

## Executive Summary

A Comprehensive Plan serves as a guide for making the community a better place in which to live and work over a 15- to 20-year timeframe. It communicates to residents, developers, and others what land use pattern is desired by the community in particular areas of the city.

The existing Comprehensive Plan of the City of Manchester was adopted in 1977. The city has gone through significant changes since this date, primarily as a result of the 1997 and 1999 annexations. Two-thirds of the geographic area of the city is not represented in the city's current Comprehensive Plan. The widening and improvement of Highway 141 during the 1990s altered traffic patterns in the city.

Recognizing the role that a Comprehensive Plan can play in maintaining and improving the quality of life for all Manchester residents, the city began the process of reviewing and revising its Comprehensive Plan in March 2002. To assist it in this effort, the city retained the planning consulting firm of HNTB Corporation. A Steering Committee comprised of the Mayor, Board of Aldermen, and the Planning and Zoning Commission oversaw the development of the new Comprehensive Plan.

The process to create the new Plan was designed to be inclusive. Towards that end, the planning process offered a variety of ways for the public to share their thoughts and visions for the community. The initial public forum was held on August 15, 2002. In conjunction with HNTB's site visit, a series of focus group sessions were held to allow for in-depth discussion of specific topics. A community-wide survey was mailed in conjunction with the fall edition of the *Courier*.

HNTB utilized the input received at the public forum, from the focus groups and community-wide survey, and from the Steering Committee to develop three conceptual land use alternatives. Alternative "A" represented a continuation of the city's existing land use patterns. Alternative "B" incorporated limited mixed-use redevelopment in the city's historic town center (i.e. the Manchester Road corridor between Sulphur Spring Road on the west and Highway 141 on the east) and the direction of multi-family development in the area east of Highway 141 and north of big-box commercial developments along Manchester Road. Alternative "C" envisioned more extensive mixed-used redevelopment in the historic town center area, the

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annexation of land east of the existing city limits for use as big-box retail, limited residential lot splits, and redevelopment on residential lots one acre or greater.

The three conceptual land use alternatives were presented and discussed at public forums on September 26, 2002 and November 14, 2002. At the conclusion of the public input process, a proposed Future Land Use Plan and related goals and policies were developed. The proposed Future Land Use Plan incorporated elements from Alternative B and Alternative C.

The proposed Future Land Use Plan served as the basis for the first draft of the new Comprehensive Plan for the City of Manchester. The draft was circulated through the city's website and presented at a public hearing held on July 28, 2003. Additional public testimony was accepted at a subsequent public hearing on August 11, 2003.

At the public hearings, residents expressed concern about the change in land use depicted in several residential areas of the city. While a Comprehensive Plan does not change the zoning of property, residents were concerned that any deviation from the existing land use may encourage developers to seek a change in zoning.

Based on the testimony accepted at the two public hearings, the Steering Committee agreed upon certain changes to the draft Comprehensive Plan. The modified Plan reflects the following land use objectives:

- The redevelopment and revitalization of the city's historic town center (i.e., the stretch of Manchester Road between Highway 141 on the east and Sulphur Spring Road on the west) to provide for a mix of shops, restaurants, offices, and residences
- The preservation of the city's residential neighborhoods
- The creation of a trail network to provide connections between neighborhoods and major activity centers, such as schools and parks

These objectives are reflected in the future land use map and in the Plan's goals and implementation priorities.

Throughout the development of this Comprehensive Plan, many residents pointed to the historic town center as one of Manchester's identifying characteristics. One of the goals of the Plan is to enhance this area of the city through the establishment of design guidelines for the historic town center area to ensure compatible new construction and renovation. This Comprehensive Plan envisions a mixture of land uses to enhance the revenue potential of this area and to create a "destination" point for both residents and non-residents.

Approximately 65 percent of Manchester is single-family residential. Commercial and industrial/utility land uses make up about 6 percent of the city. The sales tax revenues generated by commercial land use are the primary funding source for the

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city's general operations, as well as its infrastructure needs.

In 2004, approximately 50.5 percent of the city's projected operating revenues will be derived from sales taxes. Sales tax revenues have allowed the city to maintain a low property tax rate; in 2004, the average homeowner in Manchester will pay approximately \$15 in real property tax revenues for the general operation of the city.

In light of the limited commercial property in the city, new automotive sales and uses are not recommended by the Plan; this type of land use is not particularly advantageous from a financial perspective. New development and redevelopment efforts, particularly in the historic town center, should target a mixture of new high-quality uses including, but not limited to, specialty retail, high-quality sit-down restaurants, and entertainment venues.

Therefore, in the face of declining revenues and increased service cost, the best way to increase revenue is to generate new sources of sales tax revenue and maximize retail opportunities in the existing "point of sale" commercial areas of the city.

In addition to the revitalization of the city's historic town center, an objective of this Plan is the preservation of the city's residential areas. The city's diversity of housing and neighborhoods were often highlighted as one of Manchester's greatest assets during the planning process. The Plan recommends that, in considering proposed land use changes, the

consistency and compatibility with adjacent residential neighborhoods be taken into account. Residential lot splits and residential tear-downs should be considered on a case-by-case basis for their potential impact on surrounding uses. Any such site plans will need to be compatible with the surrounding neighborhood.

During the development of this Comprehensive Plan, Manchester Road and Highway 141 were identified as impediments to non-vehicular traffic. A goal of this Plan is the creation of a network of pedestrian and bike trails throughout the community.

The first three chapters of this document provide background information on prior planning efforts by the city, issues identified and discussed during the development of the Plan, and various factors impacting land use and development in Manchester.

Chapter 4 discusses the three alternative future land use plans considered by city residents and officials during the planning process.

Chapter 5 outlines the primary goals and objectives of the Comprehensive Plan. Specific areas addressed in this chapter include economic development, the historic town center, design, quality of life, parks/trails/open space, and transportation.

Chapter 6 provides additional information on the Future Land Use Plan, which will serve as a guide for future development in Manchester. The land use designations are for planning purposes and do not represent any

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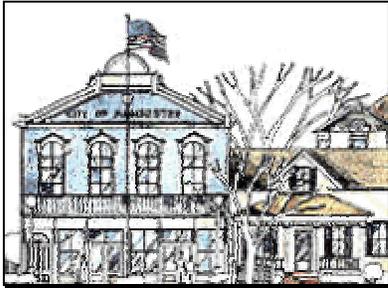
change to existing zoning. Chapter 6 also sets forth certain land use goals and objectives, as well as design concepts, for use by the city in making development decisions.

Chapter 7 describes various implementation tools that the city can utilize in achieving the goals of the Comprehensive Plan. The chapter also summarizes specific actions that will be taken to move the Plan forward.

Chapter 8 provides concluding remarks about the Plan and its application in the City of Manchester.

This Comprehensive Plan is intended to serve as a road map to guide the city's future development and redevelopment. The Plan should be viewed as a dynamic document and periodically reviewed to keep pace with changing conditions and evolving community aspirations.

The Comprehensive Plan serves as the beginning, not the end, of the city's planning process. The city will need to initiate various programs and accomplish a number of tasks for the vision of this Plan to be realized. Working together, the community can ensure that Manchester continues to be a city with "A Proud Past, A Bright Future."



## Chapter 1: Introduction

The City of Manchester Comprehensive Plan is a product of community, city staff, Planning and Zoning Commission, and Board of Alderman input. This document reviews, discusses, and identifies important community opportunities. It reflects the values and needs citizens voiced during the planning process.

In March 2002, the City of Manchester initiated the current planning process with an announcement of the project and selection of HNTB Architects Engineers Planners as the city's planning consultant. The city mapped out an extensive public participation program. As a result, the plan goals, objectives and policies were drafted and refined over an 18-month process.

The process to create this plan was inclusive, starting with public forums, focus groups, and a community-wide survey, and eventually channeling into an intensive collaborative effort between the Board of Aldermen, Planning and Zoning Commission, and city staff. Manchester residents provided input and feedback regarding local issues and future development alternatives, leading to goals and policies and the future land use map.

Perhaps most importantly, this Comprehensive Plan establishes policies to guide elected and appointed officials in making decisions that affect the community's future. It also serves as a resource for responsible growth and development in Manchester for residents, builders, developers and businesses owners.

The focus of the plan is to maintain and improve the quality of life for all residents within the community.

This document includes a comprehensive set of goals and objectives as well as a set of land use recommendations and development policies that frame and describe Manchester's approach to future decision-making. The city must now move this plan forward and guide redevelopment to meet the community's vision.

### **Plan Context: A Look Back at Manchester**

Manchester was founded in 1795 and is one of the oldest communities in the region. According to the 1960 *City Plan for Manchester, Missouri*:

*"Whatever may be the controversy about Manchester being an older town than Saint Louis, it is certain that the*

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*fascinating history of this city began in the early part of the 19<sup>th</sup> century. This place was first known as Hoardstown, but in 1825 an Englishman, who came from the city of Manchester, England, christened his new home with the name of his former abiding place.*

*The original settlement took place on both sides of Manchester Road, east and west of the present Creve Coeur Road. Manchester Road, which was graded and rocked in 1849, opened the way farther west for wheeled carts and was frequently used by pioneers passing through the town. Consequently, Manchester became a trading as well as a resting place. A few buildings remain as witnesses of this period.*

*From the very beginning, the economic base of Manchester was industry and trade rather than agriculture. Some of the original settlers were engaged in trade with neighboring Native Americans, while others were busy in manufacturing horse saddles, shoes, boots and so forth. Handmade brick was a Manchester product in 1822.”*



Manchester City Hall

Manchester was incorporated as a village in 1951. The village was designated as a fourth-class city in 1959. The first citywide plan was completed a year later, in 1960. The plan, now a classic example of planning for the era, identified and discussed a number of issues that still face the city today, including:

- Development of Manchester Road to a major commercial area with maximum revenue advantage for the city
- Protection of existing residential neighborhoods

At the outset it notes: “The city is now at a good stage in its development to adopt a Comprehensive Plan; however, it must be prepared to enforce a somewhat different pattern for additional development than that of the past.”

The *City Plan* was updated in 1977 with the *City Development Plan*. Almost 20 years later, Manchester had grown and changed:

*“As a part of the Saint Louis suburban community, the City of Manchester has grown significantly over the past decade and a half since the City Plan for the City of Manchester was adopted by the Board of Aldermen in 1960. At that time, the population of the city was approximately 3,000 persons and only a few commercial enterprises were along Manchester Road. Today the city population is*

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*estimated at 6,550 persons, and Manchester has a booming commercial area with major commercial outlets located along Manchester Road and residential subdivisions throughout the remainder of the city. There are only a few large development parcels left in the city although a number of smaller developable parcels exist. However, like almost all suburban communities, Manchester is not without problems. Located at the major intersection of Highway 141 and Manchester Road, the community is burdened with heavy traffic volumes as well as problems with circulation and access. The city is working to improve this situation through construction of Grand Glaize Drive and other similar projects. Despite these problems, Manchester exists as a key suburban community in the Saint Louis metropolitan area with a relatively strong tax base and a high quality life for its residents.”*

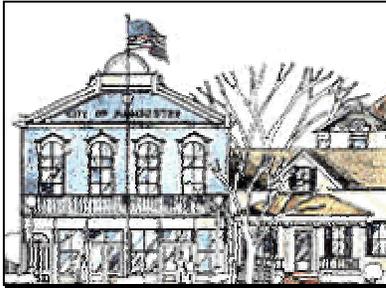
Another significant planning effort was the *Master Plan for Historic Manchester*, completed in 1983. This plan focused on: 1) identifying historic structures; 2) proposing a Historic District boundary; and 3) establishing criteria for restoration of historic structures and criteria for non-historic structures.

### **Manchester Today and Tomorrow**

In 2004, Manchester is once again updating its Comprehensive Plan. The community is an interesting dichotomy of old and new, which is reflected in the city motto, “A Proud Past A Bright Future”. The city has a proud history which makes it unique among its

neighbors. The city is also fortunate to have quality neighborhoods, good schools, and ample parks and recreational amenities. However, there are several issues of concern, including: traffic congestion; lack of a clearly identified town center; and the growing trend of in-fill development within residential neighborhoods. These issues have caused the city to revisit its vision for the future and its methods of achieving that vision.

Progressive and proactive measures have been identified in this Comprehensive Plan to allow Manchester to continue to attract new businesses and employment while maintaining a desirable quality of life for its residents.



## Chapter 2: Public Process

The Manchester Comprehensive Plan synthesizes information and issues from many sources. Public participation was essential. In gathering this input, city staff and members of the study team provided numerous opportunities to engage the public. These interactions took place in a variety of formats:

- **Public Meetings**
- **Community Survey**
- **Focus Groups**
- **Steering Committee**

The plan's direction, focus of the analysis, and final recommendations are a result of a public involvement effort. The project team and city staff worked with the Board of Aldermen and the Planning and Zoning Commission as a Steering Committee and sounding board for community issues and concerns.

### **Public Meetings**

The Steering Committee met following all of the public workshops to review a summary of the proceedings and make decisions necessary to keep the plan moving forward. The city staff organized a series of public meetings and workshops to reach the maximum

number of participants. These meetings were held throughout the community to educate and inform about the planning process as well as to solicit input concerning important community issues.

During the August 16, 2002 public meeting for the City of Manchester Comprehensive Plan, many issues and concerns were raised and discussed. Seventeen discussion topics within six general categories were recorded. Within each topic are lists of key issues that were raised during the discussions. The issue(s) within each category that garnered the greatest response within each topic is italicized.

### **Vision**

#### **1. Future Vision**

- *Need a community meeting place (public or private)*
- Lack of community identity
- Lack of linkages between neighborhoods

### **Roads/Transportation**

#### **2. Manchester Road**

- *Creates a barrier between north and south sides of street*

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- North side appears unfinished compared to south
- Need pedestrian crossing
- Traffic volume is a problem
- Consider frontage/outer roads
- Consider shared access to businesses

### 3. Missouri Highway 141 (Highway 141)

- *A barrier between east and west Manchester*
- Opportunities for major development at Manchester interchange
- Need bike pedestrian crossing
- Bridge has/will foster community gateway
- Problem with litter
- Sound barriers should be landscaped



Highway 141 Bridge across Manchester Road

### 4. Public Transportation

- *Poor bus schedules, must bring employees in for work, have some non-drivers*
- Metrolink would put Manchester on the map

## Commercial Development

### 5. Manchester Road Corridor

- *Need safe pedestrian crossings and sidewalks*
- *Need more parking*
- Lack of unifying identity
- Would like mixed use development—town center
- Currently looks rundown

### 6. Commercial Redevelopment

- *Strip mall issue must be addressed*
- Want to attract office, high quality retail
- Want destination restaurants, ethnic grocery stores
- Need site assembly with city help to create place for redevelopment, no large sites available
- Mixed use may be acceptable



Potential commercial redevelopment

### 7. Economic Growth

- *Car dealerships are viewed as unattractive*
- Maintain mix of large and small businesses
- More retail possible at Big Bend and Highway 141

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### 8. Landscape/Streetscape

- *Community enjoys planters*
- Need sidewalks, street lighting and trees
- Want more public landscape/streetscape



Potential landscape and streetscape elements

- Little public information about parks
- Green space is disappearing
- Need to maintain attractiveness to youth, young families



Bike and pedestrian trail

## Residential and Parks

### 9. Neighborhoods

- *Want to identify Manchester to outsiders*
- "Best Kept Secret"
- Importance of good schools
- Like big trees, old homes, walkable, and safe
- Potential for quality in-fill compatible with existing neighborhoods
- Want to encourage home ownership
- Neighborhood preservation important
- Some concern about tear-downs replaced by bigger homes

### 10. Parks/Open Space

- *Would like community trail system (bike/pedestrian)*
- Pool is well liked
- Not much open space, should maximize public use

### 11. Infrastructure

- *Multiple individual issues, including erosion and storm-water management*
- Neighborhoods do not like cut-through streets
- Need infrastructure assessment and funding analysis
- Want to understand future traffic patterns

## Urban Design

### 12. Design

- *Reflect the character of Manchester, community heritage*
- Want unified theme for new buildings and redevelopment
- Want consistent design quality
- Highway 141 Bridge design well-liked

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- Desire for banner signs, markers, and streetlights
- Current code has design gaps



Potential types of design elements

### 13. Historic Preservation

- *Split view on definition and importance of historic: old is not necessarily historic*
- History plays a role in community character
- City Hall is an icon, provides a sense of character

### People

#### 14. Citizens

- *Want greater involvement in neighborhood and historic organizations*
- Many residents only “reside” here, leave all day for work

#### 15. Government

- *Want progressive approach*
- Desire more community-wide events, bring people together
- Project approval can be chaotic, want more continuity

These issues were further refined in public meetings held in September and November. They formed the basis for the preparation of the plan alternatives described in Chapter 4.

