

CHAPTER 4

FUTURE LAND USE & DEVELOPMENT

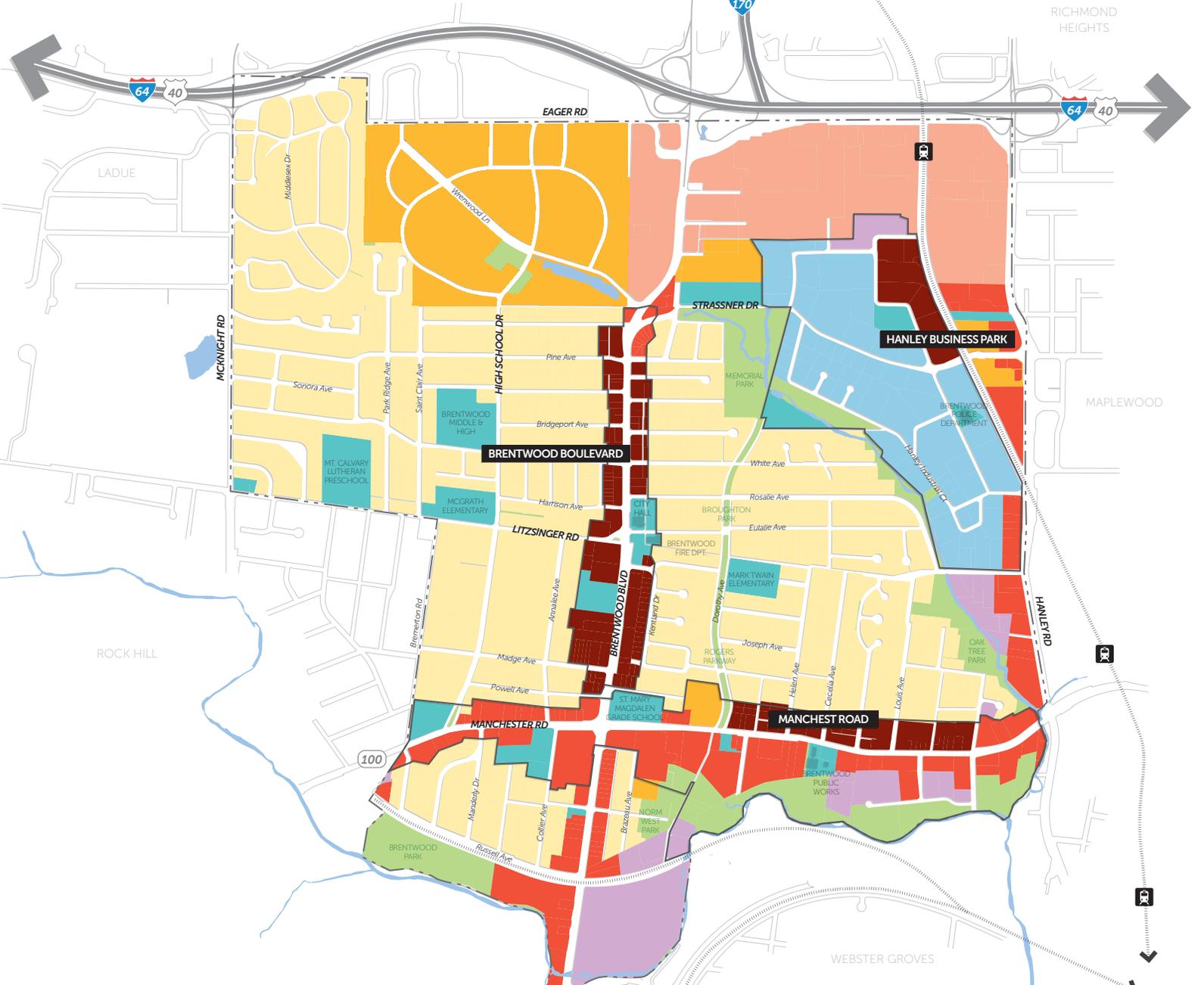


Brentwood’s neighborhoods are well-established and present a unified character in each area. In general, Brentwood has compatible land uses throughout the City. However, there are pockets of incompatible uses, such as along Hanley Industrial Court and along Mary Avenue. The Future Land Use & Development Plan builds upon the existing conditions within the City and is intended to promote a sustainable and holistic approach to development that protects and enhances existing neighborhoods, strengthens commercial areas, and bolsters employment centers. It is a guide for future land use and development that acknowledges the City is a mature and established community.

The Future Land Use & Development Plan provides an overview of establishing a Mixed-Use land use designation, which would be predominantly located in the Town Center and extend along S. Brentwood Boulevard. The Town Center is a district being proposed along Brentwood Boulevard between Madge Avenue and White Avenue, which would essentially serve as Brentwood’s “downtown.” For Brentwood to establish the proposed Town Center, the City must amend its zoning code to create an overlay district to accommodate the proposed uses and building heights recommended in the Comprehensive Plan. Additional information on the Town Center can be found in **Chapter 5: Subarea Plans**.

