



# Comprehensive Plan

# Ballwin's Blueprint



**Final Plan**  
June 2019



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# Acknowledgments

*A special thank you to everyone who has participated in the planning process. Ballwin is fortunate to have elected officials, committee members, residents, and staff who are passionate about their community.*



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# Introduction

# NEED FOR A COMPREHENSIVE PLAN

## Overview

Ballwin is a great place to live, work, and raise a family. A testament to this high quality of life is Ballwin being named multiple times as “One of America’s Best Places to Live” by Money Magazine. The City has also been named as one of the safest cities in America.

The City’s comprehensive plan will be an opportunity to create a shared community vision for the next twenty years that will keep and enhance the quality of life while attracting continued economic investment in the City.

Municipalities should update their comprehensive plans every 10 - 15 years, with a thorough review every five years.

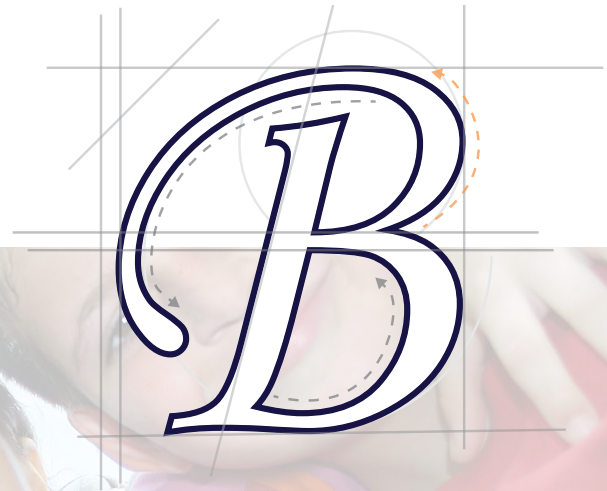
## Benefits of a Plan

### The Plan Manages Future Change

While the future cannot be predicted, the City can plan and manage for change. The planning team examines trends in demographics, workforce, mobility, housing, and economic development to best position the City to be resilient in adapting to future changes.

### The Plan Creates a Shared Community Vision

Comprehensive plans are an opportunity to develop consensus on a community vision and community priorities that will help shape growth in the community for the next 20 years. The planning team utilizes traditional and online engagement techniques to engage the community in creating a shared vision for Ballwin. The planning team engages residents in multiple ways to ensure that they are included in the planning process.



**Our City.  
Our Future.**

**Ballwin's  
Blueprint**



# SCHEDULE

The planning process began in Spring 2018 and lasted until Spring 2019. Key milestones of the process included:

April - May 2018: Focus Group Meetings

May 15, 2018: Open House #1

May 1 - June 19th: Community-wide Survey

August 2018: Discovery Report

September 13, 2018: Open House #2

October 2018: Visual Pref Survey Results

November 29, 2018: Open House #3

February 2019: Release of Draft Plan

March 1 - April 10, 2019: Public Comment Period

April 1, 2019: Planning and Zoning Commission Hearing

May 2019: Release of Final Plan

June 2019: Adoption of Comprehensive Plan

Updates during the planning process were available at a dedicated website for the plan ([www.BallwinsBlueprint.com](http://www.BallwinsBlueprint.com)).

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## Discovery and Awareness

- Project kickoff
- Existing conditions analysis
- Stakeholder and focus group meetings
- Community survey
- **Open House #1**

Mar - July 2018

2

## Community Vision and Goals

- Visioning and goal development
- Growth analysis
- Visual preference survey
- **Open House #2**

July - Sept 2018

3

## Draft Plan Recommendations

- Draft plan components and recommendations
- Follow-up stakeholder meetings
- **Open House #3**

Sept - Dec 2018

4

## Plan Refinement and Adoption

- Draft comprehensive plan for city and steering committee review
- Draft comprehensive plan for public review
- **Planning & Zoning Commission Hearing**
- Adoption by Planning and Zoning Commission and Board of Aldermen

Jan - May 2019

# PLANNING PROCESS

The planning process began in Spring 2018 and lasted until Spring 2019. A resident steering committee helped guide the process. There were numerous opportunities for resident input including three open houses, surveys, small group meetings, a website, and social media.

The planning process included an assessment of existing resources and issues, projections of future conditions and needs, and consideration of collective goals and objectives. The plan covers topics such as economy and jobs, housing, demographics, transportation, land use, utilities, and community facilities and services.

In addition to extensive community engagement, the final comprehensive plan went through a formal adoption process including a public review period, approval by the City's Planning and Zoning Commission and Board of Aldermen.



Steering Committee meeting #2 on May 1, 2018.



Community open house #1 on May 15, 2018.



Steering Committee meeting #1 on April 16, 2018.



Community open house #2 on September 13, 2018.



Focus group with home owner association leadership on April 17, 2018.



Community open house #3 on November 29, 2018.

## Using the Comprehensive Plan

The comprehensive plan is a strategic document. A comprehensive plan is not a zoning ordinance, subdivision regulation, a budget, or other regulatory document. It is meant to be the basis for the preparation of those documents. It lays out a vision for the future growth and development of the community: what the community will be like and look like in the future. At the vision and policy level, it will serve as a blueprint for community decision making. It addresses how the City will grow.

## Municipal Authority for Comprehensive Planning

Municipalities in Missouri are authorized by state statute to develop and carry out city plans. These are reflected in Sections 89.300 through 89.491 of the Missouri Revised Statutes, and deal with the authority of the planning commission and the contents of the city plan.

*RSMo 89.310: Any municipality in this state may make, adopt, amend, and carry out a city plan and appoint a planning commission with the powers and duties herein set forth.*

*RSMo 89.340: The commission shall make and adopt a city plan for the physical development of the municipality. The city plan, with the accompanying maps, plats, charts and descriptive and explanatory matter, shall show the commission's recommendations for the physical development and uses of land, and may include, among other things, the general location, character and extent of streets and other public ways, grounds, places and spaces; the general location and extent of public utilities and terminals, whether publicly or privately owned, the acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment or change of use of any of the foregoing; the general character, extent and layout of the replanning of blighted districts and slum areas. The commission may also prepare a zoning plan for the regulation of the height, area, bulk, location and use of private, nonprofit and public structures and premises, and of population density, but the adoption, enforcement and administration of the zoning*

*plan shall conform to the provisions of sections 89.010 to 89.250.*

*RSMo 89.350: In the preparation of the city plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality. The plan shall be made with the general purpose of guiding and accomplishing a coordinated development of the municipality which will, in accordance with existing and future needs, best promote the general welfare, as well as efficiency and economy in the process of development.*

# HISTORY OF BALLWIN

The City was founded by John Ball, son of James Ball and Mary Bray Ball of Virginia and Kentucky. His father, James, who came to America from Dublin, Ireland, served in the 4th and 8th Virginia Regiments during the Revolutionary War. Because of his military service, he was given a military land warrant and moved to new land in Kentucky after the war. Reportedly, James was a friend of Daniel Boone.

Around 1797 or 1798 John Ball moved to the West St. Louis County area, possibly at the same time as the Daniel Boone party moved to and settled in the St. Charles and Warren County areas. Records now preserved in Jefferson City show the transfer of title of about 400 acres of land along Grande Glaize Creek to John Ball in February, 1800. This is the first official record of John Ball in the West County area.

Since John Ball's property claim was derived originally from a Spanish land grant, and was land that was at the time under Spanish rule, the Louisiana Purchase raised doubts about

property ownership. It took several hearings and appeals and ten years for John Ball to clear his claim to the land that would eventually become the town of Ballwin.

In 1826, Missouri moved its capital to Jefferson City. Soon there was a need for an overland mail route between St. Louis and the new capital. As luck would have it, this new road was established along a route that passed by John Ball's property. After the road, known at times as Jefferson Road, Market Road and Manchester Road, became established, John Ball decided to capitalize on the accessibility it provided for his property, and laid out a town.

The town was originally recorded as "Ballshow", but two days later, on February 9, 1837, Ball amended the recorded plat to Ballwin. No one knows for sure why the name was changed, but one of John Ball's great-grandsons says it was the result of a rivalry with neighboring Manchester. Ball saw great things ahead for his new town and was confident that it would "win out" in reputation and growth over its older and more prominent

neighbor, two miles to the east. Hence the "win" was incorporated into the name. Ballwin is a unique name for a City. In fact, it is the only City in the United States with its spelling.

In the years that followed, Ballwin has grown from the town Ball knew, with only a few homes and businesses, to a small village of 750 people when it was incorporated on December 29, 1950, to a thriving City of 32,000 today.

*(Source: City of Ballwin)*



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Discovery

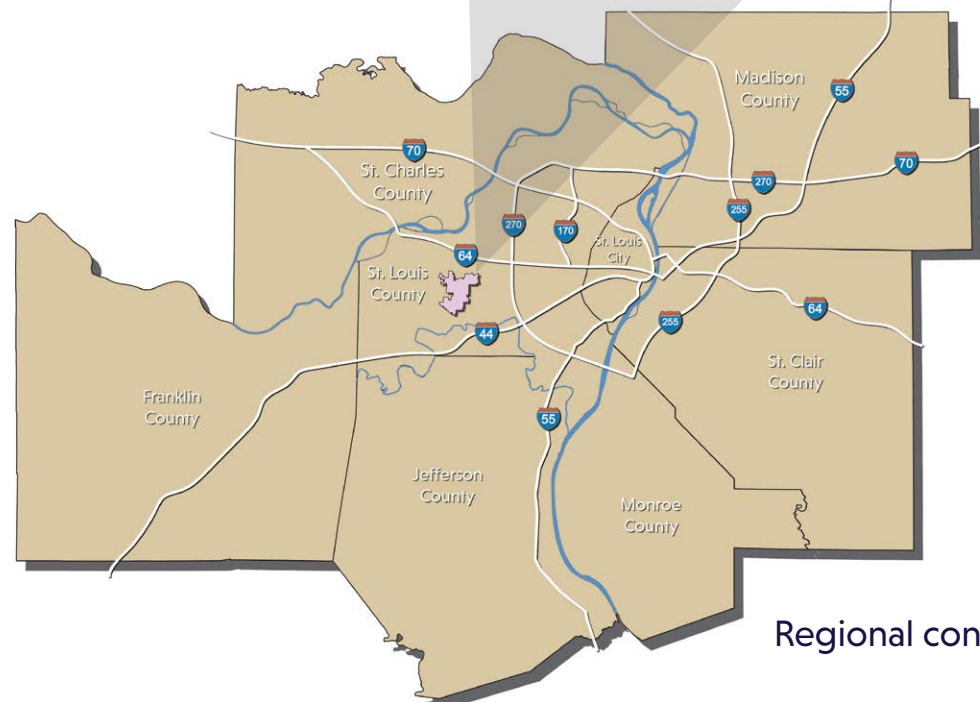
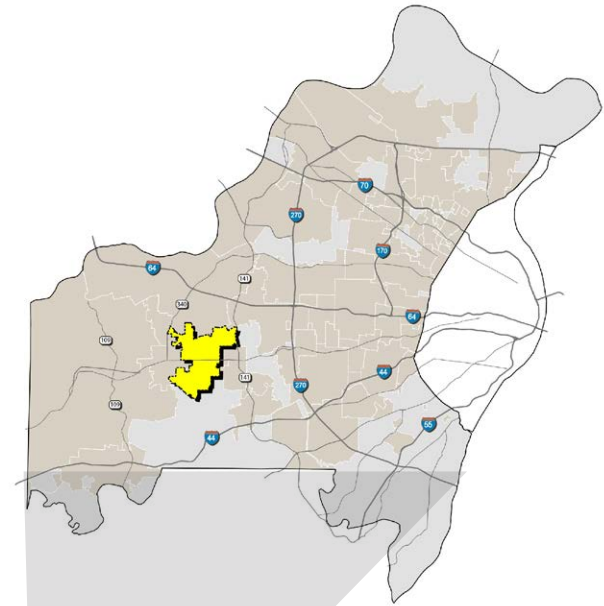
# REGIONAL CONTEXT

Ballwin is located in St. Louis County. The City is centrally located in the greater St. Louis region.

Ballwin is located near major transportation networks including Interstate 64, Interstate 44, and Interstate 270. Major state routes include Highway 141, Highway 370 (Clarkson Road), and Route 100 (Manchester Road).

Ballwin's central location makes the community easily accessible to major regional destinations such as downtown St. Louis (30 minute drive), St. Louis Lambert International Airport (25 minute drive) and Castlewood State Park (5 minute drive).

Location of Ballwin in St. Louis County



Regional context

# DEMOGRAPHICS

## Population

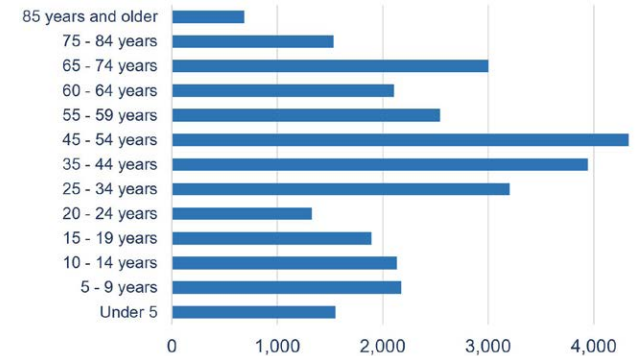
Since its incorporation in 1850, the City of Ballwin experienced a steady increase in its population from 84 residents in 1850 to 31,283 residents in 2000, primarily due to the annexation of land surrounding the City. The 2010 census, however, documented a slight 2.8% decrease in the population from 31,283 in 2000 to 30,404 in 2010. The July 2016 American Community Survey (ACS) estimates that Ballwin’s population has continued to decline nominally by approximately 0.3% to 30,313 residents.

In contrast to Ballwin’s population growth in previous decades, the population fluctuation is typical for older, stable, second and third tier suburbs without land available for new development.

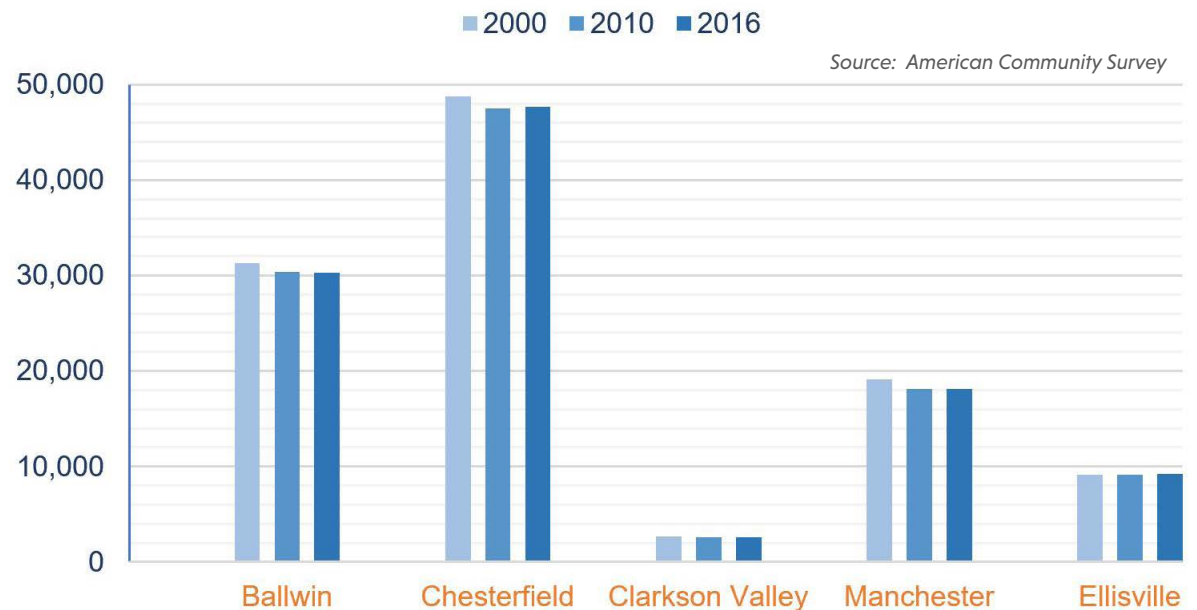
The surrounding communities also saw slight changes in their populations since the 2010 census. The population in Manchester only increased by 0.3%; Chesterfield 0.4%; Ellisville 1.2%; and Clarkson Valley saw a slight -0.2% population decline. It should be noted that the total population in St. Louis County also showed a slight -0.2% decline.

The total area of the City of Ballwin is 8.99 square miles resulting in a population density of 3,372 residents per square mile based on the 2016 ACS population. The surrounding communities vary greatly in size and density from Clarkson Valley at 2.75 square miles with a density of 960 residents/square mile;

Ellisville at 4.40 square miles and a density of 2,078 residents/square mile; Manchester at 5.08 square miles aity density 1,494 residents/square mile.



Population of Ballwin by Age (2016)

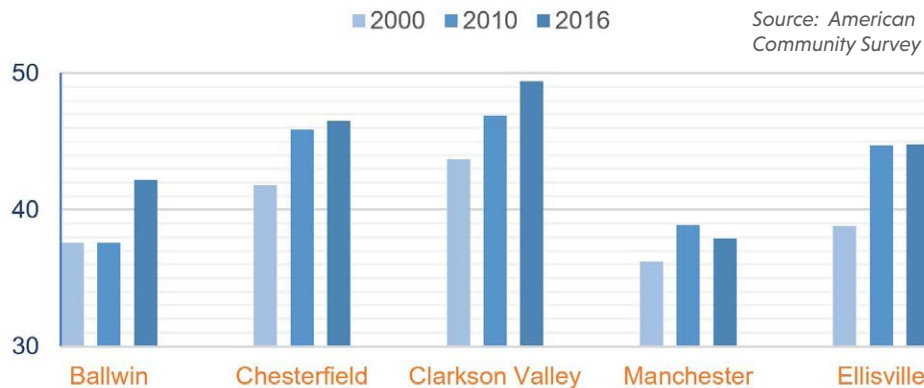


Population of Ballwin and Nearby Communities from 2000 - 2016

## Population by Age

The population in Ballwin is aging. The city's median age was 37.6 years in 2010 and is estimated to have increased to 42.2 years in the 2016 ACS. Similarly, the 2016 estimated median age in Chesterfield is 46.5 years; Clarkson Valley 49.4 years, Ellisville 44.8 years with Manchester having the youngest median age at 38.9 years. The population in Ballwin (42.2) is older on average than in St. Louis County (40.3) and the State of Missouri (38.3).

Reflecting the increase in median age, age groups 55 and above saw an increase from 2010 to 2016. Interestingly, there was a decline in the population aged 45-55 from 16.6% in 2010 to 14.2% in 2016. When considered in light of the increases in groups 55 and older, it appears that many Ballwin residents are electing to remain in the community as they age. The composition of Ballwin's population for groups 44 and younger remained essentially stable between 2010 and 2016.

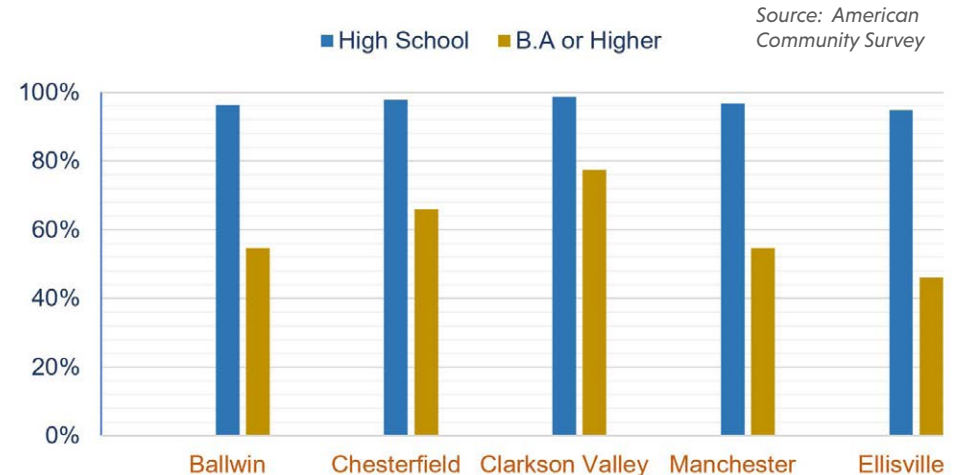


**Median Age in Ballwin and Nearby Communities from 2000 - 2016**

## Educational Attainment

The residents in Ballwin are more educated than residents in St. Louis County overall. Approximately 54.7% of Ballwin residents hold a bachelor's degree or higher compared to 42.4% in St. Louis County, with 96.4% having a high school degree or higher compared to 93% in St. Louis County.

The communities surrounding Ballwin also have populations that are more educated than the population in St. Louis County as a whole. In Chesterfield, 97.9% of residents hold a high school degree or higher and 66% have a bachelor's degree or higher; in Manchester, 96.6% of residents have a high school degree or higher and 54.6% have a bachelor's degree or higher; in Clarkson Valley 98.7% of residents have a high school degree or higher and 77.5% have a bachelor's degree or higher; and in Ellisville, 94.8% of residents hold a high school degree or higher and 40.6% have a bachelor's degree or higher.



**Educational Attainment in Ballwin and Nearby Communities**



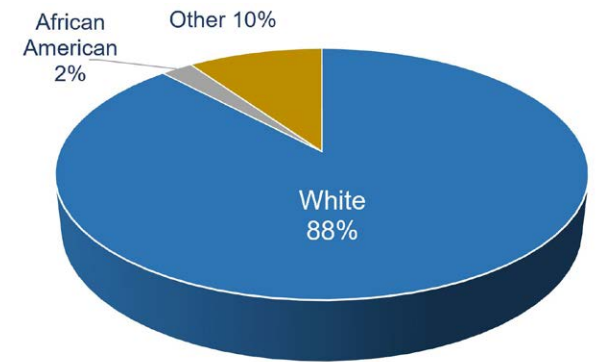
## Race & Ethnicity

Ballwin's racial composition is largely consistent with the surrounding communities. Ballwin and these communities are predominantly white, although showing a slight increase in diversity since the 2010 Census, with Manchester having the most diversity. The 2010 Census data for Ballwin identified 89.3% of the residents as white, 2.5% as African American and the remaining 8.2% as Asian, American Indian, Hispanic or a combination of races. Chesterfield is 84.2% white, 3.3% African American, and 12.5% other races; Clarkson Valley is 92.9% White, 1.5% African American and 5.6% other races; Ellisville is 92.7% white, 1.3% African American and 6% other races and Manchester is 83.1% white, 3.7% African American and 13.2% other races. Overall, St. Louis County is more diverse: 70.3% of the population is white, 23.3% African American; 3.5% Asian; and 2.5% Hispanic; and all other races representing less than 1%, based on the 2010 census.

According to the 2016 ACS estimates, Ballwin's population has continued to diversify with 88% of the population being white, 2.3% African American and 9.7% Asian, American Indian or Hispanic.

Over the course of the past five years there has been an increased awareness of the economic impact that foreign-born residents have on the regional economy. Immigrants are 60% more likely to start a business; 130% more likely to have an advanced degree; 44% more likely to be college educated; and on average earn 25% more than the American born population. Immigration increases regional productive capacity by stimulating investment and specialization that leads to greater efficiency, profits and higher wages.

The ACS data for 2016 indicates the foreign-born population in Ballwin and the surrounding communities to be as follows: Ballwin 8.4%; Chesterfield 12%; Manchester 12.6% and Ellisville 4%. Because the ACS does not tabulate this data for communities with populations of less than 5,000, the population of foreign-born residents in Clarkson Valley was not available. Data for Clarkson Valley is included in the calculations for St. Louis County which has a foreign-born population of 6.9%, compared to 3.9% for the State of Missouri.

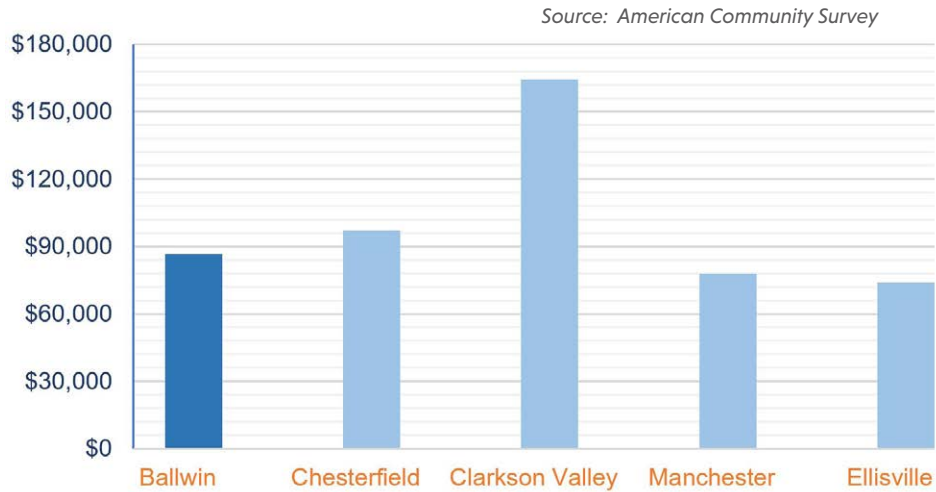


Source: American Community Survey

### Racial Composition in Ballwin (2016)

## Household Income

The benefit of a more highly educated population is reflected in higher median household income. The ACS estimates that Ballwin residents had a median household income of \$86,494 compared to \$61,103 in St. Louis County in 2016. The surrounding communities have median household incomes that range from \$74,074 in Ellisville to \$164,286 in Clarkson Valley. Chesterfield (\$97,090) and Manchester (\$77,978) have median household incomes within this range.



**Household Income in Ballwin  
and Nearby Communities (2016)**

# EXISTING LAND USE

## Overview

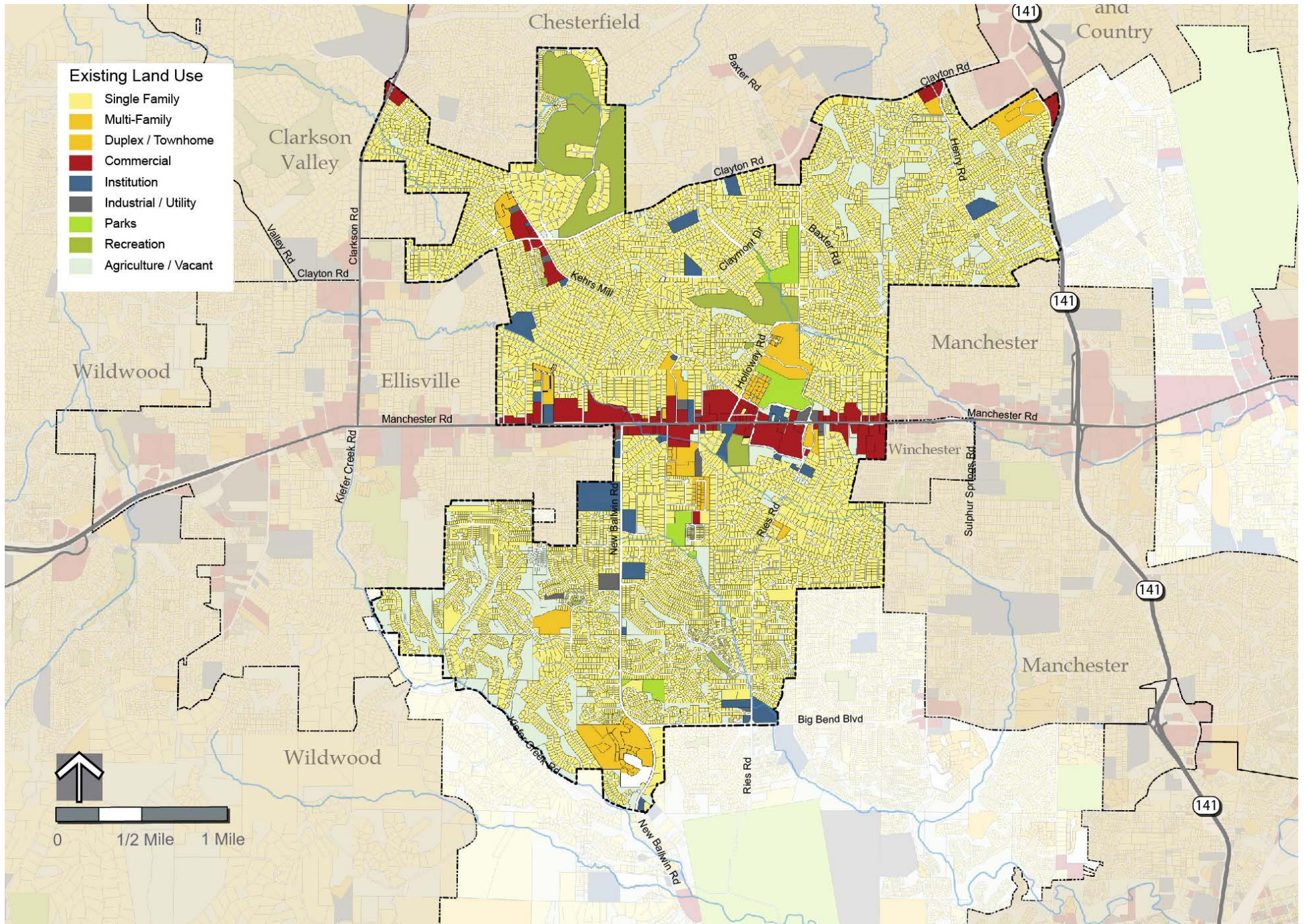
The land use plan is advisory in nature, but provides guidelines for City staff, the Planning and Zoning Board and the City Council in considering and approving development proposals, as well as changes to the City's infrastructure and facilities.

A land use plan is a long-range map of what is intended in the future. A zoning map is what is allowed now. A zoning map and designations regulate what can be legally done with a parcel such as setbacks, minimum lot sizes, buildings heights, buffering, landscape requirements, etc.

The primary existing land use in Ballwin is single family residential. Commercial land use is primarily along Manchester Road with pockets of commercial along Clayton Road. Multi-family residential is spread throughout the City, but with many areas of multi-family residential between the commercial areas of Manchester Road and single family residential. Institutional land use is primarily schools and religious institutions.

Adjacent communities to Ballwin have similar land uses of primarily single family residential with commercial grouped along major transportation corridors of Manchester Road, Clarkson Road, and Highway 141.

South of Ballwin is a large expanse of unincorporated St. Louis County. This area is similar in land use to Ballwin with primarily single family residential and pockets of multi-family, institutional, and commercial.



## Existing Land Use

## Existing Zoning

The purpose of zoning, as defined in the City ordinance, is as follows: “to classify, regulate and restrict the locations of trades, industries, and the location of buildings designed for specific uses; to regulate and limit the height and bulk of buildings; to regulate and limit the intensity of use of lots; and to regulate and determine the area of yards, courts and other open spaces within the surrounding buildings.”

A summary of the zoning districts follow after the description of overlay districts.

### Existing Zoning Districts:

- R-1A single-family dwelling district
- R-1 single-family dwelling district
- R-2 single-family dwelling district
- R-2A single-family dwelling district
- R-3 single-family dwelling district
- R-4 planned multiple dwelling district
- R-5 multiple dwelling district
- PSD planned single-family development district
  
- C-1 commercial district
- C-2 regional shopping district
- C-3 planned limited commercial district
- S-1 service district
  
- PA public activity district

Several existing overlay districts were established for the purpose of promoting and implementing the goal of the city’s previous comprehensive plans, which is to be a family-oriented community of predominantly single-family neighborhoods supported by a unique, well planned commercial-retail business sector.

The overlay districts provide a process for permitting and regulating uses located in the areas designated as “overlay” on the future land use map. These districts are the Manchester Road Revitalization Overlay District (MRD), the Conservation Subdivision Overlay District (CSD), the Neighborhood Residential Overlay District (NRD) and the Neighborhood Commercial Overlay District (NCD).

### **Manchester Road Revitalization Overlay District (MRD)**

The purpose of the MRD is to promote the local economy and mixed-use development within the Manchester Road corridor while simultaneously maintaining the functional capacity of the highway. The MRD encourages a wide range of well-planned, market sensitive commercial and mixed-use development scenarios. The preferred land development pattern in the area will offer a pedestrian oriented development with a mix of residential and/or commercial uses that provide high quality services and amenities that prolong and enhance the shopping, working and living experience. Special effort should be given to tenant mixes and the configuration of tenant

spaces to maximize convenience, visibility and aesthetics.

Development within the MRD shall fulfill the following objectives:

- Define a consistent scale and character for the streetscape.
- Accommodate a mixed variety of retail, commercial, business and residential uses that will attract residents and customers from a larger market area.
- Introduce commercial and/or mixed-use development that is pedestrian oriented, connects with the adjoining neighborhoods physically and visually, is compact, energy efficient and representative of the latest retail and commercial development trends.

### **Conservation Subdivision Overlay District (CSD)**

The purpose of the conservation subdivision overlay district (CSD) is to preserve undisturbed natural areas within the city’s expected annexation limits by allowing higher density residential development on portions of development sites via relief from the area, density and building bulk limitations of the conventional residential districts. The CSD allows the set aside of undisturbed natural areas through the site design flexibility allowed by modifications to the standards for setbacks, lot dimensions and building bulk; however, the maximum overall density(s) for the entire site allowed in the underlying zoning district(s) shall be maintained. This allows the clustering of residential lots and units on portions of sites

and thus creates the option of leaving portions of sites undisturbed in their natural state. These undisturbed natural areas provide community benefits including: Aesthetics, privacy, flood control, water quality preservation, cleaner air, noise mitigation, reduced erosion and undisturbed natural wildlife habitat.

The intention of the CSD is to establish a mechanism to provide the flexibility needed to respond to conditions and constraints that may be unique to specific sites and the characteristics and constraints that are inherent to residential development in general.

### **Neighborhood Residential Overlay District (NRD)**

The purpose of the neighborhood residential overlay district (NRD) is to allow the creation of rental and owner-occupied residential neighborhoods of mixed densities and dwelling types. Such neighborhoods are to be transitional between existing low intensity developments and higher intensity land uses within the geographic limits for which the overlay district is recommended. The NRD offers the possibility of relief from the development standards of underlying residential zoning districts and associated development regulations to incentivize the creation of new housing or the redevelopment of existing residential areas.

The preferred land development pattern in the NRD is a pedestrian-oriented residential neighborhood that offers a mixture of different

dwelling types and provides the high quality amenities that prolong and enhance the living experience. Special effort shall be given to architecture, building configuration, geography, topography and the mixture of residential uses and densities of dwelling types to maximize and preserve the convenience, quality of life and aesthetics in the NRD development and the surrounding neighborhoods.

### **Neighborhood Commercial Overlay District (NCD)**

The purpose of the neighborhood commercial district (NCD) is to enhance the continuity of economic success of designated commercial nodes that are outside of the Manchester Rd corridor by encouraging and promoting well-planned, neighborhood-oriented, market-sensitive commercial and mixed-use development scenarios. All development shall be compatible with the character of the surrounding neighborhood and adjoining land uses and consistent with the general goals and recommendations of the city's comprehensive community plan.

The NCD regulations and procedures are intended to encourage revitalization and infill development that improves the visual character of these areas while simultaneously maximizing the utilization of these commercial nodes.

Development in the NCD shall complement the adjoining land uses and promote the following objectives:

- The scale of buildings, intensity and congestion of the district shall reflect, blend or coordinate with neighboring residential areas.
- Encourage commercial land uses that attract users from surrounding neighborhoods and reinforce the local and family oriented focus of these locations.
- Emphasize small, low-impact, local oriented development that respects human scale and the proximity of such locations to residential land uses.
- Strengthen the ability of neighborhood-serving businesses to compete in a changing economic environment.

	Lot Area (Min)	Lot Area - Exception for Public Sewer (Min)	Open Space	Lot Width at Street Line / Building Line (Min) <sup>1</sup>	Front Yard Dimension (Min)	Front Yard Dimension Adjacent to Manchester Rd / Major Rds (Min)	Side Yard Dimension (Min)	Rear Yard Dimension (Min)	Max Height	Dwelling Area - Single Story (Min)	Dwelling Area - Multi-Story (Min ground floor / total)
R-1A SINGLE-FAMILY	40,000 sf			150 feet / 150 feet	50 feet	60 feet	15 feet	35 feet	3 stories or 35 feet	2,200 sf	1,600 sf / 2,600 sf
R-1 SINGLE-FAMILY	20,000 sf			100 feet / 100 feet	40 feet	60 feet	10 feet	25 feet	3 stories or 35 feet	1,150 sf	850 sf / 1,700 sf
R-2 SINGLE-FAMILY	20,000 sf	12,500 sf		45 feet / 85 feet	40 feet	60 feet	10 feet	25 feet	3 stories or 35 feet	1,150 sf	850 sf / 1,700 sf
R-2A SINGLE-FAMILY	20,000 sf	15,000 sf		45 feet / 70 feet	25 feet	60 feet / 40 feet	10 feet	15 feet	3 stories or 35 feet	1,150 sf	850 sf / 1,700 sf
R-3 SINGLE-FAMILY	20,000 sf	10,000 sf		45 feet / 70 feet	20 feet	60 feet / 40 feet	8 feet	15 feet	3 stories or 35 feet	900 sf	700 sf / 1,500 sf
R-4 PLANNED MULTIPLE DWELLING	2,000 sf per unit		40%		60 feet		10 feet / 60 feet adjacent to residential		2 stories or 35 feet <sup>2</sup>	900 sf min / 1,200 sf avg	
R-5 PLANNED INFILL MULTIPLE (PIM) FAMILY DWELLING	2,750 sf per unit		35% (10% recreation / 25% open space)		40 feet	60 feet	10 feet or same as adjacent Residential District	25 feet or same as adjacent Residential District	Mean of adjoining districts, max 45' feet	900 sf min / 1,000 sf avg	

Notes:

The above chart is a simplified summary of zoning districts in Ballwin and is not intended to provide a complete listing of zoning requirements. Refer to zoning ordinances for all requirements.

(1) Requirements for lot widths vary for streets that are curved or arc or if lots have sewer access.

(2) Additional height allowed based on setback requirements.

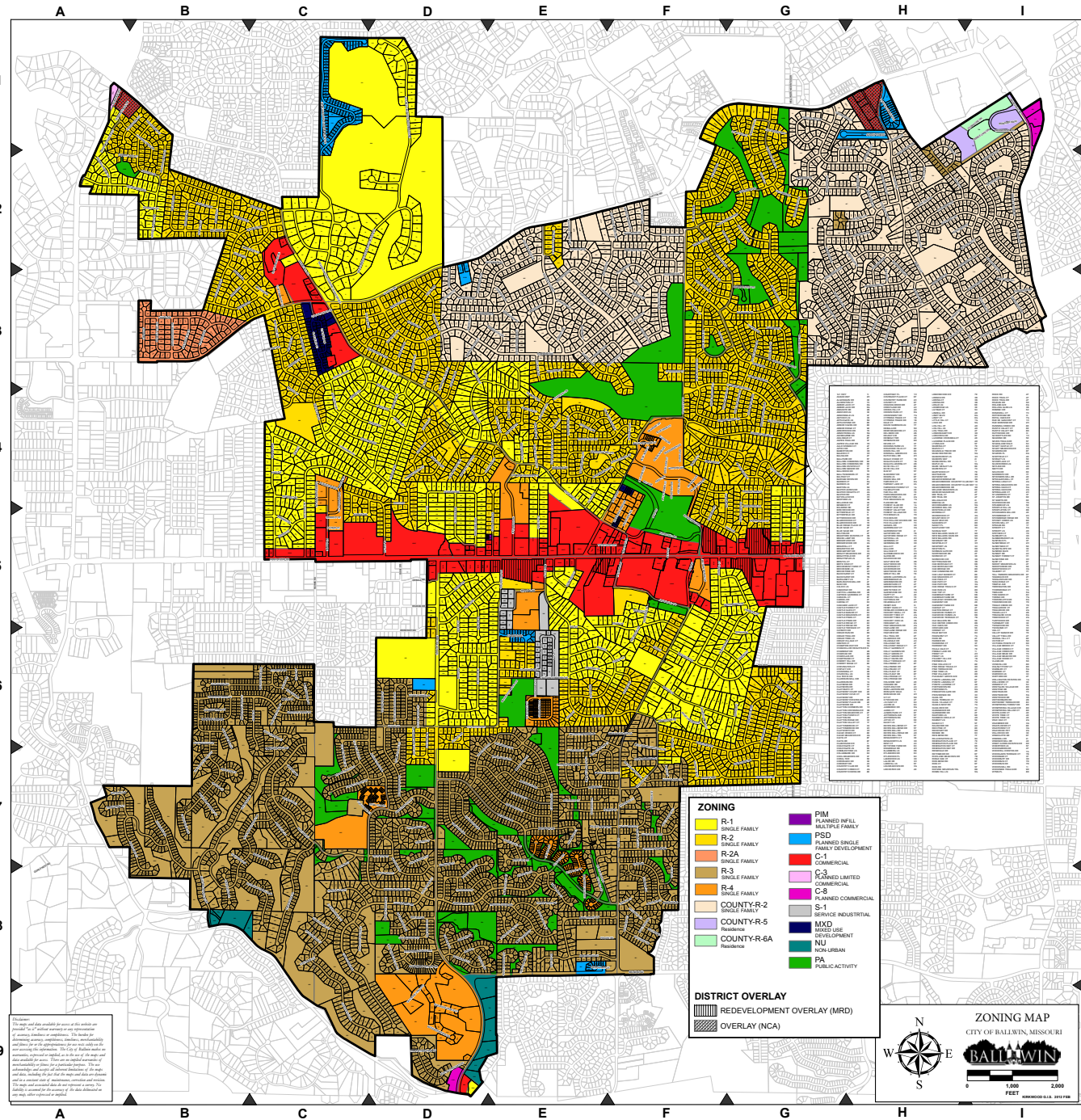
	Lot Area	Open Space	Front Yard Dimension (Min)	Front Yard Dimension Adjacent to Manchester Rd / Major Rds (Min)	Side Yard Dimension (Min)	Rear Yard Dimension (Min)	Landscaping	Max Height
C-1 COMMERCIAL DISTRICT			40 feet	60 feet	0 feet / 25 feet adjacent to residential and public activity	25' feet	10' along road, rear yard	45 feet
C-2 REGIONAL SHOPPING DISTRICT			135 feet setback from boundary / 60 feet setback of not more than ten percent of the perimeter				buffering of residential districts	45 feet / up to 90 feet with certain criteria
C-3 PLANNED LIMITED COMMERCIAL DISTRICT			40 feet	60 feet	10 feet	20 feet		45 feet / increased height allowed with setback requirements
S-1 SERVICE DISTRICT			100 feet setback from boundary				buffering of adjacent districts	45 feet

## Summary - Commercial Zoning Districts

Notes:

The above chart is a simplified summary of zoning districts in Ballwin and is not intended to provide a complete listing of zoning requirements. Refer to zoning ordinances for all requirements.



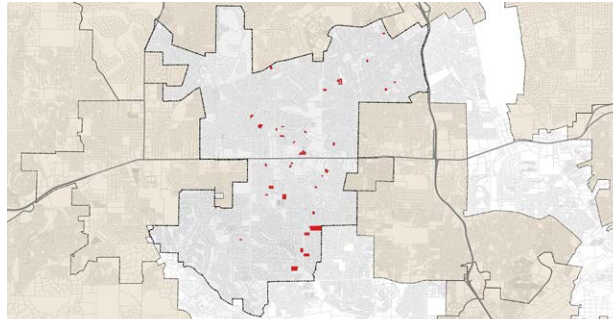


Existing Ballwin Zoning Map

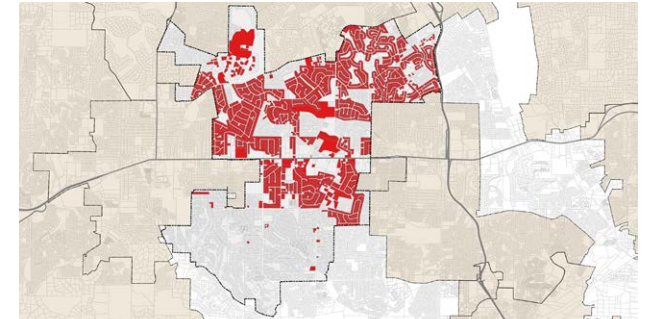
## History of Growth in Ballwin

The maps on this page depict the history of growth, both residential and commercial, within Ballwin. Note that the current municipal boundary of Ballwin is shown in the maps. Ballwin's boundary changed multiple times over the decades through annexation.

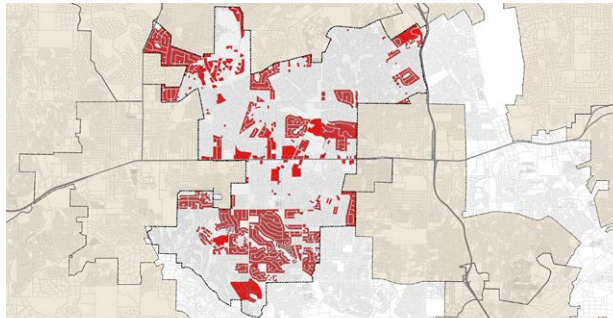
The most significant decades for growth for residential occurred in the 1960's and 1970's. Much of the current commercial development along Manchester Road was built in the 1970's and 1980's.



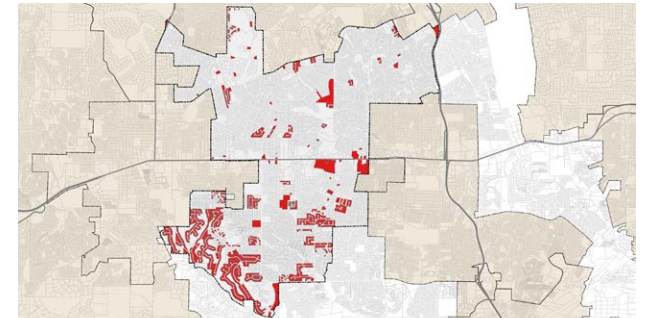
**Prior to 1950**



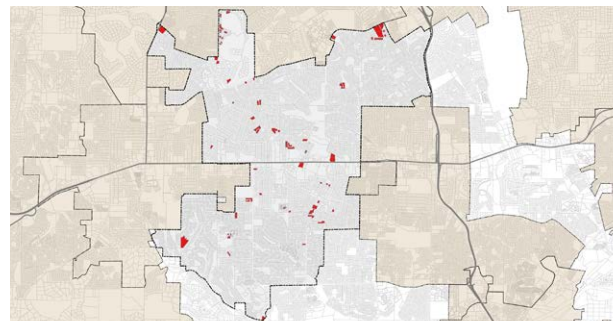
**1950's and 1960's**



**1970's and 1980's**



**1990's and 2000's**



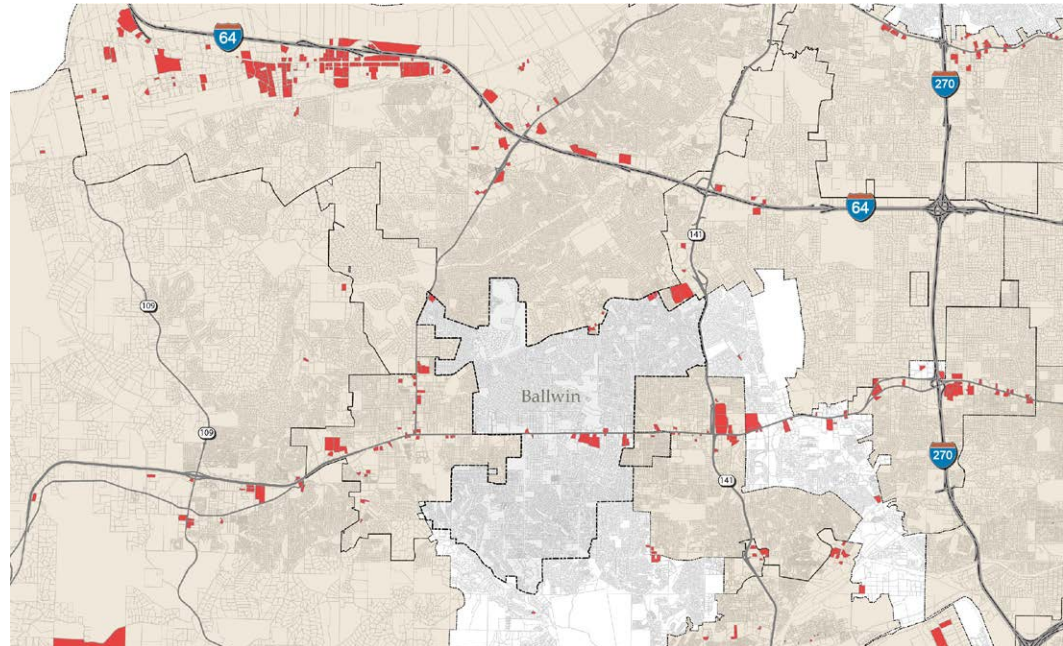
**2010 - 2017**

## Growth in West County

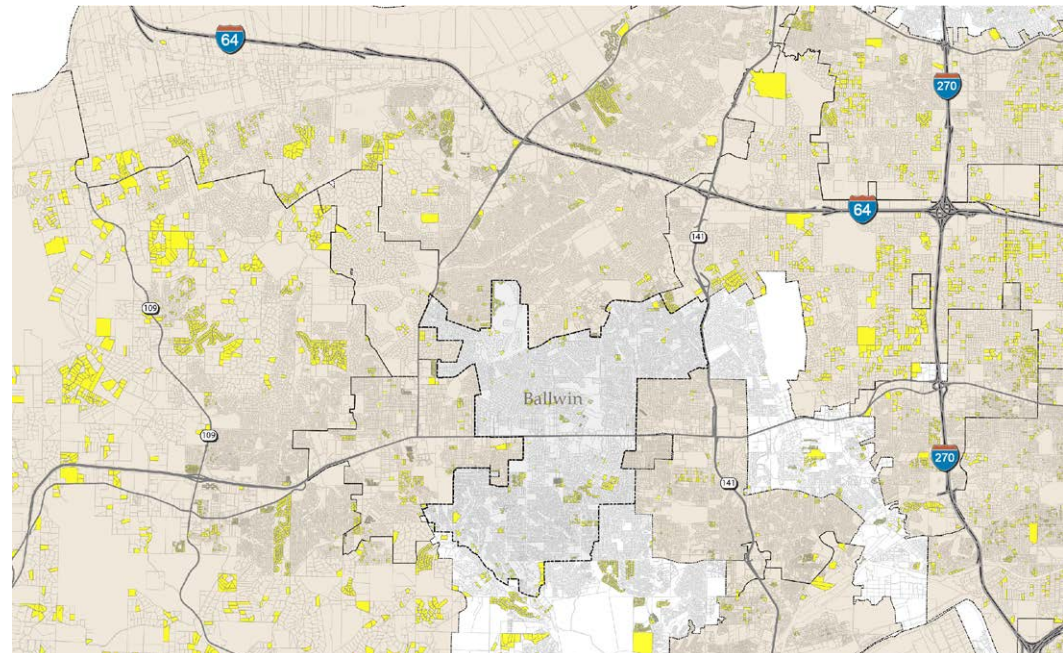
West County has seen significant growth in recent decades. It is important to understand the context of Ballwin in this regional growth. The maps on this page shows commercial and residential growth in West County since 2000.

The commercial development map shows limited new commercial development in Ballwin since 2000. Significant commercial development occurred in the Chesterfield Valley and key locations along Highway 141.

Residential development has been widespread throughout nearby communities and the unincorporated areas of St. Louis County south of Ballwin. Within Ballwin, residential development since 2000 has been mostly infill development on remaining vacant parcels, subdivided larger parcels, and by replacement of tear downs.



**Commercial Development in West County Since 2000**



**Residential Development in West County Since 2000**

# EXISTING ECONOMY AND JOBS

## Ballwin Business Profile

The City of Ballwin is home to one of the region's most robust commercial and retail environments. Centered on Manchester Road, retail dominates the corridor with over 1.6 million square feet of commercial/retail space. The corridor includes retail districts with large national anchors flanked by smaller retail stores, modest strip centers and small stand-alone businesses (local and some national chains). There is a significant concentration of car dealerships, consuming significant acreage along the Manchester Road corridor. Additional small enclaves of retail and commercial uses are also located at the intersection of Clayton and Kehr's Mill roads.

Offices uses are concentrated around the Barn at Lucerne area, Claymont Plaza, along Manchester Road and in repurposed houses located on West Orchard and Kehr's Mill Road, north of Manchester. There is limited office space available in the City.

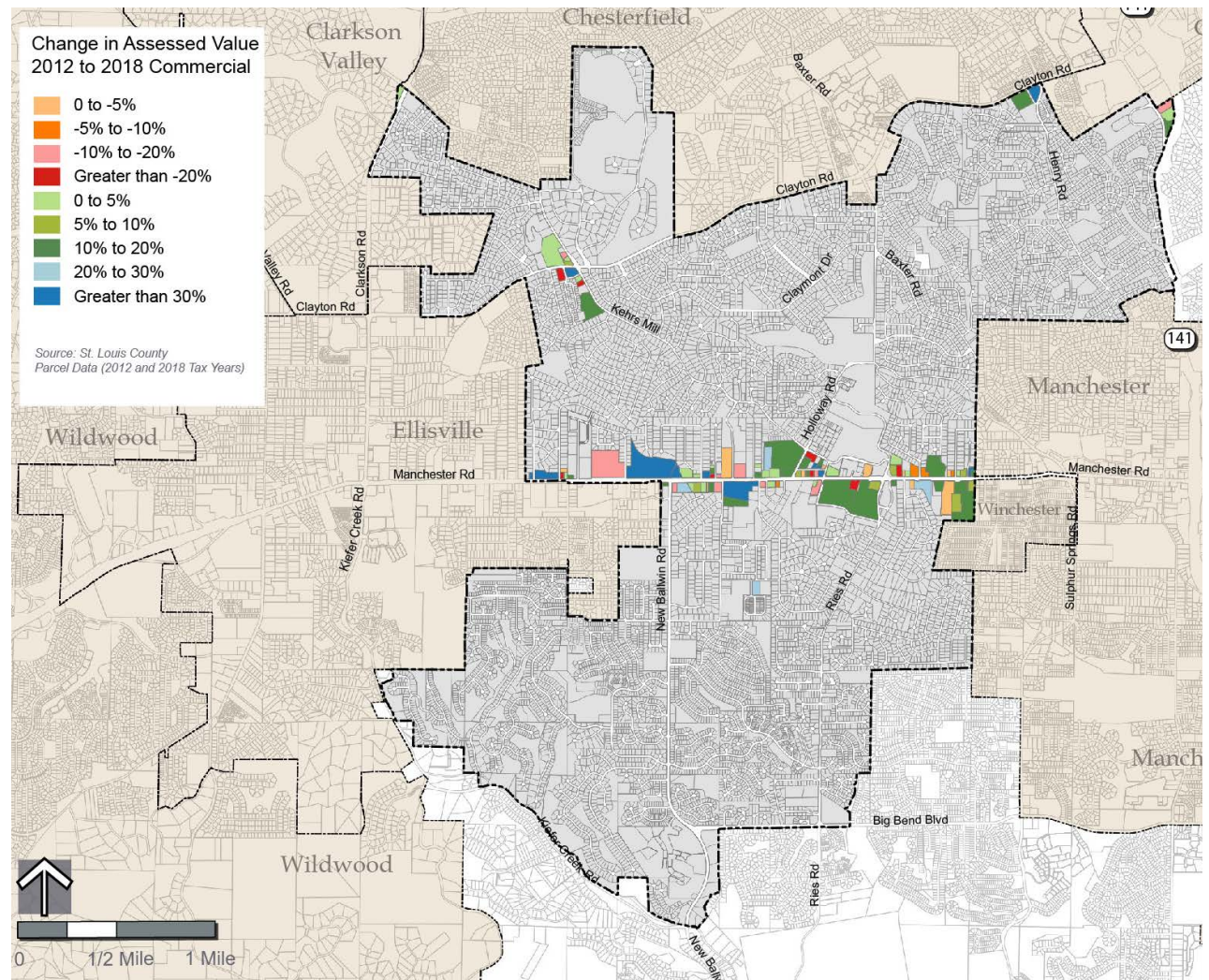
Ballwin currently has 275 businesses with active licenses based on data made available by the City. Most of the businesses fall within two (2) business sectors. The businesses generally consist of retail stores or personal services businesses, which include dry cleaners, salons (beauty and spa), financial advisors, banking and insurance. Additionally,

there are a variety of primarily chain restaurants, including a significant fast food presence.



Generally, the retail developments were constructed between 1960 and 2001, with select reinvestment and façade improvements having been made to structures in both the large and strip centers. Select redevelopment has occurred in the past five to six years, with sites reconfigured and newly constructed buildings. A survey of the commercial areas identified notable vacancies, especially in the larger retail centers. While Ballwin does not collect real estate taxes, St. Louis County's assessed value of its commercial properties does provide some insight into how widely conditions can vary in the same market. For example, between 2012 and 2018, Central Plaza shopping center experienced a nearly 90% increase in assessed value (\$3.84M in 2012 versus \$7.23M in 2018) while Ballwin Plaza, its neighbor immediately to the west, has seen a nearly 20% drop in its assessed value. While the significant increase in Central Plaza's assessed value is anomalous and may be in part attributable to under- or over-estimating its assessed value over time, the difference between the two properties does demonstrate the marked difference in commercial vitality that can co-exist in the same community.

There are virtually no undeveloped sites along the Manchester Road corridor with the exception of one site located west of Old Town Plaza at Ballfield Drive, which is currently for sale. Additionally, Old Town Plaza and Ballwin Plaza could potentially accommodate new development on out-parcels given the large expanse of parking lots.



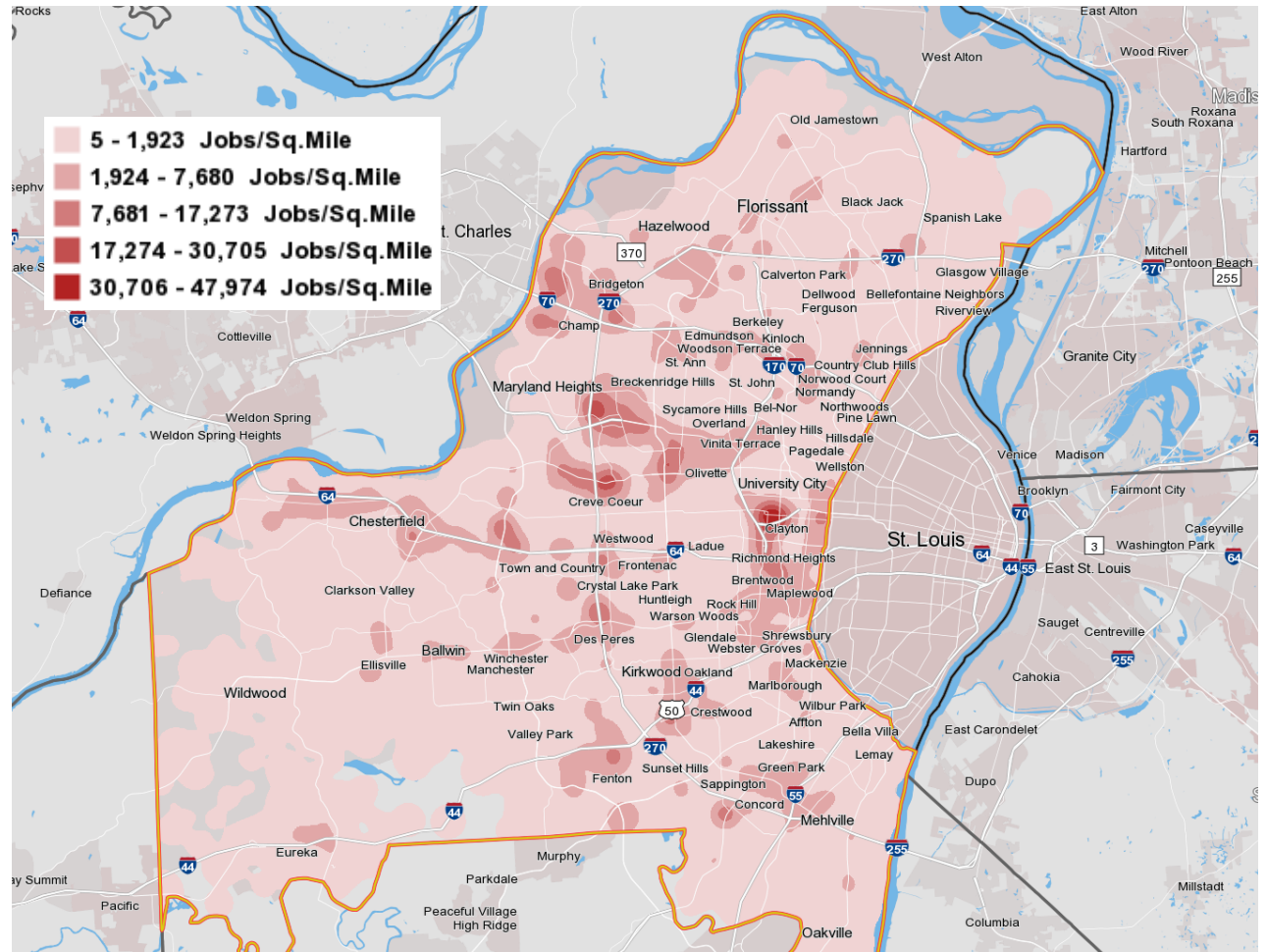
**Change in Assessed Commercial Property Value (2012 to 2018)**

## Employment

Ballwin residents are primarily employed in six (6) employment sectors. Employment in sales and office professions is 23%, Management 22%, Education and Legal 14%, Service occupations 12%, Computer and Engineering positions 9% and Healthcare professions 8%. The remaining residents are employed in the protective service, construction and production/ transportation sectors.

Most Ballwin residents work in St. Louis County (81.9%) with 18.1% working outside of the County or the State of Missouri.

The unemployment rate in Ballwin has ranged from 1% in Oct. 1999 to 7.6% in August 2009. The ACS estimated the unemployment rate at 4.2% in April 2016: however, Homefacts.com indicates that the rate in April 2018 is 2.5%, which would be consistent with Bureau of Labor Statistics data which shows the State and County unemployment rates being 3.6% and 3.5% respectively.