### Focus Group Interviews

A series of focus group sessions were held in August 2002. These small groups of four to ten members allowed for more in-depth discussions of specific topics. The focus groups included:

- Neighborhood Trustees
- Public Institutions
- Historic Preservation
- Businesses
- Real Estate/Development
- City Officials

Similar to the public meetings, the focus group meetings covered a variety of topics. Highlights and themes included:

### Public Institutions

- People are happy with city services.
- Public transportation is lacking.
- City needs to distinguish itself from other communities.
- There are strong established neighborhoods.
- There is a lack of cooperation with surrounding communities.
- Infrastructure is coming along slowly.
- There is a loss of green space.

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### **Historic Preservation**

- The city needs a business association to enhance the historic district.
- With greater resources, there is a potential to purchase important properties.
- The historic properties can enhance the entire community.
- Some new development has tried to incorporate historic “touches” in design.
- There should be ordinances to protect historic structures along Manchester Road and Henry Avenue.

### **Trustees**

- There should be more positive PR about what Manchester is doing.
- Manchester lacks identification; businesses say they are in Ballwin.
- It is not safe for children to ride bikes through neighborhoods.
- The city needs to improve sewer, stormwater, and other infrastructure.
- There is not a clear understanding of what historic structures should be preserved.
- Plants and streetscape are a positive and pretty way to distinguish community character.
- There is a desire to develop a sense of community definition and identity.

### **Business Owners**

- Due to severe traffic, there is a need to create an outer roadway or frontage road system.

- There is a need to identify opportunities and places for businesses to expand.
- The city lacks sidewalks, trees and a cohesive appearance; there is room for more buildings downtown.
- Pedestrian facilities are necessary.
- The community needs some “really awesome” restaurants.
- There is no premier retail in the area.
- The city needs to coordinate and incorporate existing landowners into a redevelopment program that will work for the community.
- The city needs to communicate better with the business community.

### **Community Survey**

The public outreach process included a community survey to determine citizen opinions about local issues. The survey posed a series of questions, ranging from park use to the need for more industrial land use in the city. The survey was mailed out to over 7,600 households, of which 562 households responded. This survey was used to gain insight into issues and ideas related to the future of Manchester. The responses to the survey were taken in context with other comments received from the focus groups, public meetings, and the Steering Committee. The following is a synopsis of the results of the survey.

### **Parks**

Nearly 40% of the respondents indicated that they use city parks five or more times in a year. This is a sign that parks are an important service to

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the community. However, nearly half (47%) of the respondents rarely if ever utilize parks. This is consistent with a concern raised during the planning process that there is a need for more parks and better bicycle/pedestrian pathways to connect parks together. Manchester Road and Highway 141 hinder bike and pedestrian access to city facilities such as Paul A. Schroeder Park and the Manchester Aquatic Center.

Respondents to the survey also expressed a desire for the City to build a community center. There was no indication what location is preferred but typically one should be located in strategic proximity to existing or planned recreational assets.

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### **Historic Character**

The survey indicated strong support for the historic buildings and streetscape of the historic downtown\* located along Manchester Road, west

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\* There is a lack of consensus within the community about the best term to apply to the stretch of Manchester Road between Highway 141 on the east and Sulphur Spring Road on the west. Originally referenced in the planning process as the downtown or historic downtown, the name changed over time and become the historic town center by the end of this project. The Comprehensive Plan tracks this change and tries to maintain consistency with the terminology used at different times in the planning process.

of Highway 141 and east of Sulphur Spring Road. This was supported by comments from focus groups and public meetings. The bridge and historic buildings within this area provide Manchester with an identity and character that does not exist in many nearby communities. However, over half of the survey respondents indicated that they do not use the shops and stores along the corridor.

The survey indicated that most people agree or strongly agree that the city's historic heritage should be preserved. With respect to keeping the historic downtown unchanged, the answers were divided. The idea of changing or updating the historic downtown was evenly split. However, most respondents agreed or strongly agreed that new buildings in the historic downtown should look traditional.

The general sense from the planning process is that the historic downtown is important to the citizens of Manchester. There is a strong sentiment that this area is underutilized and that there is a need to create a central place for citizens to come for shopping, entertainment, and services.

### **Pedestrians**

Sidewalks, bike/walk trails, and safe highway crossing points were all identified as priorities by survey respondents (over 60%) and other participants in the planning process. Specific ideas were brought out in the planning process during public meetings regarding safety issues for pedestrians and bicyclists crossing Manchester Road and Highway 141.

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Other suggestions included using common ground and open space in existing neighborhoods to create a network of trails that would link parks, schools and other city features together.



Potential pedestrian connection

### **Transportation**

The survey results also identified a need for mass transportation. This topic was also discussed in public meetings and focus groups. This input reflected the recognition that the population in Manchester and surrounding communities is concerned about mobility. It was noted that the City of Manchester is not in a position to undertake such a service at this time. The city should be involved with the appropriate St. Louis transportation authority to advocate future access and connections to metro-wide mass transportation.

Survey respondents also indicated a desire for a community gathering place or community center in the city. This issue was raised initially during the public meetings. Ideas included the establishment of a mixed-use area in the historic downtown. The gathering place could provide for both indoor and outdoor public gathering as well

as a place to hold community-wide celebrations.

### **Summary**

Through the public process, the citizens of Manchester inventoried and identified many key aspects of the community. The city has a number of strengths that anchor Manchester, including:

- Strong neighborhoods
- Commercial strength and redevelopment potential of Manchester Road
- Potential commercial opportunities along Highway 141
- Historic character
- Good location
- Available recreation options

Conversely, the citizens and community leaders also believe that Manchester has some problems that it must resolve, including:

- Lack of community identification
- Highway 141 and Manchester Road dividing the community
- Infrastructure deficiencies
- Divided opinion about historic structures
- Appropriate uses in inappropriate locations (e.g., car dealerships)
- Perceived lack of city communication with residents and businesses

In addition to local issues, the public identified some significant needs for the city to address, including:

- Provision for long-term economic growth

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- Definition of historic downtown concept
- Parking in historic downtown
- Creation of a community meeting place or center
- Improved traffic circulation system

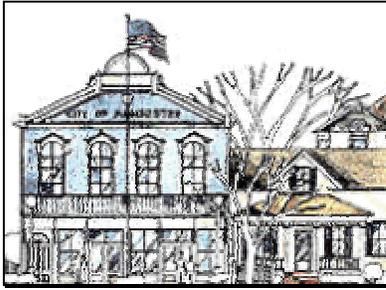
Together, these opinions and the public process have identified a number of opportunities for the city moving forward:

- Economic growth through redevelopment
- Definition and refinement of historic downtown as a community meeting place
- Use of historic character to provide community-wide design theme
- Increased park use and provision of connected bike/hike trails
- Preservation and strengthening of Manchester's neighborhoods

As a result of the public process, the project team utilized these strengths, issues, needs, and opportunities to develop three plan alternatives, described in Chapter 4. These alternatives were presented to the public and Steering Committee for multiple reviews and iterations, which lead to the creation of the city's Goals and Policies located in Chapter 5, and the Manchester Future Land Use Plan in Chapter 6.

## Chapter 2: Public Process

<b>Manchester Comprehensive Plan Informational Survey</b>				
The City of Manchester is in the process of updating its Comprehensive Plan. The Plan is a map and policy document that is used to guide land use decisions made by the City Staff, Planning and Zoning Commission and Board of Aldermen. We would like your input into this process. The surveys will be provided to HNTB Corporation, the city's planning consultant.				
<b>How do you learn about Manchester activities and initiatives?</b>				
Newspaper – 483 (Post Dispatch, West County Journal, Suburban Journal, Press Journal, West)				
Courier – 394				
City Meetings – 19				
Trustee Meetings – 10				
City Web Site – 35				
Other – 96 (word of mouth, Manchester newsletter, city mailings, signs)				
<b>How many times a year do you use, do or go to</b>	<b>0</b>	<b>1-2</b>	<b>3-5</b>	<b>5+</b>
1. City parks	105	153	87	217
2. Stores in historic downtown area	153	216	99	84
3. City meetings, festivals or events	171	282	66	24
4. Stores on Manchester Road	14	21	48	453
5. Manchester restaurants	31	72	122	323
6. High school events	338	91	27	79
7. Neighborhood meeting	322	171	22	8
8. Planning & Zoning Commission meeting	487	37	4	1
9. Board of Aldermen meeting	470	46	10	3
<b>Please share your opinion about the following:</b>	<b>Strongly Disagree</b>	<b>Disagree</b>	<b>Agree</b>	<b>Strongly Agree</b>
1. Manchester's boundaries are clearly defined	56	223	214	25
2. The city's historic heritage should be preserved.	26	32	280	205
3. The downtown should remain unchanged.	46	177	193	80
4. The downtown should be updated.	90	182	169	69
5. New buildings in the city should look traditional	25	76	280	141
6. We need a bike/walk crossing for Manchester Road.	53	111	188	168
7. We need a bike/walk crossing for Highway 141.	56	130	180	151
8. The city needs more sidewalks.	38	146	199	108
9. The city needs a bike/walk trail system.	45	128	203	138
10. We have easy access to public transportation.	83	169	183	36
11. The city needs a community center.	51	141	199	106
12. The city needs a public place, indoor or outdoor	57	138	196	106
13. The city needs more local stores and restaurants	71	204	170	62
14. We need more office space in the city.	80	219	154	25
15. We need more industrial space in the city.	147	258	67	9
16. The city should hold more public meetings	33	229	147	22



## Chapter 3: Factors Affecting Development

Factors that affect quality of life and overall development include:

- Population and economic trends
- Existing development
- Natural environment
- Schools
- Open space
- Community/government services

Understanding these trends and factors helps to determine overall land use pattern of the community. These factors influence the stability of uses within a community. The comprehensive planning process typically has an impact on all of these aspects; in a built-out community, however, such as Manchester, planning effects on schools and government services are usually minimal.

### Existing Development and Demographic Trends

The 2000 census data for Manchester indicate that the city has a population of 19,161 persons. The demographics of the city are a median age of 36 years, with 27% of the population under the age of 18. The average household size in Manchester is 2.66 persons, with a median household income of \$64,381 and a per capita income of \$27,663.

Educational attainment is high, with nearly 53% of the population holding a bachelor's degree or higher and 53% of the population holding management or professional jobs. This level of education is almost twice the national average.

Manchester is predominantly an owner-occupied dwelling unit community, with nearly 81% of the residents owning their home. The median home value is \$144,800. The median rent is \$690, with a vacancy rate of 3%.

Manchester is also a largely built-out community. Population growth in St. Louis County has slowed down significantly. Over the past three decades, the pace of population growth in the county has slowed to an average of 2% per decade. Growth and change, therefore, will come through redevelopment or annexation.

**Table 1.1 St. Louis County  
Population Trends**

1970	951,671
1980	979,180
1990	993,508
2000	1,016,315

*Source: U.S. Census Bureau*

## Chapter 3: Factors Affecting Development

Indeed, it has been through annexation that Manchester has grown historically. From 1960 to 1990, the population of Manchester increased nearly 325%. From 1990 to 2000, the population grew 193%. The city approved two major annexations that account for this surge in population. The first in 1997 added 3,309 new residents, pushing the city's population to 9,890. The second and greater annexation in 1999 nearly doubled Manchester's 1997 population to 18,703. Without the annexations in 1997 and 1999, the city's population would have grown at a rate of 7.5% -- to 7,033 -- between 1990 and 2000.

**Table 1.2 Manchester Population Trends**

1960	1970	1980	1990	2000
2,021	5,031	6,351	6,542	19,161

Source: U.S. Census Bureau

Manchester's 19,161 residents live in approximately 7,405 households. That equates to 2.66 persons per household. This average is greater than the county average of 2.47 persons per household.

**Table 1.3 Manchester Households**

Total Population	19,161
Total Households	7,206
Average Household Size	2.66

Source: U.S. Census Bureau

The area of the city north of Manchester Road has an average population age of 42.5 – 51.9 years. This reflects the older, more established part of the city. The average

population age on the south side of Manchester Road is between 32.5 and 37.4 years. This area includes recently annexed portions of the city and also has a greater number of children in households. Overall, the city is fairly young, with 75% of the population under the age of 50. Those under the age of 20 make up 30% of the population, indicating that Manchester is a family-oriented community.

**Table 1.4 Manchester Population by Age**

9 and Under	2,802	15%
10-19	2,856	15%
20-29	2,155	11%
30-39	3,043	16%
40-49	3,365	18%
50-59	2,475	13%
60-69	1,369	7%
70-79	823	4%
80 and Over	273	1%

Source: U.S. Census Bureau

The majority of dwelling units in Manchester - nearly 80% - are owner-occupied. This exceeds national standards for home ownership.

**Table 1.5 Manchester Housing Units**

Owner-Occupied	5,794	78%
Renter-Occupied	1,402	19%
Vacant	210	3%
Total	7,406	100%

Source: U.S. Census Bureau

## Chapter 3: Factors Affecting Development

**Table 1.6 Manchester Household Size**

1-Person	1,481	21%
2-Persons	2,430	34%
3-Persons	1,321	18%
4-Persons	1,267	18%
5-Persons	519	7%
6-Persons	145	2%
7 or more Persons	43	1%
Total	7,206	100%

Source: U.S. Census Bureau

### Existing Land Use Patterns, Including Parks and Open Space

Exhibit 1, Existing Land Use on the following page and Table 1.7 below illustrate land uses found within the city and the percentage of total use.

**Table 1.7 Manchester Existing Land Use**

Land Use	Acres	% of Total
Commercial	133	5%
Common Ground	212	8%
Duplex/Townhome	4	0.1%
Industrial/Utility	35	1%
Institutional	226	9%
Multi-Family	122	5%
Park/Open Space	260	2%
Single-Family	1,720	65%
Vacant	110	4%

Source: St. Louis County GIS Department

By far, the greatest land use within Manchester is single-family residential, comprising 1,720 acres or about 65% of the city. There are 122 acres of multi-family land use and only four acres of duplex/townhome land use in the city. Neighborhoods, quiet streets,

and good quality schools are frequently mentioned as reasons families choose to live in Manchester. The preservation of all three of these important features is a focus of the policies described in this plan.



