

Ladue Vision 2040

Comprehensive Plan

City of Ladue, Missouri
Adopted by Zoning & Planning Commission
December 15, 2021



RESOLUTION NO. ZP-2021-01 OF THE ZONING AND PLANNING COMMISSION
OF THE CITY OF LADUE

A RESOLUTION ADOPTING AN UPDATED COMPREHENSIVE PLAN (LADUE VISION 2040) FOR THE CITY
OF LADUE

WHEREAS, the City adopted its most recent Comprehensive Plan in 2006, but it was determined that an updated plan should be developed to ensure that the City’s current goals are reflected and supported by the City’s adopted comprehensive plan; and

WHEREAS, in May of 2019, the City Council of the City of Ladue authorized a contract for the provision of professional planning services for the purpose of developing an updated comprehensive plan for the City of Ladue; and

WHEREAS, the City solicited input from the public through public meetings and surveys in order to determine the preferences, goals, and priorities of the City’s residents; and

WHEREAS, based on input from residents and stakeholders in the community, the plan includes nine Community Goals, with specific strategies to attain each goal; a Future Land Use Plan with a map showing areas for each future land use; and a Streets Plan showing road layouts and recommended improvements based on road typology; and

WHEREAS, the Zoning and Planning Commission of the City of Ladue is authorized to prepare and adopt a City Plan/Comprehensive Plan pursuant to Chapter 89 of the Missouri Revised Statutes (RSMo.); and

WHEREAS, in accordance with Chapter 89 RSMo., specifically Section 89.360 RSMo., the Zoning and Planning Commission of the City of Ladue held a duly noticed public hearing on November 17, 2021, to discuss adoption of the final draft of the updated Comprehensive Plan (Ladue Vision 2040), and no objections were heard during that public hearing; and

WHEREAS, the strategies and recommendations to be carried out within Ladue Vision 2040 will be done in accordance with all City ordinances and standard City processes; and

WHEREAS, the Zoning and Planning Commission met on December 15, 2021, for the purpose of approving this Resolution and formally adopting Ladue Vision 2040 and finds that this updated Comprehensive Plan, Ladue Vision 2040, will promote the health and general welfare of the City of Ladue and it is in the best interests of the City to adopt this Plan.

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

Section 1. The attached Comprehensive Plan of the City of Ladue (Ladue Vision 2040), including specifically the Future Land Use Map, Streets Plan, and Community Goals and Strategies for the same, is incorporated by reference as is fully set forth herein, and is hereby adopted.

Section 2. In accordance with Section 89.360 RSMo., the Secretary of the Commission shall record on Ladue Vision 2040 the Commission’s vote to approve the updated Comprehensive Plan, file said Plan with the office of the Commission, and shall file a copy of said Plan with the office of the county recorder.

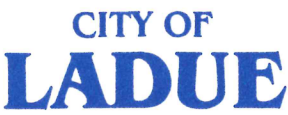
Section 3. In accordance with Section 89.360 RSMo, the Ladue Vision 2040 shall be certified to the City Council of the City of Ladue and the City Clerk and shall be made available to the public.

Adopted by the Zoning and Planning Commission this 15th day of December 2021 by a vote of 6 in favor and 0 opposed.



McPherson Moore
Zoning and Planning Commission Chairperson

Foreword



Office of the Mayor

This Page Intentionally Left Blank

Dear Residents:

How lucky we are to live in such a beautiful community! As we celebrate our city’s 85th anniversary, we acknowledge the thoughtful planning of those who came before us. The things that we love and value, such as our families, friends, homes and businesses, need to be cared for and nourished. The City of Ladue is no different.

To retain Ladue’s status as one of the premier communities in the St. Louis region, we need a thoughtful plan that incorporates the hopes and dreams of our current residents. We know that you care deeply about retaining the prompt and personal service you get from your local government. We know you want to live in a city where the leadership puts its citizens’ health and safety first.

The character of the Ladue community is defined as a quiet residential town with well-maintained homes and neighborhoods, top-tier public services and a livability that promotes interpersonal connections and community building, such as sidewalks, public spaces and inviting small business districts.

A comprehensive plan is designed to guide decision making for the future of our city. This document reflects hundreds of hours of input from residents, businesses and property owners as well as local institutions, public and private, that allow us to adapt to the evolving needs of our demographics and yet retain the charm and character that we love about our community.

Please continue to be involved in your community by volunteering for committees, supporting local businesses and voicing your thoughts and opinions. We must work together to always better our beloved city.

Regards,

A handwritten signature in blue ink that reads "Nancy Spewak".

Nancy Spewak
Mayor, City of Ladue

Acknowledgments

This plan was created with the support of many dedicated individuals and organizations. We thank them for their hard work, expertise and involvement throughout the Comprehensive Planning process. And a special thanks to the City of Ladue’s Administrative Assistant, Ashley Quinn, for her assistance with advertising and communicating the planning process through email, social media, postcard mailing, and the newsletter, and more; City Hall staff for the set up and tear down of meeting spaces; and the residents, business owners, and stakeholders of Ladue who provided their time, expertise, and input for the development of this plan.

Advisory Groups

Client Group
Mayor Nancy Spewak
John Fox, *City Council President*
Thomas Kahn, *Zoning & Planning Commissioner*
Anne Lamitola, *Director of Public Works*
McPherson Moore, *Zoning & Planning Commission Chairman*
Andrea Sukanek, *City Planner, Project Manager*

Advisory Committee Members
Frank Blair, *Schnarr’s Hardware*
Chris Cedergreen, *Architectural Review Board*
Nicolas Chicoine, *Youth Council*
Mark Critchfield, *Architectural Review Board*
Libby Donnell, *Ladue Garden Club*
Jane Epstein Lavey, *Giddyup Jane*
Susan Gausnell,* *Special Events Committee*
Joe Gazzoli, *Finance, Revenue, and Taxation Committee*
Laure Hullverson, *BOSTA Committee*
Tim Kaufmann, *Public Works Committee*
Jim Koman, *Koman Properties*
Mary Lemkemeier, *The Nook*
Donn Lux, *Luxco Corporation*
Lloyd Palans, *Strom Water Advisory Committee*
Mark Ratterman, *Public Works Committee*
Sara Reiff, *Trustee/Resident*
Susan Ryan, *Vera Causa Group*
Mark Schnuck, *The Desco Group*
Ray Strangehoener, *Commerce Bank/President*
Nancy Ylvisaker, *BOSTA Committee*

Elected & Appointed Officials

City Council
Stacey Kamps, *Ward I*
John Howell, *Ward I*
Patrick Hensley, *Ward II*
John Fox, *Ward II, Acting President of the Council*
Harold Burroughs, *Ward III*
Bill Brennan, *Ward III*

Zoning & Planning Commission
McPherson Moore, *Chairman*
Timothy Crowley
Thomas Kahn
John Lochhead
Margaret Holtman
Robbye Toft
Susan Gausnell*, *Former Advisory Committee Member & Newly Appointed Zoning & Planning Commission Member*
James Howe, IV, *Former Commission Member*

Project Team

Consultants
H3 Studio
John Hoal
Tim Breihan
Julia Pancoast

Shockey Consulting
Beth Quindry
Gabby Danback
Ellen Rottjakob

Table of Contents

INTRODUCTION7

SECTION 1: COMMUNITY GOALS15

Community Character 16

Natural Resources & Landscapes24

Residential Subdivisions & Housing30

Business Districts & Commercial Areas36

Mobility & Connectivity42

Infrastructure & Technology48

Governance & City Services54

Fiscal Health & Economic Sustainability58

Livability & Community62

SECTION 2: PLAN COMPONENTS67

Future Land Use Plan68

Streets Plan90

SECTION 3: IMPLEMENTATION PLAN105

APPENDIX117

Appendix A: Missouri Revised Statutes 118

Appendix B: Community Survey Report 120

Appendix C: Analysis Maps 138

Appendix D: Public Comments Received 154



Introduction

Over the past 80 years, Ladue has made a forthright effort to preserve its heritage while responding to an ever-evolving society through thoughtful planning over many decades. The City’s first comprehensive plan was developed in 1939 and has since been updated in 1974 and again in 2006 in response to changing conditions such as population growth, advancement of technologies, and economic shifts. This Comprehensive Plan Update will continue Ladue’s legacy of long-range planning as an essential tool for maintaining a premier, resilient and desirable community.



The City of Ladue, located within St. Louis County, is recognized as a premier residential community both regionally and nationally, distinguishable for its high-quality homes and scenic countryside character within an urban metropolitan context. Woven into this residential community and contributing to its desirability and character are excellent public and private schools, significant religious institutions, picturesque private clubs, and charming commercial areas.

Ladue maintains high property values and enjoys many advantages, such as its centralized location in the region, access to excellent education, high quality homes and subdivisions, and its unique naturalistic and countryside character and charm which has been well preserved. The City government provides high-quality, effective and efficient public services, while keeping taxes reasonable for residents. Ladue puts forward the highest quality emergency services (police, fire, and EMS), as well as, public works services with limited tax dollars.

As a mature City, Ladue has entered a critical phase of planning. Now that the community is largely built out, the basic land use pattern of the City is established. Previous comprehensive planning focused on protecting and continuing the spacious residential character while assessing changing community needs over time, this Comprehensive Plan Update – *Ladue Vision 2040* – continues these themes. This Plan seeks to determine a Vision for the next 20 years in order to preserve and strengthen Ladue. A Comprehensive Plan is a long-range plan to guide and control growth and development, building upon a community’s strengths and identifying solutions to the issues and needs facing the community.

Ladue Community Vision

The City of Ladue is recognized as one of the premier residential communities in the St. Louis region. For over 80 years, Ladue has maintained and strengthened this position through thoughtful and vision-focused planning and development that preserves and enhances the unique character that gives Ladue its identity and sense of community.

Moving forward, the City of Ladue will utilize a comprehensive approach to guide placemaking and preservation that maintains the City’s desired character - defined by its natural landscape, distinctive residential subdivisions and commercial districts, premier institutions, regional accessibility, efficient and effective government services, and the provision of community amenities for a high-quality of life - while addressing the future needs and aspirations of the community.

How the Plan will be Used

Ladue 2040 builds upon the existing 2006 Comprehensive Plan and serves as an update. With an established land use pattern, a framework is needed for decisions, guided by a vision for long-range improvements needed to sustain a high quality of life in Ladue. The intent of this plan is not to identify a specific “end state” for the City of Ladue, this Plan is structured as conceptual guidance and as a call to future action, based upon a 20-year vision for the City. This plan presents goals, strategies, and recommendations for the City, as guidance for achieving the community’s vision over time. This Plan provides suggestions and does not commit the City to implementation.

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

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

The Zoning and Planning Commission plays a critical role in the planning process and must be alert to the needs of the community. It must bring such needs to the attention of the City Council, as well as other agencies within the community having direct responsibility for public improvements. The appraisal of local needs and the continued application of the planning principles set forth herein will assure maximum benefits from the Plan and will result in the orderly and economical attainment of the goals established in the Plan.

After formal adoption of the Ladue Vision 2040 Plan, it becomes a tool for communicating the City’s land use policy and coordinating individual decisions into a consistent set of actions that harmoniously shape the City’s growth and redevelopment. The Plan supersedes all land use plans previously adopted by the City. It should be used to update and inform administration of the City’s existing planning tools, which include, but may not be limited to the following:

- Zoning Ordinance
- Subdivision Ordinance
- ARB Guidelines
- Storm water Management Program
- Capital Improvement Plan (Ten-Year Plan)

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

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

To that end, the Ladue Vision 2040 Plan will be used in several ways:

- 1. As a guide for Future Land Use Decisions**
 - To provide the Zoning and Planning Commission and City Council with an explicit statement of public policy to assist them in their decision making on specific development and land use issues.
 - To remove as much uncertainty as possible from the development process, and thereby facilitate optimal location decisions on the part of businesses, households and developers.
 - To provide administrative continuity through successive City administrations in dealing with development proposals, both public and private.
 - To provide the community confidence that recommendations in the Plan are based on the public’s participation and input, and that changes made in the community will be gradual and sensitive to the public’s needs and interests.
- 2. As an Outline for Public Facility Decisions**
 - To provide a framework for an orderly and reasonable implementation of the improvement projects recommended by the Plan.
 - To furnish a means of insuring that improvement projects will be carried out concurrently with the community’s ability to pay so that their completion will not create a tax burden.
- 3. As a Call to Action**
 - To articulate and serve as a call to action on City initiatives, including continued efforts to improve walkability and connectivity, improve broadband coverage and service, manage storm water runoff, enhance the Clayton Road Business District to be more pedestrian friendly, and facilitate the evolution of the commercial area at I-170 and Ladue Road to enhance revenue generation for the City overtime.

This Plan represents a long-range (20 year) vision for the community. However, the Plan must be periodically reviewed and updated. City staff and Zoning and Planning Commission should establish a system for tracking progress of Plan implementation to assess Plan recommendations and to determine whether adjustments are needed to the Plan.

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

Structure of the Plan

This plan is organized into three (3) main sections as follows:

- *Section 1: Community Goals*
Identifies nine (9) community goals for the City. This section explains the existing conditions and context for the topic area covered by the goal, as well as strategies for addressing challenges relating to each goal.

Community Goal Topic Areas:

- Community Character;
- Natural Resources and Landscapes;
- Residential Subdivisions & Housing;
- Business Districts & Commercial Areas;
- Mobility & Connectivity;
- Infrastructure & Technology;
- Governance & City Services;
- Fiscal Health & Economic Sustainability;
- Livability & Community.

- *Section 2: Plan Components*
Contains the physical plans - Future Land Use Plan and Streets Plan - intended to provide clarification and additional details relating to the Strategies in section 1.

- *Section 3: Implementation Plan*
Provides guidance to assist with implementation of the plan.

- *Appendices*
Provides additional information and details about the community and the planning process.

What is a Comprehensive Plan?

A Comprehensive Plan is an official document adopted by a city as a policy guide to decisions about the physical development of the community. The plan is not a regulatory ordinance, but a guide to be used when regulatory ordinances, such as the zoning ordinance, are developed and administered. The plan is not a detailed capital improvement program showing precise locations of public improvements and community facilities; it is used as a guide in the detailed planning that must occur before those facilities are built.

The plan is a comprehensive document in that it covers all portions of the city and all facilities that relate to development. Chapter 89, Section 89.350 of the Missouri Revised Statutes states the purpose of the Comprehensive Plan, for details on Section 89.350 see the Appendices.

Creating the Plan

The Ladue Vision 2040 Plan was developed through an extensive and iterative public engagement process. The comprehensive planning process occurred in four (4) phases (as described below) with public engagement commencing in fall of 2020 with the initial stakeholder interviews and the formation of the Mayor’s Advisory Committee. The core public engagement activities (phases one through three), occurred over the course of nine (9) months between September 2020 and June 2020, working to identify the top concerns for the plan to address and establish a vision supported by a series of goals and strategies as a roadmap to achieve the articulated 15 to 20 year community vision. Following the core engagement the Draft Plan was developed in phase four and reviewed internally by the client group and the Zoning and Planning Commission before being shared with the Advisory Committee one more time to get input before the plan was posted for public review and comment (See Appendix D for public comments received) as the start of the public hearing process for plan adoption. The Plan was unanimously adopted by the Zoning & Planning Commission on December 15, 2021.

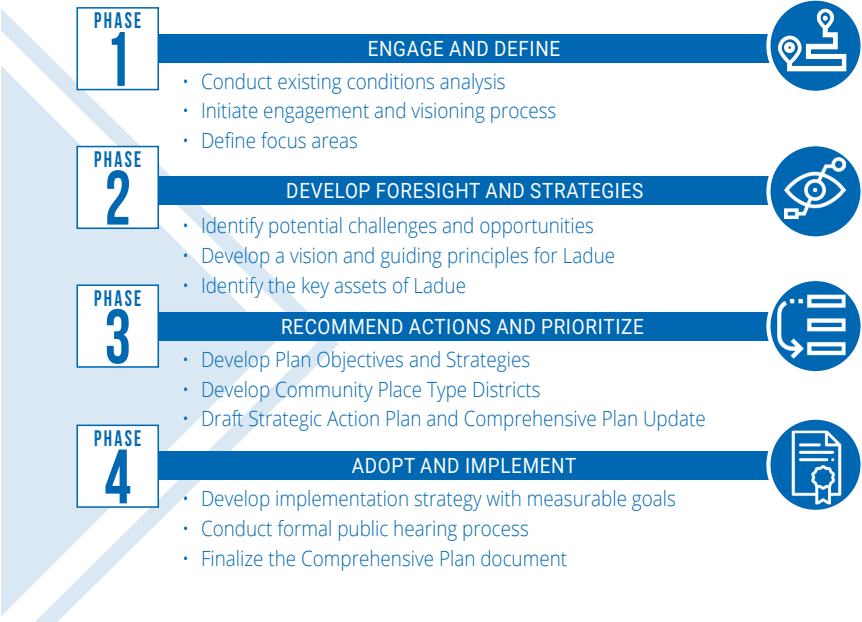
All opportunities for input were advertised widely through the City’s website, email distribution lists, newsletter, mailed postcards, project website (see below for more information), and social media outlets. Public Engagement Activities utilized throughout the planning process in development of the plan are summarized on the facing page.

The Planning Process

The planning process has been designed to:

- foster collaboration with decision-makers, citizens and stakeholders
- be strategic and identify what is most important
- define actions, timeframes, and measures to support implementation.

Planning will take place in four phases.



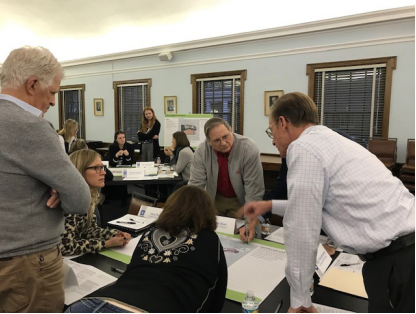
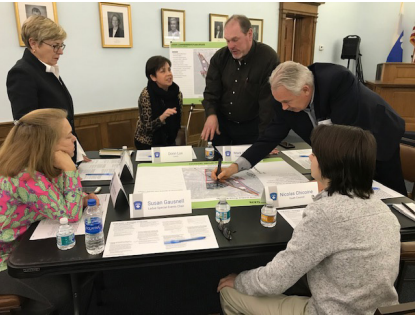
Project Website

A project website was created to facilitate a transparent planning process and keep the community informed. The website served as a repository of information: explaining the purpose for the comprehensive plan update; outlining the planning process and engagement plan; and providing the opportunity to view documents and information produced, view past meeting presentation, meeting notes and outcomes from engagement activities. The website also served as a means to collect feedback online via the virtual open house and linked people to the community survey. The website was a living space that was continually updated with the most up to date information on the plan’s development.

This Comprehensive Plan Update utilized Seven (7) key engagement activities:

- 1. Client Group Work Sessions:** The City formed an advisory Client Group for the project to guide and advise the entire planning process, setting direction for the plan. This six member working group included elected and appointed officials and city staff to review materials as they were developed and provide technical guidance and feedback.
- 2. Mayor’s Advisory Committee:** This 20 member group was assembled by the Mayor as a working advisory group to assist in the development of the Plan. The Advisory Committee met four (4) times (three in person and one virtual) throughout the planning process. The Advisory Committee was instrumental in the gathering of comment and information in development of the Comprehensive Plan. This group provided a diversity of perspectives and voices, representing residents, business owners, property owners, and representatives from several of the City’s Boards and Commissions.
- 3. Public Workshops:** Two (2) large scale public workshops were held through the planning process as opportunities to collect feedback from the community. The first was held in-person on March 2, 2020 with 51 attendees that signed into the meeting. The second public meeting was held virtually to follow social distancing guidelines in place due to Covid-19. The live zoom meeting was held on June 23, 2020 and an extended online open house was available on-demand from June 24 to July 12. A total of 86 people participated in the virtual public workshop and open house.
- 4. Community Survey:** A total of 469 respondents completed the Ladue Community Survey between February 2 and May 10, 2020. The survey was available online and on paper and promoted widely through city channels of communication, including the spring newsletter that was mailed to all households. The full Community Survey Report can be found in the appendix.
- 5. Elected and Appointed Officials Stakeholder Interviews:** At the onset of the project individual interviews were completed with all City Council and Zoning and Planning Commission members, as well as the chairs of relevant Boards and Commissions to gain insights, understand the issues and challenges being faced today, and the desired direction for the future.
- 6. Briefings to Zoning & Planning and City Council:** Throughout the process there was one (1) briefing to City Council and two (2) briefings to Zoning and Planning Commission. These briefings provided an update on the planning process, reporting the findings from engagement and analysis, as well as providing and the opportunity to gather input and feedback on the Plan’s content from these elected and appointed officials. The City staff provided additional updates to these two groups throughout the planning process.
- 7. Stakeholder Focus Group Meetings:** Information was gathered from several key groups in the community through a Youth Council virtual focus group meeting, a survey provided to attendees of the Annual Subdivision Trustees Meeting, and discussions with area developers and property owners, religious leaders, and heads of area schools.

Many Ladue residents and stakeholders participated in this planning process, 155 people attended public meetings and 487 people completed surveys, for a total of 642 points of contact. Feedback gathered through the engagement process, combined with rigorous analysis of existing conditions, demographic & development trends, helped inform the top concerns for the plan to address; in-turn identifying the Community Goals.



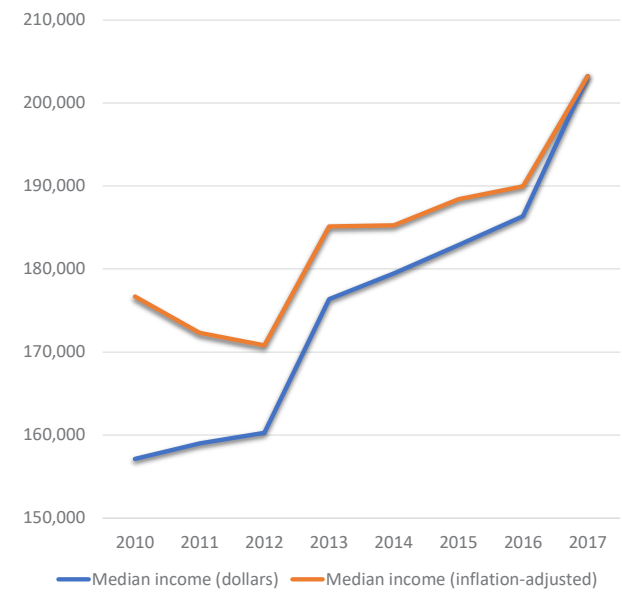
Plan Context

Ladue is 8.568 mi² with an estimated population of 8,635 according to the 2018 American Community Survey (ACS) 5-year Average for the City of Ladue. The population density in Ladue is roughly one thousand people per square mile (for comparison purposes the adjacent City of Clayton, MO is approximately 6,600 people/square mile). Ladue’s lower population density, despite its urban adjacent context, is due to its single family land use and larger lot subdivisions. All of Ladue’s homes are detached single family (except one) and 60% of residentially zoned lots are 30,000 square feet or larger.

Demographic trends show that households above 45 years of age are growing, with high growth rates in ages 65 and older. This trend is both a local and national trend – population overall is aging. Population under 18 years and between 25 and 44 years of age have declined slightly with households above 45 years of age growing at 22% more the rate of St. Louis County as a whole. Ladue is the region’s wealthiest ZIP code with 72% of Ladue’s household growth in households with incomes of \$100,000 and greater. The rate of new housing starts in Ladue is over 5 times the rate for St. Louis County as a whole. The average new home cost in Ladue is \$1.5 million.

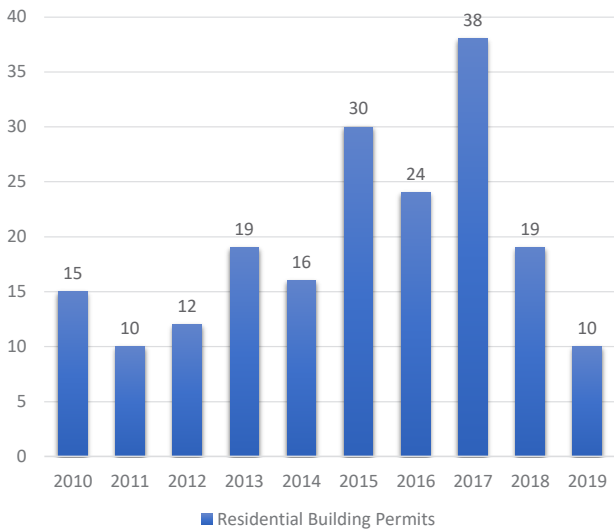
In Ladue the emerging demographic trends show a loss of population under 18 and flat growth rate in population 25 to 44, this may indicate a decreased ability or desire of families with school aged children to live in Ladue. High growth rates in ages 65 and older indicates the need to understand lifestyle needs for aging seniors that wish to age in place. These demographic trends are important to understand for comprehensive planning, to align community needs with emerging demographic trends and evaluate the impacts these trends may have on the community.

