

**A RESOLUTION ADOPTING THE  
VISION 2015 COMPREHENSIVE PLAN  
FOR THE CITY OF KIRKWOOD**

**WHEREAS**, the City of Kirkwood is committed to retaining and enhancing the desirability and livability of its community, and has sought to create a vision of the community through the development of a dynamic and living plan for the City; and

**WHEREAS**, in 2001, the Comprehensive Plan Steering Committee began the development process of the Vision 2015 Comprehensive Plan, including a review of the 1984 City of Kirkwood Comprehensive Plan and its periodic restatements; and

**WHEREAS**, the content of the Vision 2015 Comprehensive Plan has been based on broad public input to establish community goals, policies, and development strategies; and

**WHEREAS**, a Public Hearing relative to this matter was held before the Planning and Zoning Commission in accordance with the Missouri Revised Statutes on the twelfth day of February, 2003 and the fifth day of March, 2003; and

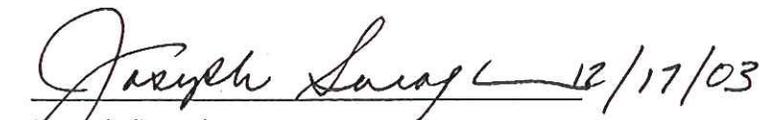
**WHEREAS**, the Planning and Zoning Commission reviewed the Vision 2015 Comprehensive Plan as presented by the Comprehensive Plan Steering Committee, considered revisions to its content, and formed such recommendations into a final document; and

**WHEREAS**, on the third day of April, 2003 the Planning and Zoning Commission unanimously approved the content of the Vision 2015 Comprehensive Plan.

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

That the Planning and Zoning Commission of the City of Kirkwood, Missouri, under authority granted to it by the Revised Missouri Statutes, after a duly called public hearing, and after considering the views of all those who came before it, does hereby adopt, the City of Kirkwood Comprehensive Plan Vision 2015, dated April 3, 2003, and all maps contained therein or referenced thereby, as the official comprehensive plan for the City of Kirkwood, Missouri.

  
Tom Waltz  
Chairman

  
Joseph Soraghan  
Secretary/Treasurer

**THE CITY OF KIRKWOOD  
COMPREHENSIVE PLAN**

*Vision 2015*

**Approved by the  
City of Kirkwood  
Planning and Zoning  
Commission  
April 3, 2003**

**Prepared by the  
*Comprehensive Plan  
Steering Committee*  
in conjunction with  
*Horner & Shifrin, Inc.***



**HORNER &  
SHIFRIN, INC.**  
ENGINEERS ■ ARCHITECTS ■ PLANNERS

**CITY OF KIRKWOOD  
COMPREHENSIVE PLAN : VISION 2015**

**TABLE OF CONTENTS**

<b><u>SECTION</u></b>	<b><u>PAGE</u></b>
<b>Kirkwood: Continuity and Change</b>	<b>1</b>
<b>Kirkwood in 2000 – A Snapshot in Time</b>	<b>3</b>
<b>Accomplishments of the 1984 Comprehensive Plan</b>	<b>8</b>
<b>Formation of the Vision 2015 Plan</b>	<b>12</b>
<b>Use of the Comprehensive Plan</b>	<b>14</b>
<b>What is the Vision?</b>	<b>15</b>
<b>Goals, Objectives, Action Steps, and Implementation Matrix</b>	<b>17</b>
<b>Plan Implementation and Updating</b>	<b>30</b>
<b>Land Use Plan and Policies</b>	<b>31</b>
<b>Glossary</b>	<b>62</b>
<b>Acknowledgements</b>	<b>67</b>
<b>Administrative Record</b>	<b>70</b>
<b>Appendix – Downtown Urban Design Plan</b>	<b>-</b>

**CITY OF KIRKWOOD  
COMPREHENSIVE PLAN : VISION 2015**

**LIST OF ILLUSTRATIONS AND MAPS**

<b><u>ITEM</u></b>	<b><u>PAGE</u></b>
<b>Illustration 1: Population Change, 1900-2000</b>	<b>3</b>
<b>Illustration 2: Kirkwood Age Group Distribution</b>	<b>4</b>
<b>Illustration 3: Comparison of Housing, 1960-2000</b>	<b>5</b>
<b>Illustration 4: Age of Housing Units</b>	<b>6</b>
<b>Illustration 5: Zoning Area Percentages</b>	<b>34</b>
<b>Illustration 6: Zoning District Percentages</b>	<b>34</b>
<b>Map 1: Existing Land Use Plan</b>	<b>33</b>
<b>Map 2: City of Kirkwood Zoning Districts</b>	<b>35</b>
<b>Map 3: Future Land Use Plan</b>	<b>37</b>
<b>Map 4: Proposed Land Use Designations</b>	<b>41</b>
<b>Map 5: Open Space Land Use</b>	<b>43</b>
<b>Map 6: Low Density Residential Land Use</b>	<b>45</b>
<b>Map 7: Suburban Density Residential Land Use</b>	<b>47</b>
<b>Map 8: Medium / High Density Residential Land Use</b>	<b>49</b>
<b>Map 9: Institutional Land Use</b>	<b>51</b>
<b>Map 10: Mixed Use Development Land Use</b>	<b>53</b>
<b>Map11: Neighborhood Commercial Land Use</b>	<b>55</b>
<b>Map12: General Commercial Land Use</b>	<b>57</b>
<b>Map 13: Light Industrial Land Use</b>	<b>59</b>
<b>Map 14: Downtown Urban Design Plan - Future Land Use Plan</b>	<b>61</b>

## **KIRKWOOD: CONTINUITY AND CHANGE**

The City of Kirkwood will celebrate its 150th anniversary in the year 2003. Established in 1853, Kirkwood has many "firsts" and even an "only."

These include it being the first planned suburb west of the Mississippi River: the oldest police department in St. Louis County; the first four-year high school in St. Louis County; the first tax-supported library in St. Louis County; and, the first Catholic church and cemetery in St. Louis County. Kirkwood also has the only municipally owned electric department in St. Louis County. (Kirkwood, The Greentree City, A Pictorial History, p.123, B. J. Byerly and J. B. Lester, Eds.)

In addition, its Oak Hill Cemetery is the oldest commercial cemetery in St. Louis County and its water department is the only municipally owned department in the county.

Kirkwood has entered the 21st Century with a long history of planning, problem solving, and with numerous social, economic, and civic advantages. The Vision 2015 Comprehensive Plan represents the latest community effort in a planning history that began with the formation of the Planning and Zoning Commission and the adoption of the zoning code in 1927. (For a thorough and detailed history of the development of the City of Kirkwood, see "A Summary of Kirkwood's History", 1984 Comprehensive Plan, in the Appendix.)

Kirkwood is clearly identifiable as a community. Its "main street", downtown, historic train station, and distinct neighborhoods give it a highly valued small-town character and feel. For all practical purposes, Kirkwood has been for many years a mature, fully developed community. Housing varies from small and modest to larger and expensive, old and new. Kirkwood remains, as it has always been, principally a residential city, in which 85% of the city's land area is used for single-family residences. The city has long been notable for the outstanding R-7 school district, quality city services, and extensive parks and recreation system. The recently built aquatic center annually attracts more than 100,000 patrons.

The 1984 Comprehensive Plan identified some 300 vacant or underdeveloped parcels. Since that time, most of those parcels have been developed. Because of the built up nature of the City,

the issues addressed by this Plan relate to preservation, renewal, and improvement. New development, especially commercial, is expected to occur in redevelopment situations.

Zoning in Kirkwood has changed little over the last 20 years. It is not likely to change in any appreciable way in the next 10 to 15 years. Indeed, the Future Land Use Map contained in this Plan does not differ significantly from the Existing Land Use Map or from the Future Land Use Map contained in the 1984 Comprehensive Plan. Since 1984, 47 re-zonings were approved, six of which were downzonings to a lesser density, for an average of about 2.5 annually.

The 1984 Plan stated, "Since a primary goal in the development of this Plan was the preservation of the well-established residential character of the neighborhoods, the land use plan largely reflects the existing land use patterns of Kirkwood." That statement remains equally true today. The future land use plan projects very little change in either land use or zoning, primarily because the boundaries of residential, commercial, and industrial districts are long established and few vacant parcels remain to be developed. Although the public visioning efforts undertaken at the outset of the Plan occurred without reference to the 1984 Plan, the values and aspirations expressed by citizens exhibit a continuity and consistency with those of the previous plan. Consequently, in many respects, the Vision 2015 Plan can be viewed as an update of the 1984 Plan.

## KIRKWOOD IN 2000: A SNAPSHOT IN TIME

### Population

The census of 2000 paints the following demographic picture of the City's residents. Kirkwood's population in 2000 totaled 27,342, little changed from the 1980 total of 29,987. The City reached its peak population of 31,890 in 1970, declining by 3,902 over the next decade, primarily because of a decline in the 18 and under population. Thus, the City's population has remained stable over the last two decades.

**Illustration 1: Population Change, 1900-2000**  
*Decade Increase*

<i>Census Year</i>	<i>Population</i>	<i>Number</i>	<i>Percent</i>
1900	2,825	+1,048	59.0%
1910	4,171	+1,346	47.6%
1920	4,422	+251	6.0%
1930	9,169	+4,747	107.3%
1940	12,132	+2,963	32.3%
1950	18,640	+6,508	53.6%
1960	29,421	+10,781	57.8%
1970	31,890	+2,469	8.4%
1980	27,987	-3,903	-12.2%
1990	27,291	-696	-2.5%
2000	27,324	+33	+0.1%

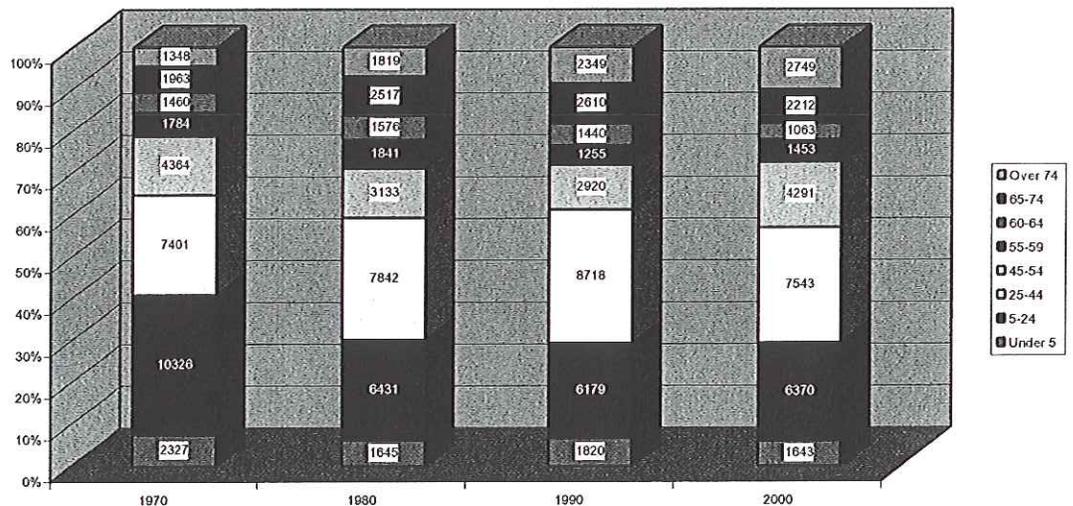
Over the 30 years from 1970 to 2000 the distribution of the population by age groupings has shown considerable change:

- The less than 5 age category showed a net decrease of 29.3%.
- The 5 to 24 age group declined a net 38.3
- The 25-44 age group registered a net gain of almost 2% over the period.
- The 45-54 age group showed a net increase of nearly 2%.
- The population in the 55-59 age group had a net decrease of 19% over the 30 years.

- The 60-64 age group had a net decline of 27.2%.
- The 65-74 age group registered a net increase of 12.7%.
- The over 74 group steadily grew over the 30 years for a 104% gain.

These changes are shown in Illustration 2: Kirkwood Age Group Distribution, 1970-2000. The data are grouped to enable a comparison from decade to decade.

Illustration 2: Kirkwood Age Group Distribution, 1970-2000



### Comparison with Nearby Cities

Kirkwood is bordered by nine cities: Crestwood, Sunset Hills, Fenton, Des Peres, Frontenac, Glendale, Huntleigh, Oakland, and Warson Woods. Kirkwood is, by far, the largest among these cities. Kirkwood is also located close to Webster Groves, a comparable community in population, housing stock, quality of life, and the presence of an older, viable commercial area.

Overall population change has not been dramatic in any of these cities, since all of them are inner-ring communities that have essentially been fully developed for many years. Between 1990 and 2000, five of the largest cities among the nine in this group have grown at least somewhat, whereas Huntleigh, Oakland, Warson Woods, and Glendale lost some population in this period.

The two largest cities, Kirkwood and Webster Groves, registered the lowest rate of population growth for the decade.

**Socio-economic Characteristics:  
Households, Education, Income and Housing**

The average Kirkwood household size in 2000 was 2.29 persons. This represents the number of people living in owner-occupied housing units divided by the number of such housing units. The average family size was 2.98. Not all households contain families since a household may comprise a group of unrelated people or one person living alone. The total number of housing units in 2000 was 12,306, an increase of 1,193 over the number in 1980. Of these, 11,763 were occupied. (See Illustration 3) Renter-occupied housing units comprised 21.9% of total housing units, a slight decrease from the 1980 rate of 22.4%.

**Illustration 3: Comparison of Housing, 1960-2000**

Year	Total Housing Units	Owner	% Total	Renter	% Total	Vacant	% Total	Median Rooms	Median Persons/Housing Unit
1960	8,585	7,206	83.9	1,087	12.7	292	3.4	5.5	3.5
1970	10,038	7,951	79.2	1,796	17.9	291	2.9	5.5	3.2
1980	11,113	8,297	74.7	2,494	22.4	317	2.9	5.6	2.5
1990	11,699	8,741	74.7	2,471	21.1	487	4.2	N.A.	N.A.
2000	12,306	9,074	73.7	2,689	21.9	543	4.4	6.0	N.A.

*Note: 1960-1980 figures from Team Four and Kirkwood Comprehensive Plan 1984. Remaining figures from 1990 and 2000 U.S. Census of Housing.*

Some 6,997 residents over age 3 old were enrolled in public and private school, from nursery school through college or graduate school. More than 94% of the population over the age of 25 had graduated from high school and 51.5% had attained a bachelor's degree or higher.

Of the population age 15 and over, 12,262 were married, 5,466 had never married, 2,005 were widowed, and 2,242 were divorced. Of the 25,631 residents age 5 or over, the majority (16,094) were living in the same house as in 1995.

With respect to occupations, 52.6% of the 14,210 employed civilian population over the age of 16 were in management,

professional, and related occupations. Sales and office workers were 26.5% of the population and service occupations 10.2%

Incomes in Kirkwood's 11,844 households ranged widely, with 4.6% of households receiving less than \$10,000 annually and 4.2% receiving more than \$200,000. The largest segment (20.1%) was the \$50,000 to \$74,999 range.

The median household income was \$55,122, above the Missouri average of \$47,462 and the national average of \$42,148. Also well above average was the \$70,888 median income for the 9,211 households with earned income. Retiree income was considerably lower, with a mean of \$18,067 for 2,283 households. The per capita income of the 7,283 families in Kirkwood was \$32,012 and the median family income was \$72,830, well above the state average.

Poverty status claimed 207 families, 163 of which had children under 18. All told, 1,251 individuals were under the poverty line.

Of Kirkwood's 12,324 housing units, 9,539 (77.4%) were single-family. Multi-family units accounted for 22.6%, below the national average of 30%.

The majority of Kirkwood homes (61.5%) were built before 1960, reflecting the mostly built-up nature of the community, where little land remains available for new housing.

**Illustration 4: Age of Housing Units**

<b>Number of Housing Units</b>	<b>Year Structure Was Built</b>
113	After 1999
241	1995 to 1998
327	1990 to 1994
981	1980 to 1989
1,500	1970 to 1979
1,586	1960 to 1969
5,288	1940 to 1959
2,288	1939 or earlier

As of 2000, the valuation of homes ranged from less than \$50,000 to almost \$1 million. Rising sales prices and reassessments increased the median home value in 1990 from \$100,500 to \$160,500 in 2000.

Sixty-seven percent of homeowners carried a mortgage. Almost 45 percent had owner costs of less than 15 percent of household income.

Median monthly rent for the 2,681 renter-occupied units was \$671, with a rental spectrum of less than \$200 to \$1,500 or more. One-fourth of the renters were expending 35% or more of their monthly income for rent.

The foregoing statistics present a picture of an above-average community in education, income, and housing value and stability, one which continues to maintain a broad diversity of people from all walks of life.

## **ACCOMPLISHMENTS OF THE 1984 COMPREHENSIVE PLAN AND RESTATEMENTS**

The 1984 Comprehensive Plan and its subsequent restatements in the early 1990s served as an effective guide for City preservation, improvement, and development until the goals and strategies had largely been accomplished. Consequently, the City Council initiated the process for formulation of new goals and strategies in the form of the Vision 2015 Plan.

The 1984 Plan outlined 33 development strategies, together with a Future Land Use Map designed to carry forward the general goals stated in the Plan. The subsequent updates added strategies or modified others. A review of the strategies shows that the majority have come to fruition over time, some still remain to be pursued, and some proved to be infeasible, too expensive or beyond control by the City.

The 1984 Plan called for a study of the feasibility of annexing Meacham Park. The study subsequently led to a successful annexation election on November 5, 1991. Also among the strategies was creation of a task force to study the South Kirkwood Road commercial area. The South Kirkwood Road Study and the annexation of Meacham Park led to two important developments, a 50 acre commercial development at Big Bend and South Kirkwood Road (Kirkwood Commons) and the revitalization of the Meacham Park neighborhood. The Kirkwood Commons development will generate over \$4 million in Tax Increment Financing (TIF) dollars to be used specifically for neighborhood programs in the Meacham Park area. TIF expenditures include new and rehabilitated homes, new sidewalks, neighborhood landscaping, and a new neighborhood park.

The 1984 Plan and restatements called for maintenance of a strong financial base to provide quality public services and facilities, as well as a method to prioritize capital improvement requests. The voters approved a half-cent capital improvements sales tax in 1995. Since that time, the tax has funded significant projects all over the city, including over \$6 million in street and sidewalk improvements. As a result, 100% of Kirkwood's sidewalks are ADA accessible, consistent with the 1995 restatement's goal of giving attention to accessibility for disabled persons. The capital improvements include:

- Concrete streets: over 7 miles
- The James P. Kirkwood Bridge on Clay Avenue.
- New sidewalks: 8 miles

- Repaired sidewalks and ADA ramps: over 5 miles
- Fire department and Police department equipment
- Public Works capital equipment

The 1984 Plan called for the establishment of a task force to study recreation services. A Parks Comprehensive Plan was produced in 1992. It provided a valuable aid for programming recreation and identifying land use plans for existing and future park development.

