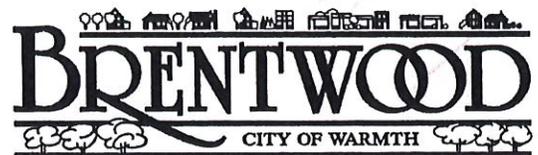


2019 SUPPLEMENT

BRENTWOOD 20/20

# COMPREHENSIVE PLAN

THE MANCHESTER ROAD CORRIDOR



JANUARY 2019

**PGAV** PLANNERS

## BACKGROUND

In April of 2018, the City of Brentwood adopted its most recent comprehensive Plan entitled “Brentwood 20/20”. In the course of this process, the Manchester Road Corridor was the subject of discussion on many occasions at public workshops, among the Comprehensive Plan Committee members and the Planning and Zoning Commission. Manchester Road is one of 4 arterial roadways that bisect the City on east/west and north/south alignments. A very old roadway, originally nothing more than a wagon trail, Manchester Road traverses the nearly the entire east/west sector through the City of St. Louis and all of St. Louis County. Therefore, its development patterns and structures consist of a mix of parcel configurations and building types. Many parcels are small (an acre or less) and the average age of the buildings is 58 years with some more than 100 years old.

In Brentwood at Manchester Road’s eastern extremity and intersection with Hanley Road, it also coincides with the intersection of major drainage ways that serve much of St. Louis County and are part of the River Des Peres drainage basin that include Black Creek and Deer Creek. As upstream areas along these drainage ways have developed or redeveloped over the years in very dense

patterns, their ability for these drainage ways to contain stormwater in heavy-rain events has diminished.

Since 1957 the area has flooded 26 times. The most recent major flooding events occurred on December 26, 2015 and August 15, 2016. Manchester Road has become inundated on these occasions and buildings and properties predominantly on the south side of the roadway have flooded. These conditions have contributed to the decline of the properties along the roadway, increasing building vacancy, and depressing an already unappealing streetscape.

On page 9 of the Comprehensive Plan, it is noted beginning in August of 2013 the City initiated a study to determine how the recurrent flooding of the corridor might be mitigated. Further discussion on page 20 of the Plan notes that the image of the Manchester Road Corridor and sidewalk and parking conditions provided consistent commentary from the attendees at the public meeting and workshop events. The online sMap public input process discussed on pages 22 and 23 of the Plan reinforced many of these issues and opinions along with others related to traffic safety, desire for certain uses, and the need to promote redevelopment of this area.

The Comprehensive Plan contains an assessment of existing zoning districts beginning on page 26 of the document. In the discussion of the General Commercial District, the following comments are of particular note:

*“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...There would likely be opportunities to revise the General Commercial zoning classification to more closely match the City’s intended development goals...as part of a new planning process...”*

Later on page 28 the Comprehensive Plan further notes that the Manchester Road Corridor is among the areas that can benefit from additional subarea planning and investigation of new zoning tools that can accelerate or incentivize new investment and clearly articulate to the development community what the City and the residents would like to achieve in the targeted areas.

The Comprehensive Plan contains discussions and recommendations of various City Sub-Areas beginning on page 40. The Manchester Road Corridor Sub-Area discussion begins on page 48 and separates the corridor into West, Central, and East sectors. The area studied for flood mitigation comprises portions of the Central and Eastern areas. Various land use, development, and suggested zoning ideas and direction are discussed in this section between pages 48 and 53. This supplement to the Comprehensive Plan outlines the actions that the City has taken or are underway toward implementation.

## ONGOING PLANNING ACTIVITIES

As an outgrowth of the City's ongoing planning processes and as the review and adoption process for the Comprehensive Plan was occurring, the City retained the Jacobs engineering firm to conduct an engineering analysis and design concept for mitigation of the recurrent major flooding of the eastern segment of the Manchester Road Corridor through the City. The results of this effort lead to the identification of the engineering design improvements that would be required and the properties that would need to be acquired to create the needed area for stormwater flow and detention.

In conjunction with the work being conducted by Jacobs the City retained PGAV PLANNERS to perform several related tasks including:

- Evaluation of the properties along the Manchester Road Corridor between Brentwood Boulevard and Hanley Road to determine if the ongoing decline in property conditions and value in the area would meeting the qualifications as a "blighted area" under the provisions of Chapter 353 of the Revised Statutes of Missouri otherwise known as The Urban Redevelopment Corporations Law (R.S. MO 353.010 through 353.190) and commonly referred to as "Chapter 353".