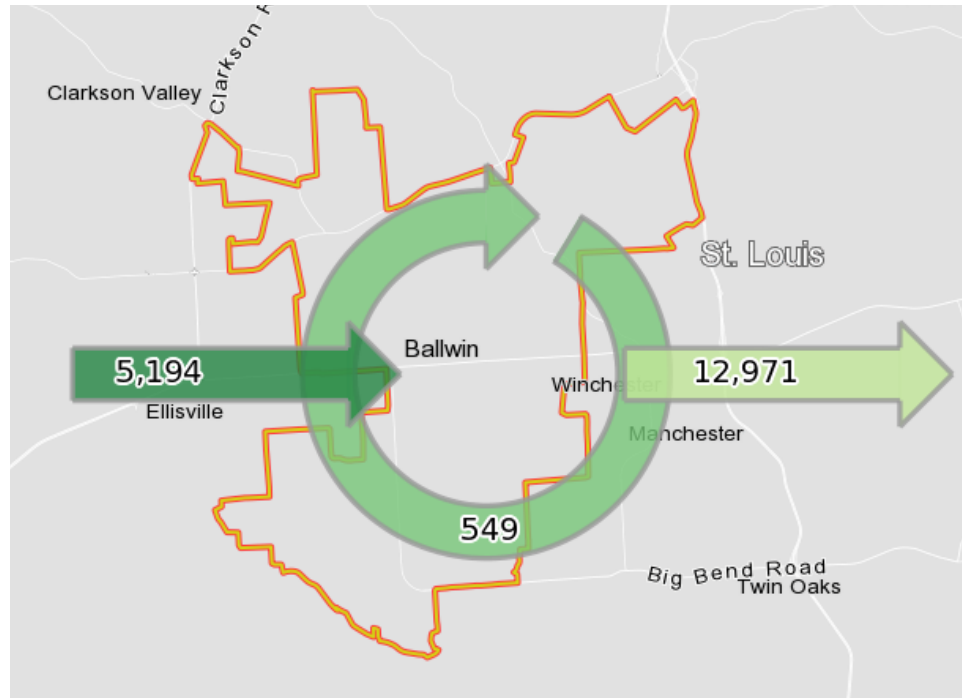
## Employment Density in St. Louis County (2015)

Source: LEHD on the Map, 2015

## Commuting

Most of Ballwin's residents are employed outside of the community requiring them to commute to work. The ACS estimates that the mean travel time for residents to commute to their place of employment in 2016 was 25 minutes. ACS data also indicated that 9.3% of residents had a commute time of less than 10 minutes with 36.6% traveling over 30 minutes. The majority (92%) of the population use personal vehicles to commute to work, while only 0.4 % rely on public transportation. It should be noted that 6.7% of residents do not commute to their place of work but work at home.

The nearby map shows the commuting patterns for workers in Ballwin. The arrow on the left shows the number of incoming commuters, people who come from communities other than Ballwin each day to work. The arrow on the right shows the number of Ballwin residents who leave to work elsewhere. These arrows do not indicate direction of travel, just inflow and outflow. Finally, the circular arrow shows the number of Ballwin residents who also work in Ballwin. While these commuting numbers vary slightly from the 2016 ACS data, they show the overall trend that most residents commute outside of Ballwin for their jobs.



### Commuting Patterns in Ballwin

Source: LEHD on the Map, 2015

# EXISTING HOUSING

## Overview

Neighborhoods and housing are frequently mentioned by residents as key strengths for Ballwin. With a range of housing types and price points, along with being in the highly desirable school districts of Rockwood and Parkway, the Ballwin residential market is often highly sought after.

This section will review existing data and trends in housing in the City such as types of housing, market values, changes in market values, parcel sizes, and the trend of infill housing.





## Key Housing Statistics

The total number of housing units in Ballwin increased to 12,435 total units in 2010 from 12,062 in 2000. The ACS estimates that the number has declined to 12,011 units in 2016. This decline is probably the result of older smaller homes being demolished and replaced with larger homes on combined residential lots.

The data indicates a stable mix of owner occupied homes versus renter occupied since 2000 when 82.9% of homes occupied by owners and 17.1% occupied by renters. In 2010, these numbers shifted slightly to 82.8% owner occupied and 17.2% by renters. Ballwin has maintained a higher proportion of owner occupied homes (Ellisville 78.8%, Chesterfield 77.3%, Manchester 77.7%) than the surrounding communities except for Clarkson Valley where 98.2% of homes are owner occupied and only 1.8% are occupied by renters. Per 2016 ACS data, 80.4% of homes in Ballwin were owner-occupied versus 19.6% of renters, a slight decrease in owner-occupied residences from 2010.

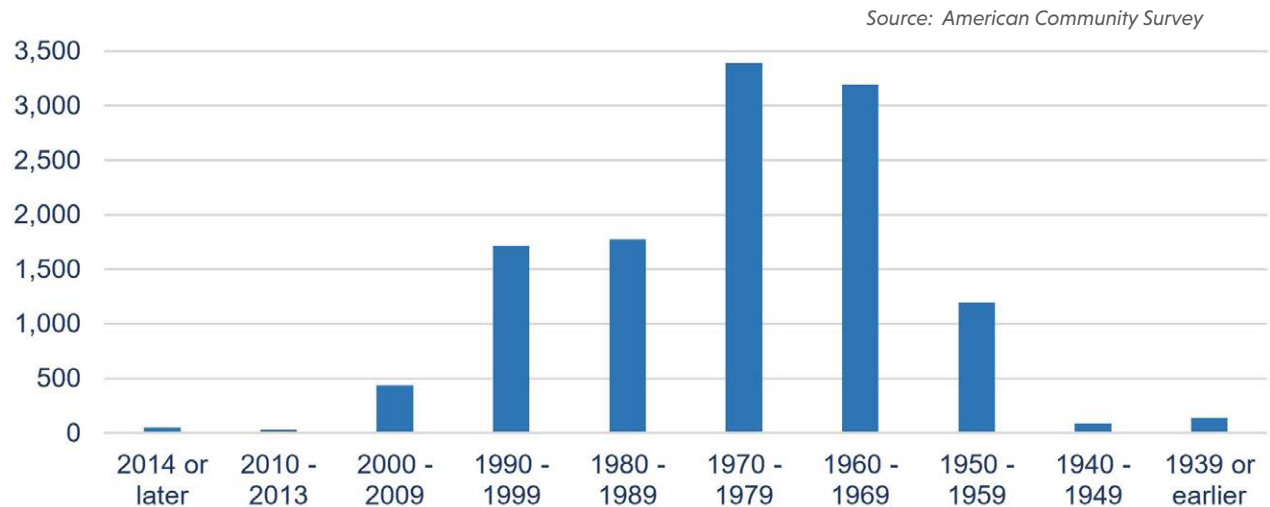
The housing stock in Ballwin in terms of type is relatively homogeneous. Significantly, 81.6% of homes in Ballwin are single unit, detached residences. Small apartment complexes of 5 to 19 units represent 10.5% of the housing stock. Single unit attached and 2 unit homes represent 4.3% of the housing stock.

In terms of age, approximately 66.6% of the housing in Ballwin was constructed in 1979 or earlier. Older housing stock is typically smaller

in size and often does not offer the design and amenities of newer homes (open plan, number of bathrooms etc.). There are pockets of homes with 1800 SF or less throughout the central area of Ballwin both north and south of Manchester Road.

The average household size has remained fairly consistent from 2010 (2.56 persons per household) to 2016 (2.60 persons per household). This same trend is seen in the surrounding communities with Ellisville at 2.47/2.54, Chesterfield at 2.42 /2.44, Manchester at 2.5/ 2.60 and Clarkson Valley at 2.98/3.03.

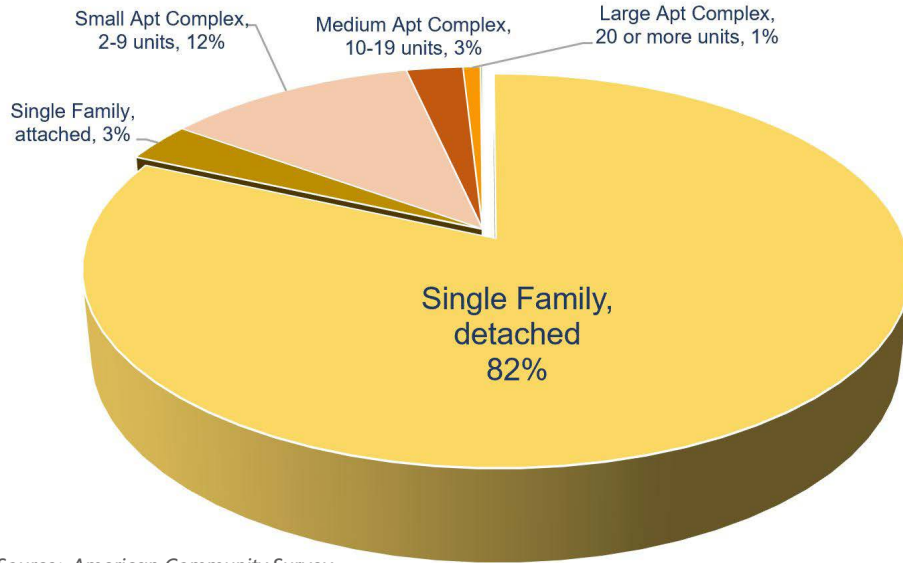
The housing values in Ballwin and the surrounding communities remain strong with Ballwin having an owner occupied median home value of \$238,400 based on the 2016 ACS. Ellisville homes had a median value of \$227,700; Chesterfield \$347,000; Manchester \$216,100; and Clarkson Valley \$592,500.



**Housing Units Built per Decade in Ballwin**

## Housing Types

According to the 2016 ACS, there are 12,011 total housing units in Ballwin. The totals include: 9,802 single family detached houses, 382 single family attached houses, 1,395 apartment units in small structures (2-9 units), 317 apartment units in medium structures (10-19 units), 93 apartment units in large structures (20 or more units), and 18 mobile homes.

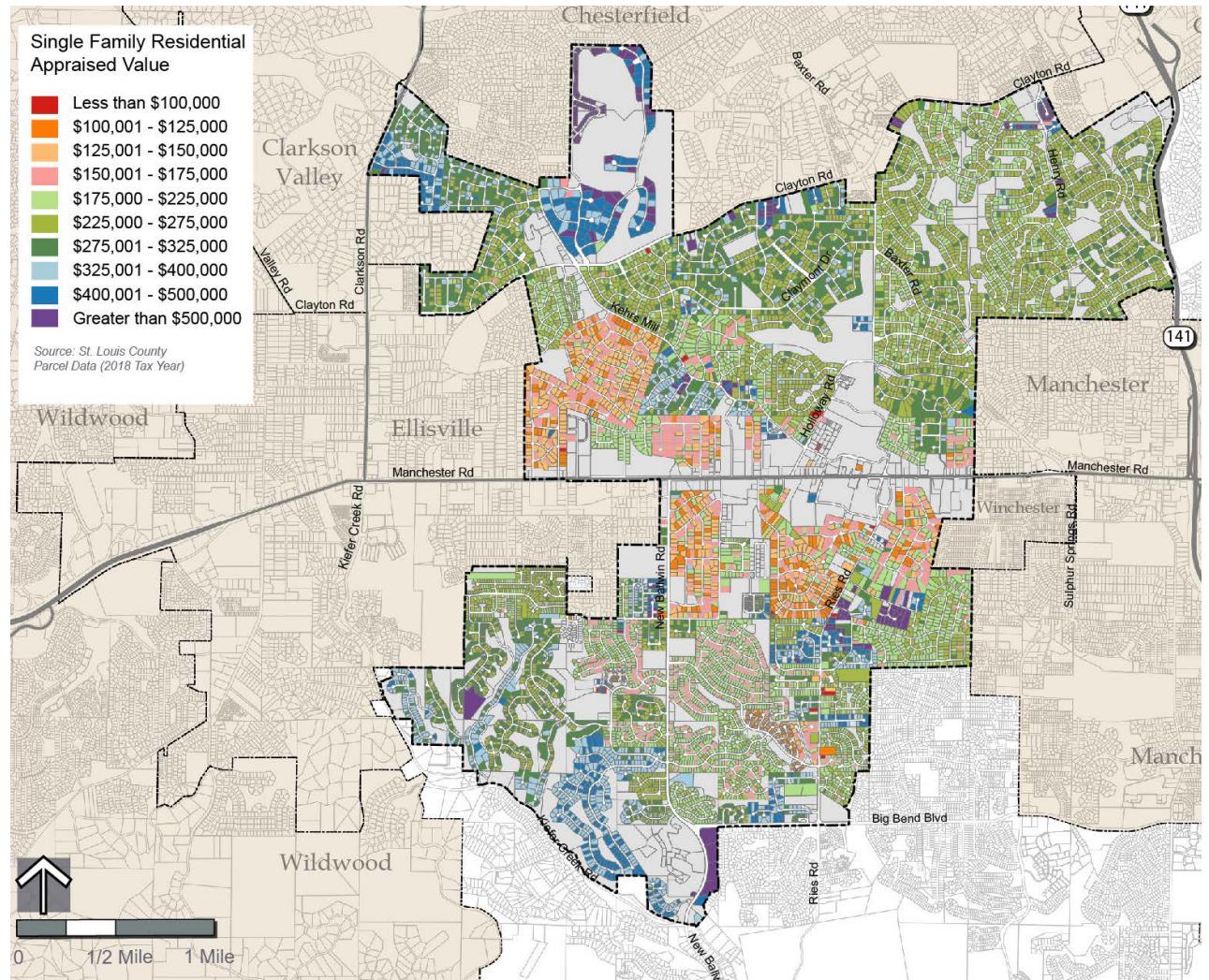


Source: American Community Survey

## Housing by Type in Ballwin

## Housing Value

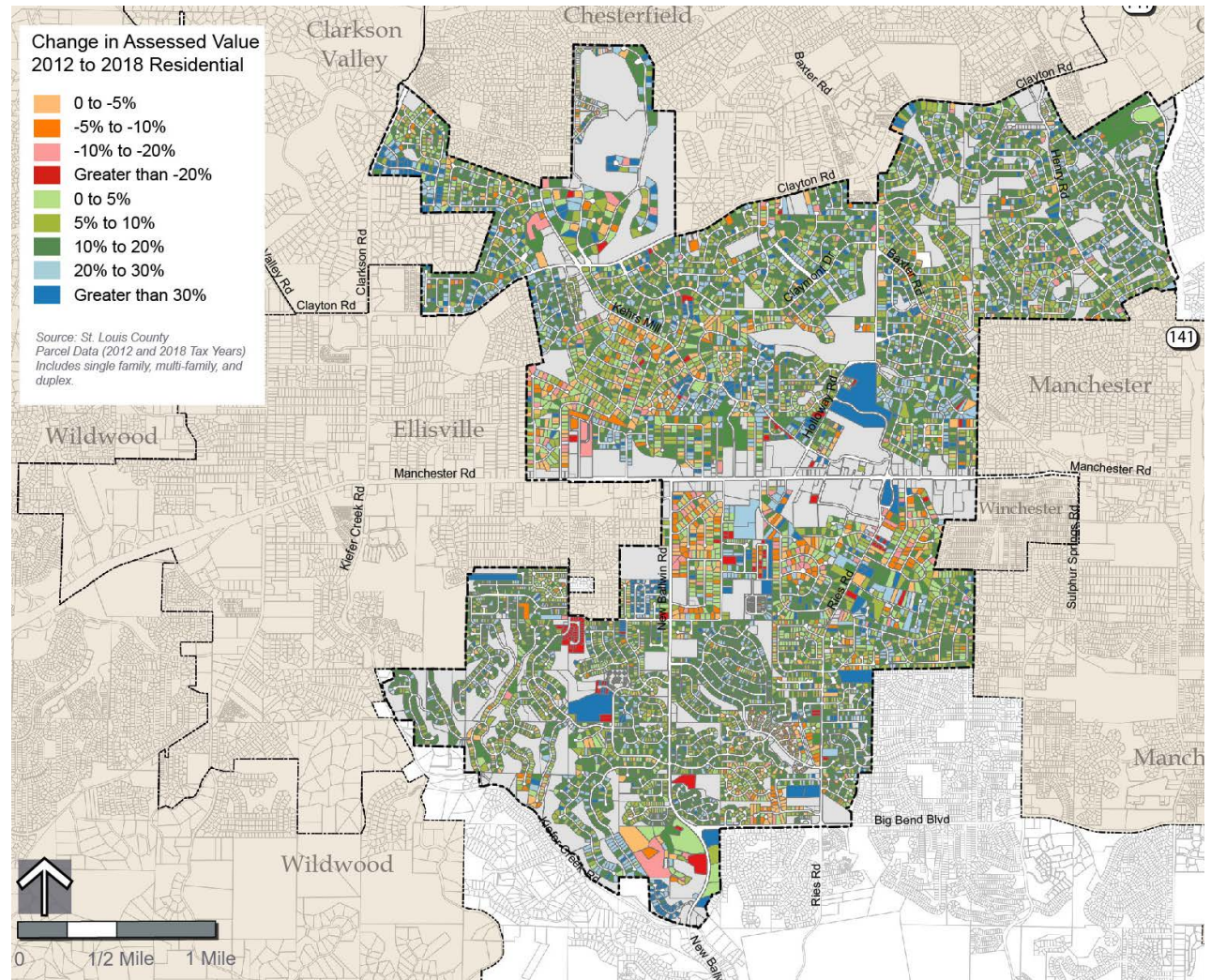
Based on St. Louis County appraised values, there is a solid range in housing based on price, with a significant percentage of homes in the \$175,000 to \$325,000 range. There are also areas of more modestly priced homes (\$150,00 or less) along with pockets where home prices exceed \$400,000 and even \$500,000.



**Single Family Residential - Appraised Value**

## Changes in Residential Property Values

For the most part, residential properties in Ballwin have appreciated in value since 2012 in comparing values to 2018. Some pockets of the City have shown decreases in residential values. However, additional analysis would have to be done comparing data from more years to fully evaluate these areas.

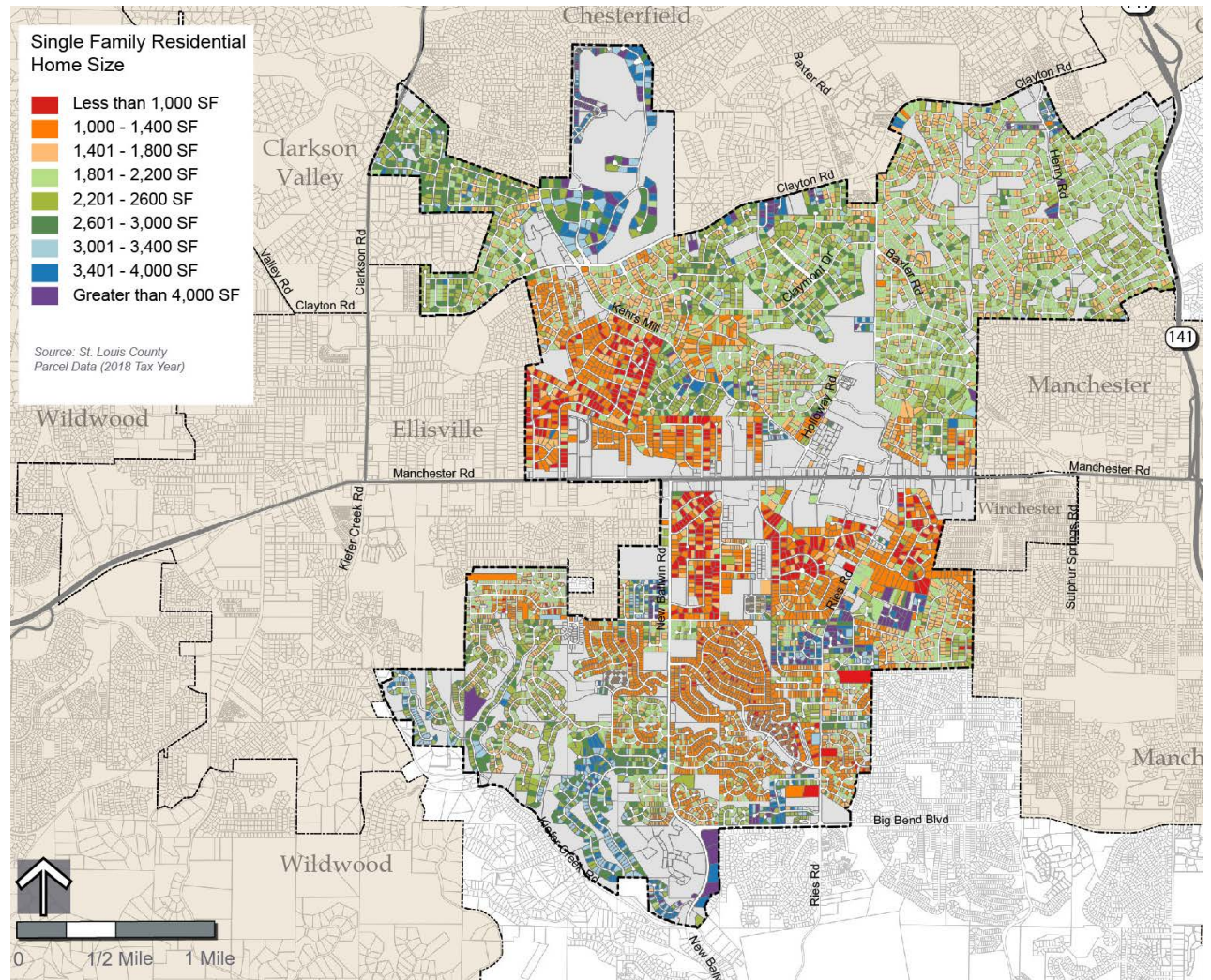


**Change in Assessed Residential Property Value (2012 to 2018)**

## Home Size

The size of single family homes in Ballwin ranges from less than 1,000 square feet to over 4,000 square feet. The older neighborhoods of Ballwin tend to have the smaller homes of under 1,800 square feet. Newer subdivisions in the southern and northern parts of the City tend to have the larger homes of over 3,000 square feet, although pockets of large homes exist throughout the City.

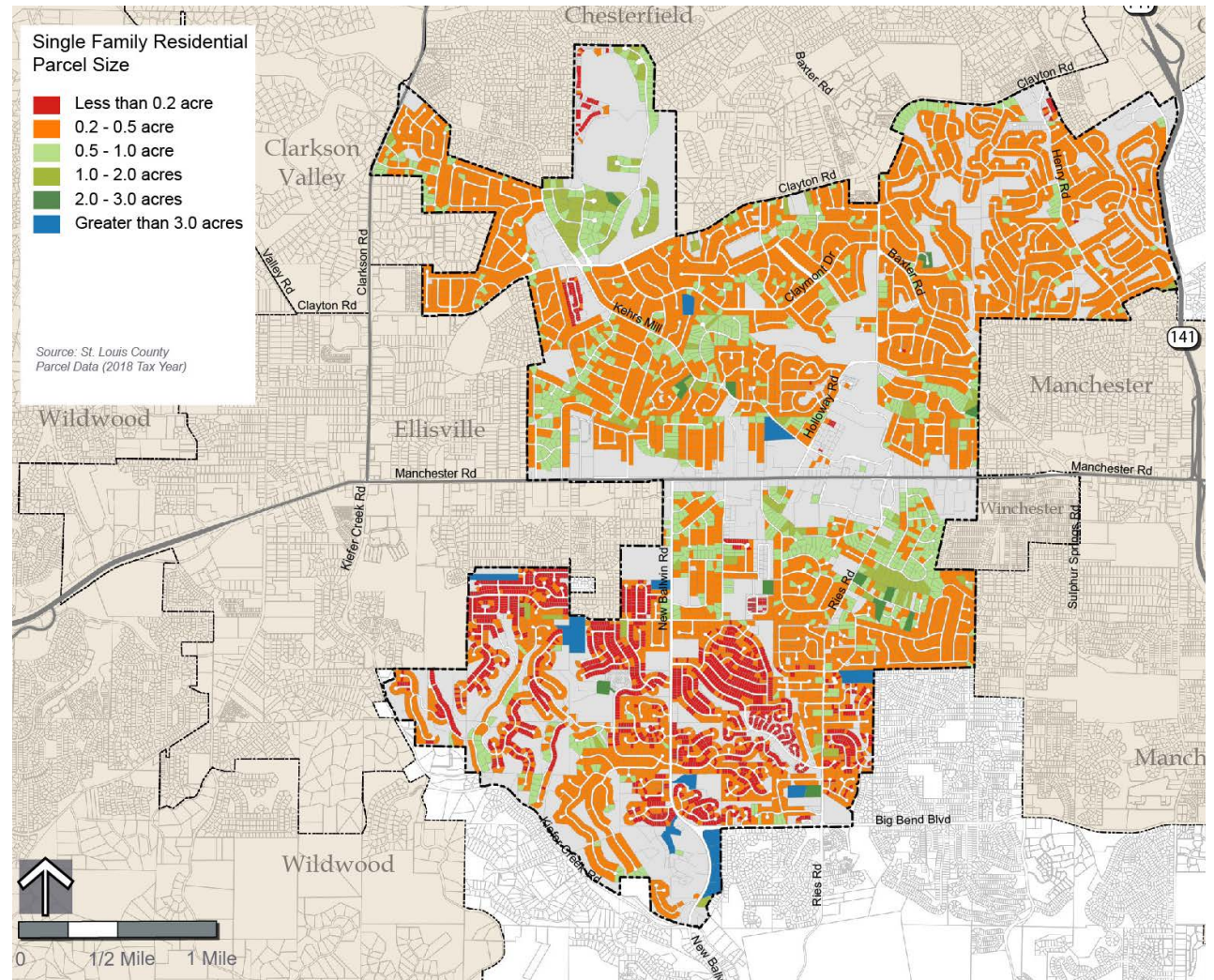
For comparison, the National Association of Home Builders report that the average size for a single family home in 2016 was 2,635 square feet.



**Single Family Residential - Home Size (Square Feet)**

## Single Family Homes - Parcel Size

Most parcels for single family homes in Ballwin are under one-half acre. Parcel size does not necessarily correlate to the age of the home. Many older homes are located on parcels greater than one-half acre or one acre.



**Single Family Residential - Parcel Size**

## Infill Housing

In recent years, there has been an increase of infill housing in Ballwin. Infill housing, in this context, is defined as either new housing on an undeveloped lot within an established neighborhood or redevelopment of an existing residential property. Redevelopment can take several forms, but is typically a tear down of a smaller home that is then replaced with a new, larger home. If the parcel is large enough, as

part of the redevelopment, the parcel will be subdivided into smaller lots with multiple new homes.

The aerial photos on this page shows two examples of infill housing in Ballwin.



*Example #1 shows an example of infill housing. The two parcels (approximately two acres and one acre each) on the left photo were combined and then subdivided into multiple lots (approximately one-quarter to one-third acre each) for new home construction (right photo).*

### Example #1



*Example #2 shows another example of infill housing. The parcels on the left photo were subdivided into multiple lots for new home construction (right photo).*

### Example #2

# EXISTING COMMUNITY ASSETS AND INSTITUTIONS

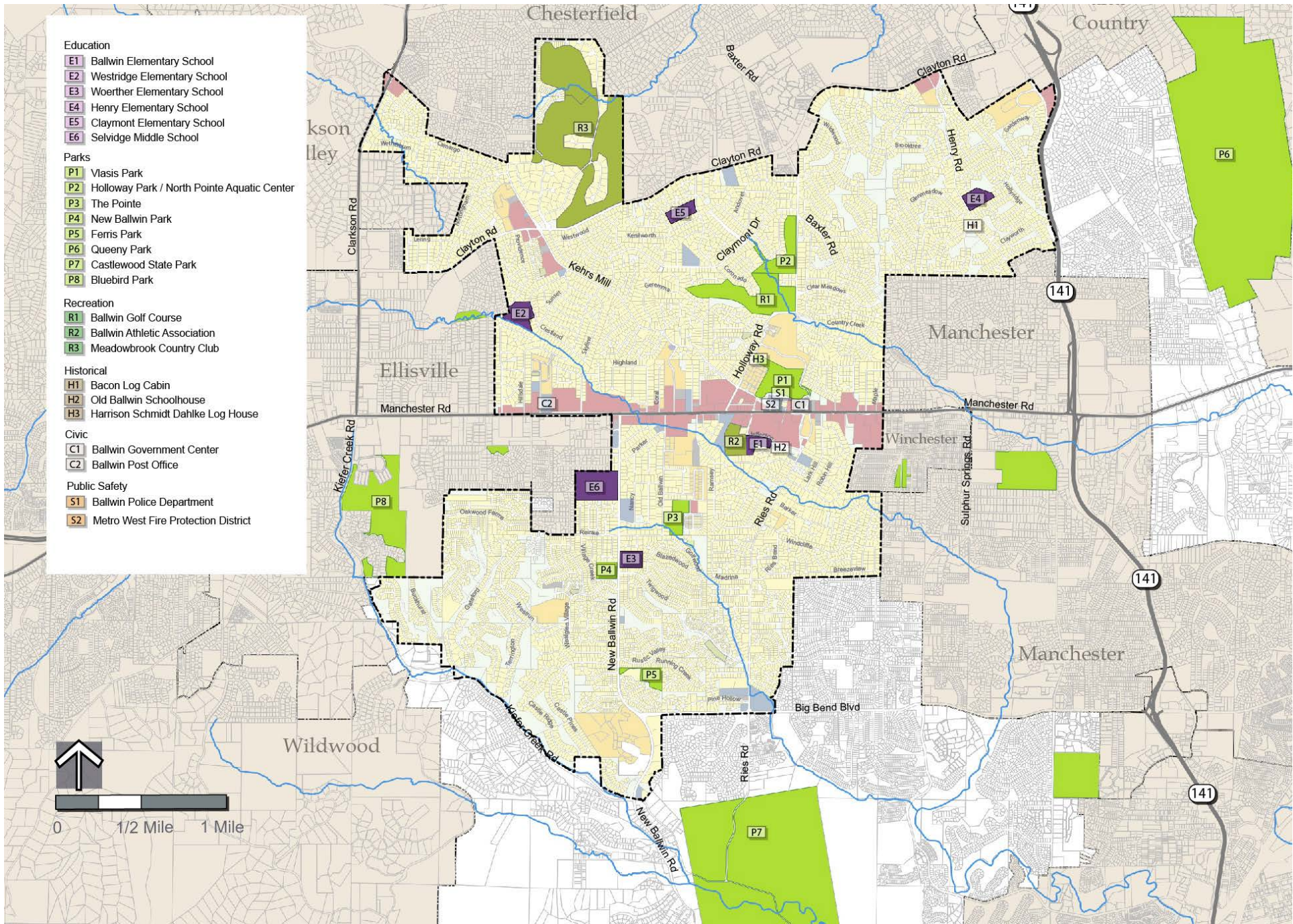
## Overview

A strength of Ballwin is the number and quality of community assets and institutions available to City residents. This section highlights key community facilities including:

- Civic Buildings
- Education
- Health
- Libraries
- Public Safety
- Utilities







## Community Assets and Institutions



P1 Vlasis Park



H2 Old Ballwin School House



S2 Metro West Fire Protection District



H1 Bacon Log Cabin



R2 Ballwin Athletic Association



P3 The Pointe

## School Districts

Among the top reasons families choose to live in Ballwin is the access to high quality, nationally recognized public schools. Portions of Ballwin are served by the Rockwood School District, the largest school district in St. Louis County and the third largest in the state of Missouri. The rest of Ballwin is served by the Parkway School District, which is the third largest district in St. Louis County and in the top 10 statewide.

Four of the six public schools located inside the boundaries of Ballwin are within the Rockwood District (Ballwin, Westridge, and Woerther Elementary Schools, and Selvidge Middle School), while two elementary schools in Ballwin are within the Parkway District (Claymont and Henry).

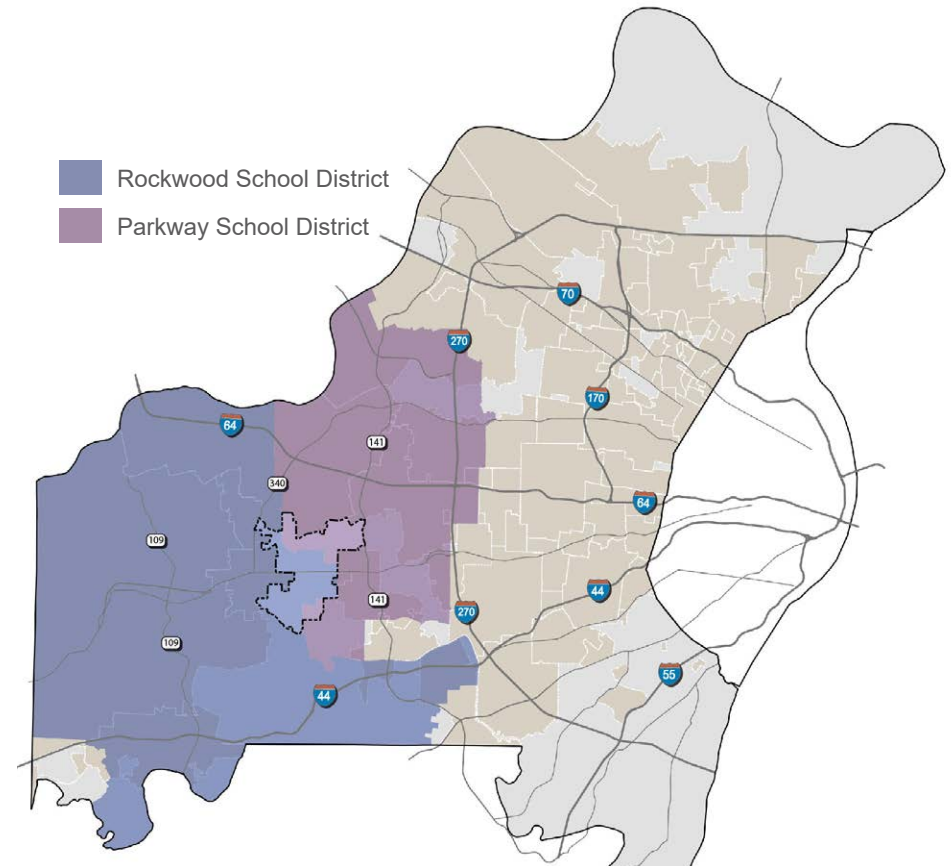
Both Rockwood and Parkway are recognized as being among of the highest performing school districts in the country. Rockwood has 11 different schools that have received Blue Ribbon Awards for Excellence in Education from the U.S. Department of Education (including some that received Blue Ribbon Awards more than once), while 17 Parkway schools have been recognized with National Blue Ribbon Awards. The National Blue Ribbon Schools Program recognizes schools whose students achieve at very high levels or schools that make significant progress in closing the achievement gap. Meanwhile, the State of Missouri recognizes achievement with Gold Star Awards. Ten schools in Parkway and fifteen schools in Rockwood have earned Gold Star Awards from the State of Missouri (some on multiple occasions).

Rockwood was named a 2016 National School District of Character by Character.org and Parkway was named to this list in 2017.

Both Rockwood and Parkway School Districts earned 98.6 percent overall scores on the most recent (2017) Annual Performance Report (APR) released by the Missouri Department of Elementary and Secondary Education.

Three of the four high schools in Parkway and three of the four high schools in Rockwood earned “Silver Medal Awards” from U.S. News & World Report in their 2018 ranking of the country’s Best High Schools.

In addition to providing exemplary educational services, the two districts make their school buildings and grounds available for other community uses when not being utilized for educational or district programming. Parkway and Rockwood are two of only four districts in the State of Missouri to earn the Standard and Poor’s AAA bond rating for their stable financial condition and responsible management of district resources.



**School Districts in Ballwin**

## Fire Districts

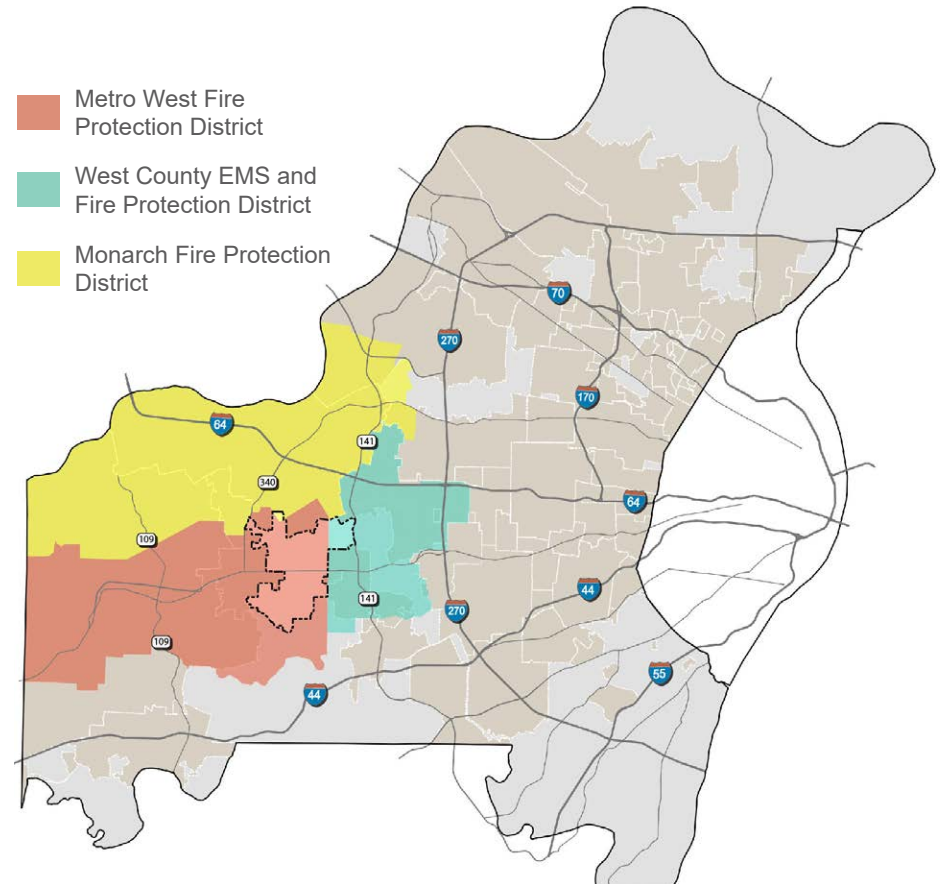
Ballwin falls within portions of three separate fire protection districts, which provide first responders and protective services in the event of fires or medical emergencies. Nearly all of Ballwin is served by Metro West Fire Protection District, with Station Number 1 located on Manchester in the heart of Ballwin. In addition to basic firefighting services, Metro West is the designated first-responder agency for all other non-crime emergency situations. According to District Chief Krause, over 75% of services provided by Metro West revolve around EMS, including falls among seniors in their homes. Other services include permits and inspections, community emergency preparedness, risk reduction, and safety education.

The Metro West Fire Protection District has been recognized as an “Internationally Accredited” agency since 2011.

The northeast corner of Ballwin is served by the West County EMS & Fire Protection District, which had started as the Manchester Volunteer Fire Department in 1908. This district covers 21 square miles within portions of Ballwin, Manchester, Town & Country, Twin Oaks, Winchester, and unincorporated St. Louis County.

A very small portion of Ballwin, at the northernmost tip, is in the Monarch Fire Protection District. This district traces its roots to 1925 when it started with one volunteer fire station and later grew to become the Chesterfield Fire Protection District. Since 2003 the district has been known as the Monarch Fire Protection District, which now covers more than 62 square miles and services all of or part of the cities of Ballwin, Chesterfield, Clarkson Valley, Creve Coeur, Maryland Heights, Wildwood, and unincorporated St. Louis County.

Through a mutual aid arrangement, all three districts provide support and assistance to areas in Ballwin that are outside their official boundaries if their first responders can reach locations more quickly than the designated district or if the incident requires more assistance than the district can provide.



**Fire Districts in Ballwin**

## Police

Ballwin is served by the Ballwin Police Department. Ballwin established a full-time police department in 1964. Today the Police Department has over 60 employees including 51 Commissioned Officers, 10 Dispatchers, two Police Clerks, and one Reserve Officer.

Ballwin residents have cited low crime and safety within the community as a top strength for living and working in Ballwin. The City has also been named as one of the safest cities in America.

The Ballwin Police Department has its own communication center which receives all 911 and non-emergency calls for Ballwin and Manchester.

The Ballwin Police Department has a number of community programs including Nixle, which is a community information service that provides important information about crime and traffic situations.

## Utilities

Ballwin is served by a number of regional utilities and service providers. They include the following:

- Ameren: Electrical Service
- Spire: Gas Service
- Metropolitan St. Louis Sewer District: Sewer Service
- Missouri American Water: Water Service
- Phone/Cable: *Multiple*
- Republic Services: Trash/Recycling Services

## Libraries

Ballwin is not served by a library within the City limits. However, two St. Louis County libraries are in close proximity to the City. The Daniel Boone Branch is located at 300 Clarkson Road in Ellisville. The Grand Glaize Branch is located at 1010 Meramec Station Road in Manchester.

# EXISTING TRANSPORTATION

## Overview

The City of Ballwin’s transportation “strengths” lie within its robust roadway network. There is a genuine street hierarchy providing defined vehicular routes to and within the City. The existing roadways are generally in good condition and offer a high level of service in all but the very peak commuter periods, and even in those times still operate within industry guidelines of acceptability. A high percentage of streets have sidewalks on one or both sides, creating a relatively dense pedestrian network. Furthermore, there is good transit mobility utilizing this roadway network. Finally, there is also strong vehicular and pedestrian access to individual parcels throughout the City.

The weaknesses in the system are the impacts of too-much access, multiple driveways that create both vehicular and pedestrian conflicts – impacting safety and efficiency, especially in the Manchester Road Corridor. The Manchester corridor, while being a “backbone” of the City’s transportation and economic

network, creates a barrier to north-south travel of all modes especially pedestrians. Another weakness is the lack of an interconnected bicycle network, including both on-street and trail facilities.

Public support already exists to address the major identified weaknesses: Manchester Road and a bicycle network (a fact confirmed by early stakeholder and public engagement for this Comprehensive Plan). And several studies have independently been done in the past to define these weaknesses and recommend potential solutions, although the majority of them were “shared” studies between multiple jurisdictions. The opportunity lies within an effort to mesh these previous recommendations with public support into a focused plan for the City of Ballwin to “own” and incorporate independently, empowering the City to pursue projects and funding as desired.

## Planned Transportation Projects

At this time, there are no major projects planned for the area network. However, there are several smaller, roadway-maintenance projects listed in the region’s Transportation Improvement Program (TIP; currently for fiscal years 2018 – 2021). These include:

- Ramsey Lane Bridge over Fishpot Creek Replacement (2018)
- Ries Road Bridge over Fishpot Creek Replacement (2018)
- Baxter Road Resurfacing and Shared Use Path: Manchester to Clayton Road (2020)
- Holloway Road Resurfacing: Manchester Road to Baxter Road (2021)

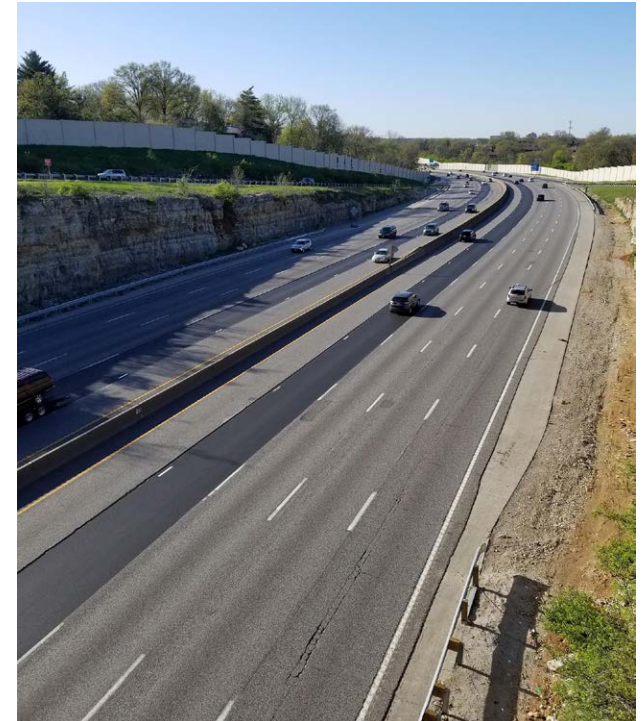
In addition, the Missouri Department of Transportation (MoDOT) plans to resurface and address any necessary improvements required by the Americans with Disabilities Act (ADA) on Manchester Road west of MO 141 by year 2027.

## Introduction - Mobility

In regards to transportation to and from and/or within a community, there are two main characteristics of interest: mobility and access. Mobility is the means to travel between destinations and how freely one is able to do so. Accessibility relates to the traveler's ability to reach a destination.

Mobility is provided by multiple modes (vehicles, transit, non-motorized...), including many trips that require the use of more than one. For example, driving a car to an employer or school includes a walk trip at either end. In broad terms, mobility is more directly influenced by physical and operational characteristics of the travel network. For example, an interstate highway may provide great mobility, but limited accessibility to adjacent land uses; while a driveway to an office building provides excellent accessibility to that facility, but limited mobility. Accessibility is a function of how a transportation network is structured, but also depends on land use patterns, available modes and geographic area. When land is developed with greater density and multiple land uses are clustered together, accessibility to goods and services may be enhanced.

Moving people is an important goal of most transportation agencies. In an urban environment, however, restricting access to individual properties may be necessary to allow for the smooth, uninterrupted flow of traffic on the adjacent roads (called access management). Accessibility determines the adequacy of the transportation system and the value to related activities, such as commerce, employment, recreation, and overall quality of life. A balance between mobility and accessibility is often necessary to achieve community goals (Institute of Transportation Engineers, 2016).



*Interstate freeways are an example of providing high mobility.*

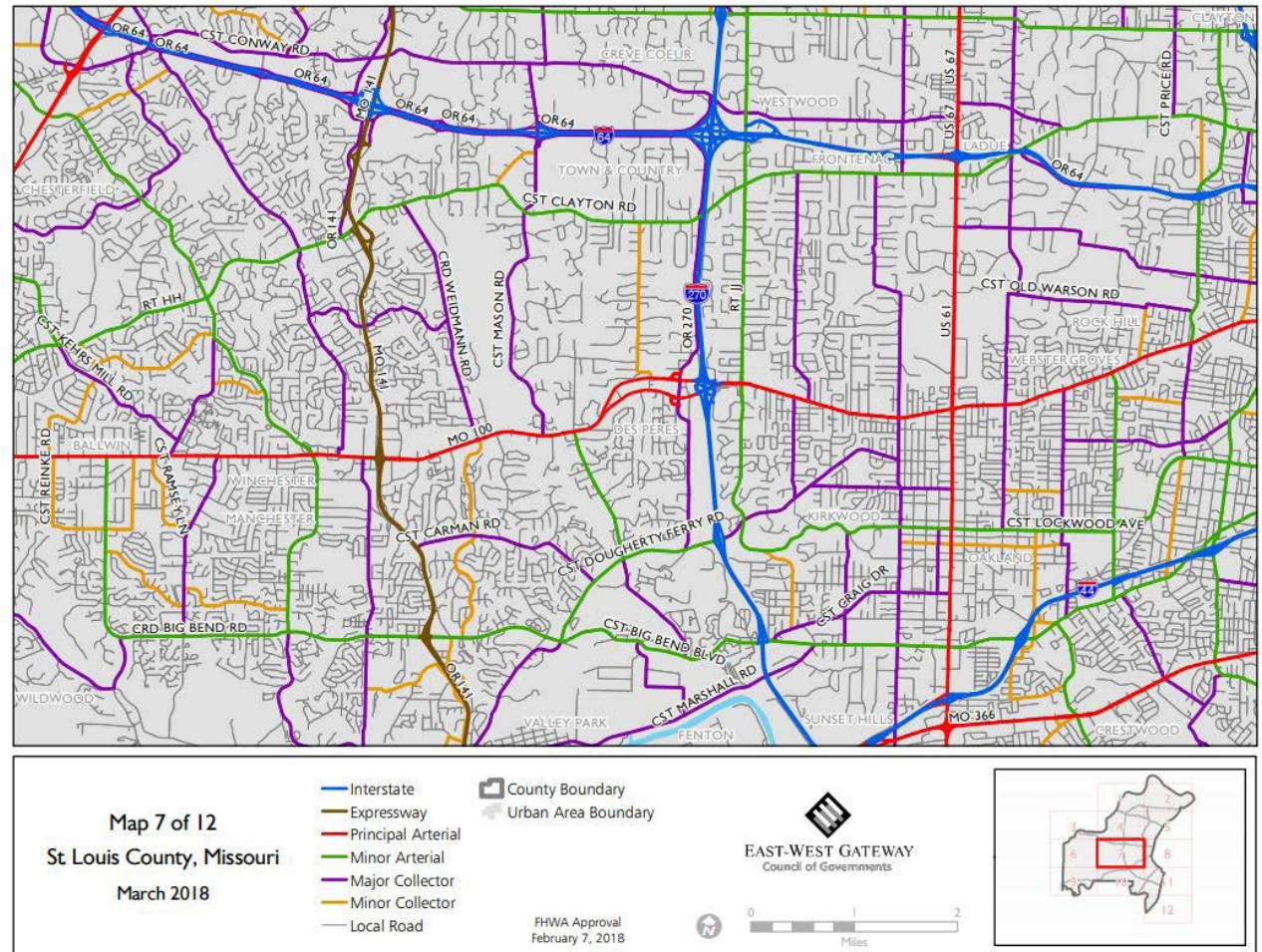
## Existing Vehicular Mobility

The City of Ballwin is served by a well-connected hierarchy of roads, as shown in Figure 1. This hierarchy includes:

- Local roads: typically, low-volume, low-speed, and short-distance streets serving homes and neighborhoods
- Collectors: provide connections between local streets and arterials
- Arterials: higher-volume, higher-speed facilities used to travel longer distances between cities or major destinations
- Interstates: for regional and long-distance travel.

Note that as roadways shift from local to Interstate (as shown in the legend), the mobility of the facility increases (while the number of access points generally decreases).

The northwest and northeast corners of Ballwin are entered via Clayton and Kehrs Mill Roads, both minor arterials connected to regional routes (MO 141 and MO 340, respectively). Similarly, at its southern boundaries, Ballwin is accessed via Big Bend Road, another minor arterial that intersects MO 141 and, further east, Interstate-270. The central, east-west, corridor of Ballwin is MO 100 or Manchester Road (and Historic Route 66). Although having a principal arterial bisect the City can be problematic to north-south travel within the City (especially via non-motorized modes), it provides for a high level of mobility to and within the City of Ballwin.



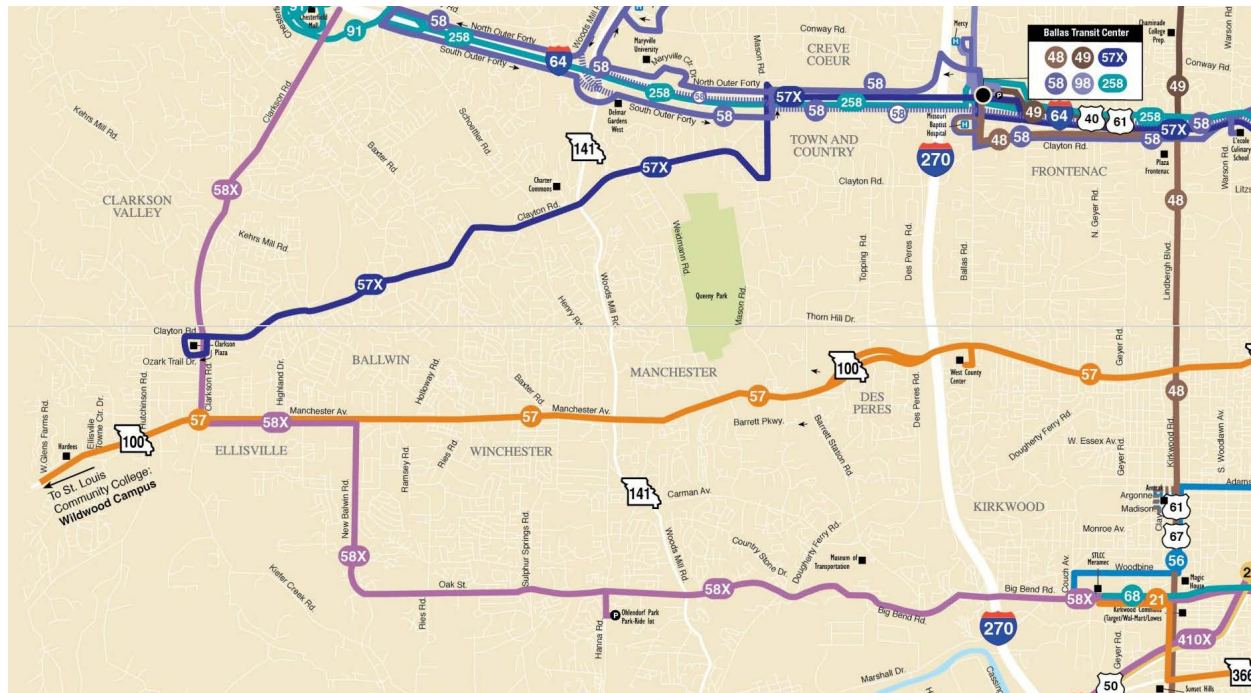
**Existing Major Road Hierarchy in West County**  
(Source East-West Gateway)



## Existing Transit Mobility

Considering its suburban location, Ballwin is served well by area transit (communities west of Clarkson Road have a single route connection, if any). MetroBus Routes #57, #57X and #58X currently traverse the City. Together, these Routes offer connections to the surrounding communities in West County, downtown St. Louis, and to MetroBus and MetroLink transfer points, providing transit mobility throughout the region. Beginning in year 2019, Metro plans to roll out a new

transit plan for the St. Louis region to include a simpler, yet more frequent network. The MetroReimagined Draft Plan (spring, 2018) included the three existing Routes within Ballwin, although that plan is currently in review, with a second draft anticipated in the fall. More information on the plan can be found on Metro's website: <https://www.metrostlouis.org/reimagined/>.



**Existing MetroBus routes in Ballwin and Vicinity**  
(Source Metro)



Existing "Ballwin Station" Bus Stop on Manchester Road.

## Existing Bicycle & Pedestrian Mobility

Regarding non-motorized forms of transportation, the City of Ballwin has a good network of pedestrian sidewalks and crosswalks especially compared with other cities of its size and setting. The map on the following map illustrates sidewalk coverage within the Ballwin area. It should be noted that, although there are good pedestrian facilities throughout the City, Manchester Road acts as a barrier to north-south pedestrian travel.

The City currently has a limited number of bicycle facilities. Most are on-street bicycle routes, accommodated via wide lanes or shoulders, or “sharrow” markings in the driving lanes. However, there are dedicated bike lanes on Clayton Road (shown in the adjacent photo) between Baxter and Kehrs Mill Roads.

In October 2007, a Community Wide Trail System Plan was released for the Cities of Ballwin and Manchester. The study estimated there were already more than 20,000 people engaged in bicycling activity within the study area, including children riding to/from schools and adults regularly riding for exercise. It was determined an improved bikeway and pedestrian system for the two cities would improve safety, increase non-motorized travel, improve public health, and reduce vehicular traffic. Therefore, in addition to the general goal of improving pedestrian mobility, additional plan goals included establishing an organizational framework for the plan and developing both multipurpose trails and an on-street bikeway system within the following

10-20 years. Two of the major components in the plan were the Fishpot and Grand Glaize Greenways, following the paths of those creek alignments. However, there was disagreement within the Ballwin community over how to proceed with the plan, and implementation stalled. As with many similar efforts, a key issue is the trade-off between off-road trails or paths and an on-street network: off-road trails and paths appeal more to families and recreation pursuits but are typically more expensive to obtain right-of-way and construct versus on-street facilities where the right-of-way, and even pavement, may already exist but are shared facilities with vehicles.



*Existing residential sidewalk in Ballwin.*



*Existing "Bike Lane on Clayton Road.*

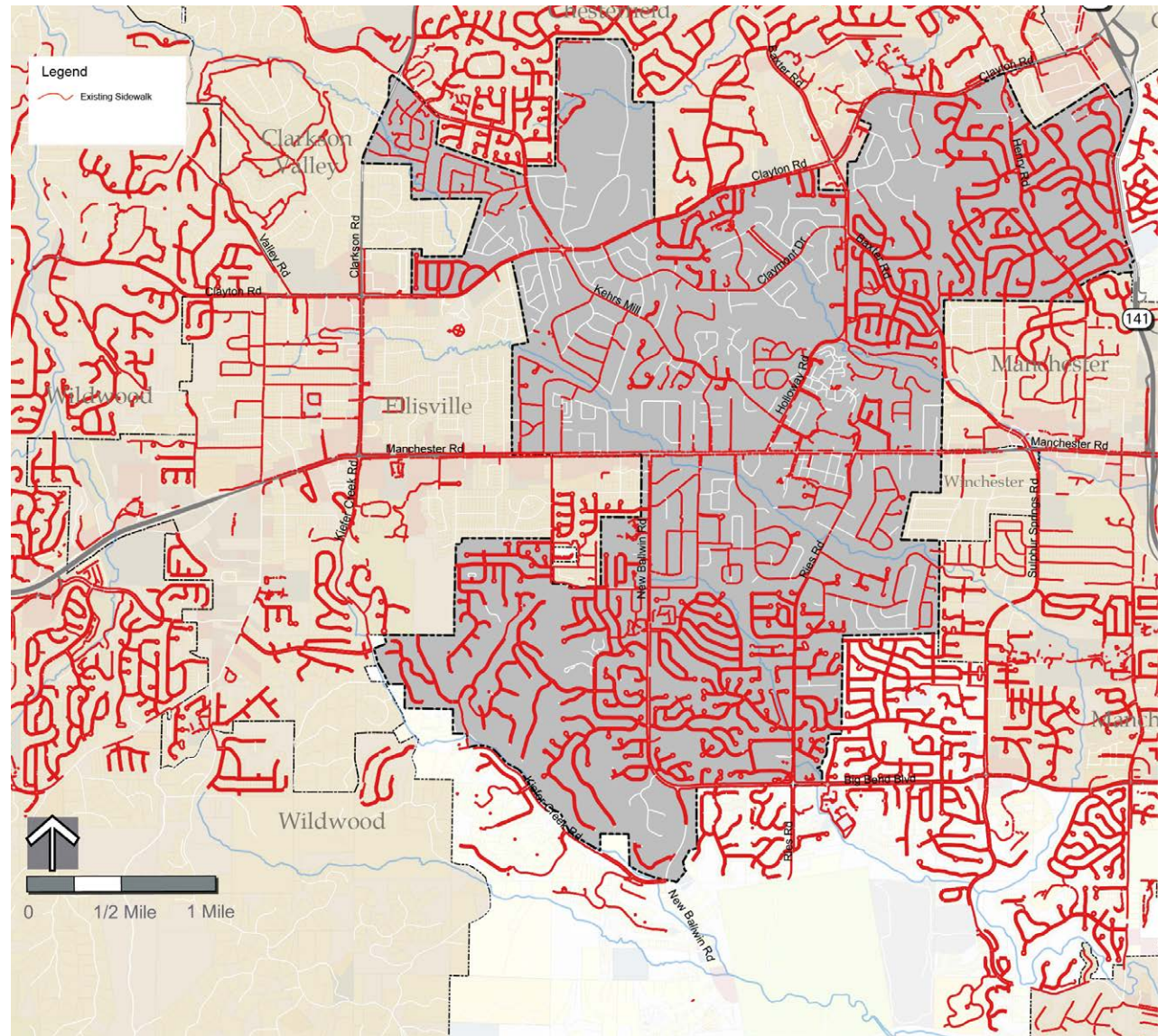


*Existing pedestrian crosswalk across Manchester Road.*

## Existing Sidewalks

Especially in newer subdivisions in the southern part of the City, Ballwin has a fairly extensive existing sidewalk network. Older subdivisions tend to lack sidewalks or only have sidewalks on one side of the street.

There are also key gaps in the existing sidewalk system where a short segment of missing sidewalk creates a barrier for mobility, especially for accessible routes.



Existing Sidewalks in Ballwin

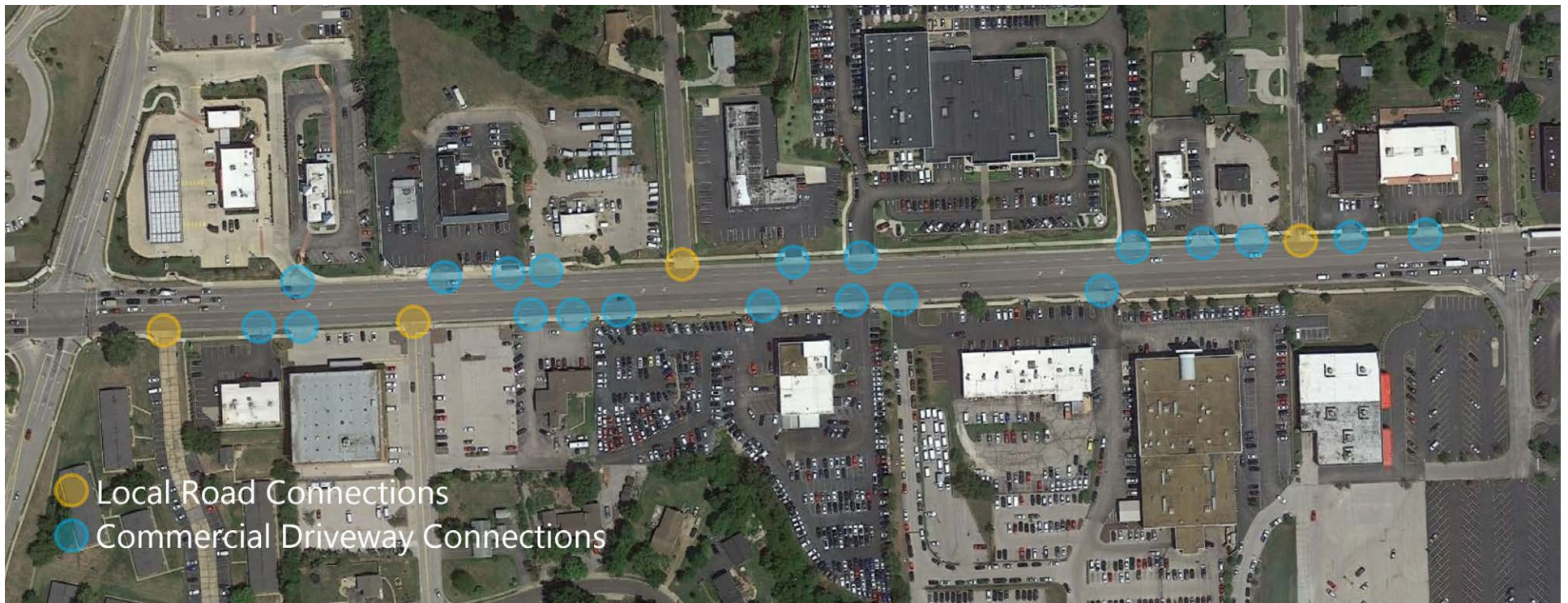
## Existing Transportation Access

Throughout the City of Ballwin, there is robust local access. Individual parcels, whether residential or commercial, typically have at least one driveway or sidewalk. The ease of mobility and plentiful access to Ballwin destinations are a positive attribute of the City, contributing to the feeling that Ballwin is “in the middle of everything”, yet easy to reach.