Reducing the size of the areas zoned for multiple family dwellings surrounding downtown was accomplished as planned by the rezoning of four blocks of North Taylor and two blocks of Harrison Avenue.

The strategy of encouraging development of additional housing specifically for elderly residents was accomplished with the construction of Rose Hill House and Bethesda Gardens. The rezoning of the former Rose Hill school site to enable Rose Hill House to be built was consistent with the strategy of rezoning school sites where appropriate to permit their re-use.

Kirkwood Commons and Pioneer Place exemplify the strategy of encouraging parcel consolidation when new investment and redevelopment occur. Pioneer Place resulted from the goal of developing the former Highway Department site in accordance with the TIF Plan.

As a result of goals to seek more efficient use of parking downtown and securing city parking lots long-term, a parking study was undertaken that culminated in the Parking Management Plan that has brought much improvement to downtown parking.

Other accomplishments in accord with 1984 strategies include:

- Through code change, sidewalks are required in all developments on Manchester and Kirkwood Roads.
- Rigorous code enforcement applied to single and multifamily housing has encouraged good home maintenance.
- The Special Business District boundaries were aligned to be consistent with existing non-residential land uses.

- The residential use and character of Manchester Road from Ormond Drive and North Middle School to the western city limits has been preserved.
- Continuous operation and strengthening of existing commercial nodes has occurred.
- Redevelopment of underutilized sites along Manchester Road has occurred, e.g. Shop 'n Save.
- Strategically located directional signs to downtown parking and changes to on-street parking to shorten usage were accomplished.
- Additional land has not been rezoned to commercial uses around the Central Business District.
- Historic districts have been created to preserve historic character in the Meramec Highlands area and bungalow section of Central Avenue. Two more historic districts have been proposed, the Argonne/Jefferson area (between Taylor and Holmes) and the East Monroe district.
- Historically significant Kirkwood properties have been placed on the National Register of Historic Places. Prior to 1984, only two properties had been listed: Eliot Unitarian Chapel and Mudd's Grove. The Kirkwood Missouri Pacific Depot was added in 1985, the Kraus House in 1997, and eleven properties in 2002: the Romanzo N. Bayley House, the John P. and Dora Blake House, the James H. and Marietta Comfort House, the George W. and Virginia Fishback House, the Egbert W. Halsey Cottage, the J. Milton Turner School, the David Keith House, the Lizzie McLagan House, the Prof. Frances E. Nipher House, the George R. and Elsie Robinson House, and the G. W. Tolhurst House. Five other property nominations are pending.
- Stronger landscape buffer guidelines were created and are used to minimize the impact of conflicting land uses.

The 1993 Restatement of the Comprehensive Plan called for a study of the Manchester Road commercial corridor to expedite coordinated planning. The Manchester Road Corridor Revitalization Study was completed in 2001.

The Restatement encouraged mixed-use development integrating multi-family residential and commercial space. Station Plaza, a development on the former Target site, is an example of such mixed use.

The 1993 update also envisioned the consolidation and redevelopment of the triangular area south of the Frisco tracks, north of Big Bend and west of Kirkwood Road. Although one proposal for the area was turned down, the goal of appropriate redevelopment remains in the Vision 2015 Plan.

For a variety of reasons, not all of the strategies were carried out. For example, high cost prevented establishment of an access route to the west to the southeast industrial area to minimize conflicts with neighboring residential areas. Relocating the Municipal Public Works Complex to the industrial area proved to be infeasible because there was not enough land. A new zoning category lumping together institutional uses such as hospitals, churches, and schools was judged to be too broad to be useful. Closing Grand Avenue and Harrison Avenue to separate residential from commercial traffic was considered desirable but too costly.

In summary, the majority of the 1984 Plan and Restatement strategies were followed in whole or in part. In some instances the goals and strategies were judged infeasible, too expensive, or not within the control of the City.

## **FORMATION OF THE VISION 2015 PLAN**

Work on the Vision 2015 Comprehensive Plan began with appointment by the City Council of a fourteen-member citizen steering committee, representing a broad cross section of the community. The Comprehensive Plan Steering Committee (CPSC) retained David Boyd of Focus St. Louis, to assist in determining the desired approach to creating a plan, identifying stakeholder groups, and drafting a request for proposal for a planning consultant.

Following a selection process, Horner & Shifrin, Inc. was chosen as the consultant to help in the planning process. Initially, CPSC members, city staff, and members of the consultant team toured the community by bus, getting a first impression of Kirkwood neighborhoods, commercial areas, areas under pressure to change, and viewing specific examples of infill development.

The Committee placed its main emphasis on an intensive public involvement process. Horner & Shifrin teamed with the Vandiver Group to draft the Public Involvement Plan, which was adopted by the Steering Committee. Under that Plan, public forums were scheduled at intervals throughout the timeline chosen to accomplish the new Vision 2015 Comprehensive Plan. Extensive information on the process, including a timeline, meeting schedules, and meeting minutes were made available on the City's website.

The first public meeting on November 24, 2001, was held to solicit views of participants on the strengths, weaknesses, opportunities, and threats that they believed Kirkwood would be facing in the next 10 to 15 years. The consultants and the Committee developed an input form titled "Tell Us Your Dreams About Kirkwood", allowing citizens to put their hopes and views in writing. Over the winter of 2001, Committee members visited over 40 community and school groups to give information on the plan development and distribute the forms. The forms could also be filled out on the City's website and e-mailed directly to staff. Hundreds of completed forms were submitted and the input collected into a single document.

On January 24, 2002, the Committee and the consultants held a charrette (workshop). Small groups situated at tables held intensive discussions on a variety of issues including housing, transportation, and economic development. These facilitated discussions produced extensive comments, which were carefully

preserved for the record. At the next public workshop on February 28, 2002, attendees participated in setting and ranking specific goals. From the results of the workshops and the other citizen comments received, the consultants produced a draft statement of a series of goals, objectives, and accompanying action steps.

On April 9, 2002, Gregory Dale, a nationally known planning consultant engaged by Horner & Shifrin, presented a seminar on best practices from around the country in areas of affordable housing, development compatibility, and open space. Attendees commented in writing regarding the ideas presented.

On May 8, 2002, Jim Pona of Horner & Shifrin presented the first draft of the public participation goals, together with draft objectives and actions, to the public. Many written comments were submitted, which the Committee reviewed and utilized in revising the draft. The consultants also delivered to the Committee an existing land use map identifying the current use of every parcel of property within the City.

Concurrently, and as planned, other boards and committees were working to develop goals. The Park Board and the Library Board each provided goals, objectives, and action steps to the Committee. The Downtown Urban Design Committee, together with its consultants, continued to work and refine the Downtown Urban Design Plan, much of which is incorporated into the Vision 2015 Comprehensive Plan and can be found as an Appendix to this document. In addition, goals and objectives were derived from the previously completed Manchester Road Corridor Revitalization Plan. It is important to note that all of these concurrent efforts utilized community input processes. Finally, City staff provided civic goals, objectives, and actions.

At a public meeting held on August 29, 2002, the CPSC presented the draft of the remaining goals provided by these concurrent efforts. In addition, a draft Future Land Use Map was shown and explained. In response to citizen comments, the Committee worked in the ensuing weeks to strengthen and clarify the draft plan. Chapters detailing demographics, land use categories, accomplishments of the prior plan's goals, and how our current Vision 2015 plan will be implemented and updated were also compiled.

On November 20, 2002, the final draft of the Kirkwood Comprehensive Plan Vision 2015 was presented for public comment before being conveyed to the Planning and Zoning Commission.

## **USE OF THE COMPREHENSIVE PLAN**

Once the Kirkwood Comprehensive Plan Vision 2015 is adopted by the Planning and Zoning Commission and forwarded to the City Council, applicable staff, and all appointed boards and commissions, those entities with implementation responsibilities will be expected to become familiar with the Plan and regularly consult it in the course of carrying out their duties.

The Planning and Zoning Commission will use the Plan extensively in evaluating proposals for development, redevelopment, and rezoning petitions brought by property owners in the future. Members of the City's staff will consult the Plan on a regular basis in the course of their work. Implementation of the plan will be a key concern of the Chief Administrative Officer and City staff. Goals entailing capital improvements may require ballot initiatives. Other goals, such as managing infill housing to maintain neighborhood context and character, will require ordinance changes.

For businesses and developers, the Plan outlines policies and expectations that will facilitate and guide their plans and proposals. For the community, the Plan provides assurance that its recommendations have been based on broad community input and that the City's energy and resources are directed so as to be responsive to the public's desires.

## **WHAT IS THE VISION?**

In the visioning process, citizens expressed their desires for keeping Kirkwood the special community it is and for making the city better. Their desires encompassed preservation of our diverse residential neighborhoods and historic buildings; maintaining the current mix of land uses; improving aesthetics, parks and other amenities; promoting good commercial design; managing future redevelopment; and providing for continuity of quality city services. Although many of the goals are long-term and will take years to accomplish, a number of actions will be undertaken expeditiously.

The goal statements are grouped under these nine general headings:

- *Neighborhood and Residential Development and Preservation*
- *Parks and Recreation*
- *Historic Preservation*
- *Commercial, Retail and Industrial Development*
- *Getting Around Town (Transportation)*
- *Institutions/Community Facilities*
- *Manchester Road Corridor Revitalization*
- *Downtown Urban Design*
- *Civic Goals*

The Goals, Objectives, Action Steps, and Implementation Matrix contains detailed information about each goal category and may be summarized as follows:

Goals in the *Neighborhood and Residential Development and Preservation* category aim to manage new/infill housing, promote a range of housing choices, maintain the quality of housing, and blend mixed-use and multi-family projects appropriately into adjacent neighborhoods' context and character.

Under *Parks and Recreation*, goals include maintaining a quality parks system, and expanding and improving our parks and recreational opportunities, including development of bikeways and hiking trails.

*Historic Preservation* goals seek to preserve Kirkwood's historic structures and neighborhoods through the efforts of the Landmarks Commission, identifying and designating additional landmarks and protecting them from demolition by neglect or for new construction.

*Commercial, Retail, and Industrial Development* goals aim at encouraging existing and new small business opportunities, enhancing Kirkwood's light industrial area, and seeking a redevelopment strategy for the Big Bend “triangle” (west of Kirkwood Road, north of Big Bend and south of the Burlington Northern tracks) that will be supported by the community and affected property owners. Additionally, the goals support pedestrian accessibility to businesses and a balance of mixed-use residential in existing commercial areas.

*Getting Around Town* goals involve promoting regular transit services; making neighborhoods more walkable; promoting safe movement through driving, walking, and cycling; and coordinating Kirkwood's transportation interests among other government agencies.

With respect to *Institutions/Community Facilities*, the goals encourage collaboration among public and private facilities for multiple purposes including arts and cultural events, promoting responsible waste management programs and cooperative efforts with other communities, and supporting the Kirkwood Public Library's goal of building a new or expanded library.

*Manchester Road Corridor Revitalization* goals look toward enhancing the corridor, improving it visually and commercially, and improving its transportation flow through partnership with other communities along the corridor.

*Downtown Urban Design* goals envision land use and site design strategies for future redevelopment, seeking sustainable relationships between downtown and surrounding residential areas, and supporting pedestrian oriented and appropriately scaled development.

*Civic Goals* concern planning for a continuing source of capital funds for infrastructure improvements, using technology to improve city services, promoting civil discourse on community issues among divergent groups, and maintaining a highly qualified professional staff and quality city services. The final goal seeks to manage Kirkwood's utilities as necessary to supplement general city services.

## GOALS, OBJECTIVES, ACTION STEPS, AND IMPLEMENTATION MATRIX

GOALS	OBJECTIVES	ACTION STEPS	IMPLEMENTATION
<p>Neighborhood and Residential Preservation and Development</p> <p>1. New/infill housing construction should be generally proportional to lot size and consistent with the scale and proportion of its surroundings.</p>	<p>a. Manage new/infill housing and preserve neighborhood context and character by utilizing both standards (requirements) and guidelines (voluntary provisions).</p>	<p>1. Develop guidelines and changes to the zoning code that will control new/infill housing to ensure that it is in keeping with the character of the surrounding properties and appropriate for the size of the lot.</p>	<p>Staff and Planning and Zoning Commission. Requires council approval of an ordinance. Short-term (1-3 years)</p>
	<p>b. Promote first-time homebuyer programs.</p>	<p>2. Develop changes to the zoning code to discourage or limit garage dominant housing.</p> <p>3. Review the existing zoning ordinance and subdivision code for appropriateness of front/side/rear setbacks, scale, height, density and lot coverage, and modify as necessary to support neighborhood character.</p>	<p>Staff and Planning and Zoning Commission. Requires council approval of an ordinance. Short-term (1-3 years)</p> <p>Staff and Planning and Zoning Commission. Requires council approval of an ordinance. Short-term (1-3 years)</p>
<p>2. Promote a range of housing choices to accommodate a range of socio-economic needs.</p>	<p>a. Promote the development of affordable housing opportunities as a segment of the market in as many neighborhoods of the City as possible.</p>	<p>1. Work with development professionals to establish guidelines for affordable housing and design.</p>	<p>Staff and Planning and Zoning Commission. Mid-term (3-5 years)</p>
	<p>b. Promote first-time homebuyer programs.</p>	<p>1. Work with community lending institutions to create special financial programs for first-time homebuyers.</p> <p>2. Investigate state and federal programs to assist in gaining housing opportunities for first-time homebuyers.</p>	<p>Staff and Local Housing Authority. Short-term (1-3 years)</p> <p>Local Housing Authority. Short-term (1-3 years)</p>

	c. Encourage the development of housing units for the elderly.	1. Work with home builders to encourage the construction of housing suitable for the elderly.	Staff and Local Housing Authority. Mid-term (3-5 years)
3. Maintain quality housing through stringent code enforcement efforts.	a. Regularly review the applicable existing structures building code.  b. Develop a comprehensive approach to residential maintenance.	1. Adopt latest building codes to remain current. 2. Allow deviations of building codes, as appropriate, to support historic preservation efforts in the community.  1. Work with rental property owners to provide timely inspections and achieve quality maintenance. 2. Stringently enforce the Property Maintenance Code and occupancy permit system. 3. Identify and provide information on social services for hardship circumstances.	Building Department and City Council. Ongoing. Building Department and City Council. Short-term (1-3 years)  Building Department. Ongoing.  Building Department. Ongoing.  Community Development. Short-term (1-3 years)
4. Exercise sensitivity to scale and proportion in areas of mixed use and multi-family developments.	a. Develop and apply design criteria to blend mixed use and multi-family projects into adjacent neighborhood context and character.	1. Strengthen the Zoning and Subdivision Regulations to ensure appropriateness of major alterations.  2. Provide and require appropriate training for Board of Adjustment and Planning and Zoning Commission members to make certain they understand their authority and responsibility.	Staff, Planning and Zoning Commission. City council must approve ordinance. Mid-term (3-5 years).  City Council. Short-term (1-3 years)
<b>GOALS</b>		<b>ACTION STEPS</b>	
<b>Parks and Recreation</b>		<b>IMPLEMENTATION</b>	
5. Provide a park system and recreation opportunities that	a. Maintain a quality parks system and recreation opportunities.	1. Use published professional practices to develop standards for necessary park maintenance tasks.	Staff and Park Board. Short-term (1-3 years)

<p>reflect the needs and desires of the citizens of Kirkwood.</p>	<p>b. Expand the parks system and recreation opportunities.</p> <p>c. Develop bikeways and hiking trails.</p>	<p>2. Integrate the maintenance standards into an annual maintenance plan prepared as part of the annual budget.</p> <p>1. Develop parameters and criteria for open space land acquisition.</p> <p>2. Develop a map of existing open space.</p> <p>3. Using the Parks and Recreation Needs Assessment, identify areas for improvement, and develop strategies for addressing those needs.</p> <p>1. Develop a master plan for hiking and biking trails throughout the City.</p>	<p>Staff and Park Board. Short-term (1-3 years)</p> <p>Staff and Park Board. Short-term (1-3 years)</p> <p>Staff and Park Board. Immediate.</p> <p>Staff and Park Board. Short-term (1-3 years)</p> <p>Staff and Park Board. Immediate.</p>	
<b>GOALS</b>		<b>OBJECTIVES</b>	<b>ACTION STEPS</b>	<b>IMPLEMENTATION</b>
<p>Historic Preservation</p> <p>6. Preserve historic buildings and neighborhoods.</p>	<p>a. Support the efforts and mission of the Kirkwood Landmarks Commission.</p> <p>b. Encourage the identification and preservation of additional historic</p>	<p>1. Maintain the effectiveness of the City's historic preservation ordinance.</p> <p>2. Develop general design guidelines for all historic landmarks.</p> <p>3. Expand the Landmark Commission's public education initiatives about historic preservation and its value through tours, workshops, awards programs, and publications.</p> <p>1. Allocate sufficient City resources to continue updating and supplementing the</p>	<p>Landmarks Commission. Ordinance requires City Council approval. Short-term (1-3 years)</p> <p>Landmarks Commission. Short-term (1-3 years)</p> <p>Landmarks Commission and City Council. Short-term (1-3 years)</p> <p>City Council and Landmarks Commission.</p>	

	structures and districts.	<p>Historic Kirkwood Landmarks inventory with appropriate additional designations.</p> <p>2. Allocate sufficient City resources to continue adding properties of exceptional significance to the National Register of Historic Places.</p> <p>1. Explore possible incentives available through the City, the Missouri Preservation Program and financial institutions, and make this information available to owners.</p> <p>2. Establish a revolving fund for the purpose of protecting endangered landmark properties.</p> <p>3. Encourage adaptive re-use where appropriate.</p>	<p>Ongoing.</p> <p>Landmarks Commission and City Council. Ongoing.</p> <p>Landmarks Commission. Immediate.</p> <p>Landmarks Commission and City Council. Short-term (1-3 years)</p> <p>Landmarks Commission. Ongoing.</p>
<b>GOALS</b>			
<b>OBJECTIVES</b>			
<b>ACTION STEPS</b>			
<b>IMPLEMENTATION</b>			
<p>7. Encourage small business opportunities in Kirkwood.</p> <p>a.</p> <p>b.</p> <p>c.</p>	<p>Encourage an adequate supply of space for new and existing small businesses.</p> <p>Maintain a permit process that facilitates small business development.</p> <p>Support existing and promote new retail in the mix of businesses.</p>	<p>1. Maintain in City Hall an updated inventory of available space for small business concerns.</p> <p>2. Work with the development community and local business organizations to accommodate small business interests.</p> <p>1. Provide the necessary staff resources and support to streamline and facilitate the inspection and permit process, including “walking” new businesses through the process.</p> <p>1. Encourage development of retail business opportunities in the Special Business District and elsewhere as appropriate.</p>	<p>Community Development and Local Business Organizations. Immediate.</p> <p>Staff. Ongoing.</p> <p>Public Works. Short-term (1-3 years)</p> <p>Staff and Downtown Special Business District Advisory Committee.</p>