This work, in the form of a written "Qualifications Analysis" was completed in March of 2018 and the Manchester Road Corridor was subsequently designated as a Chapter 353 Area by the Board of Aldermen in June of 2018.

- Prepare a Development Plan as defined by Chapter 353 for the City’s Redevelopment Corporation (the Brentwood Redevelopment Corporation). This entity formed by action of the Board of Aldermen is tasked with several activities:
  - Act as an initial “master developer” for development/redevelopment of the Manchester Road Corridor and the entity that will coordinate solicitation and review of developer proposals for properties within the Manchester Road Corridor as delineated in the Chapter 353 Area designated by the Board of Aldermen, and
  - Be the acquisition entity on behalf of the City in acquiring the properties necessary for the flood mitigation project.

The Development Plan was completed in May of 2018 and adopted by the Redevelopment Corporation and approved by the Board of Aldermen in June of 2018.

- Conduct a revenue analysis for the City to assist in the determination of the funding capacity of the City to issue bonds or other financing vehicles such as certificates of participation notes to fund the flood mitigation project.
- Prepare a more detailed development concept plan for the Manchester Road Corridor based on the direction provided by the Comprehensive Plan.
- Evaluate the possible property (real estate) and sales tax revenue that might accrue from the development plan concept and potential economic benefits that might accrue to the City and the other taxing districts covering the area.
- Evaluate various options for revisions to the City’s zoning and other development code elements to create appropriate development regulations and standards for the Manchester Road Corridor.
- Create this supplement to the 2018 Comprehensive Plan.

## PLANNING RECOMMENDATIONS

Based on the direction established by the 2018 Comprehensive Plan, the Brentwood Redevelopment Corporation's initial Development Plan, and Jacobs ongoing design activities, the planning recommendations outlined in the following pages of this supplement to the Comprehensive Plan are made. These recommendations are based on a planning process that has had coordination and input from a special committee appointed by the Mayor formed specifically to develop this supplement to the Comprehensive Plan. This committee, named the Manchester Planning Advisory Committee (MPAC), included representatives from the Planning Commission, the Redevelopment Corporation board, the Brentwood Bound Committee, Aldermen and residents.

### Concept Development Plan

As a function of the flood mitigation project a significant amount of land will be acquired and devoted to drainage basin and water storage and parkland that will be capable of inundation during major rainfall events. These areas will also contain trails that will link to or be part of the Great Rivers Greenway trail improvement plan that will be implemented in conjunction with the flood mitigation project. Also in the same time frame, Missouri Department of Transportation (MODOT) will be improving Manchester Road in conjunction with certain street-scape improvements that are being funded by the City. All of these projects will be conducted in a time frame generally occurring in 2020 and 2021.

With the convergence of the major projects and the ability to use the Brentwood Redevelopment Corporation as a catalyst, the timing to prepare a concept development plan was advantageous. However, this concept development plan needs to be supported by supplementing the Comprehensive Plan. The map entitled **Concept Development Plan**, located in the **Appendix** to this report, reflects the precepts and direction set by the Comprehensive Plan and the MPAC process that has generated the plan. As background to understanding the Concept Development Plan, several assumptions, ideas, and "givens" represent the underpinnings of its development as outlined on the following page:

- As it is titled, this plan is a concept and may not represent how the Manchester Road Corridor is ultimately redeveloped; however, it is intended to convey a development scenario that:
  - Follows the directions set by the Comprehensive Plan and its general vision for the Corridor;
  - Is the result of the MPAC process and the various elected officials and members of the public that provided input;
  - Provides ideas for and direction to the development community that the City needs to realize redevelopment of the Corridor; and
  - Reflects a vision that is intended to create a more urban environment that promotes development density and a mix of uses that creates a “sense of place” and “destination” location.
  
- The flood mitigation project will require acquisition of a significant number of properties south of Manchester Road thereby reducing the property tax valuation of the area.
  
- The properties north of the flood mitigation line will become more valuable to their owners but in many instances only if there are parcel combinations/consolidations since many properties in this corridor are small and oddly configured making productive and desirable redevelopment or reuse difficult as platted.
  