Figure 3: Ladue Median Household Income, 2010 to 2017



Household Median income has increased 15% in inflation-adjusted dollars since 2010. Ladue’s 2017 household median income (\$203,250) is 3.2 times the household income of St. Louis County as a whole (\$62,932).

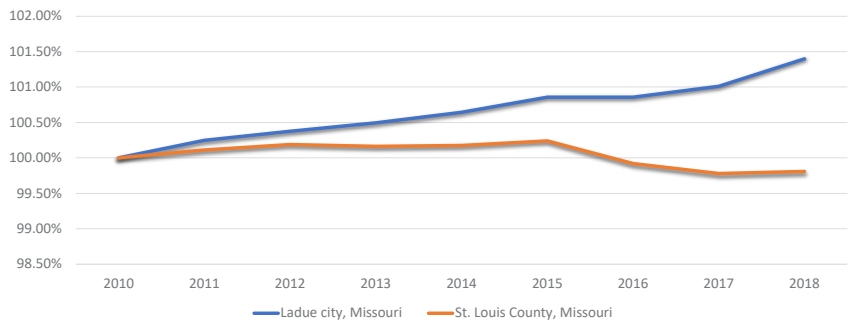
Figure 4: Residential New Home Building Permits, 2010 to 2019



196 new homes have been constructed in Ladue since 2010. per year, between 0.5% and 1% of Ladue’s homes are new construction. The rate of new housing starts in Ladue is over 5 times the rate for St. Louis County as a whole.

Demographic Trends

Figure 1: Percent of Population Change, 2010 through 2018



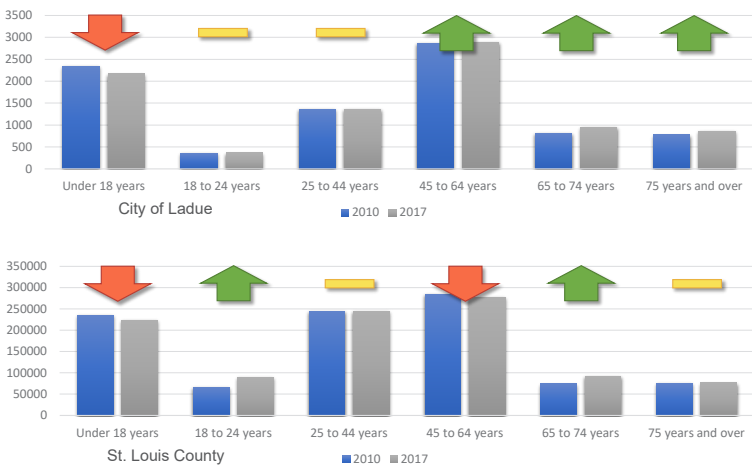
Since 2010, Ladue has grow at 0.15% per year. St. Louis County has declined -0.04% per year since a high in 2014.

Figure 2: Population Growth (2006 Comprehensive Plan Projections vs. Actual)

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Projected Growth	8,611	-	-	-	-	8,740	-	-	-	-	8,871
Actual Growth	8,516	8,537	8,548	8,558	8,571	8,589	8,589	8,602	8,635	-	-

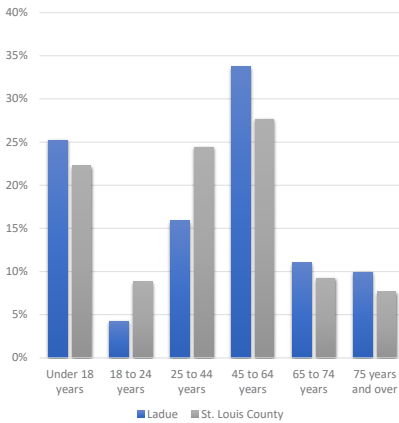
Actual population growth has been slightly less than the projected population growth estimated in the 2006 Comprehensive Plan. A more accurate population estimate will be available once the 2020 census results for cities are published.

Figure 5: Population Change by Age Cohort, 2010 to 2017



For residents 65 and older, Ladue’s population has increased 25% more than St. Louis County. For residents 45 to 64, Ladue’s population has increased 22% more than St. Louis County. For residents 25 to 44, Ladue’s population has decreased 10% more than St. Louis County.

Figure 6: Percentage of Age Cohort, 2017



Community Survey Summary

The Community Survey was completed by 469 people

Overall citizen satisfaction with City Government and City Services is high.

64% support the preservation of existing homes to retain current community character.

Interest in additional amenities: 85% trails and greenways; 77% additional parks and recreation opportunities; and 75% bike paths.

Only 35% were satisfied with overall planning for community connectivity.

61% feel housing for empty nesters is important.

(See Appendix for complete Community Survey Report.)



Section 1: Community Goals

The nine (9) community goals are described in this section. The current status of each topic area covered by the goals is described ahead of each goal for context. Then the goal is listed in addition to several strategies to assist the community with attaining the listed goal. The nine (9) community goals are as follows and are not ordered by rank or priority.

Community Goals:

Community Character

Goal #1 – Preserve & Enhance the City-Wide Community Character of Ladue.

Natural Resources and Landscapes

Goal #2 – Protect and Manage Ladue’s Natural Resources as well as the Public and Private Landscapes.

Residential Subdivisions & Housing

Goal #3 – Maintain, Preserve & Evolve Ladue’s Residential Subdivisions while Encouraging Home Renovation and Expanding Housing Opportunities.

Business Districts & Commercial Areas

Goal #4 – Improve the Attractiveness, Identity, and Competitiveness of Ladue’s Commercial and Business Districts.

Mobility & Connectivity

Goal #5 – Enhance Transportation and Active Mobility for Citizens of all Ages and Abilities.

Infrastructure & Technology

Goal #6 – Facilitate and Encourage High-Quality Improved Infrastructure and Reliable Public Utilities.

Governance & City Services

Goal #7 – Maintain and Improve the Provision and Quality of City Services and Governmental Accessibility and Accountability.

Fiscal Health & Economic Sustainability

Goal #8 – Maintain the City of Ladue’s Fiscal Health, Economic Sustainability, and Stewardship of Public Resources.

Livability & Community

Goal #9 – Foster a Sense of Community Through Civic Events, Partnerships, and Increased Participation.

Community Character

Since its founding, Ladue has been characterized by distinctive subdivisions and homes, quaint commercial districts, picturesque clubs, and premiere public and private schools and civic institutions set in a landscape of rolling hills, streams, trees, and open vistas. As Ladue evolves, the city will thoughtfully and intentionally preserve this unique character and encourage continued high-quality and environmentally responsive subdivision, infrastructure, architecture, landscape and site design.

Existing Conditions
Ladue’s distinct community character and identity is captured in its land use mix. Approximately 77% of the land area of the City is devoted to single family uses, interspersed with schools, private clubs, and religious institutions (14%); publicly owned land including streets, parks and civic buildings (6%); Commercial uses (1.5%); and Industrial uses (1.5%). This pattern has remained largely unchanged in Ladue. Due to this distribution of land uses, Ladue’s image is that of a residential community woven together with civic and institutional campuses and private clubs which contribute to the spacious, wooded and rural character of Ladue. The City’s residential subdivisions, institutions and clubs are at the core of what most citizens value about Ladue.

Ladue’s distinctiveness in the region, beyond its desirable residential character, is further defined by the civic, institutional, and recreational clubs that are located in the City. These land uses collectively account for 14% of Ladue’s land area, with private clubs representing 8%. This category of land use is the second largest and greatly contributes to the community’s aesthetic character through thoughtful campus design, beautifully maintained facilities, well landscaped grounds, and open space.

Religious and educational institutions and campuses are an integral part of Ladue’s community character as well. These sites contribute to the civic landscape that is woven into the fabric of the community. The educational facilities are an important land use which adds value to the community. The religious institutions represent important fixtures in the community, serving residents as places of worship.

Development and land use in Ladue are currently regulated by nine (9) zoning districts, and the city’s zoning map generally reflects the existing land use pattern; except civic and institutional land uses as well as private clubs, which make up the second largest land area in Ladue combined, do not have a distinct zoning district and are included within the residential zoning districts. Six (6) of the zoning districts are residential districts; two (2) are commercial districts; and one (1) is industrial. The existing Ladue zoning districts are shown in Map 1.1.

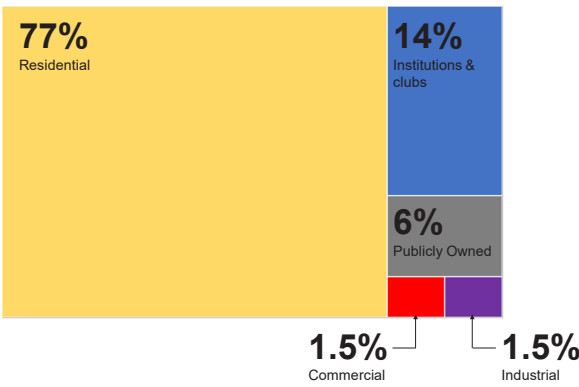


Figure 8: City of Ladue Land Use Mix
The above graphic shows the mix of Land Uses in the City of Ladue as a percentage of land area.

In general, the six (6) residential districts represent the range of lot sizes offered in Ladue with the largest lot zoning district (Residential Zoning District A) having a 3-acre minimum lot size, and the smallest lot zoning districts (Residential Zoning Districts E and E1) having a 10,000 square foot minimum lot area. Lot sizes and subdivision patterns in Ladue are ranging and varied, resulting in non-conforming lots in any given district. Additionally, lot development regulations are not generally representative of existing built conditions (scale, massing, siting, setbacks etc.). Within the Six (6) residential districts, the average as-built site coverage ranges across zoning districts from 4% (A Residential) to 21% (E1 Residential). Under current zoning regulations, the residential areas (depending on the zoning district) could be built at approximately 2 to 6 times the site coverage as currently built. As a built-out community, new development occurs as lot-by-lot incremental redevelopment, with existing homes being torn down and replaced with new homes set within an existing character and context. The impacts of the

zoning code not reflecting the existing character (specifically with regard to scale, massing, siting, and setbacks) has resulted in what the community has identified as a **major issue impacting community character –the “overbuilding” of lots and construction of extremely large homes.**

Ladue has two (2) commercial zoning districts, one designed for general commercial and the other created for community commercial. Within the two (2) commercial districts, the average as-built site coverage is 20% (G2 Commercial) to 23% (G1 Commercial). Under current zoning regulations the two (2) commercial districts could be built at approximately 3 times the site coverage as currently built. Today there is a mismatch in commercial zoning vs. built condition. The zoning code in commercial districts do not often permit the existing built development, therefore much of the built environment is non-conforming to zoning regulations in terms of current parking requirements, greenspace requirements, and/or allowable building square footage without a special use permit (SUP). This creates a challenge for incentivizing redevelopment of commercial properties, limiting development options for these properties, without requesting variances, which can be time consuming and therefore costly for property owners and developers.

Ladue’s Zoning Ordinance does contain Planned Unit Development (PUD) regulations, however the PUD has not been widely used because its applicability is limited. For a site to be applicable for a PUD it must abut the edge of the community (i.e., City Limits) and be at least twelve (12) acres in size. The Woods of Ladue subdivision, developed by Pulte Homes in 2017 was approved as a PUD.

In conclusion, preserving the city’s desired aesthetic character can be accomplished through zoning code modifications to ensure incremental development overtime contributes to and preserves the community character.

Ladue Community Survey

64% support the preservation of existing homes to retain current community character.

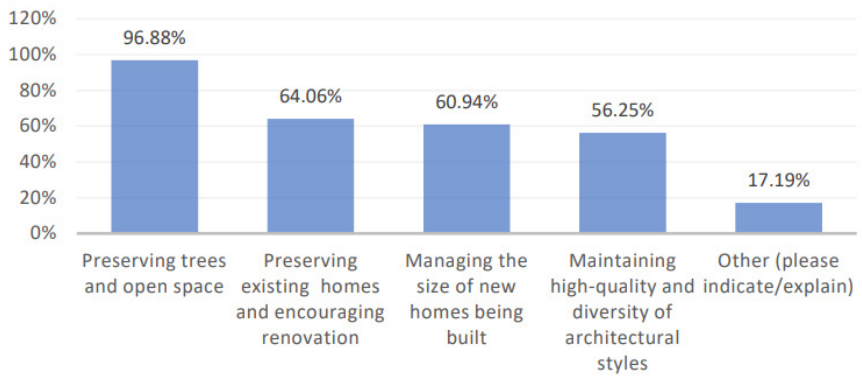
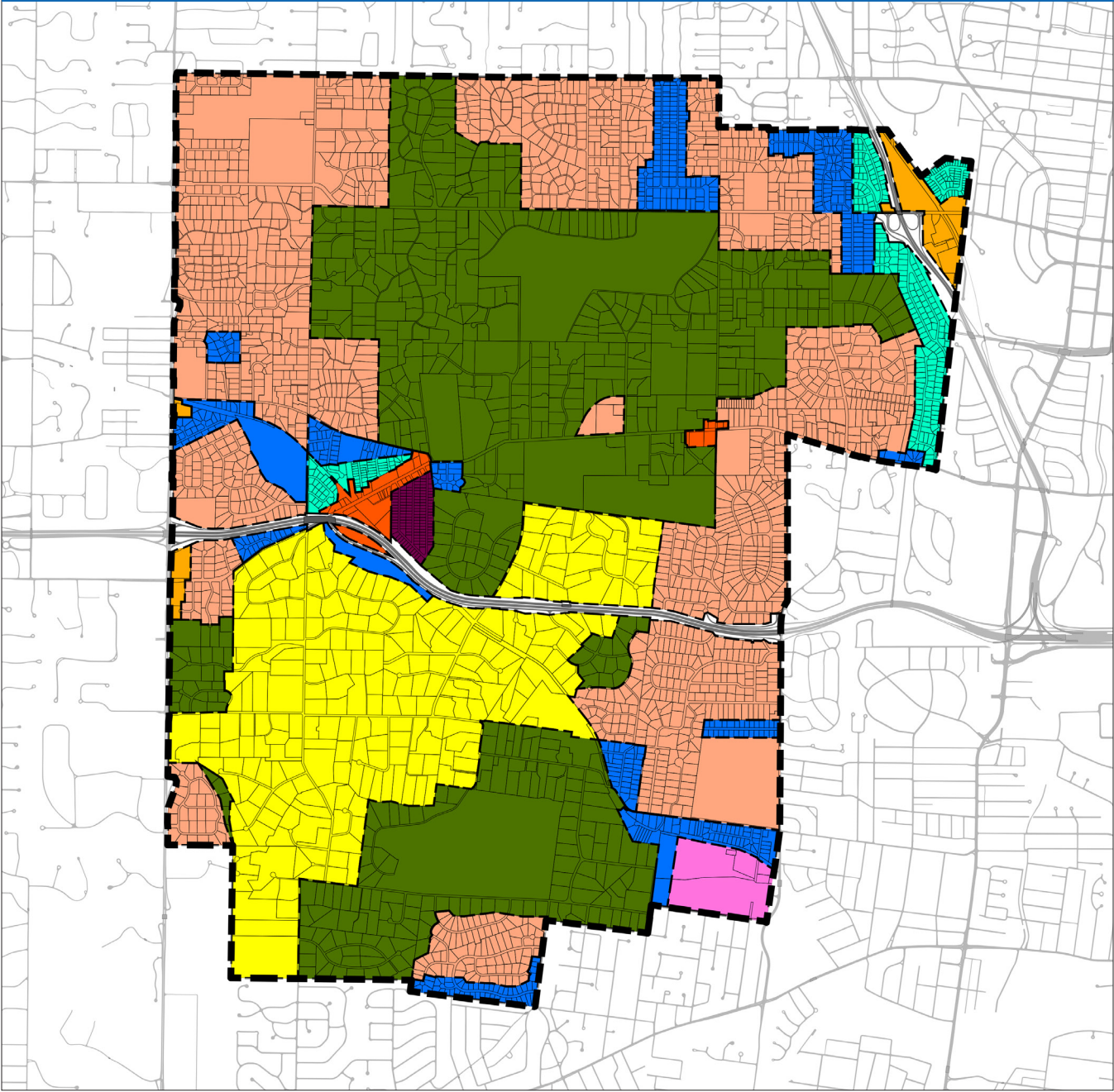


Figure 7: Factors Most Important for Preserving Community Character
A virtual public meeting and online open house was conducted as part of the planning process. A survey question asked participants “What factors do you feel are most important for preserving community character in Ladue?” The answers from the 65 people that participated in the open house survey are show in the chart.



Community Character



Map 1.1: Ladue Zoning District Map
Ladue has six (6) residential zoning districts, all single family zoned, two (2) commercial districts, and one (1) Industrial district.

Legend

- A Residential

B Residential

C Residential

D Residential

E Residential
- E1 Residential

G1 Commercial

G2 Commercial

H Industrial

Ladue is currently built to one-third or less the maximum density permitted under the zoning code

	Existing Average (As-Built)		Maximum Allowable (Per Zoning)*		Ratio
	Bldg. Coverage per Lot (Sq. Ft.)	Total Coverage %	Bldg. Coverage per Lot (Sq. Ft.)*	Total Coverage %	
A - Residential	5,777 Sq. Ft.	3.84%	26,136 Sq. Ft. ²	20.0% ¹	5.21 Times
B - Residential	4,835 Sq. Ft.	4.15%	19,602 Sq. Ft. ²	25.0% ¹	6.03 Times
C - Residential	3,538 Sq. Ft.	8.39%	10,500 Sq. Ft. ¹	35.0% ¹	4.17 Times
D - Residential	2,897 Sq. Ft.	11.99%	6,750 Sq. Ft. ¹	45.0% ¹	3.75 Times
E - Residential	2,116 Sq. Ft.	14.06%	4,343 Sq. Ft. ²	43.43% ²	3.09 Times
E1 - Residential	1,688 Sq. Ft.	21.25%	5,093 Sq. Ft. ²	50.93% ²	2.4 Times
G1 - Commercial	9,238 Sq. Ft.	23.29%	n/a	70.0% ¹	3.01 Times
G2 - Commercial	21,650 Sq. Ft.	20.42%	n/a	70.0% ¹	3.43 Times
H - Industrial	10,702 Sq. Ft.	4.89%	30,492 Sq. Ft. ¹	70.0% ¹	14.3 Times

Figure 9: Zoning Capacity Analysis
This analysis exercise illustrates a worst case scenario permitted by right based in the zoning code. This exercise seeks to determine if the prevailing existing built character is reflected in the zoning code. See Appendix C for more details.
¹ statutory
² Calculated (by dimension)
*Maximum allowable (per zoning) building coverage per lot consists of a primary building up to the allowable square footage per district and necessary accessory buildings, structures and uses up to the delta.

Goal 1:

Preserve & Enhance the City-Wide Community Character of Ladue

The strategies and recommendations contained in this section support the intent of Goal 1 and offer recommendations to achieve this goal through both policy and physical recommendations. Community Character is vitally important to the residents of Ladue. The key aspects identified by the community important for preserving the desired community character in Ladue include:

- Maintaining existing landscape character, tree canopy, open space and open vistas while discouraging excessive man-made visual obstructions;
- Preserving existing homes and promoting renovations;
- Managing the size of new homes being built; and
- Maintaining high-quality and diversity of architectural styles.

Strategies

1.1: Review and update the zoning code as needed and/or provide detailed design guidelines to preserve and enhance the unique character of the City, including street and infrastructure design, civic and residential architecture, public and private landscapes, and natural resources.

As part of a future zoning code update and/or development of additional design guidelines, the City should also review and amend the project approval process as part and parcel of any future updates, to ensure the process is efficient and inclusive of the appropriate approval bodies. See Future Land Use Plan in Section 2 for area specific recommendations for future updates.

1.2: Continue to ensure existing codes for fences, gates and entry monuments protect Ladue’s open space continuity and avoid materially impeding views of the pastoral character of Ladue.

One of Ladue’s defining features is its landscape and natural features, the rolling hills, open space, and open vistas are important elements to be protected as Ladue continues to redevelop overtime. It is important to protect this character by continuing to minimize the disruptive presence of fences and discourage gates from the public view shed along public and private street rights-of-way.

1.3: Encourage subdivision trustees to update indentures to preserve the unique character of each subdivision; provide a guide with suggestions for items to be included in the indentures that could be useful for updates.

Each private subdivision has varying degrees of indenture rules. Some of these indentures are outdated and need to be revised. The City cannot aid directly in this effort but can provide resources to trustees. A guide for updating indentures would be helpful, but the City should make it clear that all indentures must be enforced by the subdivision and shall not be enforced by the City.

1.4: Develop specific and detailed plans or design guidelines that over the long-term will result in distinctive high-quality commercial/business districts that contribute to the City’s identity.

Refer to Strategies in Goal 4 for more detail as well as Commercial Land Use District Recommendations in Section 2.

As properties get redeveloped over time, consider the following:

- Orient buildings to the street with parking in the rear or integrated into the building via podium or structured parking.
- Create a pedestrian friendly street level (pedestrian scale lighting, wide sidewalks for comfortable walking - buffered from moving vehicles, trees for shade, and places to sit outside).
- Permit a mix of uses including residential (see details in Commercial District Recommendations, in Section 2).
- Utilize design elements to create a strong identity through enhanced aesthetics including landscaping, district markers, and branded streetscape elements.
- Establish high quality building and site design standards.

Goal 1:

Preserve & Enhance the City-Wide Community Character of Ladue

Strategies

1.5: Develop a set of minimum standards and design guidelines for public and private infrastructure to ensure safe automobile, pedestrian, and bike access and mobility as well as the use of high-quality infrastructure materials and landscape design; apply to new infrastructure development as well as replacement and maintenance. Update or replace private street requirements.

Refer to Strategies for Goal 5 for more detail.

Streets in Ladue appear rural in character. There is a desire to maintain this country feel through the treatment of landscaping along the streets and avoiding unnecessary lane expansions.

As replacement and maintenance occurs over time, consider the following:

- Adopt safety standards for roadway design and access management
- Select high quality materials and consider long-term maintenance, aesthetics and durability of materials and landscape choices for public infrastructure.
- Integrate technology and utility upgrades within the ROW with roadway improvements for cost-effectiveness
- Develop landscape design standards along streets (Plantings, fences, gates, lighting, etc.).
Note: the City has adopted a planting plan for City right-of-way and follows guidance outlined in the 2014 Beautification Plan for public improvements.

1.6: Review Architectural Review Board Guidelines on a regular basis to support a diversity of architectural styles and encourage high-quality residential design that is well integrated with the landscape.

Ladue has a wide range of architectural styles and the current ARB guidelines support this. Continue to encourage high-quality residential design and siting to minimize re-grading and preserve the site's natural features. Review guidelines regularly to incorporate and stay up to date with modern residential design features and elements, emerging architectural trends and styles. Mitigate any design concerns that may arise in the community over time as new technologies emerge.

1.7: Encourage site design that accentuates the site's existing character, contours and landscape while minimizing re-grading, retaining infrastructure, impervious paving, and other constructed site features that detract from the existing site character.

One of Ladue's defining features to be preserved is the landscape (rolling hills, streams, open vistas, and spacious feel). Minimizing site disturbance and siting new development to integrate with the site's natural features and topography will help preserve the community's unique landscape. Constructed features, such as retaining walls, fences, and gates should be minimized as appropriate to retain the existing open vistas and spacious landscape character.

1.8: Develop enhanced guidelines for commercial and civic architecture and site design to ensure these sites integrate well into the character of the surrounding area, with minimal exposure of service areas and surface lot parking.

Refer to Commercial and Civic/Institutional Land Use District Recommendations in Section 2.