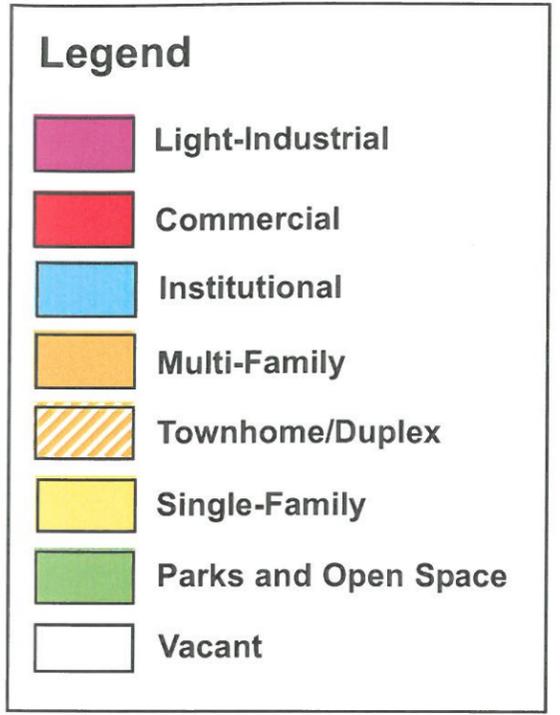
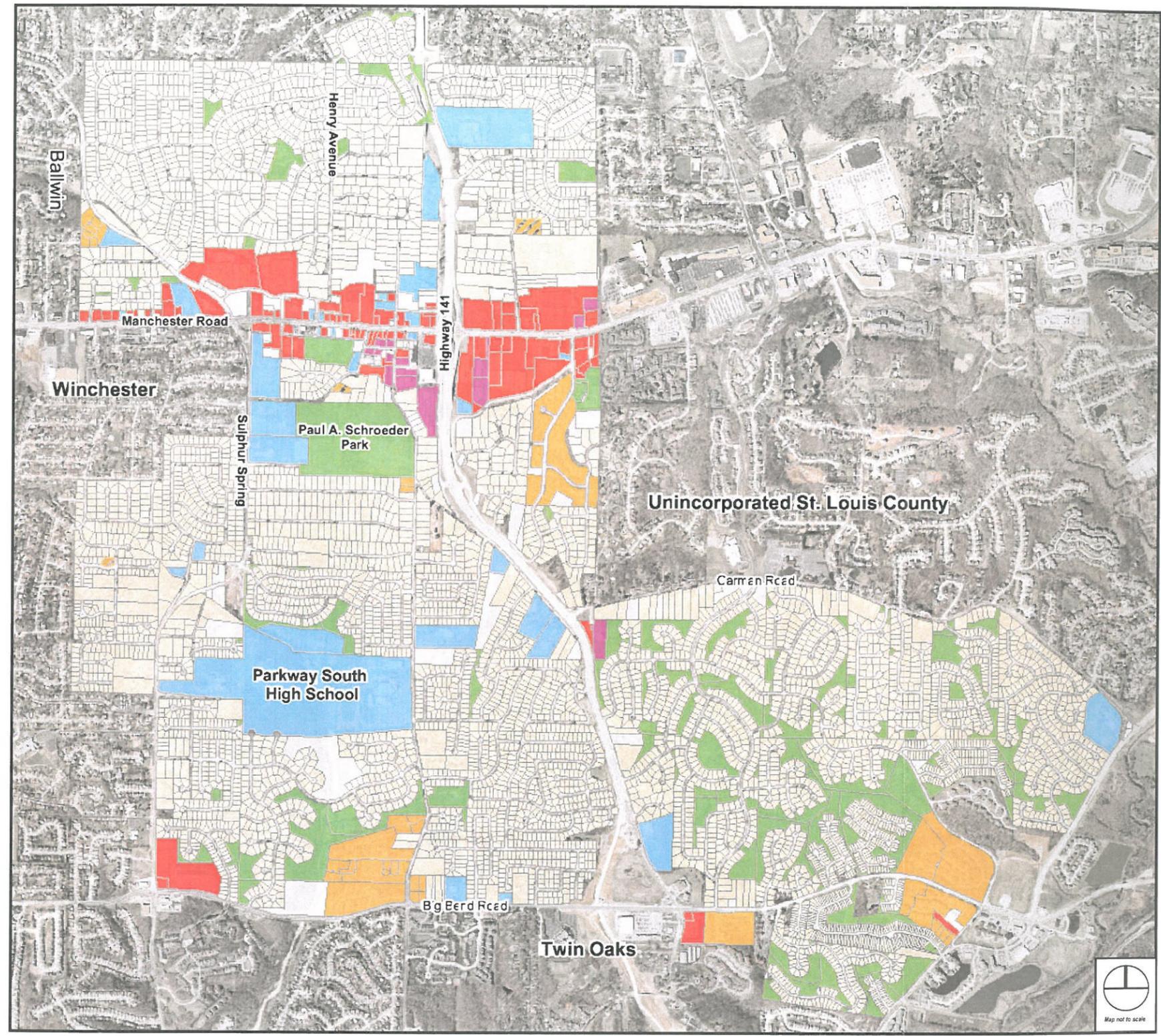
Apartment building in Manchester

One-half of the residential lots within the city are less than a quarter-acre in size and another 43% of the residential lots are between one-quarter acre and one-half acre in size. Recently, development pressures from a tight housing market and lack of available land throughout west St. Louis County have been creating pressure for new in-fill residential development, including minor lot splits and tear-downs and rebuilds of older housing stock.

**Table 1.8 Manchester Lot Size Breakdown**

Lot Sizes	# Lots	% of Total
.24-Acres and Less	2,799	50%
.25-Acres to .49-Acres	2,342	42%
.50-Acres to .74-Acres	262	5%
.75-Acres to .99-Acres	67	1%
1.0-Acres and Greater	83	1%
Total Lots	5,553	100%

Source: St. Louis County GIS Department



## Chapter 3: Factors Affecting Development

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Parks are an important component of any city. Providing places for public recreation, places of serenity, and pathways to connect them together are important factors in making a city livable. Manchester has approximately 55 acres of parks and recently opened an aquatic center and outdoor recreation complex for the community. In addition, there are two regional parks operated by St. Louis County located to the north and west of the city. While these parks provide much needed public recreation, the planning process has indicated that there is a need to connect existing parks, schools, and other public facilities together. There is also a need to expand and enhance the uses within existing parks.



Paul A. Schroeder City Park

Commercial and industrial/utility land uses make up only 6% of the land area, totaling 133 acres of commercial land use and 35 acres of industrial use land.

Manchester has very little vacant land available for either commercial or industrial development. Roughly 4% of the city land area is vacant, and there are 226 acres (9%) of institutional land

within the city, some of which could potentially convert to other uses.

### **Financial Considerations Impacting Land Use Patterns**

Over the past ten years, the city's sales tax collections have been impacted by what is commonly referred to as the "Westfall Sales Tax Redistribution Plan." This plan, sponsored by St. Louis County Executive Buzz Westfall and approved by the Missouri Legislature, redistributed revenue among the various municipalities in St. Louis County in an attempt to minimize sales tax disparities.

Under the plan approved by the Missouri Legislature, a share of revenues from the one-cent countywide sales tax was redistributed from "A" or "point-of-sale" cities to "B" or "pool cities." "A" or "point-of-sale" cities include those municipalities that established a city sales tax in the early 1970s and which collect the sales tax from all sales within their boundaries. "B" or "pool cities" include unincorporated St. Louis County and those municipalities that receive sales tax from a pooling of all sales tax collected in the pool areas. The tax is distributed to each jurisdiction based on population.

The incorporated area of the City of Manchester prior to the 1997 and 1999 annexations is categorized as "A" or "point-of-sale". Under the provisions of the Westfall Plan, annexed areas are classified as "B" or "pool." The city receives a share of the pooled one-

### Chapter 3: Factors Affecting Development

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cent sales tax based on the population of the annexed areas.

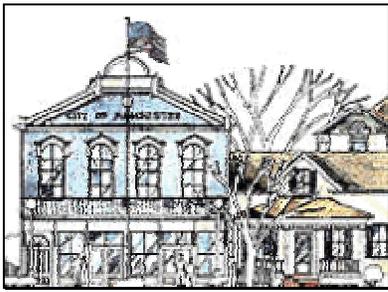
Certain “B” or “pool” cities have experienced significant population growth in recent years. These cities are entitled to a larger share of pooled sales tax revenues. As a result, Manchester’s sales tax collections from the pool have declined.

The sales tax revenue generated by commercial land use is a primary funding source for maintaining and improving infrastructure and providing public services. In 2004, 50.5% of the city’s operating revenues will come from sales taxes.

As the city expands and the population grows, so too will the demand for public services and infrastructure. Thus, it is an important component of this Plan to identify opportunities to expand the retail tax base in the future.

As noted earlier in this section, only 4% of the city’s land area is vacant. Therefore, future sales tax revenue growth will likely require redevelopment.

The majority of the city’s commercial sector borders Manchester Road. In accordance with the Westfall Sales Tax Redistribution Plan, this area is categorized as “A” or “point-of-sale” and therefore generates a higher level of sales tax than development in other areas of the city. **For this reason, a primary objective of this Comprehensive Plan is to increase sales tax generation along the Manchester Road corridor.**



## Chapter 4: Plan Alternatives

Preparing conceptual land use maps (“alternatives”) is an exercise designed to develop a set of possible but different futures. These futures are based upon a set of realistic choices available to a particular community and are not intended to represent an entire universe of options. Each city identifies limits and ranges on what recommendations and policy choices are feasible.

Based on community comments, staff concerns, interviews, and workshops with the Steering Committee, three initial alternatives were prepared for Manchester to test the issues and plan goals. These alternatives represented distinctive and divergent future land use and redevelopment possibilities.

The project team prepared the alternatives using data and comments gathered at public meetings and workshops on August 14-16, 2002, and September 26-27, 2002. The alternatives were described as:

- A. Status Quo (or Trend)
- B. Limited Mixed-Use Redevelopment
- C. Extensive Mixed-Use Redevelopment

These options addressed land uses and development patterns, density distribution and policy implications. They are illustrated with key points in *Exhibit 2, Plan Alternatives* on page 4-3.

Based upon an evaluation of alternatives presented in *Exhibit 3, Analysis of Alternatives* on page 4-4, Alternative A was eliminated. Additional public comment was taken at a meeting in November, 2002. Following that meeting, elements from Alternative B and C were selected to form the basis of the proposed Future Land Use Plan, with some modifications and refinement.

The key elements incorporated from Alternative B were:

- Rehabilitate and redevelop the historic downtown (historic town center) along Manchester Road using a combination of rehabilitation (for existing structures), tear down where appropriate, and in-fill construction.

## Chapter 4: Plan Alternatives

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- Direct the expansion of multi-family developments in the area east of Highway 141 and north of big-box commercial developments along Manchester Road.

The key elements incorporated from Alternative C were:

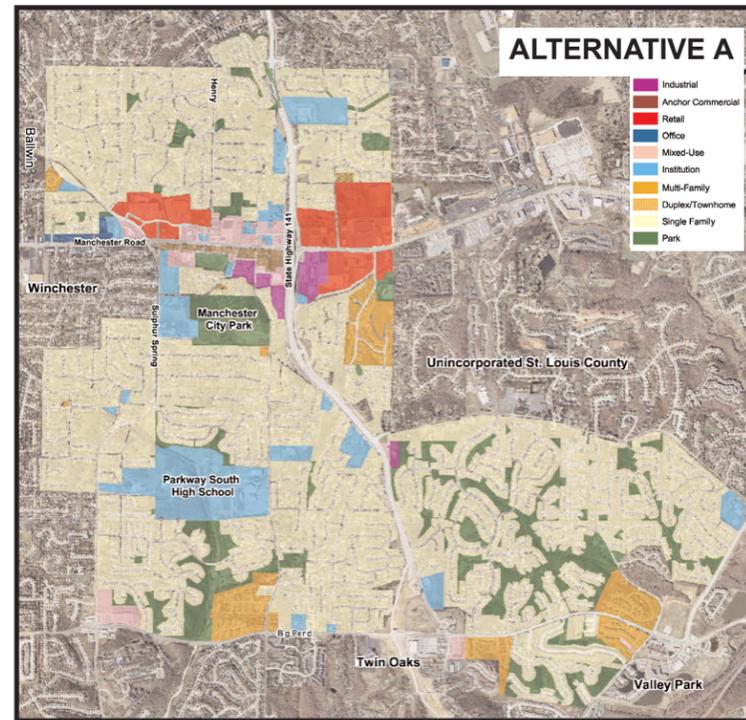
- Annex land east of the city along Manchester Road. Use these properties for anchor “big-box” retail.
- Allow limited residential lot splits and redevelopment on residential lots one-acre or greater.

Through the process of public meetings and Steering Committee review, these Alternatives were modified to create a preferred future land use map. Modifications included an extension of the mixed-use area along Manchester Road to the areas fronting the northside of Baxter Road. Additionally, convenience retail nodes are identified at Big Bend Road. The result of the plan alternatives process was the creation of an initial preferred land use plan, approved by the Steering Committee in February, 2003.

Following the drafting of the plan document to fill-in the framework created by the initial preferred land use plan, the city solicited further public involvement through two Planning Commission workshops, held on July 28, 2003 and August 11, 2003. At these meetings, the public comments expressed a strong desire to preserve existing neighborhood boundaries and reject the use of

higher density residential development to buffer single-family development from commercial uses. Accordingly, the preferred land use map was revised more in line with Alternative A, while retaining the redevelopment potential of the historic town center.

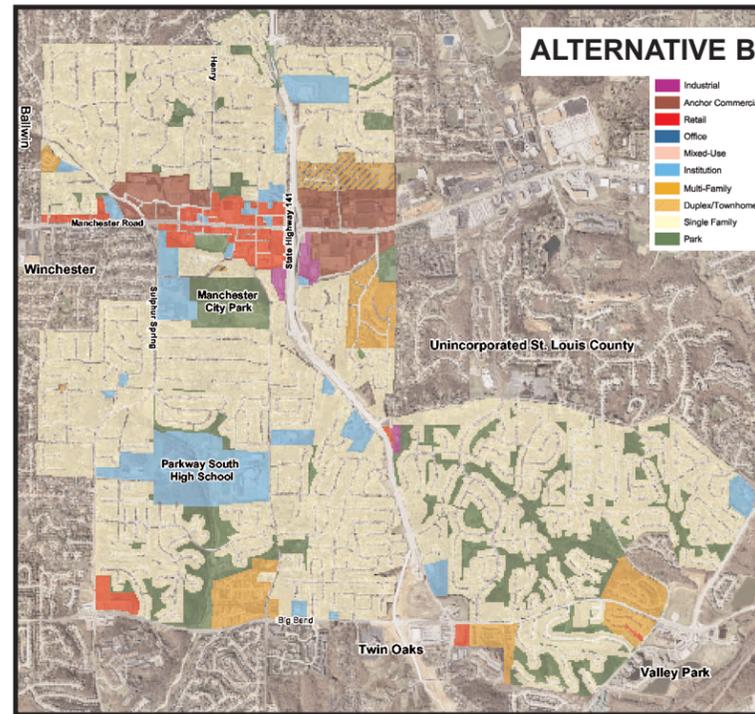
The final preferred land use map forms the basis of Manchester’s goals and policies, included in Chapter 5, and the Future Land Use Plan and policies identified in Chapter 6.



**Alternative “A”**

This alternative proposed *slight modifications* to the existing land use pattern. The major recommendations of this alternative include the following:

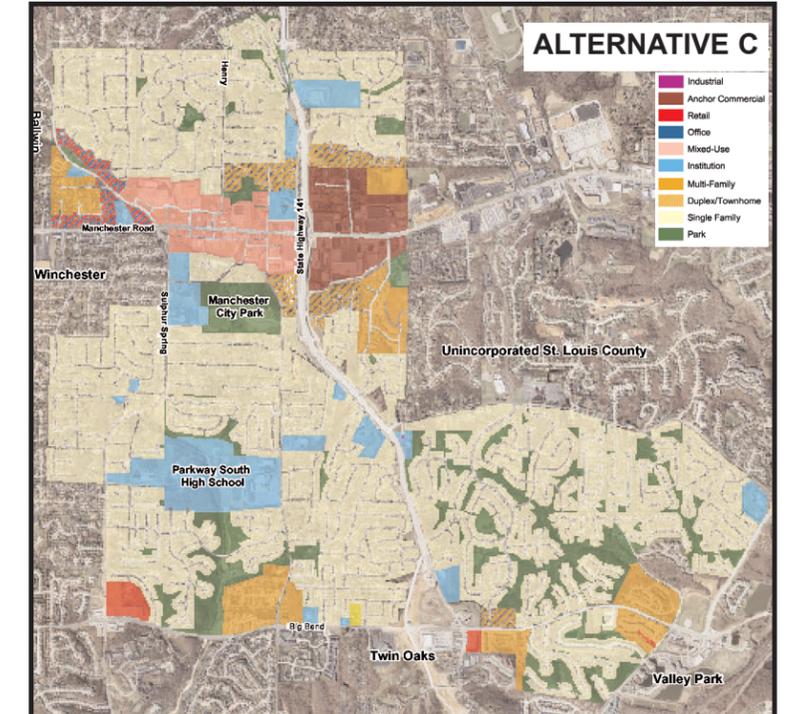
- Preserve the historic town center along Manchester Road and Henry Road.
- Maintain commercial/retail developments at existing locations along Manchester Road and Big Bend Road.
- Limit commercial expansion.
- Limit multi-family developments to existing areas.
- Preserve existing single-family neighborhoods. This policy excludes any residential lot splits or tear-downs and in-fill within existing neighborhoods.



