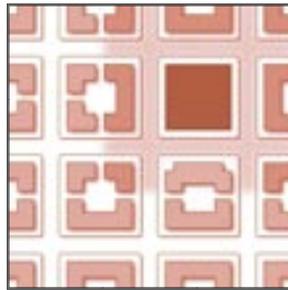


Central Business District (CBD) Land Use Plan: The Framework for a Downtown Creve Coeur



*The Framework Plan is the City's tool
to ensure redevelopment of the CBD
conforms to the vision established by the
2002 Comprehensive Plan.*

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1.0 Purpose

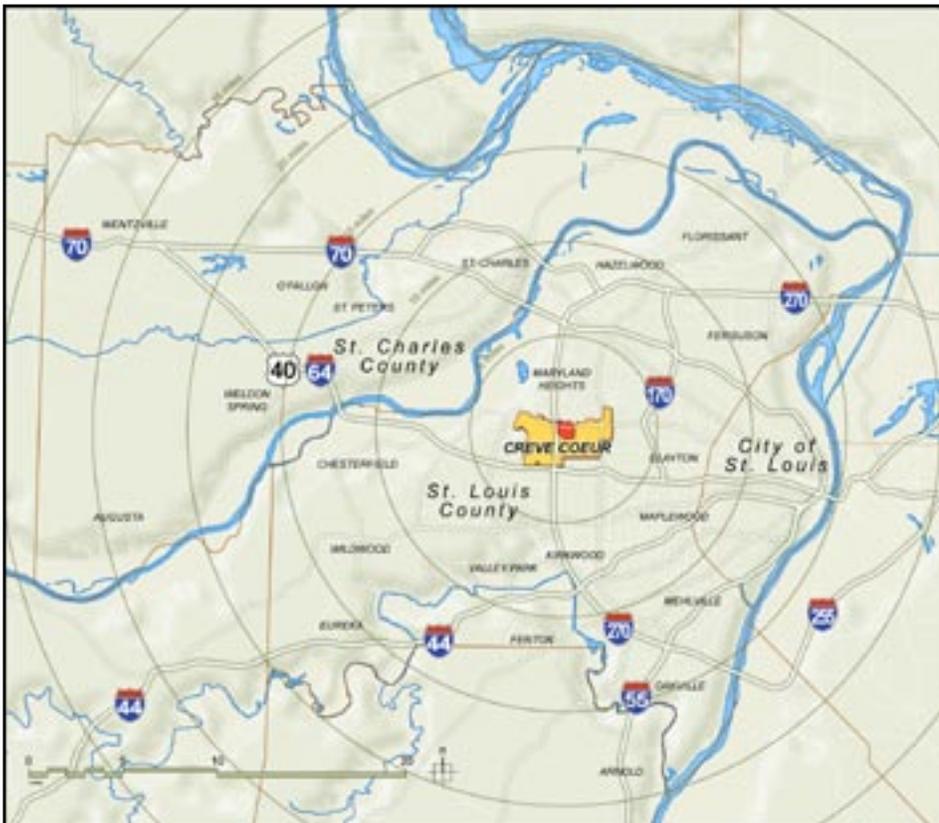
At the crossroads of Olive Boulevard and Interstate-270, the Central Business District of Creve Coeur, Missouri, is located in the heart of St. Louis County. It represents a great opportunity to establish a new image for the city in one of the most affluent, central and vibrant locations in the region.

In April 2002, the City of Creve Coeur adopted the Comprehensive Plan. Together, with the Pedestrian Plan and Design

Guidelines, these plans set a standard for protecting community assets and strengthening community character. Among the numerous recommendations made in the Comprehensive Plan are several for the Central Business District. Specifically, the Comprehensive Plan recommends the creation of a downtown (or town center) in the vicinity of the Olive-New Ballas intersection.

“Creve Coeur does not have a downtown. There is no focal point to the community, and it therefore lacks a critical element of community identity. Having a pedestrian-friendly area where businesses, residents, government uses, and parks, coincided in a mixed-use environment would be a source of pride and identity to Creve Coeur.”

— 2002 Creve Coeur Comprehensive Plan



Central Location. Creve Coeur is at the center of St. Louis County and easily accessible by I-270.

“Establish a city center, with high-rise, multiple-use buildings containing a mixture of commercial, office, and residential uses; service commercial establishments such as cinemas, restaurants and lounges; and a community center with a library and meeting rooms and a community open space complex... By providing a city center, Creve Coeur will develop a sense of identity as well as establish a sound fiscal base for the community.”

— 1969 Creve Coeur Comprehensive Plan,
Principal Recommendations

In its efforts to implement the Comprehensive Plan, the Planning and Zoning Commission has undertaken this process to develop a plan for the focus area of the Central Business District. Although the Comprehensive Plan states that a “master plan or redevelopment plan” should be developed for the area (Comp. Plan, p. 81), the Planning and Zoning Commission chose to develop a land use plan in accordance with Chapter 89 of Missouri’s Revised Statutes. The decision to form a redevelopment area or to develop a redevelopment plan rests with City Council.

The Central Business District (CBD) Land Use Plan should not be construed as a redevelopment or a physical plan. The plan does not imply tacit support for the use of eminent domain or specific redevelopment authority.

As shown in the Recommendations section (Goal #1, Objective A) of this plan, the plan proposes the formation of a “grid” street system. While this measure remains a key component of the plan and the optimal scenario for traffic circulation, the plan does not support the taking of property as a way to accomplish the grid street system, particularly when city residents or businesses would be displaced.

1.1 Basis for the Land Use Plan

Over the last forty years, the Central Business District has evolved from a residential setting to an active commercial node along Interstate 270. In 1969, before I-270 was constructed, the city had the foresight to consider the creation of a downtown near Olive Boulevard and New Ballas Road. According to the 1969 Comprehensive Plan, one of the key recommendations was to “establish a city center, with high-rise, multiple-use buildings containing a mixture of commercial, office

and residential uses; service commercial establishments such as cinemas, restaurants and lounges; and a community center with a library and meeting rooms, as well as a community open space complex” (’69 Plan, p. XIV).

Following the recommendations of the ’69 Plan, parts of the CBD area were redeveloped from single family homes and low-intensity commercial buildings to large office developments, including the Creve Coeur Corporate Center and the CityPlace campus. The office developments drew more traffic and allowed the CBD area to mature into one of the largest office markets in the region with a daytime population of over 40,000 office workers.

In 1999, city leaders chose to revisit the city’s comprehensive plan and further develop planning considerations for the CBD area. By this time, planning concepts, such as “new urbanism,” had taken root in the planning ideology of suburban cities across the country. New Urbanism, which revisits urban themes established a century ago, identifies the repercussions that single-use office developments and auto-oriented retail developments have on traffic systems and the identity of a city. Along these lines, integrated mixed-use developments with an urban form were shown to have merit and solve the problems evident in suburbia as efforts to establish new urban developments across the country proved successful.

These considerations guided the development of the Comprehensive Plan, which was adopted in 2002. According to the plan, “the area south of Olive Boulevard will be the primary center of the community, or town center, and will contain a mixture of public and private uses with an overall design that creates a symbolic focal point for the City of Creve Coeur (Comp. Plan, page 80).

Along with the adoption of the new plan, regulatory tools and guidelines were established to ensure that future development followed the vision established by the plan. These measures include Commercial Design Guidelines, the Pedestrian Plan, and the “build to” setback within the “CB” zoning district.

The commercial design guidelines promote high-quality building design that takes into consideration a building’s relationship between parking areas and the street. The pedestrian plan provides specifications for sidewalks and pedestrian avenues within commercial areas and discusses linkages between buildings, parking, and the street. The “build to” setback in the “CB” district requires buildings to be placed close to the street in order to allow an urban form to be introduced within the CBD area.

The 2002 Plan established a set of goals for the CBD area and called for the city to undertake a separate planning process for the “town center” area. To facilitate the eventual development of a downtown that achieves the goals of the Comprehensive Plan, the CBD Land Use planning process has been conducted to gain input from the community and continually maintain open communication.

It is anticipated that the current trend to redevelop the CBD will continue. The CBD Land Use Plan requires property owners who choose to redevelop to do so in a manner that fulfills CBD goals of the 2002 Comprehensive Plan:

“The Central Business District will be the downtown for Creve Coeur. It will contain a mixture of retail, office, residential, institutional, public, and civic uses. It will be a place that people can travel to, either by car or by foot, to engage in multiple activities such as living, working, shopping, dining, entertainment, recreation,

and conducting civic business. It will be the “place to be” – a place that people gravitate towards and a place for public gatherings and celebration. The Central Business District will have a pedestrian scale and will be linked to the rest of the City as the heart of a citywide network of pedestrian and bicycle facilities.”

—2002 Creve Coeur Comprehensive Plan,
CBD Vision

The CBD Land Use Plan is not a redevelopment plan; it is a tool for the City of Creve Coeur to ensure that if and when a property is redeveloped, it happens in a way that contributes to building a downtown over time. Additionally, by establishing predictability for the downtown area, it is a protection for existing property owners and residents that ensures that when neighboring properties are redeveloped they will conform to high standards of quality.

As a community-based plan, which was not conducted with the collaboration of prospective developers or investors, the overall goal of the effort was to establish a framework to guide redevelopment of the CBD as a downtown for the City of Creve Coeur.

1.2 Planning Process

The Creve Coeur CBD Land Use Plan was prepared and approved pursuant to Chapter 89 (Zoning and Planning) of the Missouri Revised Statutes, with the guidance of the AICP Code of Ethics, and under the direction of the Planning & Zoning Commission.

Participants

Creve Coeur residents, business owners and property owners actively participated in each phase of the CBD Land Use Plan process. Additionally, personal inter-

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views were conducted with individuals representing the St. Louis business and development community. These individuals were identified as possessing insight into the Creve Coeur market but were not necessarily CBD stakeholders.

The City of Creve Coeur administered the project through the Planning Department. City planners guided the planning process with the Planning & Zoning Commissioners.

A team of four consulting firms collaborated with the city on the CBD Land Use Plan, contributing specific professional expertise as necessary. These firms provided the following services: physical planning and urban design, market research and analysis, traffic engineering, and transportation mobility planning.

Activities

The planning process was conducted in four phases – Discovery, Ideas, Refinement and Delivery –over a six-month period. Five parallel tracks span these phases and describe the activities and work products that contribute to the final

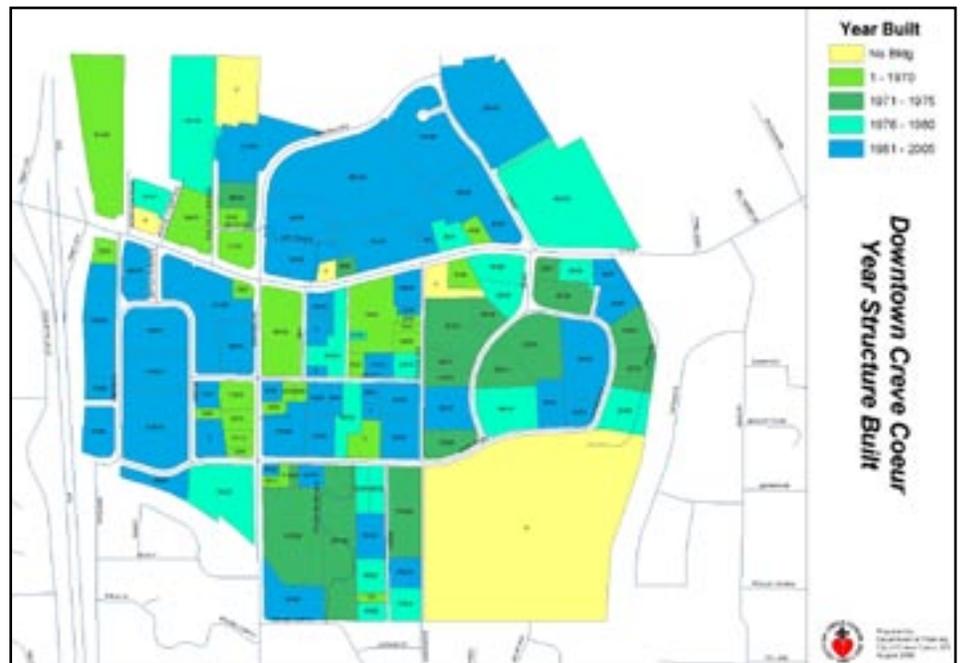
CBD Land Use Plan. The objectives of each track are summarized below.