However, the plentiful access does create congestion issues, especially within the

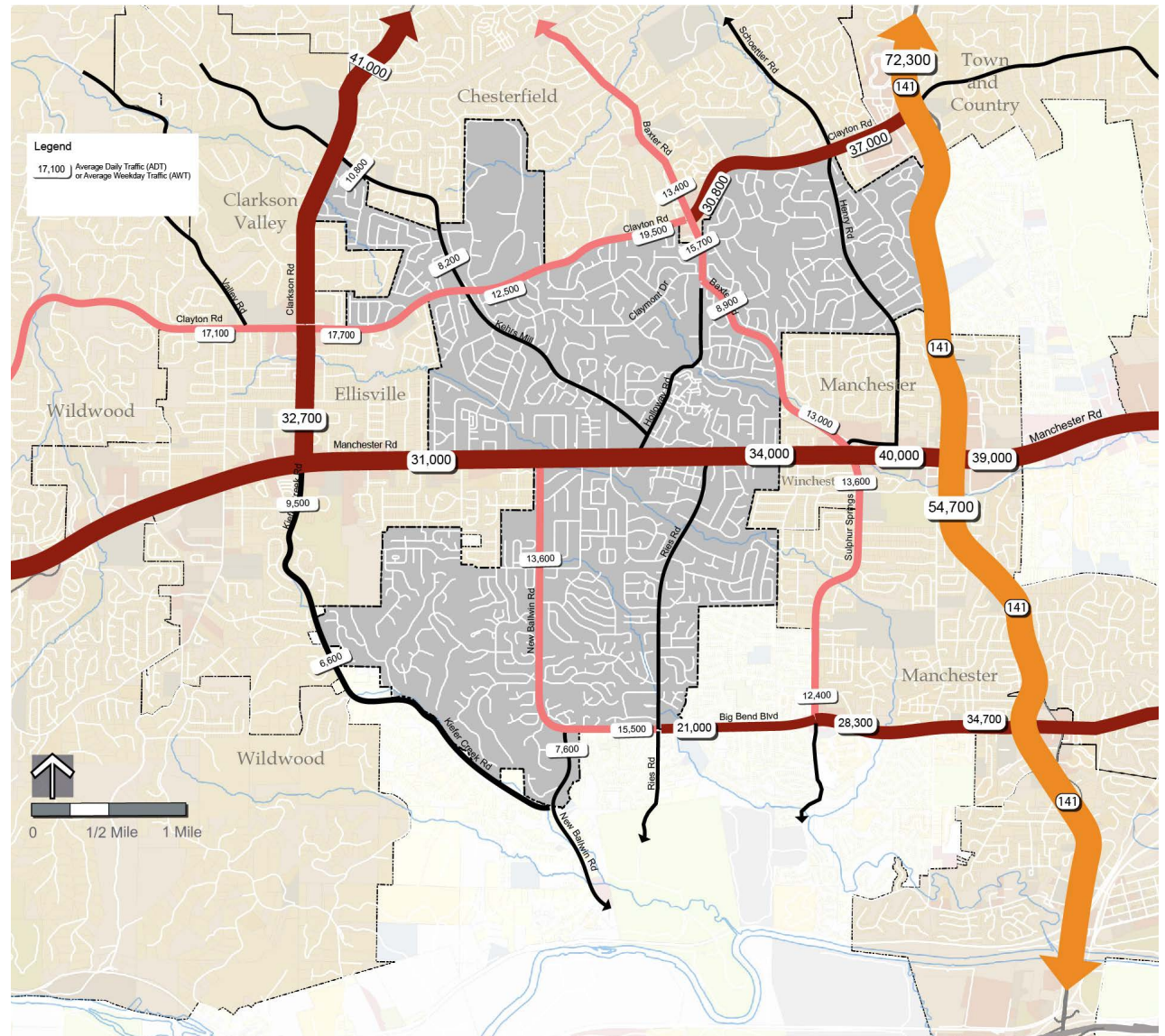
Manchester Road corridor, due to the high volume of turning movements introduced at multiple points. A visual of how individual access points can crowd the roadway is shown below. When each of these driveways and local street connections accommodates inbound and outbound turning movements in both directions, vehicle paths overlap, queues form, and safety is impacted. Over the past several years, efforts have been made to reduce the number of access points through

combination and/or elimination of driveways and creating cross-access between adjacent parcels as lots are redeveloped and/or roadways are reconstructed.



## Existing Traffic Volumes

An important factor of vehicle mobility is the volume of existing traffic on roadways within the City. Traffic count data was collected from the City of Ballwin, St. Louis County Department of Transportation and the Missouri Department of Transportation (MoDOT). The map on this page shows the existing volumes on major roadways in the City of Ballwin area. It should be noted the area volumes are all within the expected range for their roadway classification. Although there is congestion and delays during peak travel periods, the area road network is operating as expected, and generally within industry guidelines of acceptability. More specifically, Manchester Road, while carrying significant volumes of traffic does achieve acceptable levels of service during the peak hours. The Manchester Road Great Streets Master Plan, (discussed in the following section) states that the overall impediment to transportation performance in the corridor relates to access management problems and the lack of a more coordinated street grid network (i.e. parallel secondary streets).



Existing Traffic Volumes in Ballwin

## 2011 Manchester Road Great Streets Master Plan

The East-West Gateway Council of Governments (EWGCOG) released the Manchester Road Great Streets Master Plan in January 2011. It was the result of a fifteen-month planning process for the Manchester Road corridor between MO Routes 141 and 109. The multi-jurisdictional effort included representatives from the Cities of Ballwin, Ellisville, Manchester, Wildwood, and Winchester, EWGCOG, MoDOT, the West St. Louis County Chamber of Commerce and the Manchester Road Executive Committee. EWGCOG's Great Streets Initiative aims to encourage local civic and government leaders to rethink the way communities plan and use their street corridors, to consider the full built environment (land uses) and all modes of transportation against the backdrop of healthy economic decisions. The goal of the Manchester Road Great Streets Master Plan was "to outline a roadmap for short-term and long-term land use changes and associated public improvements to the corridor". Throughout the process there was significant stakeholder and public outreach. The final master plan included recommendations to revise and/or cluster existing and future developments to create town centers and neighborhood districts within the corridor as well as open space corridors (including Fishpot and Grand Glaize Creeks) for the City of Ballwin. These clusters, by design, would calm traffic and create pedestrian-friendly environments. Therefore, the plan additionally identified potential future transportation connections to increase access to/from and across Manchester Road. Such a broad plan can take decades to accomplish and the only transportation component of the Manchester Road Great Streets Master Plan implemented in the City of Ballwin so far has been improved wayfinding signage. However, consideration of the recommendations and goals is ongoing and having the long-term goals in place allows the City to work with other jurisdictions such as MoDOT and EWGCOG to identify funding for future projects.

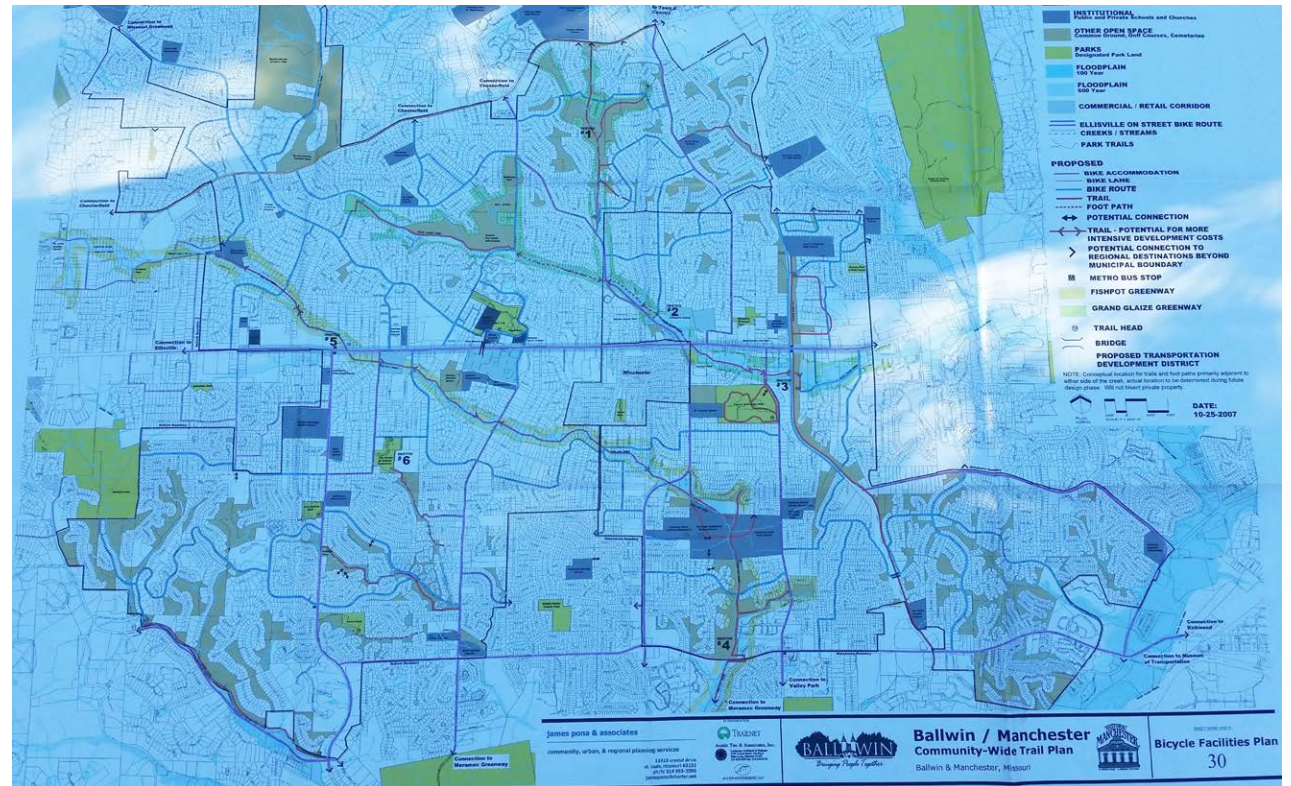
The Manchester Road Great Streets Master Plan defined the following key recommendations for transportation. The maps on the following page illustrate the key recommendations.

- Incorporate access management guidelines
  - Include cross-access agreements and connected parking lots
- Establish a grid network of streets parallel and perpendicular to Manchester Road
  - Consider "back streets" or "service roads" behind businesses
- Additional signals at select intersections
  - Within Ballwin, five additional signalized intersections for vehicles are proposed. Four would be located at Highview Drive, Reinke Road, Steamboat Lane and Shirley Lane, with a fifth to the east between Timka and Lock Drives
  - Additional pedestrian-only signals are recommended for intersections of Manchester at Ballwin Plaza, Quail and Birchwood Drives, Larkhill Lane and Lock Drive
- Install a landscaped median in the center of Manchester Road
  - After strong parcel access is confirmed via the supporting network
- Incorporate an improved bicycle and pedestrian network
  - Maintain two travel lanes in each direction and incorporate adjacent sidewalks and bike lanes on both sides of the roadway
- Work with Metro to implement Bus Rapid Transit (BRT) service along the Manchester Road Corridor
  - (Note: the MetroReimagined Draft Plan does not incorporate BRT service but does specify increased frequency on Manchester Road.)
- Promote shared parking opportunities including adoption of incentive programs



## 2007 Community Wide Trail System Plan

In October 2007, a 'Community Wide Trail System Plan' was released for the Cities of Ballwin and Manchester. The study estimated there were already more than 20,000 people engaged in bicycling activity within the study area, including children riding to/from schools and adults regularly riding for exercise. It was determined an improved bikeway and pedestrian system for the two cities would improve safety, increase non-motorized travel, improve public health, and reduce vehicular traffic. Therefore, in addition to the general goal of improving pedestrian mobility, additional plan goals included establishing an organizational framework for the plan and developing both multi-purpose trails and an on-street bikeway system within the following 10-20 years. Two of the major components in the plan were the Fishpot and Grand Glaize Greenways, following the paths of those creek alignments. However, there was disagreement within the Ballwin community over how to proceed with the plan, and implementation stalled. As with many similar efforts, a key issue is the trade-off between off-road trails or paths and an on-street network: off-road trails and paths appeal more to families and recreation pursuits but are typically more expensive to obtain right-of-way and construct versus on-street facilities where the right-of-way, and even pavement, may already exist but are shared facilities with vehicles.

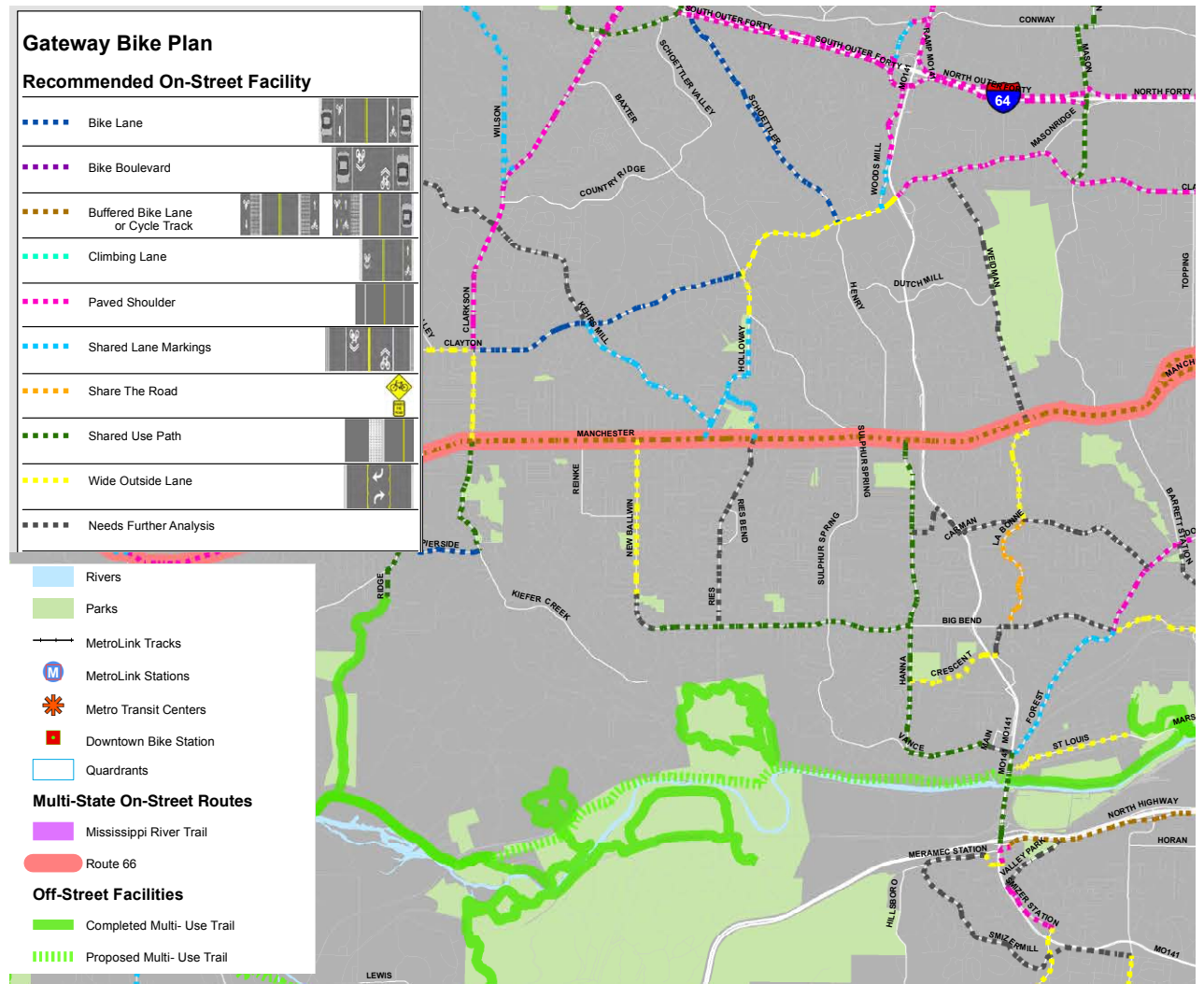


2007 Community Wide Trail System Plan



## 2011 Gateway Bike Plan

The Gateway Bike Plan (published in 2011), identified several potential future bike facilities within the City of Ballwin and surrounding area, including multi-use paths, shared lanes, and dedicated lanes. This plan is a cooperation between many local agencies including: the Great Rivers Greenway District, East-West Gateway Council of Governments, St. Louis County, Metro, Trailnet, and the Missouri Department of Transportation. A benefit of that cooperative agreement is that the Gateway Bike Plan is consulted prior to implementation of infrastructure projects and efforts are made to incorporate and fund components of the plan during any new construction. A portion of the proposed Gateway Bike Plan network for the City of Ballwin and the surrounding area is shown on this page. Although the plan did not incorporate the Fishpot and Grand Glaize Greenways suggested by the 2007 Community Wide Trail System Plan, it does identify a network of on-street facilities within the City of Ballwin and specify the appropriate application (e.g. dedicated or shared bike lanes, paved shoulders, etc...).



Portion of Gateway Bike Plan Including Ballwin

(Source: Great Rivers Greenway)

# EXISTING PARKS AND RECREATION

## Overview

Ballwin has a strong existing park and recreation system. Parks and recreation has been cited by residents as one of the top strengths of living in the City.

The City is currently undertaking a detailed parks and recreation master plan. This comprehensive plan will examine park and recreation issues at a high level with a focus on parks and open space from a land use perspective. The City's parks and recreation master plan will examine in detail park and recreation facilities, programs, and future recommendations.



## Existing Parks

### Vlasis Park

At 31 acres, Vlasis Park is Ballwin's largest park. It features a baseball diamond, a playground, four tennis courts, restrooms, two ponds (one of which is stocked with fish), two pavilions, a walking path, two sand volley ball courts, and eight horseshoe courts.

Vlasis Park hosts the "Ballwin Days" festival, one of the largest community events in the St. Louis area. A volunteer committee that exceeds 100 members plans and carries out the activities each year that include live entertainment, sporting events and game booths that attract more than 60,000 visitors to the three day event.

### The Pointe

The park, at 13 acres, includes a pavilion, playground, and The Pointe Recreation Center. The Pointe Recreation Center is a modern community recreation facility with indoor pool, fitness center, gym, meeting space, and other amenities.

### New Ballwin Park

New Ballwin Park is a seven acre neighborhood park that offers open space and active recreation opportunities such as two tennis courts, a multipurpose court with four basketball goals, a playground, a sand volleyball court, restrooms, a pavilion for picnicking, a walking path, and fishing.

### Holloway Park

Holloway Park is home to Ballwin's North Pointe Family Aquatic Center. The North Pointe Family Aquatic Center was opened in June 2003. Visit the North Pointe web page for more information.

Holloway Park is located at the North end of The North Pointe Aquatic Center. It features two lighted tennis courts, a playground, and a pavilion.

### Ferris Park

Ferris Park is a nine acre neighborhood park that includes a soccer field, playground, comfort station, nature trails, and a pavilion.

### Ballwin Golf Course

The Ballwin Golf Course is a nine-hole public golf course just south of Holloway park. The City acquired the course in 1974 and remodeled the clubhouse in 1994.

## Existing Park Acreage Metric

Benchmarking existing parks and recreation is often not a precise endeavor. In the past, communities have often benchmarked to recommended ratios from the National Recreation and Park Association (NRPA). However, these ratios often did not take into account size of facilities (i.e. size of playgrounds versus number of playgrounds) and regional differences.

Today, a better metric is to compare against averages from other communities. Compared to other Midwest communities, Ballwin is on the low end of park acreage per population. However, this does not take into account private parks and open space such as the Ballwin Athletic Association, school grounds, and home owner association open space. In addition, Ballwin is located near Ellisville's Bluebird Park and major regional parks including Castlewood State Park and Queeny Park.

In terms of acreage distribution, Ballwin Golf Course is the largest acreage representing over one-third (37 percent) of total park / recreation acres in the City.

## Existing Park Proximity

The circles on the park map on the following page represents a 1/2 mile radius from each park. A 1/2 mile represents a typical walkable distance. Manchester Road is a major barrier to accessing parks by walking or biking.

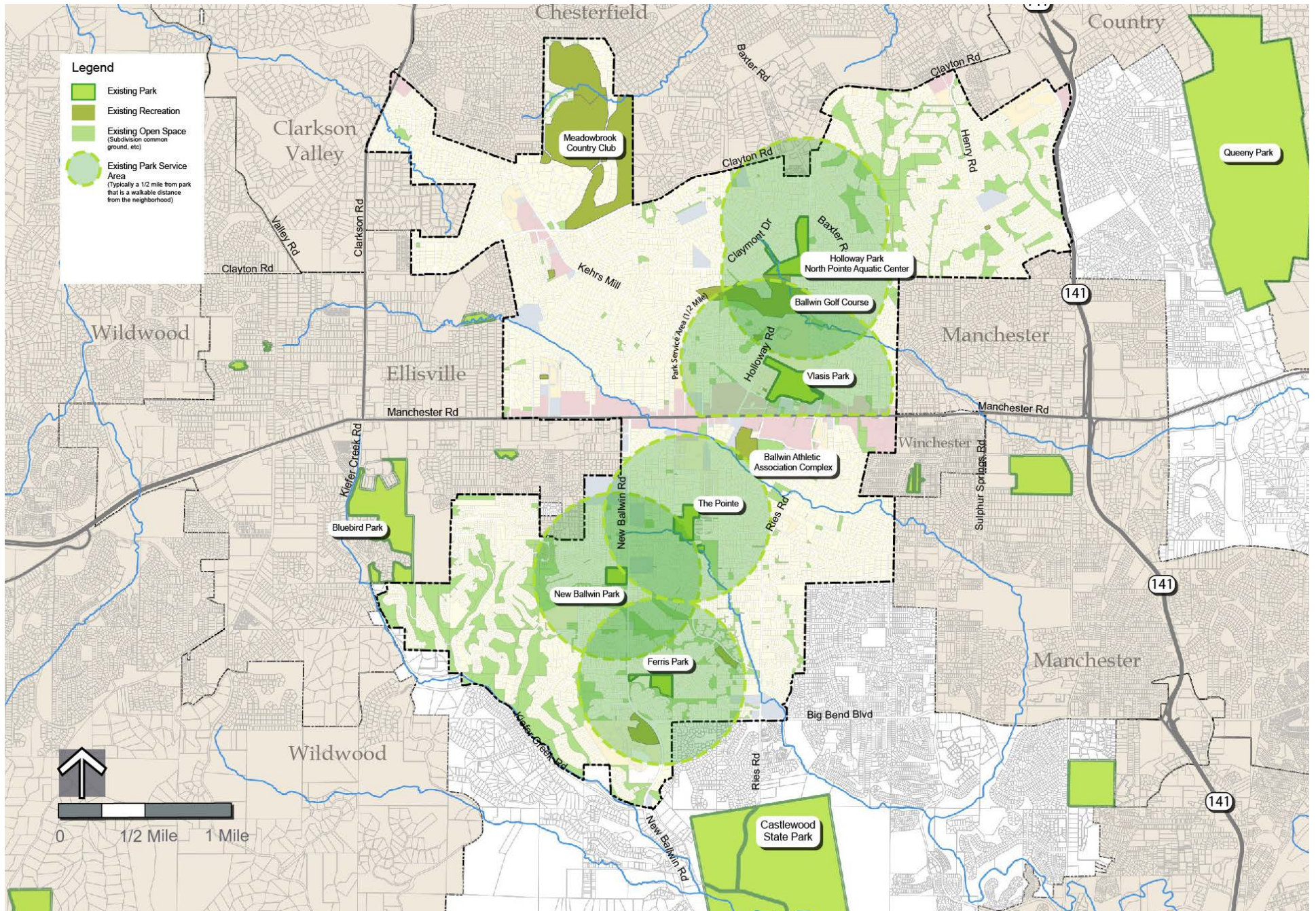
As the map shows, there is a lack of accessible park space in western and eastern sections of the City. However, these areas may be served by other open space and recreation amenities such as home owner association open space or school and church grounds.

	Acres
Holloway Park	27
Vlasis Park	31
New Ballwin Park	7.5
The Pointe	13
Ferris Park	9
Ballwin Golf Course	51
Total	138.5
Ballwin Population	30,300
Acreage per 1,000 Population - Ballwin <sup>1</sup>	4.57
Acreage per 1,000 Population - Median for Midwest <sup>2</sup>	10.97

## Analysis of Existing Park Acreage

(1) Population based on 2010 census.

(2) Source: National Recreation and Park Association 2016 'NRPA Field Report'



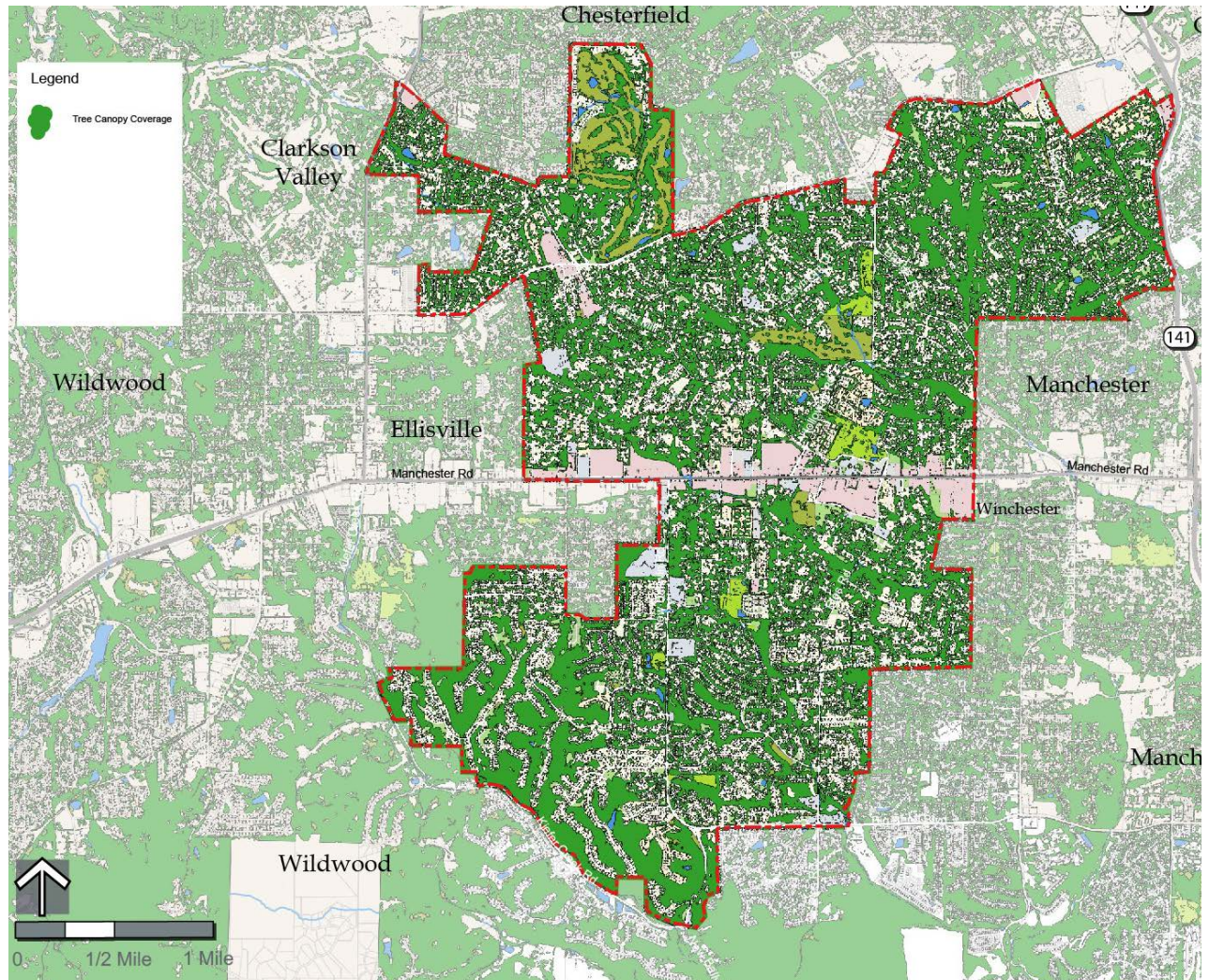
## Existing Parks and Open Space

# NATURAL RESOURCES

## Green Infrastructure

The mature tree canopy in the neighborhoods of Ballwin not only helps to define the character of the neighborhood, but the trees provide tremendous environmental benefits such as stormwater reduction, reduced heat island effect, habitat, and improved air quality.

The map on this page shows that Ballwin benefits from a large extent of tree coverage except for the Manchester Road corridor and other pockets within the City.

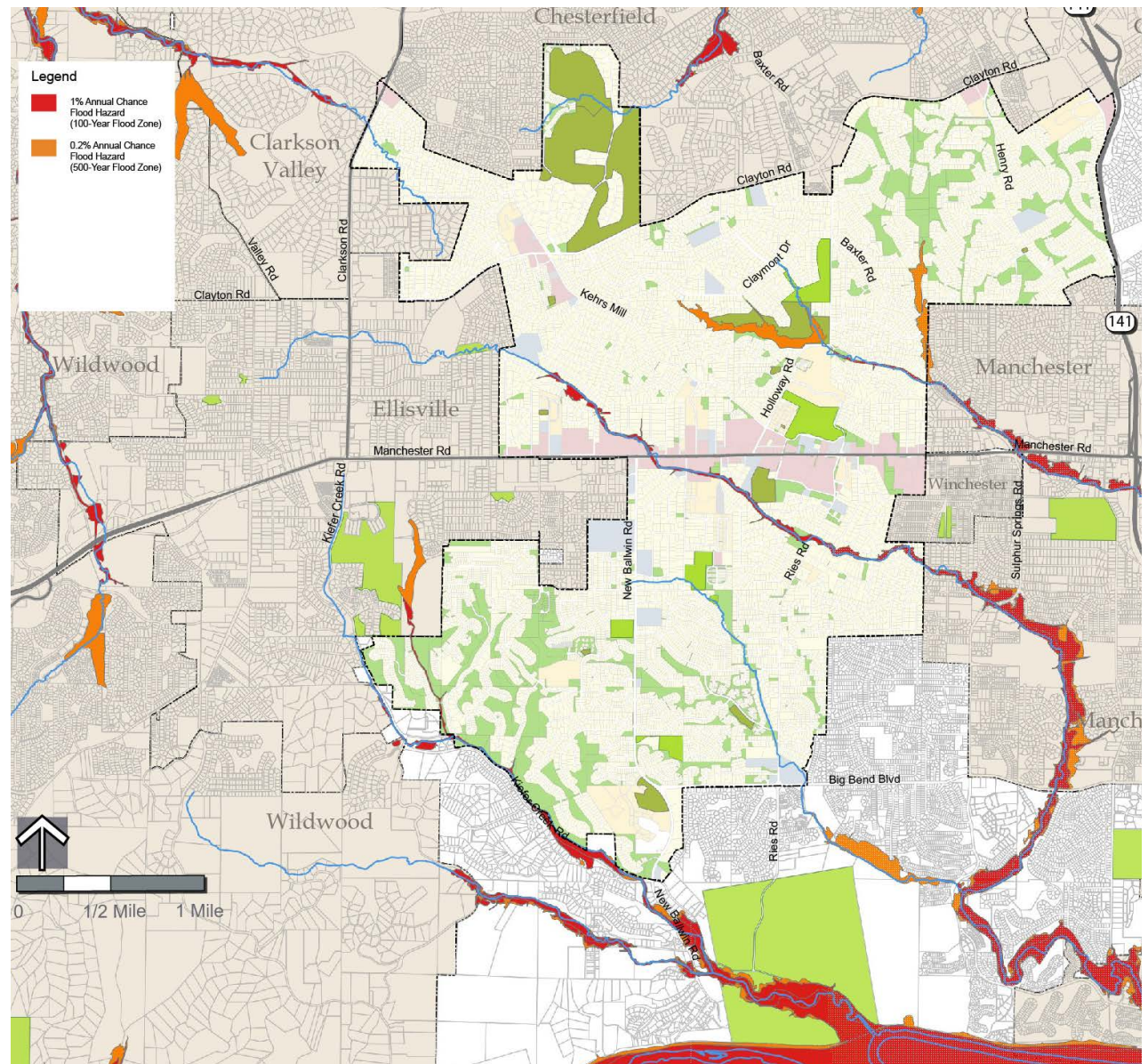


**Tree Canopy Coverage in Ballwin**

## Flood Hazard Areas

Ballwin has a limited number of flood hazard area due to its upland location away from most major bottomland areas. Small areas of flood hazard exist along Kiefer Creek, Fishpot Creek, and Grand Glaize Creek. The map on this page shows areas of 1% annual chance flood hazard (100-Year Flood Zone) and 0.2% annual chance flood hazard (500-Year Flood Zone).

The largest extent of flood hazard areas is along the Grand Glaize Creek at the Ballwin Golf Course and along a tributary of the Grand Glaize Creek near Forest Leaf Drive at the border of Ballwin and Manchester.

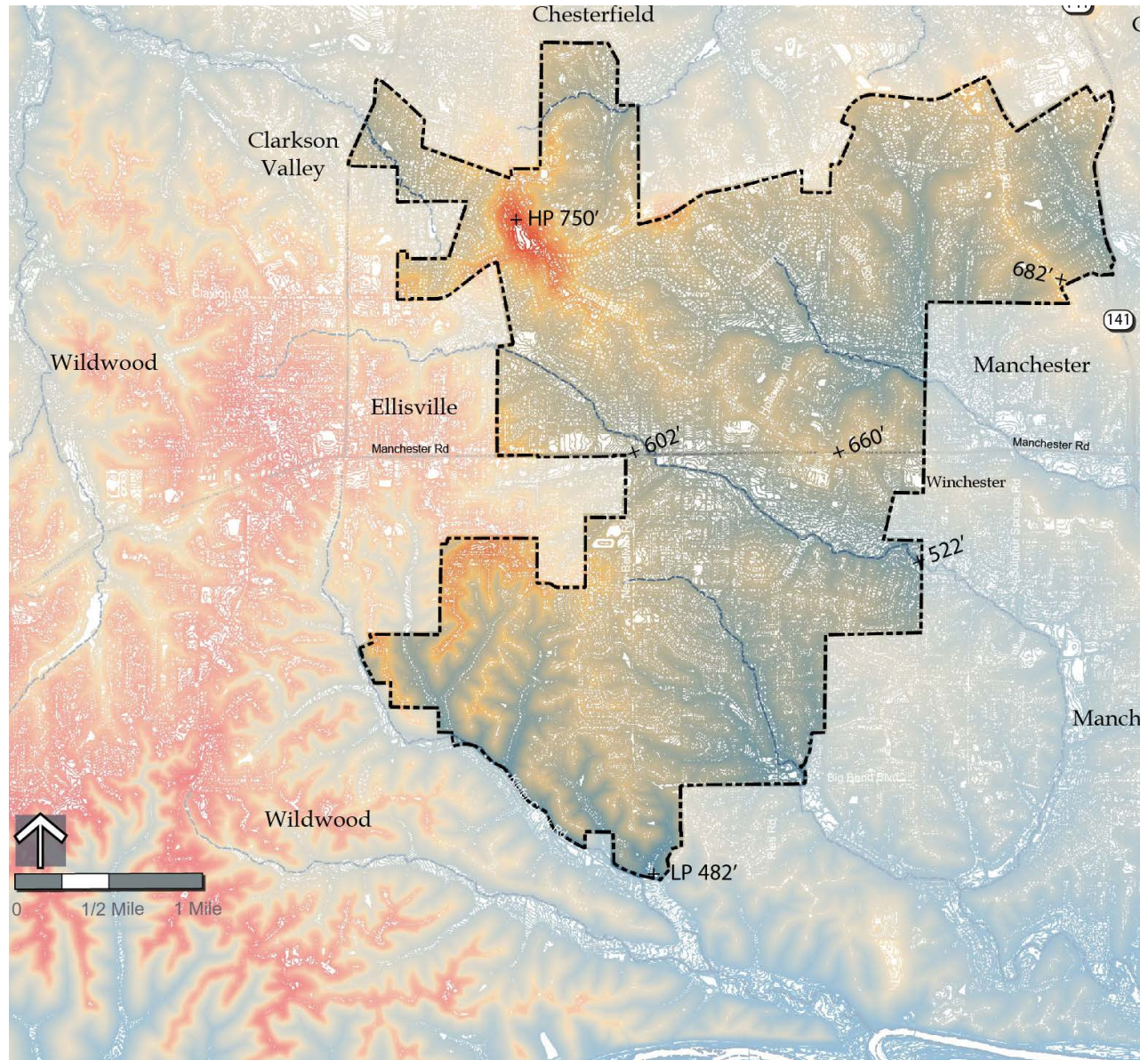


**Flood Hazard Areas in Ballwin**

## Topography

Ballwin has over 260' of elevation change with a high point of approximately 750' near Clayton Road and Kehrs Mill Road and a low point of approximately 482' along Kiefer Creek at the southern edge of the City.

Ballwin sits just east of the dividing line between watersheds. Most of Ballwin's stormwater flows southeast through Kiefer Creek, Fishpot Creek, and Grand Glaize Creek into the Meramec River. A small part of the northern sections of Ballwin drain northward through creeks (including Creve Coeur Creek) that drain to the Mississippi River.



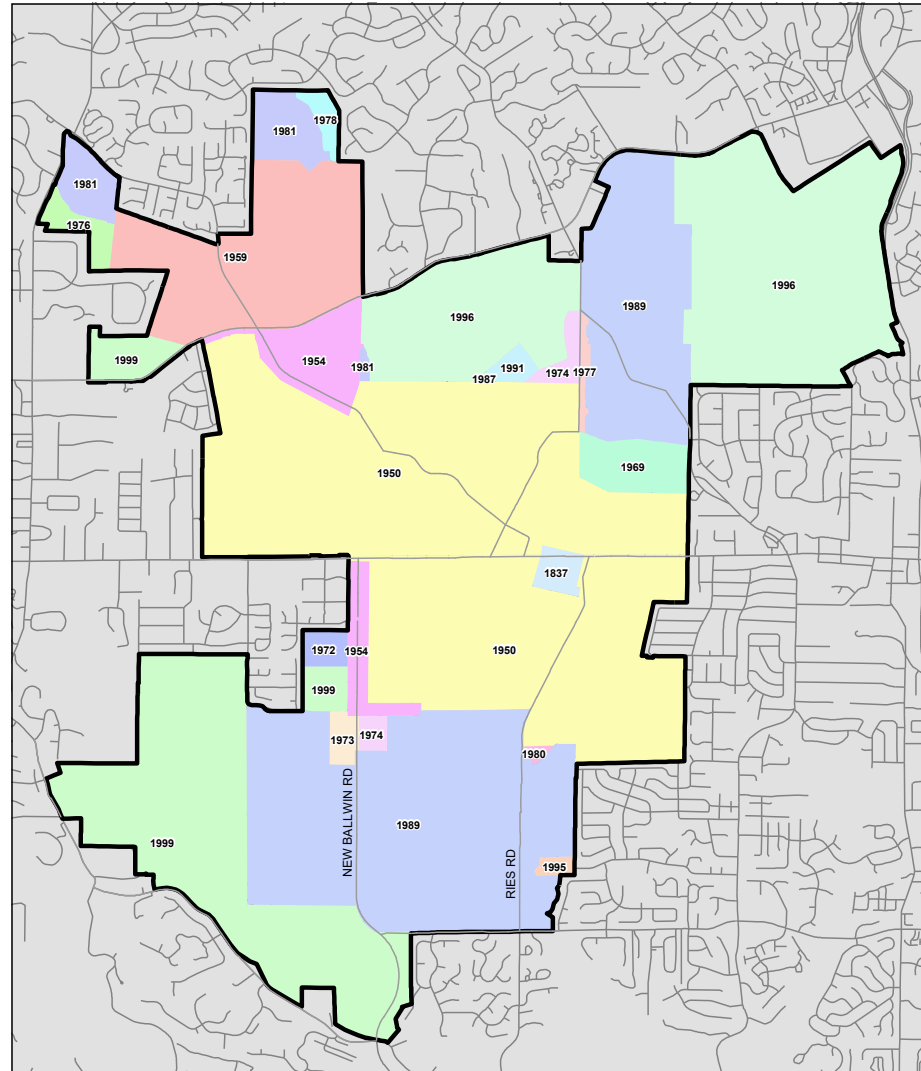
**Topography in Ballwin**

# ANNEXATION HISTORY

## Overview

The comprehensive plan is a great opportunity to evaluate the advantages and disadvantages of various annexation options. As Ballwin is essentially built-out, future growth will come in the form of annexation or redevelopment. The planning team will evaluate three possible annexation scenarios during the comprehensive plan process. Changes to population, community services, and financial impacts will be evaluated to determine advantages and disadvantages of each annexation scenario. Evaluating the annexation options does not commit the City to pursue annexation, but the comprehensive plan evaluation will allow the City to make an informed decision in the future.

The map on this page shows the annexation history of Ballwin. Ballwin has grown extensively over the decades through annexation starting in 1950. The last annexation occurred in 1999.



**Annexation History of Ballwin**

*(Source: City of Ballwin)*

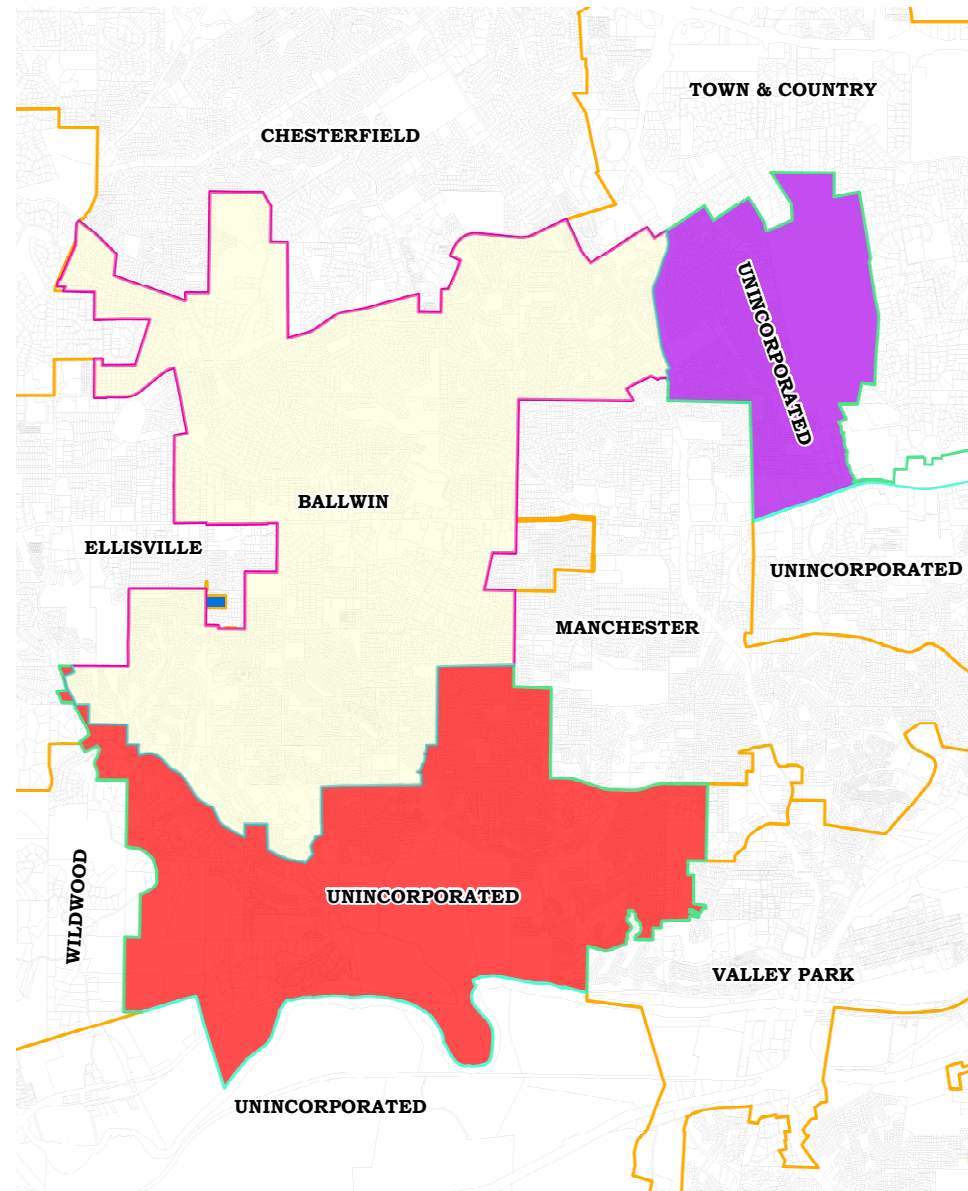


## Process

The map on this page shows the “Map Plan” that was submitted to the St. Louis County Boundary Commission in June 2018.

Annexation is a multi-step process in St. Louis County. There is a six-year cycle in St. Louis County divided between a “Map Plan” phase and a “Proposal” phase. For the current cycle, municipalities had to submit maps of potential boundary changes by July 1, 2018. A “Map Plan” reserves the right to pursue annexation during the “Proposal” phase. The “Proposal” phase is between April 15, 2019, through July 1, 2022. Submitting a “Map Plan” does not commit Ballwin to submit a proposal, nor does the “Map Plan” commit Ballwin to submit a proposal for the entire area shown in the submitted “Map Plan.” For example, in 2012 Ballwin submitted a “Map Plan” showing a boundary adjustment for potential annexation south of the City. However, Ballwin did not submit an annexation proposal. Any annexation proposal must be approved by the St. Louis County Boundary Commission and by voters in both Ballwin and the area subject to the proposal.

As part of the comprehensive plan process, the planning team evaluated three possible annexation scenarios. Changes to population, community services, and financial impacts were evaluated to determine advantages and disadvantages of each annexation scenario.



**2018 Possible Annexation Map Plan - City of Ballwin**

*(Source: City of Ballwin)*

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# Community Engagement

# COMMUNITY ENGAGEMENT

## Overview

Public involvement is a very important part of the planning process. Comprehensive plans are an opportunity to develop consensus on a community vision and community priorities that will help shape growth in the community for the next 20 years. The planning team has utilized traditional and online engagement techniques to engage the community.

An effective public engagement process includes informing, educating, identifying, prioritizing, and building consensus so that a shared vision is not only determined, but a commitment to implementation is developed.

The planning team will continue to engage residents in multiple ways to ensure that they are included in the planning process.

Community engagement has included:

- Stakeholder and focus group meetings
- Citywide survey
- Community open house
- Brochures
- E-Newsletters
- Website
- Social media
- Steering committee
- Attending community organization events

## Future Engagement

Engagement will continue throughout the planning process. The steering committee will meet five more times, three more community open houses will be held, and the interactive website will be updated throughout the planning process. In addition, e-newsletters will be sent periodically to everyone who has participated in the planning effort so they can remain informed and involved.

Updates in the planning process will be posted on the City website and at: [www.BallwinsBlueprint.com](http://www.BallwinsBlueprint.com)





## What We Have Heard

One of the key purposes of the engagement process is to identify key issues and concerns within the community. The planning team has heard a lot about the City from its wonderful residents. There is truly a passion from the community for making Ballwin a great place to live and work. This page summarizes some of the key items that were heard during the engagement process and analysis by the planning team.

### Community Strengths

- Central location with ease of access to local and regional resources and assets
- Excellent schools and school districts
- Safe community with low crime
- Good place to raise a family
- Sense of community and small town feel
- Outstanding community recreational facilities and strong park system
- Stable, fiscally responsible, and transparent local government
- City services
- Diverse range of single-family homes
- Well-educated, economically affluent population
- Well maintained City
- Access to shopping and dining
- High quality of life

### Community Weaknesses

- Fully-built community with limited opportunity for new residential or commercial development
- Age of retail / commercial areas
- Lack of bicycle facilities and connectivity
- Impediments to north-south traffic and pedestrian circulation
- Older housing stock in select areas that is less appealing to modern, even first-time home-buyers
- Lack of vehicular access management (conflicts with driveways, etc)
- Gaps in the pedestrian network
- Shuffling of major retail tenants between commercial developments – filling one gap while creating another
- Lack of diversity in housing options beyond single family homes
- Absence of identifiable, physical 'town center'
- Lack of a cohesive City image

### Threats to the Community

- Aging neighborhoods
- Changing residential character
- Decline of retail
- Decline of City revenues
- Aging infrastructure
- Increased traffic congestion
- Aging schools
- Aging population
- Competition from neighboring communities that may be ahead of the curve in terms of development trends

# STAKEHOLDER AND FOCUS GROUP MEETINGS

## Stakeholder and Focus Group Meetings Overview

Stakeholder meetings have multiple benefits. The meetings identify community values, vision, goals, and potential issues early in the planning process. The meetings also allow for a more robust and honest dialogue than is often possible in a larger public meeting setting. In addition, the stakeholder meetings are an excellent way to develop lines of communications to promote the public open houses, surveys, and other comprehensive plan activities.

The planning team conducted numerous stakeholder and focus group meetings in Spring and Summer 2018. The planning team will follow-up with stakeholders during the planning process.

## External Stakeholder Meetings

External stakeholders are agencies and organizations that may not be located directly in the City, but often have impacts within or nearby to the City such as utilities, transportation agencies, school districts, and the county. Meetings included:

- Metro West Fire Protection District
- MoDOT
- Parkway School District
- Rockwood School District.
- St. Louis County Boundary Commission
- St. Louis County Planning Department

## Internal Stakeholder and Focus Group Meetings

Internal stakeholders are residents, organizations, developers, and businesses that are located or have interests within the City. Meetings included:

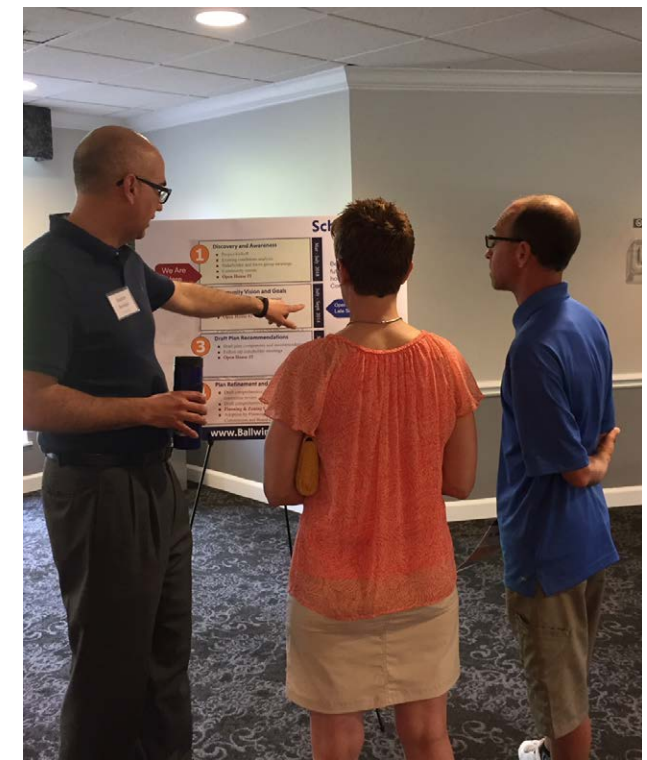
- Bedrin Organization
- City of Ballwin Police Department
- City of Ballwin Staff
- City of Ballwin Aldermen
- Homeowner Associations Leadership Focus Group Meeting
- Jay Wolfe Toyota Scion
- Krause-Basler Team / Keller Williams Realty
- L3 Corporation
- NRE Management
- Rotary Club of West County
- Vanderbilt Homes

# OPEN HOUSE #1 - MAY 15, 2018

“What exactly is a comprehensive plan, and will this address traffic on Manchester?” Those were just a couple of questions asked by Ballwin residents who came out to the Ballwin Golf Club on May 15, 2018 for the first community open house of Ballwin’s comprehensive planning process. At this event, community residents and stakeholders from around Ballwin were able to learn about the planning process, review the progress achieved to date, contribute ideas, and meet members of the planning team from The i5Group, the consultants selected by the City to facilitate and manage the process.

With informational display boards spread throughout the room at the golf club, attendees were able to get fairly quick overviews of the schedule for the whole process - from kickoff this past March through the anticipated adoption by the Board of Aldermen in March of 2019 – and the broad range of information gathered through the data collection and existing conditions analysis phase of the process.

In addition to illustrating information and updates for the attendees, some of the displays provided opportunities for immediate input from attendees. Among the questions asked at some of these displays were “How should Ballwin be different in twenty years than it is today?” “What type of housing is needed?” and “What is missing in the area of commercial and retail offerings / services?”



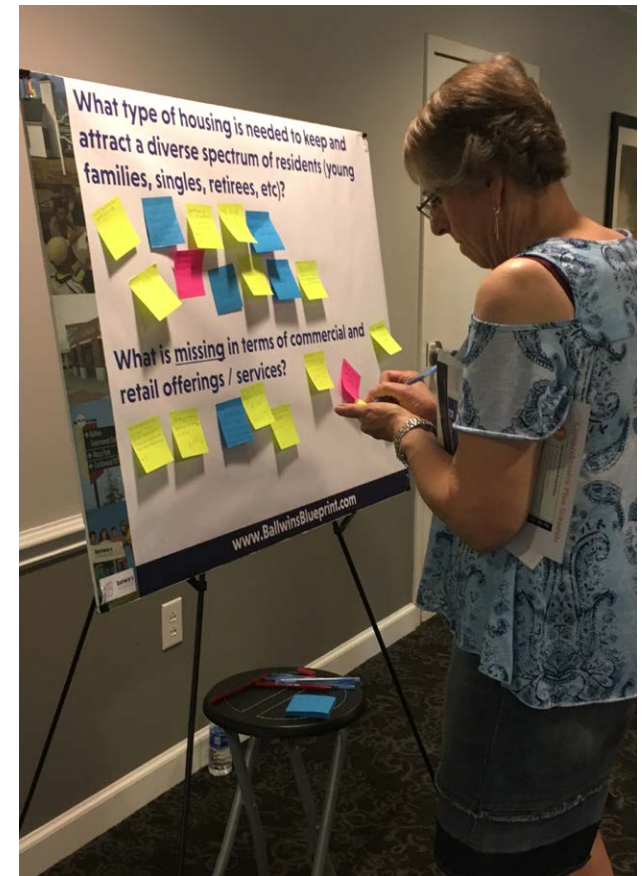
## Open House #1 cont....

Open House displays focused on:

- Evaluating annexation options – with maps showing annexation history from 1950 onward and other annexation map plans from 2006 and 2012 in comparison with what might be submitted by the City in 2018, and an overview of the annexation process.
- Maps showing existing parks, existing tree coverage areas, and existing flood hazard areas within the City and nearby.
- Existing land use, from single family to commercial to industrial to parks and recreation – and everything in between.
- Maps showing where and when residential and commercial development have taken place in the broader west county area from pre-1950 through the present
- Zoning and employment data
- Transportation, including average daily traffic counts on some of the key streets and roads within and providing access to Ballwin, and the sidewalks within the neighborhoods and subdivisions.

Meanwhile other displays provided additional opportunities for attendees to participate more directly in the process by marking up maps to show destinations where residents currently walk or bike and/or where they would like to walk or bike and the current or potential barriers, such as unsafe intersections, along those routes.

To help planners, City officials, and other stakeholders see who was part of the evening's process, attendees had the opportunity to show on a map of Ballwin where they live and/or work. Dots on the map indicated a broad cross section of the community, with dots showing attendees' homes from 141 to Kiefer Creek and from Clayton to Big Bend and all points between.



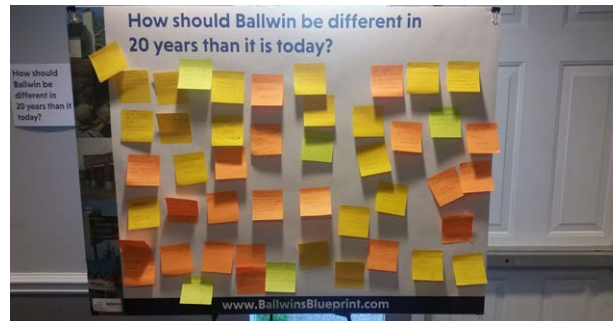


## Open House #1 - Representative Responses



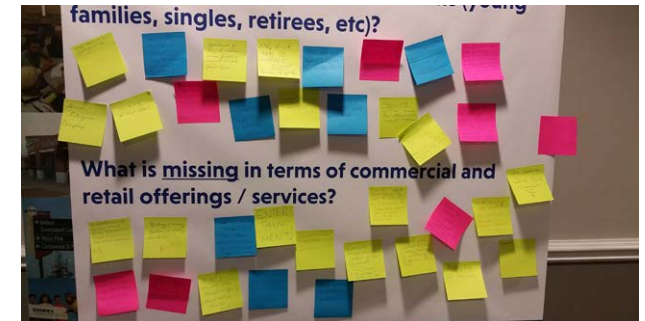
What do you love about living in Ballwin:

- Great parks / recreation / The Pointe
- Friendly neighborhoods / friendliness / small town feel
- Low crime / Safety
- Access / Location



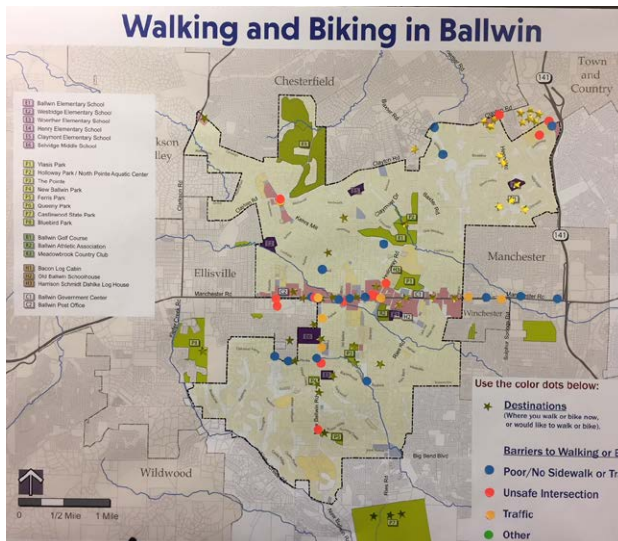
How should Ballwin be different in 20 years than it is today?

- Added quality, stable commercial establishments / Get business into the empty spots. / encourage more aesthetic features in retail / Revitalized retail and destination for entertainment for Ballwin “outsiders” / Tear down the very old, very ugly strip malls / Hopefully seas of parking will be gone for good
- More community feel
- An actual town center or “downtown” area.
- More pedestrian friendly / walkable (There are no walking areas like Kirkwood or Maplewood. Maybe develop some more non-Manchester business areas that are more pedestrian friendly)
- More modes of transportation, more traffic calming
- Connection of trails for walking and biking with other munis



What type of housing is needed to keep and attract a diverse spectrum of residents (young families, singles, retirees, etc)?

- Be sure that teardowns are used appropriately for lot sizes / No more McMansions
- Senior citizens complex / Senior age-in-place services / Small senior housing in residential areas / Affordable senior living



Where do you walk or bike now, or would like to walk or bike. Existing barriers to walking and biking.

What is missing in terms of commercial and retail offerings / services?

- Destinations to walk to and hang out / socialize in. / Mixed-use centers including living with walkable distance retail / Mixed-use plaza and condos with restaurants (like 5th street in St. Charles)
- More small businesses and local restaurants and less (chain) retail and restaurants
- Create a “start-up” community
- Entertainment
- Need more entertainment venues to keep people in Ballwin (outdoor concert, theatre venues)
- Live theatre / Concert amphitheater

## OPEN HOUSE #2 - SEPTEMBER 13, 2018

A diverse mix of Ballwin residents and community stakeholders came out to The Pointe recreation center on September 13 for the second of three community open houses during Ballwin's comprehensive planning process. While viewing display boards with details and illustrations related to results from the community survey conducted over the spring and summer, and other data collection and analysis conducted to date, attendees were able to meet and exchange ideas with representatives from The i5Group, the consultants selected by the city to facilitate and manage the process.