**Alternative “B”**

This alternative proposed *moderate modifications* to the existing land use pattern. The major recommendations of this alternative include the following:

- Rehabilitate and redevelop the historic downtown (historic town center) along Manchester Road using a combination of rehabilitation (for existing structures), tear down where appropriate, and infill construction.
- Annex land east of the city along Manchester Road. Utilize these properties for expansion of the commercial-retail core.
- Direct expansion of multi-family developments north of big-box commercial developments east of Highway 141 and north of Manchester Road.
- Preserve existing single-family neighborhoods. This policy excludes any residential lots splits or tear-downs and in-fill within existing neighborhoods.



**Alternative “C”**

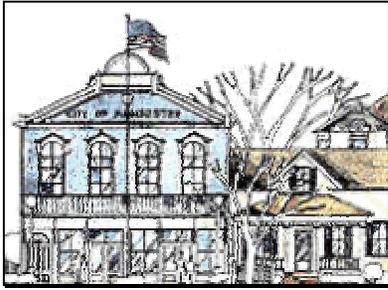
This alternative proposed *aggressive modifications* to the existing land use pattern. The major recommendations of this alternative include the following:

- Aggressive redevelopment and expansion of the historic town center along Manchester Road by utilizing a combination of rehabilitation and/or relocation of existing structures.
- Annex land east of the city along Manchester Road. Utilization of these properties for anchor “big-box” retail.
- Expand multi-family throughout city.
- Allow limited residential lot splits and redevelopment on residential lots one-acre or greater.

**HNTB**  
Urban Design + Planning

**Exhibit 2**  
**Plan Alternatives**

IMPROVEMENT ALTERNATIVE:	Land Use Compatibility:	Land Assembly Required:	Displacement of Existing Uses:	Private Sector Marketability:	Traffic Considerations:	Parking Considerations:	Image Considerations:	Public Policy Considerations:	Financial Benefits:
<b>Alternative "A"</b>	<b><u>Compatible</u></b> Continuation of existing uses would be compatible with existing development	<b><u>None</u></b> No land assembly required.	<b><u>None</u></b> No relocation of existing uses.	<b><u>Poor</u></b> Small, narrow lots are difficult to market for new businesses.	<b><u>Negative</u></b> No change to existing access conditions will lead to continued traffic problems, especially along Manchester Road.	<b><u>No Change</u></b> Existing parking condition availability and accessibility unchanged.	<b><u>Positive or Negative</u></b> Preservation of historic properties can be a plus. However, property owners may be hamstrung in efforts to redevelop.	<b><u>No Change</u></b> No major policy changes.	<b><u>Negative</u></b> Businesses and properties along Manchester Road may continue to decline.
<b>Alternative "B"</b>	<b><u>Somewhat Compatible</u></b> Would entail minor expansion of non-residential land uses into adjacent neighborhoods.	<b><u>Moderate</u></b> Would require some land assembly of non-residential properties and some residential properties.	<b><u>Moderate</u></b> Would require the relocation of non-residential properties.	<b><u>Fair</u></b> Ability to assembly some commercial properties will enhance marketability.	<b><u>Minor Improvement</u></b> Consolidation of properties will alleviate some access problems.	<b><u>No Change</u></b> Existing parking condition availability and accessibility unchanged.	<b><u>Positive</u></b> Historic structures could be retained and rehabbed and/or moved while allowing for in-fill development.	<b><u>Difficult</u></b> May require difficult decisions regarding older structures and declining properties.	<b><u>Minor Positive</u></b> Redevelopment of some properties will provide some positive economic benefits.
<b>Alternative "C"</b>	<b><u>Some Incompatibility</u></b> Would entail major expansion of non-residential land uses into existing neighborhoods.	<b><u>Major</u></b> Would entail assembly of significant portions of Manchester Road East of Baxter and West of Highway 141.	<b><u>Major</u></b> Would require the relocation of non-residential and some residential properties.	<b><u>Excellent</u></b> Large-scale assembly and redevelopment should result in attractive and desirable site for new development.	<b><u>Major Impact</u></b> Initial delays during redevelopment and construction. However, significant long-term benefits with consolidation of access.	<b><u>Major Improvement</u></b> Initial delays during redevelopment and construction. However, significant long-term benefits with addition of consolidated parking.	<b><u>Positive or Negative</u></b> Redevelopment of areas will provide facelift to community. However, may lose some older structures.	<b><u>Very Difficult</u></b> Will require difficult decisions regarding older structures and declining properties both residential and non-residential.	<b><u>Major Positive</u></b> Major redevelopment of properties will provide positive long-term economic benefits.



## Chapter 5: Plan Goals and Objectives

Individual choices about where to live, work and play all influence the development of a community. Through public meetings, the community survey, and review of alternative plans, Manchester residents identified their issues and priorities on the land use concepts. The Mayor, Board of Aldermen and Planning and Zoning Commission analyzed the community's comments and developed the following Comprehensive Plan Goals and Objectives as part of the April 2003 Steering Committee workshop.

### **Vision**

The Manchester Comprehensive Plan is a strategic road map for the city to ensure optimum land use, sustainable services, economic growth, and continuation of its heritage.

### **Defining Goals and Objectives**

The Future Land Use Plan and Comprehensive Plan priorities are based upon goals and objectives. Each has a distinctive meaning and purpose in the planning program:

### ***Goals – Broad aspirations to guide city achievements.***

Goals are the future of the plan; they are those things that the city wants to accomplish over the life of the plan. Goals are used by the community to:

- establish priorities for public and private discussion and consideration,
- identify needed public improvements and services, and as
- benchmarks for public investment.

Additionally, goals serve as the framework for more detailed decision-making.

### ***Objectives – Course of action required to achieve a stated goal***

The framework established by the community's goals is defined and filled-in by objectives, which are steps and considerations to help meet the stated goal. Objectives are statements of community intent against which individual actions and decisions are evaluated. Objectives should:

## Chapter 5: Plan Goals and Objectives

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- be sufficiently quantifiable to gauge the appropriateness of development applications,
- have a general timeframe, and
- be understood by both the decision-makers and the general community.

Objectives are actions that can be taken by various interests of the community in plan implementation.

Together, goals and objectives serve as the basis for development decisions. They are implemented by city legislative and policy actions, such as: zoning ordinance, design regulations, capital improvements programming, and building code enforcement.

### **Economic Development**

*Goal: Manchester should seek a balanced, diversified economy in order to maintain and enhance the quality of life of its citizens.*

The land use objectives in this plan are intended to enhance the quiet, safe, and well-maintained neighborhoods and identify opportunities to maintain the level of the city services to which residents have become accustomed. In order to maintain this level of service and infrastructure for Manchester, the city has established economic development objectives to provide the opportunity to expand the tax base.

### **Objectives:**

1. The Board of Aldermen should establish a coordinated economic development program.
  - a. The city should prepare a market analysis to evaluate market factors and land use factors (transportation, access, capital facilities) to identify growth and redevelopment opportunities along Manchester Road.
  - b. The city should work to assure desirable local development and employment opportunities that strengthen and stabilize the tax base.
  - c. The city staff should evaluate capital improvements so anticipated economic returns to the city are considered in establishing priorities.
2. Manchester should encourage steps to upgrade building conditions and appearances to reduce blight and/or economic disinvestment and improve the economic viability of all properties in Manchester.
  - a. The city should encourage rehabilitation of historic buildings where feasible.
  - b. Code enforcement officials should continue to require property owners to maintain their property in accordance with all applicable laws and city ordinances.

## Chapter 5: Plan Goals and Objectives

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- c. The Planning and Zoning Administrator, working with the Planning and Zoning Commission, should formulate design guidelines to encourage improvements in the appearance of buildings along Manchester Road.
- 3. Manchester should plan for appropriate commercial and office development opportunities that assure long-term benefits for the city.
  - a. The city should encourage commercial uses along Manchester Road and in the historic town center.
  - b. The city should encourage flexible and functional patterns of uses, such as retail, office and multi-family housing in the historic town center. All of these uses could be in one building or as part of a multi-building mixed-use plan.

### **Historic Town Center**

Goal: Manchester should act as a catalyst with community organizations and the private sector to provide for the growth and redevelopment of the historic town center.

While Manchester has a great number of retail commercial uses, a prominent City Hall, and a collection of older structures, it does not have an area readily identified as the center of town. The historic town center along Manchester Road is recognized by some residents, but is not discernable

to much of the public. To create a distinct identity, Manchester must develop the potential of the historic town center into an active and lively destination within the city.

### **Objectives:**

1. The city should encourage growth and redevelopment in the historic town center, which includes the properties abutting Manchester Road from Highway 141 on the east to Sulphur Spring Road and Baxter Road on the west.
  - a. The city will lead redevelopment efforts within the historic town center.
  - b. The city should evaluate economic redevelopment resources to initiate revitalization projects. This would include identifying mechanisms to establish a redevelopment policy when incentives may be necessary. Minimum criteria should be established as to when incentives may be appropriate.
  - c. The city should identify opportunities for parking for buildings that are on lots too small for parking in the historic town center.
  - d. The city along with the Missouri Department of Transportation (MoDOT) should look for ways to improve vehicular and pedestrian circulation in and around the historic town center.

## Chapter 5: Plan Goals and Objectives

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- e. Redevelopment plans should focus on mixed uses, such as retail, restaurant, entertainment, night-life, and residential.
  - f. New automobile-oriented uses should be located outside of the historic town center. New automobile-oriented or automobile related uses (including drive-through commercial uses) should be prohibited.
  - g. The Manchester Athletic Association complex should be relocated to allow more intensive use to take place in proximity to the historic town center; every effort should be made to find an appropriate location within the Association's service area.
2. Manchester should develop a positive image of the historic town center.
- a. The city should prepare a marketing plan to encourage people to visit and new businesses to locate in the historic town center.
  - b. The city should implement a signage and landscape program to identify historic buildings, areas and monuments.
3. Manchester should work to attract activities and people.
- a. Redevelopment of the historic town center should include an active and interesting street scene with a public plaza or

meeting place, sidewalks, landscaping and streetscape, and open markets and cafes.

- b. The city should encourage or attract concerts, recreational events, cultural events, and fairs and festivals.

### Design

*Goal: Manchester should create an attractive community emphasizing historic charm and local architectural character.*

West St. Louis County has a large number of suburban communities clustered closely together. In many cases, it is difficult to identify city boundaries. Manchester has made efforts to identify itself through the design elements used in the Highway 141 bridge and streetscape improvements between Highway 141 and Sulphur Spring Road. New developments within this area should incorporate these elements to further enhance a sense of place.

### Objectives:

- 1. The city should establish design standards and a signature look for buildings and improvements.
  - a. New development or redevelopment should be compatible in scale and design with surrounding developments.

## Chapter 5: Plan Goals and Objectives

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- b. Where incompatible or dissimilar land uses occur, development and site design should be used to minimize or eliminate negative impacts. This could include:
    - Landscape buffers
    - Fencing
    - Berms
  - c. As further defined by architectural standards, new or redevelopment should incorporate high-quality materials, design in context with its surrounding area, and themes in keeping with the historic structures that exist in Manchester.
2. Manchester should conserve its unique identity and character by protecting significant historic structures.
    - a. The city should establish criteria for and identify key historic structures in the community. Initially, determinations should be based upon whether the structure is:
      - either habitable or subject to being occupied by a business or use; and
      - at least 75 years old; and
      - structurally sound; and
      - an example of locally unique/special architecture or designed by a renowned local architect; and
      - subject to continuing economically feasible use; and
      - will require less than 30% external modification.
    - b. Where possible, development should build upon historic and cultural assets by renovating buildings and/or requiring new buildings to complement the area's historical character and architectural scale.
    - c. The city should identify approaches to eliminate unsightly, sub-standard and obsolescent uses and remove buildings and structures that cannot be rehabilitated and which detract from the aesthetic appearance and economic welfare of the area.
3. Public and private investment should be made in the streetscape and landscape of all areas of the community.
    - a. Streets and public spaces should incorporate landscaping, lighting, street furniture and signage.
    - b. Off-street parking areas should be landscaped to improve their appearance and provide shade and screen to the parking lot and adjacent uses.
    - c. The city should create gateways at all major entrances to the community.

### **Maintaining Quality of Life**

Manchester should build on and improve its reputation as a quality residential community.

Manchester is part of a larger collection of communities within west St. Louis County. Factors that affect the surrounding communities will also affect Manchester, much the same as actions and redevelopment within Manchester will have an effect on surrounding communities.

Manchester is, for all practical purposes, a “built” community. Population growth for the city occurs through minor in-fill development and annexation of unincorporated neighborhoods and commercial areas.

#### **Objectives:**

1. The city should preserve, protect and improve its neighborhoods.
  - a. The city should protect single family neighborhoods by limiting opportunities and locations for multi-family development in existing single family areas.
  - b. The city should establish standards for single family in-fill residential development, including maximum densities, street connections, and design requirements. In-fill residential development densities and lot sizes shall be compatible with

existing development patterns in the neighborhood.

- c. The city should protect existing neighborhoods by prohibiting commercial intrusion onto local neighborhood streets.
  - d. The city should encourage development projects that provide amenities to benefit the entire community.
2. Manchester should require comfortable, safe and high quality housing in well-planned neighborhoods.
    - a. Where a mix of residential uses will be developed, multi-family complexes should be designed using traditional neighborhood design concepts. Any development should include:
      - Amenities
      - Landscaping
      - Lighting
      - Gateways
      - Pedestrian connections
    - b. The city should target rehabilitation funds and tax incentives to neighborhoods in the greatest need.
  3. Manchester should ensure the high-quality provision of efficient public services to residents and businesses.

## Chapter 5: Plan Goals and Objectives

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- a. The process of capital improvements programming should focus on the maintenance and upgrade of city services and facilities, including streets and stormwater.
  - b. New development and redevelopment should contribute to infrastructure improvements as reasonably attributable to the demand created by the development.
4. Manchester should encourage public participation in the city's decision-making process.
- a. The city should enhance and update its Internet home page.
  - b. The city should continue to provide information about city meetings and events through the *Courier* and other local publications.
  - c. The city should hold town meetings periodically to identify issues important to the residents of Manchester.

### **Parks/Trails Open Space**

Goal: Manchester should enhance a balanced, city-wide parks and open space network.

1. Manchester should provide recreational opportunities through the use of a quality park and trail system.

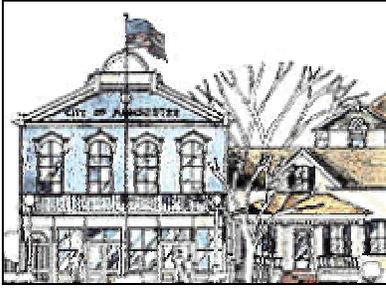
- a. The Parks and Recreation Department should plan for a linked park and trail system throughout the city and connected to major institutions. The city should identify maintenance costs when acquiring parkland to ensure financial feasibility and should seek funding from the Metro Parks District for the development of a trail system.
  - b. The city should work with MoDOT to provide bike and pedestrian access across Manchester Road and Highway 141. This could include:
    - At-grade crossings
    - Safe haven islands
  - c. The city should provide park and open space equally in all quadrants of the City.
  - d. The city should look for opportunities to acquire additional acres needed for neighborhood parks.
2. Manchester should preserve the natural environment and enhance the unique quality and character of the city.
  3. Manchester should take sufficient steps to build a community center to serve the leisure/recreational needs of the community.