		Short-term (1-3 years)
8. Develop strategies to enhance light industrial development.	<p>a. Promote efficient use of the existing light industrial areas.</p> <p>b. Assure enforcement of landscaping and buffering provisions in the zoning code to protect adjoining areas.</p> <p>c. Cooperate with the City of Oakland to resolve traffic circulation issues on and near Holmes Avenue.</p>	<p>1. Make certain sufficient utility services, street widths, and access are provided to support light industrial development.</p> <p>2. Assign a team to analyze future opportunities of the Leffingwell industrial area.</p> <p>1. Review the City's zoning code to provide enhanced buffering and landscaping requirements for new industrial users.</p> <p>1. The Cities of Kirkwood and Oakland should meet with Missouri Department of Transportation to discuss options for improved access to Interstate 44.</p>
9. Adopt a redevelopment strategy for the area west of Kirkwood Road, north of Big Bend and south of the Burlington Northern tracks that is supported by the community and affected property owners.	<p>a. Study the redevelopment potential of the triangle area west of Kirkwood Road, north of Big Bend, and south of the tracks.</p>	<p>1. Require an extensive public involvement process in any Request for Proposals for the redevelopment study.</p>
10. Strongly support pedestrian accessibility to Kirkwood's business establishments and public facilities.	<p>a. Improve pedestrian signage and crosswalks.</p> <p>b. Encourage new commercial and retail businesses, as well as existing businesses</p>	<p>2. The City should consider appropriate methods and development incentives in support of redevelopment of the triangle area.</p> <p>1. Provide a coordinated signage program on streets under City jurisdiction to aid in pedestrian and vehicular movement.</p> <p>1. Re-emphasize the effort to educate the business community on requirements</p>

	<p>seeking renovation, to be ADA compliant.</p> <p>c. Help ensure that facilities and sidewalks are not obstructed by impediments to access.</p>	<p>under the Americans with Disabilities Act.</p> <p>2. Continue to adopt the latest building codes to stay current with various disability provisions.</p> <p>1. Provide information to business and property owners regarding modifications to improve accessibility.</p> <p>2. Remain attentive to ensuring that all City facilities and sidewalks in the community are upgraded or constructed so as to be accessible to the disabled.</p>	<p>Ongoing.</p> <p>Building Department and City Council. Ongoing.</p> <p>Public Works and Building Department. Ongoing.</p> <p>Public Works Ongoing.</p>
<p>11. Support a balance of mixed-use residential in existing commercial areas.</p>	<p>a. Encourage the use of upper-story space in commercial areas for residential use.</p> <p>b. Support mixed-use developments through a planned development approach.</p>	<p>1. Implement a pre-development conference process to improve the understanding by prospective owners and builders of the desirability and requirements for upper-story residential space.</p> <p>2. As commercial infill becomes feasible, encourage construction with upper-story residential units.</p> <p>1. Enhance existing planned development procedures to appropriately integrate mixed-uses into the community's fabric.</p>	<p>Public Works and Planning and Zoning. Short-term (1-3 years)</p> <p>Public Works and Planning and Zoning. Mid-term (3-5 years)</p> <p>Staff and Planning and Zoning Commission. Mid-term (3-5 years)</p>
<b>GOALS</b>		<b>ACTION STEPS</b>	
<b>IMPLEMENTATION</b>			
<b>Getting Around Town (Transportation)</b>			
<p>12. Promote regular transit services: buses, rail, light-rail.</p>	<p>a. Monitor Bi-State Transit for potential route and schedule changes.</p> <p>b. Promote and enhance information available on all transit services within the City.</p>	<p>1. Encourage changes to the transit system which respond to the expressed needs of residents and visitors.</p> <p>1. Expand the pamphlet stand to encourage use of mass transit by City residents and visitors.</p>	<p>Staff. Immediate.</p> <p>Staff. Immediate</p>

	<p>c. Encourage the maintenance and development of transit services within the community.</p>	<p>1. Promote the development of a Metro-link line and a rail commuting service.</p> <p>2. Monitor the issues associated with the City's two rail lines.</p>	<p>Staff and City Council. Long-term (5-15 years)</p> <p>Staff. Ongoing.</p>
<p>13. Make neighborhoods more walkable.</p>	<p>a. Encourage a sidewalk program that provides community continuity.</p>	<p>1. Re-examine criteria used to determine where additional sidewalk segments would be appropriate and supported by the community.</p> <p>2. Determine costs and financing approach to improve and extend the community-wide sidewalk program.</p> <p>3. Encourage selective plantings and other landscape buffers to enhance aesthetics and promote more walking.</p>	<p>Public Works and City Council. Mid-term (3-5 years)</p> <p>Public Works and Finance Departments. Mid-term (3-5 years)</p> <p>Public Works. Mid-term (3-5 years)</p>
	<p>b. Support the efforts and mission of the Urban Forestry Commission.</p>	<p>1. Support the passage of an effective tree preservation ordinance.</p>	<p>City Council and Urban Forestry Commission. Short-term (1-3 years)</p>
<p>14. Promote efficient and safe movement of people and goods throughout Kirkwood.</p>	<p>a. Encourage and promote the use of a variety of transportation modes – driving, walking, and riding bicycles – as an important component of a livable city.</p> <p>b. Regularly monitor traffic volumes, accidents and accident locations.</p>	<p>1. Promote bicycle racks, benches, pedestrian crossing devices, plantings, and other user-friendly techniques to encourage alternatives to driving.</p> <p>1. Continue to monitor traffic accidents and their causes to identify high accident locations and make appropriate recommendations.</p>	<p>Staff. Mid-term (3-5 years)</p> <p>Staff. Ongoing.</p>
<p>15. Coordinate Kirkwood's transportation interests among government agencies.</p>	<p>a. Monitor activities of the East-West Gateway Coordinating Council, Missouri Department of Transportation, and Citizens for Modern Transit relative to</p>	<p>1. Obtain representation on appropriate committees to assure that the City's interests are strongly considered in the decision process for transportation issues.</p>	<p>Staff and City Council. Immediate.</p>

GOALS	OBJECTIVES	ACTION STEPS	IMPLEMENTATION
Institutions/ Community Facilities	transportation issues.	2. Maintain a regular dialogue with relevant jurisdictions about projects affecting mutual interests.	Staff. Ongoing.
16. Encourage integration and collaboration among institutions within the community.	a. Promote the use of public and private facilities for multiple purposes including arts and cultural events.	1. Encourage organizations promoting arts, letters, cultural, civic, and business enterprise events to utilize local facilities and avoid scheduling conflicts. 2. Publicize through a centralized resource an inventory of public meeting spaces and contacts.	Staff, local business organizations, and School District. Short-term (1-3 years)  Staff, local business organizations, and School District. Short-term (1-3 years)
17. Promote responsible waste management programs to enhance environmental qualities.	a. Regularly review Kirkwood's waste management programs in light of community needs and resources.	1. Publish available resources for recycling opportunities and household hazardous waste disposal. 2. Continue to develop markets for recyclable materials. 3. Cooperate with other entities as appropriate to maximize potential for improved waste management efforts. 4. Educate residents through the City's newsletter and website and through the schools about the importance of a successful waste management program.	Public Works. Short-term (1-3 years)  Public Works. Short-term (1-3 years)  Public Works. Ongoing.  Staff. Ongoing.
18. Coordinate and cooperate with area communities.	a. Work with surrounding communities to explore joint use of equipment and facilities.	1. Discuss with these communities the opportunity to jointly finance facilities.	Staff. Ongoing.
19. Support the Kirkwood	a. Encourage support for an architecturally	1. Encourage utilization of community input	Staff and Council.

GOALS	OBJECTIVES	ACTIONS STEPS	IMPLEMENTATION
<p>Public Library's goal of building an expanded or new library to meet the needs of the community.</p> <p><b>Manchester Road Corridor Revitalization</b></p> <p>20. Maintain and enhance Manchester Road as a corridor providing goods and services for the residents of the region.</p>	<p>a. Create a positive visual perception of the corridor.</p> <p>b. Buffer the neighborhoods from commercial frontage.</p>	<p>in determining the design of the future library.</p> <p>2. Support library efforts to acquire needed space and financing.</p> <p>1. Create a boulevard or parkway roadway, heavily landscaped with a center planting area and complementary urban design features.</p> <p>2. Adopt specific design criteria and elements from the Manchester Road Corridor Plan for public way development.</p> <p>3. Focus on public streetscape amenity development, and improved landscape and architectural development for private parcels.</p> <p>1. Cluster commercial and residential projects to create mixed-use and planned communities.</p> <p>2. Limit access points to these clusters to control traffic and create significant land depth and vegetative buffer for residential uses.</p> <p>3. Follow the existing pattern of commercial mixed-use development, concentrated at key cross streets, with residential development behind the commercial uses.</p>	<p>Immediate.</p> <p>Staff and Council. Short-term (1-3 years)</p> <p>Staff, Planning and Zoning Commission, and City Council. Long-term (5-15 years)</p> <p>Planning and Zoning Commission and City Council. Long-term (5-15 years)</p> <p>Staff, Planning and Zoning Commission, and City Council. Long-term (5-15 years)</p> <p>Planning and Zoning Commission and City Council. Long-term (5-15 years)</p> <p>Staff, Planning and Zoning Commission, and City Council. Long-term (5-15 years)</p>

<p>21. Create along the Manchester Road Corridor a sustainable, multi-modal transportation system.</p>	<p>a. Maintain the roadway as primarily a thoroughfare accommodating regional traffic.</p>	<p>1. Improve the capacity of the corridor by making improvements to minimize traffic congestion.</p> <p>2. Create pedestrian friendly streetscape and circulation improvements along the corridor.</p>	<p>Public Works and City Council. Long-term (5-15 years)</p> <p>Staff, Planning and Zoning Commission, and City Council. Long-term (5-15 years)</p>
<p>22. Establish a framework for an ongoing partnership to revitalize the corridor.</p>	<p>a. Evaluate the feasibility of adopting and implementing the Manchester Road Corridor Plan recommendations.</p>	<p>1. Investigate the establishment of a Transportation Development District in conjunction with other communities along the corridor.</p> <p>2. Evaluate the need for modifying ordinances, the development review and approval processes, and adoption of specific design criteria in order to incorporate recommendations of the Manchester Road Corridor Plan.</p>	<p>Staff and City Council. Immediate.</p> <p>Staff, Planning and Zoning Commission, and City Council. Long-term (5-15 years)</p>
<p><b>GOALS</b></p> <p>Downtown Urban Design</p>		<p><b>ACTION STEPS</b></p>	
<p>23. Establish land use and site design ideas and strategies for future development in downtown.</p>		<p>Implementation of the Downtown Urban Design Plan will be undertaken, as appropriate, by the Planning and Zoning Commission, Architectural Review Board, City staff, and City Council. Detailed information on the Downtown Urban Design Plan can be found in the Appendix.</p>	<p><b>IMPLEMENTATION</b></p>

	<p>d. Maintain and enhance cultural and civic infrastructure within downtown.</p> <p>e. Establish a parking strategy for downtown that supports proposed land uses.</p>		
<p>24. Develop sustainable relationships between the downtown commercial core and surrounding residential areas.</p>	<p>a. Establish boundaries and development limits for the commercial core areas to protect surrounding residential neighborhoods.</p> <p>b. Increase opportunities for pedestrian and bike traffic to easily access downtown destinations from surrounding neighborhoods.</p> <p>c. Minimize vehicular traffic impact on surrounding neighborhoods.</p>	<p>Implementation of the Downtown Urban Design Plan will be undertaken, as appropriate, by the Planning and Zoning Commission, Architectural Review Board, City staff, and City Council. Detailed information on the Downtown Urban Design Plan can be found in the Appendix.</p>	
<p>25. Establish design strategies and guidelines that support the concept of pedestrian-oriented and appropriately scaled development.</p>	<p>a. Provide conceptual design strategies and objectives for downtown that will result in the development of high quality places, spaces and connective networks on a project basis.</p> <p>b. Craft design guidelines that establish minimum criteria for architecture, landscape architecture, and site planning.</p> <p>c. Establish a coherent Urban Design Plan and framework within which all future downtown development proposals may be evaluated.</p>	<p>Implementation of the Downtown Urban Design Plan will be undertaken, as appropriate, by the Planning and Zoning Commission, Architectural Review Board, City staff, and City Council. Detailed information on the Downtown Urban Design Plan can be found in the Appendix.</p>	

GOALS	OBJECTIVES	ACTION STEPS	IMPLEMENTATION
Civic Goals			
26. Develop a plan to raise a significant and continuous source of capital funds for infrastructure improvements and maintenance.	a. Place before the voters the opportunity to continue the half-cent capital sales tax with no sunset provision.	1. Place issue on ballot prior to March of 2005.  2. Educate residents as to the importance of the capital sales tax revenue and that continuation would not result in a tax increase.	Staff, City Council, and Finance Committee. Short-term (1-3 years)  Staff and City Council. Short-term (1-3 years)
27. Seek cost beneficial opportunities to use technology to improve City services.	a. Evaluate City services on a regular basis.  b. Foster an environment that is open to innovation.	1. Review City services with the Finance Committee and other groups.  1. Create an interdepartmental team to seek potential technological advances.  2. Encourage employees to take advantage of in-house MIS training opportunities and to offer suggestions for improvement through the Mission Possible program.	Staff and Finance Committee. Ongoing.  Staff. Short-term (1-3 years)  Staff. Ongoing.
28. Seek opportunities to promote civil discourse on community issues among divergent groups.	a. Identify mechanisms that promote civil discourse.	1. Research methods of promoting civil discourse among divergent groups and report results to the City Council for implementation.	Staff. Short-term (1-3 years)
29. Attract and retain a qualified, professional staff with high ethical standards to efficiently and fairly provide exceptional City services.	a. Design recruitment, compensation, and benefits that maintain a high quality, ethical staff.	1. Periodically compare compensation and benefits against market conditions in the private and public sectors.	Staff. Short-term (1-3 years)

	<p>b. Seek operating efficiencies that result in a highly productive staff worth competitive salaries, benefits, and opportunities.</p>	<p>2. Perform in-depth evaluation, testing and background checks of applicants as appropriate.</p> <p>3. Foster good communication among employee groups and look for opportunities for employee participation.</p> <p>1. Conduct periodic job satisfaction studies to find what motivates City personnel.</p> <p>2. Use benchmarking when preparing annual budgets and goals.</p>	<p>Staff. Ongoing.</p> <p>Staff. Ongoing.</p> <p>Staff. Short-term (1-3 years)</p> <p>Staff. Ongoing.</p>
<p>30. Maintain quality City services.</p>	<p>a. Adopt funding strategies that make continued operation of quality City services viable.</p>	<p>1. Review and analyze Finance Monitoring Revenue Sources Team's report and recommendations.</p> <p>2. Analyze use of dedicated funding sources.</p> <p>3. Review all revenue sources on a periodic basis and keep informed of newly enacted opportunities.</p> <p>4. Pursue alternative revenue sources such as grants, donations, and public/private partnerships.</p>	<p>Staff and City Council. Immediate.</p> <p>Staff and City Council. Immediate.</p> <p>Staff and City Council. Ongoing.</p> <p>Staff. Ongoing.</p>
<p>31. Manage Kirkwood's utilities to continue high quality service at a profitability level necessary to supplement the funding of general government services.</p>	<p>a. Develop and implement a plan to serve all of the City of Kirkwood with electric and, if feasible, water service.</p>	<p>1. Conduct a cost benefit analysis and gather information pertinent to a strategy for widening the utilities' service areas to serve all of Kirkwood.</p>	<p>Staff. Short-term (1-3 years)</p>

## **PLAN IMPLEMENTATION AND UPDATING**

1. The implementation portion of the Plan matrix outlines actions to be undertaken, designates who will perform the action, and assigns a time frame for accomplishment of the task. For purposes of accountability:
  - a. The Planning and Zoning Commission should recommend to the City Council that implementation of the Comprehensive Plan be included in the annual goals of the Chief Administrative Officer.
  - b. Wherever practicable, the completion of actions or studies as outlined in the Implementation Matrix should be documented, reported to the Planning and Zoning Commission, and added to the Administrative Record.
  - c. City staff should make an annual report to the Planning and Zoning Commission regarding Plan implementation and use.
2. The Planning and Zoning Commission should review the Comprehensive Plan at least every three years to assess implementation and determine whether modifications are needed in light of changed conditions or funding or staffing considerations.
3. At least every six years, a citizens' committee, including interested members of the Vision 2015 Steering Committee, should be appointed to evaluate the Plan and recommend amendment as needed. The evaluation process should include opportunities for public input.

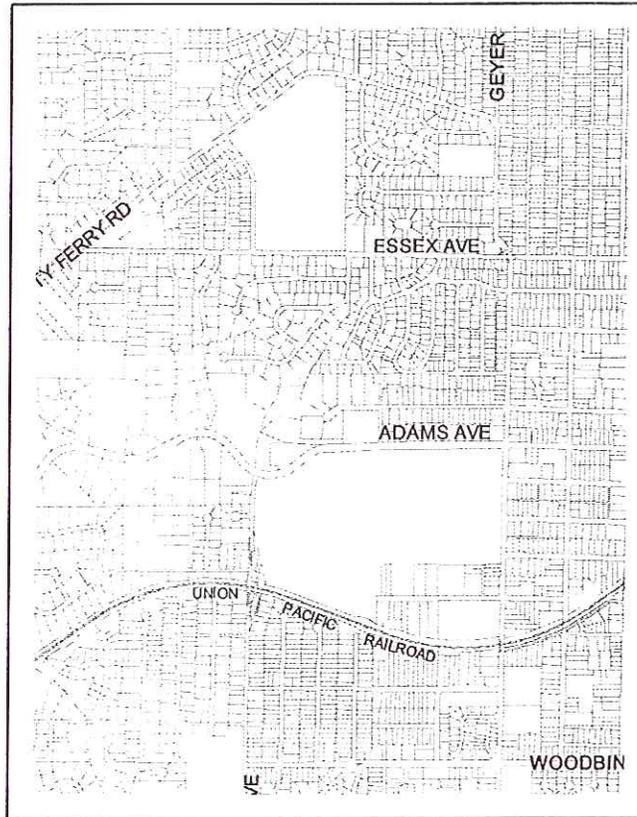
# LAND USE PLAN AND POLICIES

EXISTING CONDITIONS

ZONING DISTRICTS

FUTURE LAND USE PLAN

DOWNTOWN URBAN  
DESIGN PLAN



## **EXISTING CONDITIONS**

The existing development pattern in Kirkwood has been shaped over the past 150 years by the influences of railroad and interstate highway expansions, commercial development, serving as a preferred location for residential subdivisions, and by its variety of community supporting uses. Surrounded by separate municipalities, natural features such as a river and steep terrain, and major transportation corridors, Kirkwood has become an in-fill development community with no major expansions or annexations of land expected over the next 20 years.