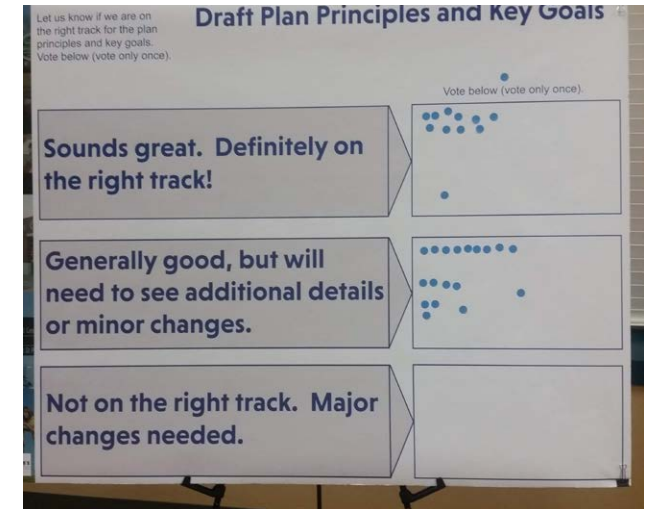
Poster boards throughout the room provided highlights of the recently released Discovery Report, which detailed the results of the community survey, including graphics showing key findings, maps of community assets, and other information gathered over the past six months.

As members of the community learned more about the draft plan categories and key goals, they were able to ask questions and share their perspectives and comments with the planners, including whether anything is missing from the goals and values listed in the Discovery Report and on the display boards.

The evening also served as the launch for the community-wide visual preferences survey. Whereas the previous survey of the community focused on identifying key themes and priority issues to be pursued through the planning process, the visual preference survey focuses more directly on some of the physical features of near or long-term developments that will shape the character of Ballwin in the coming years. With poster boards illustrating a variety of different images related to key issues to be addressed in the plan, from infill housing and mixed-use development to pedestrian and bicycle crossings and community entry markers, attendees recorded their preferences

regarding what they did or did not like about the various options.

Another key feature of the open house was an opportunity for planners to get feedback from community stakeholders on whether the process is on track or whether there are concepts or issues that are still missing. Those attending this event registered their assessment of the process so far by "voting" with sticky dots on one of the display boards. All indicated that they thought the process was either "great" or "generally good" at this stage of the process.



## OPEN HOUSE #3 - NOVEMBER 29, 2018

On Thursday, November 29, residents and stakeholders from throughout Ballwin, along with some residents of areas under consideration for annexation, gathered at The Pointe at Ballwin Commons for the third and final open house of Ballwin's comprehensive planning process.

With the stated purposes of providing the community with an overview of what has gone into the planning process to date and sharing draft components of the comprehensive plan, display boards were arranged throughout the meeting room to allow attendees to see visual highlights of the plan and discuss the details with members of the planning team. The previous open house included boards depicting visual representations of different approaches for addressing infill housing, transportation improvements, pedestrian safety, and commercial and mixed-use design elements. Consequently, this session offered the results from that past meeting and the visual preference survey that had been conducted with residents throughout Ballwin in September. Several other boards displayed possible strategies for addressing traffic congestion on Manchester, potential long-term redevelopment concepts for Manchester Road, especially in the context of residents' interest in a new "town center" style of mixed-use development near the heart of the community.

Of particular interest to some attendees from areas just outside Ballwin's current borders were the displays showing analysis of areas for possible annexation. One former Ballwin resident who now lives in the proposed south

annexation area indicated a desire to see the annexation happen so that they once again could receive quality City services from Ballwin.

After viewing all of the display board and talking with planning consultants or City staff who were present, attendees were encouraged to provide their thoughts and feedback in writing via comment forms. Through these forms and in-person comments, attendees expressed general support for the direction of the planning process, along with a mix of critiques and compliments.

"Really appreciate the in-depth look at all aspects of the plan and that you have encouraged active participation by residents."

*Comment from Attendee*



# HOME OWNER ASSOCIATION LEADERS - FOCUS GROUP MEETING

On April 17, 2018 representatives from 43 subdivisions and homeowners' associations from around Ballwin gathered at the Ballwin Golf Club to discuss their thoughts about Ballwin's challenges and opportunities. Facilitated by planning professionals from The i5Group, the firm selected by the City to coordinate Ballwin's comprehensive planning process, the attendees engaged in focused conversations about some of the topics that will influence the direction of the planning process as it takes shape over the next six months.

Divided into small groups, participants exchanged and discussed responses to questions about the greatest strengths of living in Ballwin, the challenges facing Ballwin over the next twenty years, indications that Ballwin is moving in the right direction, and things they would like to change. The individual tables then reported out to the whole group the common themes and answers to the different questions that reflected consensus opinions.

The respectful and healthy dialogue among community residents, including many who didn't know each other before the evening, reflected some common responses to the question about the strengths of living in Ballwin: there seems to be widespread opinion that Ballwin is a place that is friendly and welcoming, with a strong sense of community. Other strengths identified by residents included safety, great schools - in both Parkway and Rockwood School Districts, and the proximity to various services and amenities. Meanwhile,

among the challenges facing Ballwin or aspects attendees would like to change involved traffic, pedestrian safety, the need to improve or beautify conditions at some of the older shopping centers along Manchester, and a desire for more mixed-use retail, commercial, and dining options along Manchester, along with more of a town center.

Upon completion of the meeting, as a reminder of what this process seeks to preserve and build upon, participants had one additional opportunity to express their individual opinions

regarding what they love about living in Ballwin. Attendees posted their responses to the last open-ended question on the wall for all to see, with responses ranging from "the people" to "safety," "location," "recreation," and "schools." from attendees.

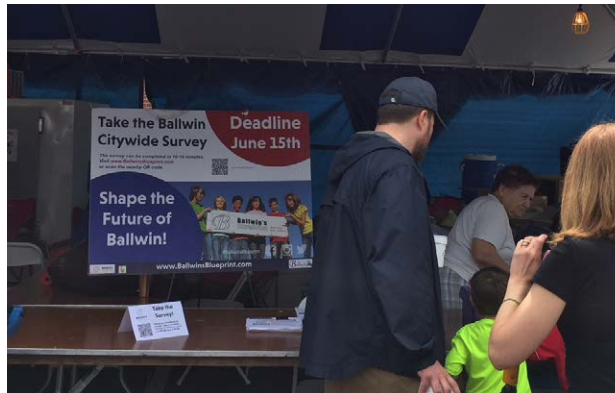


# RAISING AWARENESS OF THE PLANNING PROCESS

Multiple materials have been used to raise awareness of the comprehensive plan and to engage residents. Engagement materials have included:

- Brochures
- E-Newsletters
- Social Media
- City Website and Plan Website
- Banners
- Press Releases

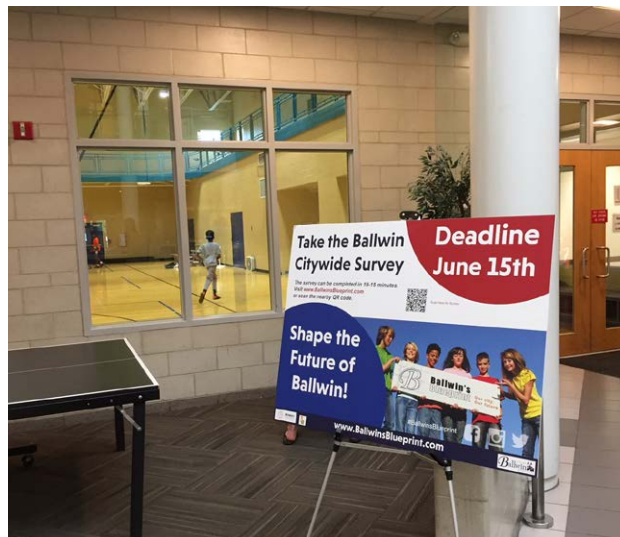
Updates during the planning process are shared via social media including Twitter, Instagram, and the City's Facebook page with the hashtag #BallwinsBlueprint. The dedicated website for the plan is [www.BallwinsBlueprint.com](http://www.BallwinsBlueprint.com)



Banner promoting the community survey at the information booth at Ballwin Days.



Starting with the Spring 2018 edition of the Ballwin Life magazine, there are regular updates about comprehensive plan.



Banner for the community survey at The Pointe.



Focus group meeting with home owner association leaders in April.



Article about the comprehensive plan in the West News Magazine.

# Plan Website

A dedicated website for the comprehensive plan is available at [www.BallwinsBlueprint.com](http://www.BallwinsBlueprint.com). The website allows residents to follow the progress of the plan by staying up-to-date on the plan schedule, review deliverables and plan information, and find out about upcoming plan events.

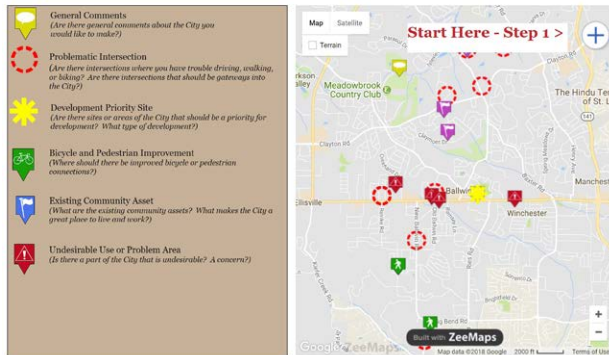
As of July 2018, there have been over 1,600 page views of the website since the website went live in April 2018.

The website also includes an online map comment tool where residents can make comments on a Google map regarding problematic intersections, development sites, bicycle and pedestrian improvements, community assets, problem areas, and general comments.



Steering Committee meeting #1 on April 16th.

**Step 4: Select Your Marker**



Map Commenting Tool



## Thank you for Taking the Survey!

Thank you to everyone who took the community-wide survey. The survey was open from May 1 to June 19. The results of the survey will be available later this



## Great Feedback at Open House #1

Thank you to everyone who attended Open House #1 on May 15th from 5:00 - 7:30pm at the Golf Course Club House. Attendees at the open house reviewed

## Schedule

<b>Recent Schedule</b>
April - May: Focus Group Meetings
May 15, 2018: Open House #1
May 1 - June 19th: Community-wide Survey
<b>Upcoming Schedule</b>
July 10, 2018: Steering Committee Meeting
August: Discovery Report (Existing Conditions)
<b>SAVE THE DATE!</b>
September 13, 2018: Open House #2 5:00 - 7:30pm at The Pointe
November 2018: Open House #3
Early 2019: Draft Comprehensive Plan

Cover Page of Plan Website - [www.BallwinsBlueprint.com](http://www.BallwinsBlueprint.com)

# HIGHLIGHTS OF THE COMMUNITY SURVEY

## Survey Overview

A citywide comprehensive plan survey took place from May 1 thru June 19, 2018. The survey was available online via the website [www.BallwinsBlueprint.com](http://www.BallwinsBlueprint.com) and via paper copies at the first Open House and at City Hall.

Response to the survey was strong. There were close to 600 responses to the survey. Of the 592 total responses, 591 took the survey online and one (1) took the paper version of the survey.

An important aspect of the survey is that the survey is a tool at the beginning of the planning process to help inform the overall plan. The

survey helps the planning team confirm trends and identify issues that may have been missed during other engagement activities. The survey is not an end product, but is a beginning.

The survey included 27 questions. The survey sought to balance the time commitment of respondents while gaining insights into particular areas and issues.

The majority of the questions were multiple choice. However, most questions also allowed respondents to make additional comments to provide further insights.

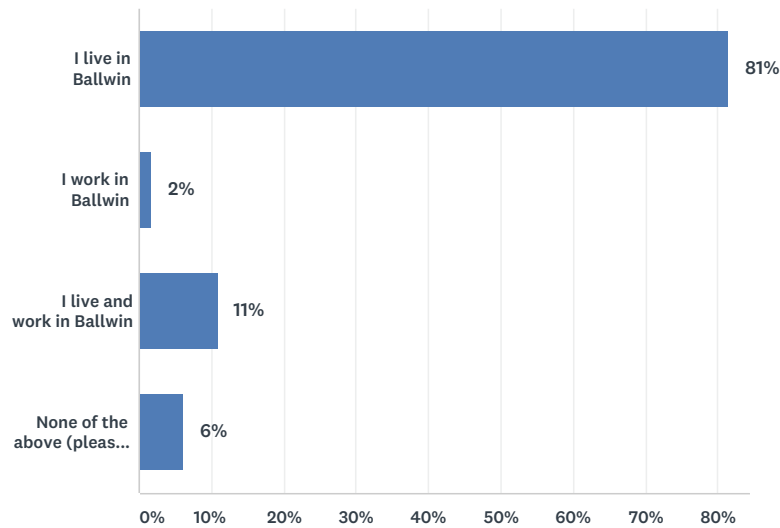
An online survey has several advantages. One, the online survey allows respondents to make in-depth comments. Second, the survey connects residents to the process. By taking the survey, respondents are connected to the project website and other forms of project communications for the remainder of the planning process. Finally, an online survey allows a greater range of respondents including those who work, visit, or shop in the City.

Highlights of survey responses are shown on the following page. The full survey results are included as part of the appendix.

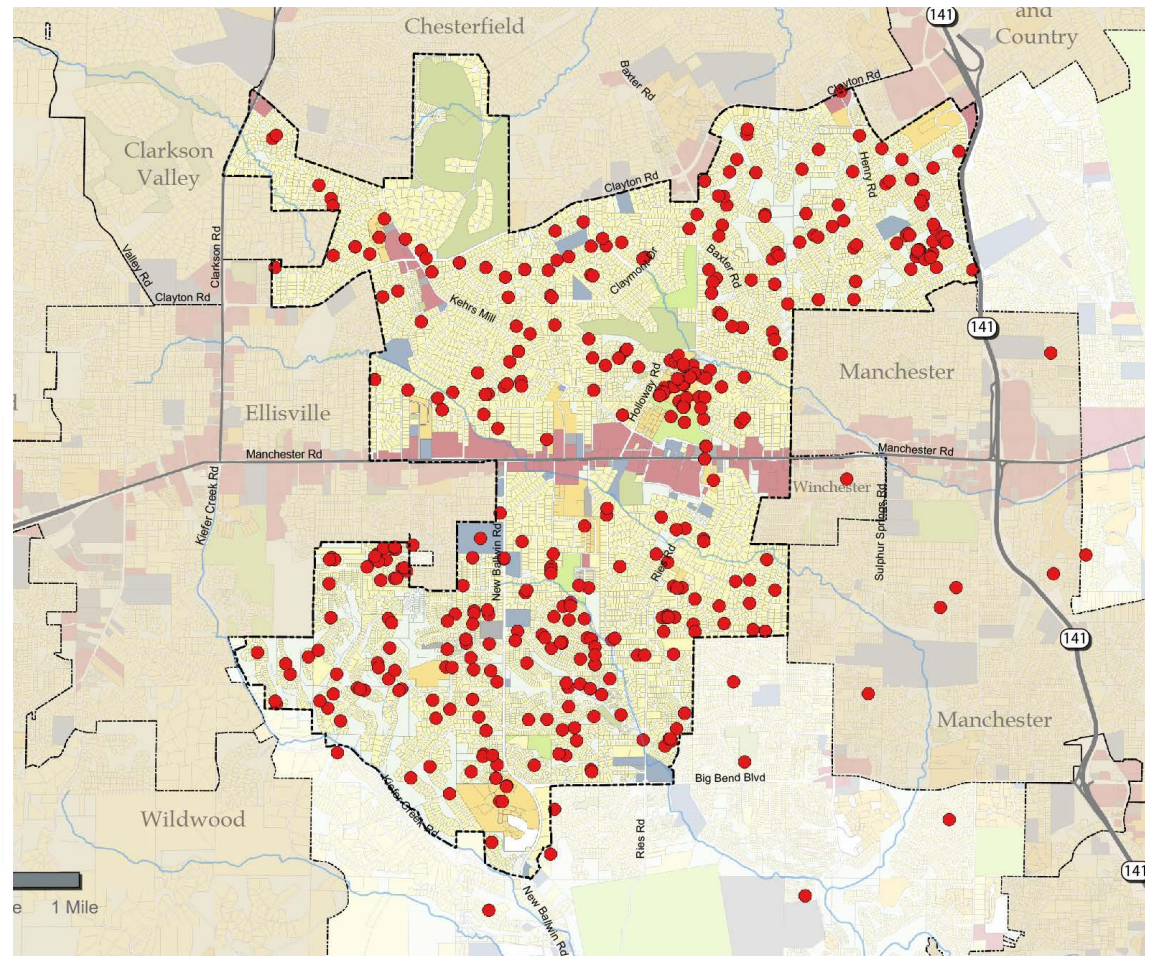


## Distribution of Survey Responses

The map on this page shows the distribution of survey responses. Overall, there were 592 survey responses. As the map shows, there were several responses from outside the City limits. Some of these responses were from respondents that only work in the City or for other reasons such as owning property in the City. Not all 592 responses are mapped. Some responses had incomplete street addresses or could not be geocoded on the map.



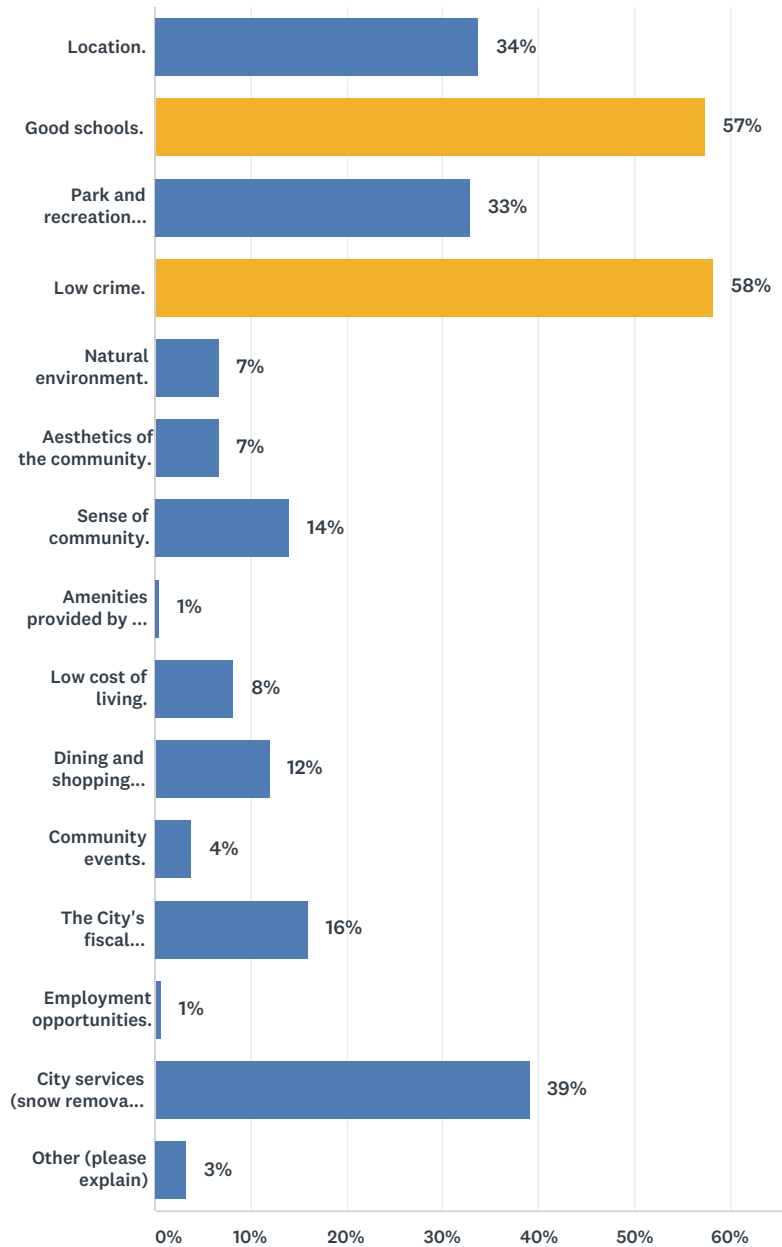
**Q2: What Best Describes You?**



**Distribution of Survey Responses**



**Q6: What are the top three strengths of living or working in Ballwin? (choose up to three)**



**All Responses**

**First Tier (Top Responses)**

- Low crime.
- Good schools.

**Second Tier**

- City services (snow removal, leaf pickup, police, etc).
- Location.
- Park and recreation opportunities.

**Highlights**

**Younger Respondents (34 years old or younger)**

- Less emphasis on city services.
- More emphasis on dining and shopping.

**Older Respondents (65 years old or older)**

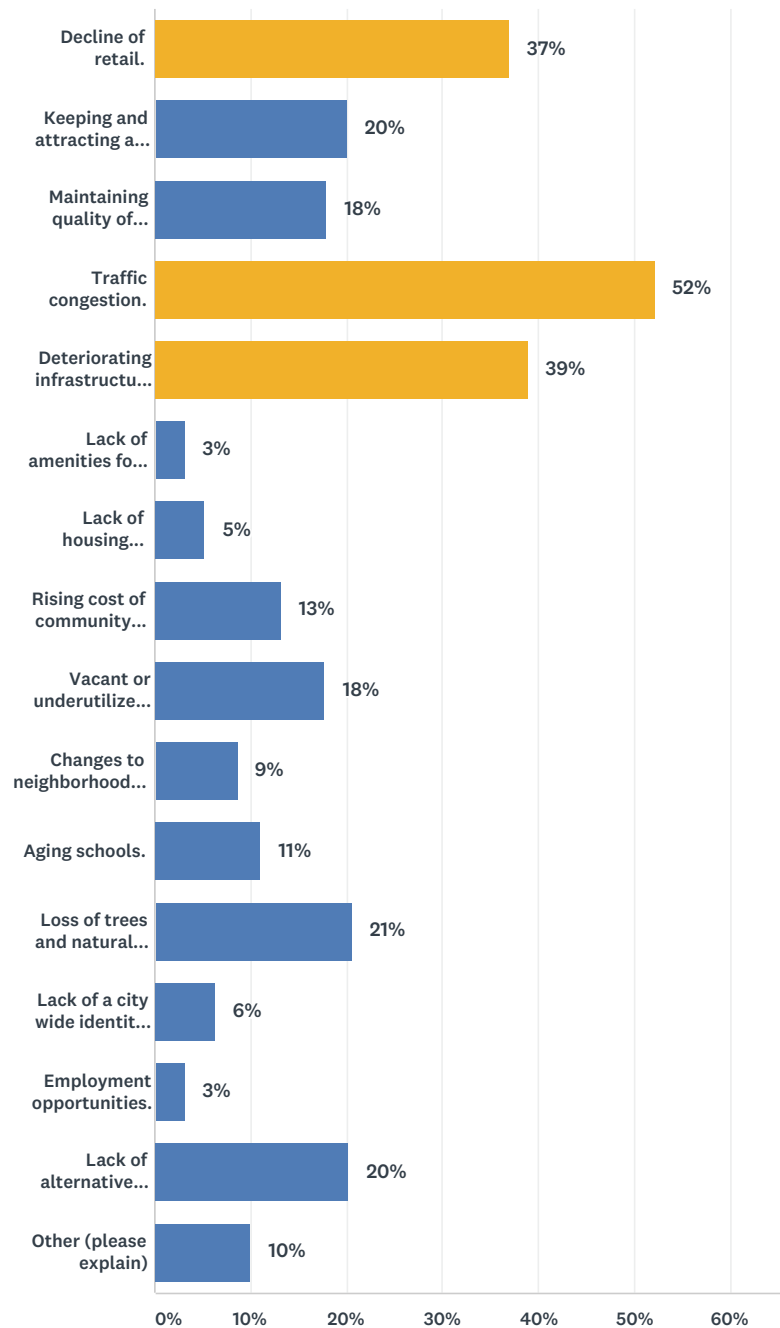
- Greater emphasis on city services.
- Greater emphasis on the city's fiscal responsibility (no property taxes, etc).

**New Residents (5 years of less)**

- Slightly greater emphasis on location and low crime.

**All Responses**

**Q7: What are the three biggest issues facing Ballwin in the next 20 years? (choose up to three)**



**All Responses**

**First Tier (Top Response)**

- Traffic congestion.

**Second Tier**

- Deteriorating infrastructure (streets, sewers, etc).
- Decline of retail.

**Third Tier**

- Loss of trees and natural environment.
- Lack of alternative transportation options (biking, walking, transit).
- Keeping and attracting a diverse spectrum of residents (young families, singles, retirees, etc.).
- Maintaining quality of residential housing.
- Vacant or underutilized properties.

**Highlights**

**Younger Respondents (34 years old or younger)**

- Slightly greater concern about loss of trees and natural environment.

**Older Respondents (65 years old or older)**

- Greater concern about deteriorating infrastructure.

**New Residents (5 years of less)**

- Greater concern about traffic congestion.

## Q8. What is one thing would you most like to see changed in the City?

This was an open ended question and there was a wide spectrum of comments. This page summarizes the top categories of the most received comments and lists representative comments.

### Traffic Congestion / Road Conditions

(100 comments)

- "An alternate route to Manchester road would be amazing. High traffic times are awful."
- "Traffic."
- "Traffic congestion."
- "Safe driving on Manchester Rd."
- "Better access off Manchester to ease congestion, and Community gathering spots."

### Parks, Recreation, & Trails

(40 comments)

- "Investment in connecting parks and trails for SAFE use."
- "More open space."
- "More Parks and less Development."
- "Add pickleball courts."
- "More bike paths."

### City Operations / Local Politics

(24 comments)

- "More positive interaction between the governing officials and residents."
- "That the new government center not be built on existing parkland."

### Retail / Restaurant & Commercial Space Desires

(59 comments)

- "More restaurants and retail shops."
- "Less strip malls."
- "More unique stores and restaraunts."
- "More locally owned eateries."
- "Less empty shopping centers."

### Pedestrian Safety & Infrastructure

(34 comments)

- "Better system of trails and walking paths."
- "Safe walking to Manchester road, .... More sidewalks for kids to walk to school safely."
- "Bike trails connecting parks and the two recreation centers to one another."

### Town Center

(20 comments)

- "To have an identifiable town center (such as Kirkwood and Webster Groves)."
- "I would love to have a real downtown...a destination people can walk, bike, or drive to, and simply hang out for the day."
- "It would be great to have a community center/ town center/ square."

# HIGHLIGHTS OF THE VISUAL PREFERENCE SURVEY

## Survey Overview

The visual preference survey was a tool to start to translate what has been heard into a preferred community design. The images were intended to illustrate conceptual ideas and do not represent specific or actual proposals.

There were six categories of images with five images in each category. Categories included:

- Infill Housing
- Mixed-Use Development
- Neighborhood Commercial
- Community Entry Features
- Bicycle and Pedestrian Facilities
- Bicycle and Pedestrian Crossings



Above: Participants at the second Open House on September 13th take the visual preference survey.  
Below: Example of the results from the online visual preference survey.

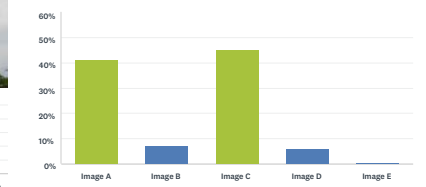
Participants had two opportunities to take the visual preference survey. The first opportunity was at the second open house for the comprehensive plan on September 13, 2018, at The Pointe. The other opportunity was online from September 13 to October 10, 2018, via the project website at [www.BallwinBlueprint.com](http://www.BallwinBlueprint.com).

Over 340 responses were collected as part of the online visual preference survey.

This page highlights a few of the results of the visual preference survey. The full survey results are included as part of the appendix.



Which image do you most prefer:





# Plan Principles, Goals, and Recommendations

# OUR COMMUNITY VALUES

Community values are the building blocks of the plan. They are the core beliefs of City residents and help shape the plan vision, principles, and goals.

## We value....

**Our high quality of life.**

**Our great schools and highly rated schools.**

**Our strong sense of community.**

**Our location that is accessible to regional destinations and local amenities.**

**Our community as being one of the safest in the region.**

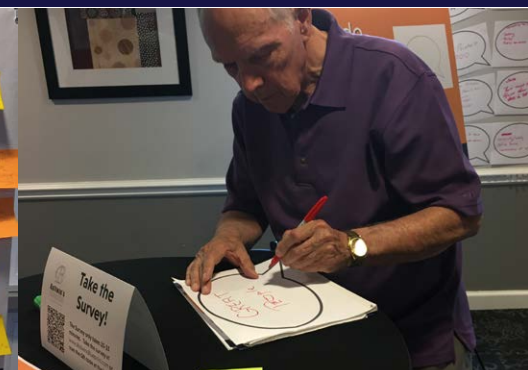
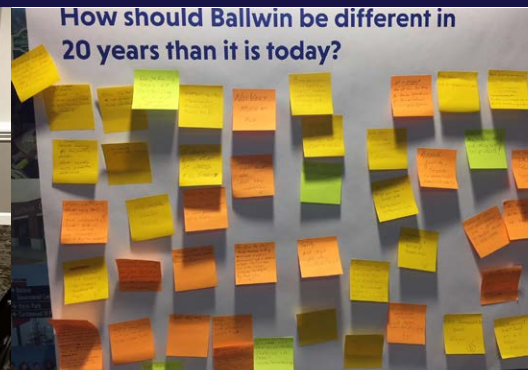
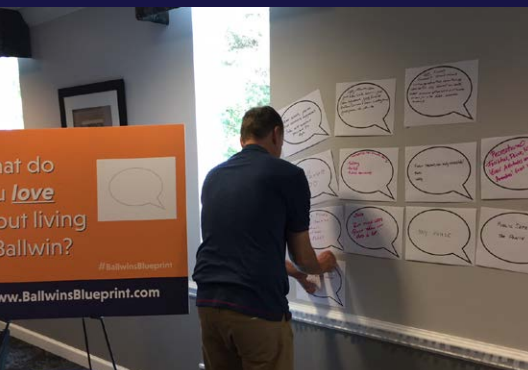
**Our high standard of city services.**

**Our state-of-the-art recreation facilities.**

**Our increasingly diverse population.**

**Our diverse range of housing choices.**

**Our City as being a great place to raise a family.**



# PLAN PRINCIPLES

## Overview

The seven plan principles shape the goals and recommendations of the comprehensive plan. This chapter presents the plan principles along with the goals and recommendations associated with each plan principle. Each plan principle is rooted in one or more of the core community values for Ballwin.

There is a list of preliminary metrics (Measuring Our Success) at the end of the plan principle section. These metrics provide suggestions on key measures to track so that the City can gauge implementation and the success of the plan.

Chapter 8 'Implementation' includes detailed actions for implementing the goals of this Chapter.



## PRINCIPLE #1

# Strong Neighborhoods

### Core Community Values

*“Our strong sense of community.”*

*“Our diverse range of housing choices.”*

Ballwin’s sense of the community is cited as key reason why people love to live in the City. Tree lined streets and walkable neighborhoods add richness to community character. A wide range of housing choices promotes diversity. Ballwin’s strong neighborhoods are the foundation for the City’s present and future.

### Key Goals:

- 1.1 Ensure infill development respects the character and context of the surrounding neighborhood.
- 1.2 Diversify housing choices to ensure a spectrum of residents (families, seniors, college grads, single, etc).
- 1.3 Ensure upkeep and maintenance of homes to preserve property values.



## GOAL 1.1: Ensure infill development respects the character and context of the surrounding neighborhood.

### 1.1A Require Additional Guidelines, Including Residential FAR, for Infill Development

In recent years, there has been an increase of infill housing in Ballwin. Infill housing, in this context, is defined as either new housing on an undeveloped lot within an established neighborhood or redevelopment of an existing residential property.

Most residents were open to infill development since it brought in new residents and new investments into neighborhoods. However, there were concerns when infill housing was out-of-scale or did not fit architecturally with the neighborhood.

The City should adopt additional guidelines for infill development, including the use of residential Floor-Area-Ratio (FAR) requirements. The guidelines should provide flexibility for additions or redevelopment, but would prevent “McMansions” that are out-of-scale to the neighborhood. Options for establishing a residential FAR include a citywide FAR or a site specific FAR based on adjacent sites and neighborhood context.

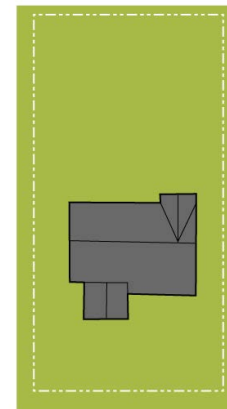
Infill requirements should also address stormwater. Additions or redevelopment are often too small to fall within MSD review requirements, but their cumulative effect citywide can greatly increase stormwater runoff. Many communities have adopted stormwater requirements to supplement MSD’s requirements.



Above: Results from the Visual Preference Survey. Most respondents found infill housing acceptable, but had concerns about new housing that was out-of-scale or did not fit architecturally with the neighborhood. (Images that were in the survey were not from Ballwin)

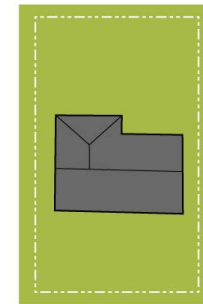
#### Example of FAR

Shown here are two examples of existing residential Floor-Area-Ratio (FAR). As the City develops guidelines, existing FAR in different neighborhoods should be evaluated.



#### Example 1

House: 2-Story, 5,300 sf  
Lot: 20,000 sf  
FAR = 0.26



#### Example 2

House: 1-Story, 1,900 sf  
Lot: 12,500 sf  
FAR = 0.15

## **GOAL 1.2: Diversify housing choices to ensure a spectrum of residents (families, seniors, college grads, single, etc).**

Currently, single family housing dominates the housing market in Ballwin. Approximately 82 percent of housing types in Ballwin are single family. The City needs to have a greater diversity of housing choices to ensure a spectrum of residents in the future.

### **1.2A Encourage Mixed-Used, with Residential, as Commercial Areas Redevelop.**

As commercial areas redevelop along Manchester Road and elsewhere, encourage mixed-use with residential.

*See Goal 3.1A*

### **1.2B Encourage Senior Housing and Universal Design**

Ballwin, along with many communities across the nation, is aging as the baby boom generation retires. The City should encourage senior housing to accommodate this demographic trend.

In addition to development targeted toward seniors, the City should encourage universal design as part of new residential development. Universal design accommodates users of all ages, size, ability, or disability. Universal design helps to ensure that development accommodates a wider age spectrum and is seen less as targeted housing toward “seniors” or other market sectors.

### **1.2C Evaluate Inclusionary Zoning as the City Updates its Zoning Code**

Communities with reputations for good school systems, as is the case in Ballwin, with the high-performing and overwhelmingly well-regarded Parkway and Rockwood School districts, often have high property values. As demand for housing within the district outpaces supply, home costs continue to move upward, making it difficult for low to moderate income families to afford to live within the community.

Inclusionary zoning, sometimes referred to as inclusionary housing, is a zoning-based tool, which provides requirements or incentives for housing developers to include a certain percentage of affordable housing units along with market rate housing units.

In recent years various policymakers and organizations addressing the need for more affordable housing have endorsed the concept of inclusionary zoning. A 2012 report prepared for St. Louis County Department of Planning’s Office of Community Development suggested that an inclusionary zoning ordinance would be a means of ensuring “that low and moderate income households have equal access to jobs and resources,” and that density bonuses could be used as incentives to encourage developers to “include affordable housing in their projects—particularly in areas with high rents and home values.”

Inclusionary zoning can either be mandatory or voluntary. Mandatory requires developers to build affordable units in exchange for various incentives, which can include development rights or density bonuses. This method, although met with some resistance from developers, has produced more affordable units than the alternative. Voluntary allows developers the opportunity to “opt-in” in exchange for incentives.

Most ordinances establish thresholds for developments that would be affected by the provision. The specifics of how many units a developer would need to build before the requirements kick in or before they become eligible for incentives have been across the board and reflect the broad spectrum of particular needs and desires of the diverse communities where they have been implemented.

The largest study of inclusionary zoning programs, *Inclusionary Housing in the United States: Prevalence, Impact, and Practices* conducted by Lincoln Institute of Land Policy in 2016 and published in 2017 reported that there are no inclusionary zoning programs in the State of Missouri. However, within the past year, the City Council of Columbia, Missouri, directed their Community Development and Planning staff to research the topic for possible future action.

With the of the lack of precedent within the State of Missouri, Ballwin should further evaluate the strengths and weaknesses of inclusionary zoning. When the City updates its zoning code, the City should consider including inclusionary zoning policies. If there is concern about Ballwin acting singularly in adopting inclusionary zoning policies, the City should advocate for St. Louis County to enact a county-wide inclusionary zoning ordinance.

### **What is an Affordable House in Ballwin?**

Is housing affordable in Ballwin? It depends. Compared to many of its neighboring communities, Ballwin has a significant amount of relatively affordable single family housing stock, as well as apartments and other multi-family housing options. The existing floor of single family housing prices range from \$100,000 - \$125,000 in appraised value. According to Zillow, the market rate for these homes range in the upper \$160,000's to lower \$180,000's. This would translate to about \$900/month in mortgage payments (including taxes and insurance) or \$1,200/month to rent (according to Zillow).

Affordable housing has various definitions, but a common definition is that housing costs (rent, mortgage, insurance, taxes, utilities, etc) should be no more than 30% of income. A new teacher may have a starting salary of approximately \$43,000 and thus would have available about \$1,075/month for housing costs. So, for a new teacher, housing costs would be at the borderline of affordability.

Also, while the median household income in Ballwin is quite high at almost \$90,000/year, almost 15-percent of households have incomes less than \$35,000, according to the 2017 American Community Survey. These households are likely spending above 30% on housing costs, especially if they have recently obtained housing.

In many ways, Ballwin is at a transition point. While housing costs are still relatively affordable, especially in comparison to neighboring communities, the good schools and high quality of life in Ballwin are putting increased pressures on housing costs.

## 1.2D Evaluate Accessory Dwelling Units as an Option for Increasing Affordable Housing Opportunities

Accessory dwelling units (ADUs) are separate housing units that are distinct from existing single family homes but on the same parcel and under the same ownership of the single family home. Sometimes ADU's are referred to as "granny flats", "in-law apartments", or "carriage units". Variations include attic or basement apartments within a single family home, an attachment to the home, or a separate building, sometimes as an apartment above a garage.

By allowing or encouraging development of ADUs, a municipality can increase opportunities for individuals and families to live in communities with otherwise scarcity of housing or market rates out of the reach of low-to-moderate income households. And because ADUs are usually significantly smaller than and often contained within existing structures, such as the primary house or garage, they also represent an option for increasing the number of housing units within a community without much or any impact on the character and look of the community.

ADUs increase affordable options for both homeowners and renters. For new, prospective homebuyers who otherwise would not be able to afford to buy houses in areas where prices are outside their affordability range, or for existing homeowners who can no longer afford their mortgage, property taxes or maintenance costs, ADUs offer the prospect of rental income to supplement other sources of income used to cover mortgage payments. This may be especially appealing to retirees who rely on

fixed-income pensions or residents grappling with loss of income due to unemployment or divorce. For renters, such as younger adults who may be new to the job market or for single parents wanting to move into the Parkway or Rockwood School Districts but otherwise not able to afford to purchase a home, ADUs offer an alternative to the limited supply of apartments currently on the market within Ballwin.

Currently, Ballwin's zoning ordinances prohibit what is referred to as "secondary dwelling units". As Ballwin updates its zoning code, the City should evaluate allowing accessory dwelling units. The allowance of ADU's should include requirements for architectural treatments, set-backs, density, and floor-area-ratio.

## **GOAL 1.3: Ensure upkeep and maintenance of homes to preserve property values.**

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### **1.3A Be Pro-active in Educating Homeowners on Maintenance, Upkeep, and Code Requirements.**

The City should be pro-active in educating homeowners on maintenance and upkeep. Strategies could include yearly or semi-annual education classes, bulletins, and homeowner guides. Many communities have excellent guides that educate homeowners on maintenance and construction. One example is Maryland Heights's 'Guide to Home Improvement', which is a resource for residents in determining when permits are needed for common residential projects.

### **1.3B Track Code Enforcement to Identify Neighborhoods That May Show Signs of Decline.**

The City should track code enforcement violations with GIS mapping to better identify neighborhoods in the City that may be showing early signs of decline. The City can use this data to better target pro-active home maintenance programs (see Goal 1.3A).

### **1.3C Continue Occupancy Inspection Requirements That All Buildings, Before They Can Be Sold or Occupied By a New Resident, Tenant or Business, Must be Inspected By the City.**

The existing City policy is to require occupancy inspections for all buildings before they can be sold or rented. This policy should continue as it helps ensure the proper maintenance of property.

### **1.3D Support Short-term Rentals in Accordance With Obtaining Permits With the Procedures and Requirements for Issuance of Occupancy Permits.**

Short-term rentals such as Airbnb or VRBO are a popular resource for visitors and homeowners. The City should have reasonable policies related to short-term rentals including homeowners wishing to rent their homes be required to have necessary permits with the procedures and requirements for issuance of occupancy permits.

## PRINCIPLE #2

# A Modern Transportation Network

### Core Community Value

*“Our location that is accessible to regional destinations and local amenities.”*

A popular phrase for Ballwin is that it is “20 minutes from everywhere”. Manchester Road is both a blessing and a curse. It is a blessing in terms of providing retail traffic, but a frustration for local drivers making short trips. A modern transportation network for Ballwin will lessen local need for Manchester Road while also providing community wide investments in biking, walking, and transit.

### Key Goals:

- 2.1 Encourage cross-access along Manchester Road commercial properties to relieve stress on Manchester Road.
- 2.2 Increase vehicular connectivity that parallels Manchester.
- 2.3 Fill in critical gaps in the citywide sidewalk system.
- 2.4 Promote a connected pedestrian and bicycle network to connect city destinations and nearby destinations such as Castlewood State Park.
- 2.5 Improve north-south pedestrian and bicycle connection across Manchester Road.
- 2.6 Increase connectivity and safety with new and realigned intersections in Ballwin.
- 2.7 Strengthen resident connections to transit.

## **GOAL 2.1: Encourage cross-access along Manchester Road commercial properties to relieve stress on Manchester Road.**

It is well-known that the frequent access points to Manchester Road (driveways and cross-streets) impede the operational performance of the roadway. The significant number of curb cuts and the lack of connectivity between individual parcels funnel nearly all traffic onto Manchester Road and create additional short trips and turning movements within the traffic stream. In an effort to combat this situation, the City of Ballwin has encouraged the dedication of Cross-Access Agreements.

### **2.1A Institute Access Management Guidelines for Permitting Approvals**

“Access Management” refers to a collection of tools and policies that can improve safety, aesthetics, and traffic flows and has been employed by roadway agencies for several years. Both the Missouri Department of Transportation (MoDOT) who maintains Manchester Road and St. Louis County (Clayton, Baxter, Big Bend, Kiefer Creek, and portions of New Ballwin, Kehrs Mill, and Sulphur Spring Roads) have published Access Management Guidelines and require permit applicants to meet these guidelines to be granted access to their roadways. The guidelines address issues such as driveway spacing and geometrics, turning movement permissions, corner clearance, and roadway medians.

It is recommended that the City of Ballwin adopt similar access management guidelines as part of the permitting process for new projects within the City, including requirements for cross-access agreements when applicable. These can be a unique document or a requirement to follow the guidelines of another agency. It is further recommended that Access Management requirements be formally integrated into both the project development and City programming processes. These requirements should restrict the number of parcel access points and mandate cross-access as well as restrict access adjacent to intersections for both new and re-development.

### **2.1B: Provide Incentives to Existing Property Owners to Achieve Access Management Goals**

In an effort to achieve the desired goal of limiting access points to Manchester Road, the City should initiate a program to coordinate with current property owners to consolidate and/or remove parcel driveways where appropriate (e.g. multiple driveways, potential shared driveways, and driveways adjacent to intersections).

An example of potential incentives that the City should evaluate are cost share programs where the City would assume the cost of closing curb cuts if property owners enter into cross access agreements. Another option would be for the City to assume the legal cost of recording cross access agreements.

## **2.1C: Reduce Parking Requirements and Include Shared Parking Credits for Developments**

The consolidation of parking areas would provide more efficient use of real estate along the corridor – including providing additional space for consolidating driveways, installing pedestrian and bicycle facilities, and creating green space. In addition, reducing surface parking areas would support a denser, walkable, community-feel in the commercial areas.

The 2011 Manchester Road Great Streets Plan, by the East-West Gateway Council of Governments, recommended the following modifications for zoning regulations in relation to parking:

- The elimination of minimum parking requirements for parcels containing less than 20,000 square feet in land area.
- For parcels over 20,000 square feet in land area:
  - A minimum of 1 and 1/8 parking spaces per residential unit, of which a minimum of 1/8 parking space per residential unit will be provided as Shared Parking.
  - For non-residential uses, a minimum of 3.5 spaces per 1,000 square feet of nonresidential Gross Floor Area (GFA) provided for Shared Parking with no maximum limits. New on-street parking spaces created in conjunction with a development, in addition to what previously existed, may be counted toward the minimum requirement for Shared Parking.
  - A maximum of 5 spaces per 1,000 square feet of non-residential GFA or two spaces per residential unit may be provided for Reserved Parking.

The report additionally recommended the following Shared Parking incentives to promote Shared Parking strategies:

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

Parking consolidation can improve the overall performance and appearance of the Manchester Road corridor in the near term, prior to the redevelopment or conversion of existing land uses. Similar to the Access Management goals, the City can work with landowners now to consolidate and/or coordinate Shared Parking arrangements within the corridor. For example, Ballwin could work with the owner of a retail store that closes earlier to arrange for neighboring restaurants to utilize their parking spaces after business hours.



## GOAL 2.2: Increase vehicular connectivity that parallels Manchester Road.

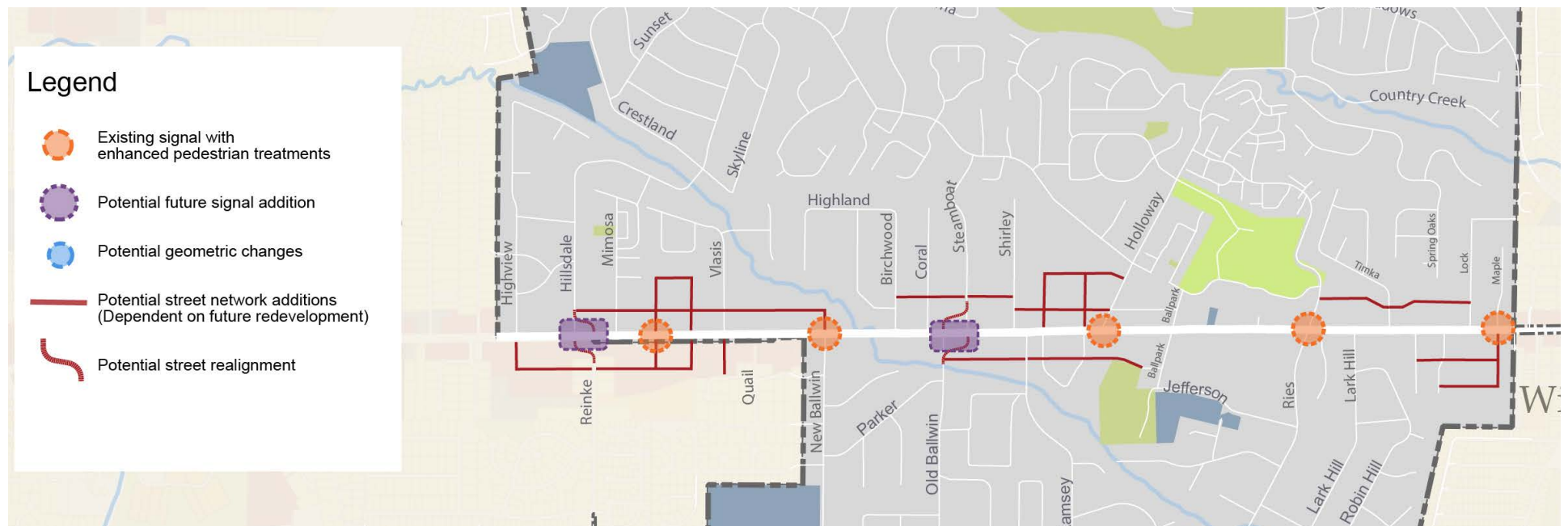
### 2.2A Adopt a Long-Term Parallel Street Plan and Coordinate with Property Owners to Achieve

As a significant arterial within west St. Louis County, Manchester Road supports a high volume of vehicular traffic that is a mixture of commercial traffic (short trips) and commuter traffic (longer distance trips). The abundance of short trips and turning movements deteriorates the corridor operations during the peak periods. A long-term goal to minimize the effects of commercial traffic is to install streets running generally parallel to Manchester Road, in order to provide additional east-west access for local

traffic along the corridor. These roads could function as “service roads” behind businesses, or in the preferred situation, could function as “main streets” for various shopping districts or town center areas, emphasizing walkability, pedestrian and bicycle amenities and connections, and slower traffic speeds. The parallel streets could furthermore be connected with north-south links in strategic commercial areas to provide for a downtown-like grid of streets. The grid network would help to disperse traffic and relieve bottlenecks on Manchester Road by allowing traffic to circulate within commercial nodes, and would help to calm traffic and reduce vehicle speeds.

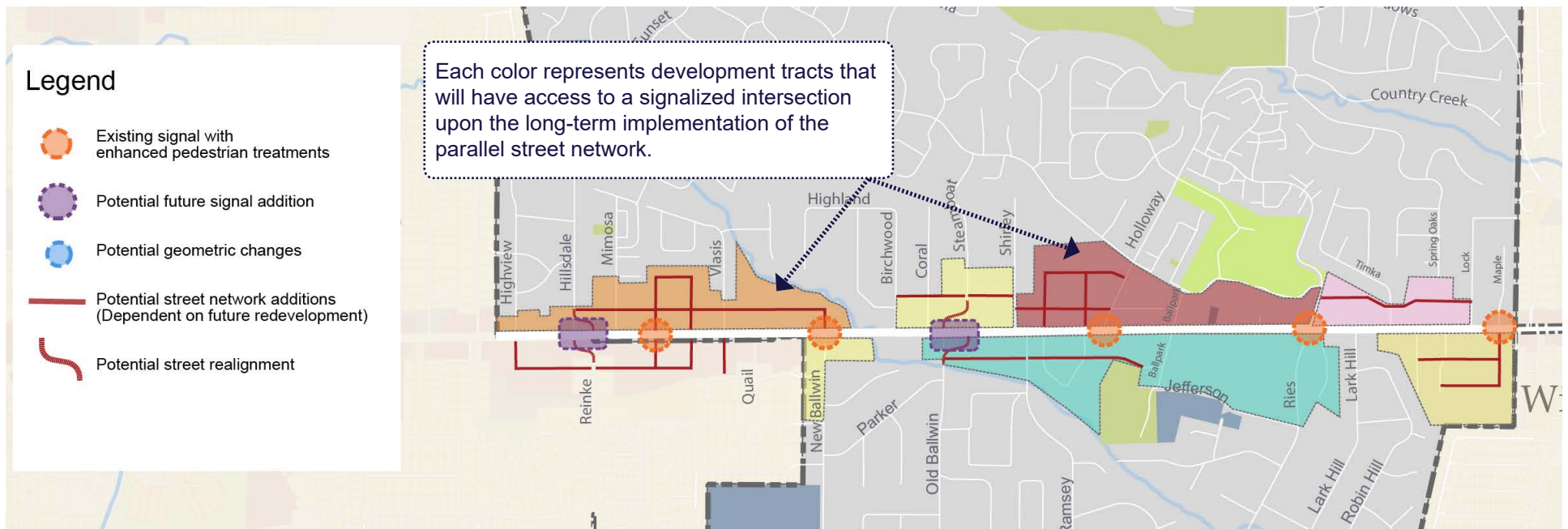
Given the level of development within the Manchester Road corridor, parallel streets would likely be installed over several years as redevelopment occurs. However, it is recommended the City recognize a plan for these connections and encourage their installation during property redevelopment.

The map on this page represents the potential implementation for parallel streets and connectors that fits within the existing and anticipated redevelopment within the Manchester Road corridor.



**Long-Term Parallel Street Plan to Manchester Road**

Another key benefit of the long-term implementation of the parallel street network is that a majority of the properties along Manchester Road will have access to a signalized intersection. The areas shown on the map on this page represent development tracts that can be accessed, via a signalized intersection to the parallel street network. The long-term access also assumes that new intersections, that the plan recommends, are implemented.



**Signalized Intersection Access Areas with Long-Term Implementation of Parallel Street Plan**

## 2.2B As Parallel Streets are Added, Consider Additional Medians Along Manchester Road

The volume of vehicular turning movements throughout the corridor is enhanced by the presence of the center turn lane, which allows for unprotected left turns at most locations. Not only do these left-turns interrupt the traffic stream, they can create confusion and safety concerns as drivers become more distracted or delayed and take risks.

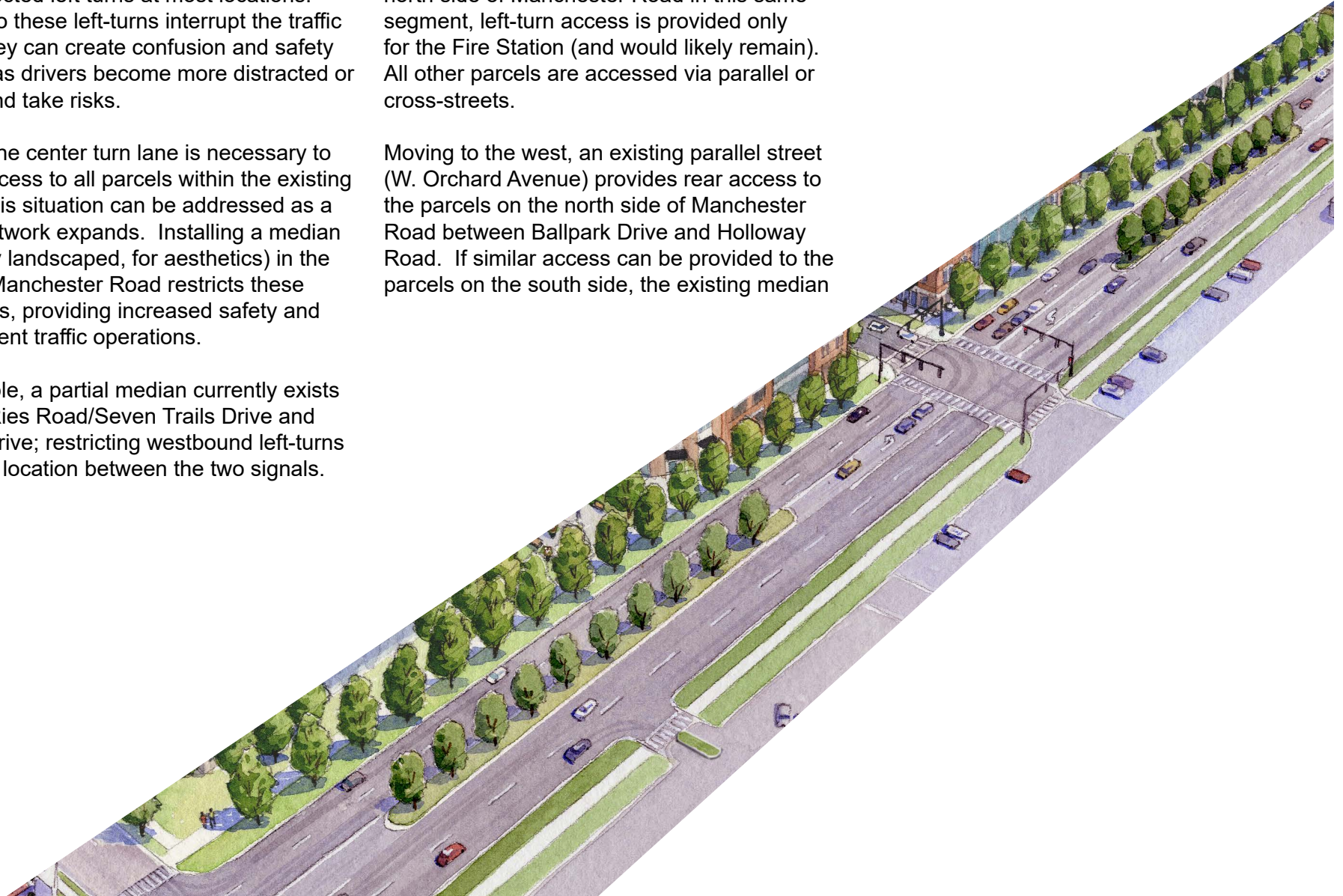
Although the center turn lane is necessary to provide access to all parcels within the existing corridor, this situation can be addressed as a parallel network expands. Installing a median (preferably landscaped, for aesthetics) in the center of Manchester Road restricts these movements, providing increased safety and more efficient traffic operations.

For example, a partial median currently exists between Ries Road/Seven Trails Drive and Ballpark Drive; restricting westbound left-turns to a single location between the two signals.

However, on the south side of Manchester, there is access to the existing development from both cross-streets, as well as a connecting parallel street (Jefferson Avenue). Therefore, the existing median break for westbound traffic could be removed and all turns restricted to Ries Road and Ballpark Drive. On the north side of Manchester Road in this same segment, left-turn access is provided only for the Fire Station (and would likely remain). All other parcels are accessed via parallel or cross-streets.

Moving to the west, an existing parallel street (W. Orchard Avenue) provides rear access to the parcels on the north side of Manchester Road between Ballpark Drive and Holloway Road. If similar access can be provided to the parcels on the south side, the existing median

could be extended to Holloway Road. Similarly, as access management and parallel roads are implemented throughout Ballwin's Manchester Road corridor, additional medians could be installed.



## GOAL 2.3: Fill in critical gaps in the Citywide sidewalk system.

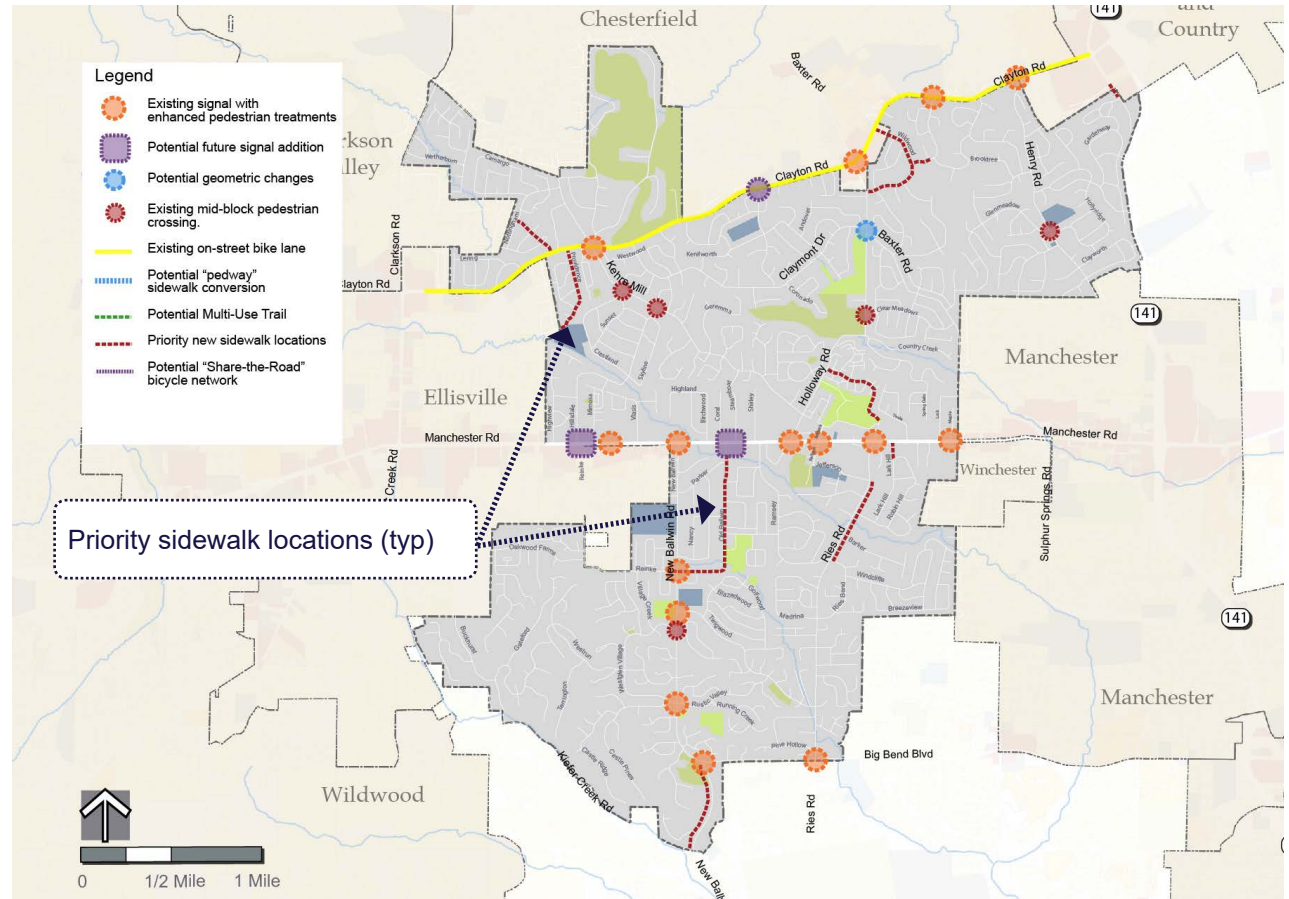
In general, the City of Ballwin has a robust and well-maintained network of pedestrian sidewalks and crosswalks for a city of its size and setting. However, there are some noticeable gaps within the sidewalk network as well. Small improvements to the sidewalk network can result in significant benefits for community wide connections. The adjacent map identifies the priority locations for sidewalk and crosswalk additions within the City.

### 2.3A: Connect existing sidewalk links in priority locations.

There are a few noticeable gaps within the sidewalk network that impair pedestrian travel. These locations include sidewalk segments where none exist (Seven Trails Drive, Wildwood Parkway, and the south end of New Ballwin Road) or where there are short gaps of a single/few parcels (Reinke Road and Lark Hill Lane).

### 2.3B Install sidewalks in neighborhoods with little existing coverage

There are also some residential areas within Ballwin that lack any sidewalk facilities. Some of these areas are older neighborhoods of connecting streets and others are single “no-outlet” streets off a major collector or arterial. The priority to filling in these holes is to begin with the residential entry roadway or spine of the neighborhood (such as Providence Road and Mayfair Drive) adding sidewalks to the street branches when possible.