The Future Land Use & Development Plan aims to maintain and enhance the City’s distinguishing features while accommodating high-quality and compatible improvements and redevelopment in targeted areas. Additionally, the Plan addresses land use conflicts that may have arisen as the community has matured.

FUTURE LAND USE & DEVELOPMENT PLAN



LAND USE CLASSIFICATIONS

- Single-Family
- Multi-Family
- Mixed-Use
- Corridor Commercial
- Regional Commercial
- Business; Retail / Office
- Public / Semi-Public
- Parks & Open Space
- Industrial / Technology
- Subarea Boundary



LAND USE PLAN

SINGLE-FAMILY

The Single-Family residential land use designation should be comprised of single-family homes organized into neighborhoods based on a unifying development pattern. At present, single-family detached homes are the City's predominant residential land use, most of which are well served by schools and parks. The City should ensure that a variety of single-family detached and attached housing is adequately provided throughout the community and are affordable to residents of various incomes. Single-family attached homes typically include townhouses, duplexes, and row houses. Detailed policies for the City's residential areas are provided in **Chapter 6: Residential Area Framework**.

MULTI-FAMILY

The Multi-Family land use designation includes residential homes comprised of several units or households per lot. Examples include condominiums, apartments, senior housing, and residences as part of a mixed-use development. Most of Brentwood's multi-family homes exist around Wrenwood Lane and High School Drive, known as Brentwood Forest. Hanley Station is the most recent multi-family development in Brentwood. The development of additional multi-family homes should be prioritized as elements of mixed-use, transit-oriented development around bus stops and the MetroLink. The City should continue supporting the development of multi-family homes to promote affordable, diverse housing options available to residents of various incomes as well as density around commercial corridors.

CORRIDOR COMMERCIAL

The City of Brentwood's Corridor Commercial uses exist along Manchester Road, Hanley Road, and the far southern and northern sections of Brentwood Boulevard. The Corridor Commercial land use designation includes, but is not limited to, retail, entertainment, and service businesses within large developments, retail centers, or as standalone businesses along major arterial roadways. Although Corridor Commercial areas are generally auto-oriented by nature, they should be enhanced with parking lot and perimeter landscaping as well as pedestrian-friendly transportation infrastructure to foster an inviting environment for all users. City should address shallow lot depth and limited development opportunities along Brentwood Blvd. and Manchester Road.

IMAGE & IDENTITY

The City can strengthen its image and identity through land use planning and supporting recommendations and policies. Identified below is a list of ways the City can improve upon its image and character as it relates to land use and development.

- *Promote compatible infill residential development.*
- *Separate incompatible land uses along Brentwood Blvd, Manchester Road, and Hanley Industrial Court by screening and attractive landscaping.*
- *Improve the image of the community through better architecture and higher quality construction for future Town Center and potential Manchester Road redevelopment site.*
- *Expand the signage standard and color scheme, recently developed by Parks and Recreation department, to other City branding effort.*
- *Promote redevelopment and reinvestment along Manchester Road as the flood mitigation projects are being developed and implemented. The development needs to be of highest quality addressing sustainable infrastructure and latest technology.*
- *Transform area between City Hall and the Recreation Complex into an attractive town center and exciting destination for residents and visitors from the city and beyond.*
- *Support community service providers to provide necessary, high-quality facilities throughout the City that strengthen the image and identity of Brentwood for residents and visitors.*



REGIONAL COMMERCIAL

The Regional Commercial land use designation accommodates larger shopping centers and developments that serve a more regional population. These shopping centers and developments typically draw a customer base that extends beyond the City limits and often are comprised of a mix of big box stores and national retailers set among large, shared parking lots. Most of Brentwood's regional commercial uses should be concentrated along I-64 in the northeast quadrant of the City; however, City should not expand retail district on Eager and Hanley Road any further.

MIXED-USE

The City should prioritize mixed-use development along Brentwood Boulevard throughout the Town Center as well as along the northeast side of Hanley Industrial Court. The Mixed-Use land use designation should be comprised of multi-story structures featuring retail, restaurant, and service uses on the ground floor and office or residential uses on the upper floors. The City of Brentwood should continue to encourage vertical, multi-story, mixed-use development throughout the Town Center to increase foot traffic and create a denser, more vibrant atmosphere. Additional discussion of mixed-use development in the Town Center is located in **Chapter 5: Sub-Area Plans**.