Kirkwood's wide variety of land uses – well maintained residential neighborhoods, easily accessible commercial and service outlets, a strong downtown core, civic facilities, and open spaces all work together to form a very livable community. The city has experienced a stable population over the past 20 years with minor fluctuations due mostly to in-fill residential development. The material in this section presents Kirkwood's existing land use pattern, the City's current adopted zoning map, and the future land use plan for the community.

### **Existing Land Use Plan**

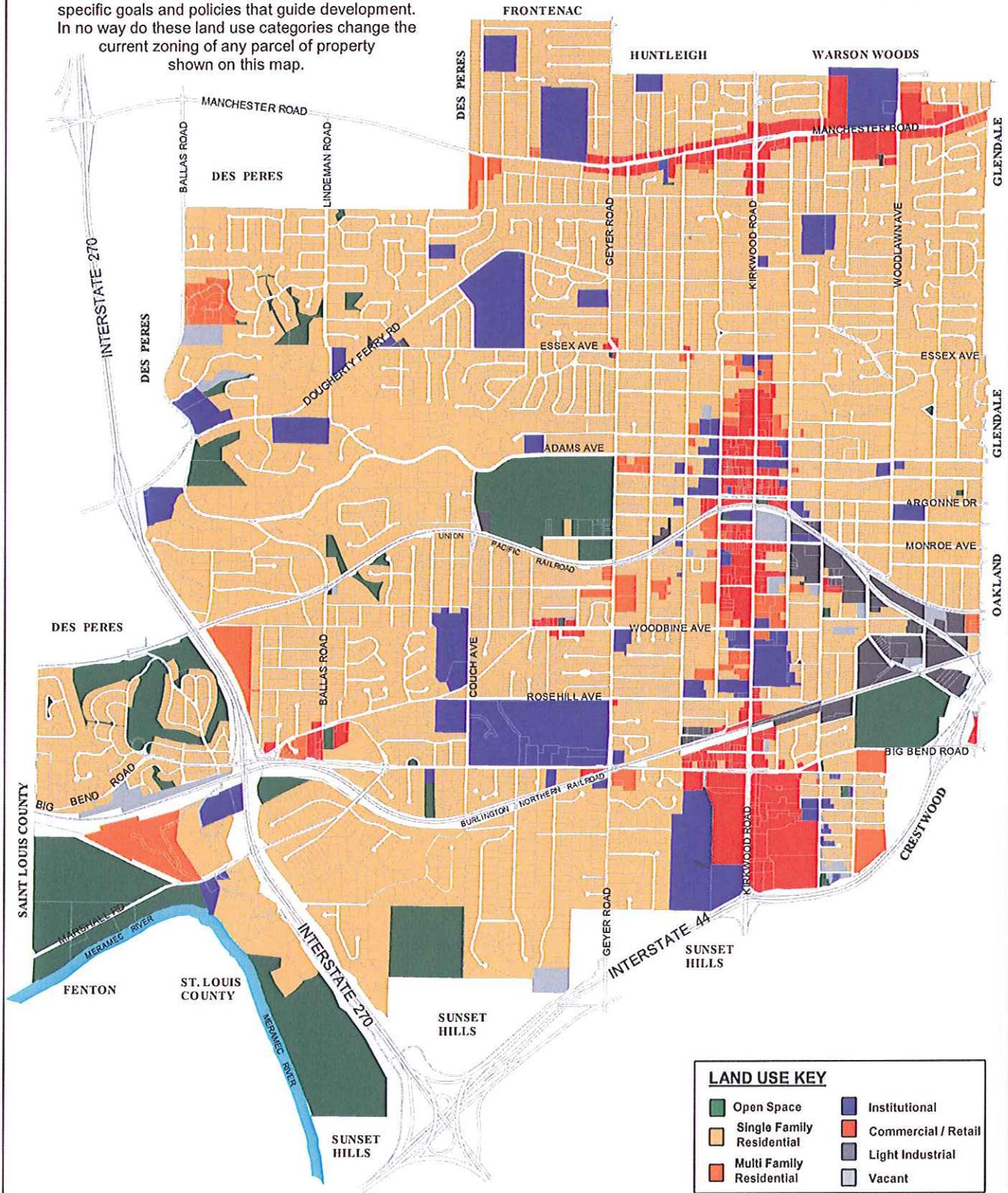
The Existing Land Use Plan graphic on the next page presents current development and land allocation patterns in the City. The map represents the following land use categories:

- Open Space
- Single Family Residential
- Multi-Family Residential
- Institutional
- Commercial/Retail
- Light Industrial
- Vacant

Single-family residential development is, by far, the dominant land use type in Kirkwood. Multi-family uses are located throughout the community. Commercial and retail uses are anchored along the Kirkwood Road and Manchester Road corridors. A variety commercial land uses can be found in the downtown area. A small number of less intense neighborhood serving commercial uses are located to the west, northwest, and south of downtown. Light Industrial uses are generally contained in the southeast quadrant of the city. Open space and institutional uses are found at strategic locations across the community. Several existing vacant and undeveloped parcels are also identified by the plan, with their anticipated development presented later in this chapter by the Future Land Use Plan.

**IMPORTANT NOTE:**

This is not a Zoning Map. Each land use category shown on this map has specific goals and policies that guide development. In no way do these land use categories change the current zoning of any parcel of property shown on this map.



LAND USE KEY	
	Open Space
	Single Family Residential
	Multi Family Residential
	Institutional
	Commercial / Retail
	Light Industrial
	Vacant



**EXISTING LAND USE PLAN**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## Zoning Map and Districts

The Zoning Map on the next page presents information on the current allocation of land to different zoning districts within Kirkwood. The City is divided into residential, commercial, and light industrial zoning districts. Additionally, several large parcels of land north of the Meramec River in southwest Kirkwood are zoned Flood Plain and consist of City water facilities, park space, and open space.

The percentage of land area dedicated to general zoning categories and to each particular zoning district are shown on the tables at the bottom of this page. This tabular data combined with the geographic data displayed by the Zoning Map, is significant because the location of individual land uses is inherently linked to the location of zoning districts which permit such uses. While zoning districts and land use categories will not, and should not, match exactly (in Kirkwood's case there are several more zoning districts than land use categories), they both reflect development trends, influence the location of future development and land uses, and are used to determine the appropriateness of development proposals.

**Illustration 5: Zoning Area Percentages**

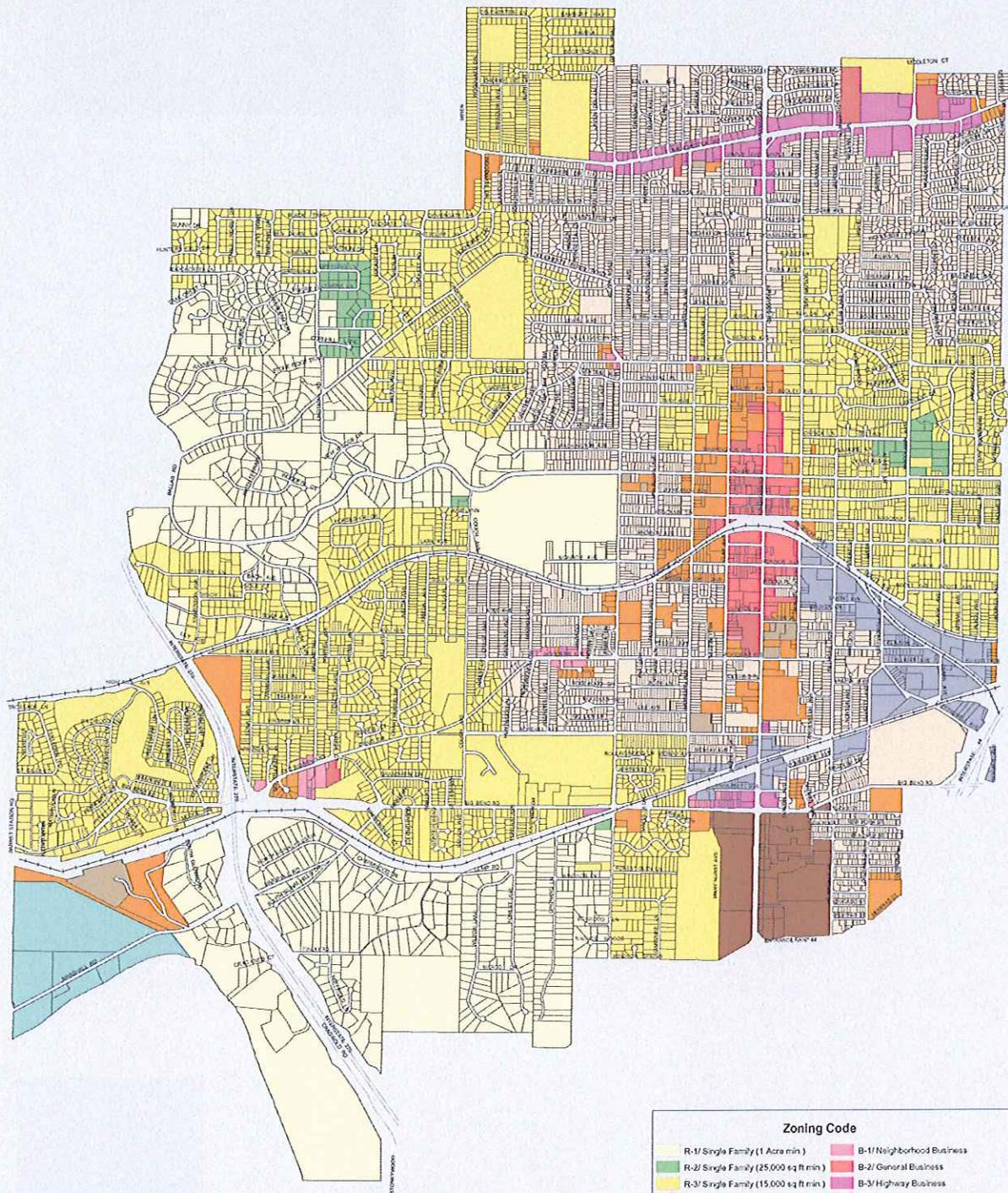
Zoning Areas	Percent of Land Area
Single-Family Residential (R)	85%
Multi-Family Residential (M)	5%
Commercial (B)	6%
Light Industrial (I1)	2%
Flood Plain (FP)	2%

\*Data as of October 8, 2002

**Illustration 6: Zoning District Percentages**

Zoning District	Number of Parcels	Percentage of Parcels	Area in Square Feet	Percentage of Area
R-1	815	7.67%	50,883,773	24.26%
R-2	68	0.64%	2,070,217	0.99%
R-3	4,043	38.04%	76,255,422	36.36%
R-4	4,903	46.14%	49,190,186	23.46%
R-5	254	2.39%	8,951,037	4.27%
R-6	9	0.08%	1,021,495	0.49%
B-1	44	0.41%	710,007	0.34%
B-2	148	1.39%	2,758,355	1.32%
B-3	112	1.05%	3,346,788	1.60%
B-4	16	0.15%	1,295,455	0.62%
B-5	46	0.43%	4,362,129	2.08%
I1	161	1.52%	4,797,283	2.29%
FP	8	0.08%	4,070,175	1.94%
<b>TOTAL</b>	<b>10,627</b>	<b>99.99%</b>	<b>209,712,322</b>	<b>100.02%</b>

\*Data as of October 8, 2002



0 0.25 0.5 1 Miles

Zoning Code	
R-1/ Single Family (1 Acre min)	B-1/ Neighborhood Business
R-2/ Single Family (25,000 sq ft min)	B-2/ General Business
R-3/ Single Family (15,000 sq ft min)	B-3/ Highway Business
R-4/ Single Family (7,500 sq ft min)	B-4/ Planned Commercial
R-5/ Multiple Family	B-5/ Planned Commercial Development
R-6/ Special Multiple Family	F-P/ Flood Plain
	I/ Light Industrial



**CITY OF KIRKWOOD  
ZONING DISTRICTS**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE AS NOTED ON MAP



## **FUTURE LAND USE PLAN**

The Future Land Use Plan establishes the land use categories representing physical development in Kirkwood. The categories shown by the Future Land Use Plan graphic on the next page are based on the variety of development types in the city and are as follows:

- Open Space
- Low Density Residential
- Suburban Density Residential
- Medium/High Density Residential
- Institutional
- Mixed Use Development
- Neighborhood Commercial
- General Commercial
- Light Industrial

Each land use category is presented separately with a discussion of the type of development envisioned under that use. The text is accompanied by basic land use policies intended to serve as guiding principles in the design and assessment of development proposals. A map displaying the anticipated locations of the specific land uses is also provided for each category.

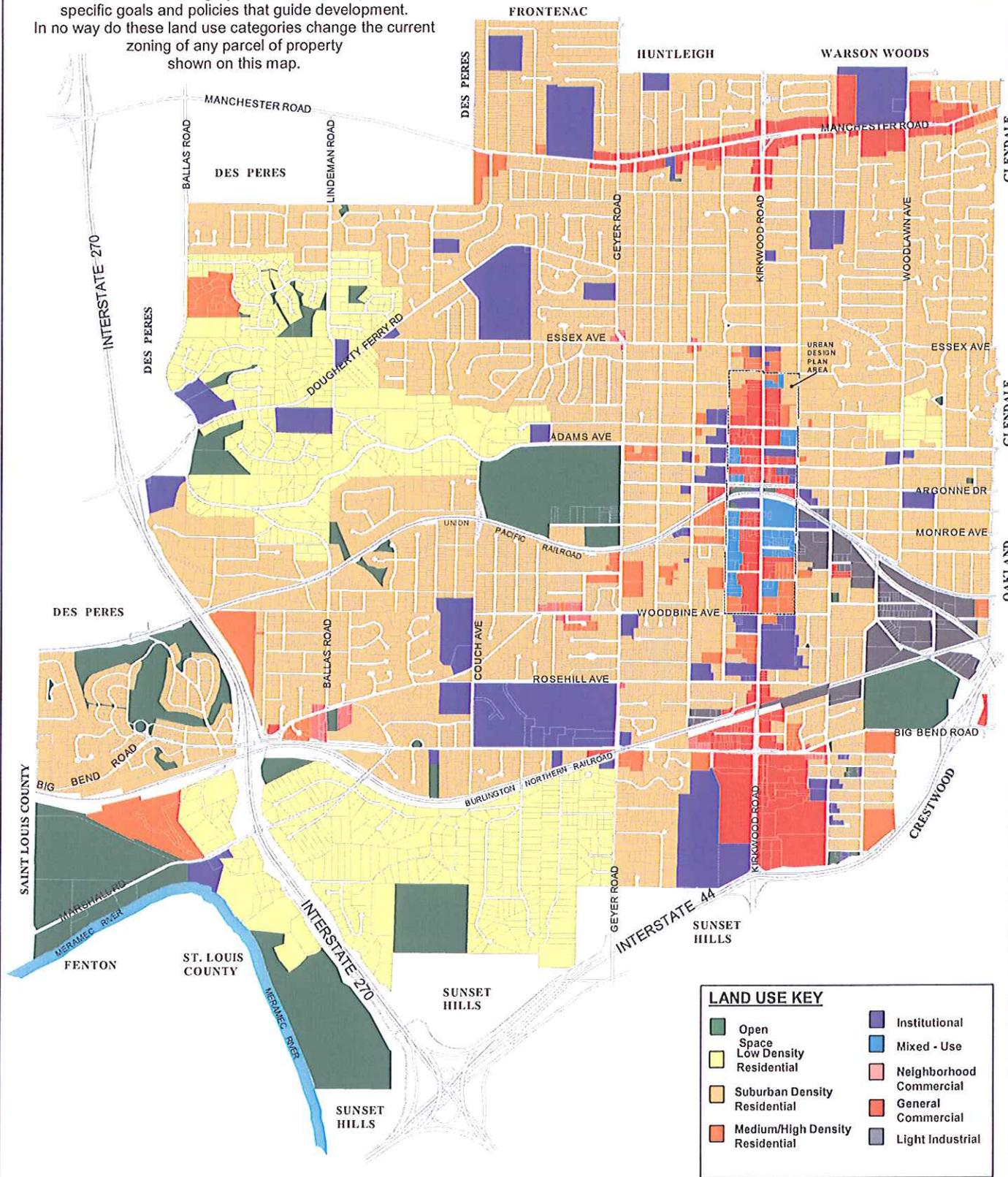
The following maps, commentary, and policy statements are intended to provide a general development vision for the City. This information has been prepared as a resource to guide citizens, decision makers, and the development community in the evaluation of future land use proposals in Kirkwood.

The Future Land Use Plan cannot anticipate all future development scenarios or project designs and, therefore, should not be considered a literal prescription of how land must be used on a parcel-by-parcel basis. This plan should be implemented with reasonable flexibility as to its development policies and proposed land use locations when assessing future development proposals and their impacts on the community.

**It is important to understand that a future land use plan is separate and distinct from a zoning district map. The future land use map displays uses the community anticipates on property in the future and is not legally binding. The zoning district map, on the other hand, is a representation of the City's zoning ordinance, which legally dictates uses and physical development regulations (density, minimum lot size, setbacks, building height, parking, landscaping, etc.) on the property.**

**IMPORTANT NOTE:**

This is not a Zoning Map.  
 Each land use category shown on this map has specific goals and policies that guide development. In no way do these land use categories change the current zoning of any parcel of property shown on this map.

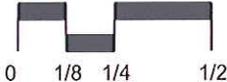


**FUTURE LAND USE PLAN**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## Future Land Use Designation Matrix

The material on the next three pages presents 37 different land use sites which were presented to the Comprehensive Plan Steering Committee (CPSC) for discussion and analysis. The Future Land Use Designation Matrix and Location Map display this information. The matrix includes details about the general location of the site, its existing land use, the future land use proposed by the CPSC, the rationale for the proposal, and whether the land use proposal would support a future zone change on the property. The analysis was used in determining the land uses shown on the Future Land Use Plan. It should be noted that out of the 37 sites presented, only 4 land use proposals would support a future zone change on those properties.

The first page of the matrix presents sites #1 - #17, which are locations with some type of existing development or land use and where the future land use proposal is different from that existing use.

The second page of the matrix presents sites #18 - #37, which are locations where the existing land uses, are vacant and undeveloped properties. None of the land use proposals for vacant property support a future zone change from the current zoning on that property.

The Proposed Land Use Designations Location Map should be used as a reference in finding the specific location of each site presented in the matrix.