Site Inventory and Analysis. The planning consultants conducted an analysis of the physical attributes of the CBD and its context within the City of Creve Coeur and St. Louis County. The site analysis incorporated infrastructure, development patterns, physical conditions, occupancy, traffic, circulation and access, photo inventory, perception and environmental attributes.

The planning consultants also reviewed a database and maps of CBD property characteristics, which were provided by city planners. The information includes land use, square footage of buildings and properties, the ages of structures, floor area ratio, site coverage, available parking spaces, and the height of structures. The site inventory and analysis is included in the “Surveys and Studies,” on file in the Planning Department.

Market Analysis. The planning consultants performed a market analysis to determine the broad potential for development opportunities of various land uses

Year Built Pattern. Although many of the structures in the CBD were constructed since 1981, the pattern reveals a number of older (pre-1970) structures south of Olive, between Old Ballas and Decker Lane. Most of the Executive Office Park was constructed in the 1970s.





Public Open House. Open communication with the residents of Creve Coeur was maintained with numerous open houses and focus groups.

including residential, office, retail and entertainment opportunities. The market analysis provides a conservative estimate of potential density and mix of uses in the CBD area and was conducted in order to provide the city with an expectation of sustainable development. The market analysis is included in the “Surveys and Studies,” on file in the Planning Department.

Traffic Analysis. The planning consultants conducted an analysis of existing traffic conditions in the CBD area in order to determine potential impacts of future development on the street system and to recommend methods of improving traffic flow and circulation and methods to avoid further congestion of the Olive Boulevard corridor. The consultants also provided guidelines and best practices for street operations within a downtown environment. The traffic analysis is included in the “Surveys and Studies,” on file in the Planning Department.

Public Engagement. In coordination with city planners, the planning consultants conducted an extensive public engagement process. The process began with the development of the “Public Engagement Approach and Activities” which was created to lay out steps that would be undertaken to notify and involve the community in the development of the plan. The process also provided objectives of each activity.

The public engagement process involved five open house events, five focus group sessions, and two public hearings. As laid out in the public engagement process, property owners, residents, and business owners were notified of the activities through mailings, signs, the “Creve Coeur Newsletter,” the “Creve Coeur Insider” (the business newsletter), the city’s web site, and press releases.

Documents concerning public engagement, including open house presentations, meeting summaries, and correspondence, is included in the “Surveys and Studies,” on file in the Planning Department.

CBD Design Scenarios. Upon conclusion of the market and traffic analyses, the planning consultants explored design scenarios associated with the square footage of buildings and uses identified in the market analysis and traffic circulation opportunities (grid street system) supported by the traffic analysis.

The design scenarios follow principles of creating a town center or downtown form without respect to existing development and were developed only as an exercise of understanding the relationship between market, traffic, and design possibilities in the planning area. The design scenarios were included in public presentations and are included in the “Surveys and Studies,” on file in the Planning Department.

Implementation Strategies. The planning consultants identified several opportunities for implementation that can be undertaken by the city upon the conclusion of the CBD planning process. This step was undertaken in order to strengthen recommendations within the plan to the extent that is appropriate within a land use plan.

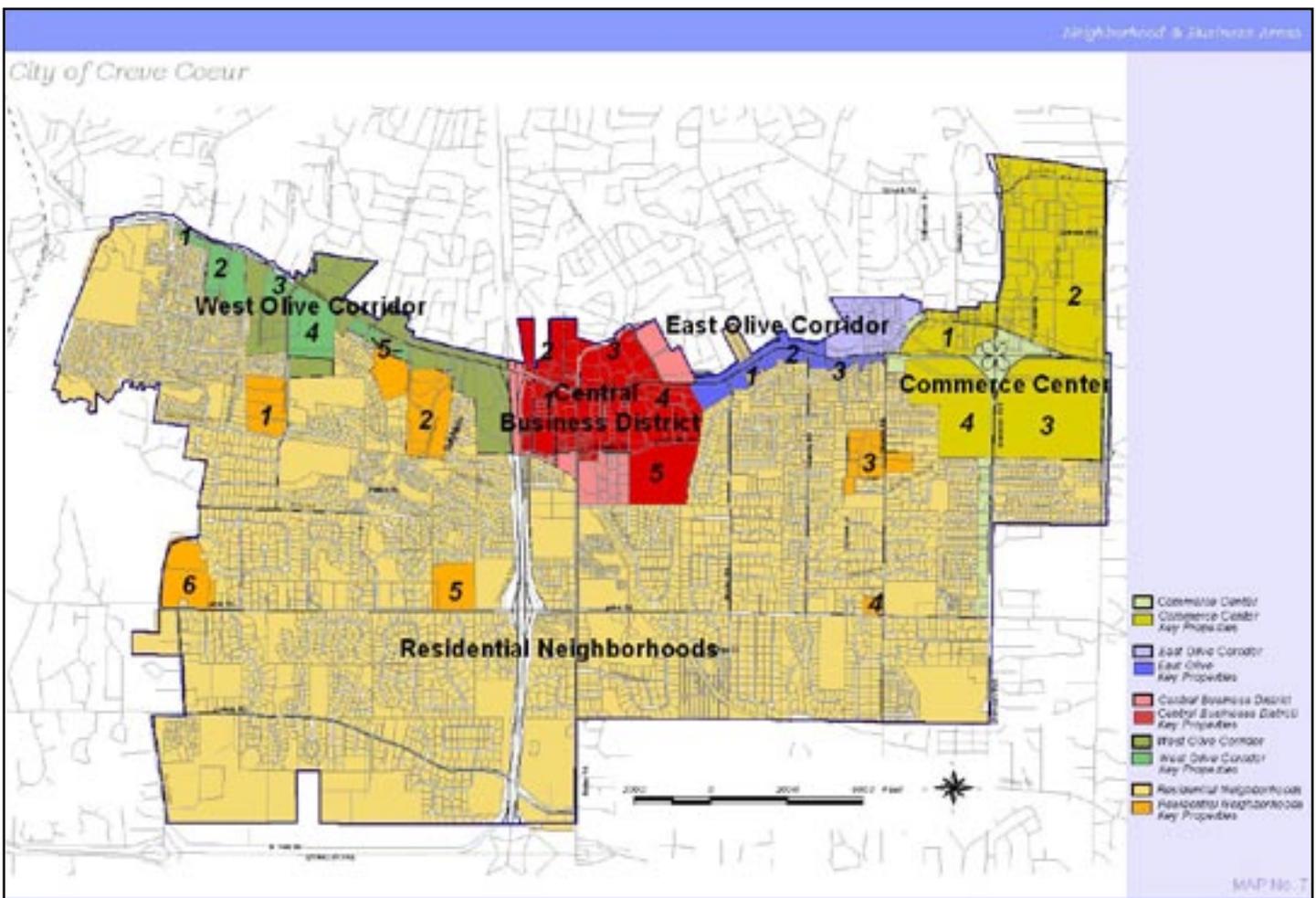
The strategies include a review of tools provided by the state that can be used to finance infrastructure improvements, including Tax Increment Financing (TIF), Community Improvement District (CID), and Transportation Development District (TDD). The potential use of any of the tools rests with the authority of the City

Council and is not specifically proposed in the plan, as demonstrated in the introductory paragraph of the Purpose section.

The strategies also include specific changes to the city's zoning code that would remove regulatory impediments to creating a town center or downtown development and would add language that would create a regulatory environment that promotes such development. Since the process for amending the city's zoning ordinance involves the Planning and Zoning Commission, specific changes are recommended in the plan.

The implementation strategies are included in the "Surveys and Studies," on file in the Planning Department.

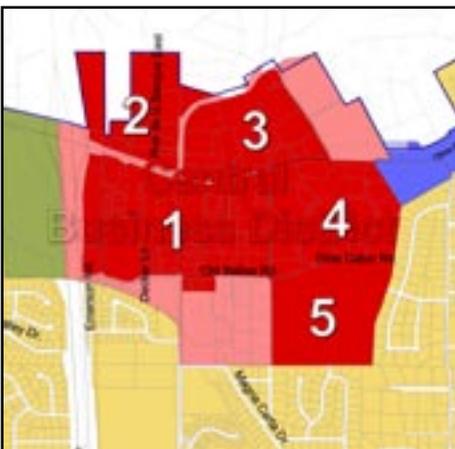
Neighborhood and Business Areas. The Central Business District is just east of the Olive Boulevard - I-270 Interchange.



2.0 Vision

Creve Coeur is well known throughout the region as a very desirable place for businesses and residents alike. Reinvestment in new homes and large commercial projects demonstrate the strong demand for the Creve Coeur location and its stability as a vibrant, attractive community.

However, in spite of Creve Coeur's positive image and strong property values, the lack of a downtown inhibits the community's maximum potential. A true downtown, with public open space, civic facilities and a mix of land uses, will provide Creve Coeur a physical focus and symbolic heart. Functionally, it would provide the mix of entertainment, services and shopping needed to serve the demands of the community. For residents, a downtown with a variety of housing options, allows the opportunity to live in Creve Coeur during every stage of life.



As the Central Business District continues to redevelop, Downtown Creve Coeur will become its hub of activity and civic focus. Over time it will emerge as a vibrant, mixed use urban neighborhood and will become a progressive, dynamic symbol for the City of Creve Coeur.

2.1 Central Business District Recommendations

Implementation of the plan for a downtown, or town center, is one of the primary goals of the 2002 Comprehensive Plan. The Comprehensive Plan makes two sets of CBD recommendations: first, general recommendations for the greater Central Business District and, second, more specific recommendations for each CBD District.

Recommendations for the greater Central Business District address four critical issue areas: residential preservation and economic development, community health and connectivity, transportation and movement and public facilities.

Residential Preservation and Economic Development. The strong real estate market in Creve Coeur is anticipated to continue to be a basis for strengthening residential areas while at the same time stimulating major reinvestment in aging or underutilized commercial areas. Office

CityPlace Phase III. Strong demand for retail and office space continues to drive commercial development in Creve Coeur despite a very competitive regional market.



High Quality Residential. Creve Coeur's location is a highly sought-after for market and upscale residential, including new high density condominium projects.

Transportation Enhancements. Functional and aesthetic enhancements to Olive Boulevard and the I-270 interchange are improving the character of Creve Coeur while easing traffic congestion.

development continues to demonstrate the desirability of the Olive and I-270 location. Demand within the downtown area for a variety of residential options, particularly catering to retirees and “empty nesters,” combined with a moderate density of neighborhood facilities, services, shopping and entertainment suggests that a market exists for tenants and residents.