### Transportation

*Goal: Manchester should improve its well-functioning local transportation system.*

1. Manchester should improve the function and aesthetics of commercial corridors.
  - a. New development, redevelopment, and traffic improvements should be designed to discourage through traffic, minimize conflicts between parking and traffic movements, signalize intersections, and provide left-turn lanes where justified by traffic volumes and safety concerns.
  - b. The city should make street improvements to increase accessibility and reduce congestion throughout the city.

Developers should assist with these improvements when necessitated by new development or redevelopment.
- c. The city should strive for pedestrian-friendly enhancements to arterial corridors.
- d. Manchester should maintain a balanced transportation system that provides for the safe and efficient movement of vehicles and pedestrians and reinforces surrounding land development patterns.
- e. The city should support commercial development that is designed with coordinated access points, internal circulation, and parking.
- f. The city should explore opportunities for connections to regional mass transit.



## Chapter 6: Future Land Use, Development Policies, and Design Guidelines

The future land use recommendations are the community's desire to promote compatible and beneficial growth. Both community leaders and the public recognize the importance of economic development in providing amenities and jobs for residents as well as a solid tax base for services and infrastructure. This plan provides a balance between Manchester's need to increase its tax base and the desire to preserve its small town character.

### Future Land Use Plan

This plan will be used by developers, property owners, business owners, residents, public officials and city staff as a framework for future development decisions. The Future Land Use Plan is based upon the values and aspirations of the community. The land use recommendations are illustrated in *Exhibit 4, Future Land Use Plan* on the following page. Each use is defined by intent, location and density.

Upon adoption, the Future Land Use Plan will serve as a guide for future development and to coordinate the development of the community. The land use designations are for planning purposes and may be made to correspond to certain zoning districts, but do not represent

zoning or a change to existing zoning. Plan classifications may be amended through the plan amendment process. Zoning designations remain as currently recorded and show how the property may currently be used. Zoning may be changed only through the appropriate rezoning process, which includes a public hearing related to the specific property.

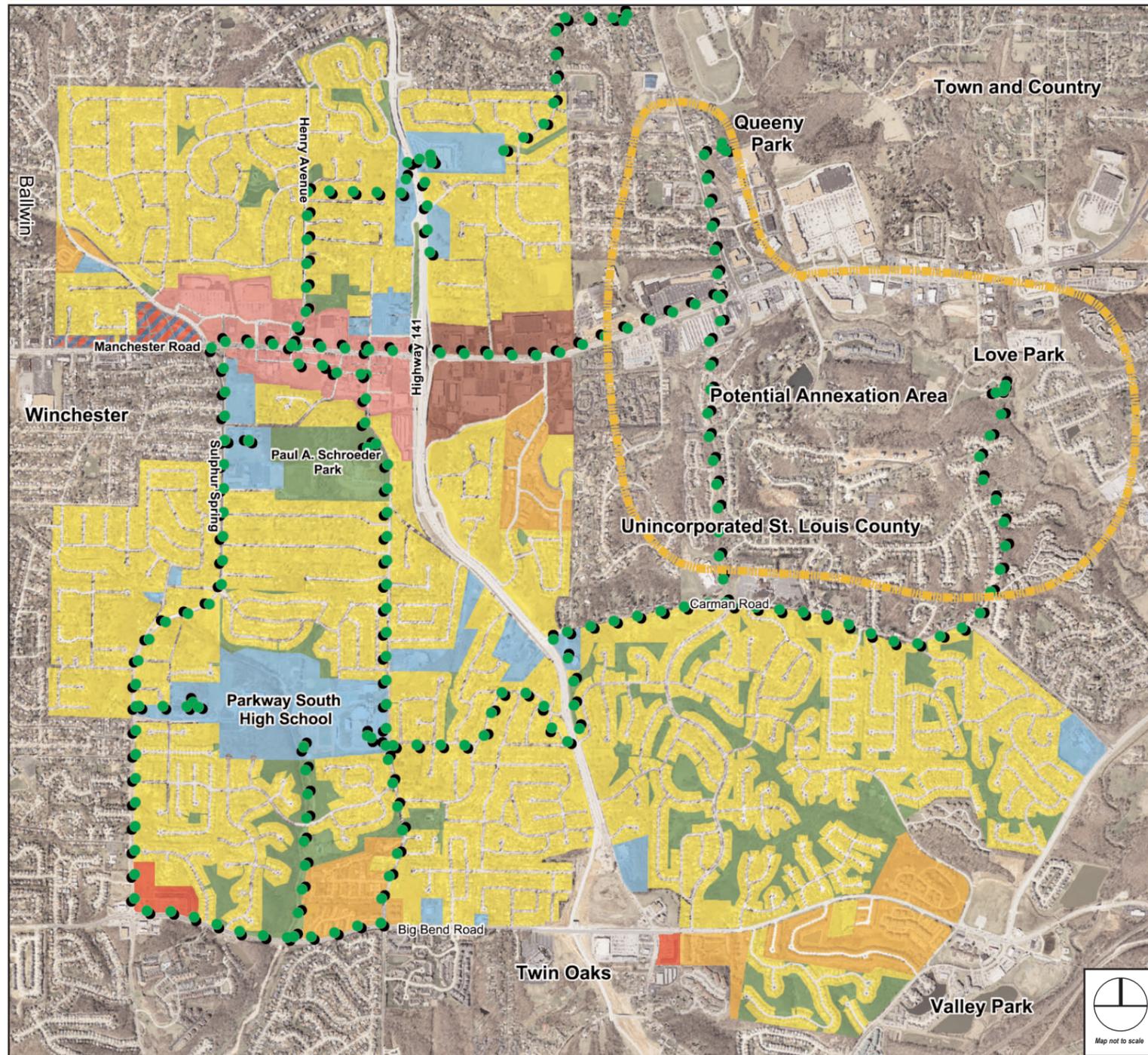


### Anchor Commercial

**Intent:** Anchor commercial uses are intended to provide goods and services on a community-wide and regional scale.



Example of anchor commercial with supporting uses



**Parks/Open Space**

**Intent:** These uses are intended to provide both passive and active recreational opportunities throughout the city. Parks and open space areas represent the community's desire to protect and preserve riparian corridors, floodplain areas and trail connections as an amenity for residents.

**Trails**

**Intent:** Trail connections should be used to provide connections between neighborhoods and major activity centers such as schools, parks and retail areas.

**Potential Annexation Area**

**Intent:** These areas have the potential to serve as a future growth area for the city through annexation.

**Anchor Commercial**

**Intent:** These uses are intended to provide goods and services on a regional scale.

**Location:** These uses are restricted to areas adjacent to major arterials such as Manchester Road and Highway 141.

**Density:** These developments are generally 100,000 square feet or greater. Accessory commercial uses (pad sites) including but not limited to "sit down" restaurants and smaller retail uses and banks will be allowed if included as part of an overall master plan.

**Convenience Retail**

**Intent:** These uses are intended to provide convenience goods to surrounding neighborhoods with such items as food, clothing, general goods and personal services.

**Location:** These uses are allowed near residential areas but are restricted to the major intersections of Big Bend Road at Sulphur Spring and Meramec Station Roads.

**Density:** These uses are generally less than 70,000 square feet in overall size. Individual uses may be as small as 2,000 to 3,000 square feet.

**Convenience Retail and Office**

**Intent:** These uses are intended to provide convenience goods and/or locations for professional services.

**Location:** These uses are restricted to areas with access to major arterials and collectors such as Manchester Road and Baxter Road.

**Density:** These uses are intended to serve the needs of small to medium-scale (30,000 to 70,000 square feet) retail and/or office development.

**Mixed-Use**

**Intent:** These areas are recommended for a mix of uses in a vertical arrangement within a building. Active pedestrian uses such as restaurant/retail are located on the ground floor with direct street access. The mix of land uses can include one of the following relationships; retail (ground floor) with residential above, office (ground floor) with residential above, and retail (ground floor) with office above. Mixed-use developments involving multiple parcels must be submitted as a single comprehensive development plan or planned unit development.

**Location:** These uses are limited to redevelopment areas within the "historic town center" which is generally defined as the parcels abutting Manchester Road, west of Highway 141 and east of Baxter Road.

**Density:** In general, mixed-use densities will be the highest within the city. By definition, mixed-use developments are concentrated with a mix of uses within a structure and/or area. Commercial and office densities will depend upon parcel size and location. These structures will vary in size from one to five stories. Residential densities may range between 12 to 32 units per acre.

**Multi-Family**

**Intent:** These uses are intended to provide for the housing needs of a growing population through the construction of renter and owner occupied structures. Examples include apartments and owner occupied units such as villas, townhomes, condominiums and attached single-family units.

**Location:** These uses are limited to areas with access to arterials or major collectors.

**Density:** This land use is a higher density than single-family development. Densities may range from as low as 2-3 units per acre to as high as 12 to 24 units per acre. Therefore, new multi-family developments should provide appropriate landscape buffers when abutting single-family developments.

**Single-Family**

**Intent:** These uses are intended to meet a majority of the housing needs of the community.

**Location:** These uses are encouraged to front local streets with shared access to major collectors and are discouraged along arterials and collectors.

**Density:** Development types within these areas are limited to single-family detached homes with densities ranging from two to four dwelling units per acre.

**Government/Institutional**

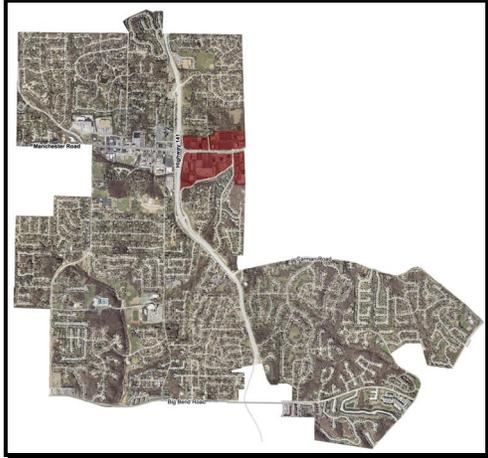
**Intent:** These uses are intended to provide municipal and other services throughout the city. These areas are recommended for governmental lands, or those buildings and uses designed to support the public good. These uses include all civic and public owned public buildings, or lands dedicated to public use and schools and churches.

**Location:** Efforts should be made to coordinate the location of future municipal uses to maximize efficiency of service.

**Density:** Densities and locations will vary throughout the city.

**HNTB** Urban Design + Planning  
**Exhibit 4**  
**Future Land Use Plan**

**Location:** Anchor commercial uses are limited to areas adjacent to major arterials such as Manchester Road and Highway 141.



**Density:** These developments are recommended to be 100,000 square feet or greater in size. Accessory commercial uses (pad sites) including but not limited to sit-down restaurants, smaller retail uses and banks may be allowed if included as part of an overall master plan.

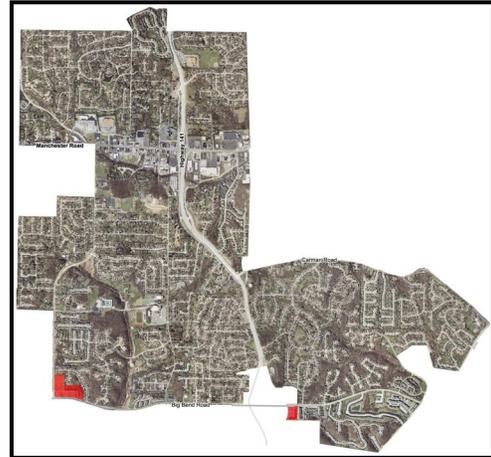
 **Convenience Retail**

**Intent:** Convenience retail uses are intended to provide convenience goods to surrounding neighborhoods with such items as food, clothing, general goods and personal services.



Neighborhood grocery store

**Location:** Convenience retail uses are allowed near residential areas but are restricted to the major intersections of Big Bend Road at Sulphur Spring and Meramec Station Roads.



**Density:** These uses are generally less than 70,000 square feet in overall size. Individual uses may be as small as 2,000 to 3,000 square feet.

 **Convenience Retail and Office**

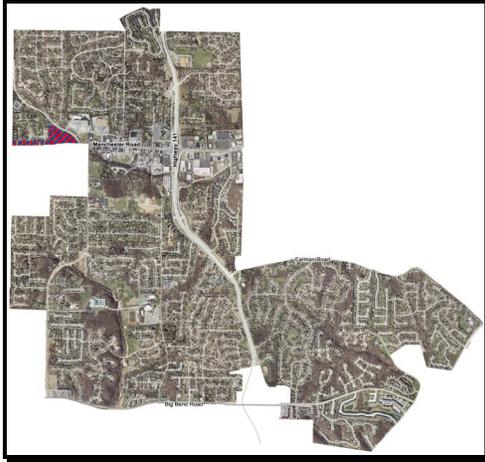
**Intent:** These uses are intended to provide convenience goods and/or locations for professional services.



Medium-scale office development

## Chapter 6: Future Land Use, Development Policies and Design Guidelines

**Location:** These uses are restricted to areas with access to major arterials and collectors such as Manchester Road and Baxter Road.



Mixed-use retail and residential

**Density:** These uses are intended to serve the needs of small to medium-scale (30,000 to 70,000 square feet) retail and/or office development.



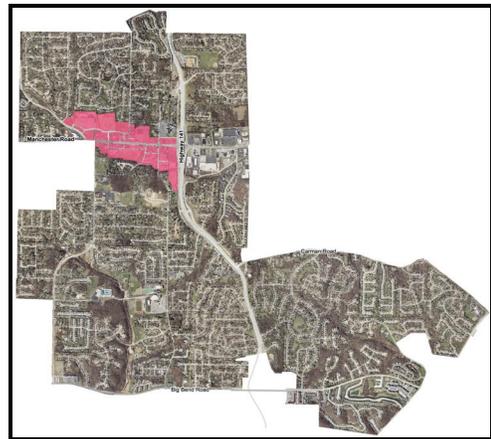
Neighborhood-scale mixed-use



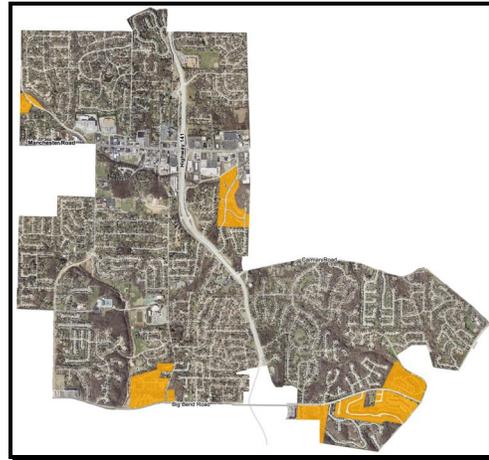
### **Mixed-Use**

**Intent:** These areas are recommended for a mix of uses in a vertical arrangement within a building. Active pedestrian uses such as restaurant/retail are located on the ground floor with direct street access. The mix of land uses can include one of the following relationships, retail (ground floor) with residential above, office (ground floor) with residential above, and retail (ground floor) with office above. Mixed-use developments involving multiple parcels must be submitted as a single comprehensive development plan or planned unit development.

**Location:** These uses are limited to redevelopment areas within the historic town center, which is generally defined as the parcels abutting Manchester Road, west of Highway 141 and east of Baxter Road.



**Density:** In general, mixed-use densities will be the highest within the city. By definition, mixed-use developments are concentrated with a mix of uses within a structure and/or area. Commercial and office densities will depend upon parcel size and location. These structures will vary in size from one to five stories. Residential densities may range between 12 to 32 units per acre or greater.



**Multi-Family**

**Intent:** These uses are intended to provide for the housing needs of a growing population through the construction of renter and owner occupied structures. Examples include apartments and owner occupied units such as villas, town-homes, condominiums and attached single-family units.

**Density:** This land use is a higher density than single-family development. Densities may range from as low as 2 to 3 units per acre to as high as 12 to 24 units per acre. Therefore, new multi-family developments should provide appropriate landscape buffers when abutting single-family developments.