Natural Resources & Landscapes

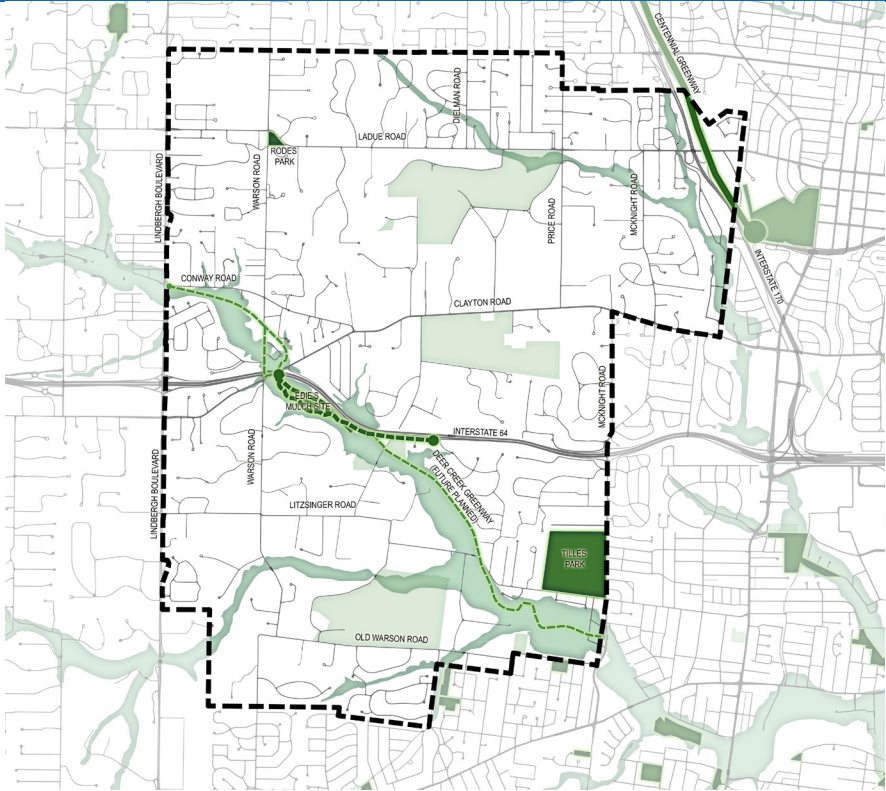
Ladue features numerous creeks and streams; diverse habitats; wildlife; and a significant urban forest and tree canopy. The City of Ladue will work with residents and other stakeholders to protect and enhance these natural resources; manage flooding impacts and storm damage; improve the water quality of creeks and streams; increase bio-diversity, habitat, and selected wildlife; remove invasive species and increase native plant communities; and preserve the health, diversity and character of the urban forest and tree canopy.

Existing Conditions
Ladue’s community identity is defined by its natural features including its mature tree canopy, open space, rolling hills, and waterways which contribute to the rural, spacious, and wooded character of the community. Ladue has a topography of rolling hills with numerous small drainage ways and creeks. Ladue is a City of creeks located within the Deer Creek Watershed. Ladue is 1 of 21 municipalities in the Deer Creek Watershed and comprises the largest percentage (23%) of the total watershed area. The watershed contains karst topography and sinkholes. Deer Creek is an impacted urban waterway resulting in water quality issues from sources such as storm water runoff. The planned Deer Creek Greenway has been in regional planning for a number of years. This planned trail alignment would majorly follow alongside Deer Creek and primarily be located within public right-of-way, city-owned property, and utility easements, linking the community to the open space network and natural features. The planned Edie’s Mulch Site trail will provide a great trailhead for this future trail network.

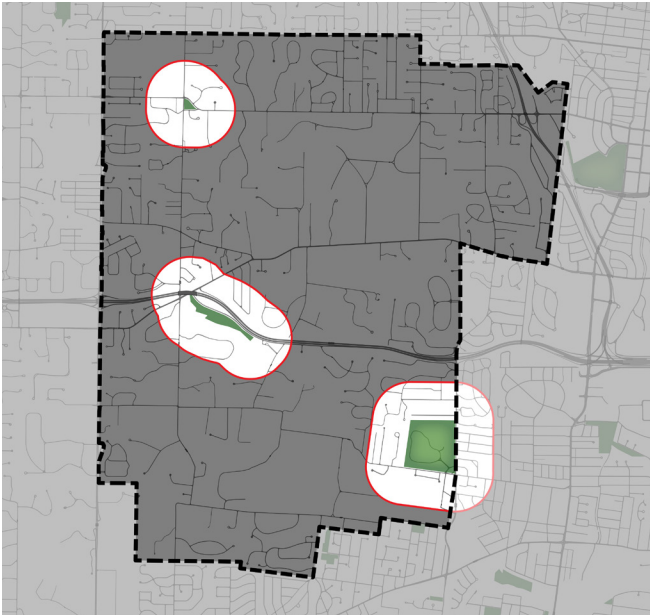
The city’s location in the Deer Creek Watershed has an impact on storm water runoff and issues of flooding. The watershed is impacted by development patterns of increased impervious site coverage, resulting in increased storm water runoff for the watershed to manage. Ladue has been impacted over time by the increased storm water runoff, produced by development outside Ladue, as well as within Ladue. In response to this major community challenge, Ladue has developed a **Storm water Management Program** which includes: the 2015 Storm water Needs Assessment; 2016 Storm water Master Plan; and 2017 5-year Implementation Program. The City has a Storm water Advisory Committee (SWAC) that was established by ordinance in 2016 that develops an updated implementation plan annually and presents to City Council as part of annual budgeting. Storm water Projects are funded from portions of the sales tax of one-half-cent (\$0.005) collected for the payment of storm water improvements and remediation within the City. There are also Storm Water Grant Program funds for property owners to design, review, install, and inspect a City approved storm water project.

Within Ladue’s municipal boundaries there are two parks today, Rodes Park, a small passive park maintained by Ladue public works, and Tilles Park, a 75-acre park maintained and operated by St. Louis County Parks. The City recently received a Municipal Park Grant to do a Master Plan for Rodes Park, planning began in December 2020 and will be completed in 2021. Another Park Planning Grant was used for the Edie’s Mulch Site Master Plan. The mulch site property is city owned and maintained by Ladue. The Master Plan was adopted by City Council September 2019 and calls to convert the existing mulch site to a public open space with low-maintenance passive recreation amenities including a trail. Public works operations will be maintained at the site. MSD as part of its sewer project is coming through the property in 2021. Ladue’s Beautification, Open Space, and Tree Advisory (BOSTA) Committee assists with park planning projects.

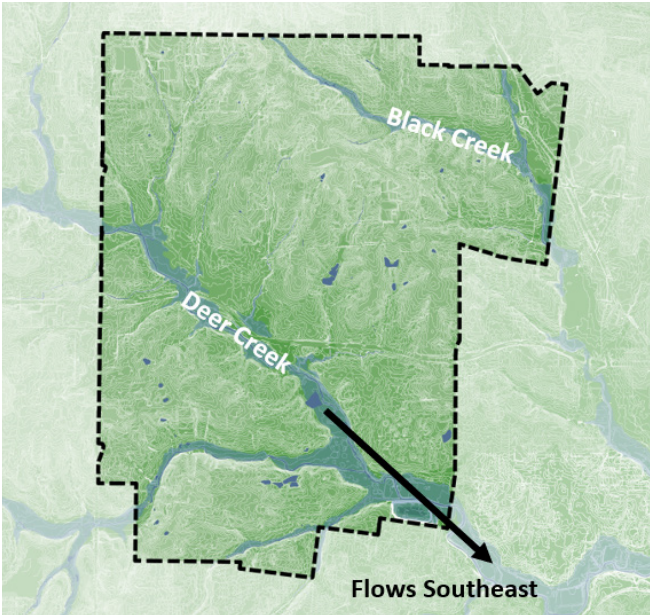
Managing, preserving, and protecting Ladue’s natural features is an important element of this plan and is addressed in the following goal and strategies.



Map 1.2: Existing Parks, Recreation & Open Space
Ladue has a vast network of public open space and parks, private recreational clubs, and natural features including creeks and streams.



Map 1.3: NRPA Park Metrics (Existing & Planned)
The City has 81 acres of park space (including the planned Edie’s Mulch Site), approximately 9.4 acres per 1,000 residents. The National Recreation and Park Association (NRPA) national average is 9.9 acres of parkland per 1,000 residents. Approximately 14% of households and 36% of businesses are within a 5-minute walk (1/4 mile) of an existing or planned publicly accessible park.



Map 1.3: Topography
There is over 350 feet of elevation change within Ladue’s boundaries, as the City ranges from 350 to 700 feet above mean sea level. The lowest land is in the south east, getting higher in elevation as you move north and northwest across the City. Deer Creek and Black Creek (a Deer Creek tributary) are both part of the Deer Creek Watershed and traverse the City flowing southeast.

Goal 2:

Protect and Manage Ladue’s Natural Resources as well as the Public and Private Landscapes

The strategies and recommendations contained in this section support the intent of Goal 2 and offer recommendations to achieve this goal through both policy and physical recommendations. Natural Resources and Landscapes are an essential element of Ladue's identity and a top priority for residents. The key aspects identified by the community important for protecting and managing Ladue's natural resources and public and private landscapes include:

- Preservation and management of tree canopy;
- Preservation of open space and parks;
- Removal of invasive species;
- Incorporation of native plants and more ecological landscapes;
- Mitigation and management of storm water; and
- Protection of creeks and floodplains.

Strategies

2.1: Zoning regulations should continue to protect open space, forestry, and water resources. In order to evaluate future environmental policy decisions, the City should have up-to-date GIS data layers pertaining to waterways, floodplain, sinkholes, stream buffers and other related data. Policies and regulations relating to environmental protections should be consolidated in the code and/or compiled in a separate document in order to make the environmental regulations easier to understand and navigate.

Ladue currently regulates environmental issues through the following ordinances and policies:

- Zoning Greenspace Requirements (Ord. 1175)
- Floodplain Management Ordinance (Ord. 1468)
- Land Disturbance Activities and Inspections (Ord. 1950)
- Sinkholes and Karst Features Requirements (Ch. 110 Municipal Code of Ordinances)
- Regulations for Stream Buffer Protection (Ord. 1951)
- Trees and Landscaping Requirements (Ch. 102 Municipal Code of Ordinances)
- Storm water Management Program

Currently these environmental regulations lie in several different areas of the City's Codes and Ordinances. Compiling this information into one document or code section would help to ensure that these regulations area easier to follow.

2.2: Review Floodplain Management Ordinance, Regulations for Stream Buffer Protection, Tree Ordinance, and Sinkhole Ordinance on a regular basis and update as needed to reflect updates in best management practices.

Ladue has many regulations and ordinances in place to protect its natural features, landscape, ecology and forestry. These regulations should be revisited over time to assess their effectiveness under current and projected conditions. Evaluating regulations over time to respond to changing conditions and local impacts is important for protecting the health and safety of the community as well as the natural environment.

2.3: Expand the City’s network of greenways and publicly accessible open space and integrate Rodes Park, the Future Edie’s Conservation Area (former Mulch Site), as well as Tilles Park (owned and maintained by St. Louis County).

Regional Plans for Deer Creek Greenway would serve to connect the current Edie’s Mulch site to Tilles Park. The trail loop planned for the Mulch Site property would be the start of this connection. Following natural features such as creeks and drainage easements, as well as utility corridors and city owned right-of-way, can provide an integrative network which serves to improve recreation and active living opportunities, provide desired community amenities, and while serving to highlighting the City's beautiful natural features through passive uses and design.

As this network forms over time, consider the following as expressed by the community:

- Protect trees, greenspace, and streams from erosion;
- Design as a passive network focused on conservation;
- Include activities for kids (nature-based play features);
- Include amenities which support community gathering opportunities (small shelters and benches for resting and gathering).

Tree Management Plan

The City of Ladue recently completed a Tree Management Plan for public trees with a vision to promote and preserve the urban forest and improve the management of public trees. The Tree Management Plan will ensure canopy continuity, which will reduce storm water runoff and improve aesthetic value, air quality, and public health. This effort by the City paired with the City’s Tree Ordinance will help to maintain the City’s highly valued tree canopy - stated by the community as the most important factor related to preserving Ladue’s Community Character.

Goal 2:

Protect and Manage Ladue’s Natural Resources as well as the Public and Private Landscapes

Strategies

2.4: Continue to implement the Storm water Master Plan per the 5-year Implementation Plan that is updated annually by the Storm water Advisory Committee (SWAC), and provide education with regard to storm water management, stream setbacks, and sinkhole management as well as the Storm Water Grant Program for property owners.

Storm water Management is a top issue for the community. The City initiated efforts in 2015 to complete a Storm water Master Plan and has since implemented a larger Storm water Management Program (SMP) which consists of several components to address the storm water challenges in Ladue. The Storm water Master Plan identified \$115 million in projects. The City’s Storm water Management Program is funded by the ½ cent tax to address storm water management, this revenue stream brings in about \$1 million per year. Ladue’s Storm water Advisory Committee oversees these efforts and approves implementation plans in 3-year increments. The SMP also includes funding opportunities for residents impacted by storm water issues through a Small Project Storm water Grant Program.

2.5: Continue to enforce regulations and guidelines to address sink holes and soil erosion and conservation including protecting soils from compaction and protecting steep or otherwise erodible slopes.

Karst topography is common in the City of Ladue and there are areas of karst sinkholes in the region of Tilles Park and south of Litzinger Road in the western portion of the City. The City adopted an ordinance in Spring 2020 to address sinkholes and karst features in order to bolster the function of sinkholes and outline preservation requirements. This ordinance will aid in addressing the areas of karst topography and sinkholes.

2.6: Ladue’s Beautification, Open Space and Tree Advisory (BOSTA) Committee will continue to advise the City as to the character and quality of open spaces, tree canopy, removal of invasive species, increased habitat diversity and the use of native planting, as well as, the development of trails and conservation areas; the committee will also continue to provide environmental educational workshops and events for residents.

Ladue’s BOSTA Committee serves many important roles today for preserving and protecting Ladue’s natural features and landscapes. As BOSTA continues its efforts it is important to consider the following:

- Adaptation over time of the ecosystem to changes in temperature and increased rainfall;
- Threats to species from invasive pests and diseases; and
- Water security and water quality.

2.7: Collaborate with municipalities and organizations to utilize best practices in watershed planning within Deer Creek Watershed to improve water quality within Deer and Black Creeks.

Ladue is one of 21 municipalities in the Deer Creek Watershed; however, it comprises the largest by land area within the watershed (23% of the total watershed area). Deer Creek is an impacted waterway and the Deer Creek Watershed Alliance has been facilitating a community-wide effort for over 10 years to protect and improve water quality in Deer Creek, with a focus on plant-based solutions.

Ladue has an active partnership with the Deer Creek Watershed Alliance. Litzinger Road Ecology Center (LREC) is located in Ladue and collects important monitoring data to aid in water quality monitoring to help inform the watershed planning process. It is important to continue active participation, collaboration, and fostering of these relationships in an effort to protect this important natural resource for the community and the region.

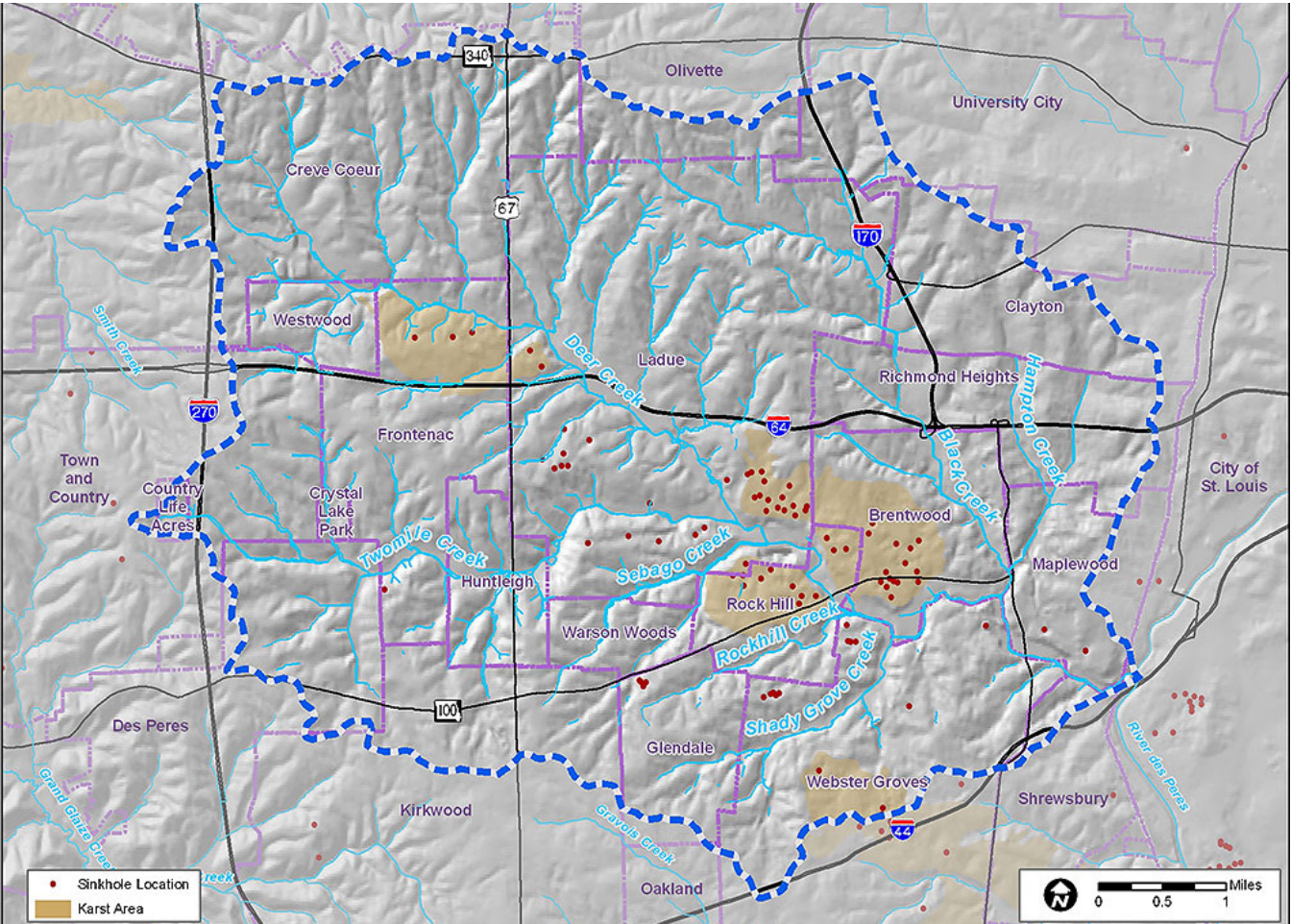
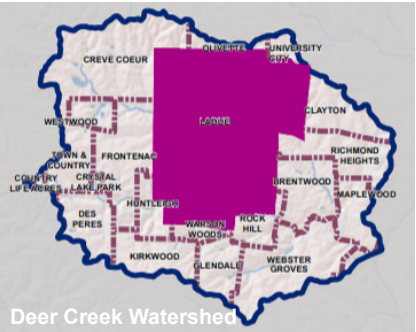


Figure 10: Deer Creek Watershed Karst Topography and Sinkholes
This map from East-West Gateway Council of Governments shows the karst areas and location of sinkholes within the Deer Creek Watershed, some of which are located in Ladue.

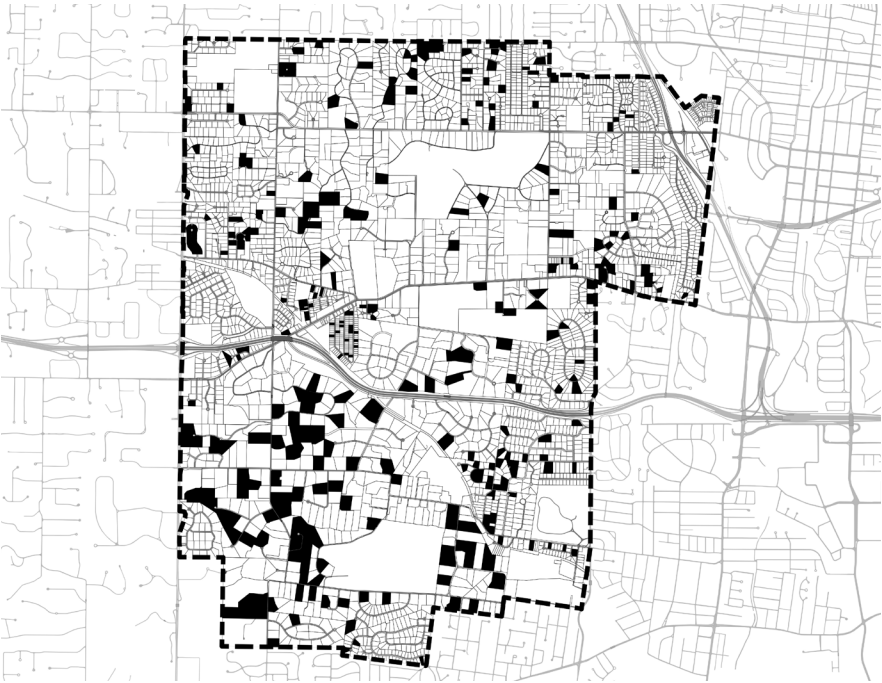
Residential Sub-Divisions & Housing

With numerous distinctive private subdivisions and premier schools, Ladue is one of the region’s most desirable residential communities. The City of Ladue will continue to support subdivision trustees to maintain, preserve and evolve these high-quality unique residential subdivisions to maintain high property values, while at the same time, accommodating the demand for home renovation and upgrades. In addition, the City will consider opportunities for expanding housing to address the evolving demographics of the community.

Existing Conditions
Ladue has an extremely desirable residential market, with the top three reasons residents choose to live in Ladue being the location in the St. Louis region, the quality of life, and the highly rated public school district. These factors contribute to the sustained high property values and attractiveness of the area.

Today, Ladue has 3,444 households all being single family detached homes (except for one duplex at Price Road and Sheraton Drive). The size and age of homes range (see charts and data on the facing page). Community feedback expressed that the size of new residential construction has been increasing. Data supports this, revealing that the majority of homes in Ladue are between 2,000 and 5,000 square feet, however, new construction is trending larger with 70% of homes built since 2000 being 5,000 square feet or larger. This is a notable shift since currently 77% of all homes in Ladue are less than 5,000 square feet. The size and scale of newly constructed homes, especially compared to adjacent context and the size of the lot, has an impact on the overall character of the community. The community felt this topic was important to be addressed in the comprehensive plan.

All communities experience a turnover in their housing stock over time. As a built-out community with high land values, and a desirable upscale housing market, Ladue can expect to experience continued pressure for “tear-downs” of older homes and replacement with new construction, often larger and more expensive homes, as well as potential consolidation of larger lots for re-subdivision. This is a trend that some find concerning and could jeopardize Ladue’s residential character over time, if not carefully managed through appropriate codes and ordinances. This trend could result in some homogenization of the available housing supply. Maintaining a range of lot sizes and housing sizes is important to Ladue and is facilitated primarily through the zoning code and municipal code of ordinances.



Map 1.4: Map of New Home Construction 2000 to 2020
City of Ladue building permit data and St. Louis County assessors data show that since 2000 approximately 10% of Ladue’s housing stock has been replaced with new homes.