**VISION 2015: FUTURE LAND USE DESIGNATIONS: DEVELOPED SITES**

Site #	General Location	Existing Land Use	Future Land Use Proposal	Rationale For Proposal	Does Proposal Support Future Zone Change?
1	Kirkwood Rd (west) south of Idlewild	SDR	MHDR	Surrounded by MHDR and existing zoning supports recommendation.	No
2	Big Bend (north) east of Mary Hurst	SDR	General Commercial	Surrounded by Commercial uses located along an arterial road.	No
3	Big Bend (north) west of Mary Hurst	SDR	Neighborhood Commercial	Surrounded by Commercial uses located along an arterial road and serves as transition from residential uses.	No
4	Big Bend / east of Kirkwood Rd	SDR	General Commercial	Lots are adjacent to a Commercial use fronting on an expanding arterial road.	Yes
5	Attucks St (south) west of Milwaukee St	Vacant & SDR	Neighborhood Commercial	Will buffer SDR uses located to south from an intense commercial use and arterial road located to north.	Yes
6	Big Bend / South Glenwood at I-270	Institutional	LDR	Development characteristics of site and current zoning support LDR use.	No
7	Kirkwood City Park on Monroe Ave	SDR	Open Space	Surrounded by Kirkwood City Park and open space use.	No
8	Kirkwood Rd / Bodley Ave NW corner	SDR	MHDR	Developed MHDR located to north and zoning on site and adjacent on block supports MHDR.	No
9	McCullough Ave north side between Harrison Ave and Clay Ave	SDR / Vacant	MHDR	Existing zoning and adjacent MHDR development supports a MHDR use as a buffer for nearby SDR uses.	No
10	Monroe Pl / Harrison Ave SW corner	SDR / Vacant	Institutional	Expanding church use.	No
11	East Clinton Avenue & Leffingwell Avenue Area	SDR / Vacant / Lt. Industrial	Light Industrial	All property is currently zoned I-1 Light Industrial, continuing development of industrial uses has created an incompatible residential area.	No
12	Monroe Avenue / Clay Avenue NE corner	SDR	MHDR	Existing R-5 zoning, adjacency to rail line on north and existing MHDR to east.	No
13	North side of Essex / east of Dougherty Ferry	Light Industrial	SDR	Existing R-3 zoning and adjacent single family residential development.	No

**Sites 14 – 17 are located in the Downtown Urban Design Plan Area with recommendations supported by that Plan**

14	Clay Ave (east) north of Washington	SDR	MHDR	Surrounded by MHDR uses.	No
15	Taylor Ave / Jefferson Ave NW corner	SDR R-5 zone	General Commercial	Transition from more intense Commercial uses on Kirkwood Road.	Yes
16	Woodbine (north) west of Kirkwood Rd	SDR	General Commercial	Surrounded by Commercial & zoned B-2.	No
17	Kirkwood Rd / Pitman Place	COMMERCIAL / SDR	Mixed Use	Anticipated downtown development pattern and Urban Design Plan use.	Yes

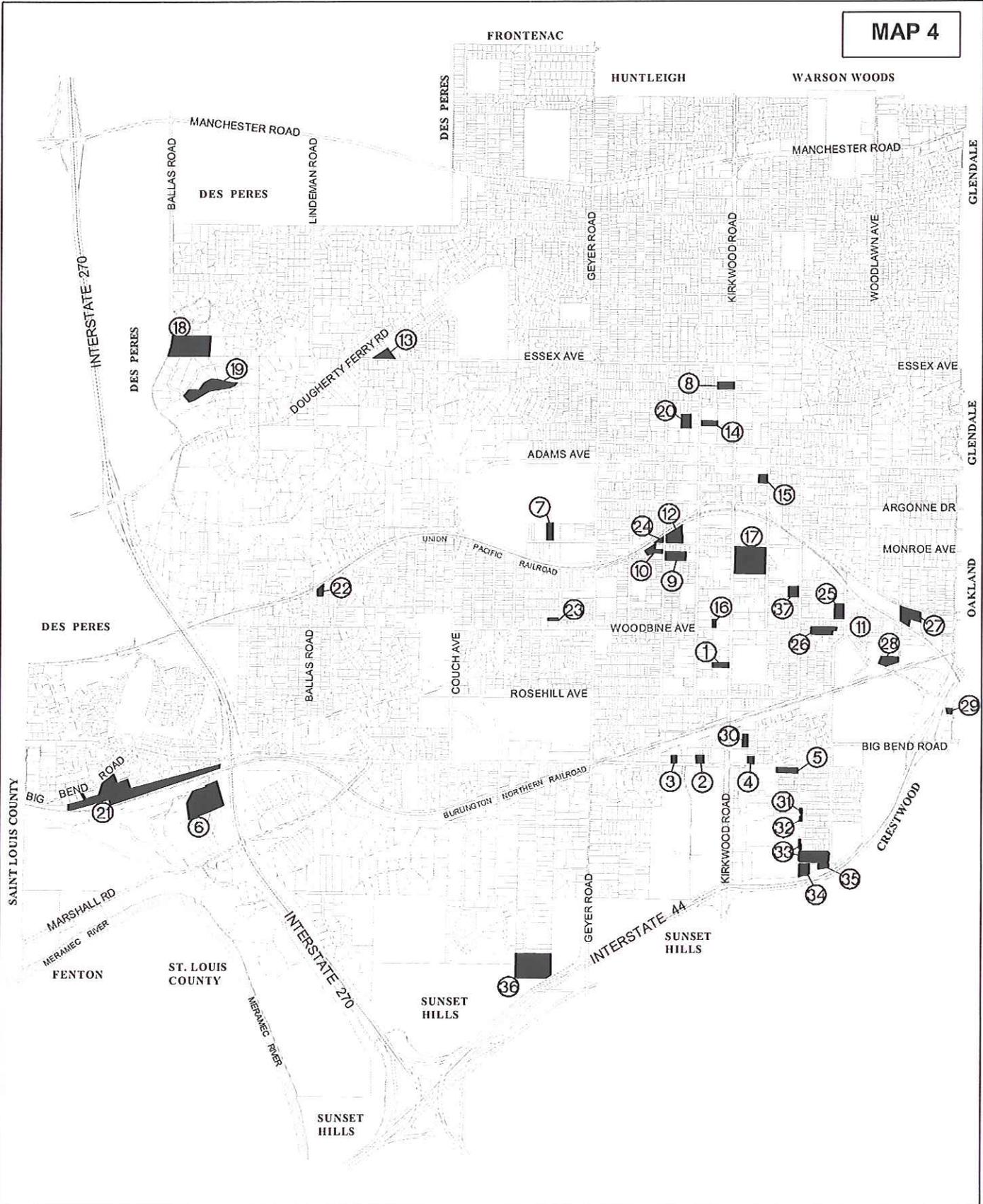
**LDR = Low Density Residential    SDR = Suburban Density Residential    MHDR = Medium/High Density Residential**

VISION 2015: FUTURE LAND USE DESIGNATIONS: VACANT SITES

Site #	General Location	Existing Land Use	Future Land Use Proposal	Rationale For Proposal	Does Proposal Support Future Zone Change?
18	Ballas Rd near Trail Crest Ln	Vacant	LDR	Adjacent land is residential and existing zoning supports LDR use.	No
19	Rayner Rd east of Ballas Rd	Vacant	LDR	Located in a residential subdivision, land constraints, existing residential zoning.	No
20	NW of Clay & Washington	Vacant	SDR	Interior lot surrounded by residential.	No
21	Meramec Highlands Area	Vacant	SDR	Land recently rezoned to R-3 and approved for a SDR subdivision.	No
22	Ballas Rd near Ann Ave	Vacant	SDR	Adjacent land is residential, and existing zoning supports a residential use.	No
23	Woodbine Ave & Magnolia	Vacant	Neighborhood Commercial	Parcel is zoned commercial and expected to develop with adjacent commercial properties along Woodbine.	No
24	Monroe / Harrison: NW corner	Vacant	SDR	Adjacent land is residential.	No
25	Clinton / Leffingwell: NW corner	Vacant	SDR	Site was recently approved for a SDR subdivision, adjacent use is residential.	No
26	Clinton/Leffingwell: SW - midblock	Vacant	SDR	Interior lot surrounded by residential development.	No
27	East Elliot between rail lines	Vacant	Light Industrial	Adjacent to existing industrial uses located between active rail lines.	No
28	Leffingwell / Clark intersection	Vacant	Light Industrial	Surrounded by industrial and expected to develop with adjacent industrial site.	No
29	Holmes Ave north of Big Bend	Vacant	Commercial	Existing commercial pattern on west side of Holmes and proximity to I-44.	No
30	Chester Ave east of Kirkwood Rd	Vacant	SDR	Maintain existing R-4 zoning and act as buffer to SDR uses to east.	No
31	Milwaukee St. / Alsobrook: NE corner	Vacant	SDR	Consistent with residential development on this block to north and east.	No
32	Milwaukee St. / Alsobrook: SE corner	Vacant	Institutional	Adjacent to institutional use on south and east sides with commercial use to west.	No
33	Milwaukee St. / Chicago: both sides	Vacant (most of block)	SDR	Consistent with remaining residential development on this block and on blocks to north and current zoning is R-4.	No
34	Milwaukee St. / Memphis: SE corner	Vacant / Detention Basin	Open Space / Detention Basin	Adjacent to existing open space and use of most of this site as a storm water detention basin.	No
35	Orleans Dr / Memphis St.: SW corner	Vacant	Open Space	Do not anticipate residential development due to parcel and adjacency to I-44.	No
36	Cragwood Rd west of Geyer Rd	Vacant	LDR	Site constraints and adjacent LDR use pattern on R-1 zoned properties.	No
37	Bouyer Lane / Fillmore Avenue SW corner	Vacant	SDR	Establish as SDR buffer from industrial to north and commercial to east.	No

LDR = Low Density Residential SDR = Suburban Density Residential MHDR = Medium/High Density Residential

**MAP 4**

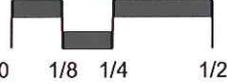


**PROPOSED LAND USE DESIGNATIONS**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## **Open Space**

The Open Space category represents public and semi-public land uses such as parks, recreational facilities, large common spaces in residential developments, and cemeteries. Buildings and accessory structures supporting these uses may be considered on property with this designation. It will remain important for Kirkwood to preserve and enhance open space throughout the city in accordance with criteria to be developed by the Park Board.

The most recognizable and accessible open spaces in Kirkwood are its public parks. The City Park and Community Center, Green Tree City Park, Emmenegger Nature Park, Powder Valley Nature Center, and the developing Quarry Park all provide a mix of passive and active recreational opportunities. While the City Park is located close to the geographic center of Kirkwood, the other large park and open spaces are situated in natural settings in the southwest quadrant of the city. This is due to several factors including challenging topography and steep terrain, proximity to the Meramec River flood plain, property ownership, and the unique recreation potential of such lands.

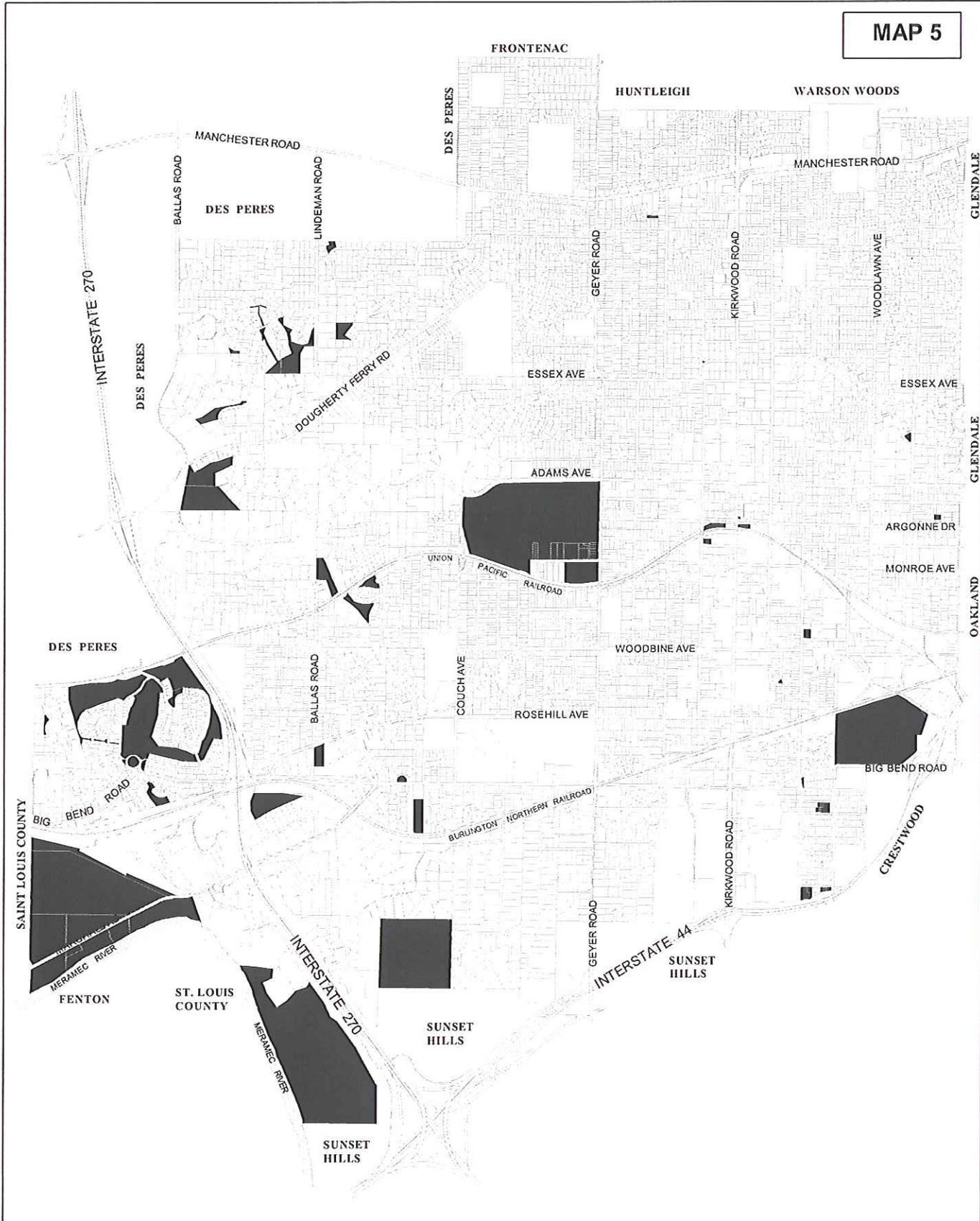
Additional open space areas exist and are developing throughout Kirkwood. Smaller neighborhood parks, common space in residential subdivisions, and even well maintained cemeteries combine to provide alternative forms of passive and active open space.

It should be noted that Kirkwood's school and college campuses, church property, and city government facilities distributed throughout the community also provide open space, recreational fields and playgrounds, and gathering space. In this document those uses are represented by the Institutional land use category.

### **Open Space Land Use Policies**

- Primary development should focus on passive and active recreational uses.
- Planned development should consider impacts on open space surroundings and physical constraints of the property.
- Effectively design open space areas within residential developments to serve as landscape buffers, trail connections, streetscape elements, and separation space.
- Preserve the natural character and site features of designated open space lands.

**MAP 5**

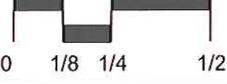


**OPEN SPACE  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## **Low Density Residential**

The Low Density Residential category represents areas of Kirkwood where the predominant development pattern is expected to be maintained as that of single-family detached homes on lots typically ranging from 25,000 square feet to several acres in size.

The vast majority of low density residential development is located in the northwest and southwest quadrants of Kirkwood as designated by the R-1 Single Family zoning district which requires a minimum lot size of one (1) acre. This is an established land use pattern and it is not anticipated that many additional subdivisions will be developed in these areas.

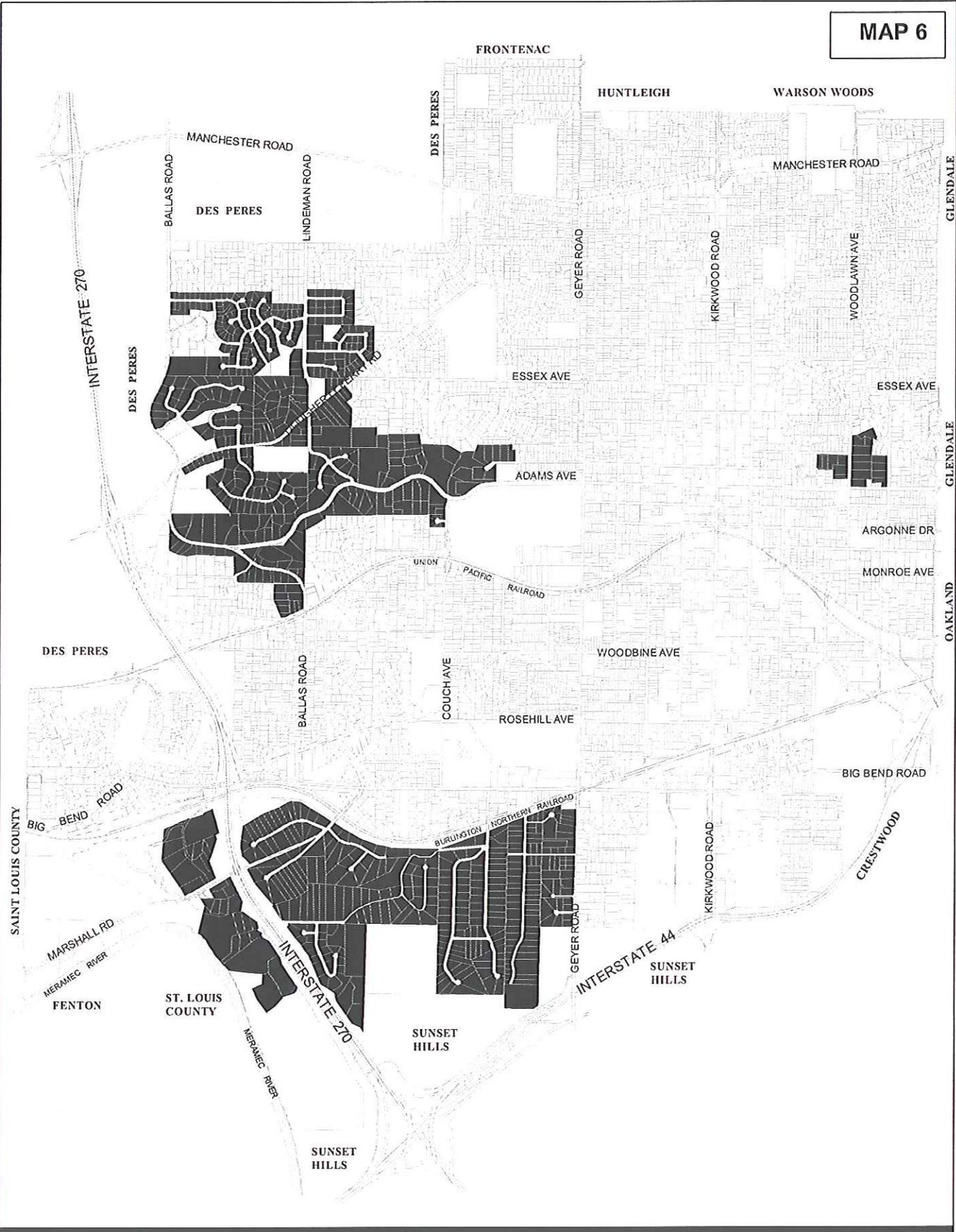
Additional low-density residential development exists in northwest Kirkwood (northeast of Lindeman Road and Dougherty Ferry Road) and east central Kirkwood (north of Adams Avenue on each side of Woodlawn Avenue). These areas are zoned R-2 Single Family, where minimum lot sizes of 25,000 square feet are required. A limited number of residential properties are represented by this designation and it is also anticipated that few additional subdivisions would be pursued in these areas.