Apartment building with attached garages

**Location:** These uses are limited to areas with access to arterials or major collectors.



**Single-Family**

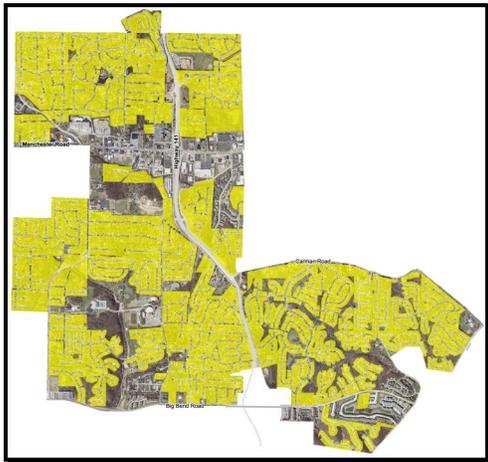
**Intent:** These uses are intended to meet a majority of the housing needs within the city. Manchester's existing neighborhoods are an important asset for the community and should be protected from encroaching development. These protections include the development of city policies to help manage lot-splits and residential tear-downs. Please refer to page 6-9 for a detailed explanation of each of these policies.

## Chapter 6: Future Land Use, Development Policies and Design Guidelines



Single-family development

**Location:** These uses are encouraged to front local streets with shared access to major collectors and are discouraged along arterials and collectors.



**Density:** Development types within these areas are limited to single-family detached homes with densities ranging from 2 to 4 dwelling units per acre.



### Government/Institutional

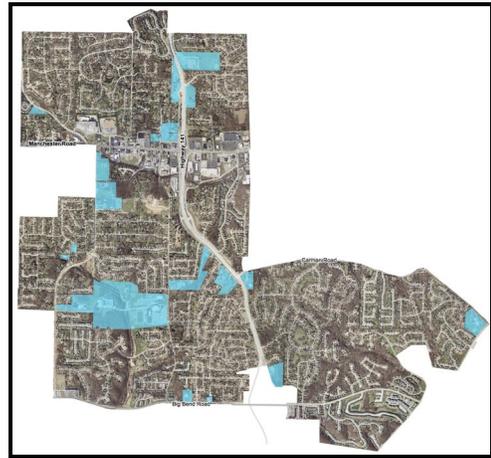
**Intent:** These uses are intended to provide municipal and other services throughout the city. These areas are recommended for governmental lands, or those buildings and uses designed to support the public good. These uses include all civic and public owned

buildings or lands dedicated to public use, and schools and churches.



Manchester City Hall

**Location:** Efforts should be made to coordinate the location of future major municipal uses to maximize efficiency of services.



**Densities:** Densities and locations may vary throughout the city.

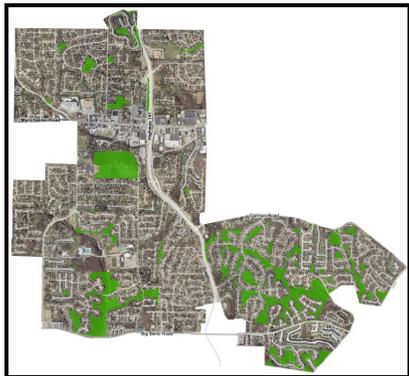


**Parks and Open Space**

**Intent:** These uses are intended to provide both passive and active recreational opportunities throughout the city. Parks and open space areas represent the community’s desire to protect and preserve riparian corridors, floodplain areas and trail connections as an amenity for residents.

Because the city is almost built-out, there are limited opportunities for new parks. Therefore, existing parks and open spaces should be used to their full potential. This includes improvement and upgrades to existing park facilities as well as the establishment of trail connections between parks and neighborhoods.

**Location:** Parks, open space areas and trails are encouraged throughout the community. In the past, the city has used a collection of small pocket parks to serve the needs of adjacent residents. Recently, the city has made major investments to Paul A. Schroeder Park, including the aquatic center, playground, tennis courts, ball diamonds, walking paths, and picnic pavilions.



**Trails**

**Intent:** Trail connections should be used to provide connections between neighborhoods and major activity centers such as schools, parks and retail areas.



Pedestrian and bike trails



Manchester Aquatic Center



Picnic pavilion

### **Land Use Goals**

Each of the land use designations relates to a number of plan goals. As the Planning and Zoning Commission and Board of Aldermen consider plan or zoning amendments, they should determine whether the development proposal furthers the key goals and objectives for the plan classification, as identified below:

#### **Anchor Commercial**

- Economic Development
- Design
- Transportation

#### **Convenience Retail**

- Economic Development
- Design
- Transportation

#### **Convenience Retail and Office**

- Economic Development
- Design
- Transportation

#### **Mixed Use**

- Economic Development
- Design
- Historic Town Center
- Transportation

#### **Multi-Family**

- Quality of Life
- Design
- Parks and Open Space

#### **Single-Family**

- Quality of Life
- Design
- Parks and Open Space

#### **Government/Institutional**

- Design
- The historic town center
- Transportation
- Parks and Open Space

#### **Parks and Open Space/Trails**

- Quality of Life
- Parks and Open Space

This list is not intended to exclude other Manchester goals and objectives from consideration and discussion of a development application, but rather to ensure that there is consideration of the key goals and objectives related to the Future Land Use classification.

### **Development Policies**

In addition to the land use designations on the future land use map, the city has identified a series of policies appropriate to specific uses and development practices within the city.

#### **Annexation**

Annexation is the process by which a city extends its municipal services, regulations, voting privileges and taxing authority to new territory. Because of the fiscal implications of annexation, the costs of providing municipal services should be estimated and weighed against the anticipated revenues of areas

proposed for annexation. Performing a fiscal impact analysis does not mean that only areas with positive cash flow should be annexed. There will be instances when health, safety, environmental, or other factors will override fiscal considerations and an area may need to be annexed despite its fiscal impact. As a policy, future annexation proposals should benefit existing residents of the city.

### **Residential Lot Splits**

Although a majority of land within Manchester is developed, there are a large number of residential lots greater than one-acre. This may encourage or induce landowners and/or developers to split the property and build residential dwelling units at a higher density. Excessive lot splits can dramatically increase the density of an area and change the character and scale of a neighborhood. Therefore, residential lot splits will only be allowed on a case-by-case basis. The site plan will need to be compatible with the surrounding neighborhood.

### **Residential Tear-Downs**

Residential tear-downs and rebuilds are becoming a growing phenomena within the community. These tear-downs involve the removal of an existing structure and construction of a new structure. In some cases, these structures are in scale and character to the rest of the neighborhood. However, in most cases, existing structures are replaced with significantly larger structures. Recognizing that this could happen in Manchester, it is the city's policy to require

consistency of size, proportion, and siting on the lot in residential development. New residential structures resulting from tear-downs will be considered on a case-by-case basis. A site plan will be required to show that the new unit(s) will be compatible with the surrounding neighborhood. Design consistency will be required to ensure compatibility to surrounding areas and maintain existing residential integrity.

### **Automotive Sales**

To date, Manchester has attracted a number of high-quality automotive sales and service establishments. A large percentage of the available commercial frontage along Manchester Road is currently utilized for automotive sales or service. The city desires to diversify its tax base and to provide opportunities to a wide range of business types. Unfortunately, there is a limited availability of commercial property within the city. New automotive sales and uses are not recommended in the Future Land Use Plan. New development and redevelopment efforts should be maximized by targeting a mixture of high-quality uses not currently within the city, including but not limited to, specialty retail, high-quality sit-down restaurants, and entertainment venues.

### **Planned Districts**

Planned districts distinguish large-scale mixed-use developments from all others. In this respect, it allows for the creation of special policies that deal only with mixed-use. Requiring all new, large-scale developments to

## Chapter 6: Future Land Use, Development Policies and Design Guidelines

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be submitted as planned districts will allow the Planning and Zoning Commission and the Board of Alderman to review large-scale, complex, mixed-use developments in a comprehensive manner.

### **Highway 141**

Highway 141 provides Manchester residents with convenient north/south access within west St. Louis County. This high volume transportation corridor will affect land use decisions along the roadway at key intersections. Both north and south of Manchester Road, the highway corridor predominantly borders single family neighborhoods. However, some non-residential uses have large land holdings along this corridor. Over time, developers may have interest in these properties because of access and visibility. To ensure that any changes to uses along Highway 141 maintain and preserve the existing residential neighborhoods, the following minimum criteria should be used to evaluate future development proposals:

- Direct access to Highway 141 or access to a signalized intersection onto the highway should be required.
- Direct access onto an arterial street to connect the site may be appropriate.
- Compatibility with and transition to surrounding uses should be required as part of the project design.

- Compatibility and similarity in size and scale to surrounding uses should be required as part of the project design.
- Compatibility with natural site features such as topography and vegetation should be required as part of the project design.
- Open space and amenities should be provided, including trail connections to existing and proposed parks, when possible.
- Landscaping and buffering should be required between residential units, non-residential buildings and/or adjacent developments at levels of design that exceed minimum requirements.
- The city should review architectural details of all building types that are not single-family detached units to ensure consistency with the surrounding area and Manchester design policies.
- Fiscal impact review should identify tax base enhancement as a condition to rezoning residential areas to non-residential classifications.

### **Guidelines for Historic Structures**

The area delineated as the historic town center contains the majority of the community's historic or older structures. A few of these structures date back as far as the 1840s. However, only a handful of structures are documented on the National Register of Historic Places.

## Chapter 6: Future Land Use, Development Policies and Design Guidelines

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There is a great debate within the community about what to do with these structures. Some residents believe these structures should be protected and preserved as part of the community's past and heritage. Other residents believe the structures should be relocated and the area utilized for redevelopment. Many of the structures have already been moved from their original locations.

Despite the divergent opinions, a majority of the community wishes to maintain a semblance of the "character" of old Manchester. This character is reflected within the built environment by the following:

- Land use mix of multiple small or low-scale buildings in close proximity to each other and the street
- Architectural details that reflect period construction
- Building scale of two- to three-story buildings broken periodically by church steeples or other ornamentation

Character is also reflected in building orientation facing the main street (Manchester Road); landscaping that is traditionally urban, including street trees, planting boxes, and brick paved sidewalks; and pedestrian lighting.

Unfortunately, the last comprehensive survey of these structures was completed in 1983. It is recommended that this survey be updated to determine which structures are

historically significant and economically viable to preserve. Once these determinations have been made, the city will have to make the determination on what to do with these properties in the future.

Future redevelopment plans will have to consider the following options when impacting historic structures within the historic town center:

1. Removal of some or all of the structures based on a determination of safety, and limited or no true historic value of the structure or structures.
2. Relocation within the historic town center. The developer should analyze the viability of relocating the structures within the historic town center district in a manner that clusters them for use as a cultural/historic setting within the community. Uses could include museum space, interpretive history, gift shops, and educational programs.
3. Relocation to a new site outside the historic town center with a similar development program as identified above.

### **Historic Town Center Design Concepts**

Many would say that Manchester does not have a "downtown" or at least one in the traditional sense. However, Manchester does have all the components in place for a successful

## Chapter 6: Future Land Use, Development Policies and Design Guidelines

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“historic town center”. One of the goals of this plan is to capitalize on these elements, as described in *Exhibit 5, Historic Town Center Concepts* on page 6-13. These goals can be accomplished through strategic investment, attracting a private redevelopment partner, and allocating public funds and infrastructure in a manner that will bring the elements together to benefit the entire community.

The design concept for Manchester’s historic town center envisions a mixture of land uses and design character which will distinguish this area from the rest of the city as well as the region.

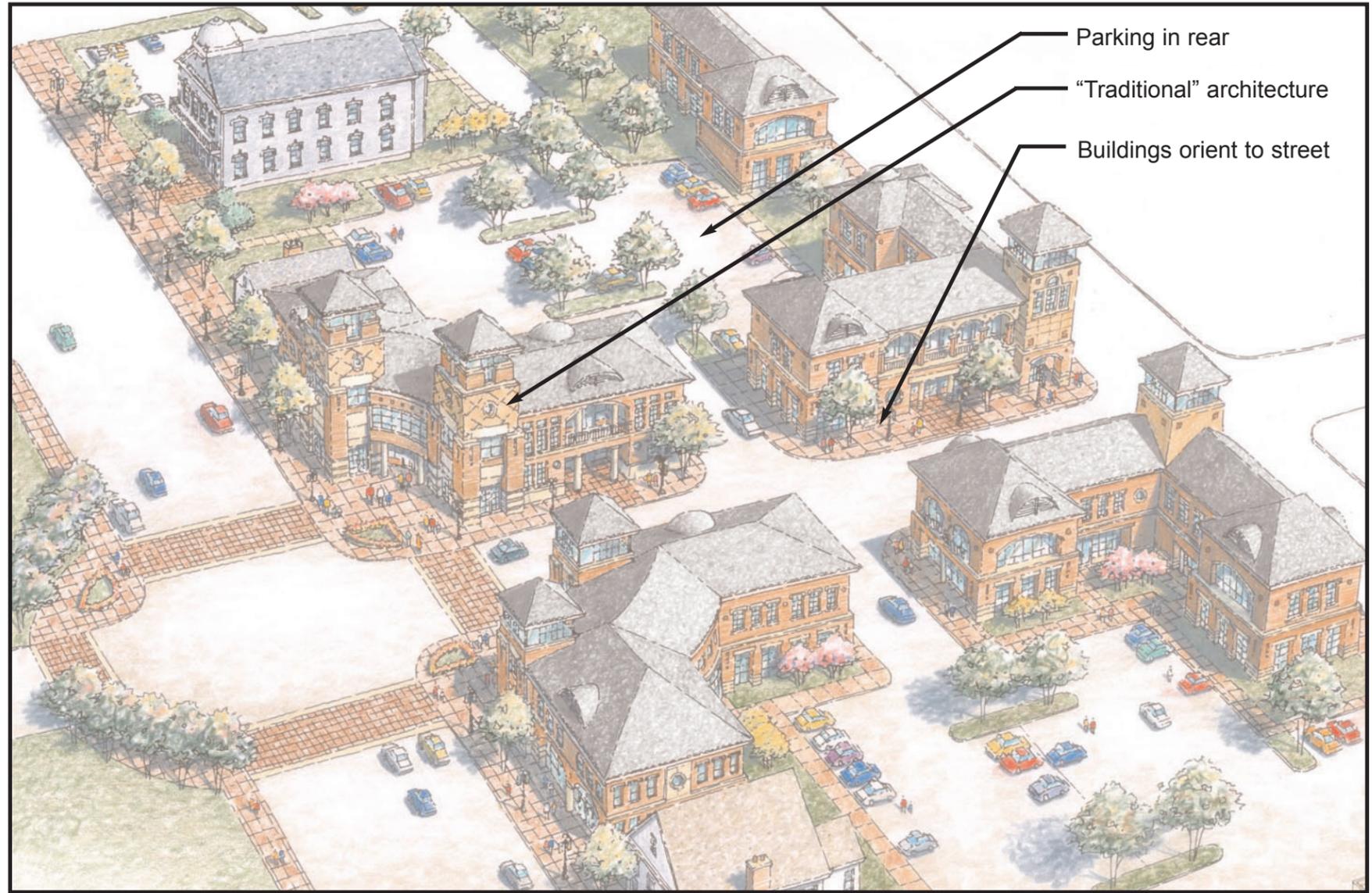
The city should refine these concepts and produce a set of design guidelines for the historic town center. The design guidelines for the historic town center should establish the use types, setbacks, design concepts, and development ratios that development should follow. These guidelines relate to the mixture of institutional, mixed-use residential, high-density residential, entertainment, mixed-use, and open space uses. These guidelines should address the following items:

- Architectural character and materials should match, blend with, or complement existing structures and material.
- New building lines and setbacks should coordinate with adjacent and surrounding structure.