Housing Data

Fig. 11 Number of Bedrooms

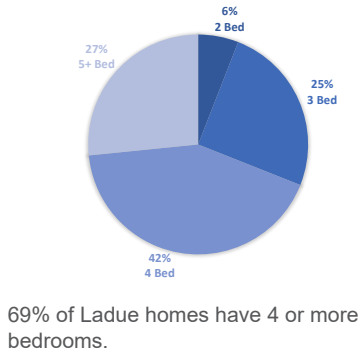
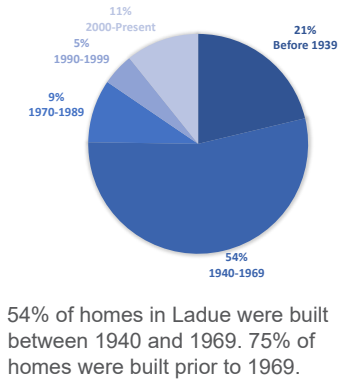


Fig. 12 Year Built



Data Source: Census Bureau ACS

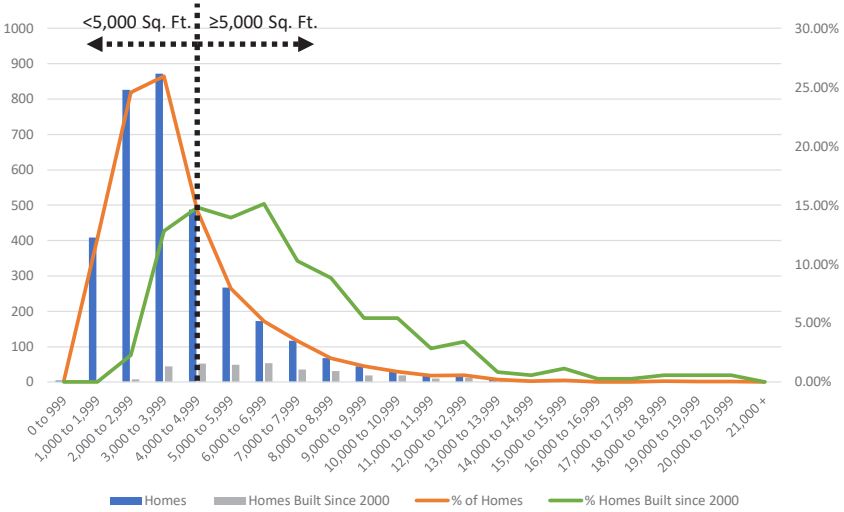


Figure 13: Residential Square Footage in Ladue
The square footage of homes in Ladue varies ranging from just under 1,000 ft² to just over 30,000ft². Considering all homes in Ladue: 77% are less than 5,000 ft², 23% are 5,000 ft² or larger, and 3% are 10,000ft² or larger. The size of new homes built is trending larger. Considering all homes built since 2000: 30% are less than 5,000 ft², 70% are 5,000 ft² or larger, and 17% are 10,000 ft² or larger.
Data Source: maps.stlouisco.com | GIS Open Data Portal

Due to Ladue’s shifting population demographics and supported by community feedback, Ladue should consider opportunities to expand housing options for existing residents wishing to downsize. This issue was articulated in the 2006 Comprehensive Plan and continues today. A range of housing options can be considered to fulfill the demand for downsize housing options, suitable both for aging in place and young families wishing to come to Ladue for the school district. Demographic trends show that households above 45 years of age are growing, with high growth rates in ages 65 and older. This trend is both a local and national trend – population overall is aging. Communities should consider the housing choices available to match the emerging demographic trends. Cities which provide a range of housing options suitable for the various stages of life (i.e. lifecycle housing) will be able to retain residents as their housing needs change over time.

The vast majority of Ladue’s residences are within private subdivision associations, usually governed by a Board of Trustees, which manage maintenance and enforcement of sub-division trust indentures. Subdivision trust indentures are not enforced by the City of Ladue, they are legally binding recorded documents recognized by the State of Missouri and recorded with the St. Louis County Recorder of Deeds. Subdivision indentures are contractual agreements between a subdivision association and an individual property owner, and their contents vary from subdivision to subdivision, some having rules related to architectural control and design review. Private subdivision indentures were not looked at as part of this planning process, however, it should be noted that in some cases the indentures may be more prescriptive than the zoning code.

The challenge for Ladue’s residential subdivisions and housing supply will be to manage the redevelopment process to preserve and protect those things that people value, such as community character and charm, and avoid adverse impacts to existing residents. Preserving existing homes, promoting renovations, and managing the size of new homes being built were expressed by the community as important factors for preserving community character in Ladue.

In Ladue Homes are Getting Larger
77% of all homes are less than 5,000 ft². 70% of homes built since 2000 are 5,000 ft² or larger.

Ladue Community Survey
62% felt it was important or very important for Ladue to have a range of housing options that appeal to empty nesters.

When asked in a subsequent survey which areas were appropriate for considering expanded housing options, such as high-quality attached homes or condos, 69% said the business district at Ladue Road and I-170 and 40% said Clayton Road Business District were appropriate locations.

Goal 3:

Maintain, Preserve & Evolve Ladue’s Residential Subdivisions while encouraging home renovation and expanding housing opportunities

The strategies and recommendations contained in this section support the intent of Goal 3 and offer recommendations to achieve this goal through both policy and physical recommendations. Ladue’s residential subdivisions and housing are an essential element of the community contributing to the area’s uniqueness and attractiveness in the region. Ladue residents overall wish to maintain and preserve Ladue’s distinctive residential character. Residents have also identified a need to expand and evolve the City’s residential offerings to serve demographic and lifecycle needs. The key aspects identified by the community important for maintaining, preserving and evolving Ladue’s residential subdivisions and housing include:

- Preserving existing homes and promoting renovations;
- Managing the size of new homes being built;
- Maintaining high-quality and diversity of architectural styles; and
- Expanding downsize and small lot housing options.

Strategies

3.1: Encourage subdivision trustees to evolve and refine indenture rules to be more consistent and effective in protecting the unique character of the sub-divisions yet permitting their natural evolution. City of Ladue can serve as facilitators to support sub-division trustees updating their indentures through educational opportunities and access to resources and tools that may be available.

Subdivision indentures are contractual agreements between a subdivision association and an individual property owner, and their contents vary from sub-division to subdivision. Although indentures were not reviewed as part of this planning process, the community stated a need to update indentures, especially those rules related to architectural control and design review, which impact the character of the neighborhood, as well as maintenance and services provided. Subdivision trustees expressed a desire for City support in this endeavor. The City cannot assist private subdivisions with updating their indentures, due to the legal authority of the City and the legally binding nature of subdivision indentures. However, the City is able to play a supporting role in this process providing access to resources and tools to educate subdivision trustees.

3.2: Guide the rebuilding of outdated housing stock through zoning and Architectural Review Board guidelines in select areas to maintain a competitive residential market and strengthen established community character.

To maintain a competitive residential market, the city should identify those areas which are currently experiencing or likely to experience infill pressure in the future (refer to map of new construction 2000-2020) and ensure zoning and ARB Guidelines properly guides the rebuilding of these areas to result in a residential product over time that meets Ladue’s high-quality design standards, contributes to overall community character, and is contextually appropriate to surrounding adjacent development.

The current ARB guidelines are not adequately supported by the zoning code. The ARB guidelines call for site design and setbacks to relate to other properties in the neighborhood, however, the zoning code establishes coverage limits that do not match existing built character and therefore do not support the intent of the ARB guidelines. The code can be amended to reflect the intent of the ARB guidelines for site layout and massing, as well as ensuring that the existing setback regulations are keeping homes consistent with other homes on the block. Massing and layout/siting is most important for zoning to address in order to reflect and support the intent of the ARB guidelines. (See Residential Land Use District Recommendations).

3.3: Promote preservation of historically significant structures and sub-divisions through educational awareness programs and consider establishment of a historic preservation committee and/or ordinance through the Architectural Review Board.

The community expressed the need for preservation as a tool for maintaining community character. This strategy will help preserve Ladue’s rich history and architectural significance and maintain its residential charm and character for future generations. Today, there are four (4) properties located in Ladue which are listed on the St. Louis County National Register Listing and eight (8) properties listed by the St. Louis County Historic Buildings Commission as Landmarks (with one property being listed on both). There are four (4) additional properties listed as St. Louis County Landmarks which have been demolished or heavily altered such as Busch’s Grove and Price School. In order to continue to identify and protect Ladue’s historic resources, the City can develop a historic preservation committee and/or ordinance through the Architectural Review Board that could establish criteria for designating districts and landmarks and develop procedures and standards for reviewing alterations and demolitions to protect against insensitive rehabilitation and destruction of historic properties and cultural resources.

Historic Landmarks

St. Louis County National Register Listings

- Harry Hammerman House, 219 Graybridge Ln.
- Rudolph & Dorothy C. Czufin House, 24 Dielman Rd.
- Samuel Plant House, 800 Cella Rd.
- Rosalie Tilles Park, 9551 Litzsinger Rd.

St. Louis County Historic Buildings Commission Landmarks Listings

- Amagraja, 601 S. Price Rd.
- Benedict Farrar House, 8 Edgewood Rd.
- Ferrieres, 3 Apple Tree Lane
- Harry F. Knight House, 2601 Warson Rd.
- Ladue Market, 9155 Clayton Rd.
- Liebich-Ackerman House, 9131 Clayton Rd.
- McKnight Farm, 8956 Moydalgan Ln.
- Samuel Plant House, 800 Cella Rd.

Goal 3:

Maintain, Preserve & Evolve Ladue’s Residential Subdivisions while encouraging home renovation and expanding housing opportunities

Strategies

3.4: Consider expanding the opportunities for small lot single family home development and high-quality single-family townhomes or villas, and condos in the City’s commercial zoning districts, with a particular focus on the areas in Ladue’s G1 and G2 Zoning District.

Small lot single family development in Ladue (within D, E, and E1 residential zoning districts) today ranges in both lot size and home size with the smallest lots ranging from approximately 7,000 sf to half an acre and homes ranging from 864 sf (the smallest home in Ladue today) to approximately 6,000 sf. The community expressed a desire for a wider range of high-quality, contextually appropriate downsized housing options than what is currently available in Ladue today.

Maintaining current single-family residentially zoned areas is important for the community, therefore it is not suggested that new housing types be incorporated into residentially zoned areas. However, there is an opportunity within the City’s commercially zoned areas to permit additional housing options than what is available in Ladue today. Additional housing options such as condos above commercial or attached townhomes or villas could be permitted in commercial areas. These types of housing options fit well within the context of mixed-use commercial areas, because oftentimes those who are attracted to housing options such as condos and townhomes also desire an amenity-rich walkable lifestyle which commercial districts often provide.

In order to allow downsized housing options (such as condos and attached townhomes/villas) to be built over time in select areas of Ladue, the City would need to audit its zoning to remove any barriers for allowing the desired range of options. In order to facilitate a wider range of housing options in select, contextually appropriate areas, such as within commercial areas, the City should review density, yard, and parking regulations for residential development in those areas to ensure that there is a path that would allow development of the desired high-quality downsized housing options.

3.5: Develop design guidelines for small-lot single family homes and attached homes.

In order to facilitate and permit the building of a greater range of high-quality contextually compatible housing types and options the City should consider the following elements when developing design guidelines: character, form, intensity of development, and type of place as well as the mix of uses in the area. This approach to housing is more focused on desired form with a range of housing types vs. a density-based zoning approach.

In order to facilitate the building of a greater range of high-quality housing types and options in select appropriate areas, it is important to develop design guidelines that are flexible and permit the range of housing sizes and types to serve the need expressed by the community.

3.6: Create a streamlined process for project review and approval for existing home remodels and renovations to encourage improvements to existing housing stock.

The community has stated that the process for updating and making minor modern upgrades to existing homes is difficult, lengthy and strenuous. To encourage homeowners to keep the housing stock updated and modernized while maintaining existing homes and reducing the amount of tear-downs and rebuilds (i.e. new construction) the City should make this process easier.

The City can guide the rebuilding and renovation and modernization of existing housing stock through zoning and the Architectural Review Board guidelines:

- Review rules, regulations, and process to find barriers which make home renovation and modernization a challenge and mitigate to promote and facilitate renovation and modernization of existing homes.

3.7: Update guidelines as needed in response to changes in building practices, materials and design, and encourage greater use of sustainability best practices.

Over time the City’s guidelines, codes and ordinances should be reviewed and updated to reflect changes in building practices and advancement in technology. For example, the desire to install solar PV panels is growing in the community. Developing guidelines for PV solar panel installations should be explored.



Pictured above area townhomes on Gay Avenue in Clayton, MO adjacent to Ladue City Limits. This type of housing is not available in Ladue today, but is one type that could be considered in the future as part of a larger planned development project in one of the City’s commercial areas. This housing type is attractive to seniors and empty nesters looking to downsize.

Business Districts & Commercial Areas

Ladue’s commercial districts host numerous unique retail opportunities that contribute to the city’s distinctive character and are regional destinations. To enable these districts to better serve residents and compete as regional destinations, a greater sense of district-wide identity, place, and community needs to be developed based upon improving their visual character, walkability, parking, building upgrades, signage and the provision of a greater range of social activities and diversity of shops and restaurants.

Existing Conditions
The City of Ladue has limited land area zoned and used for commercial development (1.5% of total land area). The commercial areas include Ladue Road/Interstate 170; Lindbergh Boulevard at Clayton and Conway; Clayton Road Business District; and Clayton Road/Price Road. Three of these areas are adjacent to and directly connected to interstates (Lindbergh/I-64; Clayton Road/I-64; and Ladue Road/I-170). Each of these commercial areas have a unique context, character and function for the community and the region.

The Clayton Road Business District is a quaint commercial district nestled among residential subdivisions. This commercial node includes a range of retail and service offerings, with a notable number of higher end boutique shopping options, as well as some office space, financial institutions, and some food and beverage options. The Clayton Road Business District is Ladue’s “main street” inherent to the City’s identity and character. There is great opportunity to evolve and enhance this commercial district both aesthetically and functionally by improving the streetscape and street design of Clayton Road through the district to serve all users (pedestrians, bicyclists, and vehicles). The district is also challenged by front loaded parking and topographical issues between sites resulting in a district that is disjointed in appearance with developments that do not relate well to the street or to one another.

Ladue Road at Interstate 170 is the largest commercial area in the City. This area contains the Ladue Crossing shopping center, the Colonial Marketplace shopping center, Enterprise Rent-A-Car, offices (medical and attorney), and a banking institution. This commercial area is unique for its regional accessibility and proximity to growing Downtown Clayton. The regional Centennial Greenway also passes through the district. There are several contextual factors which provide unique market opportunities for this commercial node including its location bordering Ladue’s city limits and its direct adjacency to Downtown Clayton; its accessibility and visibility from Interstate 170; and its separation from the core of Ladue with Interstate 170 acting as a buffer from the vast majority of Ladue’s residential subdivisions (except Colonial Lane – located east of I-170). Today the character of this commercial area is auto-centric, primarily singular use low density strip center and office development. Trends show the future of retail shifting from single use strip center development to a more mixed-use approach to development as a more sustainable model for retail.

There are two other commercial areas in Ladue. The commercial properties along the Lindbergh Corridor and the commercial corner along Clayton Road at Price Road. The Lindbergh commercial properties include two strip center developments (Schnucks on the Plaza and the Village at Schneithorst’s shopping center). The Clayton Road at Price Road commercial corner includes the former Ladue Market as well as a small strip center development and conveniences including a gas station.

Commercial development in Ladue will remain contained within existing commercial areas, however, as discussed above, there are notable opportunities to evolve and enhance the function of these existing commercial areas over time to respond to the changing nature of retail, provide desired amenities such as places to gather as a community, as well as walking and biking connectivity to commercial areas, and increased revenue generation for the City.



Retail Is Changing

Online shopping has continued to change the function of brick and mortar retail. The Covid-19 pandemic has accelerated the shift to e-commerce. Retail locations can no longer serve the sole purpose of purchasing goods. Increasingly brick and mortar stores and retail areas must provide an experience that customers cannot receive through online shopping. The market is trending away from stand alone retail/big box development and moving toward Experience Retail and Mixed-Use Center Development that supports the concept of a Place-Based Economy which provides an authentic experience and unique sense of place.

Mixed-Use Centers provide a neighborhood experience with a pedestrian-friendly and eclectic shopping and entertainment experience with a variety of functional attributes that contribute to a resident’s day-to-day living. This type of development offers public space, parks and landscapes for higher value capture; plans for a mix of uses that increases value for residents and businesses; demonstrates value to residents, through programmed activities, festivals, and events, building a sense of civic engagement and community.

Goal 4:

Improve the attractiveness, identity, and competitiveness of Ladue’s Commercial and Business Districts

The strategies and recommendations contained in this section support the intent of Goal 4 and offer recommendations to achieve this goal through both policy and physical recommendations. Ladue’s commercial districts provide unique opportunities to serve the community needs. The enhancement and evolution of the City’s commercial districts has been expressed by residents as a major opportunity for the City. The key aspects identified by the community important for improving Ladue’s Commercial and Business Districts include:

- Improving walkability and bikeability to Commercial Districts;
- Creating a sense of identity and vibrancy for the districts through aesthetic improvements;
- Targeting appropriate mix of uses to serve the community that are contextually appropriate;
- Improve district function through improved roadway design and parking improvements;
- Guide redevelopment of commercial district to allow them to evolve in response to shifts in retail markets due to online shopping; and
- Create more favorable environments to support business owners.

Strategies

4.1: Re-enact the Economic Development Committee to actively facilitate targeting and attracting appropriate businesses, and work to retain and support existing businesses. The committee will facilitate the identification and analysis of retail/market potential for key commercial areas.

Ladue had an economic development committee in the past, but this committee is now inactive. Re-enacting this committee will serve to ensure Ladue’s commercial and business districts are actively managed to retain valued businesses, support businesses, and assist with evolving and enhancing the commercial district’s offerings while meeting market potential, enhancing revenue generation for the City, and fostering sustainable retail environments in the changing landscape of retail and online shopping.

Roles to consider for the Economic Development Committee include:

- Work with existing area business and property owners to discuss their needs in order to support retention of businesses;
- Work to identify the retail/market potential for key commercial areas and align this market reality with the vision for each Commercial Area; and
- Based on the vision for the various commercial areas and uses desired by residents, engage area landowners to discuss future redevelopment interest of properties and assist with targeting and attracting appropriate businesses suitable for the different commercial areas.

4.2: Coordinate with existing businesses and property owners to develop a plan of action to improve the identity, appearance and functionality of the commercial districts such as improved shared parking, access management, lighting, walkability and streetscape.

The City can actively work to facilitate discussions among commercial area property owners and existing businesses in order to advance efforts to improve Ladue’s commercial districts to address the future visions developed for each commercial land use district during this planning process. It is critically important to bring all the key stakeholders to the discussion in order to actively work to evolve and improve the key commercial areas of the City, which the community expressed as a top priority especially as it relates to the Clayton Road Business District and the long-term potential of Ladue Road at I-170 commercial area.

4.3: Examine zoning regulations to ensure that zoning is enhancing rather than hindering the competitiveness of the commercial districts, giving special attention to the area east of I-170 at Ladue Road which may warrant a new zoning district or special overlay for this area.

Ladue’s zoning does not support the built condition or the market potential in some of the City’s commercial areas. Aligning zoning with the district character and form desired will facilitate the redevelopment of the district over time on a lot by lot basis as properties get redeveloped. This is further explored in the Future Land Use recommendations for Commercial Land Use Districts in Section 2.

4.4: Support safe walking, cycling and driving access to and within the commercial/business districts.

Commercial areas thrive when there is safe and convenient multi-modal access. The community also expressed a strong desire for improved connectivity to business districts.

Considerations for supporting this strategy include:

- Implement context sensitive roadway design;
- Improve access management;
- Improve intersection design for enhanced safety and function for all users; and
- Provision of pedestrian and bicycle facilities that are comfortable for all users of all abilities.

4.5: Create specific Future Plans for each commercial/business district and update City ordinances and regulations, as needed, based on the recommendations for the City’s commercial districts.

Future Plans should be developed and rooted in each commercial land use district’s vision as defined by the City along with the district’s owners, occupants, and patrons. Recommendations for commercial districts are included in the Future Land Use Plan (Section 2) and include regulatory changes to be considered for each commercial district.

Goal 4:

Improve the attractiveness, identity, and competitiveness of Ladue’s Commercial and Business Districts

Strategies

4.6: Consider a taxing district for the commercial/business districts, with input and agreement of the existing businesses, to fund new improvements, maintenance, and operations.

Two Special Taxing District Structures to consider:

Community Improvement District (CID)
A CID is a tool used to form (within a specified area) either a not-for-profit corporation or a political subdivision. The district is formed by property owners filing a petition and created by ordinance of the local governing body. CIDs can raise revenue via special assessments, real property taxes, business license taxes, sales and use tax to pay for special public facilities, improvements, or services. For full details on CIDs, refer to Section 67.1401 – 67.1571, RSMo.

Transportation Development District (TDD)
A TDD is a transportation project development tool. The district is a political subdivision of the state, overseen by an elected board of directors. A TDD can be formed by registered voters, a transportation authority, and property owners by filing a petition with the circuit court. The district can levy special assessments, impose property tax, impose sales tax, and collect tolls or fees on highways and roads (each require qualified district voter approval). The revenue of a TDD can only be used for transportation-related improvements. For full details on TDDs, refer to Section 238.200 – 275, RSMo.

Both Special Taxing District Structures outlined above generally involve public property in the creation of a TDD and/or CID.

4.7: Establish a Clayton Road Business Development Organization to coordinate improvement efforts of the district.

The Clayton Road Business Development Organization should consider the following:

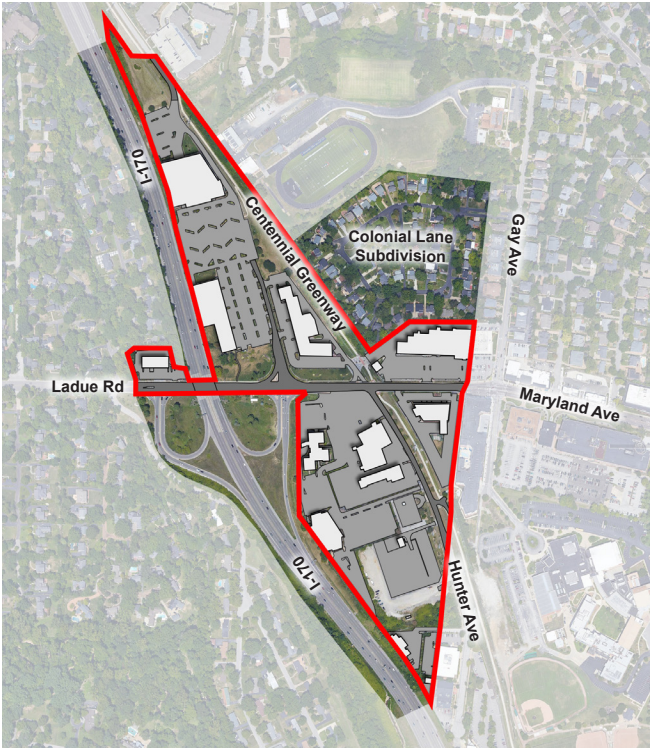
- Promotion and marketing of the district as a destination;
- Creation of a unified brand identity and user experience for the district;
- Developing a maintenance and beautification plan;
- Developing a long-range district-wide strategy and plan for continued redevelopment and place-making;
- Establishing a professionally managed local tax improvement district (CID/BID) to fund the above.



The Clayton Road Business District. This quaint business district has many neighborhood serving shops and local businesses.

Ladue Road at I-170 Commercial Area

Existing Built Conditions Map

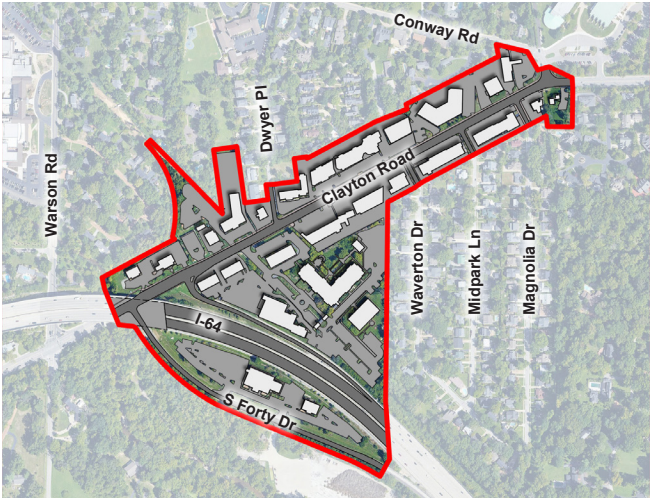


Zoning Capacity Analysis Map

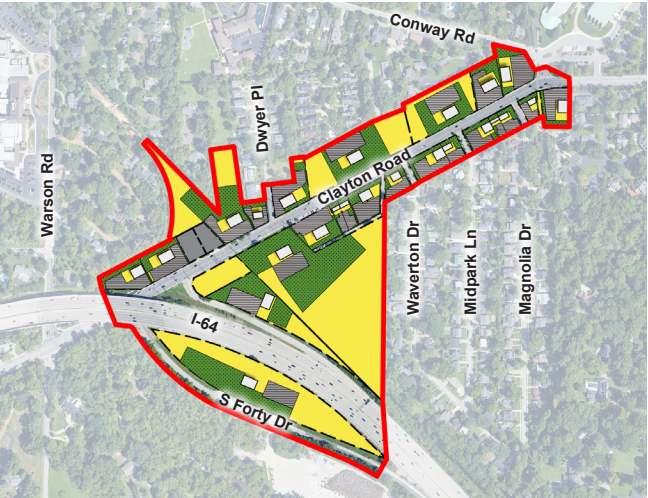


Clayton Road Business District

Existing Built Conditions Map



Zoning Capacity Analysis Map



The maps above illustrate the existing built condition for two of Ladue’s commercial areas (I-170 at Ladue Road and the Clayton Road Business District) compared to what can be built by right under Ladue’s current zoning code, which is illustrated on the right hand side of the page above. The graphics on the right hand side of the page illustrate two story developments.