Much of Kirkwood's planned low density residential development is located on sites with significant physical constraints. The land within this category should be preserved as very low density residential with a preferred minimum lot size of one (1) acre. Higher intensity residential or commercial development would not fit the neighborhood character and would present significant challenges in the provision of services. Higher density single-family, attached single-family, multi-family, and commercial/industrial developments are not appropriate and should be strongly discouraged in low density residential areas.

### **Low Density Residential Land Use Policies**

- Maintain the low density single-family detached development pattern with a preferred minimum lot size of one (1) acre.
- Consider creative lot design based on physical constraints of the property.
- Insulate residences from adverse environmental elements such noise, odors, light and air pollution.
- Require new project design to be sensitive to adjacent existing development of a lower density or intensity.
- Implement appropriate landscape buffers and separation distance between residential areas of varying densities.

MAP 6

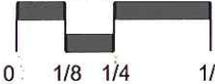


**LOW DENSITY RESIDENTIAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## **Suburban Density Residential**

The Suburban Density Residential category represents areas of Kirkwood where the predominant development pattern expected to be maintained is that of single-family detached homes on lots of 7,500 square feet or greater in size.

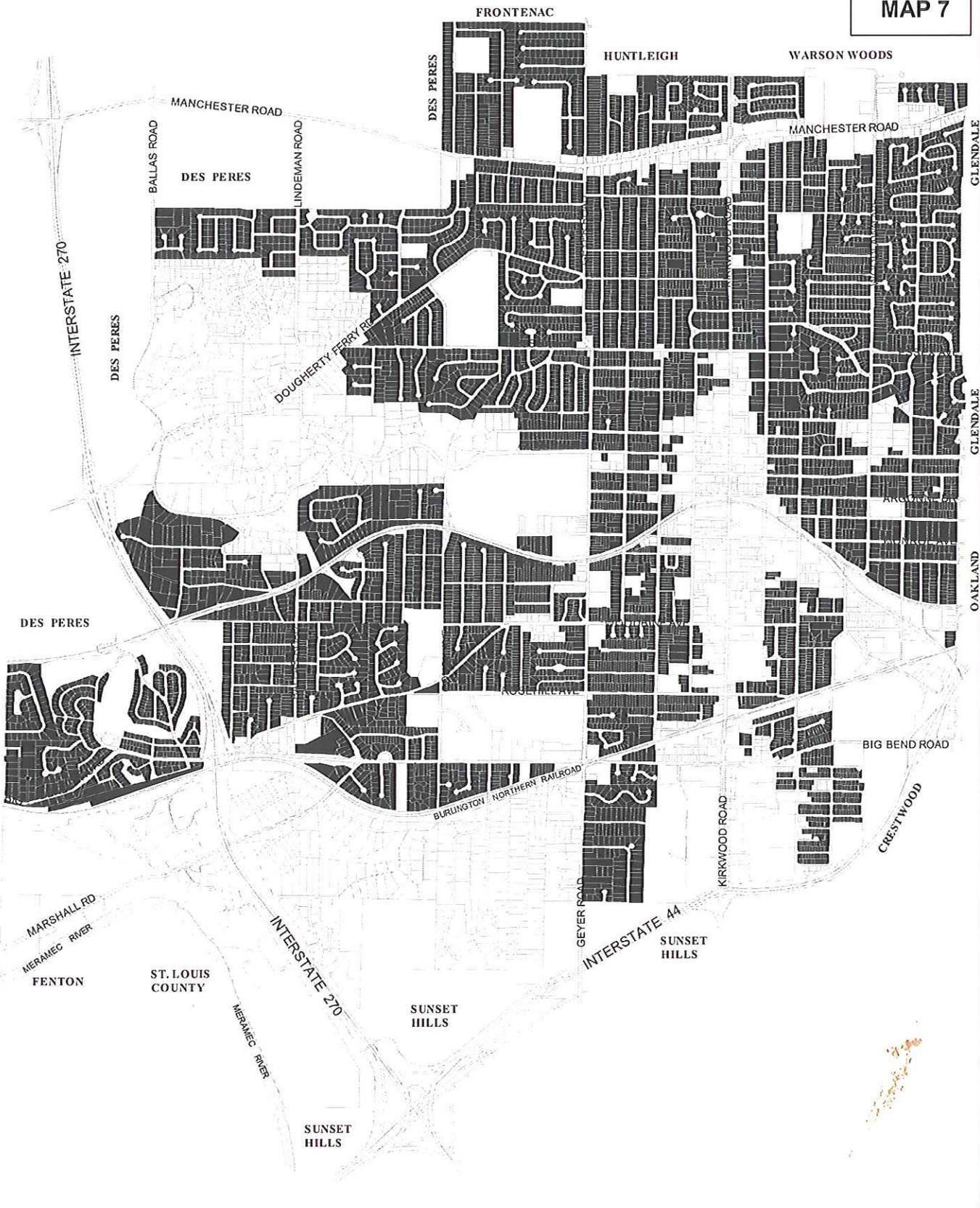
Residential neighborhoods represented by this category exist throughout the entire city in the R-3 and R-4 Single Family zoning districts, except in southwest portions of the city, south of the Burlington Northern rail line and west of Geyer Road. The R-3 district requires a minimum lot size of 15,000 square feet, while the R-4 district requires a minimum lot size of 7,500 square feet. Suburban residential uses occupy the greatest majority of land area in Kirkwood at nearly 60% of the overall city area. Typical development densities range between two (2) and six (6) dwelling units per acre.

Suburban density neighborhoods in Kirkwood have expanded over time as the city has grown to its current limits and as land has become available. Development has occurred through the established subdivision process for multiple lot projects. Residential development sites are now limited in quantity and size and it is anticipated that any future single-family detached subdivisions would typically be designed for 20 lots or less.

While single-family detached homes will be the predominant housing mode, residential development in a variety of forms is also anticipated in this category. Cluster homes, planned unit developments, and various attached single-family types may also be proposed on infill parcels and small properties comprised of consolidated parcels. Emphasis should be placed on the management of new and infill housing to preserve neighborhood context and character. Multi-family and commercial/industrial developments are not appropriate and should be discouraged in this category.

### **Suburban Density Residential Land Use Policies**

- Maintain the single-family detached development pattern with minimum lot sizes ranging from 7,500 to 25,000 square feet.
- Consider the appropriateness of a variety of housing types based on the physical nature of the property and market trends for desired housing.
- Insulate residences from adverse environmental elements such as noise, odors, light and air pollution.
- Design new/infill housing to be generally proportional to lot size and consistent with the scale and proportion of surroundings.
- Utilize appropriate landscape buffers and separation distance between residential areas of varying densities.
- Suburban density housing should serve as a transition from lower to higher density residential areas.

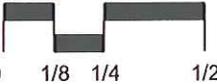


**SUBURBAN DENSITY RESIDENTIAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## Medium / High Density Residential

The Medium/High Density Residential category is comprised of a variety of multi-family housing in densities ranging from 8 – 22 dwelling units per acre. This development is generally represented by the R-5 Multiple Family and R-6 Special Multiple Family zoning districts. The R-5 district permits traditional multiple family developments such as condominium buildings and apartment complexes. The R-6 district only permits uses designed for elderly or special needs housing.

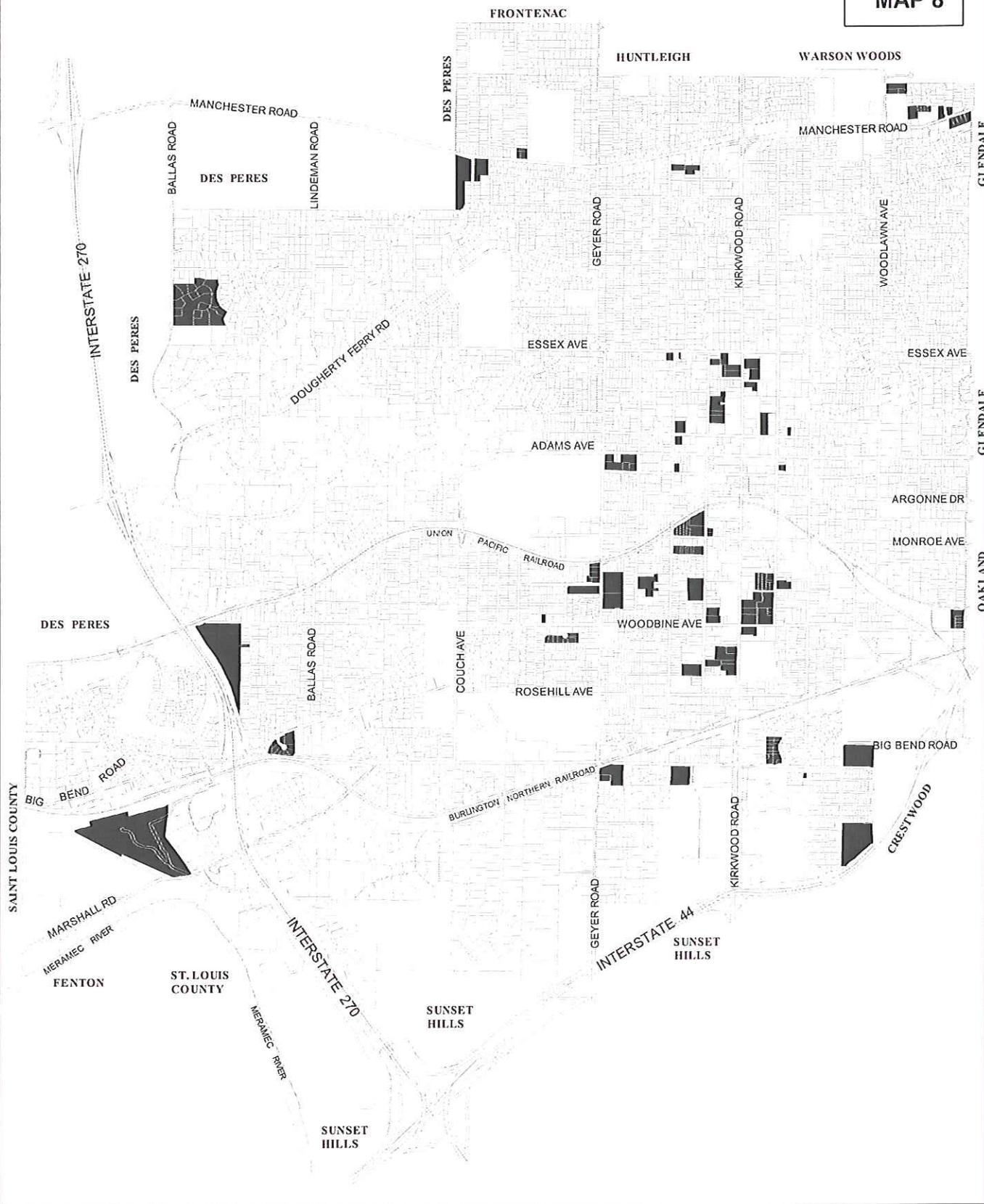
Multi-family projects are scattered throughout Kirkwood with larger apartment or condominium complexes located near the city's perimeter adjacent to arterial roads. Smaller complexes and individual condominium, apartment, and townhouse buildings are located near the community's downtown core. This smaller scale development is in an area roughly bounded by Essex Avenue on the north, Rose Hill Avenue on the south, Taylor Avenue on the east, and Geyer Road on the west.

Recent development trends in this category have consisted of small to medium scale condominium and townhouse developments ranging from 4 – 16 units per project, although a few projects have exceeded 20 units. Proposals for a variety of similarly scaled multi-family projects near the downtown Kirkwood core are anticipated; in proximity to expanding service, entertainment, and cultural outlets.

A significant number of single-family residences are located in the R-5 zoning district west of the downtown area. In most cases multi-family development would be inappropriate on those single-family parcels, whether as a conversion or new construction. A significant number of R-5 zoned parcels near downtown should be converted to single family zoning districts through established zoning procedures. The City could provide the individual property owners in these areas with organizational assistance and guidance through the re-zoning process.

### Medium / High Density Residential Land Use Policies

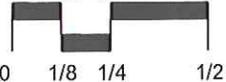
- Exercise sensitivity to scale, proportion, and development character when integrating into surrounding neighborhoods.
- Design projects to serve as an effective transition zone between lower density single-family neighborhoods and higher intensity commercial and light industrial uses.
- Implement effective and attractive landscape screening and setbacks to buffer adjacent less intense land uses.
- Designs should minimize traffic impacts on local streets and connect to roads of adequate size to serve the project.
- Insure that adequate or upgradeable infrastructure services exist to support the project (i.e. water, sewer, electric).



**MEDIUM / HIGH DENISTY RESIDENTIAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015      APRIL 2003

SCALE IN MILES



## **Institutional**

The Institutional category represents property where development is designated as public or semi-public uses. Such development includes schools, churches, hospitals, residential care facilities, libraries, local government facilities, police and fire stations, and similar uses. These facilities are situated to provide readily accessible services to the surrounding Kirkwood neighborhoods. Institutional facilities are located within all zoning districts in Kirkwood.

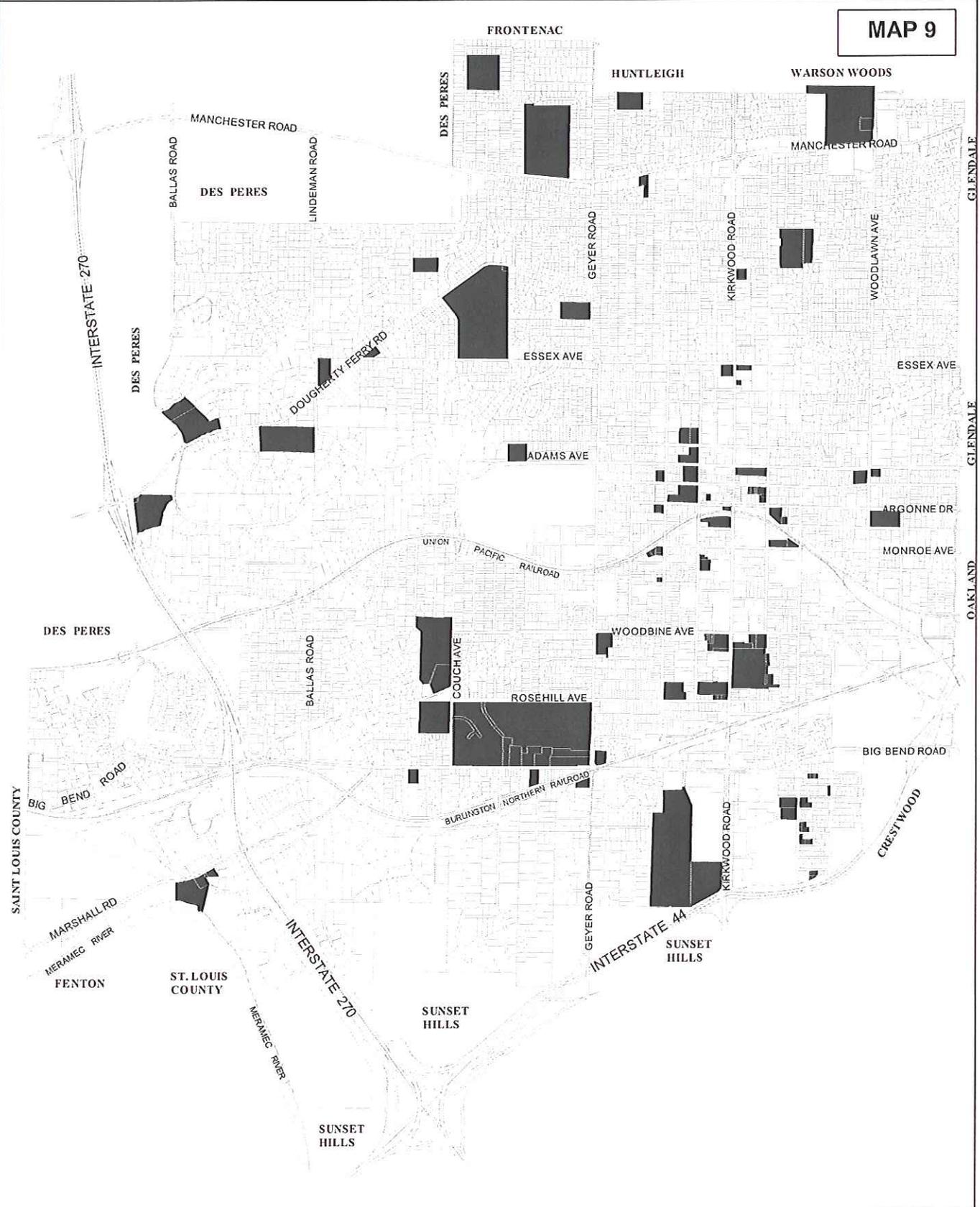
School and college campuses, church property, and city government facilities distributed throughout the community provide the secondary benefit of significant open space amenities such as recreational fields, playgrounds, and gathering space. These uses are represented by the Institutional category due to the nature of their primary use.

Institutional uses should be considered appropriate for development in all zoning districts. As new institutional facilities are proposed and existing uses expanded, designs which emphasize sensitivity toward their surroundings are strongly encouraged. Consideration should be given to the operational aspects and site development needs of such projects and the impact of their specific location upon adjacent neighborhoods.

### **Institutional Land Use Policies**

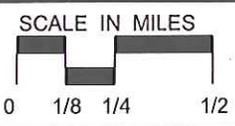
- Locate public and private facilities appropriately to reduce undesired impacts on neighboring properties.
- Design individual projects with careful consideration of operating characteristics, architectural and development compatibility, infrastructure needs, parking and circulation requirements.
- Utilize landscape buffers and separation distances to mitigate impacts on residential areas.
- Design projects to accommodate multiple public or semi-public uses when possible.

