Creve Coeur 2030

The Heart of Community & Commerce

COMPREHENSIVE PLAN UPDATE
for the City of Creve Coeur, Missouri

March 2017
RESOLUTION 16-028


WHEREAS, Sections 89.340 et seq. direct the Creve Coeur Planning and Zoning Commission to make and adopt a plan for the physical development of the City; and

WHEREAS, the Commission adopted such a plan in April 2002; and

WHEREAS, the Commission has completed careful and comprehensive surveys and studies of current existing conditions and probable future growth of the City, including by engaging a consultant and, with their assistance and the guidance and support of the Department of Community Development, holding a series of public workshops, focus group meetings, and work sessions; and

WHEREAS, in the course of such proceedings the Commission has confirmed that the April 2002 Comprehensive Plan should be updated; and

WHEREAS, application 16-028 was submitted by the City of Creve Coeur Director of Community Development to make such an update; and,

WHEREAS, the Planning and Zoning Commission of the City of Creve Coeur, Missouri, held a public hearing thereon at the Creve Coeur Government Center over the course of four meetings on October 20, 2016, November 7, 2016, November 21, 2016 and December 15, 2017; and,

WHEREAS, notice of said public hearing had previously been published at least 15 days prior to the hearing in the St. Louis Countian, a newspaper of general circulation in the City of Creve Coeur and otherwise posted and published in accordance with City Ordinances; and,

WHEREAS, all persons who presented themselves at said hearing and desiring to be heard were given an opportunity to be heard and a copy of the proposed comprehensive plan has been made available for public inspection prior to its consideration by the Commission; and,

WHEREAS, the Commission has determined that it is fully and sufficiently informed on the matter and that the plan has the general purpose of guiding and accomplishing a coordinated development of the City which will, in accordance with existing and future needs, best promote the general welfare as well as efficiency and economy in the process of development;

NOW, THEREFORE, be it resolved by the Planning and Zoning Commission of the City of Creve Coeur, Missouri, as follows:

Section 1: The Creve Coeur 2030 Comprehensive Plan dated March 2017 attached hereto as Exhibit A, including all maps, descriptive matter and other materials contained therein, and as amended at the meeting of March 20, 2017, is hereby adopted as the official land use plan for the City of Creve Coeur, Missouri, and shall therefore supersede any and all previously adopted land use plans developed for the City or any part or section thereof, including as further explained on page 10 of Exhibit A.
Section 2: The Commission shall commence with the task of implementing the new Comprehensive Plan as provided therein to the full extent of its authority.

Section 3: This Resolution shall become effective immediately upon adoption.

Section 4: The adopted Comprehensive Plan shall be kept on file in the Department of Community Development, which serves as the office of the Commission, and the Director shall cause a copy thereof to be certified to the City Council and City Clerk to be available in the Clerk’s office for public inspection during normal office hours, and further the Director shall cause a certified copy thereof to be available in the office of the St. Louis County Recorder of Deeds, all in compliance with Section 89.360 RSMo.

ADOPTED BY VOTE OF 6 OF THE 7 MEMBERS OF THE COMMISSION ON THIS 20th DAY OF March, 2017

ELIZABETH KISTNER
CHAIR PERSON

JESSICA SCHUTTE
SECRETARY

ATTEST:
DEBORAH RYAN, CITY CLERK, MPCC
Acknowledgements

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Energy and Environment Committee
Horticulture, Ecology, and Beautification Committee
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Special Thanks To...
Jessica Stutte, Administrative Assistant to the Planning Division, for coordinating the scheduling, setup, and refreshments at Public Workshops; the Creve Coeur police officers who provided public safety at Public Workshops; the Government Center staff who set up and cleaned up the Multipurpose Room; and the residents, business owners, and stakeholders of Creve Coeur who provided their time, expertise, and input for the development of this Plan.
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Creve Coeur will continue to prosper as a premiere livable and sustainable community by preserving and capitalizing on new opportunities for the City’s key residential, business, environmental, and civic assets.

Utilizing comprehensive place-making, Creve Coeur will enhance its unique and recognizable physical identity; its healthy and vibrant neighborhoods; and remain a regional leader as a green and environmentally-friendly community.
Introduction

The City of Creve Coeur is recognized as one of the preeminent communities of St. Louis County and the State of Missouri. High-quality, stable residential neighborhoods adjoin the southern edge of Olive Boulevard, one of the region’s most vibrant commercial corridors. Creve Coeur is home to a large office market and medical community of regional importance with two hospitals, Mercy Hospital and BJC West County Hospital, and numerous other medical establishments. A growing plant science and ag-tech business sector, including Monsanto and the Donald Danforth Plant Science Center employ people from all over the world. Together, Creve Coeur businesses employ over 52,000 St. Louisans. High property values are supported by a beautiful and green physical environment; easy access to community amenities, retailers, and regional transportation; and excellent public and private schools. The City government provides effective and efficient public services, utilizing strong sales tax revenues to keep costs reasonable for residents.