As an urban neighborhood, a proposed Downtown Creve Coeur must appropriately combine residential with other land uses. By definition, this type of land use is mixed-use, and usually follows one of two patterns (or an adaptation of both). First, as a vertical mix on a given parcel, land uses change from floor to floor within the same building. Typically, this pattern is residential above commercial (retail, professional services or office). The second pattern occurs when buildings of a single use are combined with those of other single uses. For example, a street of residential buildings with commercial (retail, professional services or office) occupying the corners, or a commercial “main street” combined with residential “side streets.” Regardless of the pattern, for mixed-use neighborhoods to thrive, they must incorporate fundamental urban design principles that create a pedestrian-friendly environment.

More specifically, the CBD town center or downtown plan must focus on each of the following:

- Market Feasibility
- Mix of Uses
- Density of Development
- Financing
- City’s Role in Redevelopment
- Urban Design
- Connectivity

Community Health and Connectivity.

Quality-of-life issues are directly related to community health and connectivity. Increasingly, studies by groups as diverse as the Centers for Disease Control and the Congress for New Urbanism are concluding relationships between health and urban form. Residents of urban communities that are designed to encourage active lifestyles are generally healthier than residents of comparable suburban communities that are vehicle dependent.

Strong connections between suburban neighborhoods and urban town centers can facilitate more active lifestyles. This is accomplished through open space, streets with functional sidewalks and pedestrian or bicycle trails. High quality public open space is an essential part of every good downtown and provides a balance to its more compact, dense urban form. Not only does this contribute to the beauty of the city, but also benefits the livelihood of residents, community image, function, convenience, recreation and social interaction.

Transportation and Movement. Repeatedly cited as one of the community’s biggest concerns, traffic congestion has





Olive Boulevard. Along with Creve Coeur's valuable location comes the consequence of traffic congestion on Olive Boulevard.

for a long time been a problem in Creve Coeur, particularly along Olive Boulevard. Unfortunately, large traffic volumes are a consequence of Creve Coeur's success as a popular place to live and work. Any new development will likely add cars to the road. However, through good planning, additional cars do not have to result in more congestion. Over time, the road network could be altered to distribute traffic, mitigating the impact of new developments. This may prevent traffic congestion from getting worse, and perhaps there may be ways to improve traffic flow, particularly with route options, a parallel grid network, enhanced streetscape, better pedestrian facilities and improved mobility options.

The Comprehensive Plan included eleven recommendations for addressing the problem of traffic congestion in the CBD. Some of these are currently being implemented with the Olive Boulevard Transportation Improvement Plan and the completion of the I-270 – Olive interchange. Recommendations specific to the CBD town center plan that are addressed

in the CBD Land Use Plan include the following:

- Develop parallel or modified street grid network; extend Old Ballas Road to connect to the east with Old Cabin Road and the intersection with Craig and Olive
- Create a pedestrian-friendly sidewalk plan; provide safe pedestrian crossings for all roads within the CBD and crossings of Olive and Old Ballas Road
- Extend Studt Road eastward, bisecting the Creve Coeur Executive Office Park
- Promote pedestrian and bicycle access
- Examine opportunities for an additional "flyover" crossing of I-270
- Develop a transit plan to address mobility within the CBD; Consider shuttle service with the CBD as the hub
- Explore a multi-modal center as part of the CBD to attract multiple transportation modes with bicycle and pedestrian connections and potential for transit passengers to transfer between buses

Public Facilities. One of the fundamental differences between a private commercial town center and a true community town center (or downtown) is the inclusion of public facilities. At minimum, the circulation network is a part of the public realm;



TDD Enhancements. Street trees, lights and other new landscape treatments from the TDD program are improving the visual character and traffic functions in the Olive corridor.

“Creve Coeur is a maturing high-quality community with a well-maintained infrastructure. It has potential demand for new development, but little land to accommodate that growth. Therefore, the City must take great care to insist upon high quality in new development and redevelopment, both to preserve its character and to maximize benefits to the City.”

— 2002 Creve Coeur Comprehensive Plan



Studd Road. Public realm enhancements throughout the CBD District 1 will stimulate the redevelopment and create a more walkable, urban environment.

meaning that it is publicly-owned, for everyone’s use and is inviting and accessible to the general public at all times.

Beyond the public realm, inclusion of other public and semi-public facilities increases the vitality of a downtown and contributes to a greater sense of community pride. True public facilities may include City Hall, a library, the post office or a park. Semi-public facilities may be privately owned and maintained but are generally open to the public and may include museums, galleries, theaters and performing arts venues.

In addition to the cultural infrastructure of a community, the CBD plan also recognizes the importance for utility infrastructure. The provision of these facilities – sewers, roadway easements, other utility lines – can be accomplished through a variety of methods and partnerships.

Central Business District 1 Recommendations

The CBD Land Use Plan builds upon the general recommendations for the greater CBD but is primarily concerned with the redevelopment opportunities for a community downtown within the CBD boundaries. The downtown area will be established in CBD 1, primarily south of Olive Boulevard between I-270 and Old Ballas Road (west to east). However, these boundaries should smoothly transition to adjacent neighborhoods and commercial areas to create a seamless urban development pattern that encourages interaction, access, walkability, compatible land uses and appropriate scale.

Central Business District 1 (Town Center Focus Area). This district will become the heart of the CBD and of the City of Creve Coeur. While Creve Coeur has developed a very positive status within the region, the downtown should redevelop in

a manner that creates a prominent visual appeal, through density, quality, activity and individuality. In time this distinction would not only contribute to Creve Coeur’s positive image, but it would become the true center for the community.

Good urban design is a vital aspect of downtown’s success. Implementation of the physical development of the downtown must balance between integrating with its surroundings while at the same time, establishing clear boundaries with an effective use of gateway features.

Recent history of redevelopment within the CBD indicates that it is very unlikely that the CBD 1 will be redeveloped at one time and by a single developer. With many property owners and a range of lot sizes and property conditions, the CBD Land Use Plan must anticipate that redevelopment will occur incrementally. Although this approach can pose challenges to cohesive development and timely completion, incremental redevelopment of individual sites should nonetheless follow the framework of a CBD Plan. The framework should focus on:

- Incorporating design elements that include “human scale”
- Creating prominent visual appeal
- Establishing a true “center” for the community
- Encouraging use of gateway features
- Encouraging an urban framework based on the pedestrian shed
- Creating a hierarchy of thoroughfares
- Encouraging a mixed-use land use plan
- Offering a range of public spaces
- Placing an importance on civic spaces

Narrowing the Focus Area

According to the Comprehensive Plan, the CBD 1 area extends from I-270 to Old Ballas Road (west to east) and roughly between Old Ballas Road to Olive Boulevard (north to south). During the development

of the Comprehensive Plan, approximately eight acres of ground west of New Ballas Road remained undeveloped. Since 2002, however, Summit Lofts and the Plaza Lexus Dealership were constructed. Additional phases of the Summit Lofts development, West Village, are planned for construction in the near future. Other developments within this general area, including the Creve Coeur Corporate Center, Drury Inn and Applebee's, the Plaza Motors campus, and the Plaza Shops continue to be viable and are not expected to be redeveloped for many years.

Since the properties were developed and others are not expected to be redeveloped, the focus of the CBD planning process shifted the focus to properties primarily east of New Ballas Road. Due to market conditions and property characteristics, these properties are expected to face considerable pressure to redevelop in the future.

As shown in the "Planning Context" of the CBD section of the '02 Comprehensive Plan and the Site Analysis conducted through this process, many of the buildings between New Ballas and Old Ballas Roads are aging and outdated, the developments lack cohesion without defined vehicular and pedestrian connections, they are underutilized due to the prominence of surface parking and since many of the buildings are single story, and several developments are located on parcels that are less than one acre in size.

Unlike other properties on the west side of New Ballas, the properties between Old Ballas and Studt Roads bear many of these characteristics and are also expected to face redevelopment pressure in the future.

2.2 Defining the Vision

Although the Comprehensive Plan clearly recommends the creation of a Central Business District town center, it does not specifically define the characteristics of what the town center should be. Many precedents exist in cities across the country, of town centers both new and old. These can be used as comparable projects or benchmarks, demonstrating what could be possible in this community. Whatever form the town center takes, it should be distinctive to Creve Coeur, so it is essential that it convey a positive, high quality and progressive image for the city.

Among the many opportunities facing Creve Coeur and precedents set by comparable projects elsewhere, there emerge three distinct development typologies. These are often misunderstood and their names connote very different things. For clarification these forms, "central business district," "town center" and "downtown" are discussed below.

Central Business District. A district typically differs from a neighborhood in that it is made up of a single land use. In Creve Coeur, the term is correctly applied to the predominantly commercial CBD in spite of the recent trend toward building residential. (Until a critical mass of residential is achieved, it will not function as a neighborhood.) With a very large amount of commercial, a CBD generally serves the needs of a community well, with jobs, shopping and services, but it is not the social or civic heart of the community. If the CBD does not provide any public functions, it will not develop a civic focus.

Town Center. Historically, the term "town center" has referred to the heart of a community or neighborhood, usually at a smaller scale or less urban condition than a "downtown." However, in recent

CBD District 1. The 2002 Comprehensive Plan identified Central Business District 1 as a likely area to develop a town center or downtown.



Downtown Creve Coeur. The 2005 CBD Land Use Plan narrowed the focus from the CBD District 1 to an area generally to the southeast of the Olive-New Ballas Road intersection. This area will become the Downtown for Creve Coeur.

Traditional Downtowns. Sidewalks and urban character contribute to vibrant streets and active lifestyles. Numerous examples exist in older communities where an authentic downtown has evolved over many years. However, there is a growing number of new developments that successfully achieve a downtown urban character.



[Central West End, St. Louis]



[Santana Row, San Jose, California]



[Easton Town Center, Columbus, Ohio]

decades in the US, the term has been corrupted by developers and by poor land use planning to the point where it has lost much of its original meaning. It is now frequently misused to describe single use private developments that focus on retail. Furthermore, it is no longer understood that town centers have a civic or public focus, but instead replace civic uses with entertainment.

Downtown. The understanding of the term “downtown” has traditionally meant the economic, social and cultural heart of a community or city. It usually refers to a condition more dense or urban than a town center, and may be the center of an entire region or metropolitan area. True downtowns are mixed-use urban neighborhoods that serve a wide variety of community needs, including retail, office, residential, public uses and entertainment. Often, the main focus of a downtown is on civic activities, public spaces and cultural facilities.

Public participation, focus group sessions and individual comments confirmed widespread support for the concept of a downtown. However, the physical form of this concept could be accomplished in various ways. While it is not an objective of the CBD Land Use Plan to redesign CBD 1, assessing characteristics of comparable projects against Creve Coeur’s goals is a prudent way to begin defining a vision for the downtown.

Based upon these definitions, and upon the public engagement process, the precedent development typology (central business district, town center, downtown) best suited to accomplish the project goals for Creve Coeur is a downtown. Creve Coeur’s CBD, as it is currently defined, functions well as a hub of business. A town center concept would potentially favor a retail-office market. Redeveloping

CBD as a downtown, however, would establish a vibrant neighborhood with a civic focus that would serve the entire Creve Coeur community.

Creating a Downtown Creve Coeur

Local and national precedents can be used to describe the scale, character and density that a Downtown Creve Coeur may develop. Downtown Kirkwood, Downtown Webster Groves, Old Town St. Charles, the Central West End and the University City Loop are great local examples of vibrant, mixed-use neighborhood that evolved as downtowns for their respective communities. Today they are thriving places to live, work and socialize, and are of a scale appropriate for their context. They are not as densely developed as regional centers Downtown St. Louis or Downtown Clayton.