**Priority Sidewalk Locations**

### 2.3C Add Supplementary Sidewalks to Key Network Links or Where Significant Demand Exists

In some locations, a sidewalk on both sides of the road would provide for additional pedestrian safety and capacity (Claymont Drive, Ries Road and Old Ballwin Road).

### 2.3D Maintain and Enhance the Sidewalk System as Redevelopment Occurs

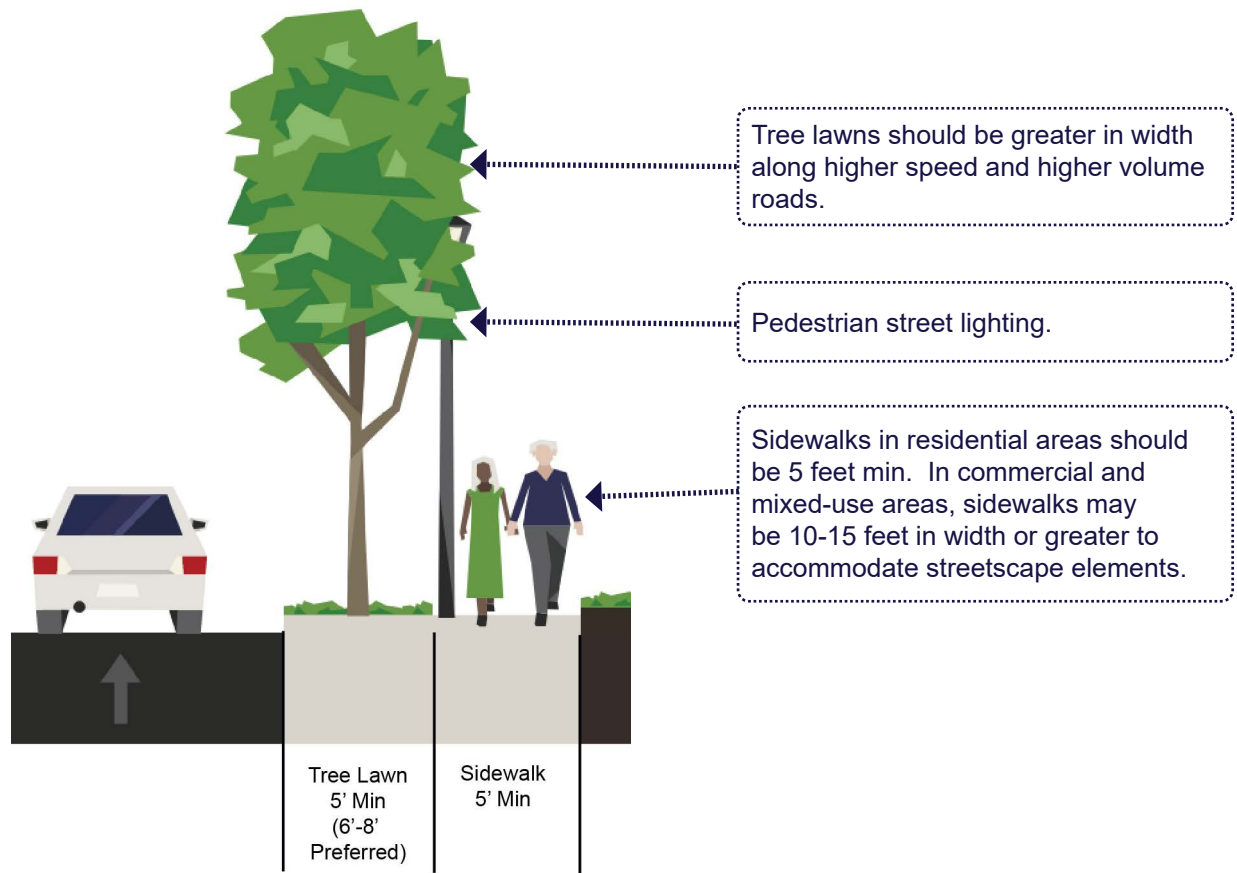
Although sidewalk coverage and maintenance are strong within Ballwin, the existing sidewalks can be inconsistent in size and proximity to the adjacent roadway. It is recommended that the City and developers strive to install sidewalks of a minimum width of five feet, increasing this width whenever possible, especially in “town center” areas to facilitate community gathering, shopping, and outdoor dining. In addition, there is a preference for sidewalk “buffers” (spacing between the roadway curb and sidewalk sometime as referred to as the “tree lawn”) on roadways to reduce noise, increase safety, and have room for street trees and street lighting. The recommended minimum width of the tree lawn should be five feet. However, the limited width of many existing road right-of-ways limits the tree lawn to four feet or less.

Additional pedestrian considerations include wayfinding and information signage, places to rest, and opportunities to install shade and shelter.

New development or redevelopment should include crosswalk striping (continental style) across driveways, intersections, and pedestrian connections across parking lots. Crosswalk

striping is warranted in an effort to highlight the presence and safety of the non-motorized network.

Furthermore, redevelopment proposals should incorporate additional sidewalk and crosswalk connections within their footprint to provide pedestrian connections between destinations (not just parcels) and support shared parking. Pedestrian thru-paths can shorten walking distances and improve overall safety.



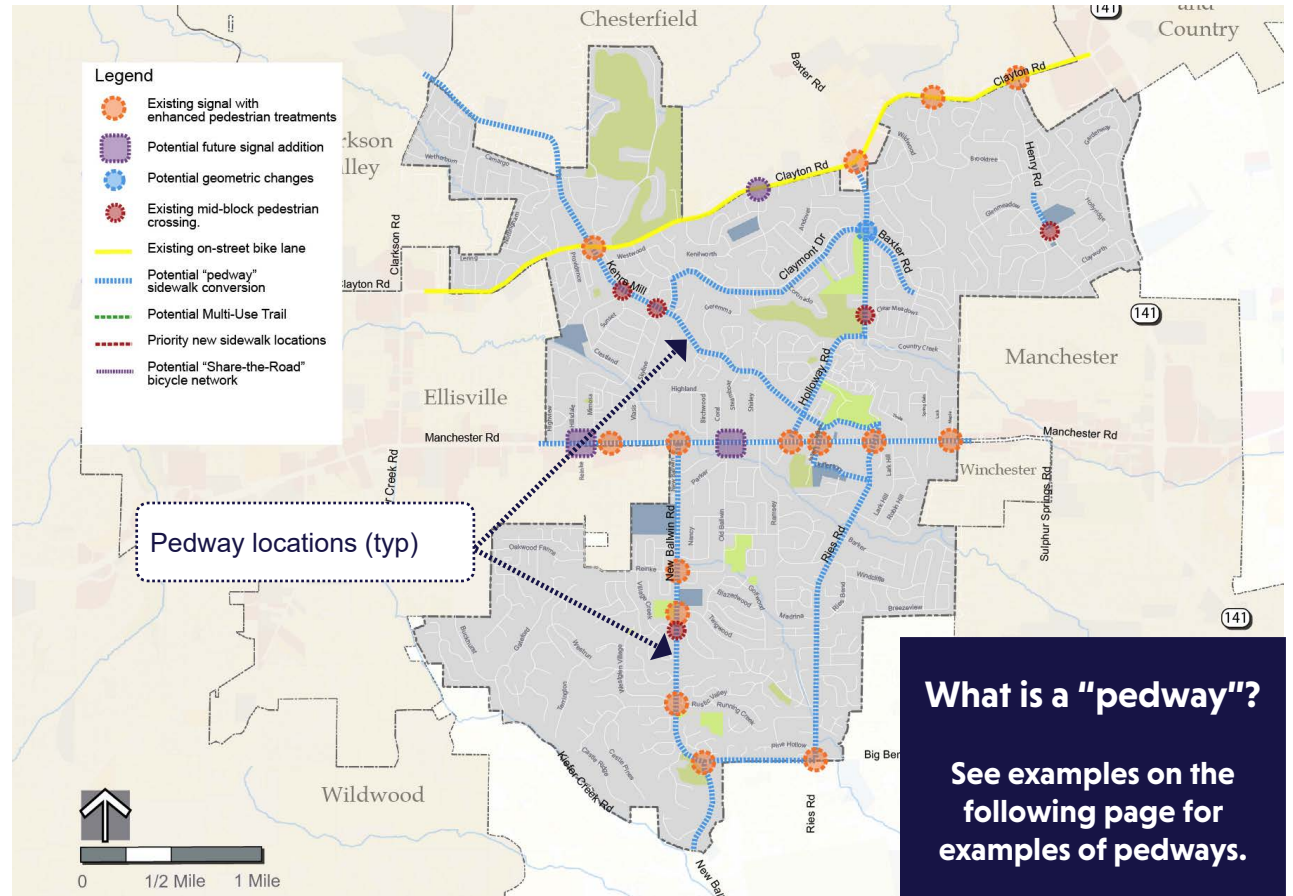
**Typical Sidewalk**

## GOAL 2.4: Promote a connected bicycle network to connect City destinations and nearby destinations such as Castlewood State Park.

A frequent request among Ballwin residents is to have a more robust bicycle network. Currently, the only marked facility is dedicated on-street lanes on Clayton Road. Public input during the process identified the cycling demands as predominantly recreational with a preference for off-street facilities where possible. This desire is also being addressed through the current Parks Master Planning process.

### 2.4A: Widen a Sidewalk on Select Streets to Create Multi-use Paths (“Pedways”)

To accommodate both recreational cycling and pedestrian movements, it is recommended that shared-use paths (“pedways”) be installed on primary roadways throughout the City. These routes are identified in the adjacent graphic by blue markings. Ideally, these paths are eight to ten feet wide (with a minimum width of six feet) with a two to three-foot buffer between the pedway and adjacent roadway. These pedways would be ideal facilities for recreational cycling especially for children and riders uncomfortable in shared traffic situations.



**Pedway Locations**

In many of the locations identified, the pedways could be installed within the space between the roadway and existing back of sidewalk. In addition to a pedway along Manchester Road, there are also multiple pedestrian crossings of the route identified. These points would provide prime locations for enhanced pedestrian and bicycle crossings of the corridor such as grade-separation. Installation and construction of most pedways would require coordination with St. Louis County and MoDOT but could also potentially utilize available transportation funding programs.



*Above example of pedways. A pedway is essentially widened sidewalk. Ideally, it should meet the standards of a multi-use path (minimum of 8-feet in width). However, existing limitations of available right-of-way width may prevent the standard multi-use path from being met. A widened sidewalk ("pedway") would still be beneficial for pedestrians and family bicyclists.*

## 2.4B Identify Preferred On-street Bicycle Routes

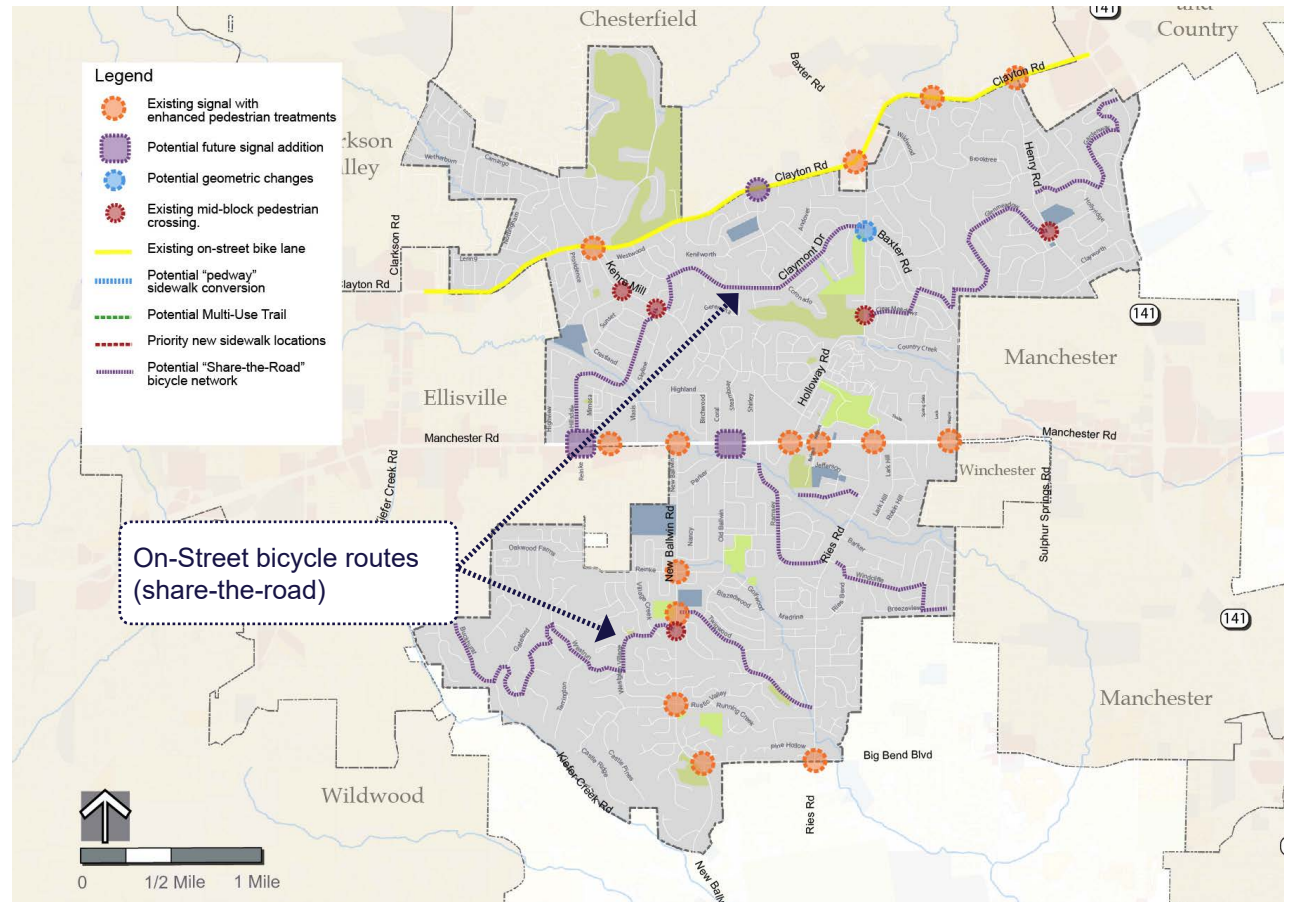
Additional on-street bicycle facilities within Ballwin will provide cyclists the opportunity to traverse the City in all directions. The recommended on-street routes are identified by purple markings in the adjacent graphic. Many of Ballwin's subdivision streets have low traffic volumes and adequate width to easily allow cyclists to share the lanes with vehicles. Marking these routes with painted "sharrows" on the pavement will identify their mixed-use for both cyclists and drivers.

## 2.4C Publish a Ballwin Bike Network Map

Preparing a map of the available bicycle network for Ballwin residents will serve to address the demand for facilities as well as keep the public informed of additions to the system. This map can be a graphic published on the City's website as well as periodically presented within the City's magazine or other distributions.

## 2.4D Incorporate Bike Parking Into Existing and Proposed Developments

The City should identify existing and new opportunities to add bicycle parking at destinations throughout Ballwin to encourage non-motorized commuting and local travel. Bicycle racks can be required as a condition of approval in the permitting process. Ballwin should have a standard bike rack design. However, creative, art inspired bike racks should also be encouraged since these custom bike racks can contribute to aesthetic appeal and place-making.



## On-Street Bicycle Routes



*On-Street bicycle routes should include sharrows to designate share-the-road routes that are too narrow for dedicated bicycle lanes.*

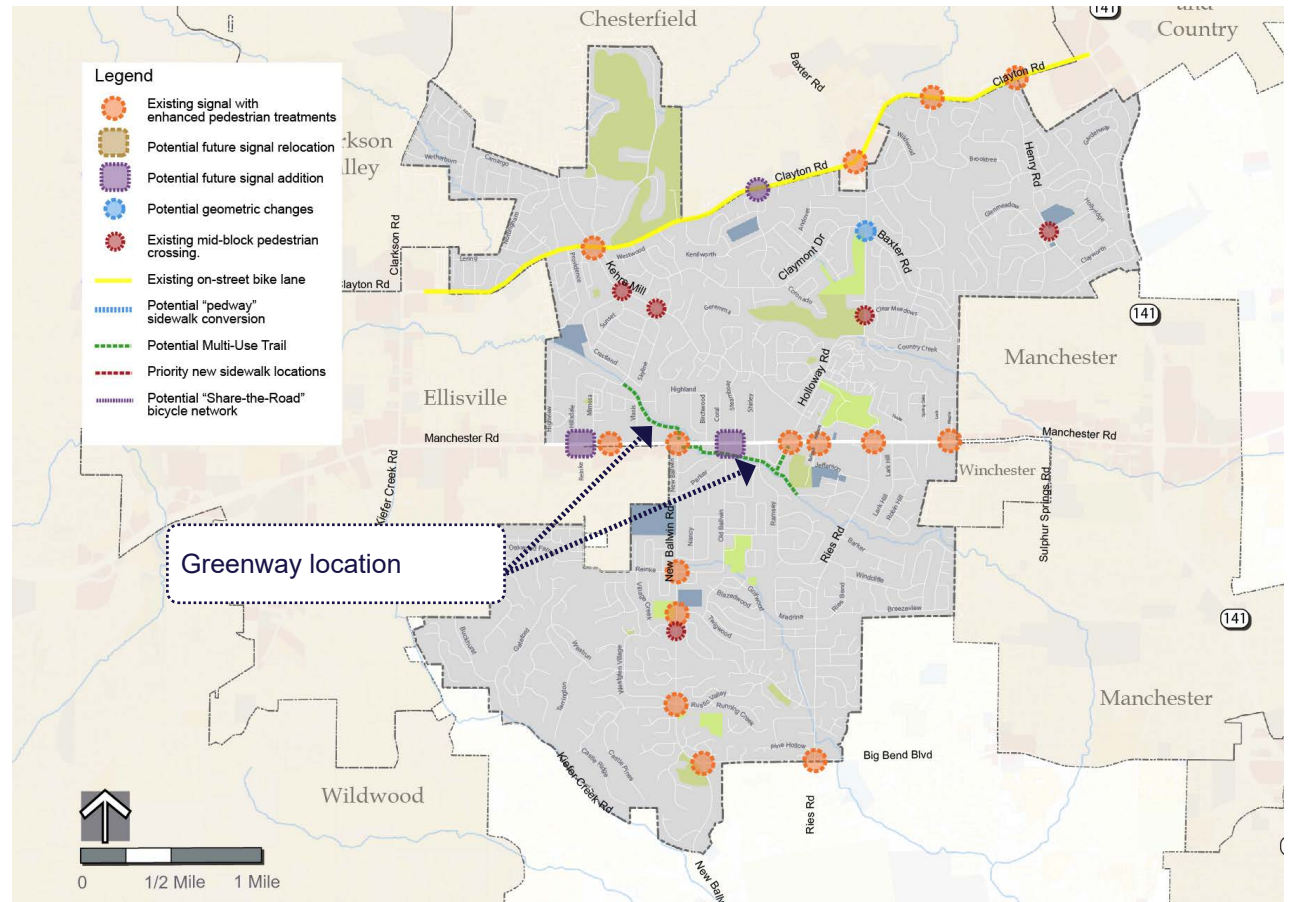


## 2.4E Develop a Greenway along Fishpot Creek as Commercial Areas Redevelop

The 2007 Ballwin 'Community Wide Trail System Plan' recommended greenways (trails) along Fishpot Creek and Grand Glaize Creek. However, the biggest hurdle to the implementation of the greenways was the private ownership of almost all the land adjacent to the creeks. Substantial easements would be required on numerous commercial and residential properties. The hurdle of private ownership was a big reason the implementation of the plan stalled.

Closer to Manchester Road, Fishpot Creek runs along multiple commercial properties. As these commercial properties redevelop over the next 10-20 years, there is an opportunity to implement the greenway along this section. If these areas redevelop as mixed-use, the greenway could be an asset for the development. The proposed greenway has the potential to connect to future pedways and sidewalks as well as provide a location for a potential grade-separated crossing of Manchester Road.

The City should encourage the long-term development of the greenway along this section of Fishpot Creek. A successful beginning segment of greenway could provide incentive for private owners to work with the City toward expansion.



**Proposed Greenway Location**

## GOAL 2.5: Improve north-south pedestrian and bicycle connection across Manchester Road.

It is widely acknowledged that Manchester Road acts as a barrier to north-south pedestrian travel and that some destinations are difficult for pedestrians to reach by nature of its development patterns. The 2011 Manchester Road Great Streets Plan, by the East-West Gateway Council of Governments, recommended a general spacing of crosswalks across Manchester Road of 220- to 330-feet. The Plan also recommended that the local communities and MoDOT time traffic signals to provide sufficient crossing time for pedestrians, including additional lead time for pedestrians to begin crossing Manchester Road before vehicles begin their movements.

Pedestrian accommodations through and across the Manchester Road corridor will be enhanced through the efforts to address Goals 5.3 and 5.4. Additional measures to specifically improve north-south crossings can also be implemented.

### 2.5A Coordinate with MoDOT to Strengthen Pedestrian Treatments on Manchester Road

There are currently six signalized intersections of Manchester Road within the City limits: Maple Lane, Ries Road/Seven Trails Drive, Holloway Road, Ballpark Drive, New Ballwin Road, and Ballwin Plaza. The existing signals incorporate standard pedestrian crossings and pedestrian signals at some of their approaches (generally one north-south crossing and one or two east-west crossings). The City should coordinate with MoDOT to upgrade the crosswalk striping at the existing

crosswalks to a continental style crosswalk, which offers greater visibility, raising awareness of pedestrian crossing locations for both non-motorized and motorized traffic. This effort may require cost-sharing and/or maintenance agreements with MoDOT.

In addition, MoDOT plans to resurface and address Americans with Disabilities Act (ADA) requirements on Manchester Road west of MO 141 by the year 2027. The City should coordinate with MoDOT during their planning and design for that project to assure that every approach at the signalized intersections receives pedestrian treatments (signals and striping). These additions make travel easier for pedestrians as well as elevate their priority throughout the corridor.



*Example of continental pedestrian crosswalks. All pedestrian crosswalks in the City, including Manchester Road, should be continental style crosswalks.*

## 2.5B Conduct a Feasibility Study to Evaluate the Potential for a Grade Separated Crossing Near Vlasis Park

There is potential for a grade separated crossing over Manchester Road near Vlasis Park. A bridge may be possible near Ballpark Drive while a tunnel may be possible at the intersection of Ries Road and Manchester Road, based on current topography.

A feasibility study is the next step to evaluate the potential for a grade separated crossing. The feasibility study should examine applicable code implications, utility impacts, property impacts, and feasibility level cost estimates.

Brief description of the identified alternatives for a feasibility study are listed below.

- A** **Pedestrian Bridge - Alternative A**  
The existing topography north of Manchester Road works well for a pedestrian bridge. The Regions Bank driveway would be impacted. South of Manchester, the topography slopes to the south, making the landing of the bridge difficult. The bridge would have to tie into a structure or parallel Manchester Road to the east.
- B** **Pedestrian Bridge - Alternative B**  
Similar to Alternative A except less property impacts on the north side of Manchester Road. Both alternatives are impacted by existing power lines along Manchester Road.
- C** **Pedestrian Tunnel**  
The topography is potentially well suited for a pedestrian tunnel at Manchester Road and Ries Road. The former City Hall site should be a new community-wide destination (Vlasis Park Commons) that the pedestrian tunnel could connect. On the south side there are property impacts. Also, the depth and location of utilities will have to be verified.



**Potential Grade Separated Locations Near Vlasis Park**



*Almost 80% of respondents rated a pedestrian tunnel as desirable as part of the Visual Preference Survey.*

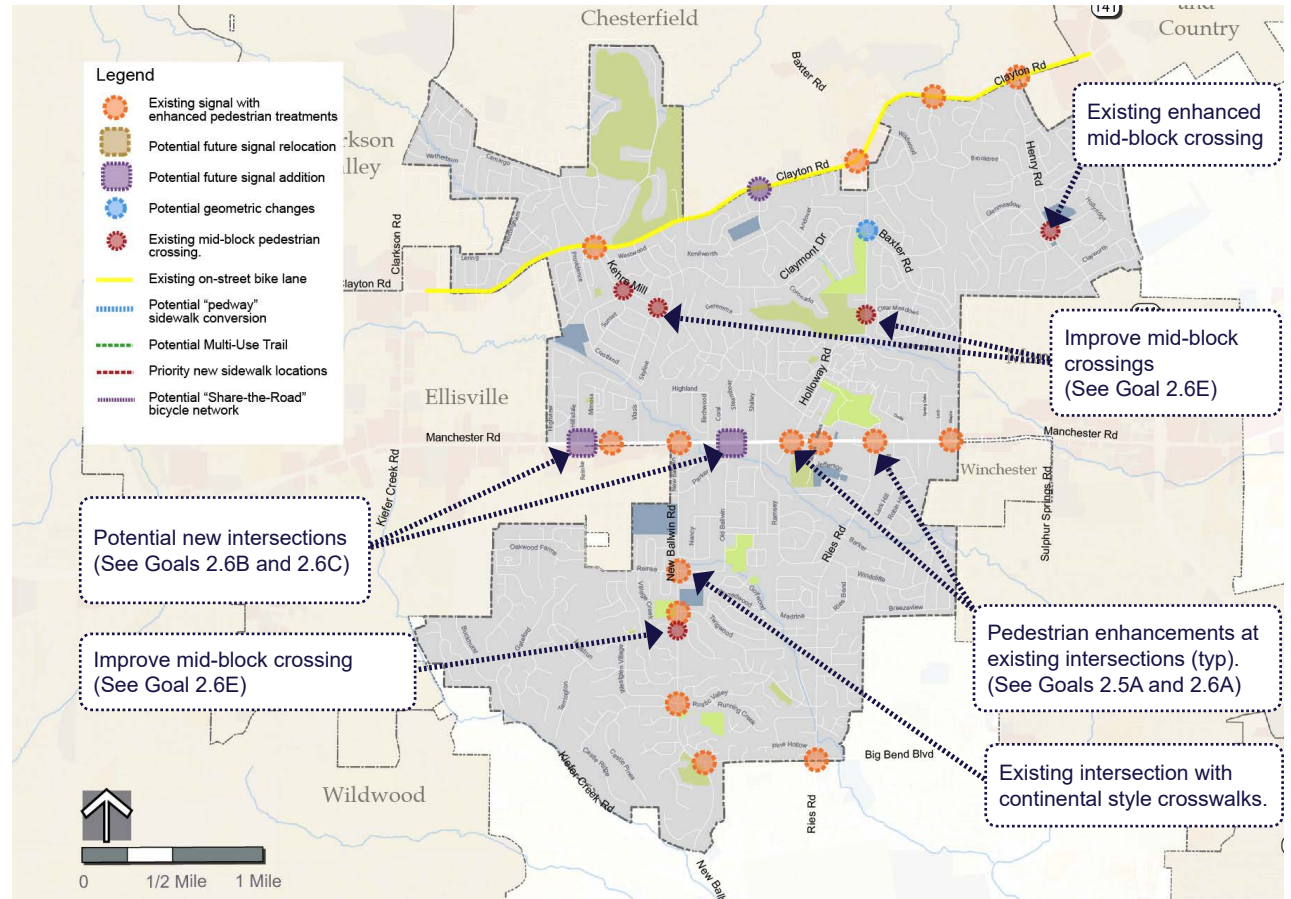
## GOAL 2.6: Increase connectivity and safety with new and realigned intersections in Ballwin.

### 2.6A Enhance Pedestrian Treatments at Signalized Intersections

The majority of the signalized intersections on major arterials within Ballwin include pedestrian crosswalks and signals. However, many of the intersections on Clayton and Big Bend Roads (maintained by St. Louis County) and New Ballwin Road (under the City's jurisdiction) could be improved by re-stripping the crosswalks in a continental pattern and by adding crosswalks and pedestrian signals to missing approaches (typically one of the crossings of the primary route). Installing these additions will require coordination, and possibly cost-sharing, with St. Louis County, but could also potentially utilize available transportation funding programs. (This effort also applies to most signalized intersections on Manchester Road, but is addressed under Goal 2.5).

### 2.6B Realign North-South Roadways as Identified along Manchester Road to Create Signalized Intersections

In addition to the existing signalized pedestrian crossings of Manchester Road, there is one unsignalized, mid-block pedestrian crossing near Old Ballwin Road. This crossing is demarked by a continental crosswalk, yield-line pavement markings for the approaching traffic, and pedestrian crossing warning signs. There is a small median refuge island, but no additional traffic control. There have been several accidents at this location, including at least one pedestrian fatality. Although northbound traffic is prohibited from turning



**Proposed New Intersections and Improvements to Existing Intersection**

left onto Manchester Road, drivers routinely make this movement creating potential conflicts with pedestrians. MoDOT has stated their preference is not to install pedestrian signals or beacons at the crossing.

In an effort to both improve the pedestrian accommodations in this segment of Manchester and to add to the north-south corridors within the City, it is recommended Ballwin pursue a realignment of Old Ballwin Road and/or Steamboat Lane in order to create a new signalized crossing of Manchester and north-south connection. The City can pursue the connection with the current landowners and/or as redevelopment occurs in the parcels between the two crossroads north and south of Manchester Road. Once the roads are realigned, a signalized intersection can be pursued. It should be noted that both realigned connections and signal installation would require the approval of MoDOT including investigation to confirm the new signals do not degrade existing traffic operations. However, the signals on Manchester Road, like many primary arterial roadways in St. Louis, are part of a progressive system – meaning the corridor is connected in an effort to sequence the timing along the corridor from east to west and vice versa. In such a system, there is potential to insert a signal within the progression without adding unreasonable burden to the adjacent signals.

Another location where signals are routinely requested is Reinke Road. The existing bridge of Hillsdale Drive across Fishpot Creek offers the potential to make another cross Ballwin north-south connection if the two roadways can be realigned to meet. Again, the realignment can be pursued based on ownership interests and/or redevelopment potential within parcels on either the north or south side of Manchester Road.

### **2.6C With Redevelopments, Consider Relocating Signals to Achieve Better North-South Connections**

As redevelopment proposals happen within the Manchester Road corridor, the City should carefully consider the connection(s) to the surrounding road network, both existing and future (including proposed parallel routes). If there is greater potential to accommodate more north-south movements (pedestrian, bicycle, and/or vehicular) by relocating existing signals, the City should coordinate those relocations during the construction process.

### **2.6D Evaluate the Need for Pedestrian Signals at Clayton Road at Country Club Drive**

It is recommended that the addition of pedestrian signals be evaluated for the intersection of Clayton Road at Country Club Drive. Claymont Elementary School is located on Country Club Drive approximately 1,000-feet south of Clayton Road, and serves students commuting from its north. The nearest pedestrian crossings (striped or signalized) of Clayton Road are at the intersection with Baxter Road, over ½-mile to the east and Kehrs Mill Road, almost one-mile to its west. The pedestrian signals could potentially be a full signalized intersection (vehicular and pedestrian signals) or pedestrian-actuated signals, depending on the results of the investigation and coordination with the St. Louis County Department of Transportation.

## 2.6E Improved Mid-Block Crossings

There are several striped mid-block pedestrian crossings throughout the City of Ballwin. Mid-block crossings refer to striped pedestrian crossings of a roadway that are not at a stop-controlled location (such as a stop-signed or signalized approach of an intersection, or a location between intersections). Most of these crossings are already striped with the preferred continental striping; it is recommended that any that are not be converted during striping and pavement maintenance activities.

In addition, there are some locations, such as Holloway Road at Clear Meadows Drive, Kehrs Mill Road at Skyline and Sunset Drives, and New Ballwin Road at Westglen Village Drive, that may warrant additional pedestrian

treatments, such as pedestrian-actuated beacons or signals. These additional facilities may be warranted at locations where traffic speeds and/or volumes are higher and where there is a concern of drivers failing to yield to pedestrians. It is recommended that any such locations of concern be evaluated for these enhancements.

## 2.6F Evaluate Geometric Improvements at Claymont Road and Baxter Road

One location noted by residents as a source of confusion and safety concerns is the intersections of Claymont and Holloway Roads with Baxter Road. The two “tee” intersections are located roughly 220-feet apart with individual, and unique, geometries (such as the northbound right-turn “bypass” lane). A redesign study is recommended for this intersection. As Baxter Road is under the jurisdiction of St. Louis County, the investigation should begin with an inquiry and coordination with that agency.



*Existing mid-block crossing along Henry Avenue near Henry Elementary School. This mid-block crossing is already enhanced with a pedestrian-actuated signal. Other existing mid-block crossings in Ballwin should be evaluated for enhancements with a pedestrian-actuated signal or beacon (see Goal 2.6E).*

## **GOAL 2.7: Strengthen resident connections to transit.**

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A desire for a strong transit service in Ballwin was demonstrated during the community survey and feedback. The City should consider this demand during coordination with Metro in regards to current and future routing decisions.

Improvements to the local pedestrian and bicycle network achieved through the previous goals will serve to strengthen resident connections to transit. Lighting enhancements will encourage transit use by commuters who frequently travel before and after daylight hours.

### **5.7A: Coordinate improvements to existing bus stops on Manchester, Clayton, and Big Bend Roads**

Attractive and functional transit stations can promote the availability and elevate the desirability of transit usage within the City. A good example is the “Ballwin Station” bus stop for eastbound Manchester Road east of New Ballwin Road. Shelter, seating, and a trash receptacle provide comfort for transit users while a bike rack enables travelers to connect multiple modes. The station itself acts as a monument within the City and highlights residential services. The City should coordinate with Metro to identify additional key stations of Bus Routes #57, #57X, and #58X and implement similar improvements.

Furthermore, during coordination, the City can determine whether parking within the vicinity of any of the local routes or stations is warranted. If so, individual property owners can be approached in regards to sharing available parking for bus commuters.

### **5.7B: Incorporate transit stops and services into redevelopment proposals**

As redevelopment occurs, identify neighborhood centers or density “nodes” on Manchester Road and coordinate placement, consolidation, or relocation of transit stops. Encourage developments to incorporate transit stations and transit support areas (such as parking or restrooms).

## PRINCIPLE #3

# A Resilient Local Economy and City Revenues

### Core Community Value

*“Our high quality of life.”*

Manchester Road, with over 30,000 vehicles a day, has traditionally been the retail hub for the City generating robust revenues and providing the high standard of services for which the City is known. However, with changing retail trends, Manchester Road and other commercial areas will evolve in the next twenty years.

### Key Goals:

- 3.1 Re-position strategic retail sites along Manchester Road to reflect trends toward mixed-use development.
- 3.2 Support neighborhood commercial nodes that are mixed-use and target local businesses and entrepreneurs.
- 3.3 Continue to diversify City revenues to be less dependent on local sales tax.
- 3.4 Strive to diversify commercial sectors and business base.



## GOAL 3.1: Re-position strategic retail sites along Manchester Road to reflect trends toward mixed-use development.

### 3.1A Support Mixed-Use Development on Manchester Road

Manchester Road is Ballwin's primary commercial district and is dominated by retail development that ranges from large national anchors flanked by smaller retail stores to modest strip centers to small stand-alone businesses (local and some national chains). It is also home to automotive dealerships that occupy significant acreage.

While there continues to be re-investment and redevelopment of older retail facilities of all sizes along Manchester, including partial demolition and new construction to update Ballwin Plaza that was initiated during the course of this planning process, outdated buildings and large vacancies are not uncommon along the corridor. Aging shopping centers with multiple vacancies or the loss of one or more big box retailers can negatively affect the viability of neighboring vendors, the attraction of shoppers from in and outside of Ballwin and ultimately the community's image. Additionally, while the existing car dealerships (which occupy 20-acres in total along Manchester) are long-term business owners in Ballwin and have made an investment in their properties, it is not uncommon for dealerships to relocate to less developed locations that offer expansion opportunities and the ability to update their facilities.

The ongoing re-investment in retail development that Ballwin has experienced reflects confidence by property owners and

developers in the vibrancy of the Ballwin market. At the same time, the vacancies and shifts in Ballwin's retail outlets reflect broader, national changes in consumer spending and the negative impact of online purchasing on brick and mortar outlets. In addition, redevelopment has not introduced significant net new retail to the community. In many instances, vacancies at Ballwin shopping centers are backfilled with retail outlets that are moving from one location on Manchester to another. For example, the redevelopment of Ballwin Plaza referenced above involves the relocation of two big box stores from other Ballwin centers. The facelift and rejuvenation of one location is resulting in vacancy and potentially financial challenges in another part of the community. The changing retail landscape has not escaped the notice of Ballwin residents. The community survey

revealed that Ballwin residents consider declining retail as one of the three top concerns for the Ballwin community over the next twenty years.

Ballwin should be prepared to advocate for and take advantage of opportunities to reposition existing retail and/or potentially vacated automotive dealership properties in a manner that reflects preferences for mixed-use development. Mixed-use development responds to people's desire for walkable neighborhoods that create a sense of community through complementary residential, office and retail offerings and which typically provide public gathering and greenspace. The typically compact developments are more dense and create economic efficiencies through shared infrastructure and parking, resulting in reduced impacts on the



environment, and provide vibrant communities where people can live, work and play. Further, office and/or residential uses create a built-in customer base for retail outlets helping to ensure long-term viability.

While mixed-use strategies have been key to urban redevelopment across the nation, the mixed-use model more recently has been deployed in suburban markets. Mixed-use redevelopment along Manchester Road offers a viable next step for re-purposing large and aging retail centers with large expanses of parking that were constructed and, in some instances, renovated for big box retail. Developments that combine office, retail and/or

residential uses supported by public gathering/green space in appropriate locations also can contribute to creating a sense of place and community character. The City should consider mixed-use redevelopment that complements and builds on the concept of creating a town center by transforming the former City hall site to serve as a gateway to Vlasik Park and as the center of Ballwin.

Ballwin residents also expressed a desire for alternatives to single family housing within the City that would appeal to retirees and younger families just starting out. Mixed-use development that incorporates multi-family housing could offer existing Baby Boomer

residents an opportunity to retire and downsize in Ballwin, providing them with walkable access to restaurants, shopping, entertainment etc. Similarly, it could also provide an amenity rich alternative to attract new young couples and families (older Millennials) that is more affordable and modern than single family options currently available.



Mixed-Use combines office, retail, restaurant, and residential uses supported by public gathering areas. This type of place-making is popular among Millennials, singles, and recent retirees looking to downsize.



**Intermediate**



**Long-Term**

Above: One example of transitioning from traditional retail to mixed-use development. See Chapter 7 for more detail.

### 3.1B Encourage Retail Outlets Adapted to Contemporary Trends for Manchester Road Commercial Corridor

While large mixed-use redevelopment is a long-term opportunity for Ballwin's primary commercial corridor, municipal advocacy for retail outlets that have adapted to new consumer spending habits and preferences or are somehow unique can more immediately contribute to maintaining a stable market. While changes in consumer spending habits have hurt traditional models of retail shopping, brick and mortar outlets are not going away anytime soon, and the industry is evolving to meet consumers' needs. Finally, retail center design is also evolving with a move toward locating shops closer to the street with parking behind or in the center. This configuration provides traffic calming and eliminates the visual of a sea of parking.

Ballwin should promote or actively seek to attract retailers that have adapted to omni-channel retailing – offering (often multiple) on-line avenues and brick and mortar options for shopping and then coordinating the experiences between their digital and physical presence or “channels.” Such retailers are delivering seamless, consistent and convenient purchasing experiences that are appealing to younger consumers and that are increasingly appreciated by their parents and grandparents. Examples of retailers that have been recognized as effectively deploying omni-channel strategies include Orvis, Value City Furniture, Starbucks, Chipotle, Crate & Barrel

and Sephora. In addition, actively attracting retailers that would be unique to the St. Louis region (i.e., Ballwin is their only location) also provides an opportunity to set Ballwin apart from other communities.

Retailers augmenting bricks and mortar outlets with services or features that enhance the shopping experience should likewise be encouraged. For example, DSW has begun to offer an in-store spa for manicures and pedicures in select locations, and Joann is re-tooling some of its stores with new interactive features like a Creator's Studio for classes and community events. Shoppers at these updated

stores can also get coffee or rent time on a sewing machine. When taken together, Joann is seeking to create a crafting experience rather than simply selling its products. Outlets that offer purely experiential services, e.g., fitness, recreation and entertainment venues, also offer opportunities to backfill vacant retail and do not face on-line competition.



Photo source: Joann Fabrics

Joann Fabric's Creator's Studio is an example of experience based retail that enhances the shopping experience with classes, access to equipment, socializing, and other amenities.

### 3.1C Update Zoning Code to Encourage Mixed-Use Development, Place-Making, and the Goals of the Plan

Ballwin has previously taken steps to foster mixed-use redevelopment along Manchester Road by adopting the Manchester Road Revitalization Overlay District (MRD) as part of its existing zoning code in 2007. The MRD establishes objectives for development that promote a pedestrian friendly, compact and energy efficient development which allows for a mix of retail, commercial, business and residential uses and which promotes connections with adjoining neighborhoods. The MRD also establishes architectural and site design standards that ensure quality, aesthetically pleasing redevelopment.

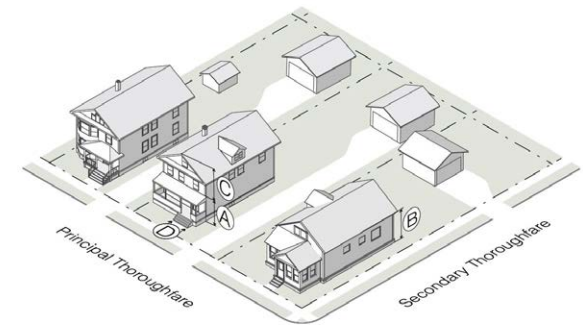
While the overlay district has had some success, the usability of the overlay district, in combination with the underlying zoning district, has not been as successful as it could be. The main disadvantage of the overlay district is confusion on standards and intent of the overlay district versus the underlying zoning district.

The City should update its zoning code and development regulations to reflect the vision and goals of this comprehensive plan. A priority should be the update of the zoning code for commercial areas to ensure compatibility and promotion of mixed-use as outlined in the Future Land Use Plan.

The zoning code should incorporate form-based elements. A form-based code uses graphics and images to explain required architectural design and site design standards. The benefit of a form-based code is that it more clearly

shows the expectations and requirements of the zoning. This clarity is especially important for mixed-use areas where form is usually more important than use.

With an updated zoning code, Ballwin can better take advantage of mixed-use redevelopment opportunities. The City can use its zoning code to pro-actively promote its vision for mixed-use redevelopment to property owners and managers and real estate developers, especially those that have successful mixed-use developments. Marketing is an important next step that will communicate the City's goals and interest in new development models for its Manchester corridor. In addition to enhancing Ballwin's likelihood of securing meaningful, modern redevelopment, by augmenting its outreach and engagement, the City should be in a stronger position to ensure it is informed about changes in the local market and to know earlier about redevelopment efforts so that its perspectives and interests are addressed at the beginning of the process.



#### Transparency

(A)	Ground floor transparency, front facade (min)	20%
(B)	Ground floor transparency, corner side facade (min)	20%
(C)	Upper floor transparency, front and corner side facades (min)	20%

#### Pedestrian Access

(D)	Main entrance location (required)	Front, interior side, or corner side facade
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Above: Example of a form-based code.

## GOAL 3.2: Support neighborhood commercial nodes that are mixed-use and target local businesses and entrepreneurs.

### 3.2A Promote Mixed-Use Neighborhood Community Development.

Ballwin has a few aging neighborhood commercial developments, particularly at Kehr's Mill and Clayton, that offer an opportunity for neighborhood mixed-use redevelopment. The Barn at Lucerne is an iconic, historic building in the community around which an assortment of office, retail and homes have developed. The most recent at the southwest corner of Clayton and Kehr's Mill builds on that architecture and houses offices and a popular local restaurant. While there is a cluster of development, there is little connection between the surrounding offices, retail and homes along Kehr's Mill, south of Clayton or to the Claymont Shopping Center and office buildings north of Clayton. The 8.6-acre Claymont Shopping Center has one of the highest elevations in the area with views of downtown St. Louis on a clear day. It is surrounded by condominiums on the north and west. Notwithstanding these features and recent façade improvements, the property continues to be significantly under-utilized in terms of vacancy and tenant type and is bordered on the east by a gas station and aging office and medical buildings.

Family-oriented, neighborhood mixed-use redevelopment offers an opportunity to create a more vibrant hub that supports and services the surrounding community. As noted earlier, there is a growing appreciation for connected, walkable environments and people, in particular Millennials and Baby-Boomers, like

to live in amenity rich enclaves. Older, under-utilized commercial/retail properties provide an opportunity for new in-fill redevelopment that caters to this age cohort. Neighborhood uses might include luxury condominiums with offices that are supported by locally-owned restaurants and retail which also cater to the surrounding neighborhoods. Ultimately, to be successful, mixed-use developments should offer uses that are compatible and build on the location's existing offerings, community needs, viability and community fabric.

Ballwin residents voiced an interest in additional, local (as opposed to chain) eating establishments. Neighborhood mixed-use developments create an opportunity to attract local restaurants (ranging from casual family-dining to a wine bar or even fine dining) as well as services that are supported by residents and workers in the development and by the larger community. Dialogue with community residents has also indicated a strong interest in greater residential options for Baby Boomers wishing to downsize but remain in the City. Given its elevation and location, Claymont Shopping Center might be an appropriate location for apartments targeting active retirees (as well as young couples and singles) and which includes complimentary office, dining and retail offerings.

Again, as with the Manchester Road corridor, Ballwin will enhance the potential for neighborhood mixed-use redevelopment by actively interfacing with potential developers and property owners to advocate for redevelopment that meets its vision and goals of economic and community vibrancy.



Top results from the Visual Preference Survey for neighborhood commercial. Residents have a strong preference for neighborhood commercial that is walkable, mixed-use, and has a sense of place.

### 3.2B Support & Increase Commercial Options for Entrepreneurs

Ballwin appears to have a substantial number of home-based businesses based on the significant percent of individuals who work in their place of residence and census information that suggests a high level of self-employment in the community. Home-based businesses in Ballwin are a potential market for back-filling existing, under-utilized neighborhood retail centers. For example, Claymont Shopping Center has received a number of inquiries from entrepreneurs who live nearby about moving their businesses out of their homes and leasing space at the center. Unfortunately, spaces are sized and configured in a manner that does not meet the needs of businesses looking for their first commercial space.

In the near term (assuming mixed-use redevelopment is a long-term goal for select locations), Ballwin should advocate that property owners or brokers of the neighborhood commercial centers consider creating spaces that will accommodate the needs of early stage or start-up companies, including working with firms or other organizations to develop co-working space. Active support would include ensuring existing planning and zoning requirements do not undermine such opportunities.



Photo source: Instagram @TechArtista

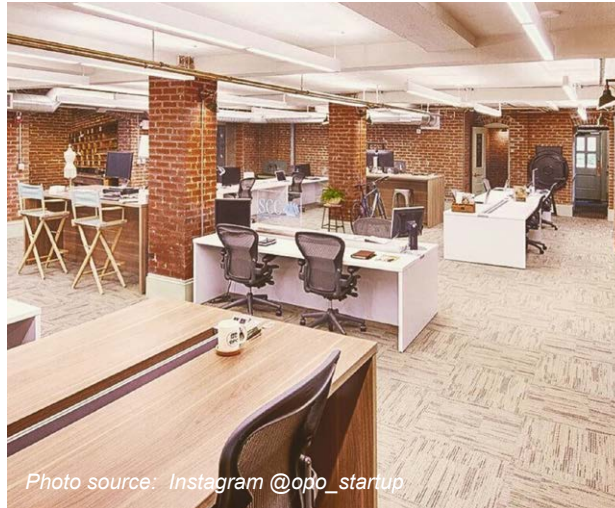


Photo source: Instagram @opo\_startup

*Start-up and co-working spaces are an opportunity to serve many of the current home-based businesses in Ballwin while backfilling existing neighborhood commercial centers that have vacancies.*

## GOAL 3.3: Continue to diversify City revenues to be less dependent on local sales tax.

### 3.3A Generate Additional Revenues from Recreational Facilities

Ballwin is fortunate to have excellent recreational facilities (the Pointe, North Pointe Aquatic Center, the Ballwin Golf Course and Club and parks and pavilions) that currently generate meaningful revenues for the City. Importantly, the City's efforts to promote greater usage have resulted in increased revenues from this source.

While strong, current usage suggests that the City's recreational facilities have the potential to generate additional fees and membership revenues that could help offset losses in sales tax revenues. Based on membership as of September 2018, there are over 11,000 households in Ballwin; yet current Ballwin resident membership at all membership levels stands at approximately 1600.

Efforts to increase membership and rentals of Ballwin's recreational facilities along with sponsorships would benefit from the development of a robust marketing plan that not only targets Ballwin residents but local businesses and residents in the surrounding communities. Allocating the appropriate resources for plan development and then implementation will be key.

In addition, and more immediately, touring other communities' recreational complexes to understand amenities and pricing structure would be helpful to assess where Ballwin's facilities stand in the 'market' and may provide

some initial insight into Ballwin's strengths and any opportunities for expanding usage.

### 3.3B Evaluate Implementation of Use, Real and Personal Property & Local Economic Development Taxes

With no real or personal property taxes, Ballwin relies significantly on sales tax revenues to support its operations and services: sales tax comprises 40% of the City's revenues. The balance of City revenues is derived from public utility licenses, licensing and permit fees, community program revenues, motor vehicle taxes and fees, court fines and a St. Louis County road tax.

Generally, sales tax revenues from historic sources have remained flat or declined over the last three years. Continued decreases in sales tax revenues have the potential to negatively impact the City's ability to deliver its high level of community services. A County-wide public safety tax new in 2018 will increase sales tax revenue going forward. The proceeds of this tax, however, are available only for public safety purposes.

If retail sales tax revenues continue to decline, Ballwin should consider implementing a use, economic development, real and/or personal property tax. A use tax is typically imposed on sales of products purchased from outside of Missouri where no Missouri sales tax is collected, e.g., internet and catalogue sales. Note that it is also possible that changes in Missouri law will allow municipalities to impose

sales tax on catalogue or on-line sales. Notably, the City has authorized a real property tax but has maintained it at a zero rate. Municipalities are also authorized to levy a sales tax of up to ½ cent for economic development. Significantly, the tax is targeted at strengthening and/or diversifying a community's economic base, including long term economic development preparation. The funds cannot be used for retail projects, other than in downtown or historic areas. The legislation also requires cities to establish an economic development board to approve use of the funds. The funds could be used for land acquisition, infrastructure for business parks, street extensions and matching dollars for state and federal grants. Sales tax would be an additional source of revenue for Ballwin to support economic development.

Timing and communication with the community will be vital if Ballwin elects to pursue imposing a nominal real or personal property tax. Any tax is likely to meet with greater acceptance when economic conditions are good and if residents understand that the need for the tax is to ensure continued quality services from city government.

## GOAL 3.4: Strive to diversify commercial sectors and business base.

### 3.4A Continue to Enhance Support for Local, Small and Home-based Businesses

Small businesses are job creators and key contributors to the local economy. In addition to a range of local small businesses that occupy Ballwin's commercial corridors, it appears that a meaningful number of residents are self-employed or operate home-based businesses. Nationally, about 50% of small businesses are operated from home.

Ballwin has taken important steps to promote local businesses, including its "Shop Ballwin First" efforts, community events, and by featuring local businesses in Ballwin Life Magazine. The City also participates in the

local chamber, which although not Ballwin specific, provides access to local business owners. Building relationships with local businesses is important for supporting their growth and expansion in the community. These efforts help sustain the vibrancy of the local economy and enhance quality of life in the community.

The City should continue to engage with local small businesses with an eye to understanding any needs or gaps that they may have. Initial dialogue with local firms will be helpful in gauging interest in and the types of business development assistance that are needed. A follow-up survey of Ballwin businesses would be beneficial in assessing gaps and interest

from the broader business community. The survey should be tailored to opportunities that the City is capable of addressing and that are not likely to compete with the local chamber. For example, Ballwin initiated small business support might include networking events, hosting informational sessions about municipal processes or services (e.g., permitting) and/or coordinating resource fairs or events targeting public and private business development assistance (e.g. local banks' small business development loan programs, the Small Business and Technology Development Center services etc.). Should Ballwin discover that local business needs are not effectively addressed by the west area chamber, the City should consider establishing a Ballwin-centric business association.

Connecting with home-based businesses also appears to represent an opportunity to build wealth in the community and to grow the next wave of brick and mortar business that will occupy Ballwin's commercial districts. By supporting such firms and building relationships with them, Ballwin is setting the stage for retaining these businesses in the City as they grow. Helping to create a pipeline of small firms that are candidates for any co-working space that develops and ultimately are positioned to backfill local real estate contributes to continued community economic vitality.

In order to understand and then support Ballwin's home-based businesses, it is important for the City to develop a baseline





of information on the actual number and type of home-based businesses in the community. A review of West County Chamber members that are home-based would be a good starting point. Additionally, establishing a home business registration process would be a low or no-cost measure (for both businesses and Ballwin) to begin to quantify and interact with Ballwin home entrepreneurs. An effective communication plan to promote registration and the City's goal of developing networking and other supportive offerings to help home entrepreneurs grow their businesses will be important in securing participation.

Assuming there is a meaningful number of firms identified, Ballwin should anticipate developing support services based on these firms' needs. As with local brick and mortar business outreach, the City could use focus groups or a survey to help define gaps and opportunities. Examples of potential business assistance would include lunch and learns on topics like business insurance, legal topics, marketing, organization and so on. Other opportunities include networking, conferences and even financial support for businesses wishing to graduate into commercial space.

### **3.4B Promote Diversity of Commercial Offerings**

The vast majority of Ballwin's commercial space is dedicated to retail development. Promoting a greater diversity of commercial uses, such as office and medical facilities, has the potential to increase local employment opportunities, expand access to important services for residents and by introducing additional employees to the community, and foster greater resiliency for local retail outlets.

As part of its engagement with local real estate brokers and developers, Ballwin should encourage consideration of alternative uses for redeveloped sites or backfilling existing commercial space.



*A greater diversity of commercial uses, such as office and medical facilities, has the potential to increase local employment, expand available services, and foster greater economic resiliency.*

## PRINCIPLE #4

# A Strong Sense of Place

### Core Community Value

*“Our strong sense of community.”*

Ballwin has a rich history and many historical buildings that have immense character. However, the City is also dominated by commercial areas that have little distinction. A sense of place is not created solely by architecture, infrastructure parks, or nature; but instead a combination of all those elements in way that roots Ballwin in its own context that is charming and welcoming.

### Key Goals:

- 4.1 Integrate place-making into commercial corridors and throughout Ballwin.
- 4.2 Transform the former City hall site to serve as a gateway to Vllasis Park and as the center of Ballwin.
- 4.3 Create welcoming entries into the City and Ballwin Town Center.
- 4.4 Stewardship of the natural resources that define neighborhood and community character.

## GOAL 4.1: Integrate place-making throughout Ballwin, especially commercial corridors.

What is “place-making”? It is a trendy term that is not always easily defined. A whole book could be written on the qualities and how to achieve a “sense of place”.

Place-making is not solely architecture, public places, landscaping, infrastructure, signage, or pedestrian amenities. It is the combination of all those elements and the siting and interaction of those elements that create a sense of place.

Luckily, people usually know place-making when they see it or experience it. This page highlights some of the results of the visual preference survey where residents rated images that had a strong place-making as highly desirable.

William H. Whyte’s book ‘The Social Life of Small Urban Spaces’ was one of the first attempts to define the qualities of place-making. Today, LEED for Neighborhood Development (LEED-ND) and SITES (Sustainable SITES Initiative) are two of the best rating systems for measuring successful place-making. As the City updates its zoning code and development regulations, LEED-ND and SITES should be used as a reference and guide.

Chapter 6 of this comprehensive plan shows in more detail potential place-making strategies being applied to typical commercial areas in Ballwin.



### Key Characteristics of Successful Place-Making

- High quality architecture that is appropriately scaled, high quality materials, thoughtful articulation, and pedestrian level facades that are welcoming with windows, doors, and details.
- Gathering spaces that promote a variety of social experiences and accommodates large and small groups and individuals.
- Pedestrian scaled and walkable.
- Landscaping that is thoughtful in providing shade, softening hardscape and buildings, and helping to articulate gathering areas.
- Attention to the transition from public areas to private areas. These “semi-public” transition areas help to avoid the fish bowl effect.
- High attention to details such as seating, lighting, landscaping, paving, and fencing.
- Perception of safety with good sight lines, multiple areas of ingress / egress, and appropriate lighting.
- High connectivity via walking, biking, transit, and vehicular. Parking should be screened.

**4.1A Encourage Mixed-Use Redevelopment Along Commercial Corridors That Can Help Distinguish Ballwin From Its Neighbors, With a Unique Sense of Place.**

*Same as Goal 3.1A*

**4.1B Update Zoning Requirements to Ensure Place-Making as Redevelopment Occurs.**

*Same as Goal 3.1C*

**4.1C Evaluate with Ameren the Feasibility of Buried Electric Lines Along Manchester Road.**

The electric lines along Manchester Road are a visual eyesore that also limit other enhancement opportunities such as street trees and ornamental lighting.

The burial of electric lines is not a small undertaking. However, the City should evaluate the potential long-term benefits of buried lines. Besides aesthetics, other benefits include increased resiliency from storm damage and lessened maintenance.

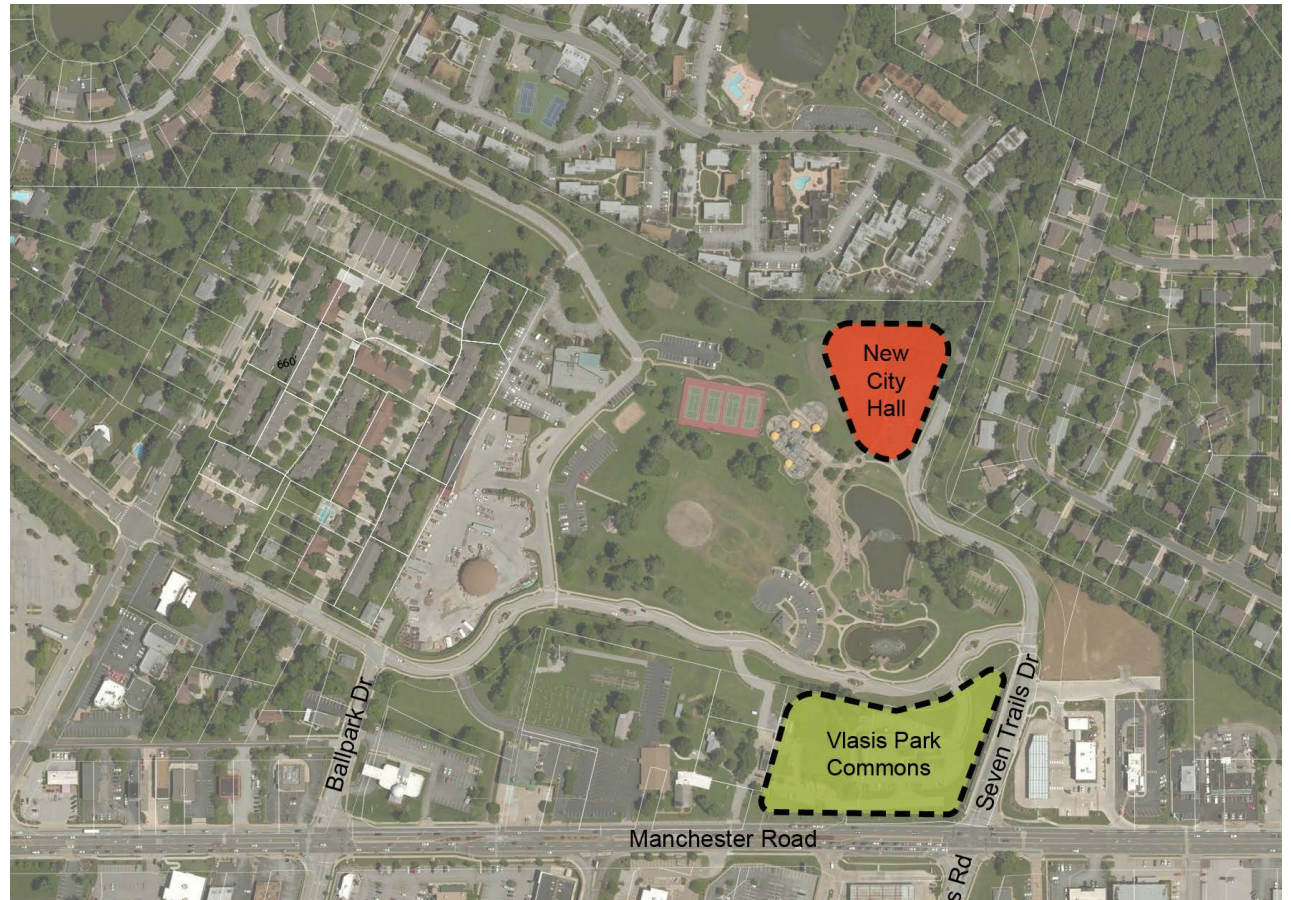
The City should evaluate with Ameren the feasibility and cost of buried electric lines along Manchester Road.

## GOAL 4.2: Transform the former City hall site to serve as a gateway to Vlasis Park and as the center of Ballwin.

The former City hall site should become the focal point of Vlasis Park. This area, to be known as “Vlasis Park Commons”, should be a high profile community asset that is a welcoming entry into Vlasis Park.

Ideas for programming Vlasis Park Commons have included an amphitheatre, playground, and other ideas. Whatever the final program, the site should be a destination type civic space.

Before defining a final vision and program for Vlasis Park Commons, the City should conduct a feasibility study for the grade-separated crossings as recommended under the plan category ‘Modern Transportation Network’.



**Former City Hall Site - Vlasis Park Commons**

## GOAL 4.3: Create welcoming entries into the City and Ballwin Town Center.

Like many west St. Louis County communities, there is a lack of distinction as you travel from adjacent communities into Ballwin. Many residents expressed a desire to have a more welcoming entry into Ballwin. The visual preference survey explored several options for community entry features. The two types of entry features that were rated the most desirable are shown on this page. One of these highly rated features focus on landscape treatments with architecturally significant planters and monuments. The second highly rated feature was a gateway that extends across the street.



