of permitted uses, with virtually any reasonable use permitted by at least a conditional use permit if not by right, most of Brentwood’s existing business districts are not zoned under this classification. Only the Manchester Road corridor is zoned using General Commercial, which is likely contributing to the scattered aesthetic and lack of a “sense of place” as a cohesive business district. Also, the southern-extent of Brentwood Boulevard, north of Deer Creek, is zoned General Commercial and reflects similarities to the Manchester Corridor in terms of use and design. There would likely be opportunities to revise the General Commercial zoning classification to more closely match the City’s intended development goals for these areas as part of a new planning process, as well as re-examine its use as a “broad-brush” approach to the southern portion of the community.

### Local Commercial

The Retail Service Commercial District is intended to address “convenience retail shopping, services and professional offices which are compatible in scale and intensity of use with adjacent residential uses.” Taking this into consideration, the district is only used in three isolated locations, does not form a compact district, and in one instance it is used for the Magna Place office tower. This zoning district appears to capture the community’s vision for Manchester Road and Brentwood Boulevard, but its use should be examined if any rezoning is considered as part of future planning processes. The City could potentially use this zoning classification to effectively and more closely align with the goals for certain commercial corridors.

## INDUSTRIAL DISTRICTS

The code contains one industrial zone, officially called the "LID: Light Industrial District." The district is intended to accommodate lighter-type uses at an intensity that is compatible with Brentwood's general community character. Although the district permits the types of uses expected in an industrial area, such as light manufacturing and warehouse-distribution facilities, it also permits a lot of non-industrial uses by right within the zone, such as offices, recreational facilities, schools, and churches. In addition, daycare, automotive repair, restaurants, and banks are permitted through a conditional use permit.

Based on the analysis, the City's current industrial zoning does not appear to match its intentions. Specific inconsistencies include:

**Two Different Areas:** Both the Deer Creek and Hanley Industrial Court/Strassner Drive industrial areas are zoned the same, although there appears to be different visions for the two areas' futures. Further, there appear to be different site and circulation design issues in the two districts, and both probably cater to different types of suburban industrial markets. However, virtually all of Brentwood's industrial areas are treated with the same broad zoning brush. Future planning should identify whether separate and targeted zoning and/or overlay districts are needed to achieve different visions for these two separate areas.

**Manchester Road Corridor:** This business corridor is split by zoning districts. The north side of Manchester Road is zoned for general commercial uses, but the south side of the street is considered industrial property. This contrast still exists at the Manchester and Hanley Road intersection. Based on the outreach, the community would prefer to see Manchester Road redeveloped as a small business and neighborhood destination district; however, industrial uses and the current General Commercial and Light Industrial zoning districts appear incompatible with that vision.

**Permitting Many Uses:** The current LID zone permits a lot of uses, some of which are probably not compatible, but regardless do not match the consistent "employment district" vision discussed during the Plan Review process. During outreach many individuals stated they would prefer job-creating uses and professional office spaces more than the current mix of contractors and exercise gyms, which participants felt were underutilizing Brentwood's limited industrial park space. Future planning and zoning analysis could review the existing industrial zoning code and address permitted uses as well as examine the need for more targeted zoning and/or overlay districts to best match the community's goals.

**Variation along Strassner:** The evaluation process has captured a lot of new trends since the roadway was extended to connect to Hanley Road and Metrolink station. Outreach participants expressed a desire to see a singular vision for this corridor, but the current zoning quickly transitions from Urban Development and Single-Family Residence, to Planned Development District and Light Industrial, before transitioning back into an Urban Development district at Hanley Station. After a clear vision is determined for the long-term redevelopment of this area a zoning district should be created to better match the complexity in this area and promote the type of investment the City desires.

## PLANNED DEVELOPMENT OVERLAY DISTRICT (PD)

Most of Brentwood's commercial areas are actually zoned through the Planned Development District. The district is intended to provide for a flexible, mixed-use approach to integrating office, multi-family, and retail, as well as increased building height and site densities. Planned Unit Developments (PUDs) and zoning categories to capture this approach to development, particularly complex mixed-use projects that require parcel assembly and infill site design, have demonstrated their value over time; providing flexible zoning to accommodate this redevelopment activity is a municipal best practice, and Brentwood's approach appears appropriate.