Mobility & Connectivity

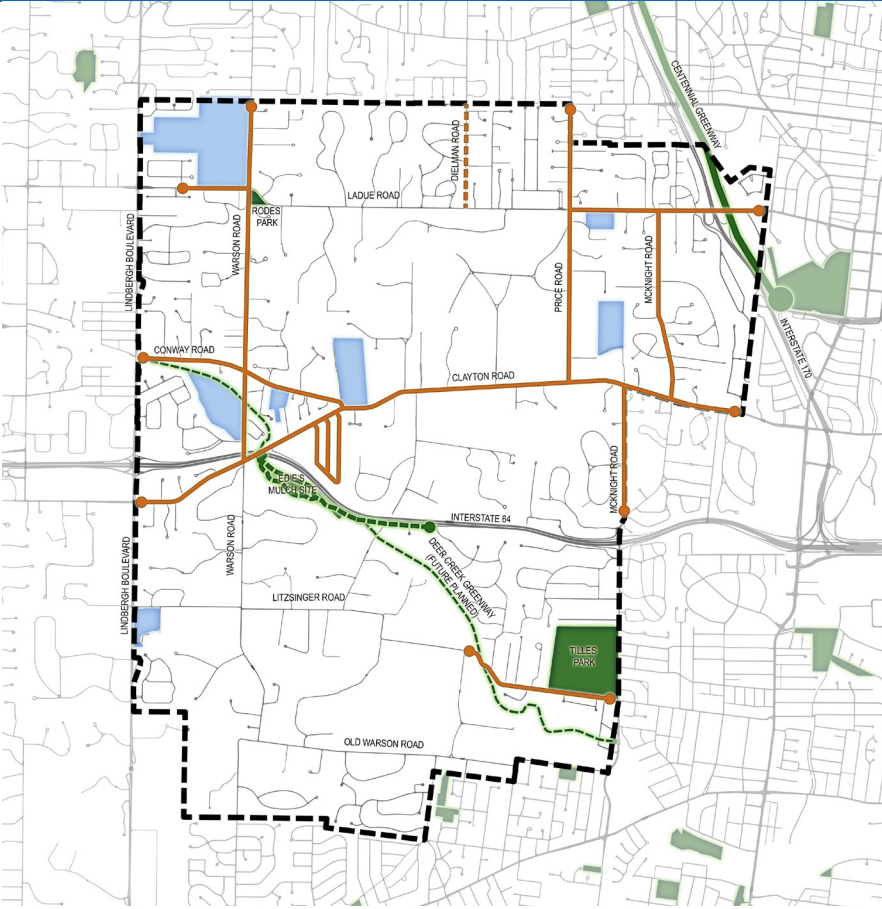
Ladue will continue to work to improve walkability, circulation, and access throughout the city by managing traffic and congestion; improving connections to neighboring communities; and enhancing the safety and comfort of walking and biking for residents of all ages, while avoiding unnecessary road expansions that would detract from ladue’s distinctive community character.

Existing Conditions
The City of Ladue’s location in the region and its ease of vehicular access to key regional destinations is a major asset. The City can be easily accessed from multiple Interstate exits, along both interstate 64/Highway 40 (exists at McKnight, Clayton, and Lindbergh), as well as Interstate 170 (exit at Ladue Road). The Lindbergh Corridor (U.S. Highway 67) is the third highway serving Ladue. Interstate 64, Interstate 170, and Lindbergh Boulevard are maintained and operated by MoDOT.

The City of Ladue maintains and operates the publicly owned roads which include arterials, collectors and some local roads (see list of Roads operated and maintained by the City of Ladue on the facing page). All other local roads are privately operated and maintained by private subdivision associations and trustees within the City of Ladue.

Ladue is challenged by limited right-of-way dimensions as well as its lack of a connected street grid to disperse traffic (especially north and south). However, it has been and remains important for the residents of Ladue to avoid negatively affecting the City’s countryside character with needless and expensive right-of-way acquisition and road widening projects. Building more capacity (widening roads) is not always the proper solution for dealing with congestion and can inadvertently trigger more traffic through the community. The roadway infrastructure contributes to the spacious, wooded, country-like character of the community and as road improvements are made over time, the essence of this character should be maintained.

Ladue’s roadways serve a growing number of recreational and utilitarian bicyclists, mainly on Clayton Road and Ladue Road. Today avid cyclists ride in the roadway among the traveling vehicles, however this is not comfortable for many recreational riders. The sidewalk system maintained by the City is an important adjunct to the road network, providing walking and running opportunities for Ladue’s residents. The City has made much progress building this network since 2012 and has nearly completed its 2012 Sidewalk Plan (upcoming sidewalk improvements include Dielman Road between Ladue Road and Tamarack, construction scheduled for 2023). Improvements to the facility design of sidewalk and pathway infrastructure in the future is critical for providing safe, convenient and accessible opportunities for all citizens of all ages and abilities to utilize the system.



Map 1.5: Existing & Planned Sidewalks and Trails
This map illustrates the City’s sidewalk network and greenway trails that are built or future planned projects. Dashed lines represent future projects that are not built today. Orange lines represent sidewalks and Green lines represent trails/greenways. For Reference public and private school properties are shaded blue and parks are shaded green to show locations along the network.

City of Ladue Roads

- Arterials:**
- Clayton Road,
 - Ladue Road, and
 - South McKnight Road (to centerline when abuts City border)
- Collectors:**
- Conway Road,
 - North and South Warson Roads,
 - Litzsinger Road,
 - Old Warson Road,
 - South Price Road,
 - Dielman Road,
 - Lay Road (to centerline),
 - North Woodlawn Avenue, and
 - Kortwright Avenue
- Local Streets:**
- McKnight Road (north of Ladue Road),
 - North Rock Hill Road,
 - Magnolia Lane,
 - Midpark Lane,
 - Waverton Drive,
 - Des Peres Road (to centerline),
 - Gilbert Avenue, and
 - Hunter Avenue.

Ladue Community Survey

Interest in additional amenities:
85% trails and greenways;
77% additional parks and recreation opportunities; and
75% bike paths.

Only 35% were satisfied with overall planning for community connectivity.



Goal 5:

Enhance Transportation and active mobility for citizens of all ages and abilities

The strategies and recommendations contained in this section support the intent of Goal 5 and offer recommendations to achieve this goal through both policy and physical recommendations. The character, function and aesthetic of Ladue’s streets contribute to the overall community character. The rural countryside nature of Ladue’s streets should be maintained while seeking ways to address community concern for traffic management and safety, upgrade and modernize infrastructure, and address the strong desire for enhanced active mobility facilities (i.e. walking and biking). The key aspects identified by the community important for enhancing transportation and active mobility in Ladue include:

- Addressing traffic management and access management;
- Improving roadway safety and intersection safety;
- Prioritizing safe, comfortable and convenient routes to schools and commercial areas;
- Avoiding unnecessary roadway expansion and right-of way-acquisition;
- Retaining functional classifications of public roadways through Ladue; and
- Maintaining rural street character and country-side feel of the community.

Strategies

5.1: Update the Ladue Sidewalk Plan to improve walkability, enhance connections to greenways, and provide safe biking on selected streets with an emphasis on shared use paths.

Ladue has nearly completed implementation of the 2012 Sidewalk Plan. As the City takes the next step in continuing its efforts to respond to community desires for improved walking and biking, a new Sidewalk Plan can be developed as a continuation of this effort. It is important to note that Ladue has varying landscapes, contexts and physical restraints and challenges to be considered and taken into account when planning. Not all facilities should be designed the same on each street. Ladue has challenging topography and tight rights-of-way. This makes some rights-of-way challenging for adding certain types of facilities or configurations. The right-of-way configuration should be planned to balance use/demand and cost/ benefit. In the immediate future, the focus of the Sidewalk Plan will be on pedestrian facilities, with shared use paths or other accommodations for bicycles to be considered where feasible and appropriate.

Refer to the Streets Plan in Section 2 for conceptual illustrations of enhancements to Ladue’s walking and biking infrastructure. The facilities illustrated in the Streets Plan can be used as a guide for developing an updated Sidewalk/Shared Use Path Plan for Ladue.

Pedestrian and Bicycling design principles for consideration:

- Focus and prioritize walking and biking improvements that serve to create safe, connected and convenient routes to schools and commercial areas.
- When possible make connections to regional networks (i.e. greenways, bike routes, and sidewalks in adjacent communities) and adjacent community and regional amenities (i.e. parks and recreation, community centers, and retail areas).
- Plan for connected and continuous networks, prevent dead ends and facility gaps in the planning of the overall network.
- Coordinate with and integrate ongoing initiatives and capital improvement projects with future Walk and Bike planning (i.e. Ladue’s Storm water Initiative, Tree Management Plan, ADA Transition Plan, MSD sanitary relief project, technology improvements, and undergrounding of overhead utilities).

5.2: Provide safe and convenient routes to schools, parks, and commercial and business areas and improve city-wide north-south connectivity for biking and walking.

At which time the Sidewalk Plan is updated, work to find opportunities to improve north-south connectivity for walking and biking in Ladue. North-South connectivity through the community is challenging due to Interstate 64 acting as a barrier, and the fact that there is not a single continuous north-south public street through Ladue. Warson Road and McKnight Road are two of the most continuous north-south corridors to be examined for improving north-south connectivity, as well as the future Deer Creek Greenway.

When improving the network for walking and biking, priority should be placed in connecting key community amenities including schools, business areas, parks and open space.

5.3: Continue to implement the City’s Americans with Disabilities Act Transition Plan.

The City is working on this effort and will continue to implement the plan as roadway projects occur.

5.4: Explore opportunities for additional trails within the City that follow natural features such as the Deer Creek Trail and other potential trail opportunities.

A Deer Creek Trail has been discussed for many years. The City should continue to work with local agencies to orchestrate the implementation of this trail.

Design and privacy considerations for planning of the future trail:

- Ensure trail material and width supports emergency vehicle access;
- Lighting should be minimized due to adjacency to residential subdivisions, lighting to be considered includes low landscape lighting or downward path lighting where appropriate;
- Design sensitivity should be applied to maintaining residential privacy and restricting access to private property;
- Landscaping should be native and overall design conservation-minded with only passive amenities included along the trail;
- Integrate invasive species removal efforts as part of greenway planning; and
- Evaluate appropriate opportunities for surveillance and monitoring for safety.

Goal 5:

Enhance Transportation and active mobility for citizens of all ages and abilities

Strategies

5.5: Use environmental design, signage, and traffic operations and management systems to reduce peak traffic congestion on public roadways.

Identify public roadways and areas within the City where traffic congestion and safety concerns present a challenge. As areas are identified, investigate improvement options. Roadway expansion is not typically a useful strategy for solving traffic congestion and often leads to increased traffic on roadways.

It should be noted that roadway improvements always have tradeoffs (i.e. facilities designed to move cars more efficiently through an intersection or an area can result in safety issues for pedestrians as an example). The design, operations, and management of traffic in the City should aim to balance and support the efficient, comfortable and convenient use of all roadway users and not put vehicular travel over other users. Auto dominated road design can lead to reduced safety for pedestrians and bicyclists. Roads with smoothly flowing traffic will attract additional motorists and lead to increased traffic. Focus on improving highway entrances and exits to reduce congestion as well as very challenged routes, such as McKnight Road.

McKnight Road is a very challenged roadway due to fragmented ownership (segments being maintained and operated by various municipalities and governmental organizations). McKnight Road south of Interstate 64 is a major traffic issue to be addressed over time. Improving this corridor will require regional and local municipal collaboration. The City should remain open to future opportunities to collaborate and partner in order to improve this stretch of South McKnight, which has been identified as a major issue by the community.

5.6: Improve intersections through traffic calming best practices to visually alert drivers to slow down and use caution in certain areas including routes to schools and commercial/business districts for improved safety.

Areas where crash data shows incidents of bicycle and car crashes and pedestrians and car crashes should be evaluated for potential future improvements. Key areas to prioritize improvements (as problem areas are identified) include areas with a high concentration of walking and biking activity such as schools (due to children walking and biking to school) as well as business districts. Using design features to slow traffic in key areas will result in safer streets for all users.

Approaches to evaluate and improve pedestrian and bicycle safety at intersections include, but are not limited to the following:

- Identify and track motor vehicle/pedestrian, motor vehicle/bicyclist crash types and severity at intersections;
- Consider typical and innovative design treatments to improve the safety of pedestrians and bicyclists at intersections (e.g., signalized, unsignalized, midblock crossings, roundabouts, ramps);
- Consider design and operational elements to increase safety for pedestrians and bicycles (e.g., refuge islands, curb extensions, signals, prohibited right turn on red, road diets, traffic calming, colored pavement, signal operations).



Sidewalk on Price Road.

Infrastructure & Technology

As a premier residential community, Ladue will work with utility and service providers to improve the reliability of electric utilities; repair aging community infrastructure; reduce the risks of storm damage; and become a leading community for access to cutting-edge broadband technology.

Existing Conditions
Goal #5, relating to mobility and connectivity, described the public roads in Ladue and the challenges and goals relating to the public road network. In addition to the need to maintain public roads, the vast majority of residences in Ladue are accessed via private roads. Various organizations of subdivisions and property owners who live along the private roads are responsible for collecting dues and maintaining private roads and other private infrastructure. The City of Ladue does not maintain any private infrastructure nor does the City enforce maintenance standards for private roadways.

Ameren UE provides electrical service to the area. This infrastructure is primarily in the form of overhead utility wires located within utility rights-of-way and easements or within the City-owned rights-of-way. Due to Ladue’s tree canopy coverage, these above ground utility wires often conflict with trees. This leads to unreliable service due to outages caused by downed wires following storms. The cutting back of trees is also an issue for management and preservation of Ladue’s tree canopy. The community has expressed a desire to bury overhead electrical lines to improve the aesthetics of the community, reduce impact on tree canopy, and improve service reliability. There are three Ameren substations in Ladue, one on Hunter Avenue, one on Clayton Road by Firehouse #2, and one by McCarthy Construction.

Missouri American Water provides drinking water to the area. The Metropolitan Sewer District (MSD) provides sewer and storm water services to the region and enforces certain regulations regarding the treatment of storm water runoff. MSD is currently working in the Ladue community on a major Sanitary Sewer Relief Project to construct a large diameter trunk sewer as part of an effort to eliminate Sanitary Sewer Overflows (SSOs) which can contaminate our waters, causing serious water quality problems, and back-up into homes causing property damage and threatening public health. This initiative is part of the MSD Project Clear effort to improve water quality and alleviate many wastewater concerns throughout the City and County. Phase III & IV construction began in fall 2019 and be completed in Spring 2024.

Broadband infrastructure has been installed along many of Ladue’s public streets. Ladue has a range of cellular communications infrastructure throughout the community, despite this infrastructure, the City of Ladue has a number of areas with cell coverage deficiencies (gap areas and dead zones). These deficiencies are the result of several limitations including: a tall mature tree canopy and rolling topography (blocking cell signals), Commercial height restrictions, thick building materials used in many homes and buildings (blocking cell signals), concentrations of residentially zoned real estate (with corresponding limitations on placement of cell equipment). The City formed the *Ladue Cellular Service Advisory Committee* in August of 2020 to address resident and business concerns related to cellular service deficiencies in the City. The Committee also explored what the future might look like with new developing technologies such as 5G technology.



Ameren electrical utility substation on Hunter Avenue and overhead transmission lines which follow the Centennial Greenway Trail which passes through Ladue.



Ladue has a range of cellular communications infrastructure throughout the community including non-concealed communication antennas (located on top of or attached to a building or within a utility or right-of-way easement on a utility or light pole), concealed communication antennas (concealed within an architectural feature on a building - such as the picture on the far right), and stealth communication towers (pictured on the left and center). Ladue does not have any communication towers (other than stealth towers).

Goal 6:

Facilitate and encourage high-quality improved infrastructure and reliable public utilities

The strategies and recommendations contained in this section support the intent of Goal 6 and offer recommendations to achieve this goal through both policy and physical recommendations. Reliable infrastructure and access to technology is an essential component of a 21st century community. Our lives and our communities have been and are continuing to be shaped by technology, transforming the way we communicate, work, play, learn, and engage. Residents have identified access to reliable cell service and high-speed internet to be a major priority, an issue that impacts quality of life in Ladue and home values. The key aspects identified by the community important for improving infrastructure and technology in Ladue include:

- Improve reliability of electrical service (i.e. bury power lines and manage conflicts with trees);
- Address aging infrastructure;
- Improve storm water and flooding issues;
- Address areas which lack reliable cell service coverage;
- Expand high-speed broadband infrastructure to the entire community;
- Support sustainable environmental practices;
- Encourage use of renewable and more sustainable forms of energy;
- Increase access to green energy infrastructure (i.e. electric charging infrastructure); and
- Improve lighting of public streets in appropriate areas while mitigating light pollution.

Strategies

6.1: Develop a City-wide initiative to improve access to technology including cell coverage and the provision of high-speed broadband for both the private and public sector.

One of the biggest issues expressed by the community through this process was the need for reliable cell service city-wide and access to high-speed internet. Today, cell coverage is spotty in Ladue and access to high-speed internet is not available city-wide. Access to reliable and top-rated technology service is critical for today's society. Home values are impacted in areas of the community that have poor access to cell and internet services. Ladue is a premier community, and the residents require and expect these services, which, in today's digital landscape, are critical quality of life amenities. In July of 2020, the City established a Cell Service Advisory Committee that was tasked with examining the cell service issues in the City and determining strategies to improve cell service for the residents of Ladue. The Committee reported their recommendations in April of 2021 and the City should work toward implementing the recommendations.

6.2: Working within the confines of the state and federal laws regarding cellular communication facilities, review and update City regulations for the location, design and operations of communication antennas and towers. Look for opportunities to collaborate with the cellular communication industry to help guide the location and appearance of communication facilities.

The Cell Service Advisory Committee has provided recommendations and strategies that will help to enhance cellular service in Ladue. Recommended strategies include evaluating regulations to review rules that might be causing barriers to the provision of better communications services for residents. Regulations should be continually updated to accommodate new technologies or creative alternatives that may be appropriate in Ladue. For example, 5G technology is a new approach that should be examined to determine its feasibility for the community, with a focus on weighing its advantages and disadvantages. Aesthetic impact to the community should be considered and evaluated as regulations are reviewed and updated. The City could also develop a recommended style of pole/antenna that would allow approval of such a facility to be streamlined, thereby encouraging communication facilities that meet a certain aesthetic.

6.3: Encourage private sub-divisions to maintain and replace as necessary their community infrastructure of roads, bridges, etc. Develop a database of street and bridge contacts to ensure the City has accurate contact information for each subdivision.

The vast majority of local roads are maintained by private subdivisions. The City should work to provide minimum maintenance standards that private roads should be encouraged to meet. Such standards would, at a minimum, ensure that each home can be safely reached by emergency vehicles.

6.4: Continue to work with MSD to upgrade sanitary sewer infrastructure to eliminate sanitary sewer overflows and replace aging infrastructure.

MSD is currently working in the Ladue community on a major Sanitary Sewer Relief Project to construct a large diameter trunk sewer as part of an effort to deal with Sanitary Sewer Overflows (SSOs) which can contaminate the region's waters, causing serious water quality problems, and back-up into homes, causing property damage and threatening public health.

This initiative is part of the MSD project Clear effort to improve water quality and alleviate many wastewater concerns throughout the City and County. Phase two will be completes in 2021 and phase three and four have been combined to compress schedule and will be done at the end of 2024.

6.5: Continue to enforce the sink hole ordinance. Re-evaluate as needed, based upon the continued detailed investigation of how best to drain the sinkholes using green infrastructure techniques and to improve the public safety needs of the adjacent developments.

Karst topography is common in the City of Ladue and there are areas of karst sinkholes in the region of Tilles Park and south of Litzsinger Road in the western portion of the City. The City has passed an ordinance to address sinkholes and karst features in order to bolster the function of sinkholes and outline preservation requirements. This ordinance will aid in addressing the area's karst topography and sinkholes.

[Also covered in Strategy 2.5]

Goal 6:

Facilitate and encourage high-quality improved infrastructure and reliable public utilities

Strategies

6.6: Work with utility providers to provide environmentally responsible tree maintenance and management, and to evaluate the cost and funding opportunities to bury overhead electrical / phone lines on public property.

This should be looked at as a holistic approach building upon the 21st century infrastructure plan approach to integrating infrastructure upgrades to enhance the City's rights-of-way in an efficient and coordinated manner to address multiple community goals.

6.7: Consider introducing public street lighting on public streets, as desired by residents, that is reflective of the City's lighting requirements while providing safety and security.

Approximately 50% of respondents to the City's survey expressed interest in adding lighting to public streets.. Street lighting can be charming and reflect the character of the community. Landscape lighting and soft lighting can also be integrated into public landscapes and public building sites to provide illumination and visibility at night. All public lighting should be shielded from residential areas and fixtures selected to mitigate light pollution.

6.8: Encourage the use of renewable energy and support the installment of electrical vehicle charging infrastructure through incentives and zoning. Review zoning code to consider whether regulations are hindering or incentivizing the provision of new sustainability technology and renewable energy. Consider developing community + architectural guidelines for PV solar panels.

The community has expressed interest in sustainable technology identifying PV solar panels and electric vehicle charging infrastructure as two examples. Due to interest in this technology, the City should consider developing guidelines and zoning regulations for installation of this infrastructure on private property.

This Page Intentionally Left Blank

Governance & City Services

The city of Ladue has an excellent reputation for efficient and effective management of public resources and provision of services. Ladue will maintain and improve its excellent governmental performance; high-quality police, fire, and public works services; and access to city officials, while improving community-wide communications and increasing inclusiveness and transparency.

Existing Conditions
Ladue City Hall serves as a central location for the legislative, executive, and administrative duties of government and is open to groups to host meetings. A needs assessment was recently completed for City Hall to investigate options for renovations, additions and redevelopment over time in order to modernize and upgrade the facility to better serve its functions.

The City of Ladue strives to put forward the highest quality government services including police protection, fire protection/EMS, and Public Works. The City utilizes tax dollars to fund these services.

The Ladue **Police Department** provides police protection to the City of Ladue and operates other programs including the Vacation Watch program and the CodeRed Community Emergency Notification system. The Police Department Building is located on the City Hall Campus.

The Ladue **Fire Department** provides fire fighting and paramedic services to the City of Ladue. There are two fire stations in Ladue along Clayton Road, one in the Clayton Road Business District and the other near Price Road. The Department operates two fire trucks and one ambulance. The Fire Department also has a fire prevention program inspecting businesses for fire/safety hazards, participating in school fire drills, and providing public fire education to the community.

The **Public Works Department** serves the City and its residents in a number of ways including:

- Administration of the Storm water Management Program
- Provision of premium services including Brush Removal and Leaf Collection programs
- Maintenance of Parks and city-owned grounds (including Rodes Park, Edie’s Mulch Site, the municipal campus, city-owned planters and landscaped beds)
- Management of Fleet and building maintenance
- Maintenance of Public Roadways and Right-of-ways (including pavement, bridge and culvert maintenance, planning, construction and maintenance of sidewalks, snow and ice removal, and vegetation management)
- Implementation of Capital Improvement Projects

The **Building Department** (part of the Public Works Department) serves the following roles including:

- Review and issuance of a variety of permits (Building, HVAC, plumbing, tree removal, land disturbance, retaining walls, etc.)
- Addresses resident concerns/complaints.
- Reviews and addresses code or ordinance violations as necessary.

The residents of Ladue rated the City’s performance overall very high during the Ladue Community Survey which asked questions focused on citizen satisfaction with the various City departments and range of services provided. The City’s police, fire and EMS received very high levels of satisfaction from the community.