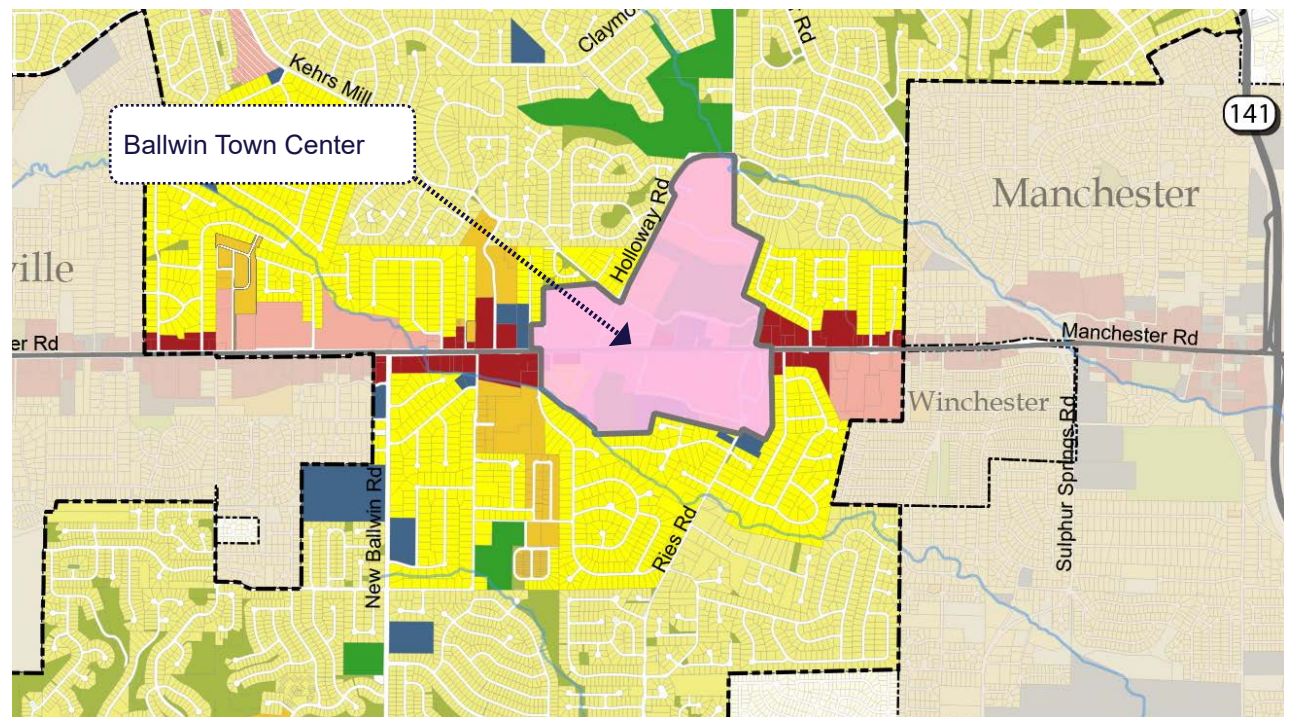
However, many residents expressed concern over the cost of entry features and questioned whether entry features should be a high priority.

There are also ways to create a welcoming entry besides a monument or gateway feature. Landscaping, street trees, building architecture, and other streetscape elements can also create a welcoming entry.

### 4.3A Focus community entries and streetscape enhancements within Ballwin Town Center.

The City should focus entry features and streetscape enhancements in the Ballwin Town Center area. Ballwin Town Center should include:

- Pedestrian lighting with banners.
- Street trees.
- Streetscape furnishings.
- Mixed-use development with place-making elements such as plazas.
- Entry features



**Ballwin Town Center - Focus Area for Enhancements**

## GOAL 4.4: Stewardship of the natural resources that define neighborhood and community character.

Ballwin neighborhoods are defined in many ways by its mature tree canopy. Majestic oaks and other canopy trees planted when many of the subdivisions were built are now over 50 years old. On many streets, trees stretch over the street. Larger residential lots also have allowed the opportunity for mature trees and large amounts of landscape plantings.

In many neighborhoods, homeowner association common ground provides long stretches of uninterrupted natural habitat as the common ground often follows drainage ways.

Ballwin's tree canopy and natural resources are important strengths for the City. From an aesthetic and image perspective, Ballwin's natural resources help define neighborhood and community character. Nature is also good for property values.

Environmental benefits of Ballwin's natural resources include reduced stormwater runoff, increased water quality, improved air quality, and habitat for wildlife.

Residents strongly support the natural resources of Ballwin. Residents have stated that the natural environment is their "favorite" part of Ballwin.

Stewardship of Ballwin's natural resources requires a long-term perspective, knowing that short-term actions may take decades to fully realize the benefits.



**The natural environment...**

**"This is may be my favorite part of Ballwin."**

**"Love the trees!"**

*Comments from Ballwin residents*



*The natural resources of Ballwin provide tremendous environmental benefits and help define the neighborhood and community character.*

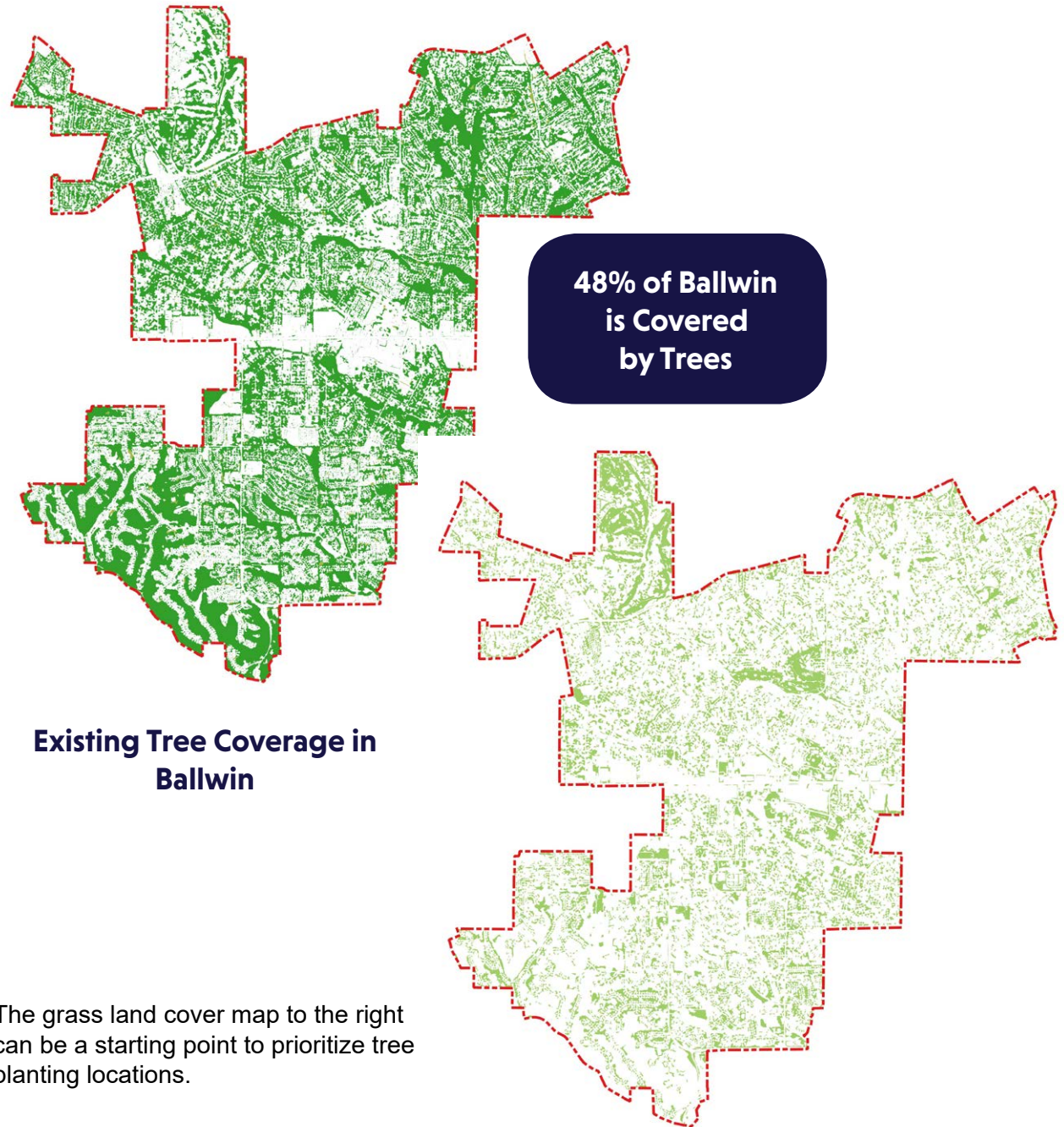
#### 4.4A Encourage the Next Generation of Tree Plantings on Residential Parcels

The majority of trees in the City are on private property, usually single family housing parcels. The City should develop a long-term neighborhood forest strategy that focuses on programs and education for homeowners to help ensure a robust, mature tree canopy in existing subdivisions for decades to come.

The City already has a residential homeowner tree planting program where homeowners can receive up to a \$100 reimbursement for planting a tree between the sidewalk and street (tree lawn). The program, however, has not been widely utilized by homeowners. The City should increase the marketing of the program and also expand the program to include trees planted elsewhere on the residential property (outside of the tree lawn). Priority of the funding should remain for trees planted within the tree lawn.

The City should also develop a recommended tree list for the program, focusing on native canopy trees.

New regional data is now available to help the City monitor tree coverage and target areas of the City that should be priority areas for new trees. The East-West Gateway Council of Governments released detailed land cover data in 2018 that can better measure land cover types (including tree cover). The map of this page shows that existing tree canopy coverage is almost 48 percent within the City. This should be the baseline for future measurement. The City should strive to ensure that the amount of tree canopy coverage does not fall below 48 percent.



**Existing Tree Coverage in Ballwin**

The grass land cover map to the right can be a starting point to prioritize tree planting locations.

**Existing Grass Land Cover in Ballwin**



#### 4.4B Develop a Proactive Management Regime for Public Trees

While a majority of trees in Ballwin are on private property, the City does control a large number of trees that are within the right-of-way of streets and City property such as parks. The City should develop a proactive management plan for trees in the City.

First, the City should translate its street tree inventory to a GIS database of trees on City property and with street right-of-way. Missouri Department of Conservation TRIM (Tree Resource Improvement and Maintenance) grants can often be used to conduct this work.

Second, once the GIS database is completed, the City should create a capital program to plant new trees in priority locations. One priority should be the replacement of ash trees that are being removed because of the emerald ash borer. The City is expecting to remove over 2,000 ash trees.

The City should also consider the opportunity to plant trees in tree lawns less than 5-feet in width. 5-foot minimum width is the current City standard for the width of a tree lawn to be an acceptable planting location. However, many areas of the City have existing tree lawns less than 5-feet in width. Many tree species are acceptable in narrow tree lawns that don't negatively impact adjacent sidewalks and street edges.

As part of the tree planting program, the City should create a street tree planting master plan to ensure a diversity of tree species (with an emphasis on Missouri natives) throughout the City.

#### 4.4C Ensure Landscape Standards Meet or Exceed Best Practices by Other Neighboring Communities, Especially the Use of Native Plants

The City should encourage and require native plantings for new development. This will help ensure that the City differentiates itself compared to other communities in the County. The City should compare its landscape ordinances to other community ordinances in St. Louis County and strive to meet or exceed those other community ordinances.

#### 4.4D Enhance Viability of Canopy Trees in Commercial Settings

Trees in commercial settings often suffer from the lack of proper soil volume. This lack of proper soil volume will stunt the growth of the trees and also results in decreased life expectancy.

As part of the City's landscape ordinances, the City should require minimum soil requirements for trees. A typical urban tree ideally needs more than 1,000 cubic feet of soil. Structural soils or proprietary products like Strata Cells should also be used in pavement areas to provide necessary soil volumes.



Photo source: Strata Cells

*Example of a proprietary structural soil system (Strata Cells). The structural cells provide support for pavement above while allowing uncompacted soil for tree roots.*

#### 4.4E Develop a Tree Preservation Ordinance for Oaks and Other Significant Tree Species.

Mature canopy trees, such as oaks, have tremendous value in terms of aesthetics, property values, habitat, and environmental benefits. They should be treated as valuable “green infrastructure” in the City. The City should develop a tree preservation ordinance to ensure the long-term viability of significant trees in the City.

The City’s Tree Board should recommend the detailed requirements of the tree preservation ordinance. The tree preservation ordinance should include:

- The minimum size of tree (in caliper inches) that the ordinance covers.
- Requirements for construction or other impacts to the tree root zone.
- Requirements for preservation of significant tree species.
- Other considerations such as tree species.

#### 4.4F Increase Biodiversity of Subdivision Common Areas

The common areas within Ballwin neighborhoods are an important environmental asset. These areas provide much of the tree canopy for neighborhoods, they act as a riparian buffer for creeks and drainage ways, they infiltrate stormwater, they provide micro-habitats for plants and wildlife, and they increase the overall natural beauty of the City.

However, like many natural areas in suburban locations, the common areas lack biodiversity. Biodiversity is the variety of plant and animal life. Many common areas in Ballwin have been infiltrated with bush honeysuckle, which is a non-native shrub that chokes out all other undergrowth vegetation.

Increasing biodiversity, with the removal of bush honeysuckle and replacing with native species, is not an easy task. Removing bush honeysuckle is labor intensive and it spreads aggressively. So once the honeysuckle is removed, it takes pro-active maintenance to ensure it doesn’t return.

The City should encourage homeowner associations’ efforts to increase the biodiversity and the removal of bush honeysuckle. One of the most common ways to assist is to haul dead bush honeysuckle that have been removed by volunteer groups.



*Bush honeysuckle removal is a very labor intensive process.*

## PRINCIPLE #5

# Leader in Active Recreation and Healthy Living

### Core Community Values

*“Our state-of-the art recreation facilities.”*

*“Our City as being a great place to raise a family.”*

Ballwin has top notch recreation facilities in The Pointe and North Pointe. Along with its location as the gateway to Castlewood State Park, Ballwin has an opportunity to be a community that is a leader in active recreation and healthy living.

### Key Goals:

5.1 Ensure parks and open space within walking distance of all residents.

5.2 Invest in The Pointe and North Pointe to ensure that they remain leading recreation facilities.

5.3 Follow recommendations of the Parks and Recreation Master Plan for facilities and programs.

5.4 Leverage the City's location as the gateway to Castlewood State Park.

## GOAL 5.1: Ensure parks and open space within walking distance of all residents.

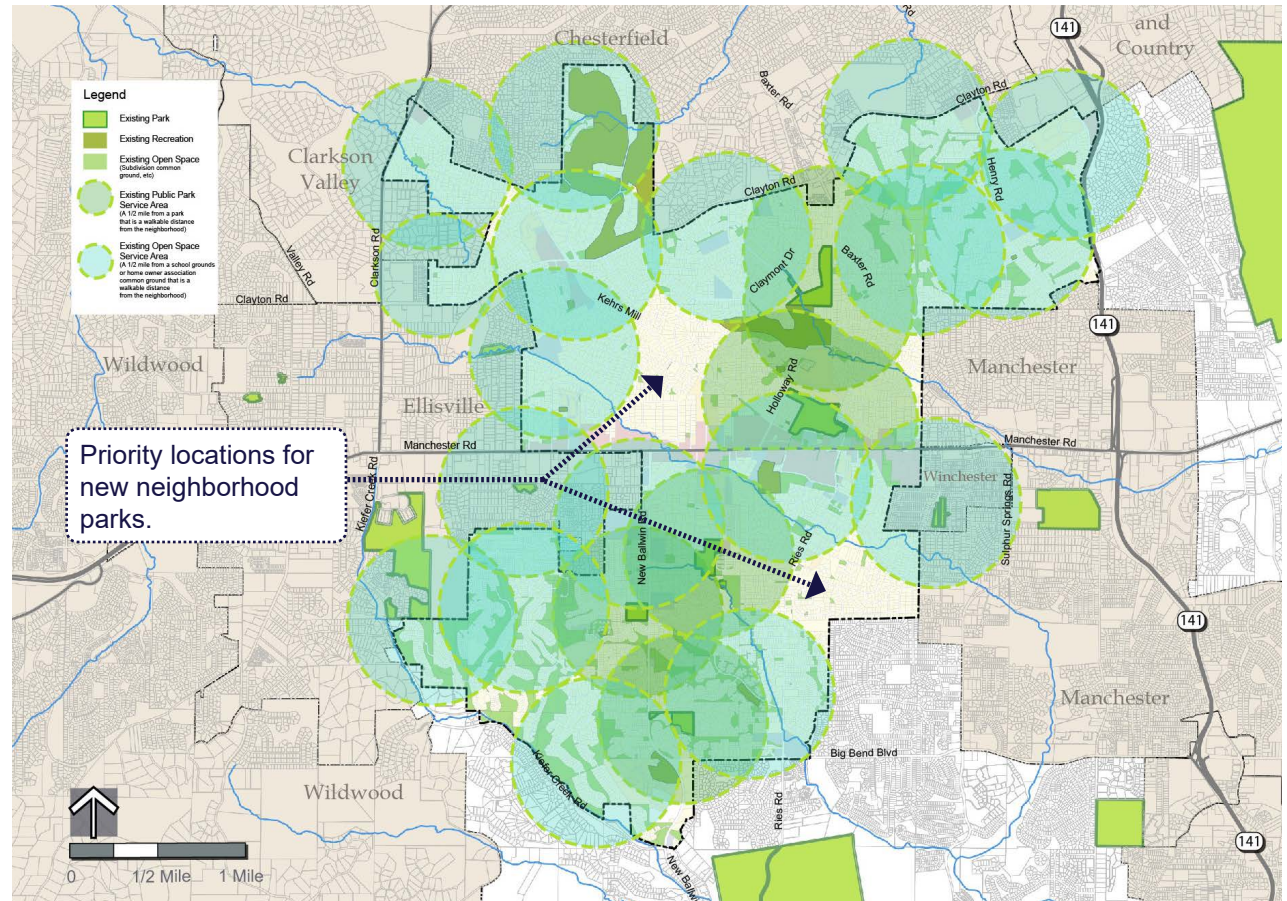
The City of Ballwin rightly takes pride in its excellent recreation facilities. However, in term of overall public park acreage, the City falls a little short in national comparisons of public park acreage per population. In addition, distribution of public parks is located within the center of the City, leaving eastern and western areas of the City lacking access to neighborhood public parks.

Long-term, the City should strive to ensure that residents are within walking distance of a public park (which is defined as a half-mile walk without major barriers). In the short-term, there is other semi-public open spaces such as school grounds and home owner association common ground that can be used to supplement City park land to provide residents access to open space.

The map on this page show that with the combination of public park land, schools, and home owner association common ground there is substantial coverage of residents within walking distance of parks and open space.

### 5.1A Support the School Districts and Homeowner Associations to Have Resident Access to Open Space

Within appropriate limitations (such as non-school hours), existing school grounds and homeowner association open space are available to residents. The City should continue to support resident access to semi-public open space and be supportive of amenities and programs that increase resident access.



### Priority Locations for New Neighborhood Parks

#### 5.1B Provide Additional Neighborhood Scale Parks

Per the recommendations of the Parks and Recreation Master Plan, the City should establish new City parks in areas of the City that lack parks or open space within walking distance of residents.

## **GOAL 5.2: Invest in The Pointe and North Pointe to ensure that they remain leading recreation facilities.**

The Pointe and North Pointe Aquatic Center are two top recreational assets for the City of Ballwin. Residents stated that the City's recreational facilities are one of the top strengths of living in the City. The Pointe opened in 1996 and North Pointe Aquatic Center opened in 2003.

As these two facilities age and other communities invest in new or upgraded recreation facilities, Ballwin runs the risk of falling behind.

Per the recommendations of the Parks and Recreation Master Plan, Ballwin should

continue to invest and upgrade The Pointe and North Pointe Aquatic Center to ensure that they remain leading recreation facilities.



## **GOAL 5.3: Follow recommendations of the Parks and Recreation Master Plan for facilities and programs.**

The City conducted a parks and recreation master plan in 2018 that included a citywide survey and two open houses. While this comprehensive plan outlines some key policy recommendations related to parks and recreation, for detailed recommendations regarding park and recreation facilities and programs, the Park and Recreation Master Plan should be followed.

## GOAL 5.4: Leverage the City's location as the gateway to Castlewood State Park.

Castlewood State Park is a huge asset for the St. Louis region and the state of Missouri. With over 700,000 annual visitors, it is the 5th most visited state park in Missouri according to 2015 attendance numbers by the Missouri Department of Natural Resources.

Ballwin is the front door to Castlewood State Park. Although the City does not currently bound the Park, the City should fully embrace its location as the gateway to Castlewood State Park.

### 5.4A City Branded Castlewood Wayfinding Signage at Key Locations

The City should install City branded directional signage at key gateways to the entry of Castlewood State Park including at Manchester Road and Big Bend Boulevard.

### 5.4B Consider New Tagline and Related Marketing for the City

The City should consider a new tagline for the City that fully embraces its location as the gateway for the park. A possible tagline is "Ballwin: Gateway to Castlewood State Park". Another recommendation of this comprehensive plan is brand Ballwin as a unique community in West St. Louis County. Branding Ballwin as the "Gateway to Castlewood State Park", would certainly be a unique differentiator for Ballwin compared to its neighboring communities.

### 5.4C Install Regional St. Louis Visitor Signage at 141/Manchester Road and 141/Big Bend Boulevard

Branding Ballwin as the gateway to Castlewood State Park may be an opportunity for the City to gain exposure along Route 141. The City could sponsor Explore St. Louis wayfinding signage that highlight the exits of Manchester Road and Big Bend Boulevard as routes to "Ballwin: Gateway to Castlewood State Park:."



## PRINCIPLE #6

# A Distinctive Image for Ballwin

### Core Community Values

*“Our City as being a great place to raise a family.”*

*“Our increasingly diverse population.”*

*“Our community as being one of the safest in the region.”*

Ballwin has a well deserved reputation in the region as a great place to live because of its great schools, safety, location, and City amenities. However, many communities in the region are safe and have great schools. The City should strive to develop a distinctive image that differentiates itself from other communities.

### Key Goals:

6.1 Brand Ballwin as a unique community in West St. Louis County (ie Gateway to Castlewood State Park, etc).

6.2 Strive to make Ballwin one of the most diverse communities in West St. Louis County.

6.3 Utilize possible annexation to position Ballwin as a leading City in St. Louis County.

## **GOAL 6.1: Brand Ballwin as a unique community in West St. Louis County (ie Gateway to Castlewood State Park, etc).**

Ballwin has a well deserved reputation in the region as a great place to live because of its great schools, safety, location, and City amenities. However, many communities in the region are safe and have great schools. The City should strive to develop a distinctive image and brand that differentiate itself from other communities in West St. Louis County.

This comprehensive plan does not propose a specific brand for the City. However, several themes emerged during the planning process that could be candidates for the City to build its brand around. Also, the plan identified core community values that will be beneficial in building community brand.

One theme is the City as a gateway to Castlewood State Park. This was also discussed in Goal 5.4 to leverage the City's location as a gateway to Castlewood. (And the City should leverage its location regardless of its final branding theme).

Another theme could be positioning the City at the forefront of a sustainable initiative. As Manchester Road carries over 30,000 vehicles per day, perhaps Ballwin could be a leader in electric car charging stations.

### **6.1A Form a Committee to Develop Branding Recommendations for the City**

The above are just two examples of possible branding themes. The City should utilize an existing committee or form a special committee to develop a final recommendation for a City brand. The City should hire a branding consultant to help facilitate the process and develop strategies to incorporate the branding in local and regional marketing of the City.

Branding should also consider citywide branding versus targeted branding for locations such Ballwin Town Center.



*The Conquer Castlewood race is an example of Ballwin leveraging its location and branding the City as the gateway to Castlewood State Park.*



## **GOAL 6.2: Strive to make Ballwin one of the most diverse communities in West St. Louis County.**

A survey of Ballwin residents and interviews with community stakeholders during the planning process showed strong support for maintaining Ballwin's success with attracting a diverse population and concerns about keeping the community affordable for households across the economic spectrum.

Other communities elsewhere have grappled with these same issues and have pursued a variety of municipal policies and/or supported a broad range of community-based efforts to keep their cities and towns both accessible and welcoming. Municipal and community-based initiatives can foster an environment that welcomes and supports current and potential new residents from diverse backgrounds.

### **6.2A Establish Community Messaging and Marketing**

Incorporate message in all Ballwin media releases and more general communications with the community that Ballwin is a “welcoming community” or “open to all” or other similar taglines that reinforce the underlying attitude that individuals, organizations, and businesses from underrepresented communities can live, work, and thrive in Ballwin.

### **6.2B Targeted Business Recruitment**

Initiate active and strategic recruitment of businesses, faith communities, and services that serve diverse populations; work with and through entities with current presence in Ballwin, whether faith communities or

businesses owned and operated by individuals from underrepresented communities to identify and reach out to various advocacy or support agencies.

### **6.2C Welcoming to the Community Receptions and Events**

Depending on the need and level of interest, the City and other community organizations can initiate regular (quarterly or semi-annual) “welcome to the community” receptions at which all newcomers can receive welcome packets and meet other residents from throughout Ballwin.

### **6.2D Multi-Cultural Festival**

With the goal of putting the spotlight on the diversity of cultures represented among Ballwin's residents and businesses – and to reinforce the message that they are welcome and appreciated in the community, hold an

annual celebration to promote and support the City's diversity. Partner with nonprofit agencies, such as International Institute of St. Louis, Mosaic, Hispanic Chamber of Commerce. Ballwin Days could also be an opportunity to incorporate multi-cultural events and programs.

### **6.2E Establish Diversity and Inclusion Advisory Committee**

As a vehicle for facilitating ongoing discussion and input regarding Ballwin's policies and initiatives to welcome and include diverse populations in the high quality of life Ballwin continues to offer, the City can establish an advisory committee on diversity and inclusion. Membership should reflect minority populations living and working within Ballwin, along with others from various community-based nonprofit organizations that provide services and support to diverse communities.



## **GOAL 6.3: Utilize possible annexation to position Ballwin as a leading City in St. Louis County.**

### **6.3A Utilize Possible Annexation to Position Ballwin as a Leading City in St. Louis County.**

Ballwin has grown extensively over the decades through annexation starting in 1950. The City has grown north and south of Manchester Road through multiple annexation. The last annexation occurred in 1999.

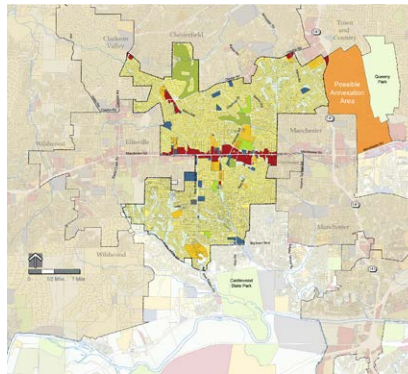
Future annexation can position Ballwin more strongly as a leading City in St. Louis County through increased population, land area, and infrastructure.

Annexation can also help the City achieve other goals of this plan such as leveraging the City's location as a gateway to Castlewood State Park.

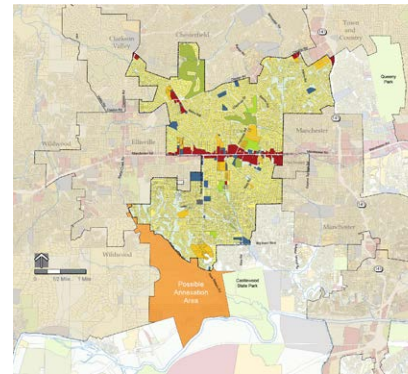
Many residents in potential annexation areas already think of themselves as "residents of Ballwin". Postal codes list Ballwin as the residential address and many individuals have bought non-resident memberships to Ballwin

recreational facilities.

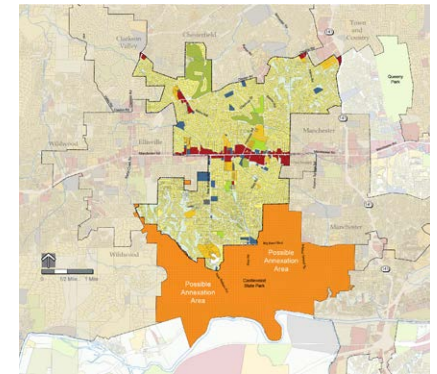
See Chapter 6 for more details on evaluating possible annexation. As part of the comprehensive plan process, the planning team will evaluate three possible annexation scenarios. Changes to population, community services, and financial impacts will be evaluated to determine advantages and disadvantages of each annexation scenario.



**Area #1 for Analysis:  
"Northeast"**



**Area #2 for Analysis:  
"Kiefer Creek"**



**Area #3 for Analysis:  
"South"**

## PRINCIPLE #7

# Outstanding Community Services

### Core Community Values

*“Our high standard of City services.”*

City and community services have consistently been cited by Ballwin residents as one of the top strengths of living in Ballwin. The City should continue to provide outstanding City services and continually coordinate with other service providers to help ensure long-term the high standard of services.

### Key Goals:

- 7.1 Continue excellent services provided by the police department and fire districts.
- 7.2 Be prepared for natural and man-made emergencies and disasters.
- 7.3 Continue the City's Capital Improvement Program (CIP) that clearly communicates five year priorities.
- 7.4 Provide City services that continue to differentiate Ballwin from neighboring communities.
- 7.5 Coordination with utilities to ensure efficient capital improvements and maintenance.

## GOAL 7.1: Continue excellent services provided by the police department and fire districts.

Residents of Ballwin overwhelmingly expressed pride in and satisfaction with their community's reputation for safety. Depending on the source, Ballwin regularly is listed as the safest municipality or one of the safest in the State of Missouri. Perhaps because of that status, they also hold their police department in high regard. Although not as clearly associated with the City of Ballwin as the Police Department, the fire and emergency protection districts, also enjoy strong support from the community and have earned reputations for professionalism and quality services.



With that in mind – and the fact that the City itself does not directly manage its fire protection, and emergency services, the City should work closely with the police department and the fire protection districts to:

- Continued coordination on the City's Emergency Operations Plan.
- Offer assistance of the City as needed for continued planning and staff development and training.
- Continue to utilize City-managed communications vehicles, such as Ballwin Life Magazine, podcast, and blog, to facilitate community engagement and participation in various programs offered by the police department and fire/EMS districts.
- Initiate or expand programming to express and publicly acknowledge the community's appreciation for these public servants, such as quarterly first responder appreciation days or similar events.

## **GOAL 7.2: Be prepared for natural and man-made emergencies and disasters.**

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### **7.2A Follow the Recommendations of the City's Emergency Operations Plan**

The City updated its Emergency Operations Plan (EOP) in 2018. The previous EOP was developed in 2004. The plan outlines actions to achieve: 1) prevent avoidable disasters and reduce the vulnerability of Ballwin residents to any disasters that may strike; 2) establish capabilities for protecting citizens from the effects of disasters; 3) respond effectively to the actual occurrence of disasters; and 4) provide for recovery in the aftermath of any emergency involving extensive damage within the county.

The EOP establishes procedures for dealing with a range of emergencies including natural disaster, hazardous material incidents, transportation accidents, fires, power failures, terrorism, civil disorder, and public health emergencies.

The EOP establishes roles and responsibilities for Ballwin offices and departments, lines of communication, and coordination with local, regional, state and federal partners.

The City should regularly review and update the EOP. A review should take place every five years and a thorough update every ten years. More frequent reviews and updates should take

place, if needed, based on recommendations by regional, state, and federal partners.

City staff and departments should regularly be briefed regarding roles and responsibilities outlined in the EOP. Training for City staff and departments as recommended by the EOP should be monitored and documented.

## **GOAL 7.3: Continue the City's Capital Improvement Program (CIP) that clearly communicates five year priorities.**

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### **7.3A Publish Annual Map of Upcoming Capital Projects**

Ballwin has a strong reputation for fiscal responsibility in terms of public works and capital improvements. However, in a City the size of Ballwin with over 30,000 residents, miles of streets to maintain, and numerous other infrastructure, it can be difficult for residents to clearly appreciate the long-term schedule of capital improvements.

The City should continue to communicate with residents short-term and long-term capital improvements. Specifically, the City should publish the results of the its regular analysis

of City street conditions (pavement surface evaluation and rating).

The City should publish annually the City's capital improvement program in a user friendly format such as citywide map with upcoming capital improvements highlighted.

## GOAL 7.4: Provide City services that continue to differentiate Ballwin from neighboring communities.

### 7.4A Continually Seek to Improve City Services

City services (such as snow removal, leaf collection, etc.) was voted as one of the top strengths of living in Ballwin during the community survey for the comprehensive plan. (Ranked 3rd for top strengths). The City should continue to provide outstanding City services and continually seek opportunities to improve existing City services. For example, in 2018 the City moved to a master street list to update residents on curbside leaf collection.

The City should regularly evaluate City services for opportunities for improvements and cost efficiencies.

### 7.4B Regularly Document and Compare Services by Surrounding Municipalities

The City should consider documenting services provided by Ballwin and not adjacent communities and use the information in marketing materials of the City. Especially for new home buyers, who may not yet appreciate municipal services, comparison of municipal services can further position Ballwin as a preferred choice for home buyers.

### 7.4C Clarify City Services Compared to Homeowner Association Responsibilities

The City should clarify and establish new policies, if needed, to differentiate city services, such as maintenance of public right-of-ways versus maintenance of homeowner association common ground which is typically the responsibility of the homeowner association.



### We Love City Services!

Residents ranked City services as one of the top three strengths of living in Ballwin.

## **GOAL 7.5: Coordination with utilities to ensure efficient capital improvements and maintenance.**

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### **7.5A Regular Coordination with Utilities and Agencies on Capital Improvements and Maintenance**

Continue to communicate and coordinate with utilities on a regular basis on capital projects and future development to ensure planned coordination of infrastructure improvements.

As part of this comprehensive plan process, the planning team reached out to major utilities and agencies that have jurisdiction over utilities and infrastructure within the City.

Utilities and agencies contacted included:

- Ameren
- Charter Cable
- Missouri American Water
- Missouri Department of Transportation
- Spire
- St. Louis Metropolitan Sewer District

The City of Ballwin already communicates and coordinates with utilities and agencies on upcoming maintenance activities and projects. The City should continue to coordinate and communicate with utilities and agencies on a regular basis, no less than annually, to be proactive in identifying upcoming maintenance and capital projects.

The outcomes of utility and agency coordinating should be to ensure that neighborhoods have adequate services; infrastructure is properly maintained; there is capacity for current and future needs; and maintenance and capital projects are coordinate with other utility, agency, or City projects to avoid multiple disruptions to public and private property.

## KEY METRICS - MEASURING OUR SUCCESS

Below are key metrics to track so that the City may gauge successful long-term implementation of the plan. For detailed action items, see Chapter 8 - 'Implementation'.

Description	Principle	Baseline	Data Source	Target
Diversity of housing types.	Strong Neighborhoods	2016	American Community Survey or City Data	Increase from 18% non-single family detached housing units. Measure with updates to census data.
Signalized intersections with upgraded pedestrian crosswalks (continental style crosswalks).	Modern Transportation Network	2018	City Data	Increase from 2018 baseline of zero number of continental style crosswalks. Measure yearly.
Linear feet of new sidewalk and new pedways.	Modern Transportation Network	2018	City Data	Linear feet of new sidewalk and pedways. Measure yearly.
Increase of City revenue.	Resilient Economy and City Revenues	2018	City Data	Increase of City revenue. Measure yearly.
Square feet of new commercial (and mixed-use) development.	Resilient Economy and City Revenues	2018	City Data	Increase from 2018 baseline. Measure yearly.
Percent of City covered by tree canopy.	A Strong Sense of Place	2018	East-West Gateway Council of Governments Land Cover Data	Maintain or increase from 2018 baseline. Measure every five years.
Number of residential parcels within 1/2-mile of public parks.	Leader in Active Recreation and Healthy Living	2018	City Data	Increase from 2018 baseline. Measure every five years.





5

# Future Land Use Plan

# FUTURE LAND USE PLAN

## Overview

The future land use map is an essential part of implementing the Comprehensive Plan. This chapter illustrates the pattern and character of future land use for Ballwin. The land use plan is to serve as a guide to future development decisions in the City. Each land use category sets out a range of place characteristics that can be achieved through the City's development policies including the zoning code and subdivision regulations.

The future land use map identifies generally what kind of land use patterns should be present throughout the City and where they should be located. The map shows what land uses are appropriate in the future, not necessarily what land uses are in place currently. Often in established areas of the City, the current land use is the appropriate future land use as well.

As Ballwin is essentially a built-out City, future development in Ballwin will mostly be redevelopment. This will especially be true for Ballwin's commercial corridors as the age of existing buildings and changing retail trends will likely dictate redevelopment over time.

The relationship between the land use plan and the zoning map is often misunderstood. A land use plan is a guide for the future use of the land while a zoning ordinance regulates the use of the land in the present.

The future land use plan, although applicable in the short-term, is really a long-term plan looking at future land use 10, 20, or 30 plus years in the future.

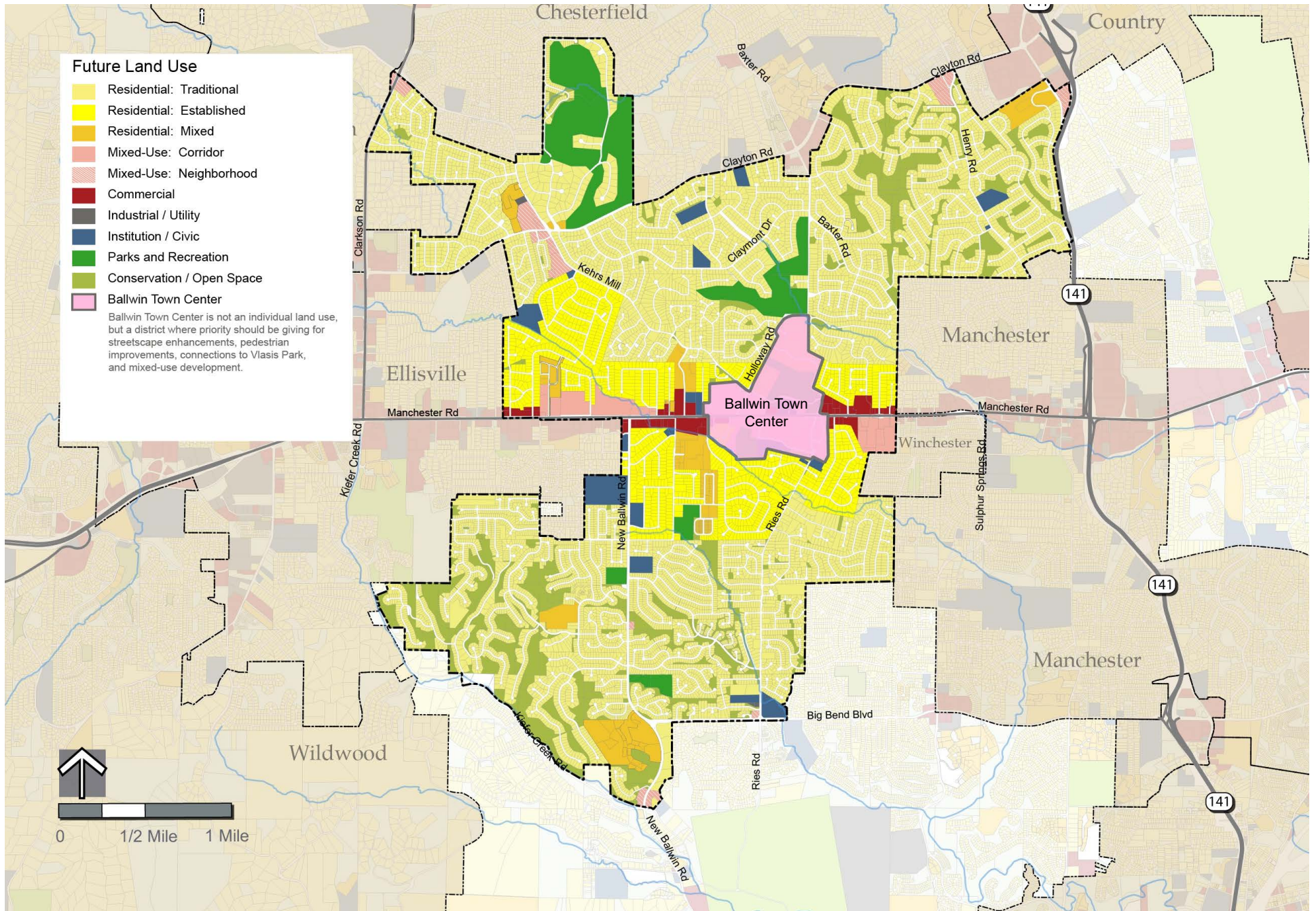
There are several strategies for implementing the land use plan. One strategy is to update the zoning ordinance to better align with the recommendations of the land use plan. A second strategy is to use the land use plan as a guide when requests for rezoning take place.

In future updates of the zoning ordinance or in reviewing requests for rezoning, the planning commission should evaluate the context of the land use plan when it was adopted and approved. If conditions have changed since adoption that may warrant a land use different from that shown in the land use plan, consideration should be given to revising the land use plan. If conditions have not changed, strong preference should be given to the recommendations made in the land use plan.

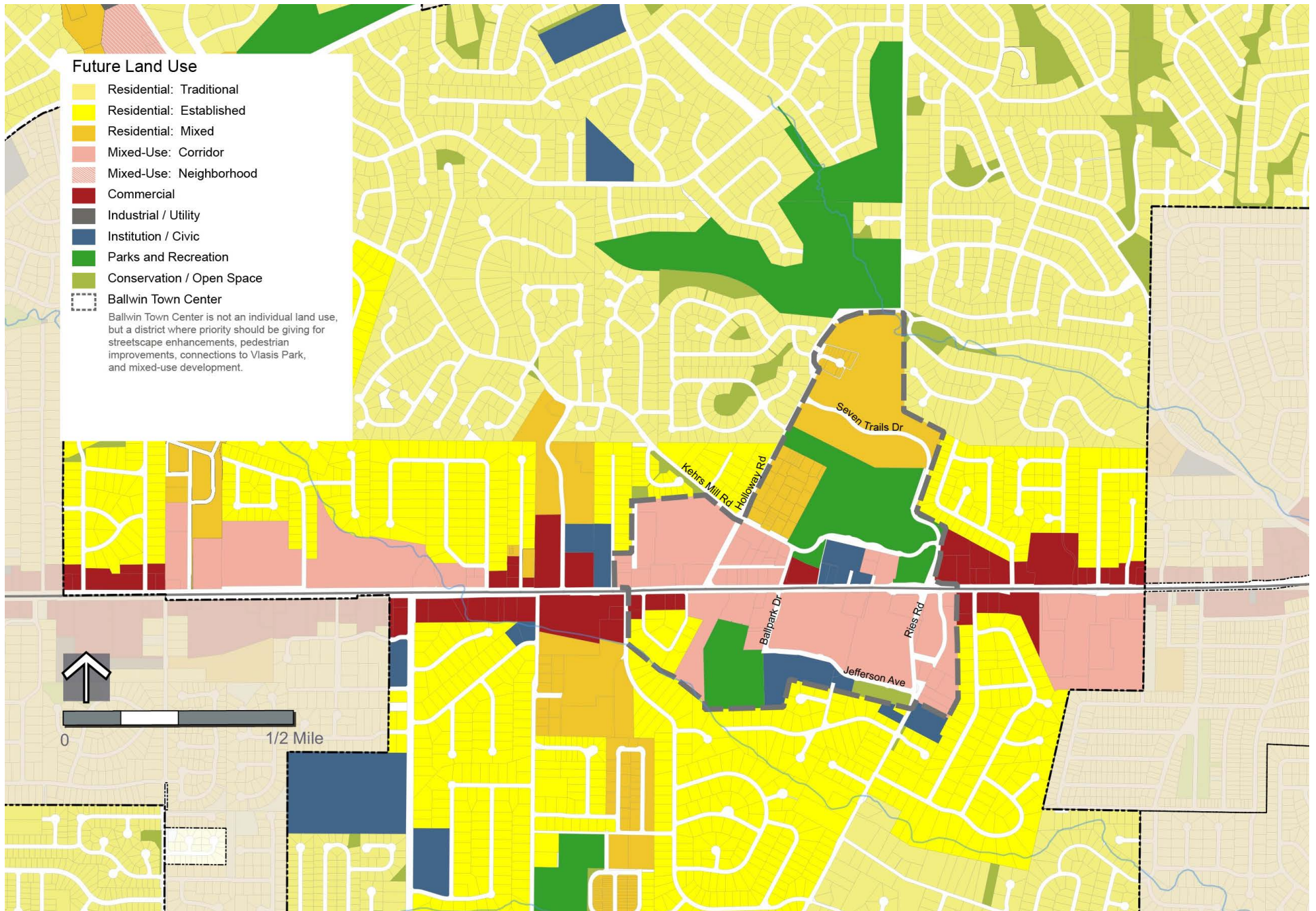
## Land Use Categories

Below are the future land use categories. Each category is explained in more detail on the following pages.

- Traditional Residential
- Established Residential
- Mixed Residential
  
- Mixed-Use: Corridor
- Mixed-Use: Neighborhood
- Commercial
  
- Industrial / Utility
  
- Institution / Civic
  
- Parks and Recreation
- Conservation / Open Space
  
- Ballwin Town Center (District)  
Ballwin Town Center is not an individual land use, but a district where priority should be giving for streetscape enhancements, pedestrian improvements, connections to Vllasis Park, and mixed-use development.



## Future Land Use Plan



**Future Land Use Plan - Detail of Ballwin Town Center Area**

# Ballwin Town Center

## Guiding Principles

Below are additional guiding principals for Ballwin Town Center:

- Streets within Ballwin Town Center should have streetscape enhancements including street trees, pedestrian scale lighting with banners, seating areas, and other amenities.
- Community gateways should be installed along the streets into Ballwin Town Center (Major gateways along Manchester Road and minor gateways along Holloway Road, Ries Road, and Kehrs Mill Road).
- Design guidelines should be developed to ensure continuity of public and private realm improvements.
- Ballwin Town Center should be a priority area for pedestrian intersection improvements including the use of continental style crosswalks at Manchester Road. Continental style crosswalks should be along other street intersections within Ballwin Town Center.
- Ballwin Town Center should be a priority area for bicycle improvements with recommendations per the plan category 'Modern Transportation Network.'
- Future redevelopment within Ballwin Town Center should be mixed-use with an emphasis on place-making, architecture, and public areas.
- Vlasis Park Commons (the former City Hall site) should be a gateway into Vlasis Park and be a destination type civic space.
- Grade separated crossings across Manchester Road should be evaluated as discussed in the plan category 'Modern Transportation Network.'
- Implementation of the parallel street network to Manchester Road.

## Overview

Ballwin Town Center is not an individual land use, but a district where priority should be giving for streetscape enhancements, pedestrian improvements, connections to Vlasis Park, and mixed-use development.

Ballwin Town Center already has a mix of uses including apartments, retail, restaurants, parks, a school, residential, and open space. By focusing on public realm improvements and extending the idea of a town center north-south to “bridge” Manchester Road, Ballwin Town Center can truly become the “center” of Ballwin.



Community Gateways



Streetscape Enhancements



Place-Making



Mixed-Use Development

# Traditional Residential

## Guiding Principles

**Density:** Low to medium densities. Existing densities range from 4.3 units/acre to 1 unit/acre.

**Uses:** Primarily single family housing.

**Site Characteristics:** High quality architecture. Adherence to neighborhood character for redevelopment and infill development. Long-term stewardship of the tree canopy and natural resources.

- Maintain existing property values through code enforcement and proactive maintenance of property. Pro-active maintenance should include homeowner education and other housing programs that address maintenance and code issues.
- Walkable development with sidewalk and street trees.
- Opportunities for bicycle facilities is limited because of limited street width and right-of-ways. Seek opportunities for share-the-road or conversion of existing sidewalks to “pedways” (wider sidewalks that can be used a multi-use trails.
- Neighborhood park or open space should be available within a half-mile walking distance of homes.



## Overview

‘Traditional Residential’ are locations of mostly single family housing with a variety of price points at a low to moderate density. Areas of ‘Traditional Residential’ have been mostly built out, although there may be pockets or individual parcels that can still be developed.

‘Traditional Residential’ is likely to experience less pressure for redevelopment as it is newer development with larger home sizes than other areas of the City. If redevelopment or infill housing does occur, new housing should follow the guidelines for infill housing including housing styles that relate contextually architecturally, have similar setbacks, and massing.

‘Traditional Residential’ shall be highly walkable with sidewalks and tree lawns. Access to parks and open space is important. Neighborhood park or open space should be within a half-mile walking distance of all homes.

Increases in stormwater runoff from increases in impervious surface such home additions, driveways, patios, etc. should be mitigated through raingardens or other micro-detention strategies.



# Established Residential

## Guiding Principles

**Density:** Low to medium densities. Existing densities range from 4.3 units/acre to 1 unit/acre.

**Uses:** Primarily single family housing.

**Site Characteristics:** High quality architecture. Adherence to neighborhood character for redevelopment and infill development. Long-term stewardship of the tree canopy and natural resources.

- Maintain existing property values through code enforcement and proactive maintenance of property. Pro-active maintenance should include homeowner education and other housing programs that address maintenance and code issues.
- Residential redevelopment should follow the guidelines for infill housing that includes housing styles that relate contextually architecturally, have similar setbacks, and massing.
- Walkable development with sidewalk and street trees.
- Opportunities for bicycle facilities is limited because of limited street width and right-of-ways. Seek opportunities for share-the-road or conversion of existing sidewalks to “pedways” (wider sidewalks that can be used a multi-use trails).
- Neighborhood park or open space should be available within a half-mile walking distance of homes.



## Overview

'Established Residential' are locations of mostly single family housing with a variety of price points at a low to moderate density. Areas of 'Established Residential' have been mostly built out, although there may be pockets or individual parcels that can still be developed.

'Established Residential' is likely to experience more pressure for redevelopment as it will tend to have older, smaller houses than other areas of Ballwin. Also, its location near the Manchester Road corridor will likely increase redevelopment pressure. If redevelopment or infill housing does occur, new housing should follow the guidelines for infill housing including housing styles that relate contextually architecturally, have similar setbacks, and massing. Redevelopment for mixed-use should have higher density residential as a transition from commercial uses to existing single family uses. Redevelopment solely for commercial use should be discouraged.

'Established Residential' shall be highly walkable with sidewalks and tree lawns. Access to parks and open space is important. Neighborhood park or open space should be within a half-mile walking distance of all homes.

Increases in stormwater runoff from increases in impervious surface such home additions, driveways, patios, etc. should be mitigated through raingardens or other micro-detention strategies.

# Mixed Residential

## Guiding Principles

**Density:** Medium to medium-high densities. Densities range from 4-18 units/acre.

**Uses:** Primarily multi-family housing.

**Site Characteristics:** High quality architecture. Walkable development with sidewalks and tree lawns. Buildings should front the street with parking in the rear.

- Maintain existing property values through code enforcement and pro-active maintenance of property. Pro-active maintenance should include homeowner education and other housing programs that address maintenance and code issues.
- Walkable development with sidewalk and street trees.
- Neighborhood park or open space should be available within a half-mile walking distance of homes.

## Overview

'Mixed Residential' are locations that are intended to provide a variety of housing choices and price points from moderate to moderately-high density. Areas of 'Mixed Residential' have been mostly built out, although there may be pockets or individual parcels that can still be developed.

'Mixed Residential' includes housing choices of duplexes, apartments, and condominiums, and other similar type densities. Mixed Residential may also include single family. 'Mixed Residential' should be a transition land use from commercial and mixed-use areas to single family.

'Mixed Residential' shall be highly walkable with sidewalks and tree lawns. Access to parks and open space is important. Neighborhood park or open space should be within a half-mile walking distance of all homes.

Garages and parking should be at the rear of the lot behind buildings. Buildings should front the street.





# Commercial

## Guiding Principles

**Density:** Medium to medium-high densities.

**Uses:** Retail, office, restaurants, commercial. May also include mixed-uses.

**Site Characteristics:** High quality architecture. Walkable development with sidewalks and tree lawns. Buildings should front the street. Parking in front should be limited to one parking bay with additional parking in the rear or side.

- Carefully transition to adjacent residential areas with extensive landscape buffering, avoidance of light spillage, compatible architectural treatments, and step down of building heights.
- Walkable development with sidewalk and street trees.
- Place-making is important with pedestrian scaled entrances, gathering areas and site amenities that contribute to the public realm.
- Along Manchester Road, implementation of a parallel street network to Manchester Road that is pedestrian friendly and by provides access to signalized intersections. Curb cuts along Manchester should be limited.
- Transit, such as buses or shuttles, should be accommodated.

## Overview

'Commercial' are locations that are intended to serve a wide geographical area with uses such as retail, commercial, office, and restaurants. While there may be flexibility in the type of businesses, aesthetics of the buildings and the site should be of key importance. National retailers and brands are a key feature, although local businesses should be encouraged.

The speed and volume of automobile traffic may necessitate building setback from adjacent roadways. When buildings are setback, parking should be minimized in the front with additional parking in the rear or sides. Pedestrian and bicycle connections should be provided from the street through parking areas.

Aesthetic appearance should be a priority with high quality materials and extensive landscaping. Individual buildings should have thoughtful architecture with massing variation, horizontal and vertical articulation, and careful detailing. Place-making is important with pedestrian scaled entrances, gathering areas and site amenities that contribute to the public realm.



# Mixed-Use: Corridor

## Guiding Principles

**Density:** High intensity.

**Uses:** A mix of uses including retail, dining, office, hotels, apartments, condominiums, and townhomes. Uses could include just one of the above uses, but mixed-use is highly encouraged.

**Site Characteristics:** High quality architecture. Building placement that promotes an walkable environment with parking in the rear or sides of buildings.

- Great emphasis on the public realm including plazas, courtyards, and extensive landscaping.
- A highly walkable and bikable environment with buildings and street layouts encouraging a pedestrian friendly environment within the development and to connections with adjacent neighborhoods.
- Carefully transition to adjacent residential areas with extensive landscape buffering, avoidance of light spillage, compatible architectural treatments, and step down of building heights.
- Along Manchester Road, implementation of a parallel street network to Manchester Road that is pedestrian friendly and by provides access to signalized intersections.
- Transit, such as buses or shuttles, should be accommodated.



## Overview

'Mixed-Use: Corridor' land use is intended for larger sites along Manchester Road and other major transportation corridors. The service area for 'Mixed-Use: Corridor' will be regional, taking advantage of the high volume of traffic. 'Mixed-Use: Corridor' may also service local and neighborhood areas. 'Mixed-Use: Corridor' is mixed-use with retail, dining, office, hotels, apartments, condominiums, and townhomes. Uses could include just one of the above uses, but mixed-use is highly encouraged.

'Mixed-Use: Corridor' is highly walkable; a mix of activities; and a great emphasis on the public realm with streetscape amenities, plazas, and courtyards. Along Manchester Road, areas should incorporated the long-term parallel street network recommendations. The parallel street network and side streets should be pedestrian friendly with wide sidewalks, street trees, lighting, and other amenities.

Transition from 'Mixed-Use: Corridor' to adjacent residential areas should be carefully considered with extensive landscape buffering, avoidance of light spillage, compatible architectural treatments, and step down of building heights.

Place-making is important with pedestrian scaled entrances, gathering areas and site amenities that contribute to the public realm.



# Mixed-Use: Neighborhood

## Guiding Principles

**Density:** Medium to high intensity.

**Uses:** A mix of uses including retail, dining, office, apartments, condominiums, and townhomes. Uses could include just one of the above uses, but mixed-use is highly encouraged.

**Site Characteristics:** High quality architecture. Building placement that promotes an walkable environment with parking in the rear or sides of buildings.

- Great emphasis on the public realm including plazas, courtyards, and extensive landscaping.
- A highly walkable and bikable environment with buildings and street layouts encouraging a pedestrian friendly environment within the development and to connections with adjacent neighborhoods.
- Carefully transition to adjacent residential areas with extensive landscape buffering, avoidance of light spillage, compatible architectural treatments, and step down of building heights.
- Transit, such as buses or shuttles, should be accommodated.

## Overview

'Mixed-Use: Neighborhood' land use is intended for smaller and medium size sites that are along smaller streets than Manchester Road, such as Kehrs Mill Road, Clayton Road, and New Ballwin Road. The service area for 'Mixed-Use: Neighborhood' will generally serve local and neighborhood areas. 'Mixed-Use: Neighborhood' is mixed-use with retail, dining, office, apartments, condominiums, and townhomes. Uses could include just one of the above uses, but mixed-use is highly encouraged.

'Mixed-Use: Neighborhood' is highly walkable; a mix of activities; and a great emphasis on the public realm with streetscape amenities, landscaping, plazas, and courtyards.

As 'Mixed-Use: Neighborhood' is usually adjacent to residential areas, careful consideration should be given to being context sensitive to surrounding residential areas. Mixed-Use: Neighborhood should have extensive landscape buffering, avoidance of light spillage, compatible architectural treatments, and step down of building heights.

Place-making is important with pedestrian scaled entrances, gathering areas and site amenities that contribute to the public realm.



# Institution

## Guiding Principles

**Density:** As existing institutional uses are expected to continue, existing densities should be preserved. Modification or expansion of existing institutional uses should take into careful consideration of adjacent land uses and be compatible in terms of scale, setbacks, and architectural features.

**Uses:** Primarily civic uses such as government owned facilities, community centers, public and private schools, places of worship, historic community buildings, and non-profit institutions.

**Site Characteristics:** As existing institutional uses are expected to continue, preserve existing standards that adhere to neighborhood character. Modification or expansion of existing institutional uses should take into careful consideration of adjacent land uses and be compatible in terms of scale, setbacks, and architectural features.

- Sites should be highly accessible including walking and biking connections.
- Bicycle and pedestrian improvements should be prioritized within a 1/2 mile radius of schools and community uses.
- Building architecture should represent the aesthetic character of the City with an architectural style that enhances the City's image.
- Sites and building, especially government owned, are encouraged to be LEED certified for buildings and Sustainable SITES certified for site development.
- The former City Hall site should remain as a civic use as a key element of Vlasis Park.

## Overview

'Institution' land use are locations that are intended to be civic uses such as government owned facilities, community centers, public and private schools, places of worship, historic community buildings, and non-profit centers. As 'Institution' generally serves a large number of the public, sites should be highly accessible including walking and biking connections. Schools, especially middle schools, should be located so that areas within a 1/2 mile radius of the school are highly walkable. For existing schools, improvements in pedestrian and bicycle facilities should be a priority within a 1/2 mile radius of the school.

As the architectural design of 'Institution' buildings are often associated with the overall community character, building should have a high aesthetic design style that enhances the City's image.

If the use or tenant of a 'Institution' land use changes, strong preference should be given to the retention of the 'Institution' land use, especially for other civic uses. Proposed land use changes for 'Institution' should be guided by the context of adjacent land uses, with strong preference given to match adjacent land uses that most largely borders the site.



# Parks and Recreation

## Guiding Principles

**Density:** Placement of buildings and structures should follow adopted master plans for each park.

**Uses:** Primarily active and passive uses such as ballfields, playgrounds, picnic sites, trails, and recreation facilities.

**Site Characteristics:** Park-like features including grass lawns and open space, trees and woodland, creeks and water bodies.

- Each park should have a master plan to convey community expectations on facilities, usage, buildings, parking, transportation, and art.
- Removal of invasive species such as bush honeysuckle is encouraged.
- Native riparian buffers along creeks and drainage channels are strongly encouraged. Riparian buffers of native forbs, grasses, and shrubs can better filter pollutants and decrease stormwater runoff better than mowed, cool season lawn grasses.
- Sensitive areas such as floodplains, mature woodlands, and steep slopes should have limited intrusions.
- Pedestrian and bicycle connections to surrounding neighborhoods are a priority.
- Public parks should be within 1/2 mile walk of all residents.



## Overview

'Parks and Recreation' land use are locations that include public parks and recreation facilities, public and private golf courses, and other park and recreation facilities which serve the public. While parks may primarily serve active and passive recreation needs, parks are also an opportunity to increase biodiversity through native vegetation and improve water quality through riparian buffers of creeks, drainage corridors, and water bodies.

Public parks and recreation facilities should have approved master plans to guide capital improvements and long-term stewardship.

Public parks and recreation facilities should be within walking distance of all residents.

# Open Space and Conservation

## Guiding Principles

**Density:** Structures should be limited. Structures may include maintenance buildings, community buildings, picnic shelters, and other similar structures. Preservation of open space should be a priority.

**Uses:** Typically passive uses such as homeowner association common land, cemeteries, and other open spaces that include natural habitat, woodland, open lawns and fields, and stormwater detention. Some active uses that are neighborhood focused such as ballfields and playgrounds.

**Site Characteristics:** Natural habitats and open spaces.

- The introduction of new impervious surfaces within 'Open Space and Conservation' areas should be discouraged except for trails and maintenance access.
- Multi-use trails are encouraged in 'Open Space and Conservation' areas.
- Removal of invasive species such as bush honeysuckle is encouraged.
- Native riparian buffers along creeks and drainage channels are strongly encouraged. Riparian buffers of native forbs, grasses, and shrubs can better filter pollutants and decrease stormwater runoff better than mowed, cool season lawn grasses.



## Overview

'Open Space and Conservation' land use are locations that include open spaces such as homeowner association common land, cemeteries, and other open spaces. 'Open Space and Conservation' typically includes passive uses such as natural habitat, woodland, open lawns and fields, and stormwater detention. Some active uses such as ballfields and playgrounds are part of 'Open Space and Conservation' areas, but are typically neighborhood focused. Many existing areas of 'Open Space and Conservation' have deed restrictions that the property remain common ground.

'Open Space and Conservation' areas are an important environmental community resource providing stormwater management, wildlife habitat, tree canopy, biodiversity, and riparian buffers. The introduction of new impervious surfaces within 'Open Space and Conservation' areas should be discouraged except for trails and maintenance access.