BUSINESS RETAIL/OFFICE

The Business Retail/Office land use designation includes retail, restaurants, professional offices, medical offices, research facilities, and light industrial/office flex businesses. The majority of these uses will be concentrated in the Hanley Business Park, located around Hanley Industrial Court. Business park developments should be of high quality and should reflect positively on the image of the City using high quality architecture, signage, and landscaping. The Business Park land use designation is intended to enhance and support economic and business development within the City. These uses should also include pedestrian-friendly infrastructure and amenities to take advantage of adjacent MetroLink and MetroBus routes. Additional discussion of the Hanley Industrial Business Park is in **Chapter 5: Sub-Area Plans**.

INDUSTRIAL/TECHNOLOGY

The Industrial/Technology land uses designation includes areas that accommodate a variety of uses, ranging from light manufacturing, and research development, to service and consumer-oriented businesses. Industrial/Technology uses should be concentrated between Deer Creek and Manchester Road, as well as south of the intersection of Hanley Road and Litzinger Road. The City should ensure that industrial/technology uses are accompanied with infrastructure that mitigates flooding and erosion associated with stormwater, as well as adequate buffering around Deer Creek and Black Creek. Additionally, industrial/technology uses should be appropriately buffered and screened from commercial districts, public and semi-public uses, and residential neighborhoods to mitigate potential negative impacts. The areas accompanying industrial/technology uses should also serve as the City's larger employment centers.

PUBLIC/SEMI-PUBLIC

The Public/Semi-Public land use category include uses that provide public services and facilities to Brentwood's residents and businesses. Public and semi-public uses include schools, hospitals, government-owned and recreational facilities, and religious institutions. The City should continue to expand and enhance its public uses as it continues to grow and develop, ensuring that both public and semi-public uses remain adequately connected with nearby neighborhoods, schools, and parks through the City's pedestrian and trail system. Additional information on Brentwood's public and semi-public facilities can be found in **Chapter 8: Community Facilities Plan**.

PARKS & OPEN SPACE

Brentwood's parks and open space predominantly exist along Black Creek, Deer Creek, and Dorothy Avenue. The Parks & Open Space land use category includes parks, open spaces, natural areas, greenways, and natural features, such as rivers and creeks. Parks and open spaces can be either private or public, and should be connected through the City's pedestrian and trail network. Additional information on the City's parks and open space system is found in **Chapter 9: Open Space, Recreation & Environmental Features Plan**.

FUTURE GROWTH & DEVELOPMENT

Although Brentwood had been extremely successful during the worst years of the recession and has a strong position in the regional St. Louis market, the City needs to carefully decide whether or not it should continue to identify new areas for major commercial redevelopment to expand Brentwood's local economy or focus on more local businesses and quality of life. In addition, the City should investigate its zoning and subdivision regulations to ensure that future development allows for diverse commercial uses as well as a variety of housing options throughout Brentwood.

DEVELOPMENT REGULATIONS

Due to the current economic climate and the complex re-development challenges faced in some of Brentwood's key commercial and industrial districts, the City should consider establishing more sophisticated zoning tools, like overlay districts and Form Based Codes, to either accelerate or incentivize new investment. This will be particularly necessary when moving forward with the creation of a Town Center on Brentwood Boulevard as well as the Hanley Business Park, which may need to be incorporated in the Code of Ordinances as an overlay districts to accommodate the building heights and uses recommended **in Chapter 5: Subarea Plans**. This will also help to clearly articulate to the development community what the City and its residents aim to achieve in these areas. In addition, site-specific capacity assessments may be needed to examine whether smaller multi-story, mixed-use buildings, perhaps along Brentwood Boulevard and Manchester Road, would be competitive within the Class A office market.

At present, the Manchester Road corridor is split by zoning districts, with the north side being zoned for general commercial uses and the south side being considered industrial property. This contrast still exists at the Manchester and Hanley Road intersection. Although there is a strong desire to see Manchester Road redeveloped as a small business and neighborhood destination district, industrial uses and zoning appear incompatible with that vision. Once the flood control efforts are underway, the City should strongly consider changing the zoning to Planned Development or Urban Development for a more compatible mix of uses in this area to complement the future land use plan.

COMMERCIAL AREA OBJECTIVES

Minimize the impact of commercial redevelopment on existing residential neighborhoods

Provide adequate transitions/buffers from nonresidential districts to singlefamily and multi-family neighborhoods. Transitions to residential neighborhoods should be provided to alleviate visual and physical impacts, such as excessive traffic, noise, and light, from commercial districts. The elements of transitional areas will differ depending on the scale and intensity of commercial development. For example, the transition from a Corridor Commercial District may require a wider buffer area than a typical Mixed Use District.

Consolidate existing commercial properties along Brentwood Boulevard and Manchester Road for redevelopment.