Ladue City Hall Property



City of Ladue Arbor Day event with BOSTA Committee



City of Ladue Fire House #1

Building Department Citizen Portal

In 2020 the Ladue Building Department launched a Citizen Portal for submitting permits online and requesting inspections. Contractors and property owners can use the online portal to apply for “over the counter” permits, submit a property maintenance complaint, request an inspection, and update a contractor’s license.

Ladue Community Survey

Overall citizen satisfaction with City Government and City Services is high.

Goal 7:

Maintain and Improve the Provision and Quality of City Services and Governmental Accessibility and Accountability

The strategies and recommendations contained in this section support the intent of Goal 7 and offer recommendations to achieve this goal through both policy and physical recommendations. Municipal governments provide a higher level of service than regional governments. Ladue aims to serve its residents with the highest level of service, accessibility, and accountability. The key aspects identified by the community important for maintaining and improving high quality governance and city services in Ladue include:

- Continued support for police, fire and EMS services;
- Improved commercial tax base to support better city services;
- Continued provision of Leaf and Brush Pick-up Programs;
- Improved City communications and access to information;
- Consistent enforcement of policies and procedures (i.e. Z&P and ARB); and
- Advertisement of vacancies on city boards and commissions.

Strategies

7.1: Maintain the city’s high quality of police, fire, and public works services.

According to the citywide survey, residents are generally satisfied with the quality of emergency services and maintenance of public roads and facilities. This high level of service should be continued.

7.2: Provide the highest level of public safety services through investment in technology and human resources.

Ladue puts forward the highest quality public safety and emergency services. The safety of the community is a valued asset. Investments over time in available technologies and increased human resources can maintain Ladue’s high standard of service.

7.3: Upgrade City technology to provide a high level of service to residents and businesses; improving accessibility and efficiency for the community when engaging with the City. Leverage technology upgrades to broaden community access to public information, meetings and reports; allow for business to be conducted online (i.e., submitting applications, plans, and permits), and improve City operations and efficiency.

As the community works to upgrade its technology, the City government can also work to upgrade its technology to better serve its residents, exploring various technologies that improve efficiency, accessibility, accountability, and quality of service. Ladue residents value transparency and want the opportunity to be involved in their community planning through easy and convenient access to information. When working with the City on projects, such as obtaining approvals and permits, a convenient system will help streamline this process for residents. A few examples include upgrading technology such as the City phone system to allow for direct dial, allowing permits and plans to be submitted online, and video-broadcasting public meetings.

7.4: Expand City communications resources to reach all demographic groups in Ladue. Utilize multiple and diverse forms of media and communications tailored to the communication preferences of each demographic group.

Effective communications are important for accessibility to information and keeping the public engaged. There are many forms of communication that can be leveraged to reach various demographic groups. A multi-tiered approach to communications using multiple and diverse forms of media and communications is important. Use print and call services for residents who do not use email/smart phones. Improve the City’s website and social media outreach to reach a wide range of demographics online including youth.

For example, Ladue Public Works provides leaf and brush pick-up services throughout the year. The schedule for these services as well as other services, events, and maintenance activities should be widely advertised across all streams of communication.

7.5: Provide opportunity on the City’s website for interested residents to express interest in volunteering for Boards and Commissions. Look to diversify Board and Commissions with members representative of the whole community (i.e. age, gender, geography, perspective, and race).

The community expressed a desire for increased diversity on boards and commissions. Through advertising and promoting vacancies and accepting applications from interested individuals, City officials can meet new people in the community that are eager to serve and have the knowledge, skills, and time to contribute.

7.6: Conduct education and training, as necessary, to ensure that all persons within the City of Ladue, including residents, business owners, visitors, and staff members continue to be treated fairly and equitably by all City employees.

All those who interact with the City of Ladue should be treated in a respectful manner regardless of age, background, national origin, race, religion, disability, etc. The City will continue to strive to ensure that hiring policies and contracting for goods and services shall be done in a fair and equitable manner. It should be made clear to all employees that fair and respectful treatment of all persons is one of the City’s values.

7.7: Research and incorporate best practices in all City departments to support accessibility, inclusion, and racial equity in all aspects of City governance.

The City should continue to enforce requirements and implement changes to City facilities that provide accommodations for those with disabilities or other special needs. Participation by those with diverse backgrounds should be encouraged on City boards and committees and at public meetings. In addition, the City should continue to have resources allocated fairly across the City.

7.8: Integrate and consolidate regulations and ordinances into a comprehensive Municipal Code of Ordinances. Resolve any conflicts or contradictions and create a simpler, more user friendly Code.

The City has several ordinances that are not integrated into one comprehensive Municipal Code of Ordinances. Overtime as codes have been developed and updated piecemeal, there have become instances of duplication and contradictions across various ordinances and codes creating confusion for those interpreting and administering the City’s codes.

Fiscal Health & Economic Sustainability

Ladue possesses an excellent market position in the region and strong buying power. Ladue will pursue economic development that is compatible with the city’s character; work to diversify sources of public revenue; and responsibly invest public resources.

Existing Conditions
Ladue’s City operations are largely funded by property tax dollars (40% of City revenue). Utility tax and sales tax each account for approximately 18% of City revenue sources. Revenues have been impacted by lowered utility rates, low interest rates on investments, the abandonment of telephone lines, online shopping, and the installation of energy efficient systems. At the same time personnel costs, insurance costs and inflation costs continue to increase year-to-year. Ladue is dedicated to achieving financial sustainability through its policies and practices.

The City of Ladue has fiscal policies which are published on the City’s website. The purpose of these policies is as follows:

The City of Ladue has an important responsibility to its citizens to carefully account for public funds, to manage municipal finances wisely and to plan for the adequate funding of services and facilities required to serve the public. By adopting a set of fiscal policies, the City establishes the framework under which it will conduct its fiscal affairs, in a manner to adequately fund local government services. The fiscal policies of the City of Ladue have specific objectives designed to protect the fiscal health of the City.

The City has specific fiscal policies for the following categories:

- Accounting, auditing and financial reporting policies;
- Revenue policies;
- Operating and expenditure policies;
- Capital Improvement policies;
- Debt management policies;
- Internal control and risk management policies; and
- Fund balance policies.

The Covid-19 pandemic has created economic challenges for all municipalities. City staff has worked diligently to reduce expenditures in 2020 without impacting the quality of services to residents. It is too soon to know what the lasting effects of the pandemic will be for the City’s revenue sources.

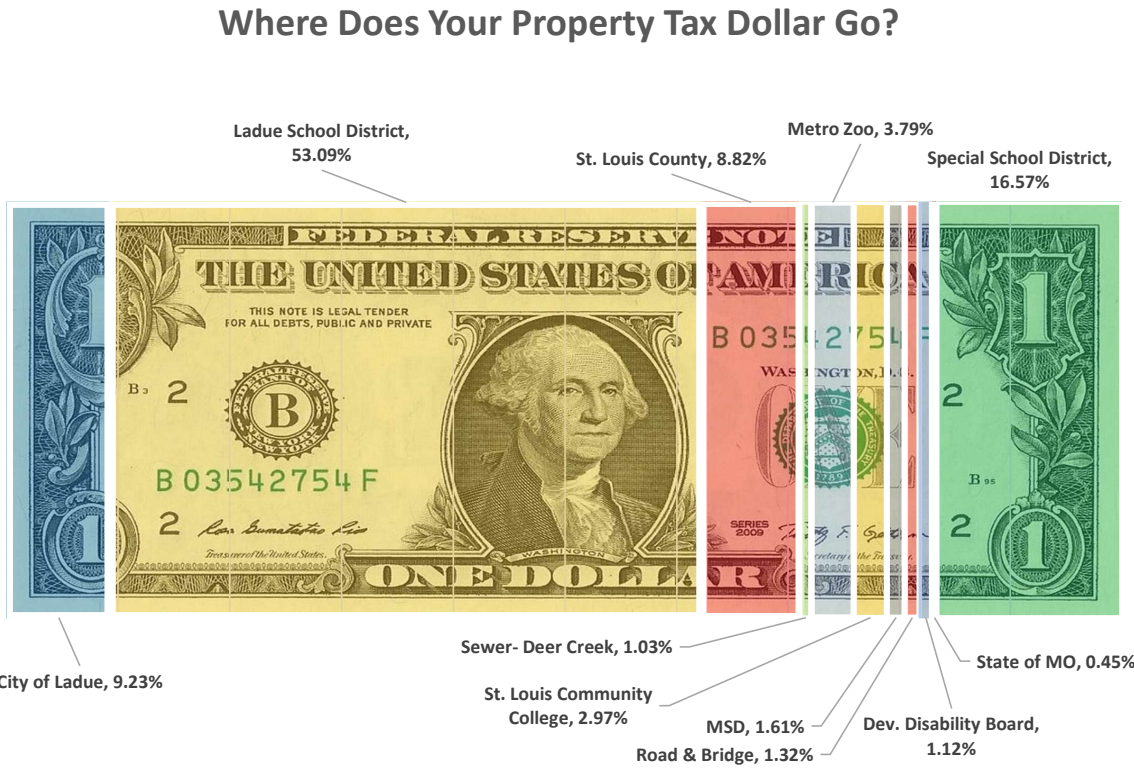


Figure 14: Property Tax Dollar Breakdown
The City of Ladue is one of eleven (11) taxing agencies that receives a portion of residents’ property tax dollars. It is important to note that the Ladue School District is a separate governmental structure from the City of Ladue. The School District operates independently from the City and has its own separate taxing authority and district.

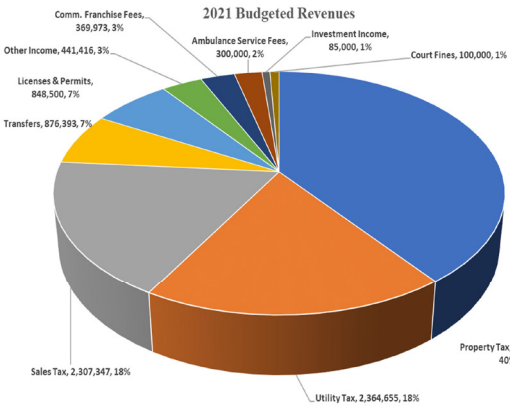


Figure 15: 2021 Budgeted Revenues
The City’s largest source of revenue comes from property tax (40% of revenue), the next two largest revenue sources are utility tax (18%) and sales tax (18%).

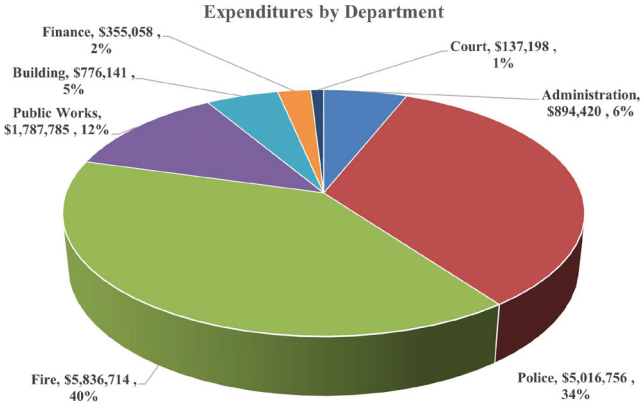


Figure 16: Expenditures by Department
Ladue Police and Fire Departments account for nearly 75% of City expenditures. The Public Works Department represents 12% of expenditures and maintains all of the City’s public streets and facilities and operates the leaf and brush collection programs and more. The City provides high quality services with limited dollars and received high ratings of satisfaction from the community.

Goal 8:

Maintain the City of Ladue’s Fiscal Health, Economic Sustainability, and Stewardship of Public Resources

The strategies and recommendations contained in this section support the intent of Goal 8 and offer recommendations to achieve this goal through both policy and physical recommendations. Ladue is a small city with a small budget, managing these limited resources as well as increasing and diversifying sources of revenue are important for Ladue’s fiscal health and economic sustainability. The key aspects identified by the community important for improving fiscal health and economic sustainability in Ladue include:

- Enhance revenue generation of key contextually appropriate commercial land areas (i.e. Ladue Road at I-170);
- Diversify revenue streams through improved commercial tax base;
- Control cost of City expenses through measuring and tracking progress efficiency; and
- Maintain reasonable property tax rates comparable to peer communities.

Strategies

8.1: Establish a business development strategy to attract new, compatible retailers and restaurants to established commercial districts.

The re-enacted Economic Development Committee could assist in this effort. [Refer to strategy 4.1]

8.2: Balance Ladue’s capital and operational expenses while maintaining citizen satisfaction.

The City of Ladue with its available funds affords to provide high quality services to its residents. Citizens expressed satisfaction with the vast majority of City services. The City should continue its efforts to balance expenses while maintaining its high degree of citizen satisfaction. Retaining excellent city staff to efficiently and effectively operate the City’s departments and functions enables the provision of high-quality City services to the community.

8.3: Continue to adhere to City of Ladue Fiscal Policies designed to protect the long-term fiscal health of the City.

These policies are highlighted on the previous page and can be found on the City’s website.

8.4: Continue to maintain and log the City’s assets through a management system for City owned and public resources to project future capital improvement and public works costs and future revenue projections; utilize this data to develop a long-term (five- to seven-year) capital improvement strategy; work in collaboration with the Finance Committee.

The City’s Public Works Department maintains this data and utilizes it in projecting and anticipating future capital improvement projects and maintenance costs.

8.5: Involve residents in developing long-term budget priorities.

The City’s current budget process starts with the department heads preparing departmental budgets. The Finance Director and the Mayor meet with department heads for review. The Finance Committee reviews the preliminary budget and City Council holds a work session. The budget is then reviewed again by the Finance Committee and a public hearing is held before council approves the budget. The City prepares annual budgets that can be found on the City’s website.

Livability & Community

Ladue enjoys a strong sense of community identity and excellent quality of life. The city will work with residents and stakeholders to encourage cultural, arts, educational, and entertainment events to provide a greater sense of community and vibrancy for residents by building upon this shared identity.

Existing Conditions
The City of Ladue has many valued community amenities which provide its residents a high quality of life and sense of community. Area schools serve the community through sharing of their facilities and their school activities and events organized for school families. Area religious institutions provide residents opportunities to serve their community and the region philanthropically. The Clayton Road Business District serves as a community amenity providing the community with convenient local retail and service offerings, there is also a growing desire to envision this area as Ladue’s central gathering spot and heart of the community.

The Ladue community has several community events throughout the year organized by various groups including the Ladue Holiday Walk (Clayton Road Business District); Movie Night at the Ladue Fire House; Arbor Day Celebration and Annual Honeysuckle Hack; and a BOSTA speaker series. The City formerly had an Annual Dogwood Parade and Festival which ran from 1994 to 2016 with a seven-year hiatus, due, in large part, to the overhaul of Interstate 64. This event is fondly remembered by the community and there is a desire to reinstate this annual community event.

Ladue is fortunate to have regional amenities located within its municipal boundaries including the St. Louis County Library Headquarters, Tilles Park (a St. Louis County Park), and the Centennial Greenway conveniently accessible for residents to enjoy. Residents also benefit from the City’s location and adjacency to significant regional amenities including retail centers –Plaza Frontenac, Galleria Mall, and Brentwood; recreational opportunities –Shaw Park in Clayton, Stacey Park in Olivette, and the Center of Clayton (membership open to Ladue residents); and short commutes and easy access to major employment centers –Downtown Clayton, the Central Corridor, Creve Coeur, and Downtown St. Louis.

Ladue is proud of the many public and private educational facilities and campuses located in the City. In addition to the schools, the area’s religious institutions, civic buildings, and private recreational clubs contribute to the social fabric of the community.

What makes you choose to live in Ladue?

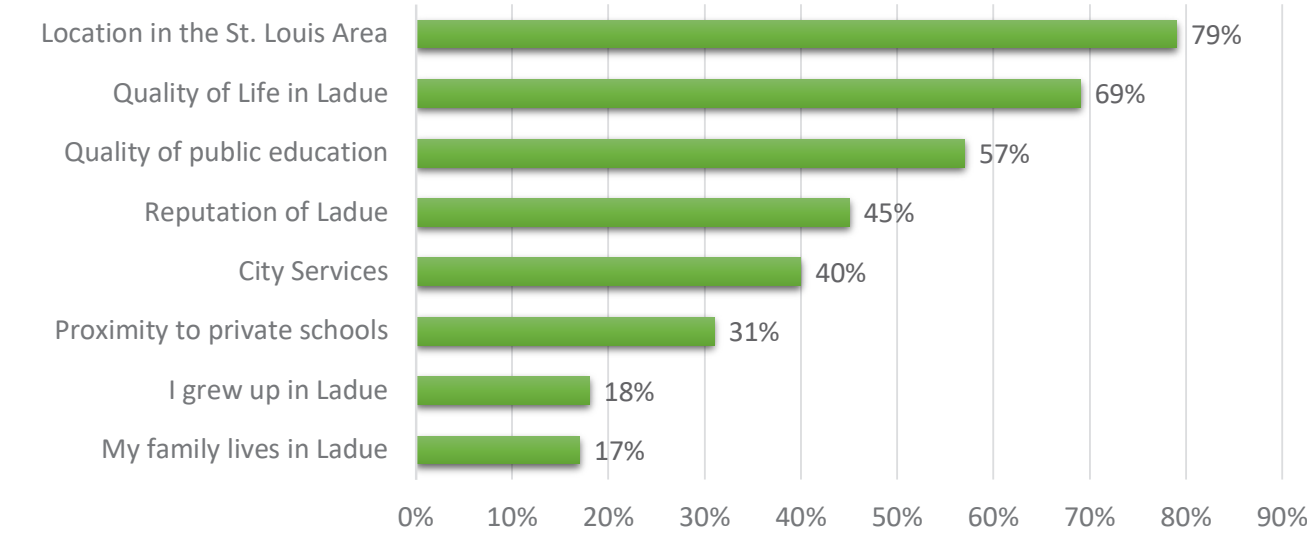


Figure 17: Community Survey: What Makes you Choose to live in Ladue
Location in the Region, Quality of Life and Quality of public education are the top three reasons that people choose to live in Ladue. The survey also found that Ladue was rated highly as a place to live, to raise children, and as a place where you would buy your next home.



City of Ladue Honey Suckle Hack event.



City of Ladue Arbor Day tree planting event.

Goal 9:

Foster a Sense of Community Through Civic Events, Partnerships, and Increased Participation

The strategies and recommendations contained in this section support the intent of Goal 9 and offer recommendations to achieve this goal through both policy and physical recommendations. Residents of Ladue enjoy a strong sense of community which should continue to be fostered over time. Newer residents and families with children seek new opportunities to grow Ladue’s sense of community. The key aspects identified by the community important for livability and community in Ladue include:

- Organizing more community events to engage residents;
- Enhanced access to shared community resources and recreation;
- Expansion of public open space and recreational opportunities;
- Increased sense of community and pride through access to quality amenities;
- Promote public health and well-being in the community;
- Foster, enable, and encourage volunteerism;
- Emphasize community engagement and involvement; and
- Foster a sense of inclusion and participation through events and activities that promote philanthropy, equity, and cultural diversity.

Strategies

9.1: Establish a Community Events Committee to assist with planning of City-wide organized events.

The community stated a desire for more City-wide community events like the Dogwood Festival, as well as other family-friendly events and programming. Organizing events of this nature require much planning and a volunteer committee could be established to lead the efforts of organizing and putting on these types of events in partnership with the City.

9.2: Continue existing events, such as the Honeysuckle Hack and Arbor Day Event, as well as existing philanthropic activities, such as community food drives; and institute additional community events and/or fundraising events to benefit organizations and causes in Ladue and the greater community.

In addition to current events planned by BOSTA (Honeysuckle Hack, Arbor Day, etc.) the City could organize additional community events. Such events would engage businesses and organizations in Ladue and could also include a fundraising component to benefit a local or regional cause. The Ladue Youth Council has been instrumental in creating philanthropic opportunities, such as community food drives, and efforts such as these could continue.

9.3: Improve social media communications regarding events and community programming.

Partnerships and available shared community resources should be advertised to the public to ensure they are aware of the facilities, classes, and programs they have access to in the community (i.e. recreational facilities located at schools and events at local library). Events and programming should be widely promoted to the community through multiple streams of communication including social media.

9.4: Consider cooperative and reciprocal agreements and partnerships with area public and private schools, and surrounding communities to share access to recreational facilities.

Ladue residents as part of the larger Ladue school district have access to school facilities including recreational fields and playgrounds. Additionally, the schools also have space available to the community for hosting events and meetings upon request. The City could reach out to private schools to potentially negotiate an agreement that would allow use of the private school facilities by residents, as well. Adjacent communities also have community and recreational facilities nearby that Ladue residents can get membership to for use of those facilities.

9.5: Build partnerships with area organizations including St. Louis County Library and Tilles Park for community programming and resource sharing opportunities.

Ladue residents are fortunate to have Tilles Park and the St. Louis County Library Headquarters conveniently located within the City’s municipal boundaries. These county-operated and maintained facilities offer great partnership opportunities Ladue can build upon and strengthen in order to make desired programming and resources accessible to the community.

9.6: Facilitate the future development of new open space, community gathering spaces, and other desirable community amenities through private donors, endowment, and grant fundraising.

The city supports opportunities for expanding open space and community amenities, however its budget for provision and maintenance of desired community amenities is not always feasible. The community can be leaders in the effort to bring their community vision for expanded open space, gathering spaces, trails, beautification, and others to life through private donors, endowment, and grant funding with the support and collaboration of city leadership.

9.7: Incorporate into future redevelopment or renovations to City Hall plans to make space usable by the public for meetings and events.

Ladue offers its facilities for public use today, however space is limited. As the City renovates and redevelops City Hall in the future, planning for expanded space available for public use (i.e., educational events, meetings, etc.) should be incorporated. Space available to the public for use should also be advertised on the website to make residents aware of this community resource.

9.8: Build upon efforts to establish a Community Foundation to help promote citizen engagement and philanthropy.

The City has made initial efforts to establish a Ladue Community Foundation that would accept donations that could, in turn, be used for grants and gifts to local charities and other charitable community projects. Volunteers would be needed to help establish and grow this effort.

9.9: Promote public health and well-being in the community through monitoring air and water quality; support for and access to active living, healthy foods, and nature; and the provision of information to health and wellness services and programs.

Public health and well-being is an important component of livability and the provision of a high quality of life. Creating an environment that supports a healthy lifestyle is important to Ladue’s residents. Providing easy access to walking paths and connections to nature will help support community health in Ladue.



Section 2: Plan Components

This section articulates specific initiatives for City-wide public facilities, physical improvements, and regulatory recommendations to help achieve the Goals relating to the Community Goals in Section 1. This Section provides Plan Components that provide important details and guidance to achieve the goals stated in the Plan.

This Section consists of 2 major subsections, as follows:

Future Land Use Plan

This first Plan Component Section, the Future Land Use Plan, is comprised of geographically-based future land use goals; placemaking initiatives; and City-wide plans for infrastructure and capital improvement projects.

Streets Plan

This second Plan Component Section, the Streets Plan, is comprised of street and infrastructure improvement concepts and proposed recommendations including improvements to walking and biking facilities and greenways to improve connectivity.