Multi-use trails are encouraged in 'Open Space and Conservation' areas.



# Industrial / Utility

## Guiding Principles

**Density:** Low density.

**Uses:** Public utility uses such as water storage, electrical substations, etc. Light industrial.

**Site Characteristics:** Intensive buffering from neighboring uses with landscaping and appropriate security.

- Limited use within Ballwin.
- Intensive buffering from neighboring uses with landscaping and appropriate security. Security fencing should be an ornamental style and not chainlink fencing. Fencing should be buffered and screened by landscaping

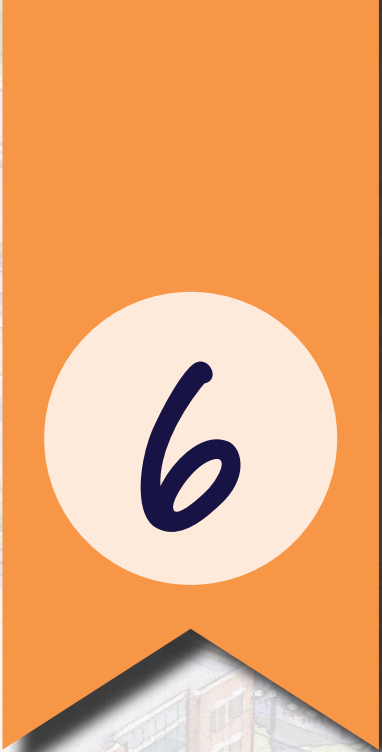
## Overview

'Industrial / Utility' land use are locations that serve public utility uses such as water storage, electrical substations, etc. 'Industrial / Utility' land use are also locations that serve light industrial uses.

'Industrial / Utility' land use should be limited within Ballwin. The Future Land Use Plan only recommends existing utility parcels be designated as 'Industrial / Utility' future land use. Future proposed 'Industrial / Utility' land use should be carefully considered with evaluations of the impacts to neighborhood aesthetics, noise, security, traffic, and environmental impacts.

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# Scenario Planning

# SCENARIO PLANNING - MANCHESTER ROAD CORRIDOR

Scenario planning is a way to explore how Ballwin may look in the future based on the goals and principles of the comprehensive plan.

The scenarios are a prototypical representation of strip retail along Manchester Road. It is not a specific site, but represents typical size and qualities of existing development.

## "Intermediate" Scenario



The "intermediate" scenario explores development that undergoes improvements to sites and buildings to better compete in the changing retail and commercial environment. Public investment to infrastructure such as streets and right-of-way can compliment private investments and contribute to the overall community character.

Many of these "intermediate" improvements are already happening along Manchester Road.

## "Long-Term" Scenarios



"Long-term" redevelopment scenarios explore long-term, holistic redevelopment of sites along Manchester Road. While future market conditions will dictate the type of development and when redevelopment may occur, the scenarios show recommended guidelines for redevelopment along Manchester Road, including:

- Implementation of a parallel street network to Manchester Road that is pedestrian friendly and enhances property values by providing access to signalized intersections for multiple parcels.
- Place-making within new development that includes plazas, courtyards, landscaping, and other amenities.
- Multi-use development that encourages a mix of uses including restaurants, retail, office, and apartments / condominiums.
- Development that is walkable and bikable within the development and from adjacent neighborhoods.

## Manchester Road - Future Redevelopment Scenarios: Existing "Base Map" Condition



The above graphic is a prototypical representation of strip retail along Manchester Road. It is not a specific site, but represents typical size and qualities of existing development.

- ① Large expanses of parking and far set-backs are dated in the context of current retail trends.
- ② Frequent curb cuts create congestion and safety issues with a high volume of turning movements at multiple points.
- ③ Local streets often intersect with Manchester Road with no signalized intersection. This creates safety issues, especially for left turns.
- ④ Existing pedestrian crossings of Manchester Road lack crosswalks on both sides of the intersection and the most up-to-date crosswalk types.

# Manchester Road - Future Redevelopment Scenarios: Intermediate Improvements

## PLAN VIEW



The above graphic represents “intermediate” improvements. Development and business owners make upgrades to their parcels and buildings to better compete in the changing retail and commercial environment. Public investment to infrastructure such as streets and right-of-way can compliment private investments and contribute to the overall community character.

Many of these recommended improvements can be seen in recent site improvements along Manchester Road.

- ① Continental style pedestrian crosswalks at all four corners of signalized intersections.
- ② Crosswalks across driveways and parking lots.
- ③ Pedestrian connections from the street to buildings and stores.
- ④ Reduction of redundant curb cuts.
- ⑤ Conversion of redundant entrances to right-in / right-out to reduce left turn conflicts.
- ⑥ Access roads to provide cross parcel and parking lot access. Align access roads with long-term street network recommendations.
- ⑦ Infill gaps in the sidewalk network.
- ⑧ Landscaping and amenities to create a welcoming sense of entry, soften masses of pavement, and to screen parking.
- ⑨ Conversion of 4-foot sidewalks to “pedways” (multi-use trail) to provide bicycle connections to commercial centers from neighborhoods.

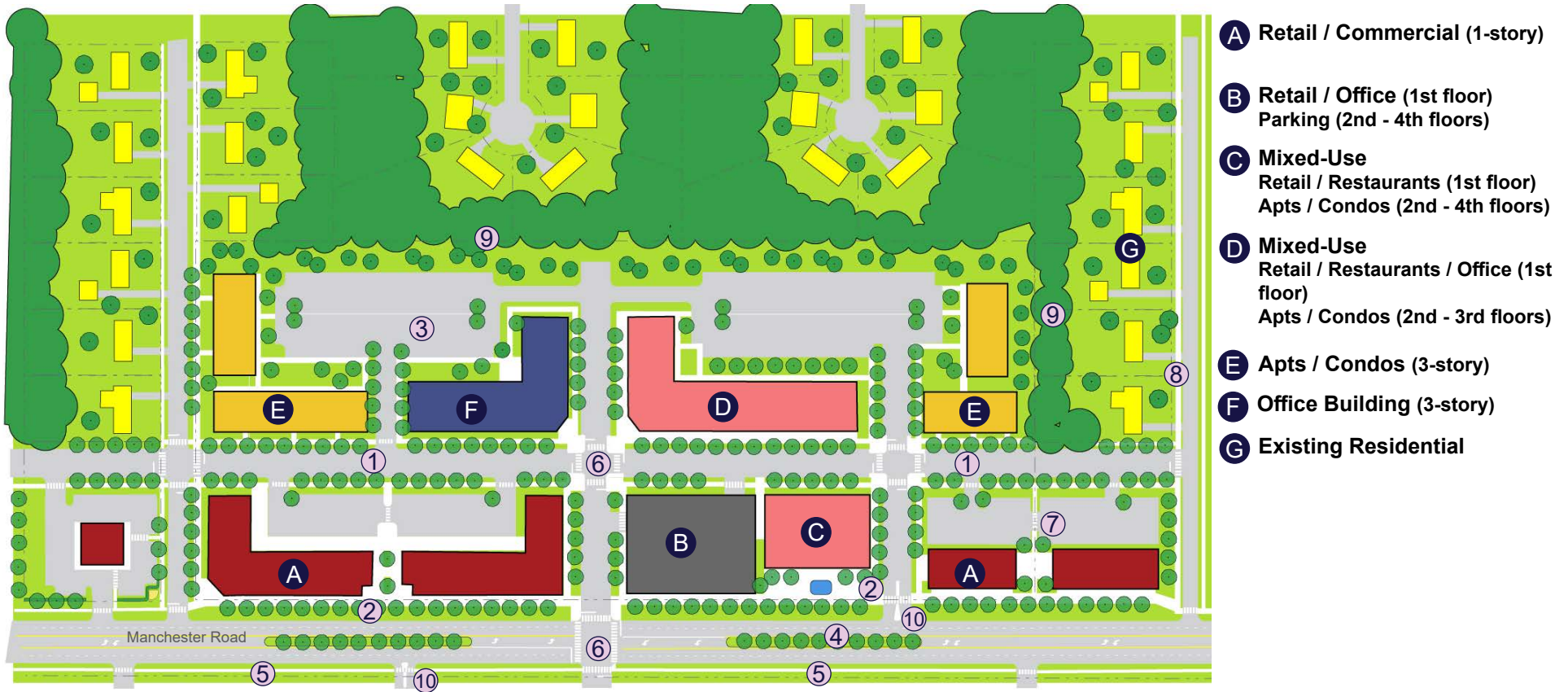
# Manchester Road - Future Redevelopment Scenarios: Intermediate Improvements

## BIRD'S EYE VIEW



# Manchester Road - Future Redevelopment Scenarios: Mixed-Use with a Retail and Apartment Focus

## PLAN VIEW



The above graphic represents an example of a potential “long-term” redevelopment scenario. A key emphasis of the redevelopment is the parallel street network as part of the long-term street network recommendations.

The above scenario highlights mixed-use with an emphasis on retail and apartments / condos. Place-making amenities such as plazas, outdoor seating, and pedestrian friendly streetscapes highlight the development.

- ① Parallel side street to Manchester Road as part of the long-term street network recommendations. Street is very pedestrian friendly with sidewalks, street trees, and crosswalks.
- ② Plazas and place-making amenities as part of development.
- ③ Parking behind development to encourage pedestrian friendly streetscape.
- ④ Reduction of curb cuts provides opportunity for additional landscape medians along Manchester Road.
- ⑤ Reduction of redundant curb cuts.
- ⑥ Continental style pedestrian crosswalks at all four corners of intersections. Bumpouts where possible.
- ⑦ Crosswalks across driveways and parking lots.
- ⑧ Pedways (multi-use trail) to provide bicycle connections to commercial centers from neighborhoods.
- ⑨ Landscape buffer between residential areas.
- ⑩ Right-in / right-out of redundant entrances to reduce left turn conflicts.

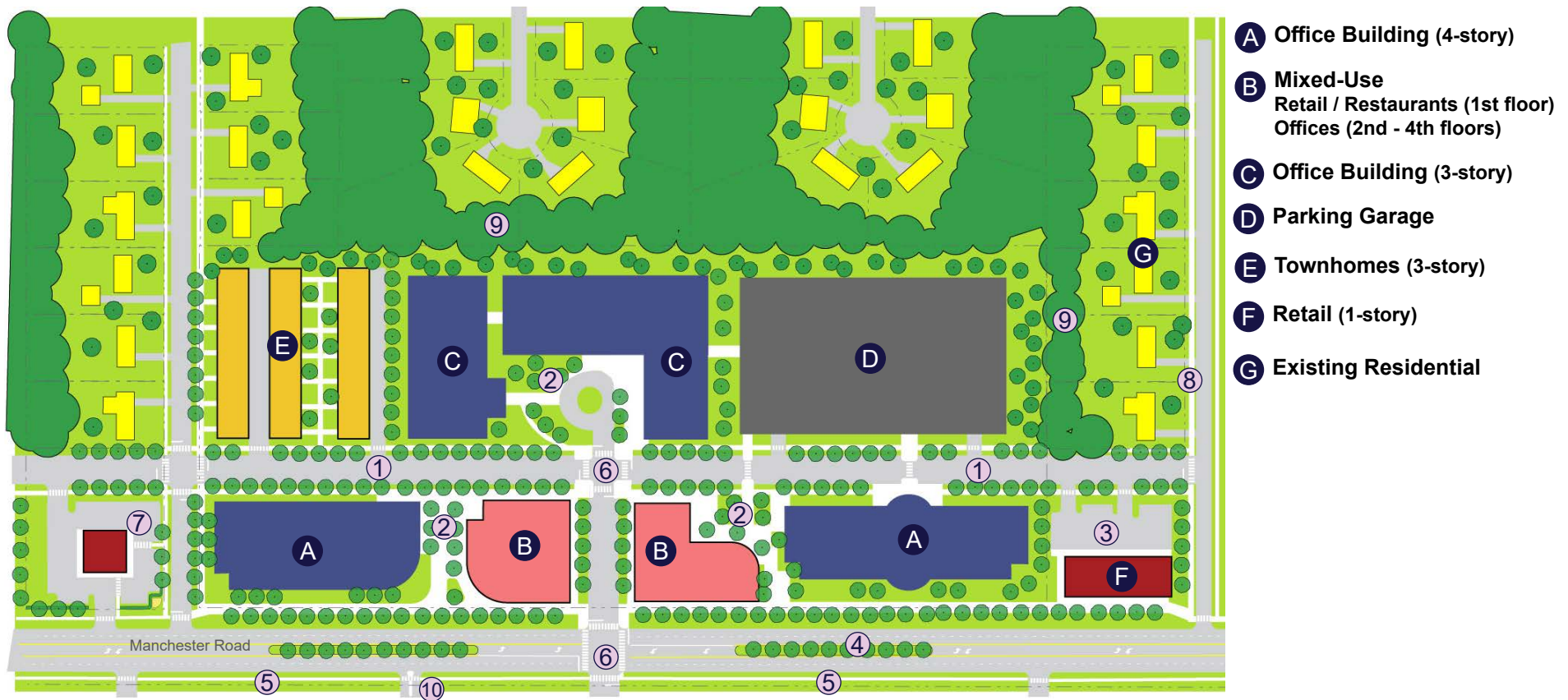
# Manchester Road - Future Redevelopment Scenarios: Mixed-Use with a Retail and Apartment Focus

## BIRD'S EYE VIEW



## Manchester Road - Future Redevelopment Scenarios: Mixed-Use with an Office Focus

### PLAN VIEW



The above graphic represents an example of a potential “long-term” redevelopment scenario. A key emphasis of the redevelopment is the parallel street network as part of the long-term street network recommendations.

The above scenario highlights mixed-use with an emphasis on office space. Other uses include retail, restaurants, and residential (townhomes). Place-making amenities such as plazas, outdoor seating, and pedestrian friendly streetscapes highlight the development.

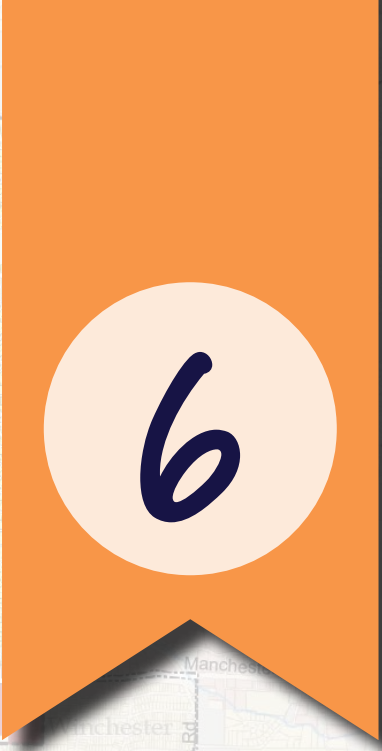
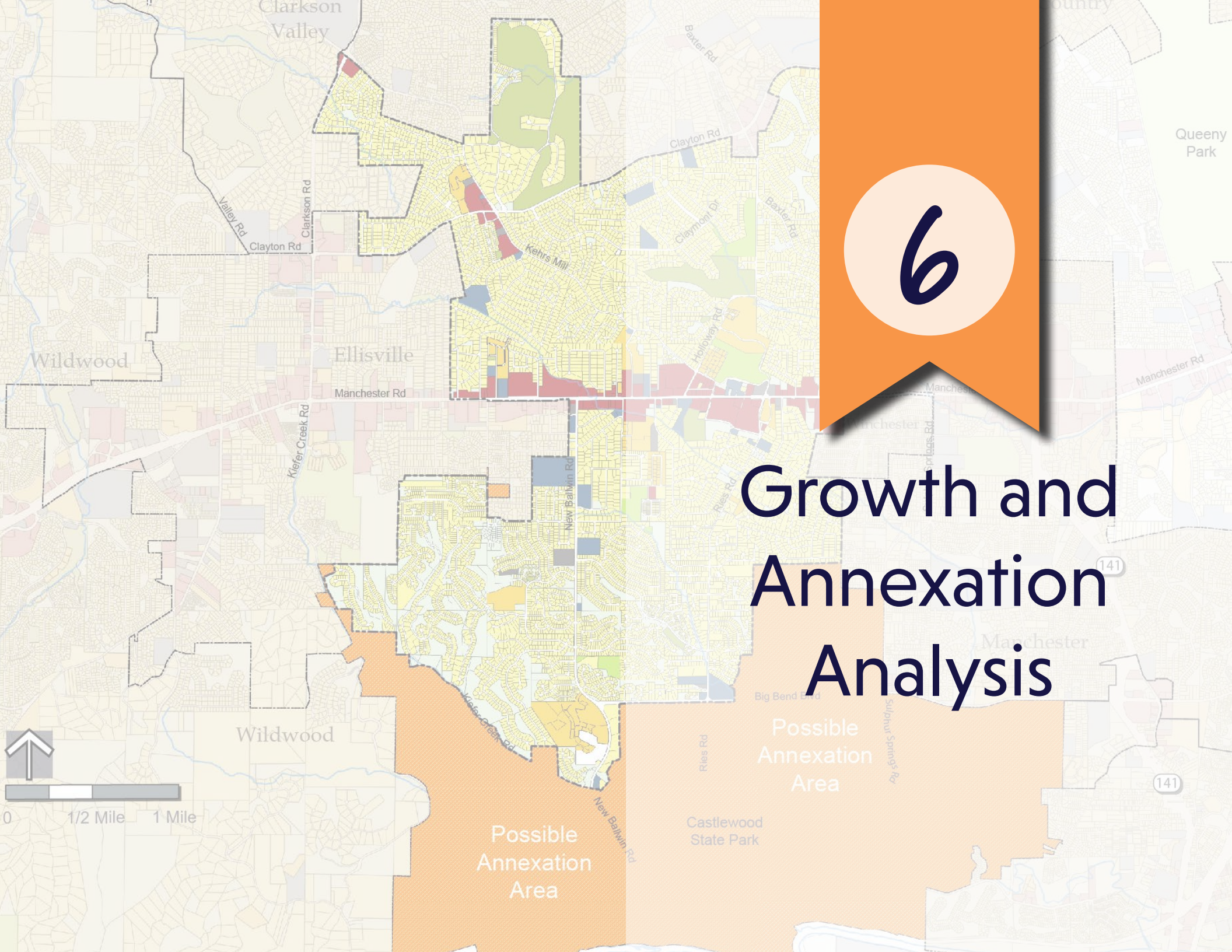
- ① Parallel side street to Manchester Road as part of the long-term street network recommendations. Street is very pedestrian friendly with sidewalks, street trees, and crosswalks.
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- ⑦ Crosswalks across driveways and parking lots.
- ⑧ Pedways (multi-use trail) to provide bicycle connections to commercial centers from neighborhoods.
- ⑨ Landscape buffer between residential areas.
- ⑩ Right-in / right-out of redundant entrances to reduce left turn conflicts.



# Manchester Road - Future Redevelopment Scenarios: Mixed-Use with an Office Focus BIRD'S EYE VIEW



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# Growth and Annexation Analysis

# Ballwin Growth Analysis

## Overview

To develop an overall vision for the future of Ballwin, it is important to understand opportunities for growth. Because Ballwin is essentially fully developed, future growth will come from two principle strategies: redevelopment that increases density of population and land uses and from annexation that increases the geographic boundaries of the community. This section focuses on annexation, while redevelopment is addressed above under Principle 3, “A Resilient Local Economy and City Revenues.”

The City has identified three potential areas for annexation and has “reserved” the right to pursue annexation through St. Louis County’s boundary adjustment process. The purpose of this section is to examine the three alternative annexation scenarios and their estimated costs and benefits for the City. The goal is to provide a foundation for the City to evaluate and compare the relative merits of each area in light of their differing characteristics. Each of the areas offers different opportunities for the City as it relates to population, commercial/retail, recreational and institutional offerings that should be taken into consideration in order to determine which area best meets its strategy and goals for growth.

### Key Takeaways of Ballwin Growth Analysis

- Ballwin is a fully built community with very limited options for development. New commercial development in Ballwin primarily will be redevelopment and/or infill.
- Large expanses of parking at existing retail centers offer opportunities for increasing commercial density through strategic out-lot development.
- As in the past, growth for Ballwin will result from annexation of adjoining unincorporated areas to the east and to the south of the community.
- Within the existing city limits of Ballwin, the overall population has declined slightly in recent years. Additional housing options, like apartment and condominiums and the increased density provided by mixed-use development, provide an opportunity to stabilize and increase population.
- The increasingly older population in Ballwin suggests that many residents are electing to remain in the community as they age. While active senior living options would create an opportunity for older residents to remain a part of the Ballwin community, they also increase housing options for new, younger families. Additional condominiums and apartments also may be appealing to both older residents and provide affordable options for those just starting out.

# ANALYSIS OF POSSIBLE ANNEXATION

## Overview

The comprehensive plan is a great opportunity to evaluate the advantages and disadvantages of various annexation options. As Ballwin is essentially built-out, future growth will come in the form of annexation or redevelopment. The comprehensive plan is an opportunity to evaluate potential annexation options.

Three possible annexation scenarios are evaluated as part of the comprehensive plan process. Changes to population, community services, and financial impacts have been evaluated to determine advantages and disadvantages of each annexation scenario.

Evaluating the annexation options does not commit the City to pursue annexation, but the comprehensive plan evaluation allows the City to make an informed decision in the future.

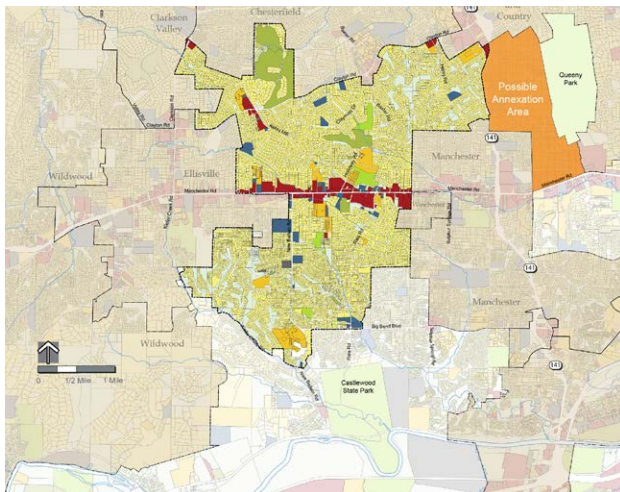
The three areas of possible annexation that were analyzed are shown on this page. The three areas are identified as:

- Northeast
- Kiefer Creek
- South

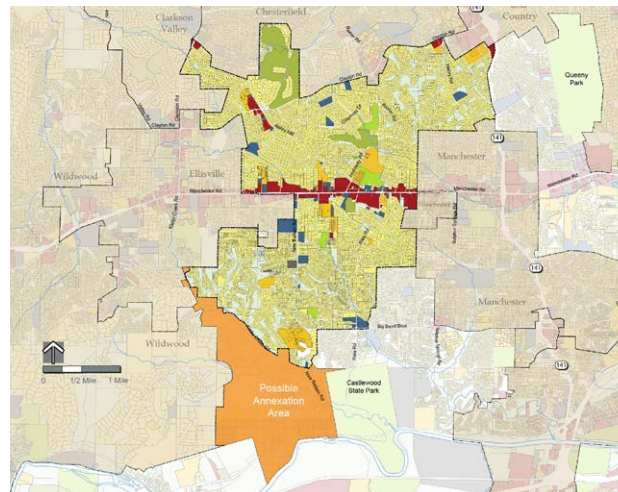
## Disclaimer

The data for this annexation analysis comes from public sources including the U.S Census Bureau and St. Louis County GIS data. There are limitations with the available data and their degree of accuracy. For example, census blocks do not always align with study area boundaries. Parcel data is not always complete or information is not easily extrapolated. Within the analysis narrative, further assumptions are explained.

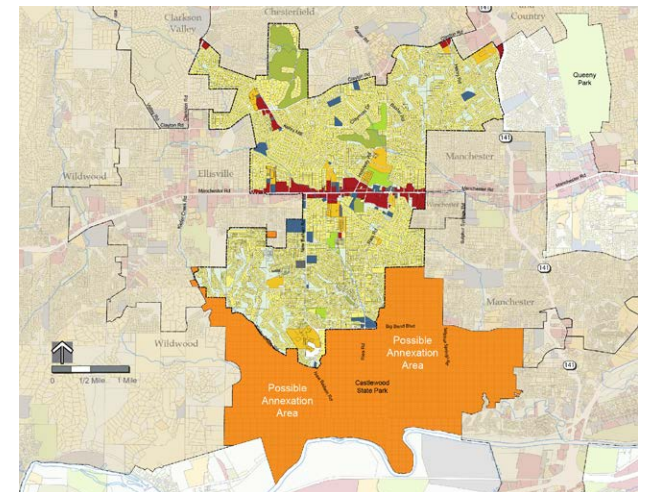
It is thus important to remember that the results of this analysis should be used in the context of comparing the three potential annexation areas. The results should not be considered absolute. If the City elects to pursue annexation of any of the areas proposed, a more thorough evaluation of the existing conditions within the targeted area along with an assessment of staff capacity and potential capital costs will be warranted.



**Area #1 for Analysis: "Northeast"**



**Area #2 for Analysis: "Kiefer Creek"**



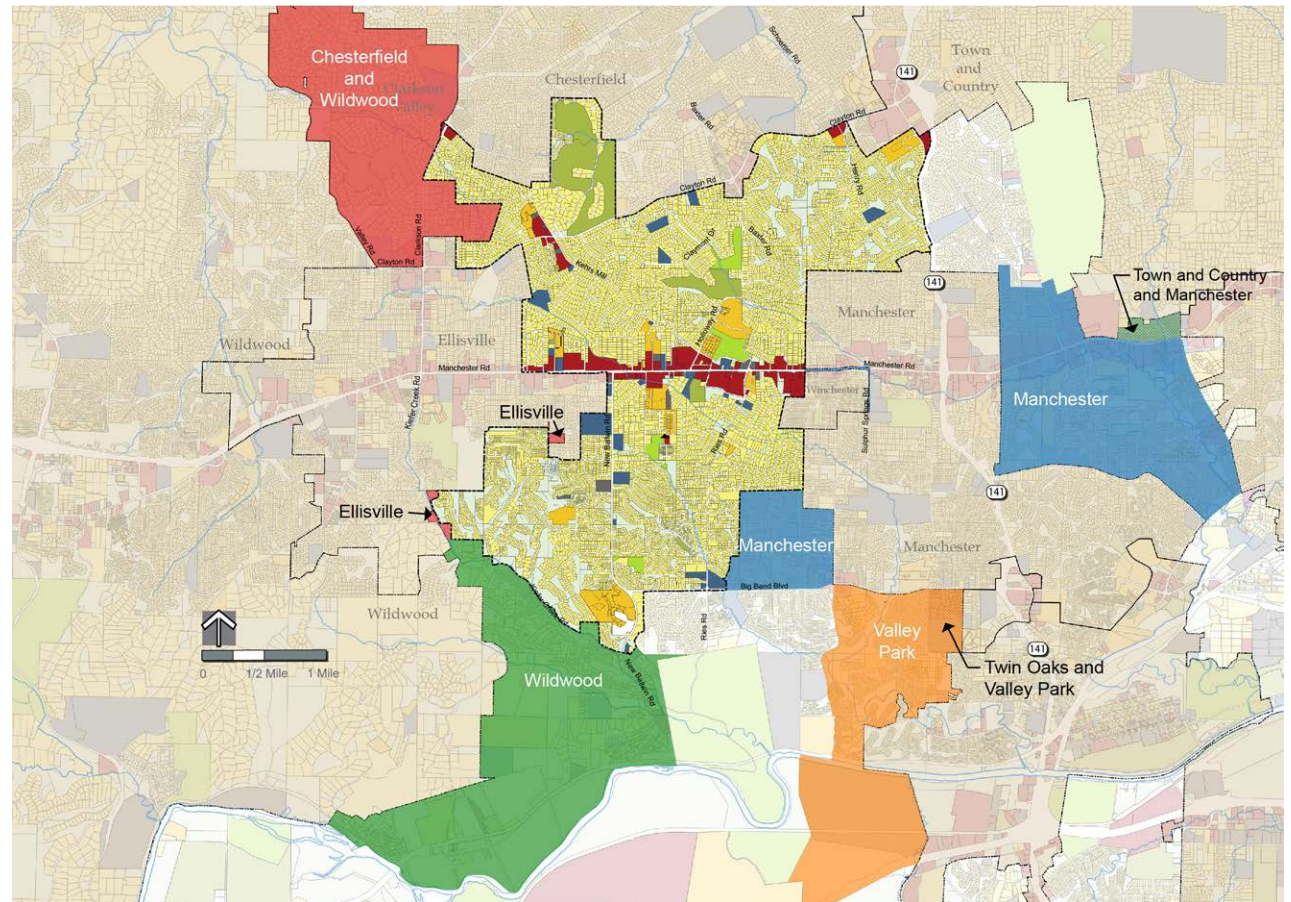
**Area #3 for Analysis: "South"**

## Annexation Process in St. Louis County

Annexation is a multi-step process in St. Louis County. There is a six-year cycle in St. Louis County divided between a “Map Plan” phase and a “Proposal” phase. For the current cycle, municipalities submitted maps of potential boundary changes by July 1, 2018.

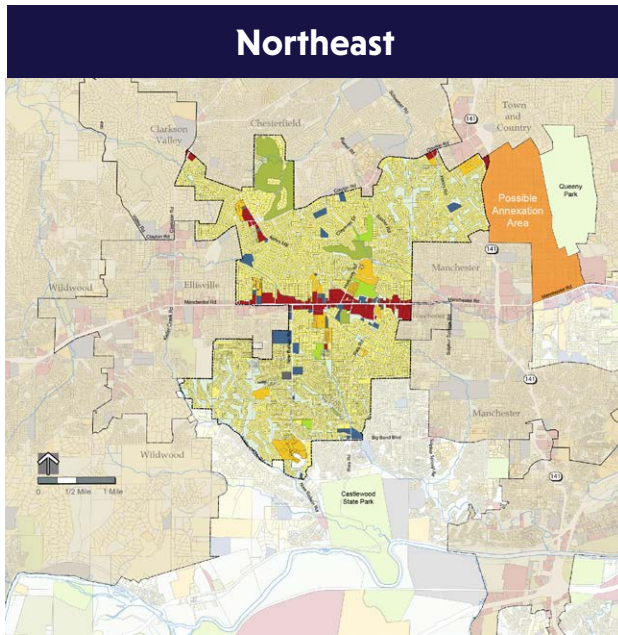
A “Map Plan” reserves the right to pursue annexation during the “Proposal” phase. The “Proposal” phase is between April 15, 2019, through July 1, 2022. Submitting a “Map Plan” does not commit Ballwin to submit a proposal, nor does the “Map Plan” commit Ballwin to submit a proposal for the entire area shown in the submitted “Map Plan.” For example, in 2012 Ballwin submitted a “Map Plan” showing a boundary adjustment for potential annexation south of the City. However, Ballwin did not submit an annexation proposal. Any annexation proposal must be approved by the St. Louis County Boundary Commission and by voters in both Ballwin and the area subject to the proposal.

The map on this page shows a summary of annexation map plans that were submitted in 2018 by neighboring communities of Ballwin.

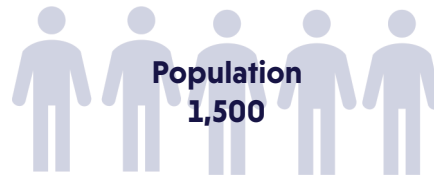
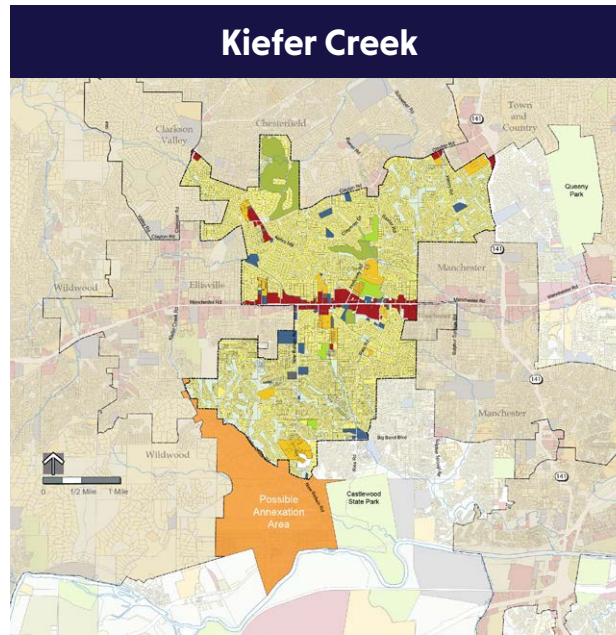


**Map Plans Submitted by Neighboring Communities**

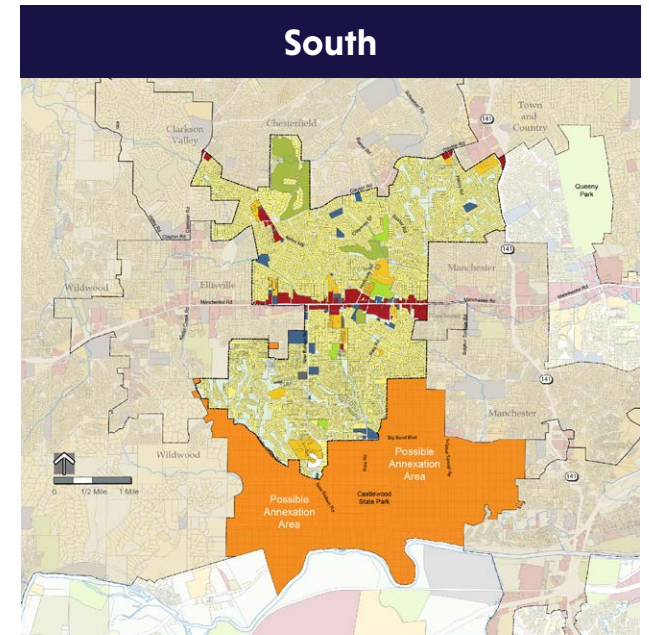
## Quick Facts



**Total Appraised Value (All Land Uses)**  
**\$512,000,000**



**Total Appraised Value (All Land Uses)**  
**\$221,000,000**



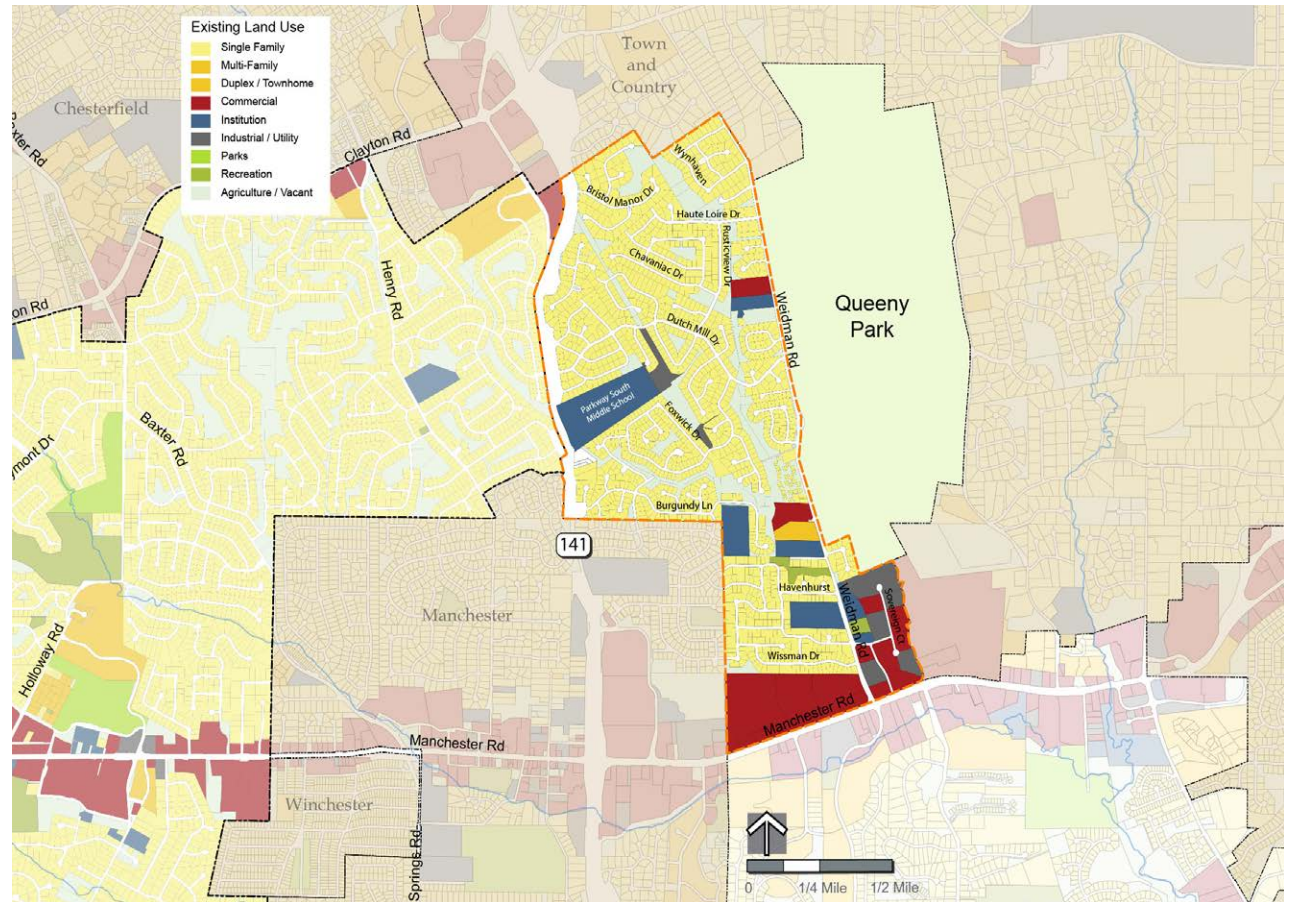
**Total Appraised Value (All Land Uses)**  
**\$1,342,000,000**

## Northeast Evaluation: Existing Land Use

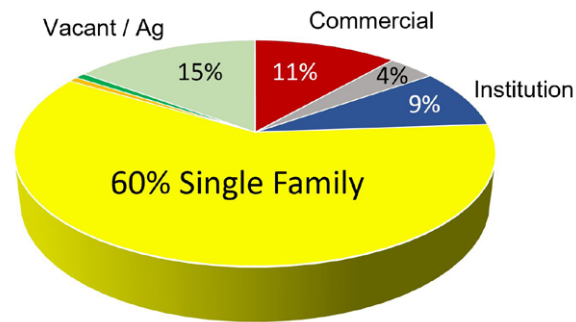
Single family residential is the majority of the existing land use in the Northeast evaluation area. Single family represents over 60 percent of the total land area (excluding right-of-way) and 93 percent of building units in the area.

In addition to residential development, there is an enclave of office/commercial developments located at Weidman and Manchester Roads. This commercial area is bordered on the south by retail development along Manchester Rd. Most of the office and retail buildings were constructed during the 1970s. The most recent developments include the Menard's on Manchester which was constructed in 2013, and the retail development constructed in front of Menard's along Manchester Road which was developed between 2000 and 2010.

The Northeast Area is home to a number of institutional uses including Parkway South Middle School and Parkway's Pierremont Elementary. Other institutional uses include the Hindu Temple of St. Louis and the Mahatma Gandhi Center, the Islamic Foundation of St. Louis and Al Salam Day School and Christ Prince of Peace Catholic church. The Pegasus Equestrian Center on Weidman Road north of Manchester provides boarding for horses and riding lessons. The Northeast Area adjoins the western boundary of St. Louis County's Edgar M. Queeny Park.



**Existing Land Use**



**Existing Land Use by Area**

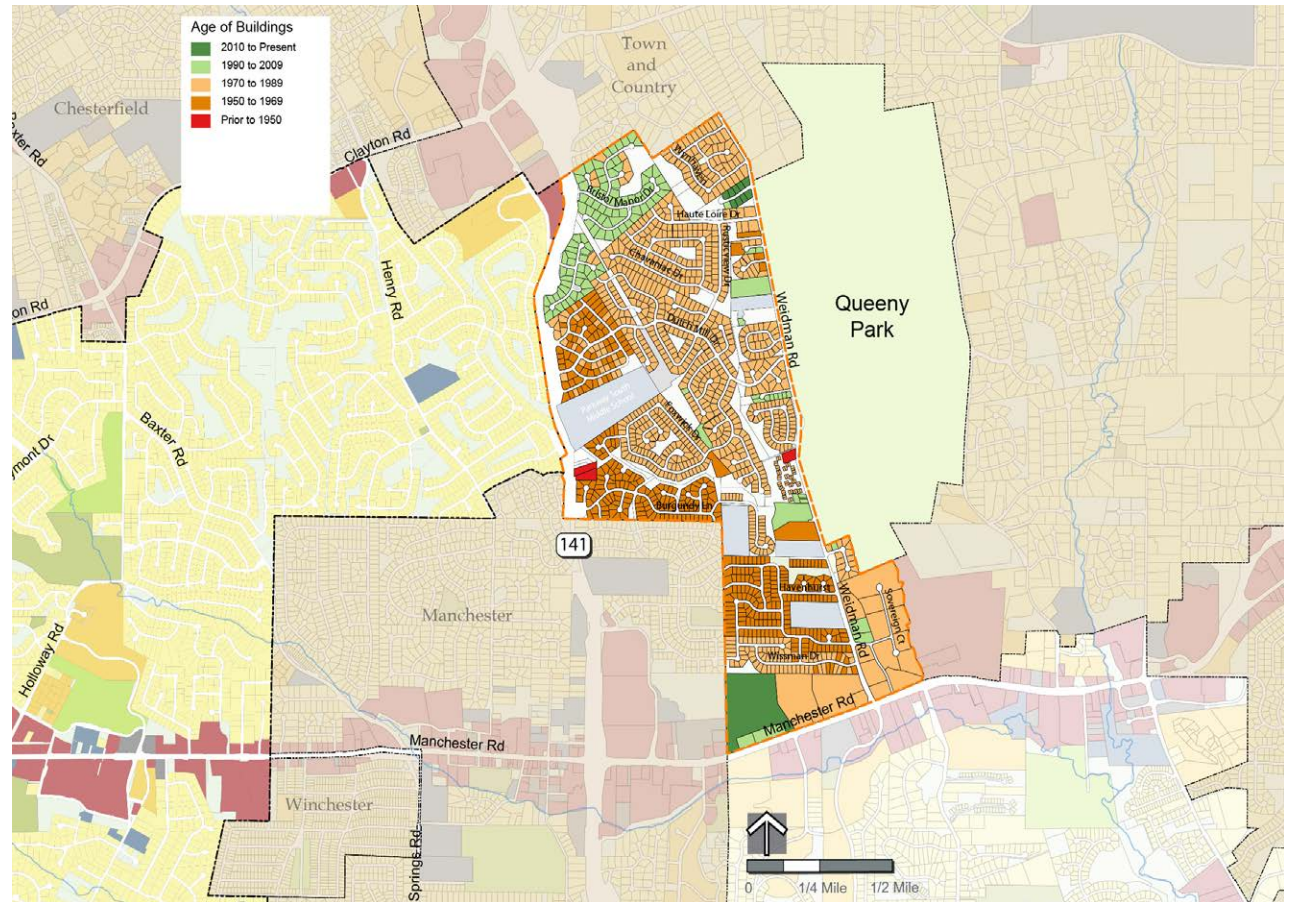


## Northeast Evaluation: Existing Age of Buildings

Most of the buildings in the Northeast Evaluation area were built prior to 1990. The single story office buildings along Consort Drive and Sovereign Drive were built in the mid-1970's through the late 1980's. The newest commercial land use is the Menards store built in 2013.

Older residential areas are centered around Burgundy Lane and Havenhurst Road in the southern and western parts of the evaluation area. A large portion of single family residential was built in the 1970's and 1980's.

Newer areas of residential include the Manors of Town and Country subdivision centered around Bristol Manor Drive, mostly built in the 1990's. The newest subdivision, is the small Weidman Manor subdivision built around 2010.

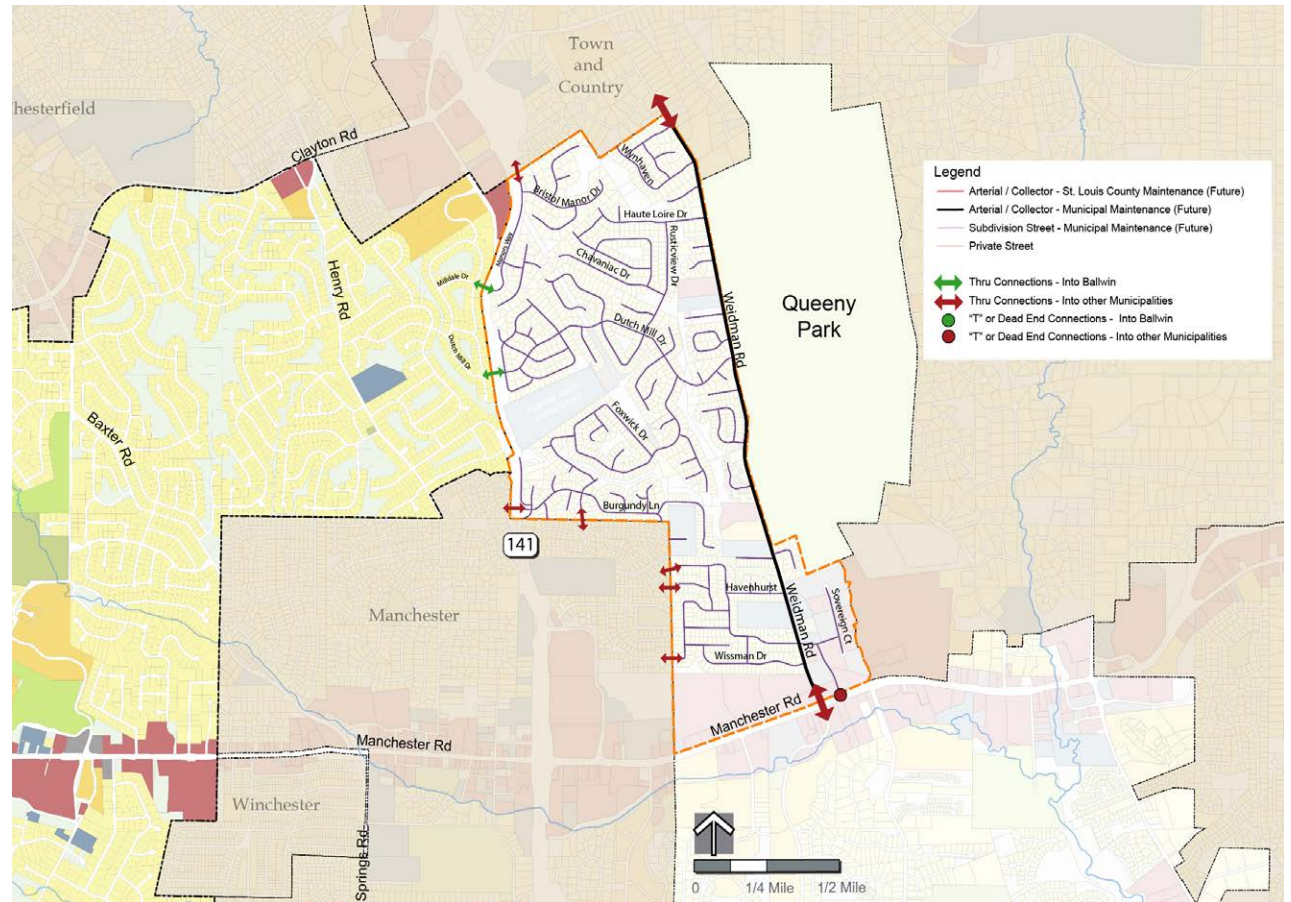


**Existing Age of Buildings**

## Northeast Evaluation: Existing Street Network

The Northeast evaluation area is separated from Ballwin by Highway 141. Millwell Drive and Dutch Mill Drive connect Ballwin to the Northeast evaluation area with signalized intersections at Highway 141. Both Millwell and Dutch Mill Drive are subdivision streets. No major streets connect Ballwin to the evaluation area.

Within the evaluation area, most streets are subdivision streets providing internal circulation. Weidman Road on the eastern edge is a collector road providing north-south circulation and connections to Manchester Road.



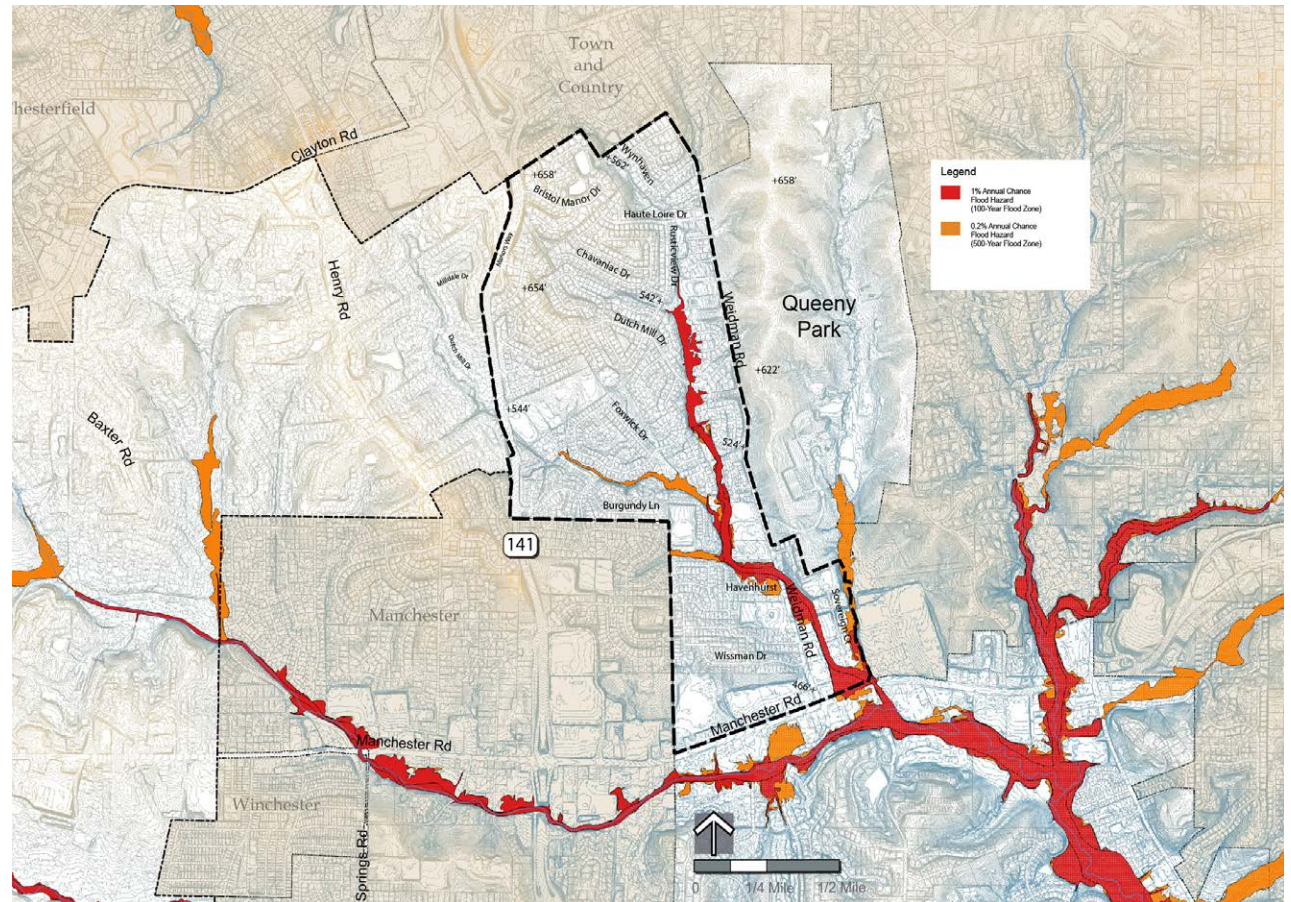
**Existing Street Network**

## Northeast Evaluation: Topography and Flood Hazard Areas

The topography of the Northeast evaluation area is similar to many Ballwin neighborhoods will gently rolling topography.

Two major drainage corridors flow through the evaluation area. One drainage way flows parallel to Weidman Road and one flows south of Parkway Middle School. A 100-year flood zone exists in the north-south drainage way. A 500-year flood zone exists along the drainage way south of Parkway Middle School.

It appears that most of the flood zones are located within subdivision common ground and open spaces, although some private parcels are impacted. A commercial parcels appears to be impacted by a 100-year flood zone near Manchester Road.



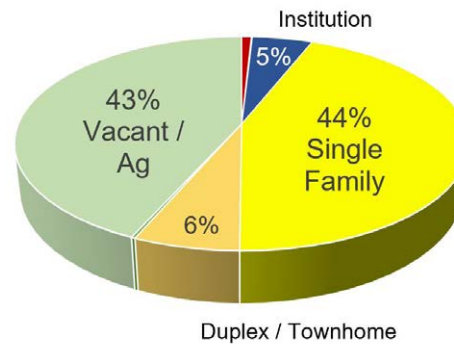
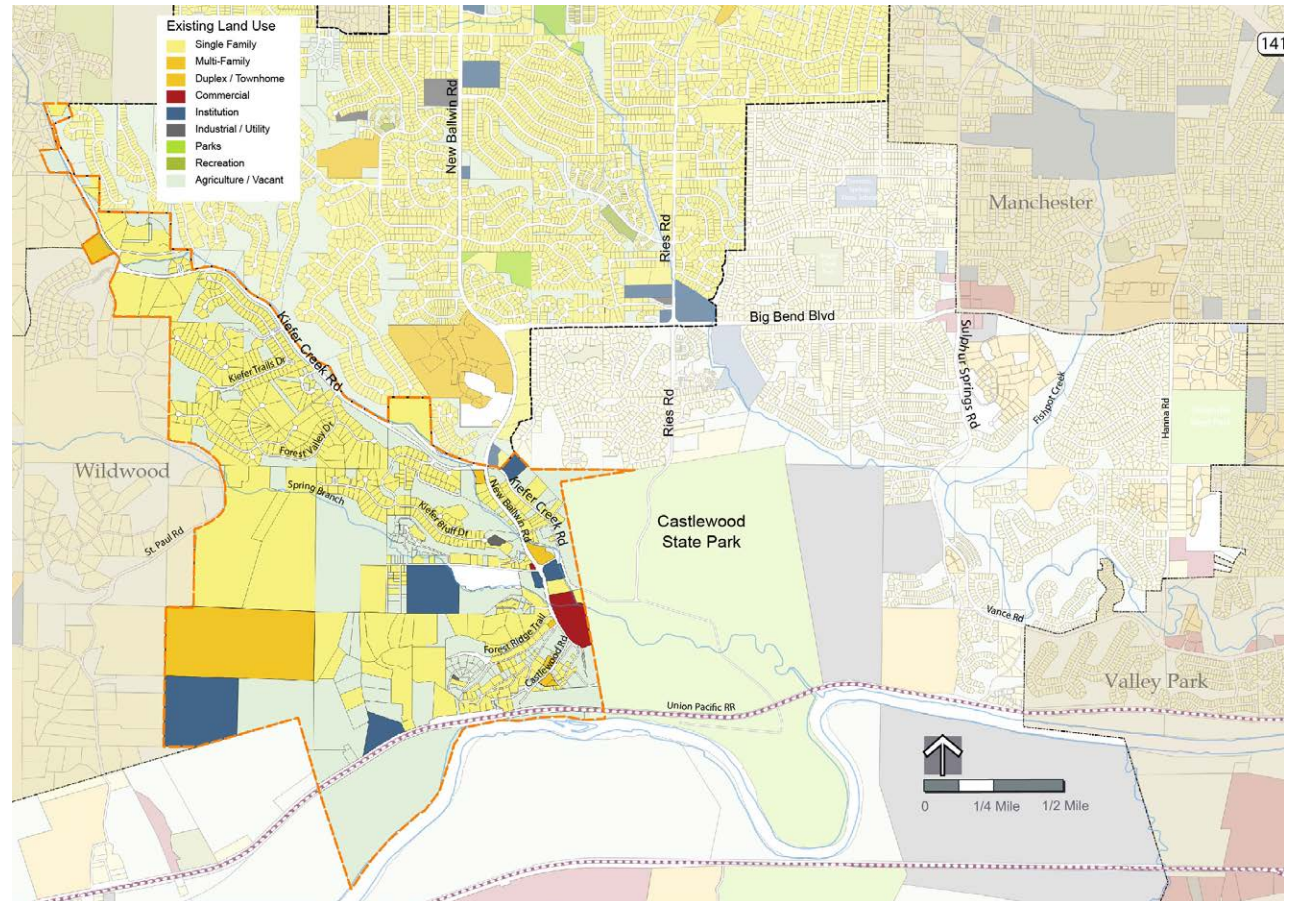
Existing Topography and Flood Hazard Areas

## Kiefer Creek Evaluation: Existing Land Use

The largest land use is almost evenly split between single family residential (44 percent) and land that is categorized as ‘Vacant / Agriculture’ (43 percent). Much of the land categorized as ‘Vacant / Agriculture’ is woodland. There are significant areas of ‘Vacant / Agriculture’ within the floodplain of Kiefer Creek, Spring Branch Creek, and the Meramec River.

The next largest land use categories are ‘Duplex / Townhome’ at 6 percent and ‘Institution’ at 5 percent. An 80-acre parcel accounts for most of the ‘Duplex / Townhome’ land use. This parcel appears to only have a small amount of development and is zoned ‘Non Urban’. Institutional uses include the Castlewood Baptist Church on Kiefer Creek Road and a Metro West Fire Protection District facility on New Ballwin Road. From parcel data, it is unclear what the larger institutional parcels in the western section include.

The Missouri Wildlife Rescue Center along New Ballwin Road is categorized as ‘Commercial’ land use.



Existing Land Use by Area

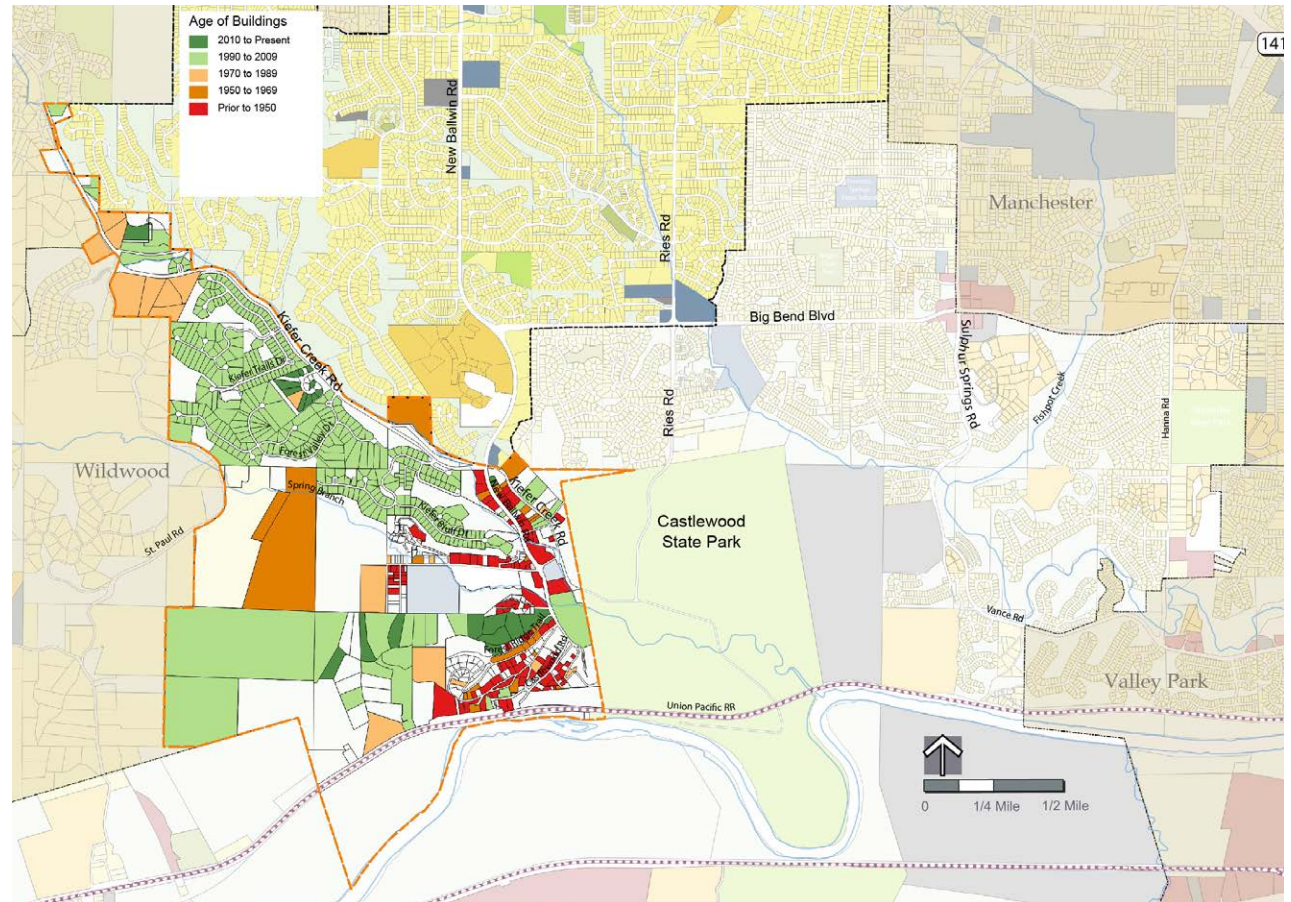
Existing Land Use

## Kiefer Creek Evaluation: Existing Building Age

Age of buildings range from new residential development to buildings dating prior to 1950. The subdivisions off of Kiefer Creek Road were built primarily in the 1990's. Older residential, dating from prior to 1950, exist along New Ballwin Road and near Castlewood State Park.

Scattered residential, built along private roads, has been built in the western section of the evaluation area since 1990.

Some of the newest residential was built in the last five years along Forest Circle Trail.