As a mature city, Creve Coeur has entered a critical phase. During the decades leading up to the creation of the City’s current Comprehensive Plan in 2002, most of the City’s planning related to land use planning – deciding how best to use vacant parcels or large assemblages of land. Now that the community is largely built out, the basic land use pattern of the City is established. With the adoption of the 2002 Comprehensive Plan, Creve Coeur focused its attention on the challenge of improving the community’s livability, quality of life, and the redevelopment of older, underutilized properties.

The 2002 Comprehensive Plan marked a fundamental change in the way that Creve Coeur planned for the future. That plan focused the City’s planning resources on protecting existing community assets and strengthening community character. With the exception of some new, defined redevelopment opportunities, this Comprehensive Plan Update—Creve Coeur 2030—continues these themes. This Plan seeks to preserve and strengthen Creve Coeur by capitalizing on new development opportunities, articulating specific capital improvements, and guiding new development. Neighborhood preservation, business district revitalization, improved livability, and quality economic development remain the major focal points of the Plan. Whereas the 2002 Comprehensive Plan provides limited guidance and tools for implementation, Creve Coeur 2030 provides specific recommendations, actions, and regulatory code updates to facilitate ongoing, incremental implementation.
**How this Plan will be Used**

Creve Coeur 2030 builds upon the existing 2002 Comprehensive Plan and takes a different approach to planning. With an established land use pattern, a framework is needed for decisions to be guided by a vision for the long-range improvements needed to achieve better quality of life. Rather than identify a specific “end state” for the City of Creve Coeur, this Plan is structured as a guide and as a call to future action, based upon a 20-year vision for the City.

This plan presents goals, strategies, and recommendations for the City, which are reasonable, feasible, and important to the welfare of the entire community. The value of the Plan will be measured by the degree of success the community achieves in its implementation.

The effectiveness of the Plan is directly related to the continual recognition of the proposals which are included herein, by the Planning and Zoning Commission, the City Council, City staff, and the other appointed boards and commissions of the City.

This plan recognizes that no planning system can be entirely quantitative and objective. There will always be a need for subjective judgment by elected and appointed officials, particularly in a mature community with established patterns and institutions. The key to successful planning in this environment is to make subjective decisions that are wise, forward-thinking, and coordinated over time.

Over 170 residents and 40 non-resident stakeholders of Creve Coeur have engaged in this planning process through over 250 individual points of contact.
The Planning and Zoning Commission plays a critical role in the planning process and must be alert to the needs of the community. It must bring such needs to the attention of the City Council, as well as other agencies within the community having direct responsibility for public improvements. The appraisal of local needs and the continued application of the planning principles set forth herein will assure maximum benefits from the Plan and will result in the orderly and economical attainment of the goals established in the Plan.

After formal adoption of the Creve Coeur 2030 Plan, it becomes a tool for communicating the City’s land use policy and coordinating individual decisions into a consistent set of actions that harmoniously shape the City’s growth and redevelopment. The Plan supersedes all land use plans previously adopted by the City. It should be used to update and inform administration of the City’s existing planning tools, which include, but may not be limited to the following:

- Zoning Ordinance (Chapter 405)
- Subdivision Ordinance (Chapter 410)
- City of Creve Coeur Design Guidelines
- Creve Coeur CBD / Downtown Area Implementation Strategy (“Downtown Plan”; 2006)
- Creve Coeur Pedestrian Plan (2002)
- Traffic Calming / Traffic Mitigation Program (2002)
- Public Art Master Plan
- Capital Improvement Program (Five-Year Plan)

Suggestions or recommendations for updates to other existing plans and ordinances, where advisable, are noted in this Plan.

The Planning and Zoning Commission has an ongoing responsibility to see that the Plan is implemented and updated as needed, to be responsive to changing conditions. City staff and appointed boards and commissions will have the Plan to guide them in decision-making. Close cooperation between the City Council and the Planning and Zoning Commission will be essential to proper administration of the Plan. Coordination with other governmental entities and jurisdictions will also be important to the realization of the City’s planning goals and recommendations.
To that end, the Creve Coeur 2030 Plan will be used in several ways:

1. **As a Guide for Future Land Use Decisions**

   » To provide the Planning and Zoning Commission and City Council with an explicit statement of public policy to assist them in their weekly, monthly and annual decision making on specific development and land use issues.