- The plan shows redevelopment on the north side of Manchester Road in a very constrained area. This is because the plan focuses on an area that coincides with the boundaries of the area designated as “blighted” under Chapter 353 and under the authority of the Redevelopment Corporation’s Development Plan. Chapter 353 carries with the designation the ability for the City to condemn properties for redevelopment purposes via the eminent domain provisions of the statute. Therefore, the City wants prospective developers to recognize that this redevelopment tool will not be available for properties beyond the plan area that involve single-family residences on the north side of Manchester Road beyond the plan boundary. It should be noted as a part of developer discussions and subsequent requests

for proposals for redevelopment that the City should consider proposals that include adjacent single-family units, but only if the developer can show evidence that they have optioned or acquired such property via an arms-length transaction.

## Zoning Recommendations

As recommended by the Comprehensive Plan, as part of the Manchester Road Corridor planning process the City has evaluated the current zoning applicable to the planning area as defined by the Chapter 353 Area and the **Concept Development Plan** in the **Appendix**. The **Existing Zoning Districts Map** located in the **Appendix** to this document shows the corridor area is currently zoned in four districts:

Commercial	GC
Industrial	LID
Urban Development	UD
Single-Family Residence	B

The LID district is the predominant zoning in the corridor east of Brentwood Boulevard and south of Manchester Road. The GC districts are largely located along the north side of Manchester Road, the west side of Mary Avenue and Brentwood Boulevard south of Manchester Road. An area of B district zoning is contained in an enclave in the vicinity of E. Pendleton Avenue and Brazeau Avenue. UD zoning is found on two parcels on the north side of Manchester Road at Hanley Road. As part of the MPAC process, the determination was made that for the purposes of the area of the corridor within the Chapter 353 Area a new zoning district should be created that could act as both a control over current uses and an incentive that would promote redevelopment, encourage property consolidation, foster the vision of the Concept Development Plan, and provide development standards that ensure quality development.

The MPAC also discussed the area over which a new zoning district would apply; i.e. all commercial and industrial properties along the entire Manchester Road Corridor through the City, or only within the area currently designated as a Chapter 353 Area. The recommendation was made that district provisions should be devised to be potentially applicable to the entire corridor but initially should be applied to the Chapter 353 Area. The MPAC felt that the flood mitigation project will have a major impact on the character and future value of this area, that the impact is more imminent, and therefore, the need to create a new district is more pressing. The importance of this

was reinforced by the decision by the Board of Aldermen to impose a moratorium on new zoning and development-related approvals in the Chapter 353 Area for 9 months. This allowed the planning activities to take place, development of the zoning regulations to be completed, and the processes associated with the review and adoption actions by the Planning and Zoning Commission and the Board of Aldermen to occur, including the adoption of this supplement to the Comprehensive Plan.

As a result of this planning process a new zoning district, Manchester Corridor Commercial – MC has been drafted; reviewed by the MPAC , City staff, and the City’s legal counsel and is pending further review by the Planning Commission. The map provided in the **Appendix** to this **Comprehensive Plan Supplement** entitled **Proposed Zoning Districts** shows the portion of the Manchester Corridor to which the proposed zoning district would be applied. The concept of this ordinance is to promote the implementation of the Concept Development Plan. The purpose and applicability language contained in the draft ordinance outlines its intent:

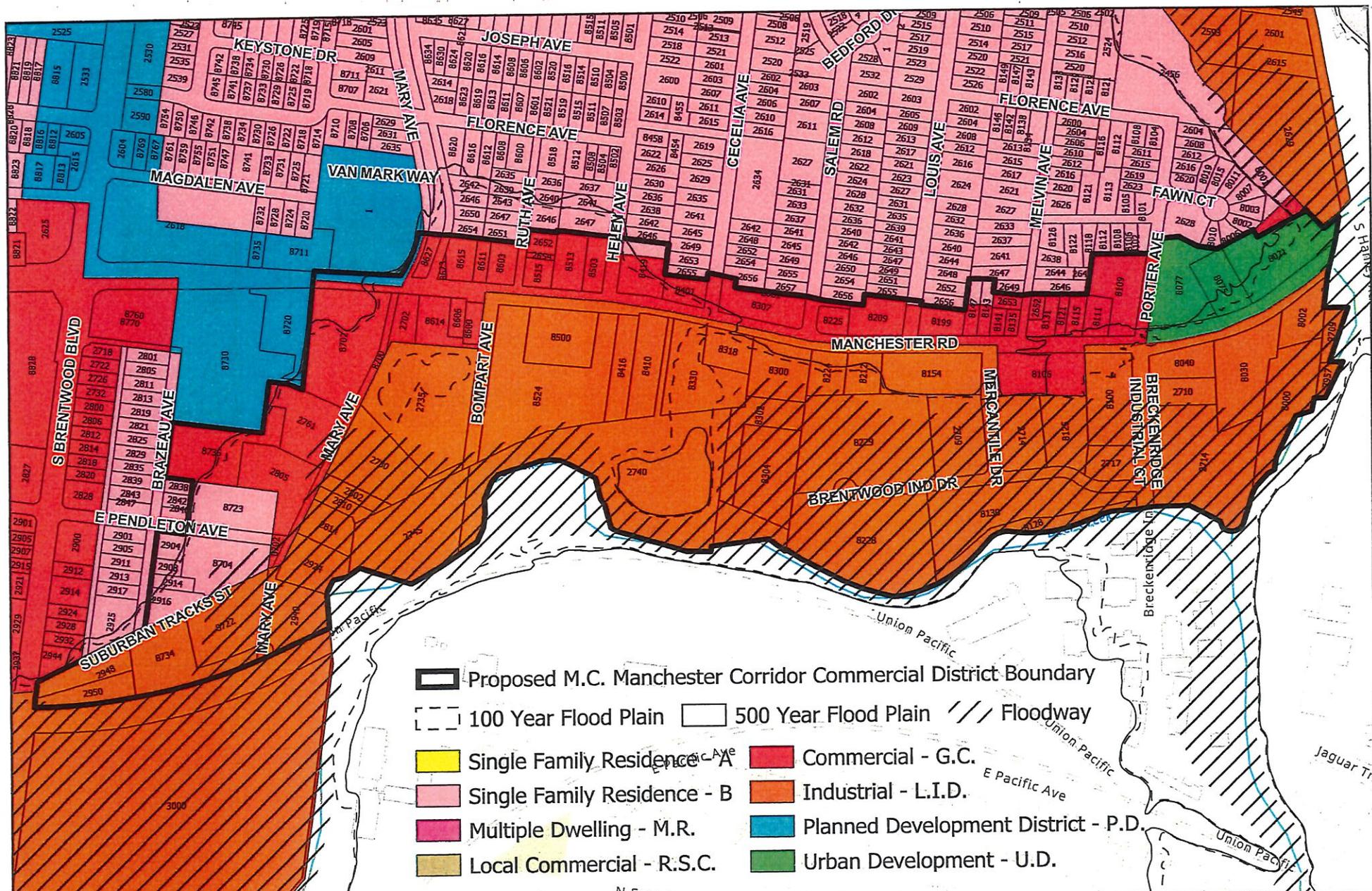
1. *Reduce vehicular access points for greater pedestrian and vehicular traffic safety;*
2. *Limit permitted uses for smaller parcels to encourage and promote property assembly for larger, planned mixed-use development;*
3. *Create a pedestrian-friendly, walkable environment with clear and ample access to the City and Great Rivers Greenway trail system and open-spaces along the flood mitigation areas;*
4. *Encourage building site placement and design that encourages creation of a “sense of place” and capitalizes on the trail and park-like areas that the flood mitigation project will create in the area;*
5. *Promote a mix of land uses and density that creates an identity for the area and can offer the potential to create a “live/work” environment that can take advantage of the District’s proximity to public transit;*

6. *Encourage increased private investment that will more closely mirror the City's significant investment to mitigate/eliminate the recurrent flooding;*
7. *Provide benefit to existing property owners through flood mitigation and the increased value of land that these regulations promote.*

Also as outlined in the draft ordinance, it would apply to the designated properties and future development as follows:

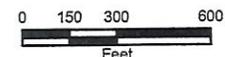
1. *New construction on a vacant or cleared site;*
2. *Rehabilitation of existing structures which exceeds current market value of the land and improvements according to the most recent St. Louis County Assessor market valuation by more than fifty (50) percent;*
3. *Represents a change of use from its most recent or current use to a use not of the same type; or*
4. *Is no longer a legally non-conforming use in accord with the provisions of the current zoning code.*
5. *In addition, site plan approval by the Board of Aldermen on the recommendation of the Planning and Zoning Commission in accord with the provisions of the existing code will be required for all proposed developments in the "MC" Manchester Corridor Commercial District involving new construction on a cleared site or renovation/rehabilitation of an existing building requiring a building permit.*