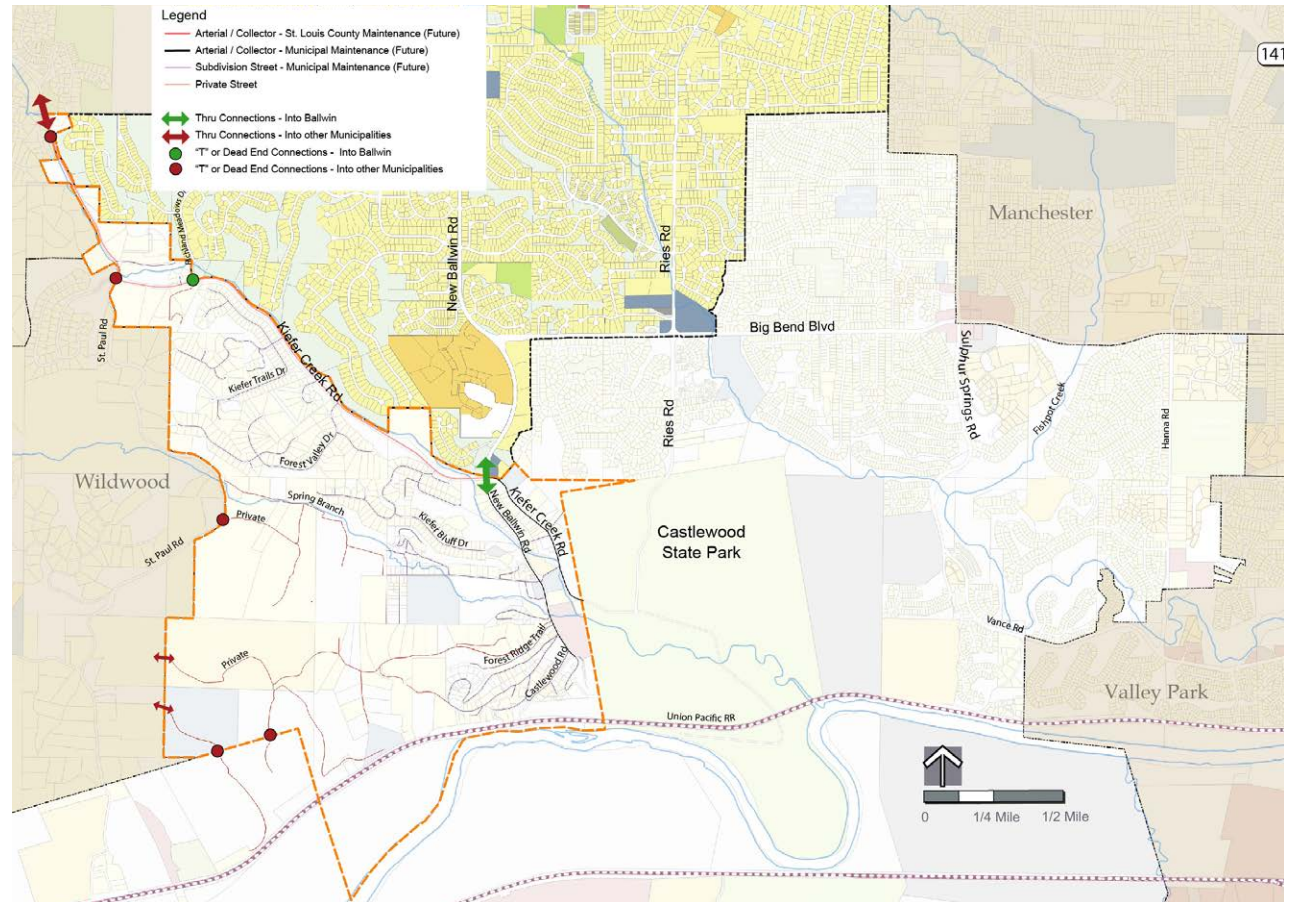


**Existing Age of Buildings**

## Kiefer Creek Evaluation: Existing Street Network

Kiefer Creek and steep slopes are major barriers for street connectivity into the Kiefer Creek evaluation area. From Ballwin, the major connection point is from New Ballwin Road that connects into Kiefer Creek Road. Connectivity into Ballwin also includes a T-intersection at Richland Meadows Drive and Kiefer Creek Road.

Connectivity to surrounding communities is also limited. The only major connection point is Kiefer Creek Road that connects into Ellisville. Connections to the west into Wildwood is limited to private drives that feed into St. Paul Road in Wildwood. Connections to the south are limited by topography, Union Pacific Railroad, and the Meramec River.



Existing Street Network

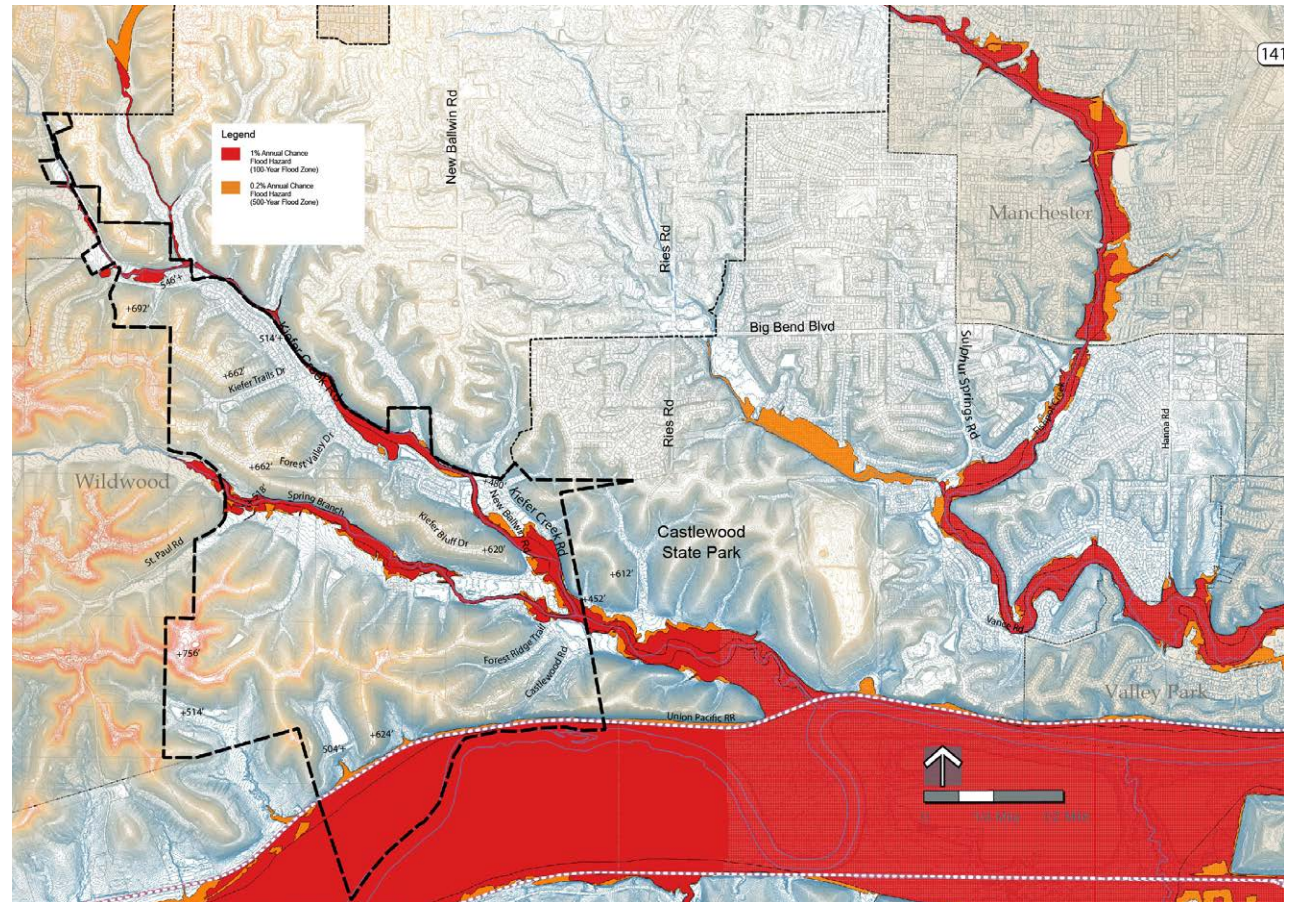
## Kiefer Creek Evaluation: Topography and Flood Hazard Areas

Topography within the Kiefer Creek evaluation area is steeper than the rest of Ballwin. The area is defined by two major ridge lines divided by the creek valleys of Kiefer Creek and Spring Branch Creek.

The highest point is close to the boundary of Wildwood with an elevation of approximately 756'. The height of the ridge lines to the adjacent creek valleys can range from 150'-200'.

Segments of 100-Year and 500-Year flood plain exist along Kiefer Creek and Spring Branch Creek.

While there are significant areas of undeveloped land within the evaluation area, the existing steep topography and flood plains are limiting factors for new development.



**Existing Topography and Flood Hazard Areas**

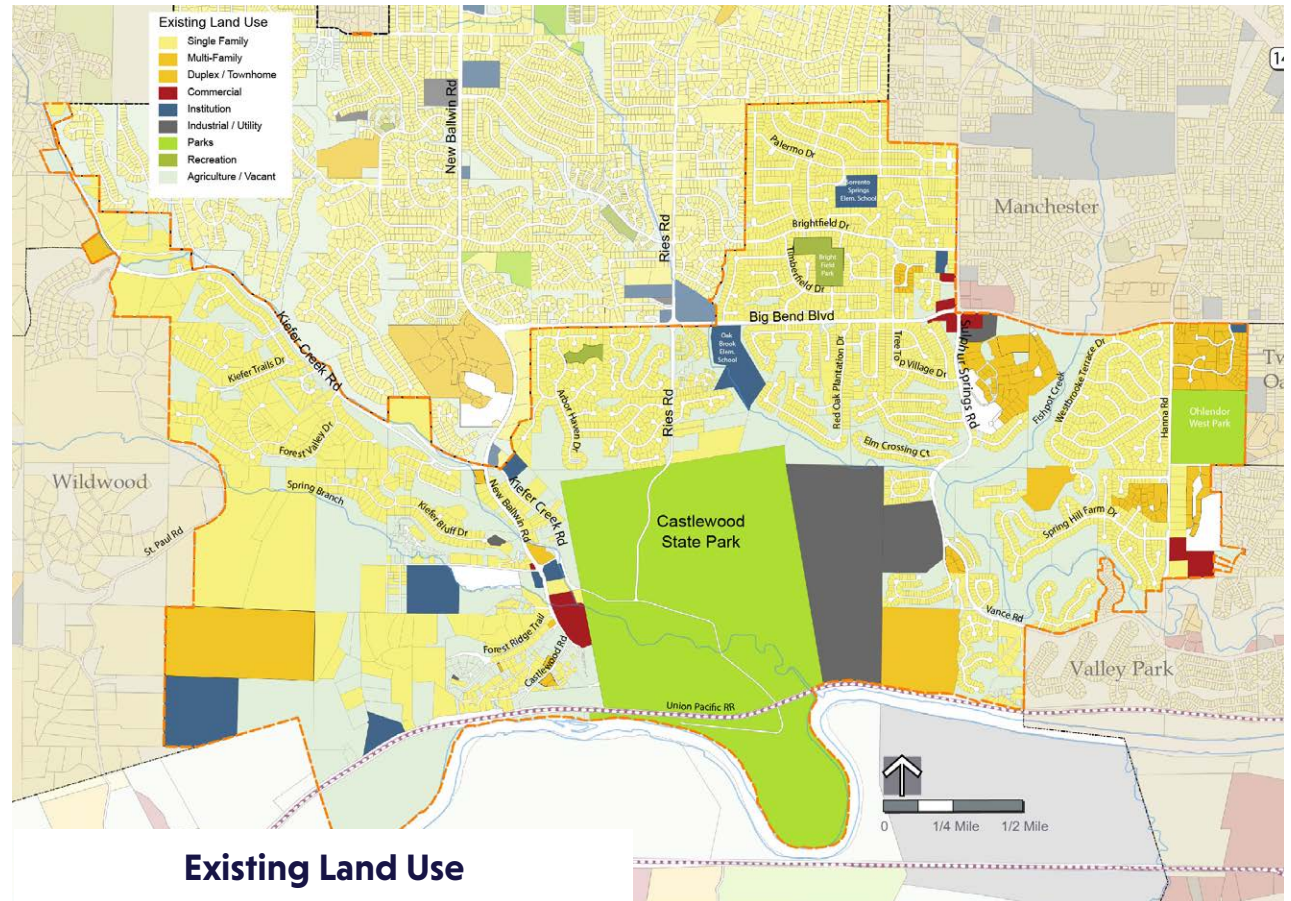
## South Evaluation: Existing Land Use

The largest land use is single family residential (38 percent). The next largest land uses are 'Vacant / Agriculture' at 27 percent and 'Recreation / Parks' at 20 percent. Much of the land categorized as 'Vacant / Agriculture' is woodland. There are significant areas of 'Vacant / Agriculture' within the floodplain of Kiefer Creek, Spring Branch Creek, Fishpot Creek, and the Meramec River.

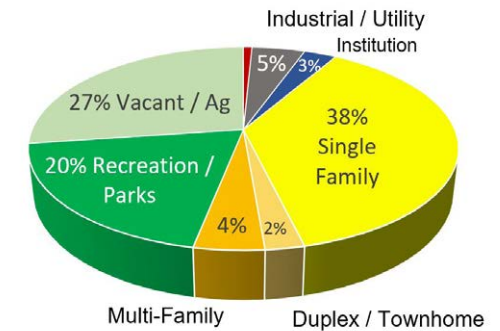
Institutional uses include the Castlewood Baptist Church on Kiefer Creek Road, Oak Brook Elementary School on Big Bend Boulevard, and a Metro West Fire Protection District facility on New Ballwin Road. From parcel data, it is unclear what the larger institutional parcels in the western section include.

A few commercial uses exist at the intersection of Big Bend Boulevard and Sulphur Springs Road. The Missouri Wildlife Rescue Center along New Ballwin Road is categorized as 'Commercial' land use.

The area also includes St. Louis County's 46-acre Ohlendorf West Park. There is also the small approximately 13-acre Bright Fowler Park. Bright Fowler is undeveloped and is also part of the St. Louis County park system. The South Area also includes the approximately 138-acre Oak Ridge Landfill owned by Veolia Environmental Services. The landfill closed in 2011. When it was in operation, the landfill primarily accepted municipal solid



waste although it was permitted to accept contaminated soils, asbestos and wastewater treatment sludge as well. It adjoins Castlewood Park on the west and residential uses on the east



**Existing Land Use by Area**

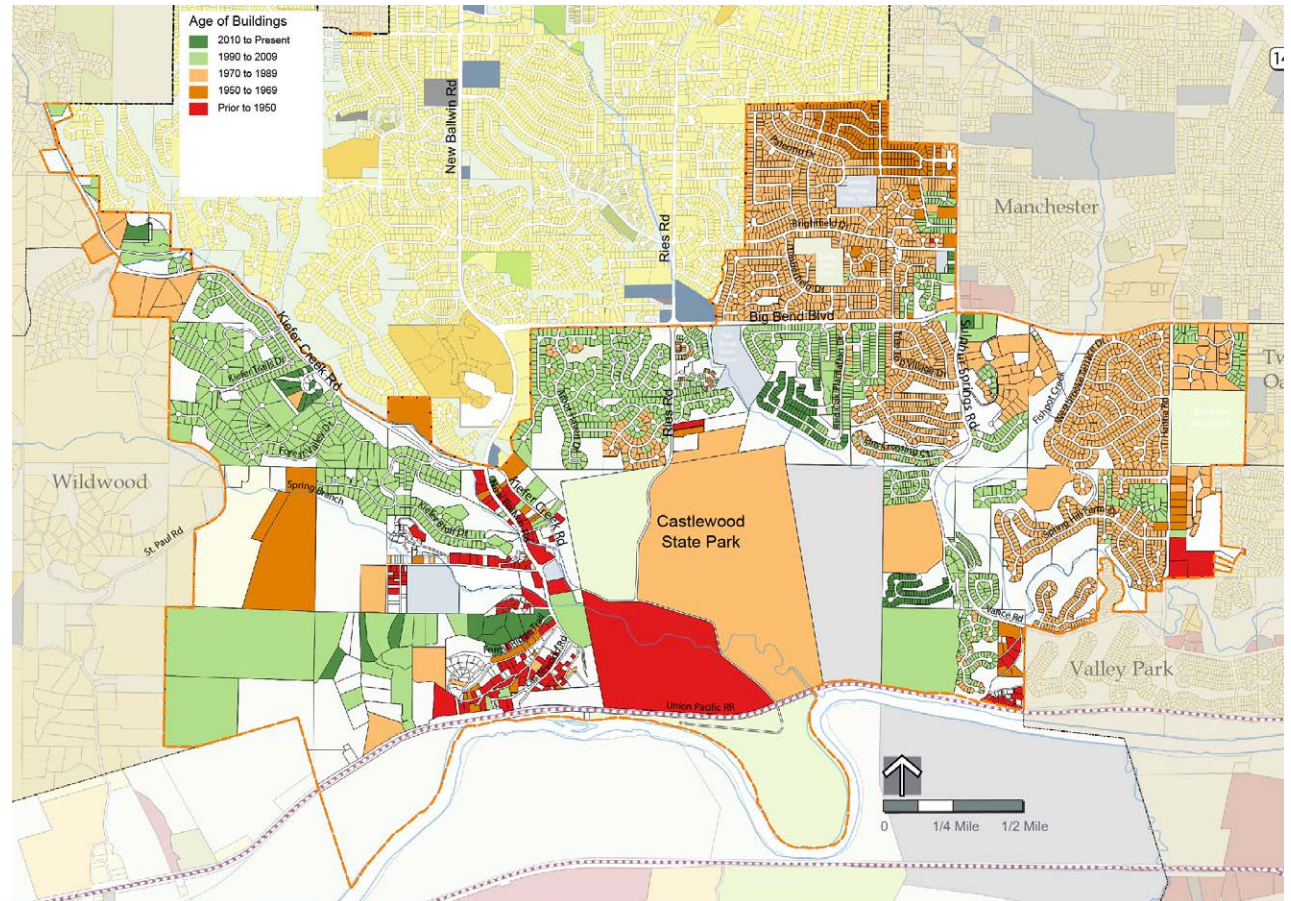


## South Evaluation: Existing Building Age

Age of buildings range from new residential development to buildings dating prior to 1950. The subdivisions off of Kiefer Creek Road were built primarily in the 1990's. Older residential, dating from prior to 1950, exist along New Ballwin Road and near Castlewood State Park. Subdivisions north of Big Bend Boulevard were built primarily in the 1970's, with some areas built in the mid to late 1960's.

Scattered residential, built along private roads, has been built in the western section of the evaluation area since 1990.

Some of the newest residential subdivisions are located near Castlewood State Park. Forest Circle Trail west of the park, Arbor Valley northeast of the park, and the Arbors at Meramec Bluffs were built in the last ten years. The subdivisions north of the park off on Ries Road were mostly built in the early 1990's.



**Existing Age of Buildings**

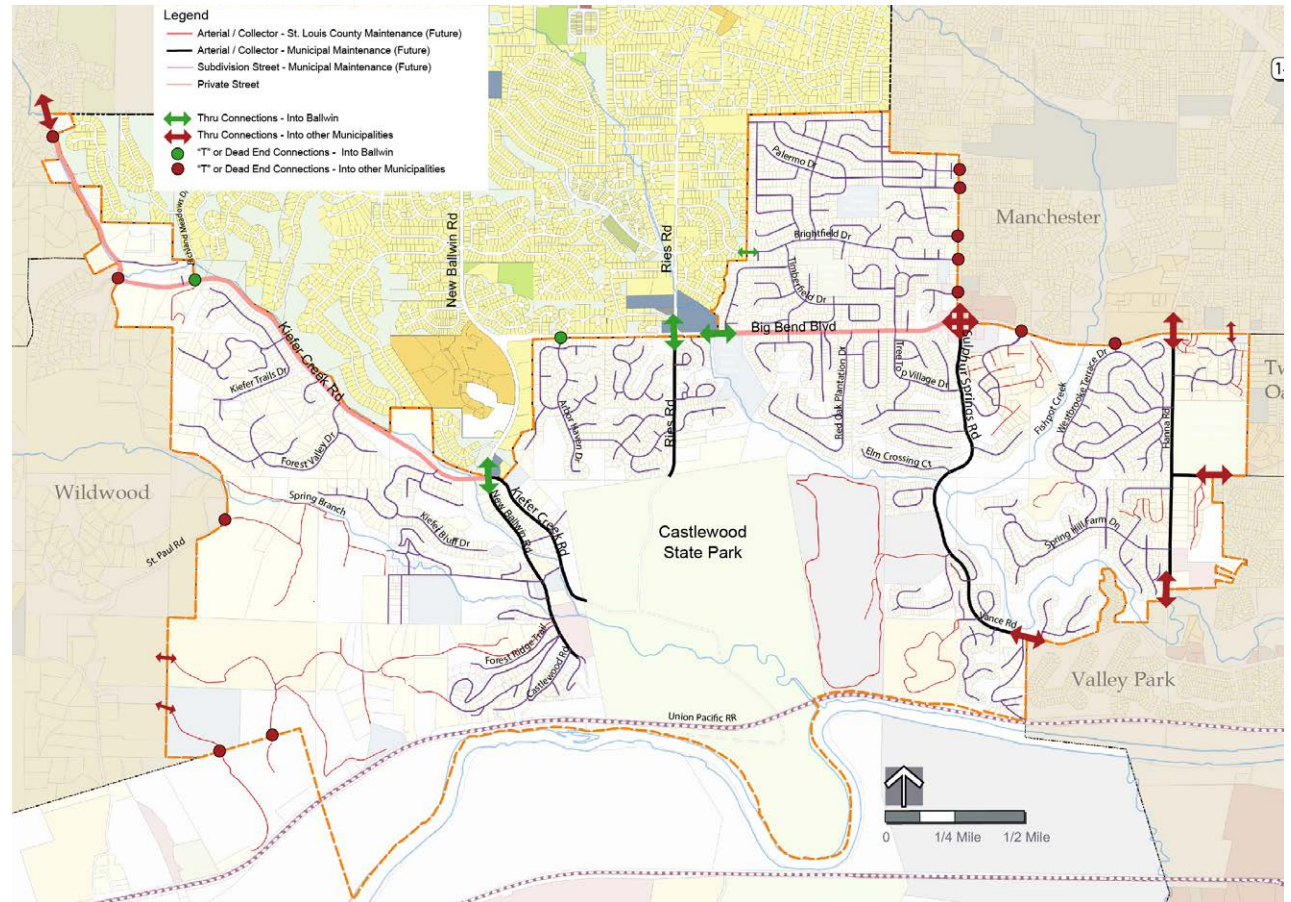
## South Evaluation: Existing Street Network

Kiefer Creek and steep slopes are major barriers for street connectivity in the western section of the evaluation area. Many of the western connections into the evaluation area are private roads that connect into St. Paul Road in Wildwood.

Although Ballwin has a long southern border with the evaluation area, there are limited connection points. From Ballwin, major connection points include New Ballwin Road that connects into Kiefer Creek Road, Ries Road, and Big Bend Boulevard. Minor connectivity includes a T-intersection at Richland Meadows Drive and Kiefer Creek Road, a T-intersection at Arbor Haven Drive, and subdivision connection with Brightfield Drive.

Fishpot Creek is an existing boundary for connectivity for the eastern section of the evaluation area. Ballwin has limited opportunity to connect to areas east of Fishpot Creek, even if areas west of Fishpot creek are annexed by the City of Ballwin. Areas east of Fishpot Creek can only be accessed with connections through the communities of Valley Park, Twin Oaks, or Manchester.

Connections to the south are limited by topography, Union Pacific Railroad, and the Meramec River.



**Existing Street Network**

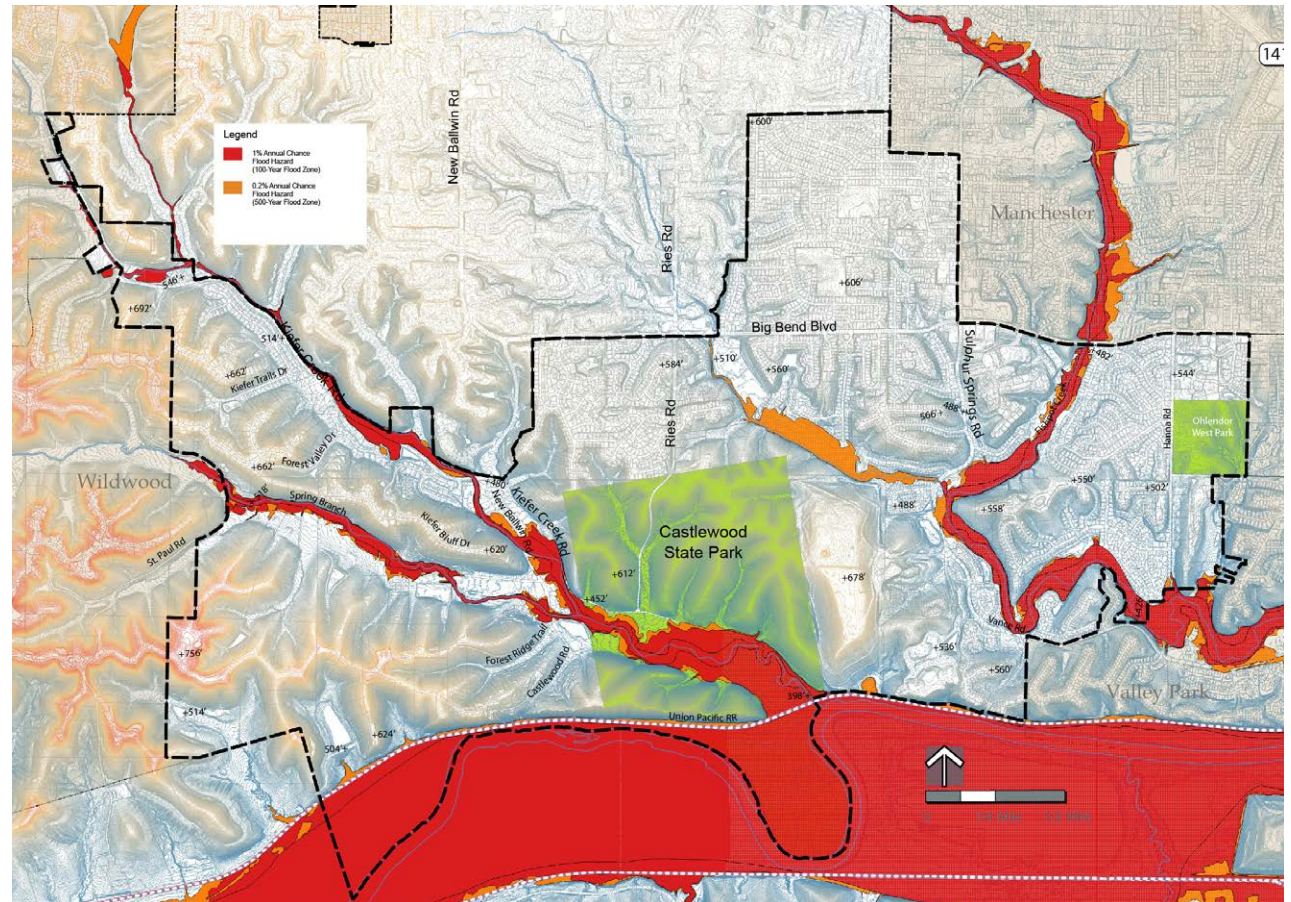
## South Evaluation: Topography and Flood Hazard Areas

Topography within the South evaluation area is steeper than the rest of Ballwin. The area is defined by four drainage corridors of Kiefer Creek, Spring Branch Creek, and the two branches of Fishpot Creek.

The highest point is close to the boundary of Wildwood with an elevation of approximately 756'. The height of the ridge lines to the adjacent creek valleys can range from 150'-200'.

Segments of 100-Year and 500-Year flood plain exist along Kiefer Creek, Spring Branch Creek, and Fishpot Creek.

While there are significant areas of undeveloped land within the evaluation area, the existing steep topography and flood plains are limiting factors for new development.



**Existing Topography and Flood Hazard Areas**

## Annexation - Cost Benefit Analysis

Annexation provides a city with the opportunity to enlarge its geographic footprint, increase its population, expand development opportunities and broaden its commercial/retail, employment, institutional and recreational offerings, all of which can help grow its tax base and make it a more desirable place to live. At the same time, additional residents, businesses and infrastructure also may require the expansion of city services with the resulting increase in municipal costs. Analyzing the quantitative and qualitative cost and benefits of a proposed annexation is an important step in helping to determine how each potential annexation fits within the broader context of the City's long-term fiscal picture.

Because the City of Ballwin is virtually fully built-out, much of its most recent growth is attributable to series of annexations from 1955 through 2003. Currently, the City covers 5,754 acres or 8.99 square miles. The City is presently contemplating the annexation of three distinct areas that border its east and southern boundaries. The areas represent the remaining unincorporated pockets of land along the City's borders and are part of the strategy for continued growth.

All of the annexation areas will include the addition of new residents, businesses, institutions and infrastructure, creating both fiscal and qualitative costs and benefits for the City of Ballwin. An annexation may have a positive or negative fiscal impact upon a city. In addition, there may be qualitative benefits or costs which take on an important role in the analysis. Thus, for example, significant

vacant acreage in a proposed annexation area may not generate any meaningful immediate fiscal costs or benefits for a municipality but may be prime developable land that meets a municipality's goals for residential and/or commercial growth.

To assist Ballwin City officials, staff and residents in evaluating the three proposed annexation scenarios, this section considers and details the potential annual municipal fiscal impact of each proposed annexation area. The table on this page summarizes key aspects of the proposed annexation areas along with estimated total municipal costs (additional expenditures to provide municipal services to the new residents) and revenues that each annexation area is expected to generate through additional taxes and other municipal fees.

Based on our analysis, all three options provide different opportunities for the City and in no instance did costs associated with the

annexation of any area exceed the revenues generated. This analysis is based on general, publicly available information and financial data provided by the City. It is important to note that both population and acreage of the proposed annexation areas are based on estimated geographic boundaries that do not align precisely with census tract information. As a result, population and acreage are estimates. If the City elects to pursue annexation of any of the areas proposed, a more thorough evaluation of the existing conditions within the targeted area along with an assessment of staff capacity and potential capital costs would be warranted.

Annexation Area	Total Population	Total Area	Estimated Total Costs	Estimated Total Revenues
Northeast Area*	3,991	757 acres	\$2M	\$2.64M
Kiefer Creek Area*	1,481	1,438 acres	\$.741M	\$.972M
South Area*	13,610	3,705 acres	\$6.82M	\$8.65M
Ballwin	30,404	5,754 acres		

\* Estimated population & acreage

### Summary of Potential Annexation Areas - Future Costs and Revenues

## Annexation - Cost Benefit Analysis: Assumptions

Key assumptions and a more detailed analysis of the estimated costs and revenues from each area along with qualitative considerations are discussed below.

The fiscal impact analysis draws on the expenditure and revenue categories detailed in Ballwin's proposed 2018 annual budget. In order to evaluate impact, per capita estimates were developed using Ballwin's population during the 2010 census (30,404), which is the basis for St. Louis County's distribution of tax revenues. Per capita expenditures were based on an average of the City's actual 2016 and 2017 budgets. Where appropriate, per capita revenues were estimated based on actual revenues received by Ballwin from St. Louis County in the last two years (November 2016-November 2018). Notably, some minor (P.O.S.T funds) or unique (project or program specific grants) sources of funding were not included in the per capita revenue estimates.

For purposes of the impact analysis, per capita expenditures were developed for the Police Department, Public Works and Parks and Recreation budget categories. A per capita cost was not developed for Administration expenditures as they are primarily staffing costs that are unlikely to be affected by growth in the City's geography or population, e.g. the City will not add a new City Clerk as a result of future annexation. That being said, depending upon existing capacity and workload, it is possible that annexation may impact costs related to inspections and inspection staffing that are part

of the City's budget for Administration.

As with certain expenditures, select fees or taxes did not lend themselves to per capita estimates. Thus, the revenue calculation for the lateral sewer fees is based on a flat fee per residential unit, and the business license fee revenues were based on a per square foot assessment of the commercial operation. Notably, business license fees for retail operations were not included. Retail operations are assessed based on the gross receipts from each business: the gross receipts for individual businesses are not made public. Additionally, the St. Louis County road and bridge tax is derived from the levy of \$.105 per \$100 of assessed value of personal property plus \$.103 per \$100 assessed value of residential and commercial real property within a jurisdiction. Ballwin's per capita estimate was used to calculate personal property revenues anticipated from each annexation area plus the actual total assessed real property land value for that area.

Increasing the City's footprint may result in the need for additional staffing to deliver municipal services. While there are economies of scale – for example, increasing the City's population will not require the addition of a second City Administrator, demand for positions in public works, for example, is in part a function of growth in the amount of City roads. Notably, Ballwin's total FTE headcount has shown a downward trend or remained flat since 2014 with the largest number of staff employed by the police department followed by public

works. Based on its 2018 budget, the City employs approximately 4.3 staff per 1,000 residents. It is not anticipated that an increase in population would result in a corresponding increase in staff, i.e., 4.3 new FTEs for each additional 1,000 residents. While an in-depth analysis of current staffing loads and capacities would be required to determine more precisely the impact on City headcount, costs for new staff should be reflected as a function of estimated per capita expenditures. In addition to salaries and benefits, the addition of new employees would have an impact on facility space, equipment and personnel related cost/operations that should be considered and may not be fully captured in a per capita estimate.

It should be noted that roadways within the proposed annexation areas that are part of the St. Louis County street system would likely remain the County's responsibility. Local and subdivision streets would, however, become the responsibility of the City.

## Cost Benefit Analysis: Northeast Area

While the smallest in total acreage, the Northeast Area is highly and densely developed when compared to the Kiefer Creek and South areas, although overall it is less densely populated than Ballwin itself (5.3 persons/per acre). A breakdown of anticipated costs and revenues associated with annexing the Northeast Area is shown on this page. It is important to note that because the business license fees for the area's retail outlets could not be calculated, revenues for this area are understated. It is possible that larger retailers, like Menard's, would generate revenue similar to Lowe's.

The age and type of development in the Northeast Area is similar to that found within the City, so it is likely that similar levels of municipal maintenance and service should be anticipated. Of the three proposed annexation areas, the Northeast Area is also the only one with any meaningful commercial development. With essentially no undeveloped land, additional growth would result from redevelopment, and the City is likely to experience the same opportunities and challenges with the Northeast Area's commercial area as it does with its existing Manchester corridor. Direct access from Ballwin into the Northeast Area would be through existing subdivisions along 141, which may complicate police response times.

Northeast Expenditures				
Budget Category	Percent of City Budget	Per Capita	Population	Total
Public Works	23%	\$ 164.00	3991	\$ 654,524.00
Police	29%	\$ 183.00		\$ 730,353.00
Parks & Recreation	21%	\$ 154.00		\$ 614,614.00
			<b>Total</b>	<b>\$ 1,999,491.00</b>

Northeast Revenues			
Tax or Fee	Per Capita	Population	Total
Capital Improvement	\$ 89.00	3991	\$ 355,199.00
Sales Tax Pool	\$ 86.00		\$ 343,226.00
Parks	\$ 104.00		\$ 415,064.00
Public Safety	\$ 52.00		\$ 207,532.00
Internet, Cable Franchise	\$ 15.00		\$ 59,865.00
Motor Vehicle Taxes & Fees	\$ 39.00		\$ 155,649.00
Cigarette	\$ 5.00		\$ 19,955.00
Public Utility Licenses	\$ 108.00		\$ 431,028.00
Municipal Court Fines	\$ 16.00		\$ 63,856.00
Community Programs	\$ 100.00		\$ 399,100.00
		<b>Subtotal</b>	\$ 2,450,474.00
Lateral Sewer	Per Residential Unit	Units	Total
	\$ 28.00	1561	\$ 43,708.00
County Road & Bridge Tax			Total
			\$ 112,005.00
Business Licenses	Per Square Foot Value	Estimated Square Feet	Total
	\$ 0.10	356,307	\$ 35,630.00
		<b>Total Revenues</b>	<b>\$ 2,641,817.00</b>

## Cost Benefit Analysis: Kiefer Creek Area

With the smallest population and most significant acreage of undeveloped (non-park) land, the Kiefer Creek Area will have the least immediate fiscal impact on the City of Ballwin should it be annexed. Anticipated costs and revenues associated with annexing the Kiefer Creek Area are shown on this page.

As the most recently developed area, maintenance and repairs of existing residential streets and sidewalks are less likely in the near term. As a result, the City may experience lower levels of expenditures for this area than the more mature annexation areas. Future growth in terms of both residential and commercial development is possible but is likely to be complicated by the significant changes in elevation that characterize the area, potential underlying geology issues along with the impact of flood plains on developable land. Similarly, municipal infrastructure – roads and sidewalks – may also be challenging and costly to construct.

New Ballwin Road, an arterial/collector road, provides direct access to the Kiefer Creek Area from Ballwin, which would allow for ease of access for police. Additionally, annexation of this area would provide further connection of the municipality and its identity with Castlewood State Park.

Kiefer Creek Expenditures				
Budget Category	Percent of City Budget	Per Capita	Population	Total
Public Works	23%	\$ 164.00	1481	\$ 242,884.00
Police	29%	\$ 183.00		\$ 271,023.00
Parks & Recreation	21%	\$ 154.00		\$ 228,074.00
			<b>Total</b>	<b>\$ 741,981.00</b>

Kiefer Creek Revenues				
Tax or Fee	Per Capita	Population	Total	
Capital Improvement	\$ 89.00	1481	\$	131,809.00
Sales Tax Pool	\$ 86.00		\$	127,366.00
Parks	\$ 104.00		\$	154,024.00
Public Safety	\$ 52.00		\$	77,012.00
Internet, Cable Franchise	\$ 15.00		\$	22,215.00
Motor Vehicle Taxes & Fees	\$ 39.00		\$	57,759.00
Cigarette	\$ 5.00		\$	7,405.00
Public Utility Licenses	\$ 108.00		\$	159,948.00
Municipal Court Fines	\$ 16.00		\$	23,696.00
Community Programs	\$ 100.00		\$	148,100.00
		<b>Subtotal</b>	\$	909,334.00
Lateral Sewer	Per Residential Unit	Units	Total	
	\$ 28.00	612	\$	17,136.00
County Road & Bridge Tax				Total
			\$	44,876.00
Business Licenses	Per Square Foot Value	Estimated Square Feet	Total	
	\$ 0.10	7,167	\$	716.00
		<b>Total Revenues</b>	\$	<b>972,062.00</b>

## Cost Benefit Analysis: South Area

The South Area, which incorporates the Kiefer Creek Area, is by far the largest proposed annexation area in terms of both population and land area. A breakdown of anticipated costs and revenues associated with annexing the South Area is shown on this page.

While the Kiefer Creek portion is more recently developed, the balance of the South Area has more significant areas of development – primarily residential development – that is more mature and similar to Ballwin’s existing development. There is limited commercial development, primarily at Big Bend and Sulphur Springs Road, and opportunities for new office or retail development are not significant. As with the Kiefer Creek Area, much of the undeveloped land in the South Area is along the creek system and would be complicated or even prohibited as a result of potential flood plain impacts. Direct access to the area from Ballwin for purposes of police protection include Ries and New Ballwin Roads along with Big Bend Boulevard that allows for access to the southern-most portion of the area along Sulphur Spring Road.

Annexation of the South Area would include incorporating a portion of Castlewood State Park into the City’s boundaries providing additional access to this outstanding amenity via Ries and New Ballwin Roads and further connecting the municipality and its identity with the park. In addition to Castlewood, the South Area also includes two County parks. While the County is likely to retain responsibility for Ohlendorf West, it is quite possible that the County would seek to transfer Bright

Fowler Park to Ballwin. As an undeveloped greenspace, it is unlikely that Bright Fowler would have any significant impact on Ballwin’s expenditures as it is but could increase capital and operating costs should the City install any improvements. If Ballwin were to annex the South Area, the City would add the closed 138-acre Veolia landfill. The landfill is privately owned and maintained and no health or safety

concerns associated with the property were disclosed through on-line research. That being said, the landfill was operated for nearly 40 years and it is always possible that issues may arise that will affect the surrounding community creating conflict that may impact the City even if it is not directly responsible for addressing any issues.

South Area Expenditures				
Budget Category	Percent of City Budget	Per Capita	Population	Total
Public Works	23%	\$ 164.00	13610	\$ 2,232,040.00
Police	29%	\$ 183.00		\$ 2,490,630.00
Parks & Recreation	21%	\$ 154.00		\$ 2,095,940.00
			<b>Total</b>	<b>\$ 6,818,610.00</b>

South Area Revenues				
Tax or Fee	Per Capita	Population	Total	
Capital Improvement	\$ 89.00	13610	\$	1,211,290.00
Sales Tax Pool	\$ 86.00		\$	1,170,460.00
Parks	\$ 104.00		\$	1,415,440.00
Public Safety	\$ 52.00		\$	707,720.00
Internet, Cable Franchise	\$ 15.00		\$	204,150.00
Motor Vehicle Taxes & Fees	\$ 39.00		\$	530,790.00
Cigarette	\$ 5.00		\$	68,050.00
Public Utility Licenses	\$ 108.00		\$	1,469,880.00
Municipal Court Fines	\$ 16.00		\$	217,760.00
Community Programs	\$ 100.00		\$	1,361,000.00
		<b>Subtotal</b>	\$	8,356,540.00
Lateral Sewer	Per Residential Unit	Units	Total	
	\$ 28.00	5290	\$	148,120.00
County Road & Bridge Tax			Total	
			\$	290,193.00
Business Licenses	Per Square Foot Value	Estimated Square Feet	Total	
	\$ 0.10	19,447	\$	1,944.00
		<b>Total Revenues</b>	\$	<b>8,648,677.00</b>





# Implementation

# IMPLEMENTATION OVERVIEW

This Chapter outlines strategies and actions for implementation. The first part of this Chapter provides the overall framework for implementation. The second part of this Chapter provides detailed actions for implementation.

The comprehensive plan is a strategic document. A comprehensive plan is not a zoning ordinance, subdivision regulation, a budget, a capital improvement program or other regulatory document. It is meant to be the basis for the preparation of those documents. It lays out a vision for the future growth and development of the community, and what the community will be like in the future. At the vision and policy level, it will serve as a guide for community decision making. It addresses both where the City will grow and how the City will grow.

## **City Budget**

The annual operating budget is the guideline for municipal spending over the coming fiscal year. The Plan shall be considered during preparation of the annual budget to advance the Plan principles and goals.

## **The Capital Improvement Program (CIP)**

The CIP is a five year budget, updated annually, for prioritizing capital projects in the City. The Plan shall be a guide in prioritizing the capital improvement budget.

## **Development Decisions**

The Planning and Zoning Commission and Board of Aldermen shall use the Plan in guiding land use and zoning decisions. All land use and development proposals will be evaluated in terms of compliance with the Plan.

## **Updates to Regulatory Documents**

City departments shall use the Plan in updating regulatory documents such as the zoning code, subdivision regulations, and other development regulations.

## **Identification of Detailed Planning**

The Plan provides strategic direction for many topics related to the City's growth and future. However, additional detailed planning will be required for many elements including transportation, parks, and enhancements.

At times the plan will need to be amended or updated. The Planning and Zoning Commission shall approve all amendments and updates to the Plan.

Proposed amendments and updates to the Plan shall take into account conditions that have changed since the original adoption of the Plan.

The Planning and Zoning Commission shall regularly review the progress of the Plan. Reviews shall include annual monitoring of the Plan, an in-depth review every five years, and a full update every ten to fifteen years.

# DETAILED ACTION PLAN - EXPLANATION

Individual components of the Action Plan are described on this page. The Action Plan should be reviewed and updated on an annual basis or as needed to ensure it remains current.

## **Responsibility**

Identifies primary responsibility for the action. Also identifies additional partners such as other City departments, community organizations, non-profits, agencies, and other groups that will need to participate to successfully complete the action.

## **Priority**

While every proposed Plan action is important, not everything can be done at once. A hierarchy of actions better allows the City and partners to focus on priorities. Priorities are rated on a scale of 1 - 3, with 1 being the highest priority. The Plan strives to keep the number of highest priority items to around ten to better focus attention on the top priorities.

Plan priorities shall be re-evaluated on an annual basis or as actions are implemented.

## **Action Timeframe**

Short-term (1-3 years)  
Intermediate (3-5 years)  
Long-term (longer than five years)  
Ongoing (ongoing implementation)

It is important to note that while most initial plan actions fall within the short-term or intermediate timeframes, this is because many early implementation actions are policy, planning, or regulatory items that set the framework for long-term implementation.

## **Type of Action**

### ***Capital Project***

Actions related to construction or infrastructure. Will generally be part of the City's capital improvement program. Also includes proposed planning projects necessary to better identify a recommended solution prior to final design and construction.

### ***Regulatory***

Actions to regulatory documents such as zoning, subdivision requirements, or other ordinances.

### ***Policy***

Actions related to City programs, strategies, or policies.

### ***Education / Advocacy***

Programs or initiatives that lead to change through voluntary actions. Often led by organizations, non-profits, and outside agencies in support of City objectives.

### ***Partnering***

Actions that primarily require partnering.

## Detailed Action Plan - Top Priorities

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Require additional guidelines, including residential FAR, for residential infill development.	Strong Neighborhoods	1.1A		<b>1</b>	short-term	Regulatory	City - Planning & Development	
Encourage mixed-use, with residential, as commercial areas redevelop.	Strong Neighborhoods	1.2A	3.1A	<b>1</b>	long-term	Policy, Regulatory	City - Planning & Development	
Institute access management guidelines.	Modern Transportation Network	2.1A	2.1B	<b>1</b>	short-term	Policy, Regulatory	City - Planning & Development	City - Public Works; St. Louis County; MoDoT
Adopt a long-term parallel street plan and coordinate with property owners to achieve.	Modern Transportation Network	2.2A	2.2B	<b>1</b>	on-going	Capital Project, Partnering	City - Planning & Development	City - Public Works; MoDOT; Property Owners; Developers
Connect existing sidewalks links in priority locations.	Modern Transportation Network	2.3A		<b>1</b>	short-term	Capital Project	City - Public Works	City - Planning & Development; Property Owners
Widen a sidewalk on select streets to create pedways.	Modern Transportation Network	2.4A	2.4C, 2.4D 2.4C, 2.5D	<b>1</b>	intermediate	Capital Project, Partnering	City - Planning & Development	City - Public Works; St. Louis County; MoDoT
Coordinate with MoDOT to strengthen pedestrian treatments on Manchester Road.	Modern Transportation Network	2.5A		<b>1</b>	short-term	Capital Project, Partnering	City - Public Works	MoDOT
Enhance pedestrian treatments at signalized intersections.	Modern Transportation Network	2.6A		<b>1</b>	short-term	Capital Project	City - Public Works	St. Louis County Department of Transportation
Support mixed-use development on Manchester Road.	A Resilient Local Economy	3.1A		<b>1</b>	on-going	Education / Advocacy, Regulatory, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Encourage retail outlets adapted to contemporary trends for Manchester commercial corridor.	A Resilient Local Economy	3.1B		<b>1</b>	on-going	Advocacy, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Update zoning code to encourage mixed-use development, place-making, and the goals of the plan.	A Resilient Local Economy	3.1C		<b>1</b>	short-term	Regulatory	City - Planning & Development	
Promote mixed-use neighborhood community development.	A Resilient Local Economy	3.2A		<b>1</b>	intermediate/long term	Education / Advocacy, Regulatory, Partnering	City - Planning & Development	Real estate developers & brokers and property owners

## Detailed Action Plan - Top Priorities

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Encourage mixed-use development along commercial corridors that can help distinguish Ballwin with a unique sense of place.	A Strong Sense of Place	4.1A	3.1A	<b>1</b>		Education / Advocacy, Regulatory, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Update zoning code to ensure place-making as redevelopment occurs.	A Strong Sense of Place	4.1B	3.1C	<b>1</b>	short-term	Regulatory	City - Planning & Development	
Invest in The Pointe and North Pointe to ensure they remain leading recreation facilities.	Leader in Active Recreation and Healthy Living	5.2A		<b>1</b>	on-going	Capital Project, Policy	City - Parks and Recreation	
Utilize possible annexation to position Ballwin as a leading City in St. Louis County.	A Distinctive Image for Ballwin	6.3A		<b>1</b>	short-term	Policy	City - Administration	City - Planning & Development

## Detailed Action Plan - All Plan Goals

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Require additional guidelines, including residential FAR, for residential infill development.	Strong Neighborhoods	1.1A		1	short-term	Regulatory	City - Planning & Development	
Encourage mixed-use, with residential, as commercial areas redevelop.	Strong Neighborhoods	1.2A	3.1A	1	long-term	Policy, Regulatory	City - Planning & Development	
Encourage senior housing and universal design.	Strong Neighborhoods	1.2B		2	on-going	Policy	City - Planning & Development	
Evaluate inclusionary zoning as the City updates its zoning code.	Strong Neighborhoods	1.2C		2	short-term	Policy, Regulatory	City - Planning & Development	
Evaluate accessory dwelling units as an option for increasing affordable housing opportunities.	Strong Neighborhoods	1.2D		2	short-term	Policy, Regulatory	City - Planning & Development	
Be pro-active in educating homeowners on maintenance, upkeep, and code requirements.	Strong Neighborhoods	1.3A		2	on-going	Education / Advocacy	City - Planning & Development	
Track code enforcement to identify neighborhoods that may show signs of decline.	Strong Neighborhoods	1.3B		2	on-going	Policy	City - Planning & Development	
Continue occupancy inspection requirements that all occupied building, before they can be sold or occupied by a new resident, tenant or business, must be inspected by the City.	Strong Neighborhoods	1.3C		3	on-going	Policy	City - Planning & Development	
Support short-term rentals in accordance with obtaining permits with the procedures and requirements for issuance of occupancy permits.	Strong Neighborhoods	1.3D		3	on-going	Policy	City - Planning & Development	
Institute access management guidelines.	Modern Transportation Network	2.1A	2.1B	1	short-term	Policy, Regulatory	City - Planning & Development	City - Public Works; St. Louis County; MoDoT
Provide incentives to existing property owners to achieve access management goals.	Modern Transportation Network	2.1B	2.1A	2	on-going	Partnering	City - Planning & Development	City - Public Works; Property Owners; Developers
Reduce parking requirements & include shared parking credits.	Modern Transportation Network	2.1C		2	short-term	Policy, Regulatory	City - Planning & Development	

## Detailed Action Plan - All Plan Goals

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Adopt a long-term parallel street plan and coordinate with property owners to achieve.	Modern Transportation Network	2.2A	2.2B	1	on-going	Capital Project, Partnering	City - Planning & Development	City - Public Works; MoDOT; Property Owners; Developers
As parallel streets are added, consider additional medians along Manchester Road.	Modern Transportation Network	2.2B	2.1A	3	long-term	Capital Project, Partnering		City - Public Works; MoDOT
Connect existing sidewalks links in priority locations.	Modern Transportation Network	2.3A		1	short-term	Capital Project	City - Public Works	City - Planning & Development; Property Owners
Install sidewalks in neighborhoods with little existing coverage.	Modern Transportation Network	2.3B		2	intermediate	Capital Project	City - Public Works	City - Planning & Development; Property Owners
Add supplementary sidewalks to key network links or where significant demand exists.	Modern Transportation Network	2.3C		3	intermediate	Capital Project	City - Public Works	City - Planning & Development; Property Owners
Maintain and enhance sidewalk system as redevelopment occurs.	Modern Transportation Network	2.3D		2	on-going	Policy, Regulatory, Capital Project, Partnering	City - Planning & Development	City - Public Works; St. Louis County; MoDOT; Developers; Property Owners
Widen a sidewalk on select streets to create pedways.	Modern Transportation Network	2.4A	2.4C, 2.4D 2.4C, 2.5D	1	intermediate	Capital Project, Partnering	City - Planning & Development	City - Public Works; St. Louis County; MoDOT
Identify preferred on-street bicycle routes.	Modern Transportation Network	2.4B	2.C	2	short-term	Capital Project	City - Planning & Development	City - Public Works
Publish a Ballwin Bike Network Map.	Modern Transportation Network	2.4C	2.4B	2	short-term	Education / Advocacy	City - Planning & Development	
Incorporate bike parking into existing and proposed developments.	Modern Transportation Network	2.4D		2	on-going	Policy, Regulatory, Capital Project, Partnering	City - Planning & Development	City - Public Works; Developers; Property Owners
Develop a greenway along Fishpot Creek as commercial areas redevelop.		2.4E		3	long-term	Capital Project	City - Planning & Development	City - Public Works; Developers; Property Owners
Coordinate with MoDOT to strengthen pedestrian treatments on Manchester Road.	Modern Transportation Network	2.5A		1	short-term	Capital Project, Partnering	City - Public Works	MoDOT
Conduct a feasibility study to evaluate the potential for a grade separated crossing near Vlasik Park.	Modern Transportation Network	2.5B		2	short-term	Capital Project	City - Public Works	MoDOT, City Planning & Development

## Detailed Action Plan - All Plan Goals

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Enhance pedestrian treatments at signalized intersections.	Modern Transportation Network	2.6A		<b>1</b>	short-term	Capital Project	City - Public Works	St. Louis County Department of Transportation
Realign north-south roads to create signalized intersections.	Modern Transportation Network	2.6B		<b>2</b>	long-term	Capital Project, Partnering	City - Planning & Development	City - Public Works; MoDOT; Property Owners; Developers
Consider relocating signals, with redevelopment, to achieve better north-south connections.	Modern Transportation Network	2.6C		<b>2</b>	on-going	Capital Project, Partnering	City - Public Works	MoDOT
Evaluate the need for pedestrian signals at Clayton Road at Country Club Drive.	Modern Transportation Network	2.6D		<b>3</b>	short-term	Capital Project, Partnering	City - Public Works	St. Louis County Department of Transportation
Improved mid-block crossings.	Modern Transportation Network	2.6E		<b>3</b>	short-term	Capital Project	City - Public Works	
Evaluate Geometric Improvements at Claymont Road and Baxter Road	Modern Transportation Network	2.6F		<b>3</b>	intermediate	Capital Project	City - Public Works	
Coordinate adding improvements to existing bus stops on Manchester, Clayton, and Big Bend Roads.	Modern Transportation Network	2.7A		<b>3</b>	on-going	Capital Project, Partnering, Education / Advocacy	City - Planning & Development	City - Public Works; Metro; MoDOT; St. Louis County; Property Owners
Incorporate transit stops into redevelopment proposals.	Modern Transportation Network	2.7B		<b>3</b>	on-going	Partnering	City - Planning & Development	City - Public Works; Metro; Developers
Support mixed-use development on Manchester Road.	A Resilient Local Economy	3.1A		<b>1</b>	on-going	Education / Advocacy, Regulatory, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Encourage retail outlets adapted to contemporary trends for Manchester commercial corridor.	A Resilient Local Economy	3.1B		<b>1</b>	on-going	Advocacy, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Update zoning code to encourage mixed-use development, place-making, and the goals of the plan.	A Resilient Local Economy	3.1C		<b>1</b>	short-term	Regulatory	City - Planning & Development	
Promote mixed-use neighborhood community development.	A Resilient Local Economy	3.2A		<b>1</b>	intermediate/long term	Education / Advocacy, Regulatory, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Support & increase commercial options for entrepreneurs.	A Resilient Local Economy	3.2B		<b>2</b>	on-going	Education / Advocacy, Policy, Partnering	City - Planning & Development	Real estate developers & brokers and property owners



## Detailed Action Plan - All Plan Goals

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Generate additional revenues from recreational facilities.	A Resilient Local Economy	3.3A		2	short-term/on-going	Education / Advocacy, Partnering	City - Parks & Recreation	
Evaluate implementation of use, real and & personal property & local economic development taxes.	A Resilient Local Economy	3.3B		2	on-going	Policy, Education / Advocacy	City - Mayor, Board of Alderman & Administration	
Continue to enhance support for local, small and home-based businesses.	A Resilient Local Economy	3.4A		2	short-term/on-going	Policy, Partnering	City - Planning & Development	Small business development organizations
Promote diversity of commercial offerings.	A Resilient Local Economy	3.4B		2	on-going/long-term	Education / Advocacy, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Encourage mixed-use development along commercial corridors that can help distinguish Ballwin with a unique sense of place.	A Strong Sense of Place	4.1A	3.1A	1		Education / Advocacy, Regulatory, Partnering	City - Planning & Development	Real estate developers & brokers and property owners
Update zoning code to ensure place-making as redevelopment occurs.	A Strong Sense of Place	4.1B	3.1C	1	short-term	Regulatory	City - Planning & Development	
Evaluate with Ameren the feasibility of buried electric lines along Manchester Road.	A Strong Sense of Place	4.1C		2	long-term	Capital Project	City - Public Works	Ameren, MoDOT
Transform the former city hall site to serve as a gateway to Vlasik Park and as the center of Ballwin.	A Strong Sense of Place	4.2A		2	intermediate	Capital Project	City - Parks & Recreation	
Focus community entries and streetscape enhancements within Ballwin Town Center.	A Strong Sense of Place	4.3A		2	on-going	Regulatory, Education / Advocacy, Regulatory, Partnering	City - Planning & Development	All City Departments, MoDOT
Encourage the next generation of tree plantings on residential parcels.	A Strong Sense of Place	4.4A		3	intermediate	Education / Advocacy	City - Public Works	Homeowners
Develop a proactive management regime for public trees.	A Strong Sense of Place	4.4B		2	intermediate	Capital Project	City - Public Works	
Ensure landscape standards meet or exceed best practices by other neighboring communities, especially the use of native plants.	A Strong Sense of Place	4.4C		2	short-term	Regulatory	City - Planning & Development	
Enhance viability of canopy trees in commercial settings.	A Strong Sense of Place	4.4D		3	intermediate	Regulatory, Education / Advocacy	City - Planning & Development	Developers and property owners

## Detailed Action Plan - All Plan Goals

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Develop a tree preservation ordinance for oaks and other significant tree species.	A Strong Sense of Place	4.4E		2	intermediate	Regulatory	Tree Board	City - Planning & Development
Increase biodiversity of subdivision common areas.	A Strong Sense of Place	4.4F		3	long-term	Education / Advocacy	Homeowner Associations	City - Public Works
Support the school districts and homeowner associations to have resident access to open space.	Leader in Active Recreation and Healthy Living	5.1A		2	on-going	Policy	School Districts, Homeowner Associations	
Provide additional neighborhood scale parks.	Leader in Active Recreation and Healthy Living	5.1B		2	long-term	Capital Project	City - Parks and Recreation	
Invest in The Pointe and North Pointe to ensure they remain leading recreation facilities.	Leader in Active Recreation and Healthy Living	5.2A		1	on-going	Capital Project, Policy	City - Parks and Recreation	
Follow recommendations of the Parks and Recreation Master Plan for facilities and programs.	Leader in Active Recreation and Healthy Living	5.3A		2	on-going	Capital Project	City - Parks and Recreation	
City branded Castlewood signage at key locations.	Leader in Active Recreation and Healthy Living	5.4A		3	intermediate	Capital Project	City - Public Works	
Consider new tagline and related marketing for the City.	Leader in Active Recreation and Healthy Living	5.4B	6.1A	2	intermediate	Education / Advocacy	City - Administration	
Install regional St. Louis visitor signage at 141/Manchester Road and 141/Big Bend Boulevard.	Leader in Active Recreation and Healthy Living	5.4C		3	intermediate	Capital Project	City - Administration	Explore St. Louis, MoDOT
Form a committee to develop branding recommendations for the City.	A Distinctive Image for Ballwin	6.1A	5.4B	2	intermediate	Education / Advocacy	City - Administration	
Establish community messaging and marketing.	A Distinctive Image for Ballwin	6.2A		2	intermediate	Education / Advocacy	City - Administration	
Targeted business recruitment.	A Distinctive Image for Ballwin	6.2B		2	on-going	Policy	City - Planning & Development	
Welcoming to the community reception and events.	A Distinctive Image for Ballwin	6.2C		2	on-going	Policy	City - Administration	

## Detailed Action Plan - All Plan Goals

Action	Plan Principle	Plan Goal	Reference to other Goals	Priority	Timeframe (short-term, intermediate, long-term, on-going)	Type (Policy, Education/Advocacy, Capital Project, Regulatory, Partnering)	Primary Responsibility	Additional Partners
Multi-cultural festival.	A Distinctive Image for Ballwin	6.2D		2	on-going	Partnering	City - Administration	Nonprofit agencies, Ballwin Days
Establish diversity and inclusion advisory committee.	A Distinctive Image for Ballwin	6.2E		2	short-term		City - Administration	
Utilize possible annexation to position Ballwin as a leading City in St. Louis County.	A Distinctive Image for Ballwin	6.3A		1	short-term	Policy	City - Administration	City - Planning & Development
Continue excellent services provided by the police department and fire districts.	Outstanding Community Services	7.1A		2	on-going	Education / Advocacy	City - Administration	
Follow the recommendations of the City's Emergency Operations Plan.	Outstanding Community Services	7.2A		2	on-going	Policy, Partnering	City - Administration	All City Departments, Local and State Emergency Agencies
Publish annual map of upcoming capital projects.	Outstanding Community Services	7.3A		3	on-going	Education / Advocacy	City - Public Works	
Continually seek to improve City services.	Outstanding Community Services	7.4A		2	on-going	Policy	City - Public Works	
Regularly document and compare services by surrounding communities.	Outstanding Community Services	7.4B		3	on-going	Policy	City - Public Works	
Clarify city services compared to homeowner association responsibilities.	Outstanding Community Services	7.4C		3	short-term	Education / Advocacy	City - Public Works	City - Administration
Regular coordination with utilities and agencies on capital improvements and maintenance.	Outstanding Community Services	7.5A		2	on-going	Partnering	City - Public Works	

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# The Pointe at Ballwin Commons



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