Future Land Use Plan

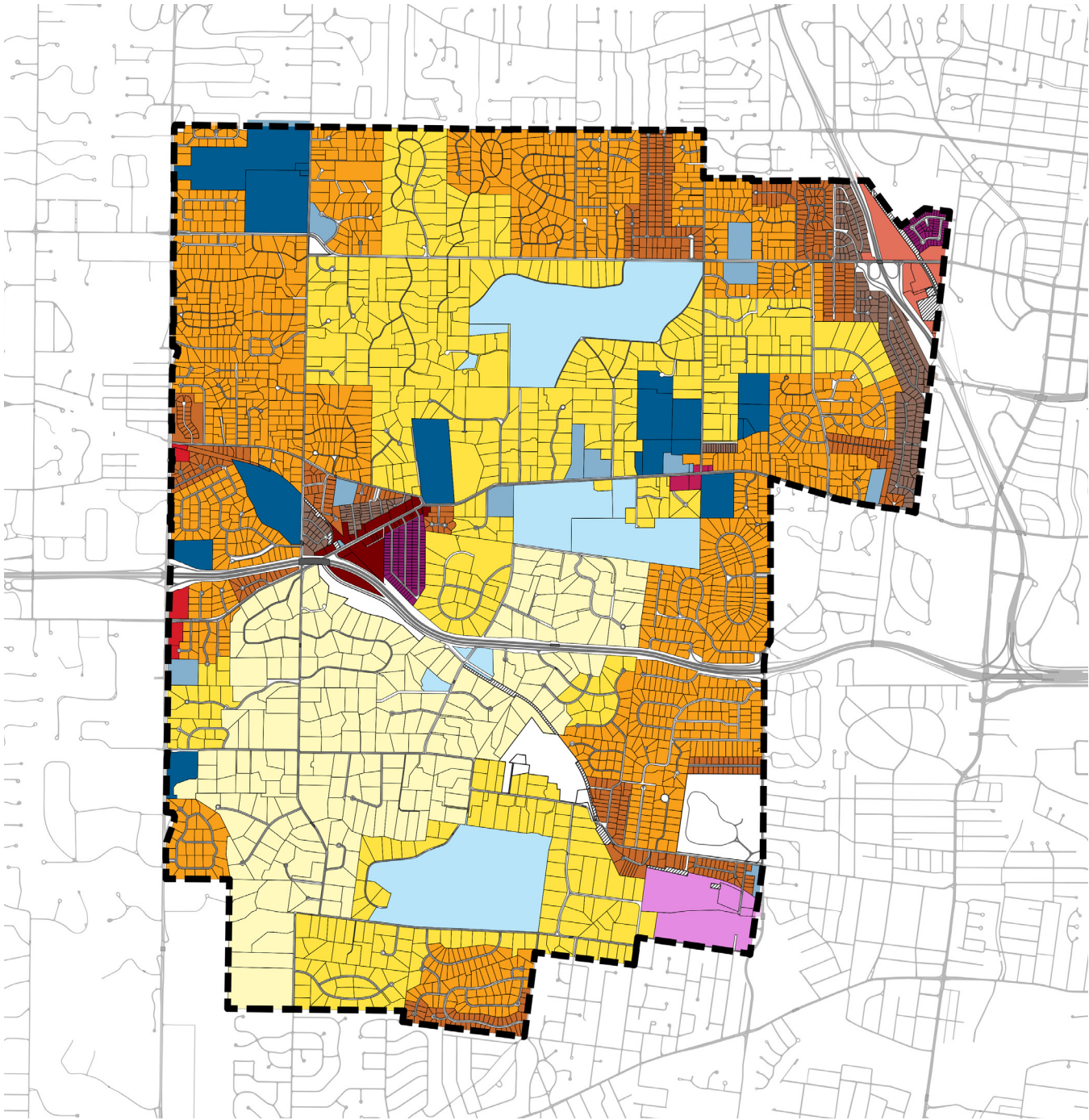
The Future Land Use Plan is the geographic framework of the Ladue Comprehensive Plan. The Future Land Use Plan is organized by Community Place Type Districts; these districts utilize aspects of both zoning districts and a typical land use plan to identify the existing physical character of development, streets, infrastructure, and open space and make recommendations to guide future development, streets, infrastructure, and open space in accordance with the community’s Vision for the future of Ladue.

By defining qualitative aspects of these districts – their built character, streetscape, public realm, and public space amenities – in addition to the quantitative aspects of land use, Community Place Type Districts establish a coordinated placemaking strategy within a defined geographical framework based on existing parcels, development character, and uses.

Community Place Type Districts address the major commercial districts, civic institutions and campus development, and residential subdivisions within Ladue. The Community Place Type District locations and boundaries are illustrated in Figure 2.1; an overview of the 14 Community Place Type Districts is provided on the following pages.

Detailed land use and development recommendations are presented by geographical area:

- **Residential Sub-Division Recommendations** are presented on pages 70-73.
- **Ladue Road at I-170 Commercial Area Recommendations** (Mixed-Use District) are presented on pages 74-77.
- **Clayton Road Business District Recommendations** (Main Street Commercial District) are presented on pages 78-81.
- **Lindbergh Corridor Commercial Property Recommendations** (Commercial Corridor District) are presented on pages 82-83.
- **Clayton Road at Price Road Commercial Corner Recommendations** (Neighborhood Commercial District) are presented on pages 84-85.
- **Civic and Institutional District Recommendations** are presented on pages 86-88.
- **Industrial District Recommendations** are presented on page 89.



Map 2.1: Future Land Use Map
This map illustrates the future land use map and districts presented in this section.

Legend | Future Land Use Districts

- | | |
|--------------------------|----------------------------------|
| Countryside Estate I | Main Street Commercial District |
| Countryside Estate II | Commercial Corridor District |
| Neighborhood Estate | Neighborhood Commercial District |
| Suburban Neighborhood I | Club District |
| Suburban Neighborhood II | Civic District |
| Small Lot Subdivision | Campus District |
| Mixed-Use District | Industrial District |

Future Land Use Plan

Residential Subdivision Recommendations

Over three quarters of Ladue’s land area is developed with residential sub-divisions (the vast majority being private sub-divisions), and these sub-divisions are a key part of the City’s overall physical identity and regional strength.

As detailed in Section 1, the City’s residential subdivisions – while of excellent quality and maintaining high property values – face some challenges. These include:

- Zoning district regulations which permit site coverage ratios that are higher than the prevailing built conditions;
- Zoning district regulations which do not support the intent of the ARB Guidelines; and
- Required setback requirements, which often do not match the prevailing built conditions.

These challenges have resulted in new developments (through tear downs and rebuilds), permitted under the code, not contributing to Ladue’s established residential character and existing context. As a result, this Plan must provide guidelines that preserve the character and property values of existing residential subdivisions while allowing for incremental evolution and redevelopment over time.

The Ladue 2040 Plan’s recommendations protect the physical characteristics of residential sub-divisions while guiding contextually sensitive redevelopment as dictated by existing and future market forces. While the recommendations for residential sub-divisions presented herein apply to all of Ladue’s residential place types, implementation of these recommendations should be particular to the characteristics of each individual district. This entails calibrating the individual recommendations to the desired and often existing built character for each residential district.

This process is fundamental to the preservation of Ladue’s desired residential character and identity. The vision and intent of each residential district is provided on pages 72 to 73, and Plan recommendations are detailed on the facing page. These recommendations apply to new development, new subdivisions, teardowns and infills, and significant expansions of existing buildings.



Lot Development Standards:

- Link allowable side yard setbacks to lot width to save side yard views.
- Regulate front yard setbacks, not through a fixed measure, but in relation to the line generally established on a street by existing houses.
- Relate the maximum square footage of homes relative to lot size.

Storm water & Runoff Mitigation:

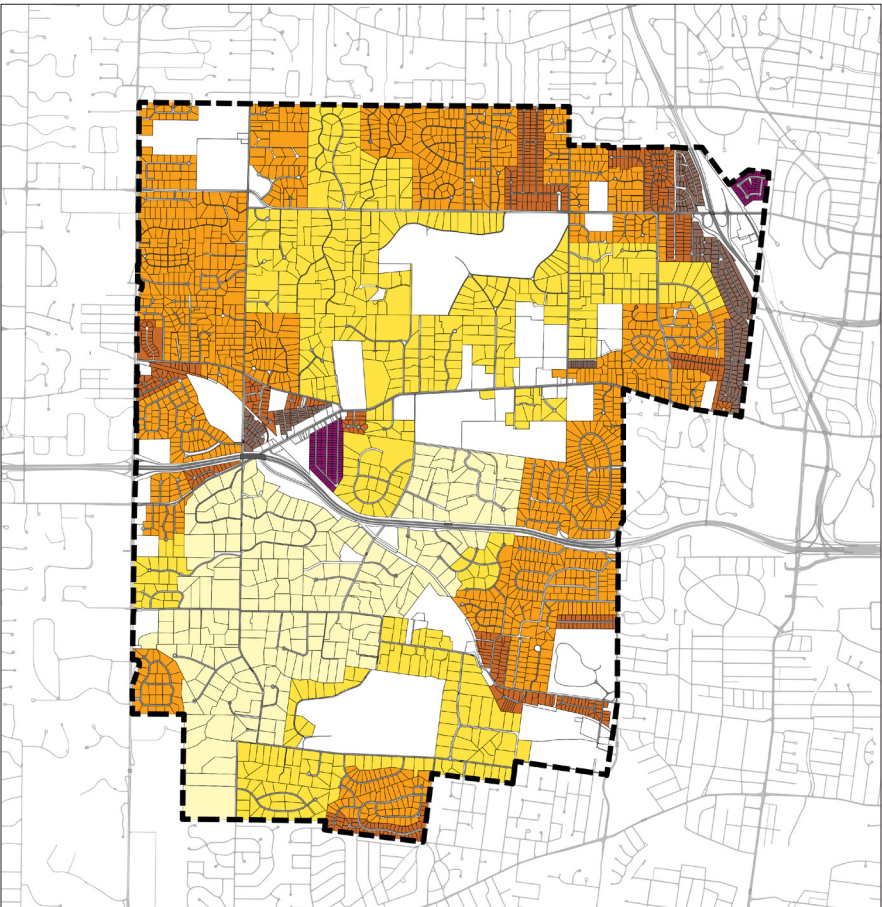
- Develop requirements for land disturbance activities that will disturb less than one acre aimed to limit the adverse effects of runoff produced by development, using on-site mitigation and site design to limit runoff to what exists today.
- Increase storm water requirements to retain storm water discharge for both increases and change due to land development and an amount of the baseline.

Landscape & Forestry Standards:

- Reduce the percentage of tree removal which triggers replacement of trees.
- Require a percentage of landscape plantings other than trees to be from a native plants list.

Green Space Preservation:

- Consider increasing greenspace requirements where open space preservation is most critical, such as larger lots.



Future Land Use Map | Residential Districts

Future Land Use Plan

Residential Sub-Division Districts



Countryside Estate I (CR-1)
Countryside Estate I describes the large lot (3 acres and larger), detached single-family residential area of Ladue. This district contains the largest lots in Ladue, set in a rural character; homes are objects in the landscape. The intent is to retain the spacious, wooded, rural character of this area and to preserve and protect the natural features of the district including the floodplain, waterways, and topography/landscape. Homes are loosely oriented to a private shared drive or street for access. Roadways to access this area are generally constrained with low traffic capacity. Countryside Estate I includes portions of the current A Residential Zoning District.



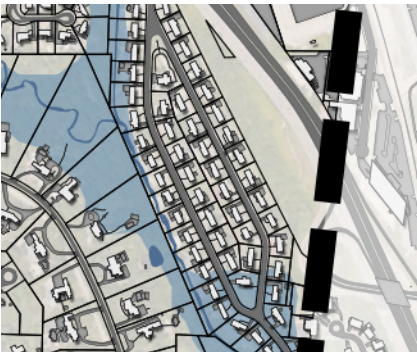
Countryside Estate II (CR-2)
Countryside Estate II describes large-lot (1.8 acres and larger), detached single-family residential area of Ladue. This district contains large lots with homes placed in the landscape, yet loosely oriented to the street. Streets do not tend to follow an orderly pattern. The intent of this district is to retain the natural vegetation and spacious character. This area is not as limited by waterways and topography as Countryside Estate I and is more easily accessed via the City's major arterials. Countryside Estate II includes portions of the current B Residential Zoning District.



Estate Neighborhood (ER)
Estate Neighborhood describes more traditional subdivision development with detached single-family residential homes on lots generally 30,000 square feet or larger. Homes are generally oriented to the street, while allowing for more flexibility in frontage and orientation to work with the landscape. Properties typically have deep setbacks for large circle drives and a significant amount of greenspace. This district is generally easily accessible from the City's arterials and major collector roads. Estate Neighborhood includes portions of the current C Residential Zoning District.



Suburban Neighborhood I (SR-1)
Suburban Neighborhood I describes smaller scale lots (15,000 square feet or larger), detached single-family residential, generally located near schools, parks and commercial areas. This district is characterized by consistent frontage setbacks and home orientation which establishes the pattern. There is a range of lot sizes, but generally smaller lots. Suburban Neighborhood I includes portions of the current D Residential Zoning District.



Suburban Neighborhood II (SR-2)
Suburban Neighborhood II describes smaller scale lots (10,000 square feet or larger), detached single-family residential, generally located near schools, parks and commercial areas. This district is characterized by smaller lots (smaller than lots in Suburban Neighborhood I) with consistent frontage setbacks and home orientation which establishes the pattern. Suburban Neighborhood includes portions of the current E Residential Zoning District.

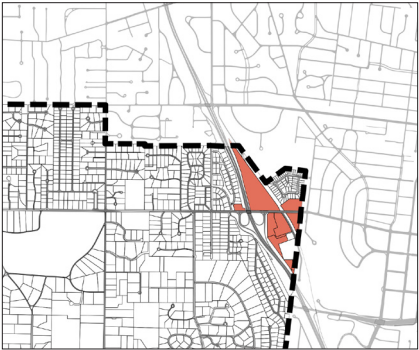


Small Lot Subdivision (RSL)
Small Lot Subdivision describes smaller-scale lots (10,000 square feet or less), detached single-family residential intended for smaller-scale homes. This district is intended to be a pedestrian-friendly area with easy access to the City's primary commercial areas. Small Lot Subdivision includes portions of the current E and E1 Residential Zoning Districts.



Future Land Use Plan

Ladue Road at I-170 Commercial Area Recommendations

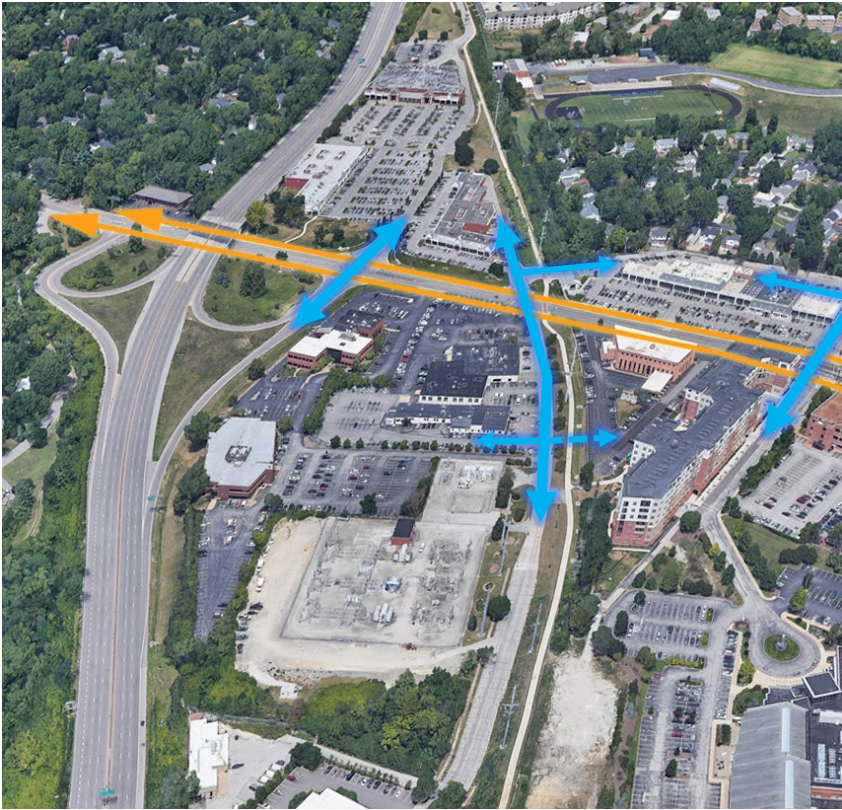


Mixed-Use District (MU)
Mixed-use District describes the commercial area at Ladue Road and I-170. This area presents a unique opportunity from both a market and a context/identity perspective due to its high visibility and easy accessibility from Interstate 170, its direct adjacency to Downtown Clayton, and the fact that it lies on the opposite side of I-170 from the residential core of Ladue. The future character of this area should relate to the urban context of Downtown Clayton, while also providing a gateway and entry into Ladue, earmarked by high quality and vibrant urban design and development that addresses Ladue Road and provides a high degree of walkability and bikeability (leveraging connections to the regional greenway), and incorporates public gathering space. This area is well suited to support mixed-use development and increased development density than what is currently permitted today. Mixed-use District includes portions of the current G2 Commercial Zoning District.

The Vision for this district is to create a vibrant, walkable, urban amenity-rich mixed-use center for the community as part of an adjacent high-intensity downtown. Due to its proximity to Downtown Clayton as well as its visibility and access from I-170 and separation from the core of Ladue, this commercial area offers a unique opportunity and potential for more intense development than is present today. Future long-term redevelopment of this area would serve to enhance revenue generation for the City, provide amenities desirable to the community such as expanded housing options, gathering spaces, more dining options, and improved walkability and bikeability. It will serve as an identifiable commercial and business district for the community to benefit from and leverage for increased revenue generation.

Land uses in this district will be supported by great streets and public realm amenities to create a pedestrian friendly development pattern. This district will also serve as a gateway into Ladue; therefore, a high quality of architectural design, urban design and landscape quality should be required to represent the standards of the Ladue community and serve as a beautiful entrance to the community.

The Mixed-use District (MU) recommendations should apply as properties are redeveloped or undergo significant renovations. The vision for this district is best accomplished through developments of scale and will require lot consolidation in some cases to produce the desired configuration and size of development parcels for the future vision of this district.



The blue arrows illustrate site accessibility and the orange arrows represent walkability along Ladue Road.

Existing Conditions Massing Model of I-170 at Ladue Road Commercial Area



Lot Development Standards:

- Develop form-based guidelines (or an overlay district) to guide lot development within designated portions of the district – to include requirements for lot size and lot frontage as conditions.
- Update ARB Guidelines to ensure development of high-quality harmonious buildings, appropriate with adjacent context (i.e. Downtown Clayton).
- Establish site coverage limits for surface parking lots and discourage the expansion of existing surface parking.
- Support sustainable and low impact site development practices such as permeable pavement, bio-retention, native landscaping, and energy efficient lighting through the use of zoning incentives such as density bonuses.
- Promote active ground floor uses along Ladue Road.
- Encourage the inclusion of public gathering space within site development.

- Building height minimums and maximums should be established along with appropriate height step backs to respond to adjacent context.
- Establish a maximum front setback and designated landscape/public amenity zone along Ladue Road. Encourage uniform setbacks on neighboring lots to establish a consistent location and orientation of building façade frontages on Ladue Road.
- Mixed-use development (including condos and townhomes) should be permitted and encouraged. Uses permitted in this district should be desirable and contextually compatible, but regulations should remain flexible in order to respond to the market.
- Remove land use based parking requirements and leave up to the market, or develop parking maximums to limit excessive impervious surface parking.
- Permit parking structures but require that they be screened from residential and not permitted to front on Ladue Road.

Street & Connectivity Standards:

- Allow cross-access between properties and utilization of side streets for access to reduce curb cuts on Ladue Road.
- Require side street access for all developments.
- Do not permit new curb cuts or lighted intersections on Ladue Road.
- Provide pedestrian linkages to the Centennial Greenway Trail.
- Provide street and public realm facility enhancements according to street type classification (see street plan)

Storm water & Runoff Mitigation:

- Incentivize site design that over-performs minimum storm water requirements.

Landscape & Forestry Standards:

- Maintain current landscape and tree requirements

Green Space Preservation:

- Maintain current Green Space Requirements

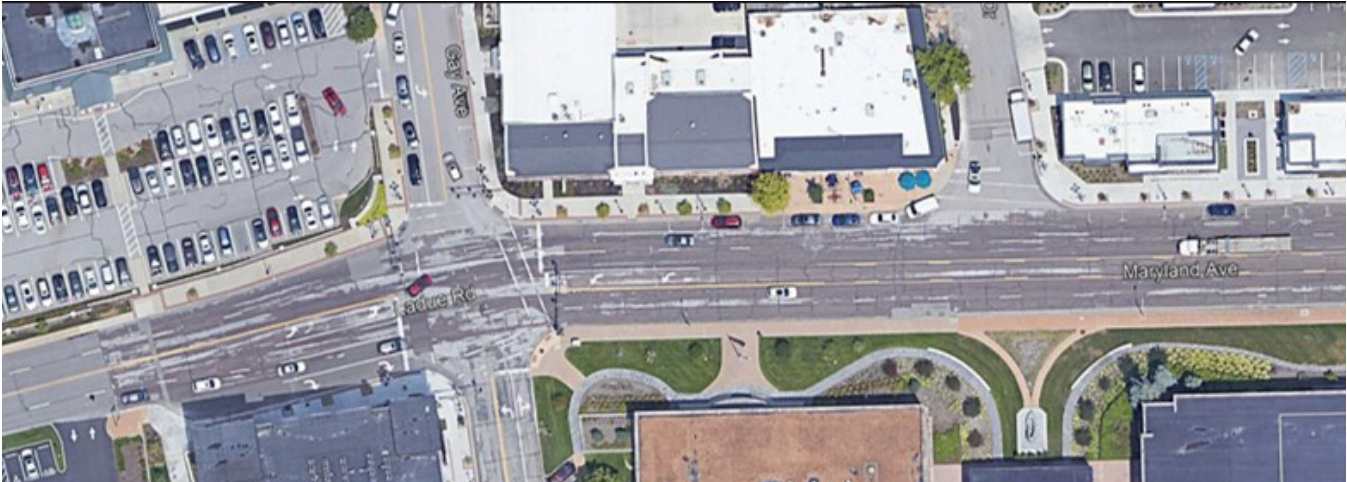
Future Land Use Plan

Ladue Road at I-170 Commercial Area Recommendations

Existing Conditions Character Images



Contextual Character Images (Downtown Clayton, MO)



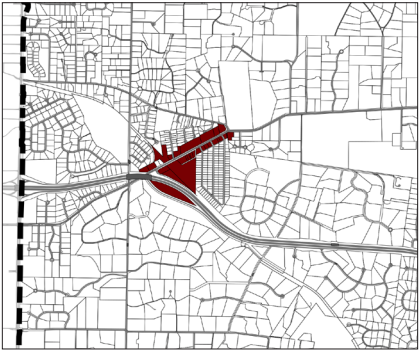
The image above is a plan view of Ladue Road / Maryland Avenue at Gay Avenue (near the Ladue/Clayton City Limits). The development pattern in downtown Clayton addresses the street and integrates parking into the building or places it behind the building. Development in the future should continue this pattern to create a more pedestrian friendly retail area that relates well with adjacent downtown Clayton.



Existing Context
Interstate 170 creates a buffer between the residential core of Ladue and the commercial area east of the interstate. There is one single family residential area east of Interstate 170 –Colonial Lane. The parcels north of Ladue Road abut Colonial Lane subdivision, while the southern parcels are not adjacent to any single family residential properties. This presents an opportunity to consider permitting greater flexibility with regard to height with sensitivity to the adjacent residential subdivision.

Future Land Use Plan

Clayton Road Business District Recommendations



Main Street Commercial District (MS)
Main Street Commercial District describes the Clayton Road Business District and supports the enhancement and evolution of this quaint local main street district. The corridor generally has a range of lot sizes with several shallow smaller parcels under multiple ownership on the south side of Clayton Road, and larger deeper parcels generally on the north side of Clayton Road. Located at the heart of the community, this district is ideal for the creation of a distinct district and experience, inclusive of a vibrant walkable and bikeable environment. A mix of land uses in this district should be supported by great streets and public realm amenities. The Main Street Commercial District includes portions of the current G1 Commercial Zoning District.

The vision of this district is to enhance and evolve the Clayton Road Business District over time to serve as the identifiable heart of Ladue. This district today offers a mix of unique boutique retail, neighborhood services, office, banking, and food and beverage options. The district is oriented in a linear fashion along Clayton Road with direct access from the interstate. This quaint community-serving commercial district is the ideal size and length for developing a retail experience, brand, and identity.

The district can also serve to provide desired community amenities such as attached townhomes, upper floor condos above commercial storefronts, and more small-scale restaurants with outdoor dining. Development of this Clayton Road Business District should encourage pedestrian and bicycle connectivity while accommodating vehicular access and easy parking. This district should be pedestrian oriented with a great public realm design which acts as a public gathering opportunity for the community through great street design rich with amenities.

The Main Street Commercial District (MS) provides a lot-by-lot, incremental revitalization and redevelopment that builds toward a coherent district identity.