MAP 9



**INSTITUTIONAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015      APRIL 2003



## **Mixed Use Development**

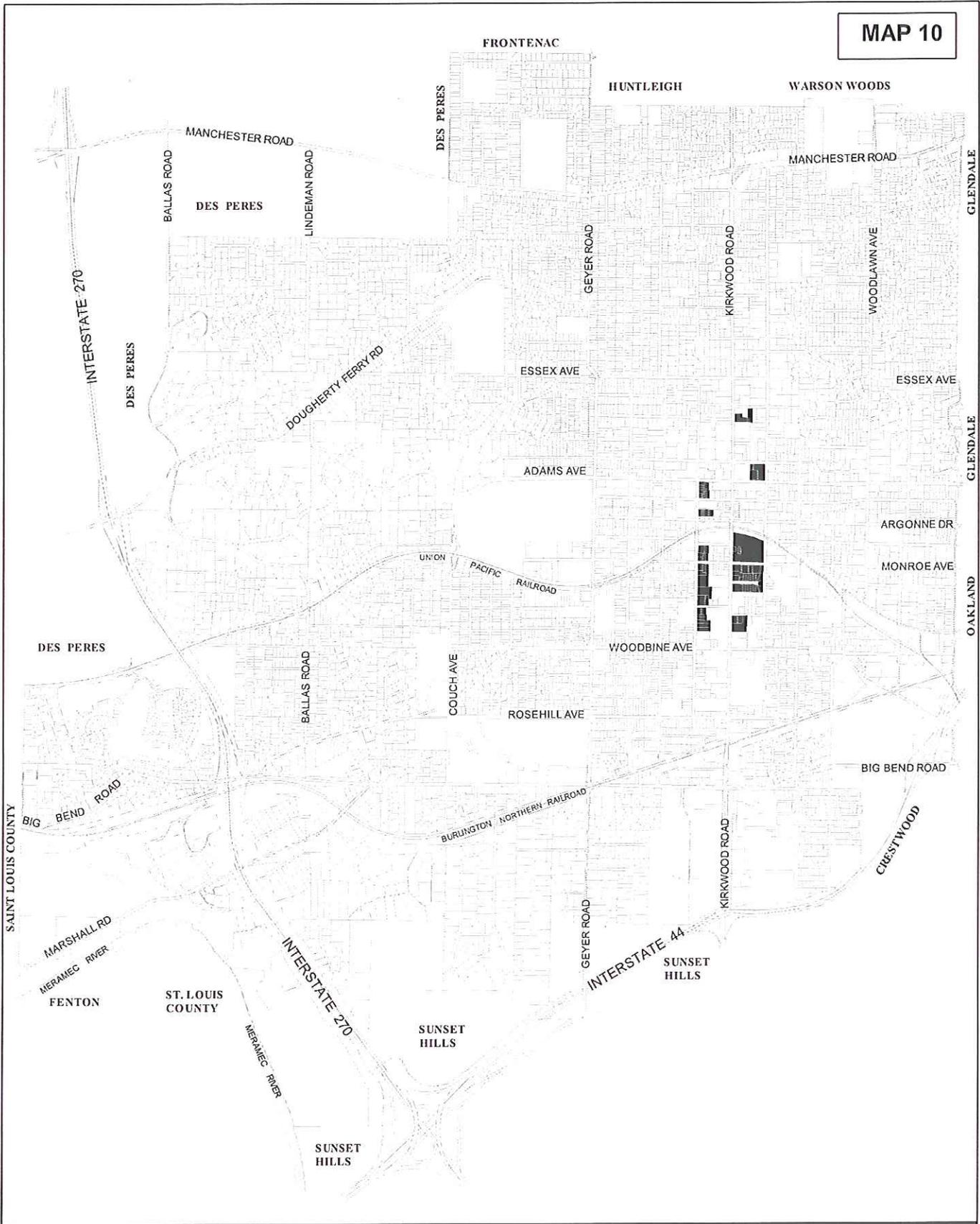
This is a unique land use category representing properties developed with a planned combination of uses. Development consisting of a mixture of commercial or retail space, offices, and residential dwellings is envisioned under this land use designation. Residential space designed as part of a development project should generally be located on the upper floors of buildings with street level access provided to commercial and office uses. Mixed Use Development is most accurately represented by the B-2 General Business & B-4 Planned Commercial zoning districts.

A mixed-use project can generate a wide variety of architectural schemes and site layouts beyond that of traditional commercial or residential designs. A creative design proposal can allow a project to respect and enhance its surroundings. This concept is particularly important to consider in downtown Kirkwood where building density is higher than any other area of the city.

Most mixed-use projects will be expected to develop in Kirkwood's downtown area in the locations shown on the accompanying map. Downtown Kirkwood is comprised of a broad mixture of commercial uses, development intensities, parcel sizes and configurations. The downtown area is envisioned as the multiple use activity core of Kirkwood. The "Kirkwood Downtown Urban Design Plan" is a special study of this area containing additional goals, policies, and design guidelines which should be consulted and applied in the review of mixed-use development proposals. The urban design plan is discussed in more detail at the end of this chapter.

### **Mixed Use Development Land Use Policies**

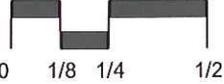
- Building scale should reflect the particular use of the building, with its size and massing compatible with existing, adjacent buildings.
- Promote architectural designs that feature high quality structures, urban spaces, and provide physical connections between projects.
- Encourage the development of housing options that support balanced day and nighttime use downtown.
- Design projects to represent desired neighborhood scale and context while promoting the flow of pedestrian traffic to and from development sites.



**MIXED USE DEVELOPMENT  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015      APRIL 2003

SCALE IN MILES



## **Neighborhood Commercial**

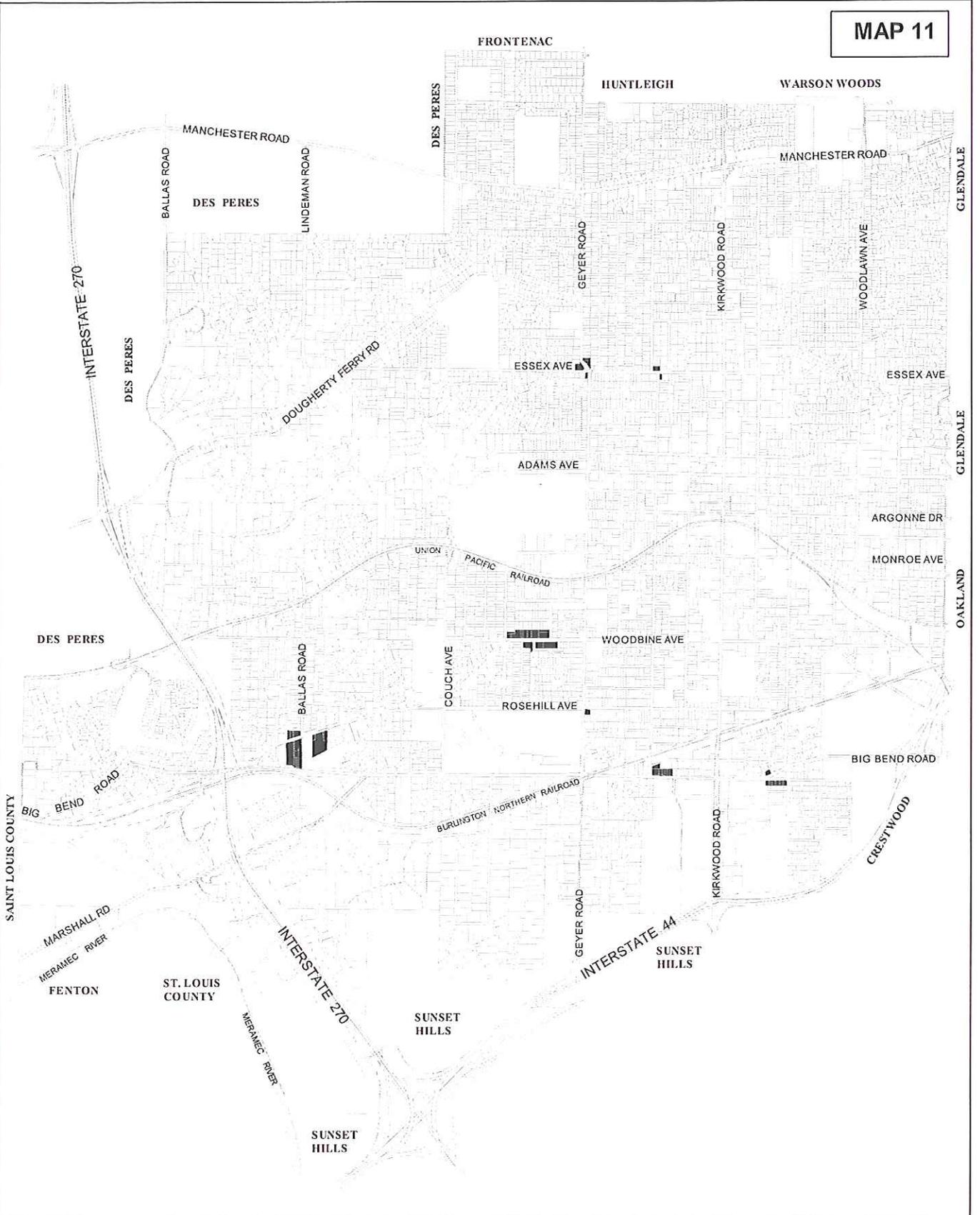
This land use designation is intended to provide for the development of limited retail and service businesses at appropriately scaled locations within or adjacent to residential neighborhoods. Such uses are intended to serve a small and local market area and should be of such character and intensity to be considered compatible with the surrounding neighborhood. Preferred development should include small offices, beauty parlors, food stores, and retail specialty shops such as florists, hobby, jewelry, and camera stores. Residential uses may also be appropriate in this category if integrated into a planned commercial development. Neighborhood commercial development is most accurately represented by the B-1 Neighborhood Business zoning district.

Neighborhood commercial uses have developed over time at a variety of locations in Kirkwood, but represent a relatively small percentage of the city's existing and planned commercial land use base. These existing properties and future neighborhood commercial areas are shown by the map on the following page. Typically, they are located on block corners or at mid-block locations adjacent to residential development. In some cases, they serve to buffer lower density residential property from higher intensity uses.

Intense development of neighborhood commercial properties in the future is not anticipated and would not be appropriate. Development or redevelopment of such sites should consist of projects that serve a local commercial market, are designed to be compatible with the scale and use intensity of adjacent properties, and are appropriately scaled with the size of the property on which they are located.

### **Neighborhood Commercial Land Use Policies**

- Limit future development to specialty retail and service businesses at appropriately scaled locations within or adjacent to residential neighborhoods.
- Exercise sensitivity toward the development quality and character of surrounding neighborhoods.
- Ensure that building scale, height, shape, and volume is compatible with adjacent residential structures.
- Incorporate well designed landscape buffers, adequate building separation distances, low intensity site lighting, and other site design features which effectively mitigate impacts on neighboring residential properties.

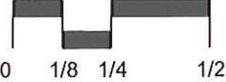


**NEIGHBORHOOD COMMERCIAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## **General Commercial**

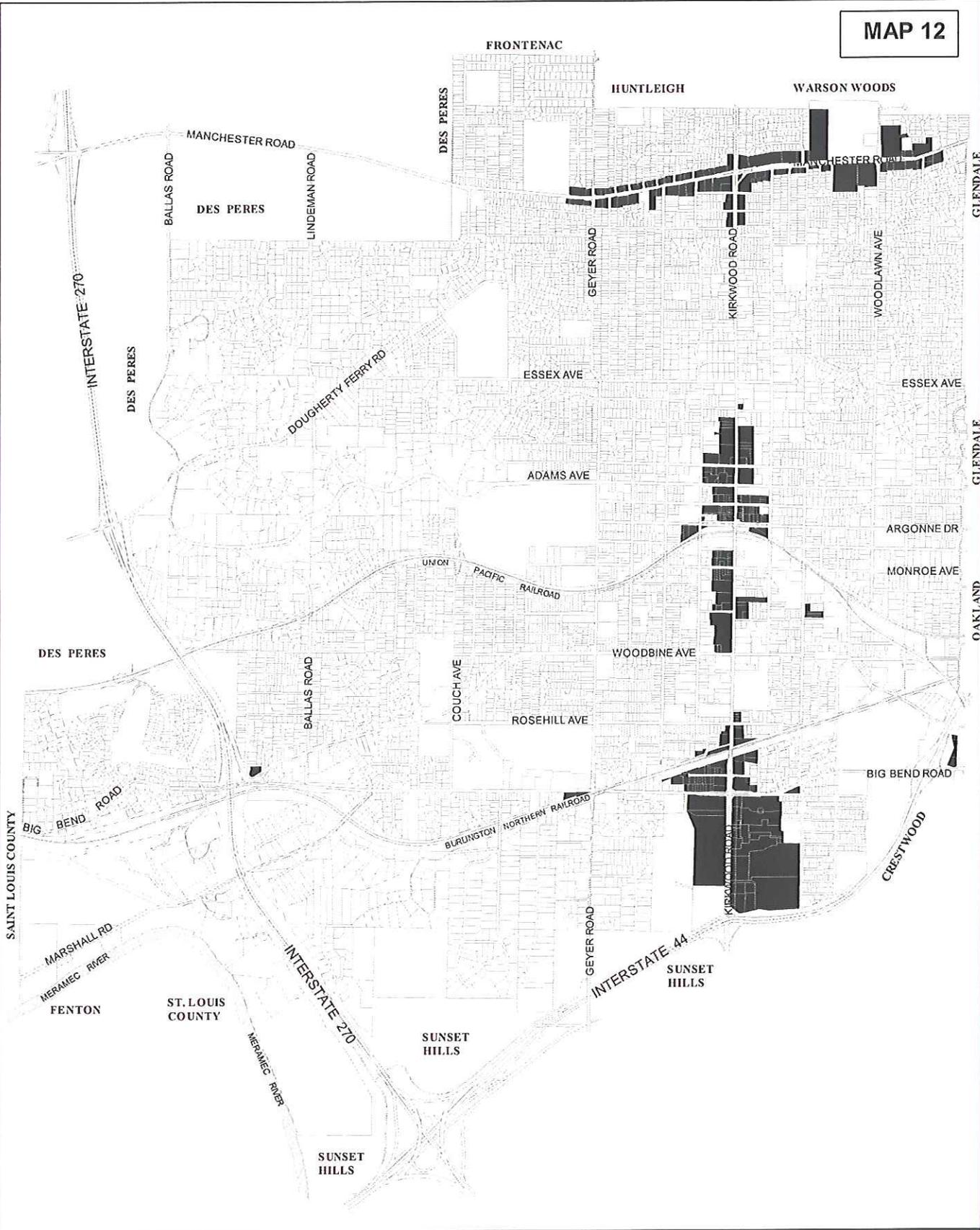
This category accommodates a wide range of commercial land uses serving citywide and regional markets. The General Commercial category allows a greater intensity of uses such as shopping centers, office complexes, and highway oriented commercial developments. Other uses in this category might include restaurants, medium to large retail stores, banks, automobile dealerships and service stations, and planned commercial developments. Residential uses may also be appropriate in this category if integrated into a specific commercial development. General Commercial development is most accurately represented by the B-2, B-3, B-4, & B-5 commercial and business zoning districts.

The majority of these commercial properties are situated along the Kirkwood Road and Manchester Road corridors. The development intensities along these corridors range from moderate to heavy, with the greatest intensity represented by the large retail centers anchored on each side of south Kirkwood Road between Big Bend Road and Interstate 44. Moderate commercial intensity exists along Manchester Road on small to medium sized parcels. The scale of development is somewhat limited by the existing parcel depth along the corridor. Future improvements along Manchester Road may enhance commercial development opportunities. The General Commercial category also includes properties in Kirkwood's downtown core with its unique blend of commercial, office, and residential uses.

Development ranging from moderate to high levels of intensity is envisioned on property with the General Commercial designation. This type of development should be located on parcels of adequate size to support building, parking, landscaping, and setback requirements. When possible, these properties should connect to arterial or collector streets to support appropriate traffic circulation levels.

### **General Commercial Land Use Policies**

- Emphasize quality project design maintaining high quality landscaping and restrictive signage standards.
- Provide effective mitigation measures for negative impacts on surrounding neighborhoods, particularly for properties adjacent or 'backing up' to residential areas.
- Design traffic systems with alternative routes, good internal traffic flow, and connections to adjacent commercial property to help minimize circulation impacts on area street networks.
- Ensure that buildings within commercial centers are oriented to minimize the impacts of project scale and building mass on adjacent lower intensity properties.

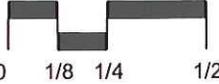


**GENERAL COMMERCIAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## **Light Industrial**

The Light Industrial land use designation represents minor industrial uses designed to have minimum impacts on neighboring properties and the surrounding community. The effects of elements such as smoke, odors, vibration, and noise on adjacent land uses should be minimal.

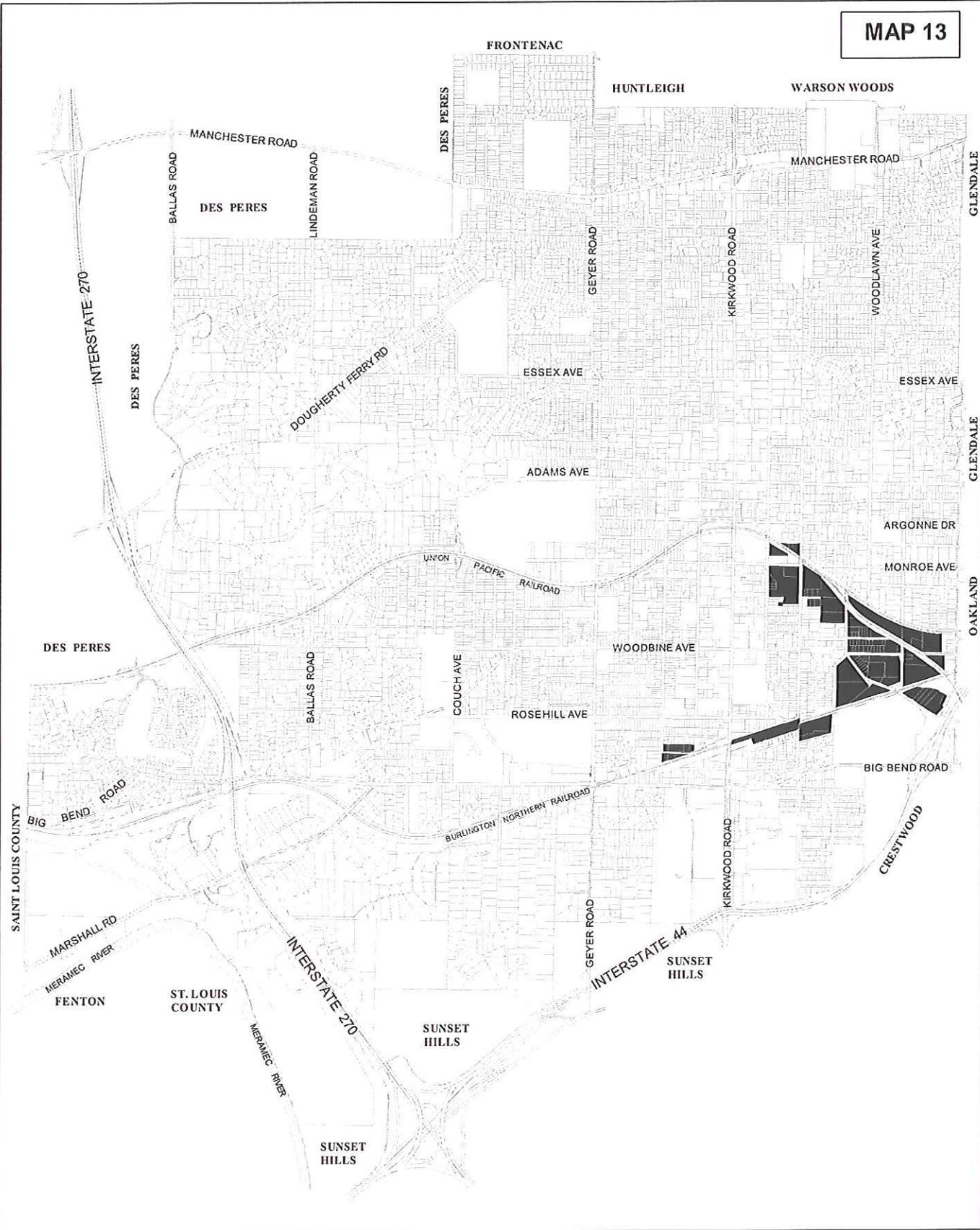
The majority of Kirkwood's light industrial properties are situated in the southeastern portion of the city between the Union Pacific and Burlington Northern rail lines and are best represented by the I-1 Light Industrial zoning district.