However, future planning could examine the use of the Planned Development classification as it applies to essentially splitting the Strassner Drive/Hanley Industrial Court area in half, as well as its use down Brentwood Boulevard to the intersection with Manchester Road. Many of these areas will require complex redevelopment proposals, and the City will likely need to engage the developer in cooperative negotiations. Both areas could potentially be better matched between the vision for those areas and zoning regulations.

For example, depending on the vision for the existing industrial park area, the Planned Development district may be sufficient, but the Brentwood Boulevard corridor may benefit from a narrower spectrum of permitted uses, lower densities, and more by-right flexibility. As the Brentwood Boulevard corridor will likely be redeveloped in some cases by small businesses using existing parcels and buildings, the City may want to evaluate a more traditional zoning code that reduces architectural, engineering, and other professional service costs in order to redevelop the property. Additional planning efforts could evaluate the use of creative overlay districts to achieve Planned Development-style goals, approved by the City Council via a conditional use permit, while still allowing by-right uses with a base-level “neighborhood commercial” business district for smaller-scale investment by local business owners. The existing R.S.C. district may effectively link-up with these community visions and goals, and could be strategically complemented with Form-Based Code overlays and zoning bonuses (i.e. additional density in exchange for shared parking or higher-quality building materials), which would be subject to Planning and Zoning Commission and Board of Alderman review and approval.

Additional planning efforts for these business districts, particularly the Brentwood Boulevard corridor, should examine zoning as part of a larger economic development strategic plan for the area, with an eye towards encouraging redevelopment that matches current market realities. Although the Planned Development zoning classification is a good practice, there are likely additional, dynamic zoning tools that could be a part of a larger overall strategy for these business districts.

## SPECIAL DISTRICTS

The City has two special zoning districts. The “Urban Development” district is intended to promote mixed-use development at a higher density than permitted in other zones, specifically targeting projects that blend multi-family housing, retail, and office uses. This zoning has been used for The Villas and Hanley Station and must be approved through a site plan review and permitting process with the Board of Aldermen.