   » To remove as much uncertainty as possible from the development process, and thereby facilitate optimal location decisions on the part of businesses, households, and developers.

   » To provide administrative continuity through successive City administrations in dealing with development proposals, both public and private.

   » To provide the community with confidence that recommendations in the Plan are based on the public’s participation and input, and that changes made in the community will be gradual and sensitive to the public’s needs and interests.

2. **As an Outline for Public Facility Decisions**

   » To provide a framework for an orderly and reasonable implementation of the improvement projects recommended by the Plan, such as street improvements, streetscape improvements, sidewalks, storm water improvements, and communication technology.

   » To furnish a means of insuring that improvement projects will be carried out concurrently with the community’s ability to pay so that their completion will not create an excessive tax burden.

3. **As a Call to Action**

   To articulate and serve as a call to action on City initiatives, including the development of a network of pedestrian and bicycle facilities, creation of walkable, place-based commercial and retail development, a central city-wide gathering space, and a comprehensive sustainability program.

This Plan represents a long-range (20-year) vision for the community. However, the Plan must be periodically reviewed and updated. It is suggested that, as part of implementation activities, the City establish a “community dashboard” of outcome management indicators on which the City can readily collect data. Using this dashboard, City staff and the Planning and Zoning Commission should track progress of Plan implementation to assess Plan recommendations and to determine whether adjustments are needed to the Plan.

The Plan is intended to be flexible, so that it can respond to changing community conditions. At the same time however, the Plan should facilitate a proactive approach to the planning and decision making process for the City. It recognizes that the City cannot predict the future, but it should equip itself to respond to and guide events to achieve a vision for the community.
Creating the Plan

The Creve Coeur 2030 Plan is the product of a robust community outreach and engagement process, conducted over the course of ten (10) months. This process effectively utilized the knowledge and expertise of Creve Coeur citizens and stakeholders to create a vision for an authentic, resilient, and sustainable future for the City. This Comprehensive Plan Update utilized five (5) key engagement activities:

» **Public Workshops:** The heart of the public planning process, the City of Creve Coeur and planning consultant conducted five (5) public workshops, in conjunction with the Planning & Zoning Commission, at key points throughout the development of the plan. Public workshops were held at 6:30 PM on the first Monday of the month in place of a regular Planning & Zoning Commission Meeting. Workshops typically consisted of a formal, information presentation followed by small-group, facilitated work sessions. Table work boards, facilitates discussion, and keypad polling were all utilized.

» **City Staff and Elected Official Focus Groups:** The planning consultant conducted individual focus group work sessions with city staff, elected officials, and City commission members. A total of five (5) Focus Groups meetings were conducted in November, 2015. The purpose of these meetings was to collect directed input from city staff and elected officials on key issues and priorities within the City, and to assess the success of the 2002 Comprehensive Plan.

» **Resident and Stakeholder Focus Groups:** Similar to the City Staff and Elected Official Focus Groups described above, the planning consultant conducted individual focus group meetings with City residents, business and property owners, and citizen committees. A total of six (6) Focus Group meetings were conducted in November, 2015.

» **Client Group Work Session:** Throughout the planning process, the planning consultant conducted four (4) Client Group Work Sessions with representatives of the City of Creve Coeur to work through technical planning issues in development of the Comprehensive Plan Update.

» **Follow-Up Stakeholder Focus Group Meetings:** During development of the Draft Comprehensive Plan Update, the planning consultant conducted nine (9) follow-up Stakeholder Focus Group Meetings with key stakeholder groups, including elected officials, property owners, the Planning & Zoning Commission, and citizen committee members. Conducted between April and June, 2016, the purpose of these meetings was to collect thematic input from stakeholders on particular aspects of the Plan.

Over 170 Creve Coeur residents and over 40 non-resident stakeholders participated in this process, through over 250 individual points of contact. The key Community Issues and Priorities presented on the facing page were identified and prioritized by the community and are addressed in the Creve Coeur 2030 Plan. The order in which these Issues and Priorities are presented does not represent order of importance.
Key Community Issues & Priorities

Business Preservation: Maintaining a strong economic base is crucial for the long-range success of the City; Creve Coeur should address outdated and underutilized commercial development and capitalize on high-tech industrial growth opportunities.