Downtown Creve Coeur should create a civic focus, with public facilities such as a library, performance venue, community center, recreation center, art center or other city functions. Possibly as a long-term goal, property could be set aside for future civic development. Rights-of-way and easements should be considered valuable components of the public realm. High quality urban design, architecture and landscape will help ensure long-term success of downtown as a premiere St. Louis neighborhood.

As the CBD gradually redevelops as a downtown, it will become the new image for the City of Creve Coeur. Signature physical attributes will inevitably become icons for the community and therefore must be well designed and constructed. A landmark building, open space or design feature, either private or public, could be the central feature in establishing this image.

3.0 Critical Issues

Planning and redevelopment in the CBD will not be a static, one-time event. Development of the proposed Creve Coeur downtown will happen over time and by multiple parties. As development pressures in the CBD 1 continue to escalate, continually changing conditions will pose a variety of opportunities and challenges.

The scarcity of contiguous development parcels and high cost of land assembly virtually ensure that an incremental approach by numerous developers will be necessary for creating a downtown neighborhood. Therefore, it will be important to remain focused on achieving overall goals in spite of ever-changing conditions.

Initially, however, the existing conditions of the CBD can be described by the following critical issues, summarized under four categories: issues from the 2002 Comprehensive Plan and the three issue areas addressed during the CBD Land Use Plan process, physical, economic and traffic. Although there is overlap in several of these issue areas, it is valuable to evaluate them independently. In addition to the critical issues identified for the CBD, a summary of comparable projects identifies a number of precedents – desirable and undesirable – that Creve Coeur can learn from.

3.1 2002 Comprehensive Plan Issues

In the 2002 Comprehensive Plan, six issues were identified through the public engagement and planning process:

- Relief of traffic congestion
- Residential protection
- Creation of a walkable and bikeable community
- Creation of a town center
- Incorporation of parks, trails and greenways, and
- Business creation

Comments from the 2005 public open houses and focus group discussions confirmed that these issues were still valid and constitute the reference point for developing the CBD Land Use Plan.

Relief of Traffic Congestion. Any new development within the CBD area will likely generate more traffic. The town center can mitigate increased traffic and potentially reduce congestion by developing a gridded street pattern, providing transportation mode alternatives, supporting shared uses of parking facilities and encouraging a compact, walkable environment.

Residential Protection. The prospect of creating a new downtown for Creve Coeur is essentially the creation of a new neighborhood. Not only does it add to the residential base of the community but it also enhances property values, neighboring

The development of a town center can have a positive impact on sales tax revenue for the city.

— CBD Land Use Plan Focus Groups

residents and quality of life for existing residents, including Old Ballas Village and the condominiums and apartments along Coeur de Royale Drive and Sarah Lane.

Creation of a Walkable and Bikeable Community. An urban form is inherently one that provides mobility options, accommodating walkers, drivers and riders, but does not compromise the safety and comfort of walking for efficient movement of cars. Bicycles can co-exist with cars when urban streets are designed for appropriate speeds, directions, widths and intersections.

Creation of a Town Center. As the heart of the community, the town center – as defined through the public participation process – will be a neighborhood of its own and will house many of the commercial, service, retail and civic needs of Creve Coeur’s residents. Furthermore, within the town center, there may be a hierarchy of space, function and civic activity.

Incorporation of Parks, Trails and Greenways. Due to the scarcity and high

value of property in CBD, it is not anticipated that developing large areas of public open space will be feasible. However, small parks, with connections to bike and trail facilities should be provided, perhaps in compensation for increased density or height. Similarly, although space is generally not available for greenways, the public realm that includes all streets and sidewalks can be conceived of and developed as green corridors that encourage intensive recreational use.

Business Preservation. The CBD is likely to remain a desirable location for businesses. One challenge for the CBD is to preserve existing businesses as the district redevelops, and rents inevitably increase. Although this plan cannot address tenant issues directly, it is anticipated that redevelopment in CBD will provide more leasable commercial area and, as a neighborhood town center, should offer a wide variety of tenant spaces, including opportunities for restaurants, retailers, and various office establishments.

Public Parking. Creative solutions for parking include small public lots located to the rear or sides of buildings.

[Westin Town Center, Westin, Florida]



3.2 Additional Planning Issues

Through analysis and study of the CBD area, the planning consultants identified other issues pertaining to the potential redevelopment of the CBD area. The issues include challenges associated with physical, economic, and traffic aspects of the CBD area.

Physical Issues. Creve Coeur’s CBD is located at one of the most desirable locations in St. Louis. This high-profile location, at the I-270-Olive Boulevard interchange, should garner strong interest from potential investors, developers and tenants. Olive is the primary east-west corridor through Creve Coeur and bisects the CBD. Most of the development within the CBD is accessed directly off Olive or



New Ballas Road.

CBD Area 1, between Olive, New Ballas and Old Ballas Roads, is the potential location of the proposed Downtown Creve Coeur. Covering approximately 45 acres, it is roughly square and about a five-minute walk from one side to another. Office and retail developments surround the downtown site on each side except for a portion of the south (medium density residential) and the southeast (golf course), indicating minimal potential land use conflicts.

Olive Boulevard generally follows a ridge between gently sloping creek valleys. Although there are patches of very steep (>20%) slopes within the CBD, the downtown area is relatively flat and has some of the least complicated conditions for construction. There is very good visibility from Olive and New Ballas and with the completion of the new I-270 interchange at Olive, Interstate access is exceptional.

Existing land uses in the downtown area are predominantly commercial with retail along Olive and New Ballas. A stable residential development, Old Ballas Village, is south of Studt Road and a new mixed-

use development (Kings Landing) at New Ballas and Old Ballas is under construction. While there are approximately 40 parcels in the area, the owners of condominiums increase the total number of property owners to approximately 100.

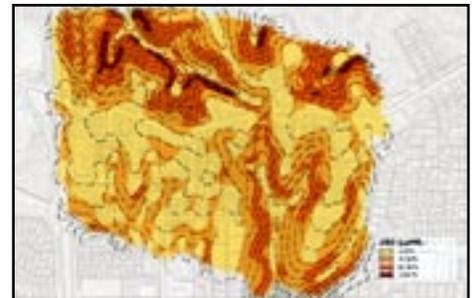
Economic Issues. The market analysis drew conclusions from economic data as well as from interviews conducted with individuals familiar with the local real estate and property development climate. There is strong consensus that Creve Coeur will remain a strong location for major market activities in the years to come. In spite of the sluggish regional office market, Creve Coeur is well positioned to recover.

Its proximity to Missouri Baptist and St. John's Hospitals will continue to make it an attractive hub for doctors' offices and medical labs. Additionally, the recent Battelle Institute study, commissioned by the RCGA designated Creve Coeur as the center of one of four biotechnology industry clusters in the St. Louis region. With proximity to Monsanto, the Nidus Center incubator and the Danforth Plant Science Center, Creve Coeur's downtown area has a strategic advantage over other suburban locations for office and R/D lab

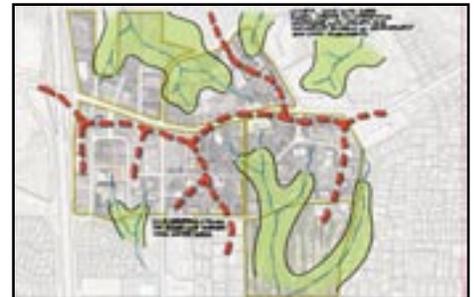
Opportunities and Constraints. A series of analysis diagrams describe the challenges and potential opportunities for redevelopment within the Central Business District.



Circulation Issues



Slope and Topography Issues



Watershed and Landform Issues



Access Issues

uses related to the burgeoning plant and life sciences industry.

Although the retail market in St. Louis County is generally saturated, there appears to be a niche market that could serve the affluent residential and daytime workforce population of Creve Coeur. A mix of

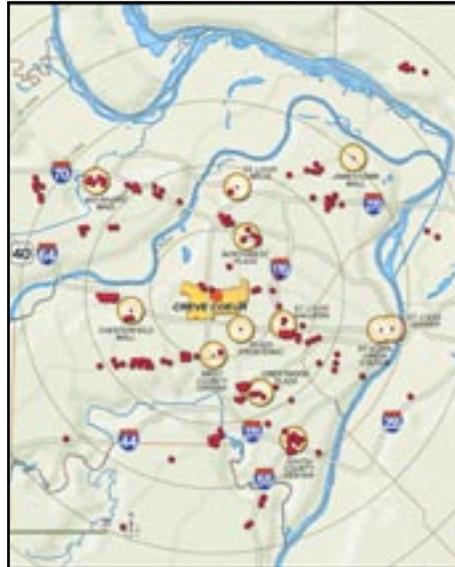
retail and entertainment, an urban setting for example, would provide a market that currently has very little competition in this part of the region.

As the demographic trend of an aging residential base continues, there is expected to be a higher demand for upscale condominium housing and senior housing as existing residents begin to down-size. Clustered in a downtown setting, these residential opportunities are made more attractive by having close proximity to retail, services, restaurants, entertainment and public space. In turn, residential close to these commercial uses contributes to a larger potential consumer base.

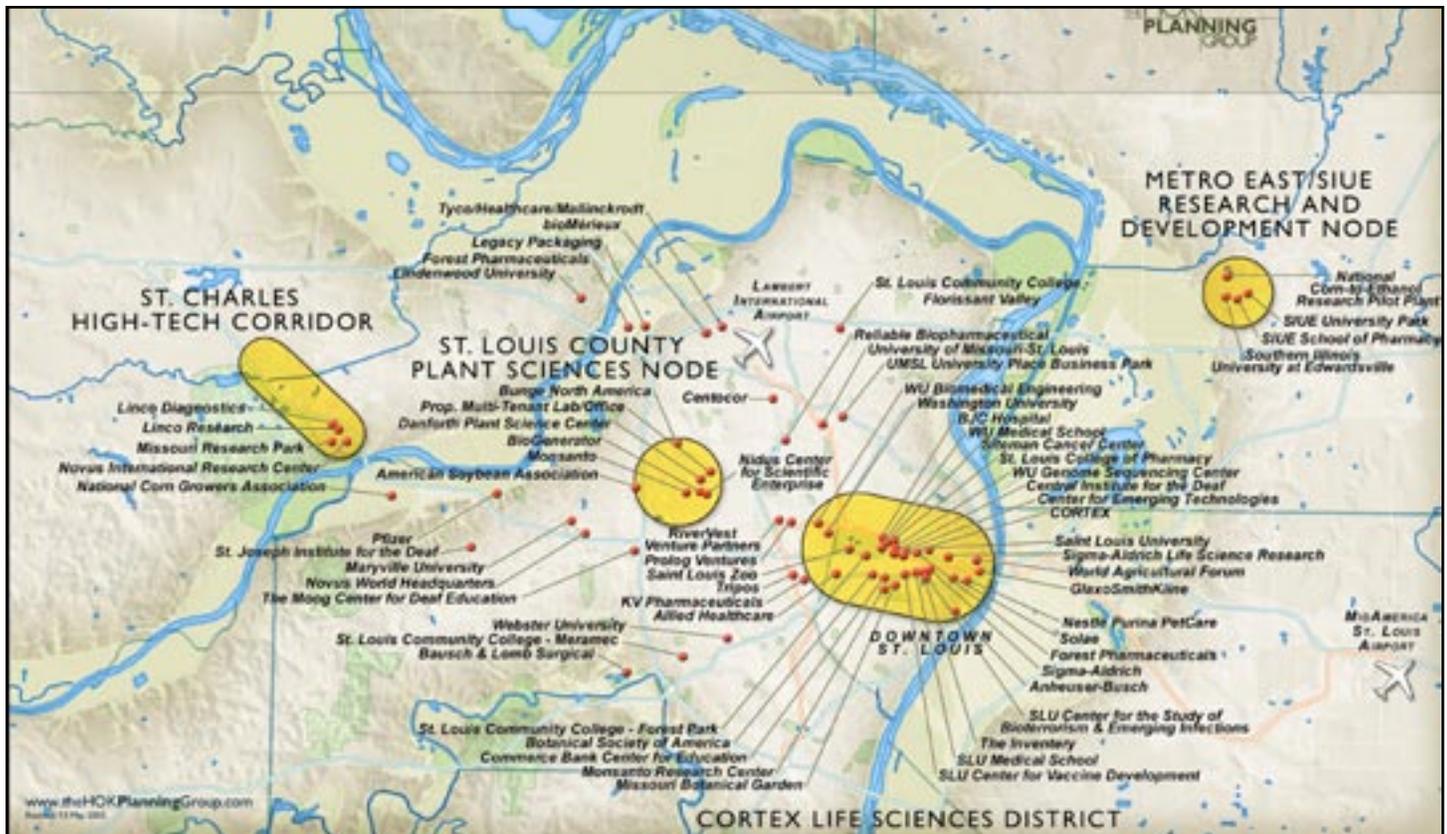
The Market Place. Located in the heart of St. Louis County, the Creve Coeur area currently indicates a gap in regional shopping centers.