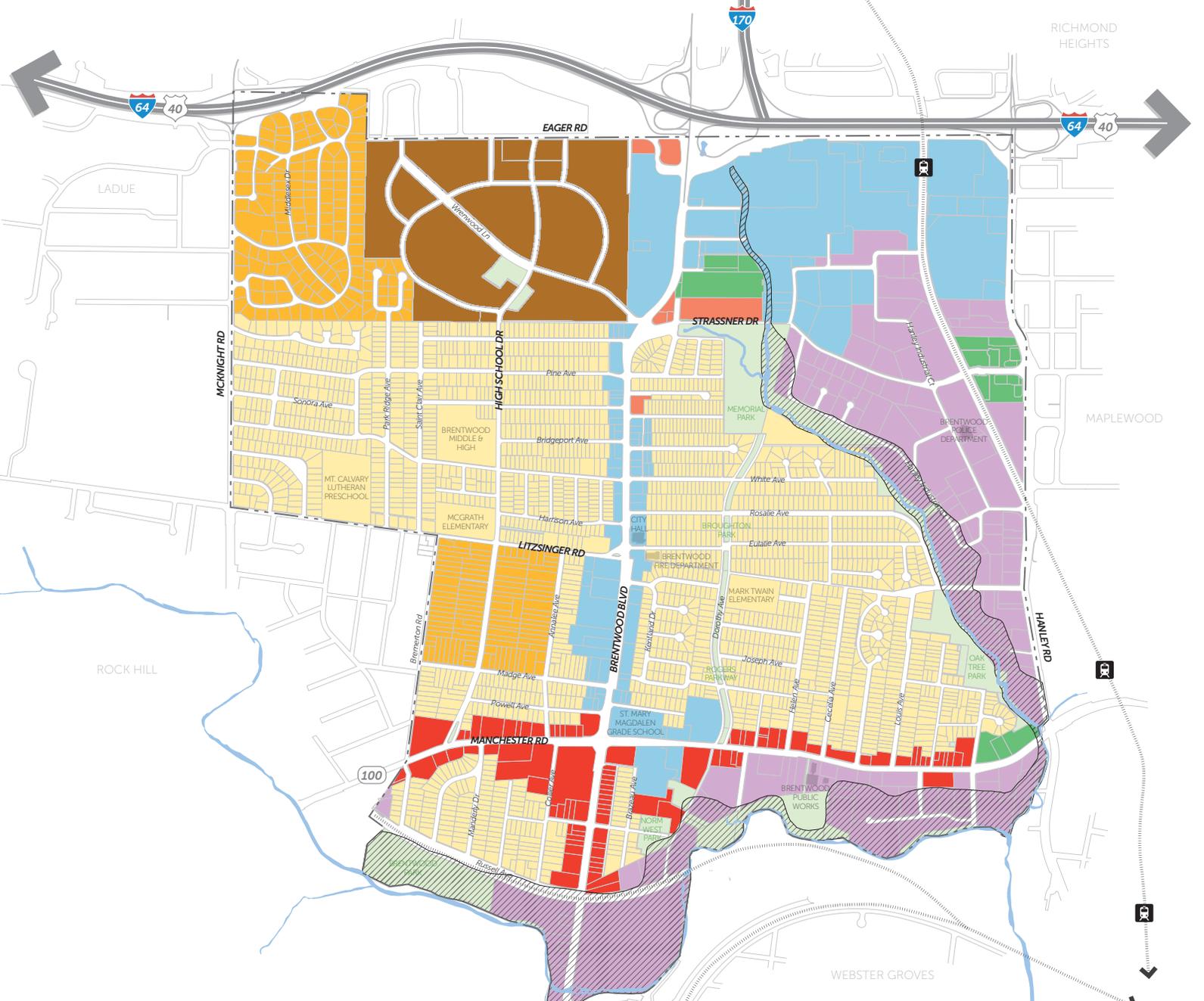
The second special district is a Floodplain Overlay District, which is based on the 100-year floodplain and is intended to “protect future development in the City from those areas subject to rising or fluctuating water levels or flooding.” This overlay zone covers virtually every use type in the City, including residential, commercial, and industrial districts.

## GENERAL IMPLICATION FOR FUTURE PLANNING

In general, the City of Brentwood’s zoning code and its use of those districts within the community will likely continue to match the City’s goals and vision for the various parts of the community. Brentwood’s neighborhoods are established and present a generally unified character in each area, and therefore there will be little change in the City’s residential districts over the next 5 to 10 years. The main area to address is the teardown/infill home construction trend, which could be managed through additional planning but would likely be controlled by tools other than conventional zoning districts. However, the City appears to be re-evaluating its pursuit of “big box” shopping centers while also prioritizing small business growth in the Brentwood Boulevard and Manchester Road corridors. Further, there are initial ideas and concepts for the long-range repositioning of the City’s industrial park areas, but not a final economic development strategy.

These areas would likely benefit from additional subarea planning and corridor design. Zoning will likely be one of the key areas to reexamine. Some of the core zoning pieces needed appear to be in place and some follow national best practices; however, due to the current economic climate and the complex redevelopment challenges faced in some of Brentwood’s key commercial-industrial districts, more sophisticated zoning tools, like overlay districts and Form Based Codes, may be needed to either accelerate or incentivize new investment, or at least clearly articulate to the development community what the City and its residents aim to achieve in these areas.

# EXISTING ZONING



## ZONING DISTRICTS

- (A) Single-Family Residential
- (B) Single-Family Residential
- (MR) Multi-Family Residential
- (RSC) Retail-Service Commercial
- (GC) General Commercial
- (LID) Light Industrial
- (PD) Planned Development Overlay District
- (UD) Urban Development
- (FD) Flood Plain Overlay