Appropriate developments in this category may include office warehouse facilities, business parks, warehousing and distribution centers, automobile repair shops, contractor yards, and most commercial uses permitted by the other land use category designations. Significant expansions of the light industrial area are not anticipated; however, infill development of existing parcels zoned light industrial and limited expansions on properties adjacent to those parcels are envisioned.

Some single-family residential uses on parcels within this category are expected to transition to light industrial development. A contributing factor to this shift is that the property underlying the residences is currently zoned I-1 Light Industrial. Care should be taken with proposed industrial expansions in these areas to identify and lessen the impacts on remaining adjacent residential properties.

### **Light Industrial Land Use Policies**

- Locate limited industrial uses near office, commercial, and, in certain situations, existing residential property.
- Utilize significant landscape buffers, screening, and separation distances to mitigate impacts on less intense adjacent uses, especially with proposed outdoor uses.
- Consolidate multiple parcels to achieve appropriate lot sizes able to support quality light industrial development.
- Design higher intensity uses to be internalized and enclosed on the property.

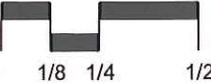


**LIGHT INDUSTRIAL  
LAND USE**

COMPREHENSIVE PLAN: VISION 2015

APRIL 2003

SCALE IN MILES



## **KIRKWOOD DOWNTOWN URBAN DESIGN PLAN**

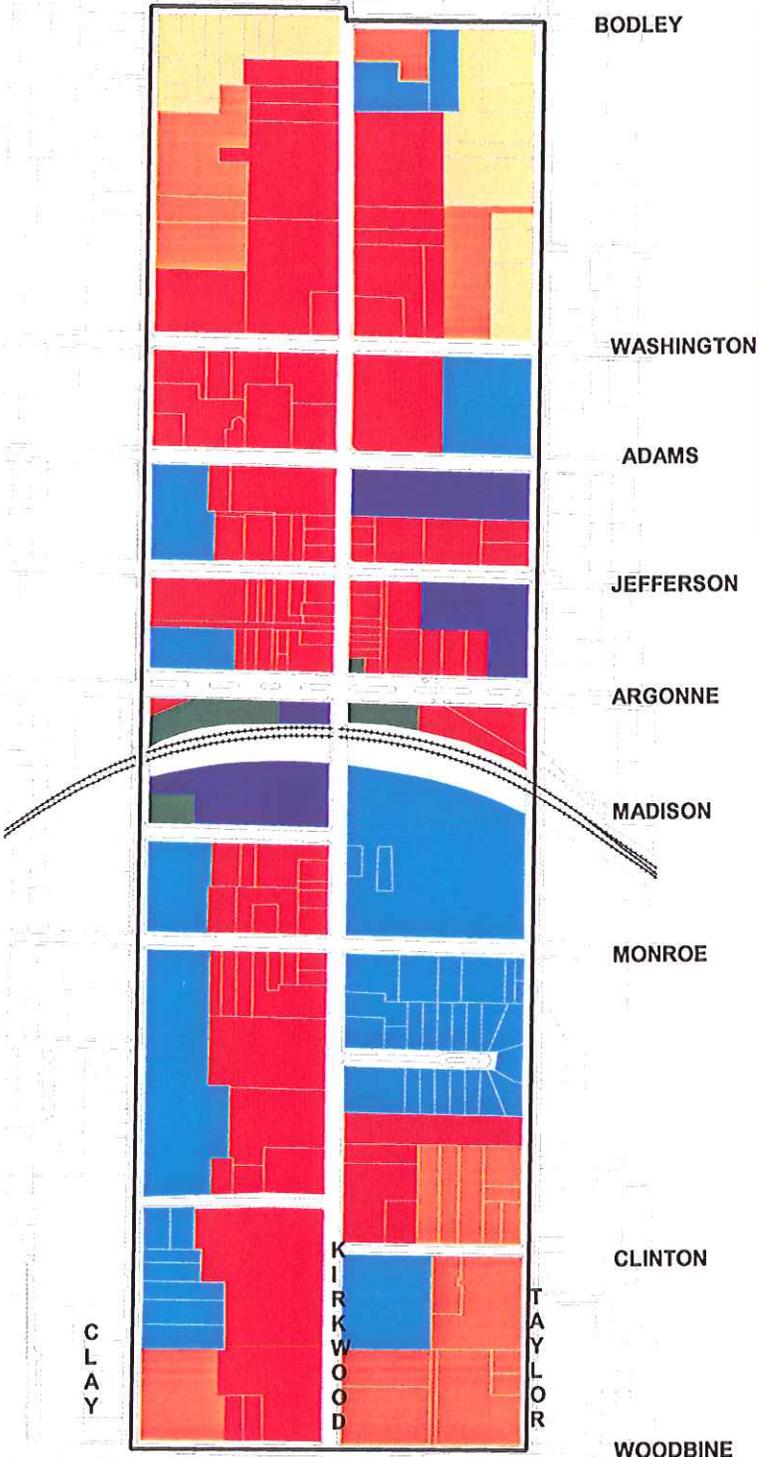
The Downtown Urban Design Plan is a special district plan focused on the downtown core of Kirkwood. The Plan presents analysis, architectural design guidelines, a detailed land use plan, development policies, and implementation strategies to anticipate and guide future development in the downtown area. The Plan is currently in final phases of development and will be contained in the Appendix of the Vision 2015 Comprehensive Plan.

The future land use plan component of the Downtown Urban Design Plan has been completed and its general land use designations have been incorporated into the overall Future Land Use Plan presented earlier in the Vision 2015 document. The plan area and land uses presented by the map on the next page are an enlargement of that portion of the Vision 2015 land use plan.

The Downtown Urban Design Plan specifically describes anticipated development and land uses within the downtown area. Its recommendations should be appropriately consulted and utilized in any decision making process for land use and development in downtown Kirkwood.

The urban design study area is comprised of 155 acres bounded by Bodley Avenue on the north, Woobine Avenue on the south, Taylor Avenue on the east, and Clay Avenue on the west. The area is primarily zoned and built out under the B-2 Downtown Business designation, while some properties have developed under the B-4 Planned Commercial zone.

A key issue the Downtown Urban Design Plan recognizes is that strong and vibrant residential neighborhoods surrounding the downtown area create a rich and complex mix of land uses and development conditions within a relatively small core. Although located just outside the study boundary, the plan recommends that these residential areas be strengthened and sustained. The proximity of residential and commercial properties and the varying traffic patterns created by each are also important issues addressed by the urban design plan. The plan proposes that maintaining the existing mix of residential uses in harmony with downtown commercial, business, institutional, and service uses is critical to the continued success, quality, and character of downtown Kirkwood.



**IMPORTANT NOTE:**  
 This is not a Zoning Map. Each land use category shown on this map has specific goals and policies that guide development. In no way do these land use categories change the current zoning of any parcel of property shown on this map.

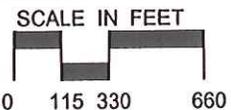
The Downtown Urban Design Plan describes the land uses shown below in greater detail and designates additional specific land use categories for the downtown area.

LAND USE KEY	
	Open Space
	Suburban Density Residential
	Medium/High Density Residential
	Institutional
	General Commercial
	Mixed - Use



**DOWNTOWN URBAN DESIGN PLAN:  
 FUTURE LAND USE PLAN**

COMPREHENSIVE PLAN: VISION 2015      APRIL 2003



## **GLOSSARY OF TERMS**

### **Alteration**

*Any change, addition, or modification in construction or occupancy of an existing structure.*

### **Amenity**

*Aesthetic or other characteristics of a development that increase its desirability to a community or its marketability to the public.*

### **Architectural Review Board**

*A board established to promote high standards of architectural design with the responsibility of reviewing certain building and sign plans as designated by the zoning code. The intent of architectural review is to attempt to ensure that the architectural scheme of proposed new construction, signage, exterior renovation, or additions in designated areas are in harmony with the architectural scheme of the building, site, and surrounding area.*

### **Bicycle facilities**

*A general term denoting improvements and provisions to accommodate or encourage bicycling, including parking facilities, maps, all bikeways, and shared roadways not specifically designated for bicycle use.*

### **Buffer**

*An area of land, including landscaping, walls, fences, and building setbacks that is located between land uses of different character and is intended to mitigate negative impacts of the more intense use adjacent to a less intense use.*

### **Building code**

*Regulations governing building design, construction, and maintenance.*

### **Capital Improvements Program (CIP)**

*A proposed schedule of all future projects listed in order of construction priority together with cost estimates and the anticipated means of financing each project.*

### **Cluster development**

*A development design technique that concentrates buildings in specific areas on the site to allow remaining land to be used for recreation, common open space, or the preservation of historically or environmentally sensitive features.*

**Commercial district**

*Neighborhood, community, highway/tourist, and service commercial zoning designations located throughout a community.*

**Corridor**

*A broad geographical band that follows a general directional flow connecting major sources of trips and may contain a number of streets, highway, or other alignments.*

**Comprehensive Plan**

*A plan required by Missouri law to serve as a guide for future land use, development, and re-development decisions within a municipality. The chief aim is to affect physical development and land use in a way that preserves valued aspects and improves community quality. Such plans may include general goals and objectives and serve as a vision for the future.*

**Density**

*The ratio of land area to the number of structures or dwelling units built upon it.*

**Design guidelines**

*Standards and measures that will preserve the historic and/or architectural character of a structure or area.*

**Development plan review**

*The process whereby authorized officials review the site plan, maps, and other documentation of a development to determine its compliance with applicable regulations and impacts on the surrounding environment.*

**Downzoning**

*A change in the zoning classification of land to a classification permitting development that is less intensive or dense, such as from multi-family to single-family or from commercial or industrial to residential. A change in the opposite direction is called upzoning.*

**Floodplain**

*The land area susceptible to inundation by water as a result of a flood.*

**Geographic Information System (GIS)**

*A method of storing geographic information on computers. Geographic information can be obtained from a variety of sources,*

*including topographical maps, soil maps, aerial and satellite photographs, and remote sensing technology.*

### **Historic preservation**

*The protection, rehabilitation, restoration, and reconstruction of districts, sites, buildings, structures, and objects significant in Kirkwood history, architecture, archaeology, or culture.*

### **Infill Development**

*The development of vacant or underutilized parcels of land that are surrounded by predominantly built-out portions of a community. It is also the redevelopment or improvement of existing properties within a developed neighborhood or other community area. In Kirkwood, in-fill development has consisted of residential, small commercial, and light industrial projects.*

### **Land Use Plan**

*A basic element of the Comprehensive Plan, it designates either the existing or future use and reuse of the land within a jurisdiction's planning area, together with policies and guidelines used in decision-making.*

### **Landmarks Commission**

*A seven-member volunteer commission charged with recognizing, protecting, retaining, and enhancing properties that represent or reflect elements of the City's cultural, social, economic, political, and architectural history.*

### **Median**

*A statistical measure that divides the total frequency distribution into two equal parts: one-half of the cases falling below the median and one-half above.*

### **Mixed-use development**

*A tract of land or building or structure developed for two or more different uses such as, but not limited to, residential, office, industrial, commercial, public or entertainment.*

### **National Register of Historic Places**

*The listing maintained by the U.S. National Park Service of areas that have been designated as historically significant. The Register includes places of local and state significance, as well as those of value to the nation in general.*

**Overlay zone**

*A district established by ordinance to prescribe special regulations to be applied to a site in combination with the underlying or base district.*

**Park Board**

*A nine-member board of volunteers appointed by the Mayor and City Council that has exclusive control of expenditures of the tax-supported park fund, has the power to purchase park land, and to develop such land.*

**Planned Development**

*Land, under unified control, to be planned and developed as a whole in a single or phased development operation. May include principal and accessory structures and those uses substantially related to the character and purposes of the planned development.*

**Planning and Zoning Commission**

*A board of nine volunteers appointed by the Mayor and City Council that reviews subdivision proposals, applications for rezoning, special use permits, proposed zoning code changes, and makes recommendations to the City Council. By state law, the Planning and Zoning Commission adopts a city's comprehensive plan.*

**Site Plan**

*A plan, to scale, showing uses and structures proposed for a parcel of land as required by the regulations. Includes lot lines, streets, building sites, reserved open space, buildings, and major landscape features.*

**Solid Waste**

*Any garbage, refuse, rubbish, or other discarded materials that may be in solid, liquid, or gaseous form.*

**Special Business District**

*For Kirkwood, this is the area bounded by Taylor on the east, Bodley on the north, Clay on the west and Woodbine on the south. Businesses located in this area are charged higher business license fees with the revenue administered by an advisory board for the benefit of the district.*

**Staff**

*Refers to employees of the City of Kirkwood under the direction of the Chief Administrative Officer as outlined in the City Charter.*

**Subdivision Regulation**

*The control of the division of a tract of land by requiring development according to design standards and procedures adopted by local ordinance.*

**Zoning**

*A set of regulations, districts, and administrative procedures governing the use of land. Zoning is the tool used to implement the goals and policies of a land use plan.*

## **ACKNOWLEDGEMENTS**

Many individuals played important roles in the development of the Kirkwood Vision 2015 Comprehensive Plan. Elected and appointed officials, City staff, volunteer citizens, and consultants all worked diligently to bring about the final Plan. In addition, hundreds of citizens, property owners, business owners, and other stakeholders participated in public forums held throughout the planning process as well as providing written ideas and comments.

Those who made significant contributions are recognized on the following pages:

### **Planning and Zoning Commission:**

Tom Waltz, Chair

Ignatius Yuan

Joe Soraghan

Greg Frick

Ed Golterman

Valery Starr

Malcolm Bliss

Clarence Smallwood

Larry Ross

### **Kirkwood Comprehensive Plan Steering Committee:**

Norella Huggins, Chair

Malcolm Bliss

Doris Danna

Jim Hall

John Postel

Joe Soraghan

Mike Swoboda

Harold Whitfield

Barbara Byerly

Kim Fitzgerald

Karen Kennedy

Robert Snyder

Valery Starr

Liz Walker

### **Vision 2015 Comprehensive Plan Consultants:**

Focus St. Louis:

David Boyd

Horner & Shifrin, Inc.:

James Pona, AICP

Dan Lang, AICP

Peter Green, AICP

McBride Dale Clarion:

C. Gregory Dale, AICP

The Vandiver Group:

Mack Bradley

Kelly Ferrara

Scott Stevener

**Kirkwood Downtown Urban Design Plan:**

Staff Liaison: Rosalind Williams, Dir. of  
Community Development  
Council Liaison: Art McDonnell

**Kirkwood Downtown Urban Design Team:**

Doris Danna Janet Frain  
Randy Miltenberger Ellen O'Brien  
Andrew Raimist Tom Teasdale

**Downtown Urban Design Plan Consultants:**

Thirdland, Inc.: Tim Franke  
Holden Associates: Phil Holden  
Fischbach  
Transportation Group: Gillian Fischbach

**Manchester Corridor Revitalization Plan:**

Staff Liaison: Rosalind Williams, Dir. of  
Community Development  
Council Liaison: Paul Ward

**Manchester Corridor Revitalization Plan Consultants:**

Woolpert, Inc.: Scott Schanuel  
Thirdland, Inc. Tim Franke

**Park Board:**

Skip Kincaid, President  
Gerry Biedenstein Katie Burckhalter  
Linda Fenton Steve Husicker  
Carl Lumley Dave Mulcahy  
Michael Pollack Betsy Wendell

**Landmarks Commission:**

Rob Forney, Chair  
Maggie Albers James Baker  
Vicky Gobberdiel Patricia Jones  
Wally Schramm Phebe Williams

**Library Board:**

Brenda Banjak  
Shirley Browne  
Joan Dowell  
Jill Raiser  
Joe Walsh

Douglas Brockhouse  
Bob Clodfelter  
Jim Matush  
Catherine Irwin Reber

**City Council:**

Mike Swoboda, Mayor  
Joseph E. Godi  
Michael T. Lynch  
Arthur J. McDonnell

Connie Karr  
Thomas J. Noonan  
Paul W. Ward

**City of Kirkwood Staff:**

Michael G. Brown, Chief Administrative Officer  
Georgia L. Ragland, Asst. Chief Administrative Officer  
Daniel Niebaum, AICP, Planner, Dept. of Public Works  
Kathie Stephey, Administrative Secretary

## ADMINISTRATIVE RECORD

In the development of the Vision 2015 Comprehensive Plan, a number of documents were reviewed or created. An Administrative Record of the process has been assembled to preserve these documents. Below is a list:

1. 1984 Comprehensive Plan for Kirkwood
2. Manchester Road Corridor Revitalization Study
3. Parks and Recreation Community Survey
4. Minutes and Agendas of the Comprehensive Plan Steering Committee Meetings
5. Profile of Kirkwood General Demographic Characteristics: 2000 Census
6. Notes from September 22, 2001, Bus Tour With Comprehensive Plan Steering Committee
7. Kickoff Public Meeting, November 14, 2001
8. Kirkwood Vision:2015 - Ranking of Primary Focus Areas
9. Kirkwood Vision: 2015 - Public Meeting Report, November 14, 2001
10. Tell Us Your Dreams About Kirkwood - compilation of written comments, January, 2002
11. January 24, 2002, Charrette Comments on Issues Affecting Kirkwood
12. Results of February 28, 2002, Planning Charrette - March 13, 2002, Memorandum
13. Charrette Photos
14. "Tools for Building the Future" powerpoint presentation by C. Gregory Dale, April 10, 2002
15. Comments on "Tools for Building the Future" presentation by C. Gregory Dale, April 10, 2002
16. Comments from Comprehensive Plan Public Hearing, May 8, 2002
17. Comments from Comprehensive Plan Public Presentation, August 29, 2002
18. Comments from Comprehensive Plan Public Presentation, November 20, 2002
19. List of Zoning Changes for 1967 - Present
20. Publicity Materials