Where feasible, encourage business and/or land owner partnering or consolidation of existing parcels to achieve the required parcel depth and width for contemporary commercial redevelopment or development. These corridors include a number of residential structures that were converted to commercial uses and other obsolete commercial forms. As the market dictates, these structures/parcels should be consolidated and redeveloped with new structures that meet the new Mixed Use District design guidelines, described in more detail in Chapter 5, Sub-Area Plans.

Build financial support mechanisms for commercial mixed-use districts.

Facilitate or establish funding program(s) to retain and improve existing commercial buildings, businesses, and commercial corridors/districts. Much-used programs in Missouri include Tax Increment Financing Districts (TIF), Transportation Development Districts (TDD), Business Improvement Districts (BID), Neighborhood Improvement Districts (NID), and locally sponsored loan and grant programs. In addition to retaining and improving existing businesses, enhanced commercial district maintenance and security services could be funded through these programs.

Provide walkable pedestrian-oriented development and interconnections between commercial and mixed-use districts.

Enhance the marketability of commercial districts by requiring pedestrian and social amenities within and between commercial projects and districts. Pedestrian connections that are enhanced with amenities such as landscaping, benches and small plazas would improve community connectivity, reduce the number of trips in automobiles, provide for a healthier lifestyle, and encourage customers to spend more time in the commercial and mixed-use districts.

Design places and activities for community interaction.

New commercial developments should provide amenities for community interaction. Social spaces will vary by character and density of development, however these spaces should be provided in all commercial and mixed-use districts. Social spaces should be connected by sidewalks and bike trails that lead to other commercial districts, parks and residential neighborhoods.

Other Objectives:

- Encourage and promote shared parking programs and policies in commercial areas wherever possible.
- Work with property owners to enhance commercial areas along Brentwood Boulevard and Manchester Road with planters and landscaping to better separate the sidewalks and street, and increase the pedestrian-friendliness of the area.
- A Streetscape Enhancement Plan for Manchester Road Corridor is under development as part of MODOT's Manchester Road resurfacing and sidewalk project. The City should develop a streetscape enhancement plan for S. Brentwood Boulevard
- Encourage and promote the redevelopment of the vacant sites.
- Work with the development community to encourage and promote mixed-use commercial, office, and residential developments for Town Center and Hanley Business Park and Manchester Road frontage.
- Amend the City Code to require the installation of green infrastructure and best management practices (BMPs) for new development. Work with commercial property owners to retrofit their sites with green infrastructure to mitigate flooding and enhance their curb appeal.
- Update the City's zoning code to encourage mixed-use development in which the first floor should be used for commercial development.

INDUSTRIAL/ TECHNOLOGY PARK AREA OBJECTIVES

Encourage the growth of startups and technology-based companies in Brentwood to provide area residents with employment opportunities, bolster the local economy, and generate revenue for the continued delivery of a high level of municipal services.

- Work with property owners to enhance existing industrial buildings and sites with perimeter landscaping around parking lots and foundation landscaping against buildings.
- Encourage the use of green technology and best management practices (BMPs) in the development and redevelopment of industrial/technology uses.
- Encourage and promote the rehabilitation of older industrial buildings in areas that are becoming functionally obsolete or undesirable, including improvements to loading docks, technology infrastructure, access, building facades, signage, streetscaping, landscaping, and parking areas to accommodate more appropriate and market-viable uses.

- Identify industrial properties that may be potential brownfield sites to assess key redevelopment sites and seek funding for redevelopment.
- Identify strategic partnerships between local employers and educational providers for workforce development programs.
- Review L1 District and existing code requirements to encourage land use compatibility.

LANDSCAPE OBJECTIVES

- Develop standards for landscaping and building design to enhance the appearance of public facilities, public institutions, roadways, rights-of-way, bridges, parks, and gateways that complement the local open space landscape.
- Smaller parcels or developments require a more intimate feel from the streetscape amenities. Larger, regional-oriented commercial or light manufacturing developments require a higher level of intensity for landscape and hardscape design.

SUSTAINABILITY

Through land use and development plans, policies, and recommendations, the City of Brentwood can promote and support sustainability. Identified below is a list of ways the City can become more sustainable through land use and development decisions.

- *Promote a mix of land uses throughout the community to support economic sustainability.*
- *Encourage public agencies and private developers to implement "best management practices" (BMPs).*
- *Encourage public agencies and private developers to use green building techniques and encourage Leadership in Energy and Environmental Design (LEED) certification.*
- *Ensure that key community service providers such as City Hall, Library and Post Office remain along Brentwood Boulevard to strengthen the proposed town center area.*
- *Promote mixed-use developments and multi-family units in the future town center area which can reduce reliance on the automobile, support local businesses, and improve resident health by promoting walkability.*
- *Encourage new parks and open space to protect high-quality environmental features such as creeks, floodplain and heavily wooded areas.*