- Parking should be provided through shared-parking, parking structures, or other approaches to allow greater parking without affecting the character of the area.
- Access from Manchester Road should be at safe locations, signalized where possible, and coordinated with surrounding uses.
- Pedestrian linkages between buildings, developments, and across streets and highways should be developed.
- Streetscape elements should build on the city’s existing efforts, including special pavement, plantings, and amenities that encourage pedestrian activity.
- Signage needs to reflect the design character of the area.
- Lighting should be designed in a style and scale for both traffic safety and pedestrian use.

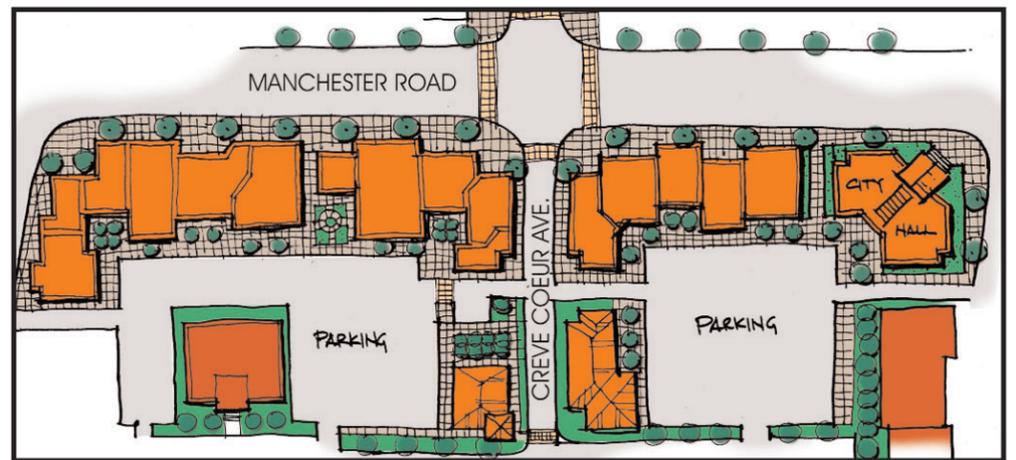
### Conclusion

The land use recommendations and development policies represent the community’s desire to promote compatible and beneficial growth throughout the city. This plan provides a balance between the Manchester’s need to attract new development and redevelopment and the desire to maintain its small town character.



**PROPOSED  
HISTORIC TOWN CENTER  
CHARACTER IMAGE**

**HISTORIC TOWN  
CENTER  
CONCEPT PLAN**



Architectural style character image



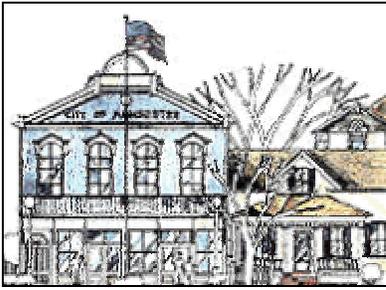
Mixed-use development character image



Mixed-use development character image

**HNTB** Urban Design + Planning

**Exhibit 5 Historic  
Town Center Concepts**



## Chapter 7: Implementation

Successful implementation of the Manchester Comprehensive Plan will be the responsibility of many individuals over many years. The goals and objectives describe what the community wants to become and how decision-makers should respond in various circumstances, but they do not provide a work program for the community. The city will need to accomplish many tasks and initiate various programs to accomplish the goals.

Through the public process and plan alternatives review, Manchester's residents identified their desire to have a community with the following characteristics:

- A vibrant town center
- Well-designed traffic circulation
- Carefully designed new buildings adjacent to preserved historic buildings
- Streetscape with trees and flowers
- A strong commercial tax base
- Places to walk and ride bikes
- Stable residential neighborhoods
- Overall high standards and quality of life

These desires were drafted into goals and objectives and reflected in the future land use map, but that will not

ensure their future existence. This chapter describes ways the city can use various implementation tools to achieve the plan's goals. It also sets priorities for actions and recommends an initial work program.

The initial work program identifies tasks and projects for the city to undertake over the next two- to five-years to move the community forward to reaching these goals. The work program is focused in two areas: redevelopment of the historic town center and enhancement of the development approval process. The Priorities and Programs Chart on page 7-3 lists specific actions recommended to achieve the plan's goals in these areas.

### **Enhancement of the Development Approval Process**

The development approval process is where the city takes incremental steps on a regular basis to change the look and composition of the city over time. As the city, through its staff, Planning and Zoning Commission, and Board of Aldermen, is asked to review and approve development applications, it is critical that complete information is provided to the decision-makers. It is equally important to have standards

## Chapter 7: Implementation

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and criteria to ensure a uniform approach to the approval process. The city typically has four approaches to review development:

- Zoning-based applications,
- Subdivision-based applications,
- Design review, and
- Capital improvements programming

To ensure that the Comprehensive Plan is incorporated in the decision-making process, the city should review and amend all of these items as necessary – or in the case where there is no regulation or policy, adopt appropriate standards. These changes are reflected in the following items of the Priorities and Programs Chart on the following page:

- Update subdivision regulations (Item # 1)
- Establish coordination with Capital Improvements Program (Item #2)
- Establish annexation policies (Item #7)
- Prepare design guidelines (Item #9)
- Undertake corridor studies (Item #10)

### **Redevelopment of the Historic Town Center**

The second key focus of the Priorities and Programs Chart is redevelopment of the historic town center. The city will need to approach this project from a variety of directions in order to understand the market for the project,

potential partners for redevelopment, development financing (both public and private), coordination of design with existing historic structures, and impact of redevelopment on the rest of the community. These needs are reflected in the following tasks:

- Prepare redevelopment plan (Item #3)
- Establish Tax Increment Financing Commission (Item #4)
- Prepare market analysis (Item #5)
- Prepare historic structure survey (Item #6)

These items are not listed in chronological order. They can be undertaken sequentially or simultaneously. What is important is that they commence relatively quickly. Redevelopment is market sensitive, so the city should have all of the background and planning information in place and ready for the time when the market picks-up and this project is ready to move forward.

The Implementation Section and the Priorities and Programs Chart are intended to guide decision-makers and staff in the first steps of plan implementation. When these tasks are complete, the city should prepare a follow-up list of items necessary to implement the plan. The plan itself should be updated regularly to reflect community accomplishments, new approaches to community issues, changing conditions and priorities.

## Chapter 7: Implementation

### Priorities and Programs Chart

Item	Actions	Time Frame		Coordinator	Partner
		Next 2 Years	Two to Five Years		
1.	Update Subdivision Regulations to address residential in-fill	X		Planning	
2.	Establish a process and policy to coordinate the Comprehensive Plan with a Capital Improvements Program	X		Planning, Finance, City Administrator	
3.	Prepare Redevelopment Plan for the Historic Town Center	X		Planning	
4.	Establish Tax Increment Financing Commission	X		Board of Alderman	
5.	Prepare a Market Analysis of Historic Town Center	X		Planning	
6.	Prepare a Historic Structure Survey	X		Planning	Historic Review Committee
7.	Establish Annexation policies	X		Board of Aldermen	
8.	Update the Parks Plan to Include a Trails System		X	Parks, Planning	
9.	Prepare Development Design Guidelines for Manchester Road.	X		Planning	
10.	Undertake Corridor Studies for Major Commercial Arterials Including: <ul style="list-style-type: none"> <li>• Highway 141</li> <li>• Big Bend Road</li> <li>• Manchester Road</li> <li>• Baxter Road</li> </ul>		X X X X	Planning	MoDOT, St. Louis County
11.	Identify opportunities to coordinate with the Metro Parks District	X	X	Parks, Planning	Metro Parks District

## Chapter 7: Implementation

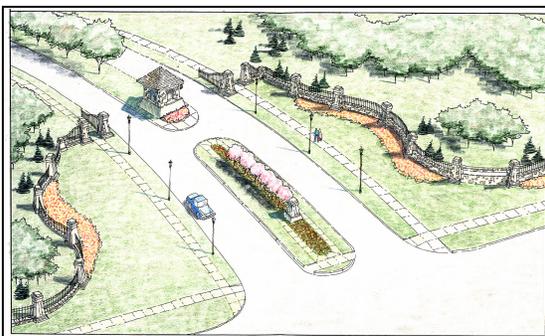
### Description of Tools and Funding Sources

Manchester has a number of tools available to implement the concepts of the Comprehensive Plan. These include zoning, subdivision regulations, facility provision (water, sewer, wastewater, stormwater), capital improvements programming, and Missouri redevelopment incentives. The purpose of this section is to describe each type of regulation or program.

### Zoning Ordinance

The city is in the process of updating the zoning ordinance. The new ordinance has been designed to allow the full implementation of the Comprehensive Plan. The city will continue to monitor the ordinance and make such future changes as may be necessary to allow implementation of the plan.

### Subdivision Regulations

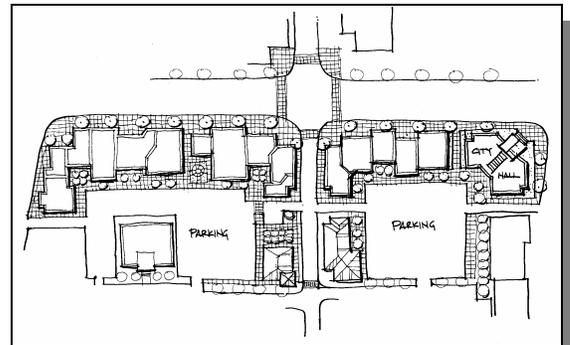


Subdivision entry

Subdivision regulations play a small but important role in a built-out community such as Manchester. Typically, subdivision regulations address the layout and placement of new development. These regulations outline the

requirements for new development. The city will want to review its subdivision regulations to ensure that the design standards for subdivisions are current and reflect the goals and priorities of this plan.

### Design/Community Aesthetics



Design elements

Manchester residents have identified “historic character” as important to the community’s definition of itself. To further define and maintain this character, the city will need to prepare design guidelines to regulate the look and style of redevelopment as it takes place. Design guidelines can be broad and cover topics such as:

- Building design, materials, and colors
- Layout and set-back
- Buffering and screening
- Landscaping
- Banners and monumentation
- Lighting
- Signage

Design guidelines can be incorporated into the zoning ordinance or act as a stand-alone document. They can be written to reflect the needs of specific areas of the community and can be drafted to differentiate among areas.

## Chapter 7: Implementation

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Manchester's initial need for design guidelines will be for the historic town center and along the Manchester Road corridor.

### **Development Agreements**

Large or multi-phase development can be achieved through a negotiated agreement that specifies the terms of the development and the required approval process. This provides benefits to the development community by providing both flexibility and locking-in the terms of the regulatory process, and allows the governing body greater oversight of the project through detailed submissions and project negotiation. Agreements can address timing, location, and intensity of development, as well as the timing, location, sizing, and funding of infrastructure improvements. Development agreements are of particular importance with projects subject to any public funding or public subsidy.

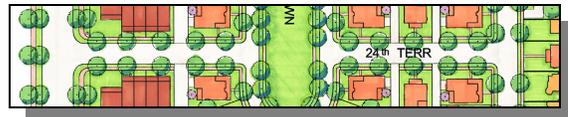
### **Public Financing Mechanisms**

There are a variety of funding sources which local business owners, developers, and governmental agencies can pursue to meet the financial needs of the proposed recommendations. This plan is a first step towards securing some of the financing needed. Funding programs such as the Transportation Equity Act for the 21st Century require communities to undertake planning studies such as these to qualify for funding. The following section provides a summary of the currently available financing techniques that the city could pursue

to achieve the recommendations of the plan.

### **Government Programs**

County, state and federal programs exist that may provide a funding source for transportation related improvement projects. Such programs generally are available only for projects meeting the criteria of the particular aid program and may only be available for improvements forming a part of the funding entity's network, i.e., federal funds for federal highways, state funds for state highways, etc. Most programs require a local match to pay a specified portion of the project costs in order to leverage the funds from the other governmental entity. Additionally, funding decisions require substantial lead time. For some types of improvements (i.e., streets, roads and highways), funding decisions may have already been made for the immediate future.



Streetscape improvements

### **Transportation Equity Act for the 21st Century**

The Transportation Equity Act for the 21st Century (TEA-21) is the major source of federal funding for all transportation projects in the United States. Several TEA-21 programs offer funding for the type of improvements recommended in this plan. The East-West Gateway Coordinating Council serves as the Metropolitan Planning

## Chapter 7: Implementation

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Organization (MPO) for the St. Louis region. As such, this body is responsible for reviewing and administering TEA-21 funding. The reauthorization of a similar measure (Safe, Accountable, Flexible and Efficient Transportation Equity Act (SAFETEA) is expected in 2003-2004.

### **Community Development Block Grants**

Community Development Block Grants (CDBG) provide eligible metropolitan cities and urban counties (called entitlement counties or zones) with annual direct grants that they can use to revitalize neighborhoods, expand affordable housing and economic opportunities, and improve community facilities and services, principally to benefit low and moderate income persons. Although the rehabilitation of affordable housing has traditionally been the largest single use of CDBG funds, the program is also an increasingly important catalyst for economic development activities.

In order for any project to be considered for CDBG funding, it must meet one of the three broad "national objectives" established by Congress. A CDBG project must benefit low and moderate income persons; prevent or eliminate slums and blight; or meet an urgent community development need. Primary emphasis is usually placed on the objective to benefit low and moderate income persons.

Projects designed to remove material and architectural barriers that restrict the mobility and accessibility of elderly or handicapped persons are eligible

for assistance with CDBG funds. Acquisition, construction, reconstruction, rehabilitation or installation of public facilities that meet community development objectives are also eligible to be assisted with CDBG funds. Public facility improvements may be to publicly owned properties or properties owned by private non-profit entities that serve the public. Examples of public facility improvements include neighborhood facilities, centers for the handicapped, senior centers, utilities, streets and sidewalks, water and sewer facilities, parks, and shelters for persons with special needs.

### **Redevelopment Programs**

#### **Missouri Downtown Economic Stimulus Act**

The Missouri Downtown Economic Stimulus Act (MODESA) allows some downtown projects to recover Missouri sales and income tax for reinvestment into downtown infrastructure costs. The formula includes a match by local governments. Funding is reserved for major initiative areas, such as job creation, tourism, and/or improvement of quality of life. Adopted by the Missouri Legislature in early 2003, the act took effect in August 2003.

#### **Community Improvement District**

Missouri Statutes Sections 67.1400 et seq. authorize the creation of Community Improvement Districts (CID). The purpose of a CID is to raise money to provide improvements to a specific area. A CID may be established as either a political subdivision

## Chapter 7: Implementation

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or as a not for profit corporation. If the CID is established as a political subdivision, it is governed by a board of directors that, as specified in the petition, is either elected by the qualified voters in the district or appointed by the municipality. If the CID is a not-for-profit corporation, the directors are selected in accordance with the provisions of Chapter 355 of the Missouri Statutes.

Missouri Statutes provide a CID with a variety of enumerated powers, including the authority to construct, reconstruct, install, repair, maintain, and equip public improvements including parks and streets. The improvements in a CID organized as a political subdivision or a not for profit corporation may be funded by the imposition of special assessments. If the CID is a political subdivision, the improvements may also be funded by a real property tax levied within the district after approval by a majority of the qualified voters within the district.

### **Neighborhood Improvement Districts**

Missouri Statutes Sections 67.453 to 67.475 authorize the creation of Neighborhood Improvement Districts (NIDs). In accordance with Missouri Statutes, particular areas of land may be designated by the local government as a "neighborhood" that will benefit from a particular public improvement or improvements. Land owners within each designated neighborhood must authorize the formation of NIDs either by a vote of approval or by submission of a petition to the local government signed by the owners of record of at

least two-thirds by area of all real property located within the proposed district. NIDs proposed by election require the same percentage of affirmative voters of all qualified voters residing within the proposed district as is required for approval of general obligation bonds.

Upon receiving the requisite voter approval or a filing of a petition, the local government may by resolution or ordinance determine the advisability of the specified improvements and order that the district be established. If the NIDs are approved, the local government may authorize the issuance of general obligation bonds to finance construction of improvements. To secure the bonds, a portion of the total cost is assessed against each landowner within the district and the special assessment becomes a tax lien against the property. The method of apportioning assessments among the property owners within the district is established prior to its creation.