The BioBelt. Creve Coeur is a regional node of biotechnology, plant and life science economic activity.

[The BioBelt, 2005 RCGA]



Traffic Issues. Olive Boulevard is responsible for great opportunities as well as daunting challenges. It is a well-traveled road that carries a lot of traffic. Although this can benefit retail sales, it causes congestion, detracting from the quality of life for residents.





Transportation Network. Creve Coeur's successful location is also a cause of its biggest challenge: traffic congestion.

Major improvements are currently under way along the Olive corridor. The transportation improvement plan is enhancing the physical character of the boulevard and relieving congestion bottlenecks, particularly at the I-270 interchange. The intersection of New Ballas and Olive is problematic with bad congestion throughout much of the day.

In addition to high traffic volumes, the physical pattern of streets and developments along the Olive corridor contribute to the longstanding congestion problem. The corridor follows a typical suburban development pattern: side streets, loop roads and frontage parking lots are almost all accessed by Olive. Very few reliever streets provide alternatives to Olive. Urban density with a lack of an urban street grid has resulted in very bad congestion.

Transportation in this particular location in St. Louis County is predominantly served by vehicular traffic. Currently, there are very few mode options available which contributes to the congestion problem by disproportionately overburdening vehicular modes. A future MetroLink corridor is planned approximately one mile north of Olive and may present opportunities for bus feeder line and local circulators

that could connect to the regional system. Similarly, Downtown Creve Coeur could benefit from bicycle and pedestrian connections, for recreation and as a transportation alternative, to the proposed Centennial Greenway that is being planned to connect to Creve Coeur Park in Maryland Heights and Forest Park in St. Louis.

Downtown will contain a mix of land uses that will create activity beyond the workday and on weekends. These activities will not generate significant traffic to conflict with existing peak traffic congestion.

— CBD Land Use Plan Focus Group

3.3 Comparable Projects

Town centers, downtowns and central business districts around the country can provide valuable lessons on what works and what does not. Creve Coeur can learn from other communities' mistakes or emulate successes. And, equally important, the study of comparable projects continues a dialog with the residents of Creve Coeur about what is appropriate, desirable and achievable here.

St. Louis' older neighborhoods demonstrate numerous examples of vibrant downtowns, with the density and character that may be desirable in Creve Coeur. The challenge for Creve Coeur is to build a downtown from scratch, with the charm and energy of the University City Loop, the Central West End and Old Webster Groves.



Great Streets. Wide sidewalks, street trees, on-street parking, narrow streets, small blocks and pedestrian scale architecture create great streets for retail, walking and entertaining.

[Central West End, St. Louis]

The town center should be a destination place with cultural uses, featuring a theater, library, gallery or other entertainment venue that complements restaurants.

— CBD Land Use Plan Focus Groups

Although older downtowns and newer town centers are both useful to study, comparable project with conditions similar to Creve Coeur’s may be most applicable. Infill and “grayfield” developments, affected by multiple owners, incremental phasing and existing site context, share many of the same critical issues as Creve Coeur. Among the many precedents presented in Part IV of the CBD Land Use Plan, the following are notable for their similar conditions and for creative solutions.

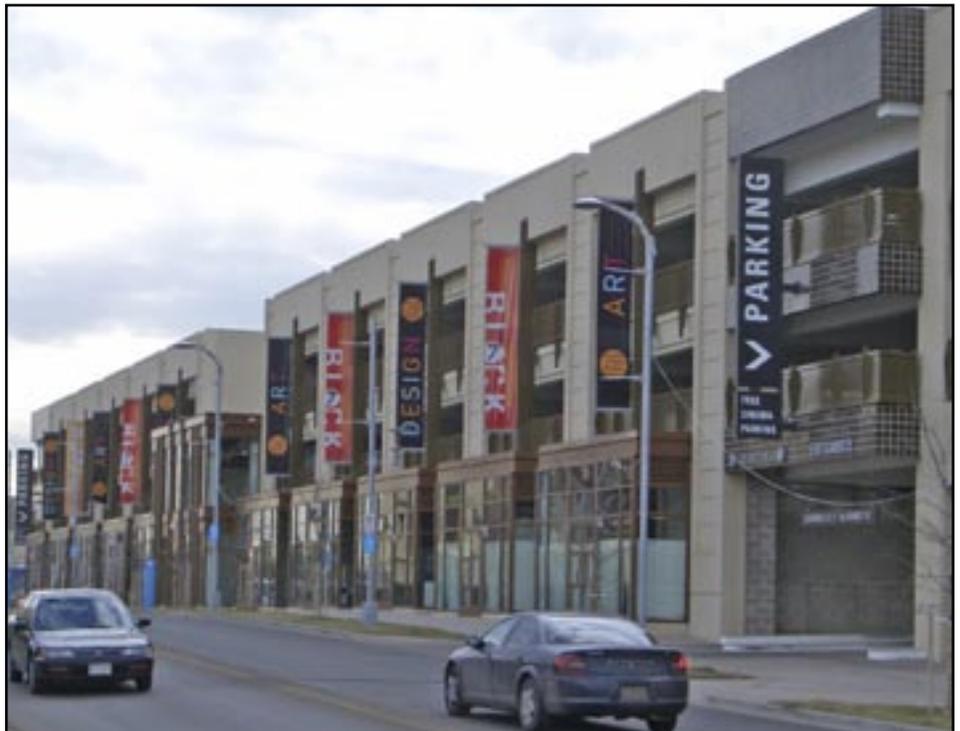
Belmar – Lakewood, Colorado. In an affluent suburb of Denver, a struggling shopping mall on a 104 acre site was razed for a mixed-use urban redevelopment. With the form of a traditional downtown, the site includes over 700 residential units, 665,000 square feet of retail and 184,000 square feet of office. The parking strategy makes use of garages, surface lots and 350 on-street parking spaces. Contributing to the civic characteristics of the project, 10 acres have been allocated for public parks and open space.

Clarendon Market Common – Arlington, Virginia. Located at the crossroads of several major roadways and a Metro station, Market Common is an urban infill project that was sensitively integrated into an existing residential neighborhood. Covering only 10 acres, it combines 240,000 square feet of retail, 100,000 square feet of office and 390 residential units. The development pattern features a central common ground surrounded by commercial and a perimeter of residential that blends with the character of the surrounding neighborhood.

Southlake Town Square – Southlake, Texas. In contrast to the Creve Coeur CBD, Southlake is not an infill project. However, the design of the 130 acre development successfully created a mixed-use urban district with the character of a traditional “small town downtown.” Its form combines both a Main Street with a retail focus and a central park, suitable for public gatherings and community events. The project includes over 500,000 square

Public Parking. Structured garages provide urban areas sufficient parking while the ground floor is reserved for retail, enhancing the pedestrian environment and urban vitality.

[Belmar, Lakewood, Colorado]



feet of office, retail, entertainment and residential uses.

Although there are a number of town center projects currently in development or proposed throughout the St. Louis area, none has yet to evolve as a true mixed-use,

urban downtown. This represents a great opportunity for Creve Coeur to become the first success in the region, setting a benchmark for quality and vitality.



Private Parking. Structured garages below luxury residential provides necessary space while architectural features mitigate parking's aesthetic impacts.

[Pearl District, Portland, Oregon]

4.0 Recommendations

Redevelopment of CBD as a downtown for Creve Coeur will be an ongoing process, involving the collaboration of many property owners and developers. It will likely occur incrementally over a period of time. Just as all cities are continually in a state of transformation, Downtown Creve Coeur will never “be finished.” It will constantly evolve, changing with the city, the region, the economy and future, unforeseeable trends. The CBD Land Use Plan is intended to be a tool for the city to guide incremental redevelopment, allowing flexibility as conditions, trends and market forces change.

The recommendations of the CBD Land Use Plan are structured to specifically address the goals of the 2002 Comprehensive Plan. Objectives are listed for each project goal, followed by recommended activities to accomplish each objective. Since the CBD Land Use Plan is not a physical redevelopment plan it therefore intentionally excludes recommendations specific to any given parcel.

This section is organized by the six overall project goals and concludes with a recommendation for downtown development regulations and design guidelines as a tool to guide redevelopment.

4.1 Goal #1: Relieve Traffic Congestion

As the CBD continues to redevelop, traffic will inevitably increase. However, increased traffic volume does not necessarily result in increased traffic congestion. Additional traffic can be distributed to multiple routes and modes to alleviate congestion. Furthermore, providing more urban mobility options, instead of more vehicular lanes, is an important means to reducing traffic congestion. These modes include walking, bicycling and transit, in addition to automobiles.

New east-west collector roadways that provide alternative routes to Olive are key solutions to providing efficient traffic flow in the proposed downtown area. As traffic on Olive continues to grow, providing local traffic the ability to travel through the downtown area without accessing Olive is fundamental to providing additional capacity to the CBD roadway system.

Although there is significant cost associated with the construction of highway overpasses, any alternative route to the busy Olive Boulevard – I-270 interchange would benefit the overall traffic carrying system. A southern I-270 overpass would provide an attractive alternate route for east-west traffic in addition to traffic destined for southbound I-270, thus going a long way towards helping to relieve

commuter congestion on Olive. A location study for typical NEPA issues should be conducted to determine the most appropriate and cost effective solution.

Multi-modalism is a key component to the overall transportation solution for any mixed-use development. Therefore, it is strongly recommended that bicycle and pedestrian accommodations, including bicycle lanes and bike racks, be provided throughout the downtown area.