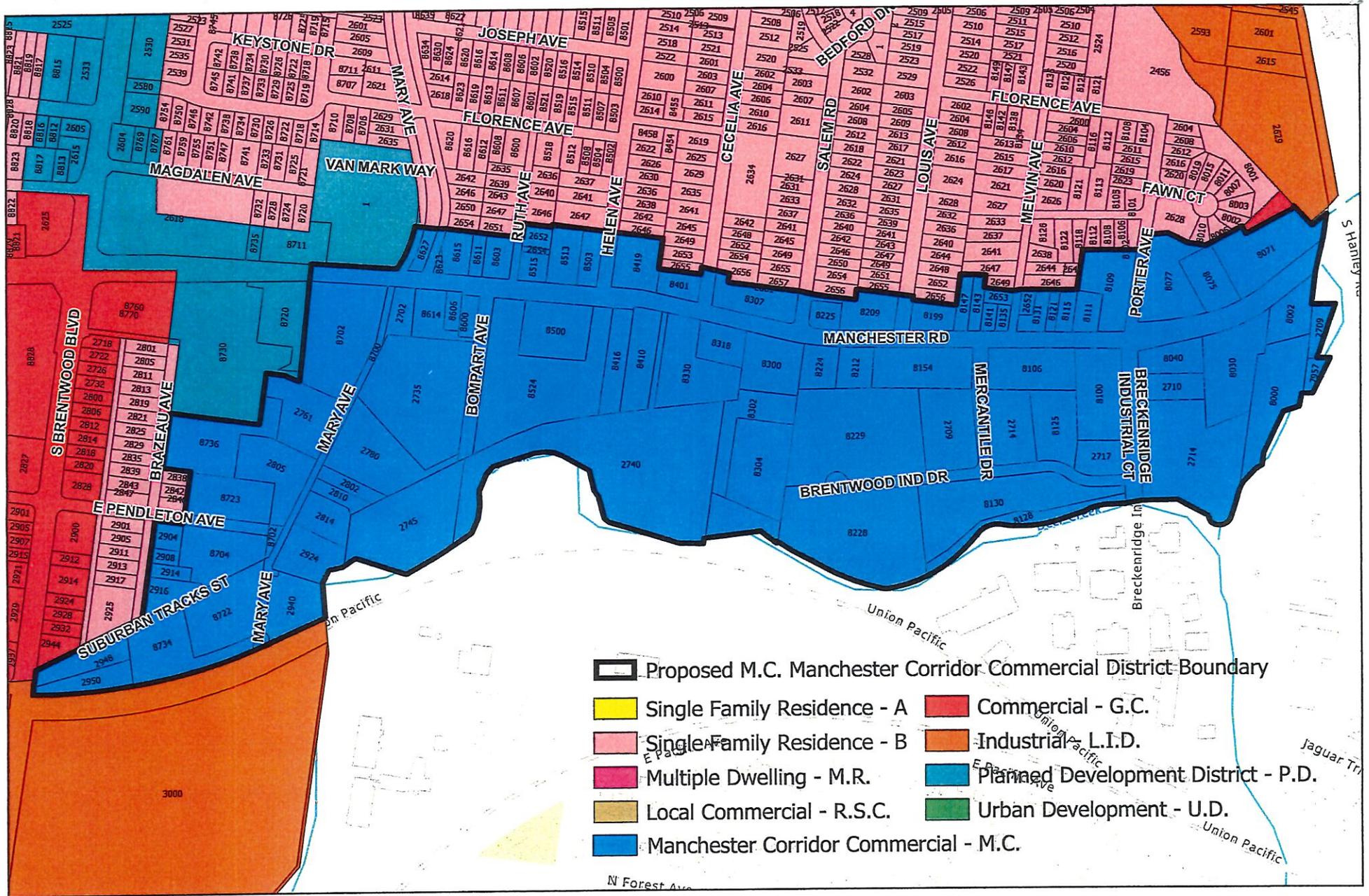


### Existing Zoning Districts

Based on City of Brentwood Zoning Map  
Revised September 2007



January 2019



Proposed Zoning Districts



January 2019