The bonds may be issued without a vote of the public if the municipality agrees to rely on existing revenues and surpluses as a source of repayment in the event that the special assessments made against property in the district prove to be insufficient to fund repayment. Bonds issued pursuant to this option do not count against the regular municipality's debt limit, but cannot exceed 10% of the assessed value of tangible property in the municipality.

### **Special Business Districts**

Missouri Statutes Sections 71.790 et seq. authorize cities to establish special business districts for specified areas of a municipality upon petition by one or more owners of real property in the proposed district. The purpose of the law is to grant to such districts the power to levy special fees and taxes in each district for the maintenance and improvement of the special business district. Property owners in the district may be taxed on an ad valorem basis at the rate of \$.85 per \$100 of assessed valuation. Businesses may be assessed a license tax (subject to a protest by businesses representing a majority of the total license taxes). The taxes and fees may be used for the purpose of maintaining and improving public facilities in the district. Discretion as to the types and amounts of expenditures lies solely with the local government, which appoints a commission or advisory board to make recommendations as to expenditures and uses. The district may issue general obligation bonds for up to 20 years, if authorized by the local government and approved by either four-sevenths or two-thirds of the voters in the district voting in an election, depending upon the election date when the issue is submitted to the voters. These general obligation bonds count against the municipality's debt limit.

### **Tax Increment Financing**

Missouri Statutes Sections 99.800 to 99.865 authorize the creation of Tax Increment Financing (TIF). The basic concept behind TIF is that the

redevelopment of the area approved as a redevelopment district will increase the equalized assessed valuation of the property, thereby generating new revenues to a municipality that can be used to pay for specified costs of a redevelopment project. These costs may include construction of public facilities within a redevelopment area. Property taxes and other revenues generated by the existing development in a legislatively defined redevelopment district are frozen when the redevelopment is approved by the local government and the increased property tax and a portion of other revenues generated by the new development are captured and placed in a special fund to pay for the costs of redeveloping the area.

Those new property tax revenues are the source of the term "increment," and they are also referred to as "payments in lieu of taxes" (PILOTs). In addition to the PILOTs, the development may also capture up to 50% of certain locally imposed taxes (commonly referred to as economic activity taxes or EATs) such as local sales, franchise taxes and utility taxes and local earnings taxes to fund project costs. Certain new state revenues (one-half of general state sales tax or one-half of state individual income tax withheld from new employees in the redevelopment area) generated by a redevelopment project may be captured under limited circumstances where the area is blighted and is located in either an enterprise zone, federal empowerment zone, or a central business district or urban core area with at least one 50-year-old building and that suffers from

## Chapter 7: Implementation

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20-year pattern of declining population or property tax revenue.

Missouri Statutes also authorize bonds to be issued that are paid from the PILOTs and EATs generated in the redevelopment area. The bonds do not count against the municipality's debt limit. The TIF statute limits the areas of the municipality that are eligible for TIF to "blighted," "conservation" (near blighted) or "economic development" areas as defined in the statute. The constitutionality of the use of TIF in "economic development" areas has been questioned.

### Transportation Development Districts

Missouri Statutes Sections 238.207 et seq. authorize a municipality to create Transportation Development Districts (TDDs) encompassing all or a portion of the municipality. The statutorily-stated purpose of TDDs are to fund, promote, plan, design, construct, improve, maintain, and operate one or more transportation projects or to assist in such activity.

TDDs are created by submission of a petition to the circuit court from either 50 registered voters in each county in the district, by owners of real property in the district, or by the Municipality Council. The petition must identify the district's boundaries, each proposed project, and a proposal for funding the projects. After receipt of a petition and a hearing to determine that the petition complies with the law, the circuit court enters a judgment certifying the questions regarding creation of the district, projects to be developed, and

proposed funding for voter approval. If a simple majority of registered voters or property owners included in the district boundaries (depending on the type of petition submitted to request creation of the district) vote in favor, the TDDs are created. If the issue fails, it cannot be resubmitted to the voters again for two years. If approved, an election is held within 120 days to elect a board of directors for the district.

Once created, TDDs are a separate political subdivision of the state with powers such as condemnation, the power to contract with parties, to lease or purchase real or personal property, and to sue and be sued. A municipality has no control or jurisdiction over TDDs, unless the control is agreed to by contract. However, the board of directors of the district cannot increase or decrease the number of projects in the district without first obtaining authorization of the voters and the approval of the Missouri Highways and Transportation Commission and/or the municipality, depending on the project.



Funding options for TDDs

## Chapter 7: Implementation

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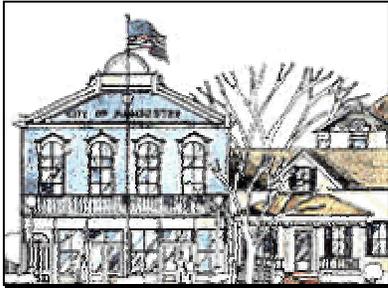
TDDs may fund approved transportation projects (subject to the approval of a municipality or the MoDOT, depending upon the project) utilizing one or more financing mechanisms authorized in the election. The financing mechanisms available are special assessments, property taxes, sales taxes and tolls. The amount of a sales tax may not exceed 1%. After enactment, the sales tax is subject to a citizen petition for an election to repeal the tax. There is no statutory limit on the amount of special assessments or tolls that can be imposed. TDDs are also authorized to issue bonds, including revenue bonds, by resolution of the board of directors without a vote of the public. These bonds do not count against a municipality's debt limit because they are issued by the district (a separate political subdivision of the state) and not by the municipality.

### **Urban Redevelopment Corporations**

Chapter 353 of the Missouri Statutes Sections 353.010 et seq. authorizes the creation of urban redevelopment corporations for the purpose of redeveloping blighted areas. The urban redevelopment corporation must prepare and submit to the municipality a development plan for redeveloping an area within the municipality that is determined to be blighted. If the area is determined to be blighted and the development plan is approved by the municipality, the urban redevelopment corporation, upon acquisition of title to the property, may receive ad valorem tax abatement for 100% of the value of the improvements to the property for a

period of ten years and for 50% for the following 15 years.

Ad valorem taxes are still assessed and paid with regard to the value of the land only during this 25-year period. The municipality may enter into a contract with the urban redevelopment corporation to require that payments in lieu of taxes are made and/or to ensure that the development plan is carried out, including the use of the funds available to the corporation as a result of the abatement of taxes.



## Chapter 8: Conclusion

The City of Manchester has put a great deal of time and effort into this planning process. In that time, the community has better defined itself, along with its vision of the future. As stated in Chapter 5, “the Manchester Comprehensive Plan is a strategic road map for the city to ensure optimum land use, sustainable services, economic growth, and continuation of heritage.”

To meet this vision, the community and decision-makers considered various alternative future growth scenarios, discussed the role of potential goals and objectives, and worked to identify those things that will define the future of Manchester. Those items deemed important to guiding development, redevelopment, and investment are included in this plan.

The city’s work is not done with the adoption of this plan -- in fact this is only the start. It is difficult to achieve a vision or implement a plan without an open and continuing dialogue. A comprehensive plan never is complete. It is a dynamic document that should keep pace with changing conditions and evolving community aspirations. As such, the plan goals and objectives should adapt to the ever-changing needs of the municipality. Citizen

involvement should continue, and as projects are undertaken and completed, the community should discuss new projects and new priorities.

With adoption by the Planning and Zoning Commission, implementation of the Manchester Comprehensive Plan is the first step in moving the city from a proud past to a bright future. With the many steps that will follow, the residents will see their careful consideration and deliberate discussion take the form of streets, parks, buildings, and a strengthened and revitalized community.

**PLANNING AND ZONING COMMISSION  
CITY OF MANCHESTER, MISSOURI**

**RESOLUTION NO. 05-01**

**WHEREAS**, the City of Manchester is interested and has pursued redevelopment of the northeast quadrant of the intersection of Highways 100 (Manchester Road) and 141 to foster greater economic development, and

**WHEREAS**, the City of Manchester intends to build its new police facility and is interested in significant retail development for the area with adequate buffering or transitional uses on the fringe to serve as a buffer, and

**WHEREAS**, these projects represent new land uses in the area and in order to be consistent with the City's Comprehensive Plan, the Future Land Use Map must be amended to reflect these new land uses, and

**WHEREAS**, the Planning and Zoning Commission of the City of Manchester, Missouri has studied this amendment to the City's Comprehensive Plan, and

**WHEREAS**, in accord with the provisions of Section 89.360 of the Revised Statutes of Missouri, the Commission conducted a public hearing on July 25, 2005, after due notice as required by law, and,

**WHEREAS**, the Commission has taken into account the comments of interested parties at the public hearing, and is fully informed on the issues reflected in the amendment to the Plan hereinafter referenced.

**NOW, THEREFORE, BE IT RESOLVED BY THE PLANNING AND ZONING COMMISSION OF THE CITY OF MANCHESTER, STATE OF MISSOURI, AS FOLLOWS:**

Section One: The amendment to the Comprehensive Plan document attached hereto and incorporated by this reference, together with all data maps, plats, diagrams, descriptive matter, and other documents and materials contained and referenced therein, is hereby adopted as an amendment to the Comprehensive Plan of the City of Manchester and as the "City Plan" of the City of Manchester, Missouri, as that term is used in Sections 89.300 through 89.480 of the Revised Statutes of Missouri.

Section Two: In accord with the provisions of Section 89.360 of the Revised Statutes of Missouri, the Secretary of the Commission shall attest to the adoption of this Resolution and the Plan referenced herein and shall file same in the office of the

Commission. A copy of the amendment to the Plan shall also be certified to the Board of Aldermen of the City of Manchester and the City Administrator of the City and a copy shall be made available in the office of the Recorder of Deeds of St. Louis County and available at the City Administrator's office for public inspection during normal office hours.

THIS RESOLUTION IS PASSED AND ADOPTED, BY ROLL CALL VOTE OF THE PLANNING AND ZONING COMMISSION OF THE CITY OF MANCHESTER, MISSOURI, THIS 25<sup>TH</sup> DAY OF JULY, 2005.

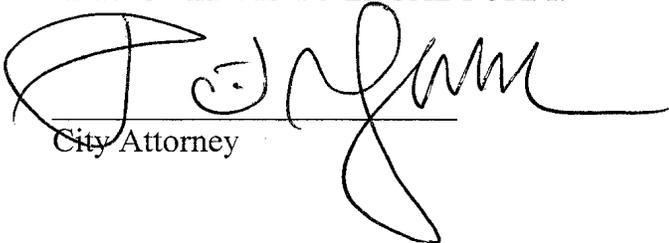
CITY OF MANCHESTER PLANNING  
AND ZONING COMMISSION

BY   
Chairman

ATTEST:

  
Secretary of the Commission

APPROVED AS TO LEGAL FORM:

  
City Attorney

## COMPREHENSIVE PLAN TEXT AMENDMENT

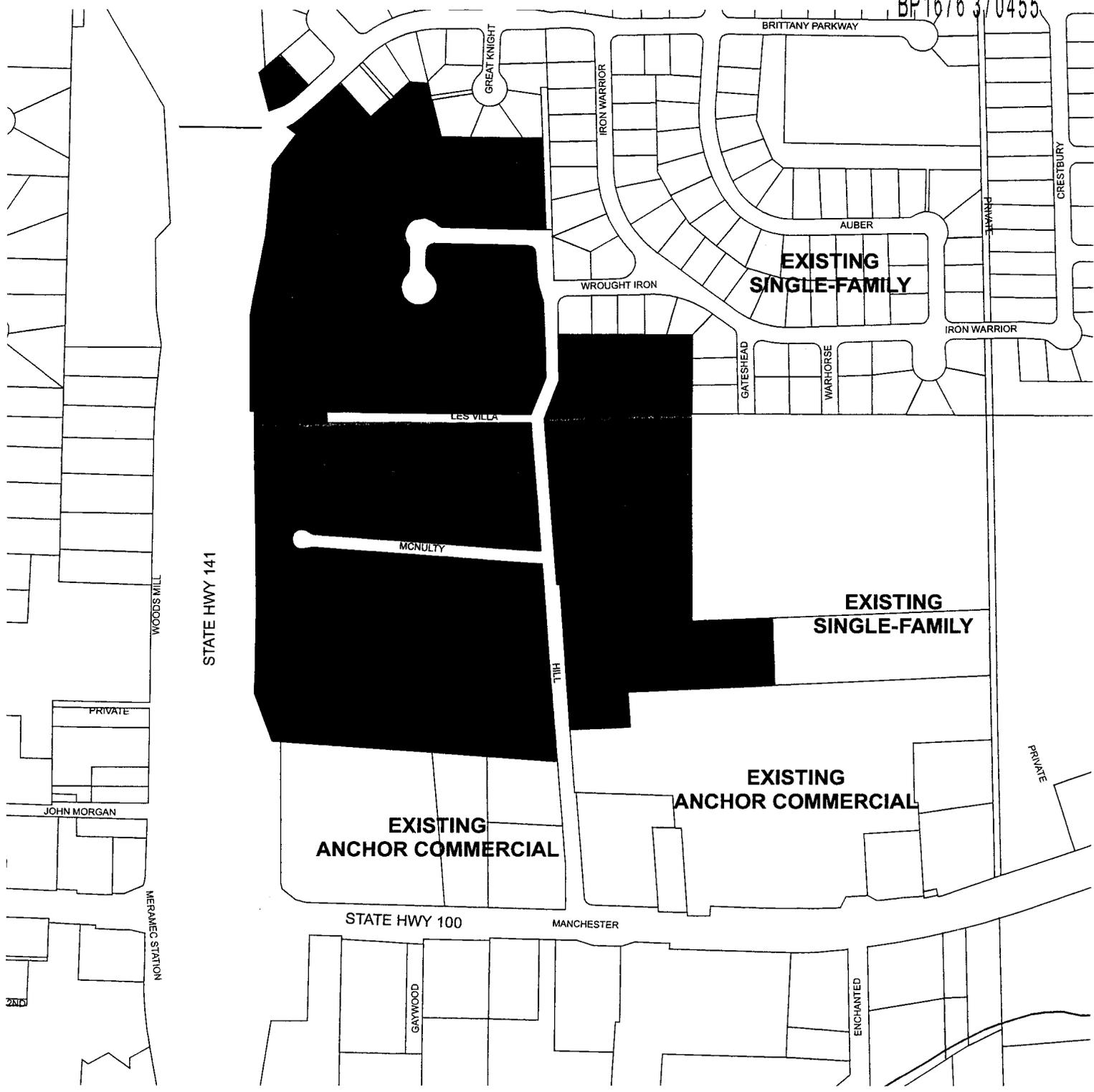
The Future Land Use Plan, shown as Exhibit 4 in the Comprehensive Plan shows the southern half of the project area as already “Anchor Commercial” as described below. The northern part is the area to be redeveloped and thus this Plan amendment envisions a continuation of Anchor Commercial with the following changes to the text in the Plan highlighted in bold:

Anchor Commercial

*Intent:* Anchor Commercial uses are intended to provide goods and services on a community-wide and regional scale.

*Location:* Anchor Commercial uses are limited to areas adjacent to major arterials, such as Manchester Road and Highway 141.

*Density:* Anchor commercial developments are recommended to be 100,000 square feet or greater in size. Accessory commercial uses (pad sites) including, but not limited to, sit-down restaurants, smaller retail uses and banks may be allowed, if included as part of an overall master plan. **Non-retail uses, such as government facilities and high-density residential, may also be included if they are integral and form a transitional or buffer use between the new development and surrounding area and is part of the overall master plan for such large-scale development.**



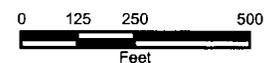
Legend

 Proposed Anchor Commercial

JULY 2005

**Exhibit A**  
**Future Land Use Plan**

Comprehensive Plan Amendment  
Manchester, Missouri



PGAVURBANCONSULTING