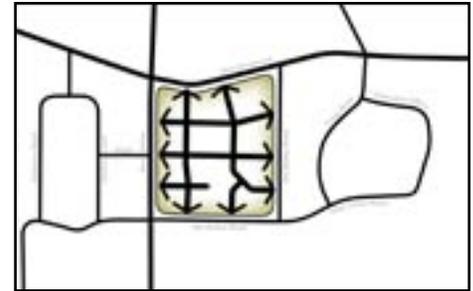
Objective A: Develop a Street Grid

Recommendations:

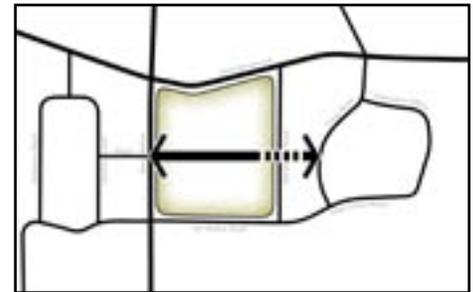
1. Prioritize location for new streets, service alleys, and/or commercial drives that will connect Studt Road north to Olive Boulevard and south to Old Ballas Road, without disturbing existing residential and commercial structures. However, if property owners choose to redevelop and a site plan is brought to the city for review and approval, options to implement street grid-type connections should be explored.
2. Utilize existing easements and rights-of-way as a basis for future north-south connections.
3. Explore the potential to reconfigure existing surface parking lots to provide connections from Studt Road north to Olive Boulevard and south to Old Ballas Road in order to create well-defined drives between public streets, particularly property which was once Fred Avenue, a public street.
4. Upon the redevelopment of properties with Will Avenue frontage, require the street to be widened in order to allow the free-flow of two-way traffic and the installation of sidewalks.
5. Upon the redevelopment of properties with Ham Avenue frontage, require the street to be widened in order to allow

the free-flow of two-way traffic, a landscaped median, on-street parking on both sides, and sidewalks on both sides and also require the street to be dedicated as public right-of-way. Allow the street to be phased and coordinate with adjacent property owners in order to equitably distribute the property area necessary for the street.

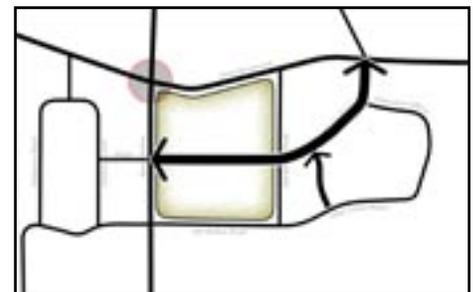
6. Upon the redevelopment of properties approximately midway between Ham Avenue and Old Ballas Road, north of Studt Road, require a connection similar to the above recommendation for Will Avenue. The connection should not disturb existing commercial buildings; however, in coordination with property owners, the potential to reconfigure existing surface parking lots may be considered in order to complete the connection.
7. Upon the redevelopment of properties with New Ballas Road and Old Ballas Road (north-south) frontage, require east-west connections approximately midway between Olive Boulevard and Studt Road and approximately midway between Studt Road and Old Ballas Road, without disturbing existing residential and commercial structures, unless a site plan is brought to the city by property owners for review and approval.



Create a Grid

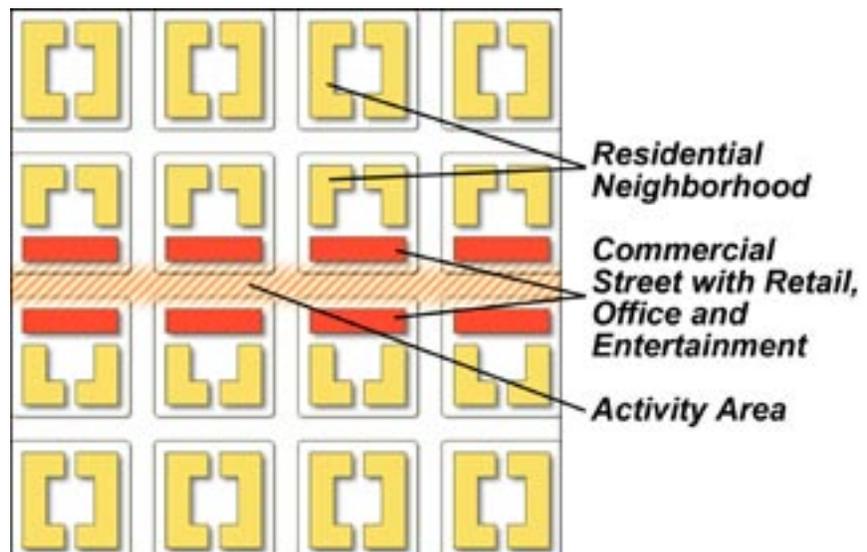


Extend Studt Road



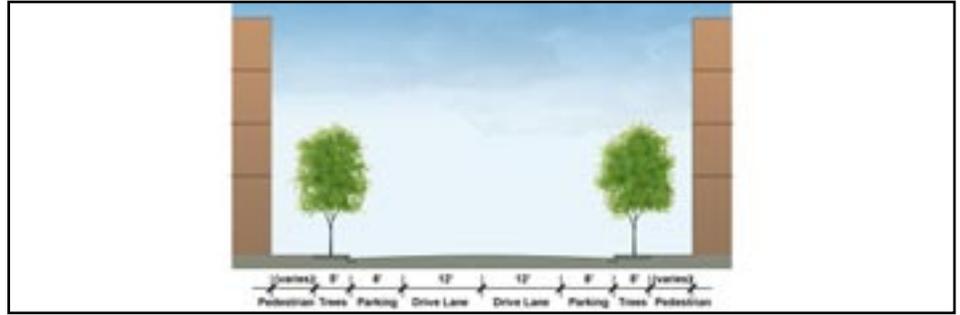
Bypass Olive-Ballas Intersection

Hierarchy of Corridors. Activity zones along commercial streets contrast quieter residential side streets.



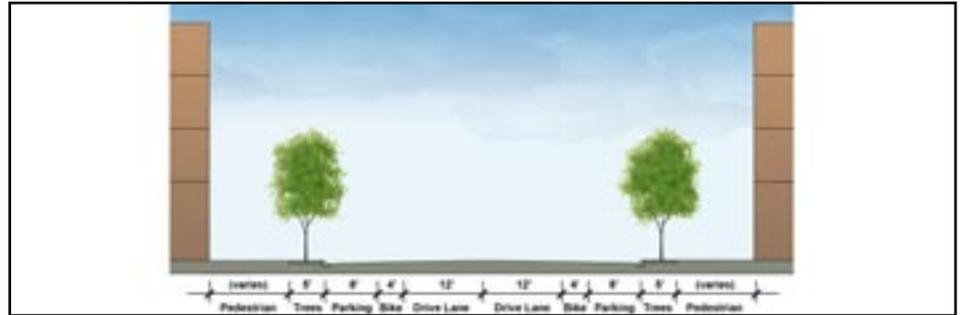
“As the symbolic heart of the City, the Central Business District should be connected to surrounding neighborhoods through pedestrian and bicycle facilities. The Central Business District should be the heart of a citywide network of pedestrian connections and linked open spaces.”

— 2002 Creve Coeur Comprehensive Plan



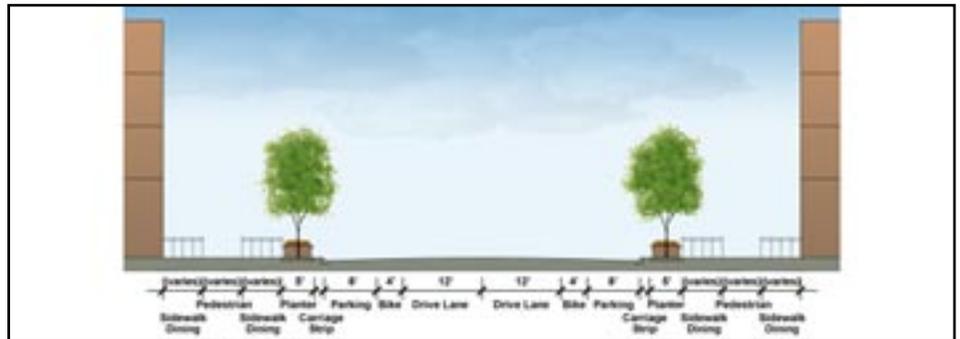
Typical Side Street

Possible prototypical section of side streets, residential streets and service streets.



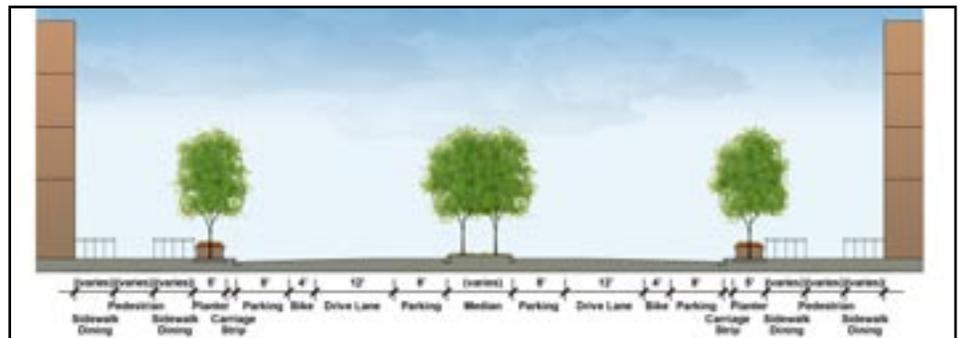
Typical Commercial Street

Possible prototypical section of a commercial and retail oriented street with mixed-use (residential above commercial) possibly representing a future cross section of Studt Road.



Typical Main Street

Possible prototypical section of a “main street” that has a wide pedestrian zone, suitable for sidewalk cafes and vending, possibly representing a north-south link between Olive and Studt.



Typical Main Street Boulevard

Possible prototypical section of a “main street” that has a wide pedestrian zone, as well as a central open space median, possibly representing a north-south link between Olive and Studt.

8. Require development with Olive Blvd access to extend alignment south to Studt with coordination of adjacent property owners.

Objective B: Divert traffic away from the Olive Boulevard-New Ballas Road intersection.

Recommendations:

1. Establish a convenient and legitimate route to bypass the Olive-New Ballas intersection by extending Studt Road to Craig Road.
2. Realign the new Studt-Craig Road intersection to permit free-flow of traffic from Olive to New Ballas.
3. Improve capacity on the Studt corridor to accommodate through-traffic, on-street parking, bicycle lanes and wide sidewalks.

Objective C: Encourage alternative transportation modes to relieve pressure on vehicle-only modes.

Recommendations:

1. Include bicycle lanes on designated roadways in the CBD.
2. Design streets for pedestrian comfort (wide sidewalks, curb neck-downs, crosswalks).
3. Consider the development of a circulator that will connect all parts of CBD.
4. Coordinate downtown redevelopment proposals with Metro to provide quality bus stops, transfers and convenient connections to the Ballas Bus Transfer Center and the future MetroLink route.

Objective D: Study the feasibility of a new I-270 overpass

Recommendations:

1. Consider the development of an overpass crossing I-270 to relieve traffic from Olive.
2. Conduct a location study to evaluate benefits against impacts on local traffic and residential neighborhoods.
3. Conduct a cost-benefit study to evaluate infrastructure costs and potential funding sources.

Mixed Use. Ground floor retail at the base of upscale residential is a successful and proven strategy for creating urban neighborhoods.

[Lodo, Denver, Colorado]

4.2 Goal #2: Protect Residential Areas

Creve Coeur is home to some of the most desirable neighborhoods in the St. Louis region. Preserving their value and the quality of life for Creve Coeur residents is among the highest priorities for the city. The CBD Land Use Plan is designed to add to the community’s character and livability. It respects the few residential developments within and adjacent to the CBD and does not recommend encroaching upon any existing neighborhood, including Old Ballas Village and the condominiums and apartments along Coeur de Royale Drive and Sarah Lane. In fact, the very nature of establishing a downtown is, by definition, the establishment of a new neighborhood. In this regard, the Land Use Plan contributes to the residential opportunities, values and quality for the entire city.

Objective A: Create a residential neighborhood in the downtown area

Recommendations:

1. Encourage residential uses as component to all redevelopment proposals for the downtown area.



2. Encourage variety of residential options (apartment, condominium; market rate, luxury) to meet demand for potential residential base.
3. Prohibit uses, activities and physical building characteristics that detract from downtown's residential opportunities.