Residential and Neighborhood Protection: Some residents feel threatened by potential intrusion of commercial uses into established residential areas, and teardowns and infill of new homes must positively contribute to the character of existing neighborhoods.

Community Sustainability: Creve Coeur is a regional leader in community sustainability, and should continue to expand municipal sustainability initiatives and integrate sustainability throughout community and economic development.

Parks, Trails, and Greenways: Residents and visitors alike value the "green appearance" of Creve Coeur and want to see it preserved and expanded.

A Walkable and Bikeable Community: Pedestrian and bicycle facilities are insufficient and inconsistent in Creve Coeur, and current designated bike routes are perceived as unsafe.

Traffic Congestion: Traffic has continued to increase and cause frustration, particularly on Olive Boulevard.

Housing and Community Diversity: Support the development of varying housing types and community amenities that matches projected population growth and changes.

Community Identity: Creve Coeur has a significant employment base and desirable neighborhoods yet lacks an identifiable downtown or central community gathering place to bring together residents and employees of local businesses.

Community Facilities, Amenities, and Services: Residents of Creve Coeur desire expanded and improved public facilities; unique, walkable, and locally-oriented stores and restaurants; and community-supporting service businesses.

Effective Implementation: Achieving this Comprehensive Plan will be supported by improving the efficiency of local government and ensuring that the City’s regulations and ordinances match the community’s vision, as articulated in this Plan.
Structure of the Plan

The Creve Coeur 2030 Plan is organized into the following key sections:

MAIN COMPREHENSIVE PLAN DOCUMENT

1. Creve Coeur Today: This section provides an overview of existing conditions in Creve Coeur, including physical conditions and characteristics, demographic projections, and opportunities for future development and improvement. (Refer to pages 17-41.)

2. Plan Objectives & Strategies: The Objectives and Strategies section articulates specific initiatives for City-wide public facilities, physical improvements, and regulatory recommendations to achieve the Plan Vision and addresses the community’s key issues and priorities. This section is organized around seven (7) Goals, which are summarized on the facing page. (Refer to pages 43-51.)

3. Plan Recommendations: The Plan Recommendations are the heart of the Comprehensive Plan Update and are comprised of geographically-based future land use goals; placemaking initiatives; and City-wide plans for infrastructure and capital improvement projects. (Refer to pages 53-123.)

4. Implementation: The Implementation Plan recommends implementation priorities—including Capital Improvement Plan (CIP) priorities—describes key Early Action Items, and summarizes the various project initiatives in a comprehensive Implementation Action Matrix. (Refer to pages 125-141.)

APPENDIX

1. Appendix A – Plan Maps: Appendix A includes enlarged version of the ten (10) key existing conditions and Plan maps for reference. (Refer to pages 143-153.)

This structure is visionary, concise, and clearly outlines Creve Coeur’s consensus goals and aspirations for the future; and provides an actionable roadmap for effective implementation.
Creve Coeur’s Goals

1.0: Placemaking & Community Identity
Creve Coeur will enhance its unique regional identity and develop an 18/7* community experience to become an even better place to live, shop, work, and play!

2.0: Residential Development & Preservation
Creve Coeur will preserve and evolve its high-quality residential development and stable property values while enhancing the diversity of housing types and improving the walkability and accessibility of neighborhoods.

3.0: Economic Growth & Community Services
Creve Coeur will capitalize on new job growth and commercial development opportunities to strengthen its position as a major regional business center and provide necessary neighborhood services for the community.

4.0: Community Amenities & Facilities
Creve Coeur will enhance existing public facilities and provide a variety of new, high-quality public amenities and community facilities that meet the needs and desires of all Creve Coeur residents.

5.0: Parks, Open Space & Environment
Creve Coeur will utilize its physical geography and diverse landscapes to remain a regionally-recognized premier green community and to increase the amount of accessible public parks and open space for environmental preservation and recreation.

6.0: Transportation, Connectivity & Mobility
Creve Coeur will utilize development and partnerships with other jurisdictions to better manage automobile traffic, reduce traffic congestion and improve transit, walkability and bikeability.

7.0: Community Sustainability, Health & Resilience
Creve Coeur will lead the region in integrating community sustainability with on-going revitalization.

* 18/7—18 hours a day, seven days a week—refers to community vibrance and activity in a less-intense, suburban context. This is different from 24/7, which suggests a higher level of activity than would be appropriate for a community like Creve Coeur.