Objective B: Provide neighborhood support services

Recommendations:

1. Require (through conditional use or contribution) development of public facilities that contribute to residential quality of neighborhood (parks, plazas, etc.).
2. Prioritize downtown area for consideration as future location for public facilities (library, city offices, post office, etc.).
3. Encourage development of quasi-public facilities that contribute to neighborhood lifestyles (religious facilities, museums, art centers, theaters and performance venues, educational facilities).

Objective C: Incorporate existing residential with new developments

Recommendations:

1. Protect existing residential from incompatible adjacent land uses.
2. Require new developments adjacent existing residential to provide connections and maintain adequate frontage.

4.3 Goal #3: Create a Walkable and Bikeable Community

Vibrant urban communities encourage active lifestyle and boast a high quality of life. Many physical attributes combine to create an active community. Among these, the goal of walkability and bikeability is essential. Contributing to an active lifestyle, walking and biking must be made convenient for both recreational use as well as a transportation option.

Objective A: Design pedestrian-friendly streets

Recommendations:

1. Design new streets in the downtown area to be as narrow as possible for projected vehicular traffic volumes (including number of vehicular lanes and lane width).
2. Provide quality street trees along all streets.
3. Provide wide sidewalks where possible to accommodate walking, parked car access and potential for outdoor seating areas associated with restaurants.
4. Interconnect all pedestrian routes in a grid; include sidewalks on both sides of streets with no pedestrian dead-ends.
5. Design roads for low traffic speeds with tight curb radii, curb neck-downs, and appropriate traffic calming devices



Active Sidewalks. Outdoor restaurant seating activates sidewalks and provides a desirable semi-public transition between the public realm and private businesses.

[Highland Park, Illinois]

where possible (traffic circles, textured pavement, offset alignments, etc.).

- Maintain the smallest block size possible in redeveloped street grid pattern.

Objective B: Encourage pedestrian activity in downtown

Recommendations:

- Develop a standards program for pedestrian amenities such as benches, pedestrian lighting and trash receptacles.
- Provide safe pedestrian street crossings such as curb neck-downs, crosswalk pavers and warning strips at street intersections, particularly across New Ballas Road at Old Ballas Road and Studt Road and interior street or drives east of New Ballas.
- Require buildings to be placed along street frontage, at back of sidewalk, with primary entrances and windows on street frontage.
- Provide on-street parking along all streets.

Objective C: Encourage bicycle activity in downtown

Recommendations:

- Create connections to regional bicycle trails such as Centennial Greenway.
- Create connections to local bicycle routes connecting to Creve Coeur neighborhoods, businesses, schools, and parks.
- Require bicycle racks in convenient locations adjacent to new developments and in public areas.

4.4 Goal #4: Create a Downtown

As incremental redevelopment proposals are made for properties in the CBD, they must be considered within the

context of a town center or a downtown, not as isolated projects. Downtowns evolve over time. The viability of a downtown is not dependent on architectural style or uniformity. Instead, the success and vitality of a downtown is more dependent on urban form, density and mixed uses.

Objective A: Investigate changes to existing zoning to encourage the development of a town center or downtown character

Recommendations:

- Evaluate the benefits of Planned Unit Developments in order to promote comprehensive site planning that can tie-in to adjacent redevelopment projects and to allow flexibility in zoning standards.
- Consider changes to the CB Core Business designation to encourage higher densities, FAR, site coverage and building height in the downtown area.
- Consider changes to the CB Core Business designation to encourage mixed-use, particularly stacked uses of residential over retail, restaurant, and other commercial activities.
- Consider changes to the CB Core Business designation within the downtown to relax on-site parking and open space requirements if they can be accommodated off-site (i.e. shared parking facilities and contributions to public open space).

Objective B: Develop an urban form over time

Recommendations:

- Encourage buildings arrangements that frame the public realm, with building frontage that follows streets minimal setbacks.
- Orient building facades to the sidewalk

Creating a Downtown Creve Coeur: CBD District 1



Bicycle Parking. Creative solutions for bicycle racks include sculptural forms that complement existing local landmarks.

[Pearl District, Portland, Oregon]

with front doors facing the street.

3. Allow secondary entrances for rear parking areas.
4. Provide lush landscape to enhance the urban environment.
5. Form small blocks with the street grid, with public frontage on all sides of the block to preclude the creation of dead-ends.

Public Parking. Large surface lots provided at the rear of buildings serve urban retail and office. Wide pedestrian ways with lush landscape reduce perceived scale, provide shade and accommodate pedestrian safety.

[Westin Town Center, Westin, Florida]



Objective C: Encourage compact development

Recommendations:

1. Encourage building height variety that creates spatial enclosure along streets and provides landmark architecture where appropriate (corners, termination of view, adjacent public open space) and discourage single-story buildings.
2. Consider increases in FAR or height as compensation for contributions to public facilities (open space, art/sculpture, fountains, maintenance funds, etc.).
3. Encourage development with minimal or no setbacks on front and side yards.
4. Promote clustered development adjacent shared public or open space over private open space and individual yards.

Objective D: Mix land uses

Recommendations:

1. Encourage mix of land uses throughout downtown area.
2. Encourage mix of uses vertically in same building.
3. Prioritize retail, office, professional services and neighborhood services as ground floor activities.



Mixed Use. Retail below residential, provided at intersections takes advantage of the most valuable location on a city block.
[Pearl District, Portland, Oregon]



Public Parking. Angled on-street parking serves retail streets, creates pedestrians (as they leave their cars) and provides premium parking spaces for adjacent business.
[Westin Town Center, Westin, Florida]



Public Parking. Structured garages between ground floor retail and upper level residential maximizes efficient use of land, while providing parking for residents, employees and tenants.
[Lodo, Denver, Colorado]

4. Prioritize residential and office uses in floors above ground floor.

5. Seek partnership to develop quasi-public uses that contribute to neighborhood quality of life, cultural diversity and downtown viability.

Objective E: Adopt a comprehensive parking strategy

Recommendations:

1. In partnership or independently, construct parking garage as infrastructure to serve variety and density of land uses and

discourage surface parking lots.

2. Encourage shared parking facilities for non-concurrent activities (weekend uses with weekday uses; daytime uses with evening uses).

3. Discourage excess parking capacity to enhance attractiveness of alternative transportation modes, promote efficient land utilization and maintain high property values.

4. Encourage use and turnover of on-street parking with meters and time restrictions.

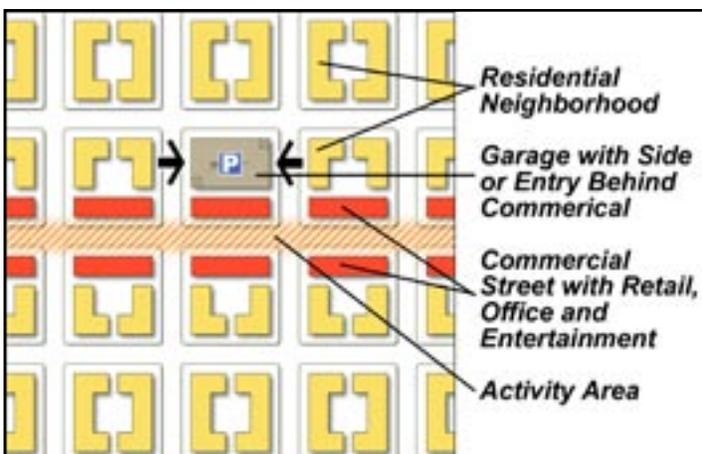
“Only with an understanding of the market parameters, the feasible mix and density of uses, and the public’s role in the process, should the City prepare a physical design plan for the area. This design plan should address vehicular issues (traffic circulation, access, parking), pedestrian facilities, building pattern and orientation, public amenities, architectural character, development guidelines, and others.”

— 2002 Creve Coeur Comprehensive Plan

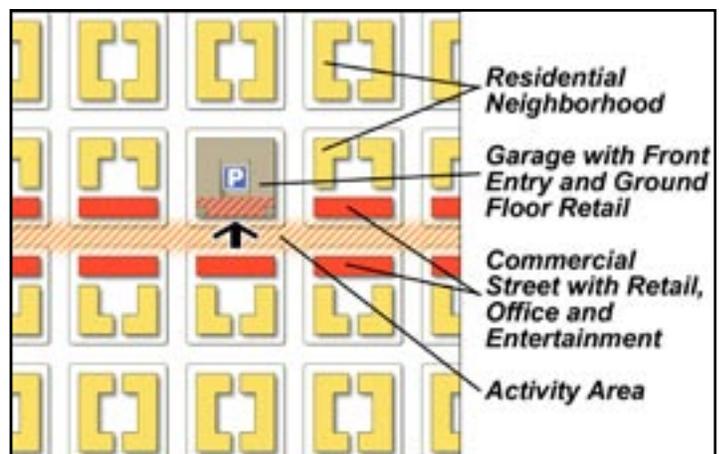


Tall Buildings. Human-scaled proportions, appropriate materials, vertical and horizontal design features, setbacks and roofline variation can contribute to tall buildings’ attractive appearance and perceived scale.

[Arlington Heights, Illinois]

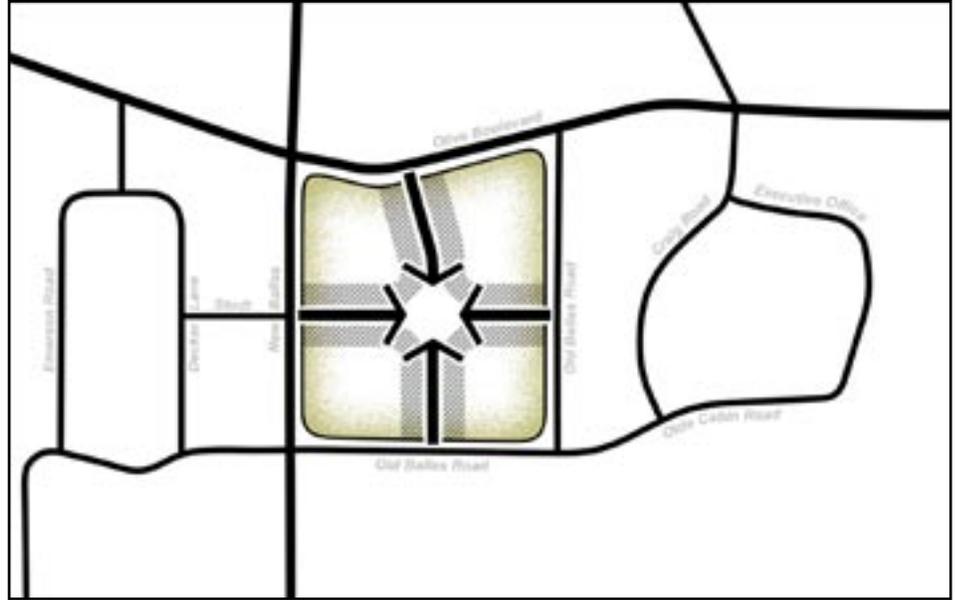


Parking Strategy. Develop shared use parking garage behind commercial or mixed-use with access on side streets.



Parking Strategy. Develop shared use parking garage along primary commercial street with ground floor retail and access at front.

Establish a symbolic center for downtown. Just as downtown will be the focus of the City of Creve Coeur, a civic place could become the symbolic focus and functional center of downtown.



5. Provide parking for all public or civic uses, including open space.

Objective F: Establish a symbolic center for downtown

Recommendations:

1. Designate a location or zone for increased density, height or FAR.
2. Preserve public open space or new city park as focus of central zone.
3. Promote land uses in central zone that serve public interest.
4. Encourage high quality design features (including architecture, art, landscape, sculpture, etc.) in central zone that have landmark characteristics.

Objective G: Establish a financing mechanism for development incentives and infrastructure enhancements

Recommendations:

In order to create a downtown that is characterized by high-quality, mixed-use development, which can be expensive and risky to build, and that places a considerable amount of property in the public

realm, the city should consider options for using financial incentives to encourage redevelopment.

The incentives can be used for infrastructure, including streets, sidewalks, and streetscape enhancements and for public parking facilities.

Of the programs available, the city should explore the creation of a Transportation Development District (TDD), a Community Improvement District (CID), or a Tax Increment Financing (TIF) district.

The potential use of any of the tools rests with the authority of the City Council and is not specifically proposed in the plan, as demonstrated in the introductory paragraph of the Purpose section.

4.5 Goal #5: Expand Parks, Trails and Greenways

Following trends throughout the country, communities are realizing numerous benefits of increasing the amount and quality of public open space. Additional parks, recreational facilities and open space contribute to more active

(and healthier) residents, a cleaner environment, increased property values and overall quality of life. In recent years, the opportunity for local communities to expand their facilities and make connections to the region's facilities has improved with the new Great Rivers Greenway District. Their initiatives, along with St. Louis County, provided opportunities for partnering and financing.

Objective A: Establish a central open space area for the enjoyment of the general public in downtown

Recommendations:

1. Partner with developer to provide publicly accessible open space of sufficient size (approximately a quarter of a city block or 3/4 acre) to accommodate civic and community activities.
2. Offer incentives (via conditional use) to allow greater height and/or density in exchange for donation of public open space.

Objective B: Create open space linkages to adjacent public facilities and open spaces.

Recommendations:

1. Create landscaped corridors for bicycle and pedestrian use that connect the downtown area with the golf course and to other local destinations.
2. Utilize new roadway corridors as open space corridors with median landscaping to create continuous linear open space connections.

Objective C: Enhance public realm as quality open space

Recommendations:

1. Develop quality open space plans for each roadway corridor and public ease-



ment.

2. Treat public rights-of-way as an extension of the park system.

Objective D: Encourage quality private open space

Recommendations:

1. Require high quality landscape treatment and/or public amenities (fountains, art, sculpture) throughout downtown.
2. Offer incentives (via conditional use) to allow greater height and/or density in exchange for developing private open space that is accessible to the public.

Objective E: Improve the environmental quality of the downtown

Recommendations:

1. Utilize best-practice management standards to slow stormwater runoff, using rainwater as on-site irrigation.
2. Design sustainable public landscape areas that require minimal irrigation and maintenance.
3. Incorporate lush landscape areas with appropriate plant materials to provide summer shade, provide winter sunlight, filter airborne dust, create wind break and minimize solar glare.

Quality Open Space. New parks can be the central feature of a downtown neighborhood and add value to the resident's quality of life.

[Pearl District, Portland, Oregon]

Quality Open Space. Landmarks and plazas enhance the urban environment, providing places for informal gathering, outside dining and wayfinding.

[Westin Town Center, Westin, Florida]



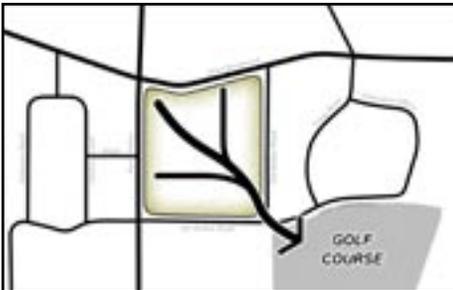
Quality Open Space. Creative use of storm drains and cisterns supply on-site irrigation while reducing stormwater discharge rates.

[Pearl District, Portland, Oregon]

4.6 Goal #6: Maintain Economic Base

Fundamentally, long term economic sustainability of a downtown requires a mix of land uses. These uses should accommodate flexibility in varying economic cycles and provide the ability for buildings to adapt over time. As a viable neighborhood, downtown land uses should provide a variety of residential options and promote complementary uses that enhance quality of life. The economic base of downtown should supplement that of the city by serving the needs of the downtown neighborhood, the residents of Creve Coeur and, as a regional destination, draw upon the entire St. Louis market.

Open space connections to Golf Course and community center.



Quality Open Space. Amenities, such as lush landscaping, fountains, lighting, special paving, and public art, make the public realm a very attractive and comfortable space for pedestrians which benefits quality of life and retail viability.
[Highland Park, Illinois]

Objective A: Create a mixed-use downtown neighborhood

Recommendations:

1. Encourage mixed-use developments that serve a variety of commercial markets.
2. Promote the design and development of building types that accommodate land uses that can change over time.

Objective B: Enhance revenue for the City of Creve Coeur

Recommendations:

1. Consider options to capitalize on downtown's prime location to generate revenue from commercial activities.
2. Use incentives to promote land uses and commercial activities that can generate revenue for the city.

4.7 Goal #7: Establish Downtown Design Guidelines and Development Standards

Ultimately, the intent of this plan is to guide development in the direction of increasing the quality of life for those who are affected by the new downtown – those who use the built environment actively – builders, developers, tenants and owners, and those who are affected by the built environment passively – all those who pass by the buildings or live in the context of the city of Creve Coeur. Development can be said to fall into one of two categories: that which contributes to the passive and active experience, and that which detracts from the experience.

As a downtown for Creve Coeur emerges, its character will largely determine its success in achieving the ambitious goals of the Comprehensive Plan and the CBD Land Use Plan. The character will be set by individual development proposals and the city's guidance. If it is the intention of Creve Coeur to establish a character that is unique, special or indicative to the community, it is recommended to adopt design guidelines and development standards that are specific to downtown. It is not enough to simply permit the development of a mixed-use neighborhood. Downtown Creve Coeur needs form-based policy that



Mixed Use Parking Garage. High quality designed parking structures provide retail opportunities on ground floors and fit within the urban character of a traditional downtown.

[Naperville, Illinois]

“As the city of Creve Coeur matures, it is entering a critical phase. For the last several decades, most of the City’s planning has been related to land use planning – deciding how best to use vacant parcels or large assemblages of land. Now that the city is largely built out, the basic land use pattern of the city is set.”

— 2002 Creve Coeur Comprehensive Plan

encourages the type of urban characteristics that are crucial to an incremental, and continual, evolution.

The framework must further provide for character consistency while permitting an appropriate degree of creativity and individuality. It would be the purpose of design guidelines for Downtown Creve Coeur to promote the importance of the public realm over the importance of the individual building. If the public realm is successfully created and protected, the highest value of the project – both socially and economically – will be achieved and ensured.

Design guidelines, in order to successfully achieve the intent, should:

- Be descriptive rather than restrictive, encouraging good ideas rather than only discouraging bad ones
- Be user-friendly by providing illustrative examples whenever possible
- Be concise

▪ Be easy to implement and enforce
While there are numerous examples of them, design guidelines should not:

- Be a disincentive to development by being too complicated or convoluted
- Make good planning ideas or architectural gestures hard to accomplish

In order to accomplish these goals, the ground rules for development should be separated into two categories, development standards and design guidelines.

Objective A: Guide placement, intent and use of proposed downtown projects through Development Standards

Recommendations:

1. Produce development standards that are specifically focused on creating a downtown neighborhood.
2. Organize Downtown Development

Standards into three sections, intent, placement and use.

Development standards are associated with elements of construction that are the most difficult to change once begun - the intent, the placement and the use – or accommodation for future flexibility, are all very difficult to change once development has started. If the basic three elements of the development standards are met, then a development should be viewed as contributing to the high quality of the public realm and should be given the ability to move forward quickly through the development schedule.

Intent. The intent speaks to the purpose for development – meeting the needs of a market, the demands of the population and the desires of a community are met by developments of many types. For example, if there is a significant deficit of housing in an area, along with a need for specific retail offerings, then the development of a building with retail space in the ground floor and residential units in a tower above would be considered a contributing development scenario.

Placement. The placement of a building speaks to the formation of the public space. The built environment creates the public realm in a balance of positive and negative space. Placement of buildings along a common line, as an example, creates a continuous street edge and provides the human element with an experience equivalent to an outdoor room – the tangible edges of the negative space provide comfort and familiarity. Placement should be offered as a simple diagram describing setbacks from all property lines, the existence of a “build-to” or frontage line, encroachments and the like – all things that relate to the building’s disposition to its context.

Use and Accommodation for Flexibility.

The best places in the world, those urban centers that have lasted for centuries all have at least one thing in common. They can accommodate any change in market conditions without having to redevelop to any large degree. If office space is required in greater amounts than exist in a current inventory, it is entirely possible to convert existing space (residential or other use) to house the new need. This happens everyday in cities that have a strong collection of flexible building types. Of course, as uses change, building codes provide for additional changes of building infrastructure and utilities. But even these changes can be accommodated without having to demolish good vertical environments and begin from scratch. Places that have been built with a good sense of current and future demands in mind are flexible and sustainable. Each new building should be designed with a degree of forethought for the flexibility of its space for a different use.

The design and development guidelines should provide a simple section view of a typical building, describing appropriate locations (per floor) for different uses.

Objective B: Guide building proportion, massing, scale, materials and configurations through Design Guidelines

Recommendations:

1. Produce design guidelines that are specifically focused on creating a downtown neighborhood.
2. Organize Downtown Design Guidelines into three sections, architecture, materials and assembly.

Design guidelines are associated with the most essential elements of a building’s design – the architecture (not “style”), the

use of materials and the assembly of the elements. Architectural design is highly subjective, and it is important to permit individual expression within the bounds of an appropriate context. Therefore, the most essential pieces of design to guide include proportion, massing, scale, materials palettes, and configurations. Architects should be free to work within these parameters while achieving goals of individual expression. The involvement of many architects will further ensure the authenticity of a real place – moving away from the sterility of single-authorship toward the vibrancy of multiple experts. Short descriptions of the elements to be most concerned about follows.

Architecture. As previously stated, architecture is highly subjective. However, certain elements should be held to specific standards for reasons of contextual and climatic appropriateness:

- Roofs
- Walls
- Openings (windows and doors)
- Elements (including arcades, porches, balconies)
- Storefronts
- Awnings or Canopies

Single elements of these should all be described through descriptive text and illustrative examples. These guidelines should be descriptive to suggest flexibility rather than restrictive to simply describe what is not permitted. Good architects can more easily design excellent buildings when the rules are flexible than when challenged with a set of prohibitive standards. The results will be a collection of well-designed buildings that work together to establish a strong architectural character and elevated baseline of quality public realm.

Materials. For each of the categories above, there should be delivered a concise but complete materials palette. The materials palette must be, above all, responsive

to the context and able to accommodate the best of modern technology. For instance, the availability of materials such as stone and the existence of skilled tradesman familiar with its performance and construction techniques make it an obvious palette selection. Newer materials that will stand up to weather conditions and maintenance issues should have a place in the design guidelines as well.

Assembly. In addition to the materials palette, descriptive text should be provided to guide the proper assembly of the elements. Heavier materials located below lighter materials help buildings appear “grounded”, establishing a degree of comfort to the human experience. Additionally, descriptions for changing from one material to another, the use of secondary building materials, colors and other elements should also be described using text and numerous illustrations.

A good set of development standards and design guidelines will achieve the intent of a high quality public realm and permit the flexibility that designers demand. In the end, a good set of guidelines will foster a strong relationship between those who have the interests of the entire Downtown Creve Coeur and those with more specific desires to work toward the result of a first-rate urban place.