Existing Context

The business district is nestled among the smaller lot single family homes in Ladue. The district has regional access from Interstate 64 along Clayton Road. There is a desire for greater walkability and connectivity to the business district



Lot Development Standards:

- Establish pedestrian facility requirements to encourage walkable access, including 1) the provision of walkways between buildings and the public sidewalk; 2) walkways that provide pedestrian cross-access between neighboring lots; and 3) walkways connecting parking facilities to buildings.
- Promote cross-access between adjacent sites to encourage shared parking and reduce curb cuts onto Clayton Road.
- Develop design guidelines to achieve the desired character of the district focused on frontage requirements for buildings to facilitate a pedestrian friendly retail environment.
- Mixed-use development should be permitted and encouraged, with a variety of retail, service, dining, and office ground floor uses allowed and encouraged.
- Permit townhomes and condos as part of a mixed-use site development.
- Along primary street frontage (i.e., Clayton Road) permit commercial

ground floor uses including retail and office and permit condos on upper floors only.

- Parking can be located in front of buildings, but parking behind buildings and/or in shared facilities is encouraged.
- Remove land-use based parking requirements and leave up to the market or develop parking maximums to limit excessive impervious surface parking.
- Permit parking structures integral with development but require that they be screened from residential and not be permitted to front on Clayton Road.
- Establish a landscape/pedestrian zone along Clayton Road and discourage parking within this zone.
- Permit heights that account for current built conditions today to eliminate non-conformance and align with the market.
- Ensure that nearby residential properties are not adversely affected by commercial development along Clayton Road (i.e. manage building heights).

Street & Connectivity Standards:

- Allow cross-access between properties and utilization of side streets for access to reduce curb cuts on Clayton Road.
- Provide street and public realm facility enhancements according to street type classification (see street plan)

Storm water & Runoff Mitigation:

- Incentivize site design that over-performs minimum storm water requirements.

Landscape & Forestry Standards:

- Maintain current landscape and tree requirements

Green Space Preservation:

- Maintain current Green Space Requirements

Future Land Use Plan

Clayton Road Business District Recommendations

Existing Conditions Character Images



Existing Conditions Character Images

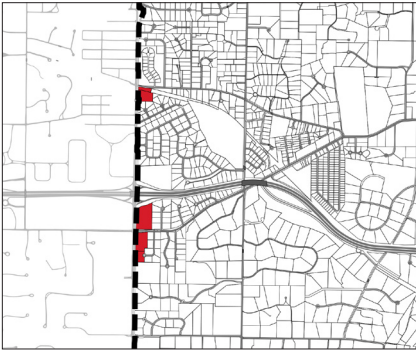


Vision & Best Practices Character Images (Mashpee Commons, MA)



Future Land Use Plan

Lindbergh Corridor Commercial Property Recommendations



Commercial Corridor District (CS)
Commercial Corridor District describes the commercial areas along Lindbergh Boulevard – a highly visible and highly trafficked corridor accessible by I-64. The lots along this corridor are large enough to support the development of a variety of medium-density commercial, retail, office, dining, community services, and condo uses. These land uses are supported through primarily vehicular access with improved walkability connections within developments, and beautifully landscaped streets. The Commercial Corridor District accommodates numerous existing land uses, including the “day to day” retail and service businesses utilized by Ladue’s residents, while allowing for increased density and new land uses. Commercial Corridor District includes portions of the current G2 Commercial Zoning District.

The vision for Lindbergh Boulevard commercial properties is to permit medium-density mixed-use development along this highly trafficked corridor. The Lindbergh corridor is experiencing redevelopment with the new Lifetime Fitness mixed-use development in adjacent Frontenac. The recommendations for Lindbergh Boulevard commercial properties are intended to accommodate existing land uses and development patterns while allowing new uses, thus facilitating the long-term evolution of the corridor.

The Commercial Corridor District (CC) supports the development of a variety of medium-density commercial, retail, office, institutional, dining, community service and condos and townhomes within a suburban context. These land uses are supported through primarily vehicular access with improved pedestrian facilities and beautifully landscaped streets.

The commercial properties along Lindbergh have generous lot depths which can support increased height along the corridor with a step down in height at the back of lots where development abuts residential properties. Landscape buffering will also provide a compatible adjacency of these uses.

Lot Development Standards:

- Establish guidelines for pedestrian connectivity between parking facilities and buildings.
- Encourage uniform setbacks on neighboring lots to establish a consistent location and orientation of building façade frontages.
- Mixed-use development should be permitted and encouraged, with a variety of retail, office, and condo uses allowed and encouraged. Along primary street frontage (i.e., Lindbergh Boulevard and Clayton Road) condos should be permitted on upper floors only.
- Parking can be located in front of buildings, but parking behind buildings and/or in shared facilities is encouraged.
- Remove land-use based parking requirements and leave up to the market or develop parking maximums to limit excessive impervious surface parking.
- Permit parking structures but require that they be screened from residential and not permitted to front on Lindbergh Boulevard.

- Establish a landscape/pedestrian zone along Lindbergh Boulevard and discourage parking within this zone.
- Permit additional height along Lindbergh frontage as appropriate to the context, and step-down height at back of lot to match residential context.

Street & Connectivity Standards:

- Allow cross-access between properties and utilization of side streets for access to reduce curb cuts on Lindbergh Boulevard.

Storm water & Runoff Mitigation:

- Incentivize site design that over-performs minimum storm water requirements.

Landscape & Forestry Standards:

- Maintain current landscape and tree requirements

Green Space Preservation:

- Maintain current Green Space Requirements



Future Land Use Plan

Clayton Road at Price Road Commercial Corner Recommendations



Neighborhood Commercial District (NC)

Neighborhood Commercial District describes the quaint commercial corner at Clayton Road and Price Road. This small commercial node is ideal for retail and service businesses, providing both easy car access and a walkable environment. The Neighborhood Commercial District includes portions of the current G1 Commercial Zoning District.

The vision for the Neighborhood Commercial District properties is to preserve this quaint neighborhood serving commercial corner while evolving it to permit mixed-use development overtime with enhanced walkability, bikeability and connectivity to the district. This corner struggles with turnover and properties sitting vacant. Investment in the public realm to create a pedestrian friendly neighborhood commercial corner could serve to improve and better support the retail health of this area.

The commercial properties at this corner are generally smaller on the north side of Clayton Road and larger on the south side. These commercial properties abut civic and institutional properties as well as a few residential properties and subdivisions, therefore redevelopment must be contextually sensitive to adjacent residential development.

Commercial properties at the corner of Clayton Road and Price Road include historic properties which should be preserved (including former Ladue Market and former Busch’s Grove). Recent closures and long-term vacancies at this corner present redevelopment opportunities. The recommendations for Clayton and Price road commercial corner properties are intended to accommodate existing land uses and development patterns while allowing new uses, thus facilitating the long-term evolution of this commercial corner into a vibrant neighborhood node.

The Neighborhood Commercial District (NC) supports the development of a variety of lower-density commercial, retail, office, institutional, dining, and community services. The district can also serve to provide desired community amenities such as upper floor condos above commercial storefronts, and more small-scale restaurants with outdoor dining. These land uses are supported through primarily vehicular access, however, improved walkability and bikeability especially on Clayton Road is encouraged, with improved pedestrian facilities, safe street crossings, and beautiful landscaping to signify the district.



Lot Development Standards:

- Establish guidelines for pedestrian connectivity between parking facilities and buildings.
- Mixed-use development should be permitted and encouraged, with a variety of office, retail, service, and dining, ground floor uses allowed and encouraged.
- Permit condo uses on upper floors only.
- Parking can be located in front of buildings, but parking behind buildings and/or in shared facilities is encouraged.

- Remove land-use based parking requirements and leave up to the market or develop parking maximums to limit excessive impervious surface parking.
- Establish a landscape/pedestrian zone along Clayton Road and discourage parking within this zone.

Street & Connectivity Standards:

- Allow cross-access between properties and utilization of side streets for access to reduce curb cuts on Clayton Road.
- Provide street and public realm facility enhancements according to street type classification (see street plan).

Storm water & Runoff Mitigation:

- Incentivize site design that over-performs minimum storm water requirements.

Landscape & Forestry Standards:

- Maintain current landscape and tree requirements

Green Space Preservation:

- Maintain current Green Space Requirements

Future Land Use Plan

Civic/Institutional District Recommendations



Ladue is home to numerous educational, religious and civic institutions as well as several private clubs. Under the City’s current zoning, civic and institutional uses and private clubs are addressed as special uses (requiring a special use permit) within residential and commercial zoning districts. Due to Ladue’s land use patterns, many of these uses fall within residential areas, occasionally resulting in conflicts with neighboring residential subdivisions over parking, lighting, hours of use and other issues. The major private schools in Ladue with significant campus grounds are MICDS, which provides education from K-12th grade, the Community School, which provides Pre-K through 6th grade, and John Burroughs School, which provides an education to those in 7-12 grade.



The larger campuses and private clubs play a significant role in the physical character of the City. In order to ensure that future growth and evolution of these stakeholders continues to contribute positively to the physical character of Ladue, the Ladue 2040 Plan’s recommendations establish Club, Civic, and Campus land use districts. These districts consist of physical development recommendations to guide the public street frontages of the development, while allowing for maximum flexibility on the interior of the site.

These districts area also intended to protect established, existing residential neighborhoods from potential negative impacts from non-residential land uses. Furthermore, these districts could be developed as an overlay district, to preserve the underlying district zoning. The overlay district would be contingent on the civic or institutional use of the parcel, and if the use vacates the site, the overlay district would no longer be valid, and the underlying zoning would apply.



While the recommendations for Club, Civic and Campus districts presented herein apply to all of Ladue’s Civic/Institutional land use districts, implementation of these recommendations should be particular to the characteristics of each individual district. This entails calibrating the individual recommendations to the desired and often existing built character for each district.

This process is fundamental to the preservation of Ladue’s desired civic and institutional character and identity.

Lot Development Standards:

- Establish primary street and secondary street setbacks (for private street frontages) that are compatible with neighboring residential and commercial land use districts; setbacks should be developed separately for each civic/institutional district, to reflect each place type’s articulated vision.

Storm water & Runoff Mitigation:

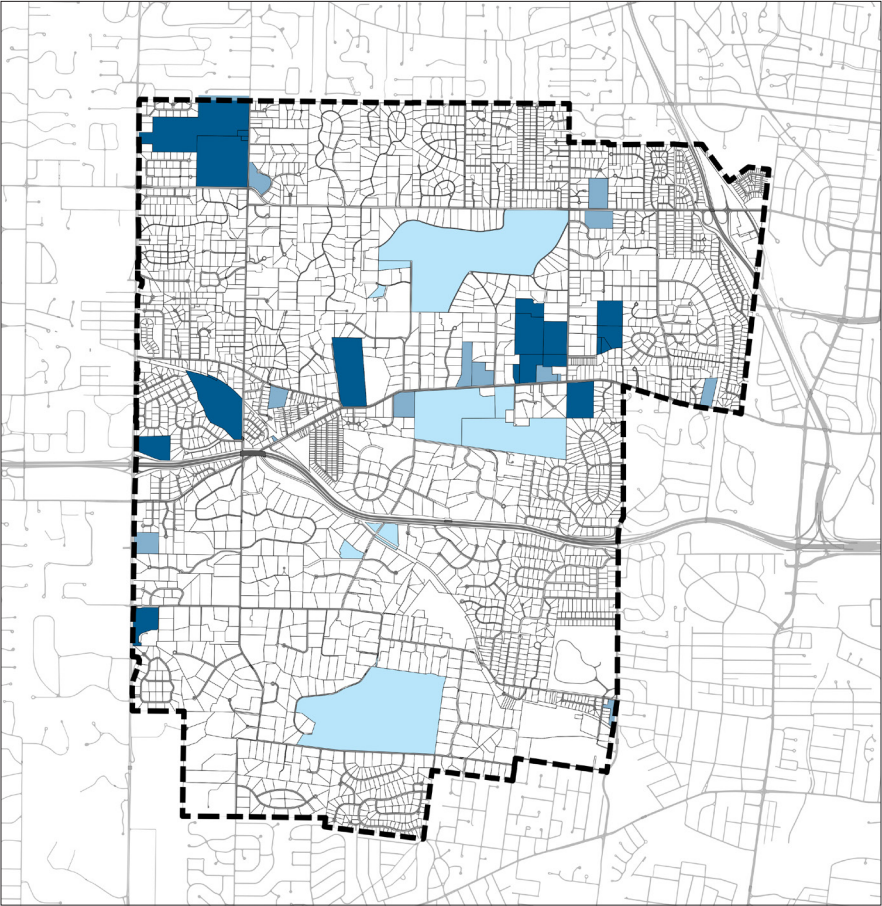
- Provide regulatory incentives for increased storm water detention/ recharge (green infrastructure) on private lots.

Landscape & Forestry Standards:

- Reduce the percentage of tree removal which triggers replacement of trees.
- Require a percentage of landscape plantings other than trees to be from a native plants list.

Green Space Preservation:

- Establish minimum greenspace requirement for each district, reflective of each district’s articulated vision.



Future Land Use Map | Civic/Institutional Districts

Future Land Use Plan

Civic/Institutional Districts



Club District (CL)
The Club District describes the existing private clubs in Ladue which are well landscaped with very low-density development, set in a countryside scenery. The club district features landscaped and wooded open space.



Civic District (CV)
The Civic District is intended for uses – including schools, churches, religious facilities, and public facilities – comprised of a single primary building with optional ancillary buildings on a single lot. Civic sites when located in predominately residential areas should maintain low-intensity, landscaped frontages.



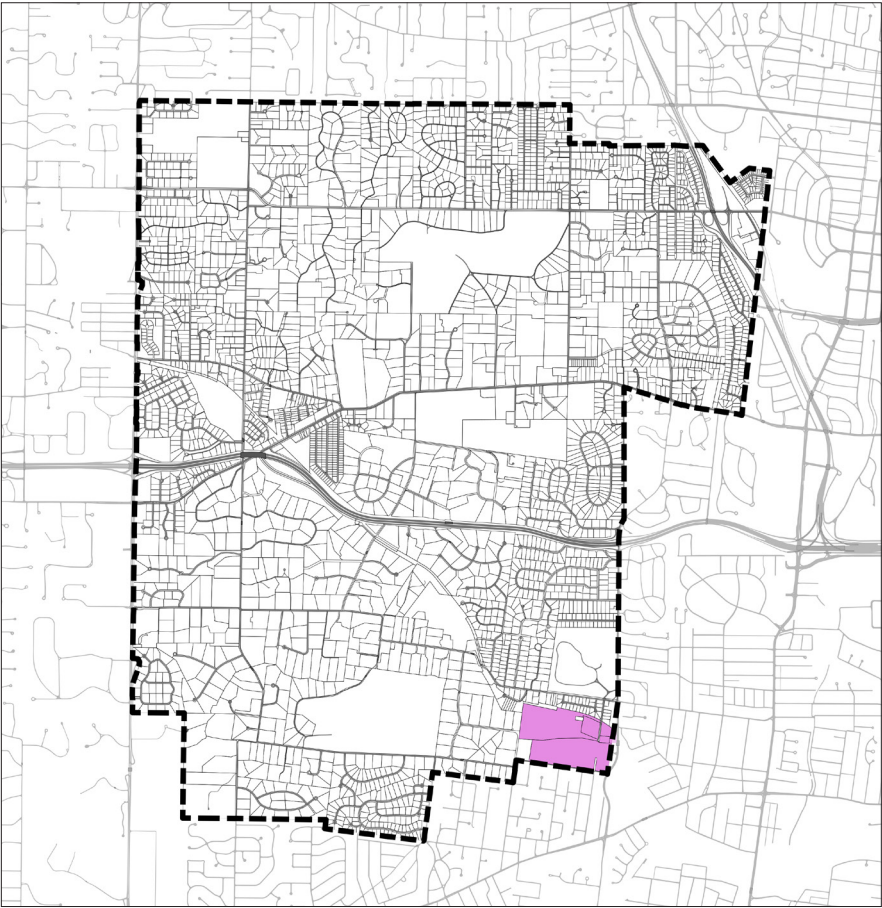
Campus District (CP)
The Campus District is intended for uses – including schools, churches, religious facilities, and public facilities – configured as a campus having a minimum size of 10 acres. Located in predominately residential areas, campus districts should maintain low-intensity, landscaped frontages. When located on a commercial street (such as Lindbergh Boulevard), Campus districts should maintain a frontage type that matches the adjacent frontages on that commercial street.



Industrial District Recommendations



Industrial District (I)
The Industrial District describes the area in Ladue that is currently zoned industrial due to uses that are currently operating there including the Rock Hill Quarry demolition landfill. The Industrial District includes portions of the current H Industrial Zoning District. This area is challenged by the floodplain, waterways, and topography as well as its adjacency to an active and operating landfill. The land use of this district is intended to remain the same until which time the landfill operations have ceased and the landfill has been capped such that environmental impacts of the site and suitability for redevelopment and its impacts on future proposed land uses can be evaluated.



Future Land Use Map | Industrial District (I)

Rock Hill Quarry Landfill

This landfill is the only active demolition landfill in St. Louis County. Until 1988 there were organics placed in the landfill. This has geotechnical implications for future buildings bearing on the landfill. There is no established timeline for closing and capping the landfill. The landfill operates under a Special Use Permit.

The future of this one area of industrial zoned property in Ladue is unknown with regard to how long it will continue to operate as an industrial use. The environmental impact of the landfill will need to be evaluated and managed over time. The City may consider future uses for this area beyond what is currently permitted by zoning within the H-Industrial District. New or modified uses for this area will need to be evaluated through the current zoning process and the City should be very careful to ensure that the necessary research and studies regarding traffic, environmental impacts, and public health challenges are submitted and are fully in compliance with all local, regional, state, and federal regulations. New plans and projects should also demonstrate the use of best practices. It will be important for the City to adhere to all storm water, floodplain, and environmental regulations when considering new or modified uses for this property.

Streets Plan

In the last 10 years the City of Ladue has made significant improvements to its sidewalk network; implementing nearly all of the 2012 Sidewalk Plan (completed and planned projects documented below). The following streets recommendations are qualitative improvements for key public streets in Ladue to enhance the network that has already been started. These recommendations encourage the development of Complete Streets – streets with facilities for all users and modes of transportation – incrementally as street improvements are made.

The Streets Plan provides for safe and effective connectivity for pedestrians, bikes, mobility device users, and vehicles alike. The Streets Plan should be aligned and inform the City’s update to the Sidewalk Plan. The Streets Plan and the road design concepts for consideration are presented on the following pages.

As presented herein, these recommendations do not suggest or require the wholesale reconstruction of identified streets. Rather, they establish principles for facility types and levels of service for all users, to guide improvements as needed when street repair, reconstruction, or improvements, required by redevelopment projects occurs, or as continued sidewalk plan implementation is planned. Additionally, these recommendations and principles should be viewed as guide-lines to be adapted to specific existing conditions including ROW width, pavement width, and adjacent development. No reduction of existing vehicular levels of service (LOS) is recommended, and enhanced LOS is desired, and the functional classifications of Ladue’s public roadways are not recommended to change through this Plan.

The Streets Plan is intended to be a 21st Century Infrastructure Improvement Plan to integrate the City’s efforts to improve its roadway safety, traffic and access management practices, walking and biking network, green infrastructure and storm water management, tree management and reforestation efforts, access to reliable and high-speed technology (cell and broadband), and utility upgrades and improvements for community resiliency and public safety. As capital improvements and development occur overtime which require improvements to City-owned right-of-way, projects should be aimed at a comprehensive approach to upgrading the city’s infrastructure. This approach can contribute to significant resource efficiencies while achieving multiple goals presented in this Plan.

Street recommendations are presented according to Four (4) street typologies, as shown in the Streets Plan (Map 1.7) and detailed on the following pages.

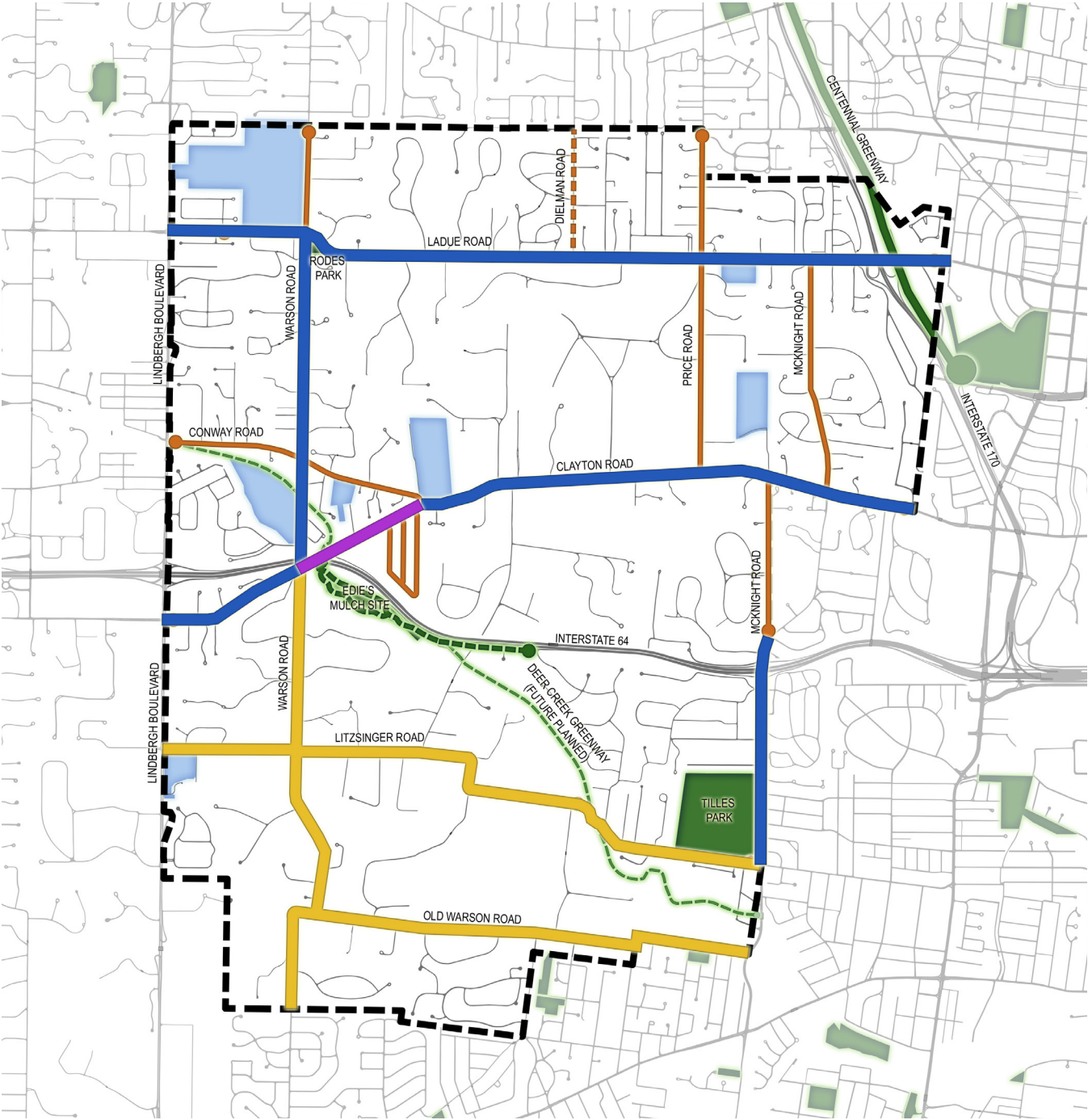
Roadway Improvements (Completed and Planned)

2012 Sidewalk Plan Implementation:
(The City has completed or plans to complete the following sidewalk improvements according to the 2012 Sidewalk Plan)

- **Dielman Road** between Ladue Road and Tamarack Drive Sidewalk (Construction scheduled for 2023)
- **Lay Road** between Clayton and McKnight (2018)
- **Price Road** between Clayton and Delmar (this involved replacement of a raised shoulder with a new concrete sidewalk) (2016)
- **McKnight Road** between Clayton and Ladue (2015)
- **Litzsinger Road** between McKnight and Overbrook (2013/2014)
- **Warson Road** between Ladue and northern City limits (2013)
- **Ladue Road** between Warson and Salem Estates (2013)

The City has plans for the following Roadway Improvements:

- **Conway & Warson Intersection** Signalization with addition of the left turn lanes on Northbound & Southbound Warson Road (Federal Funding has been obligated for design – Construction planned for 2023)
- **Edie’s Deer Creek Trail** (City is seeking funding – 2022/2023 anticipated phase 1 implementation, if funding is approved)

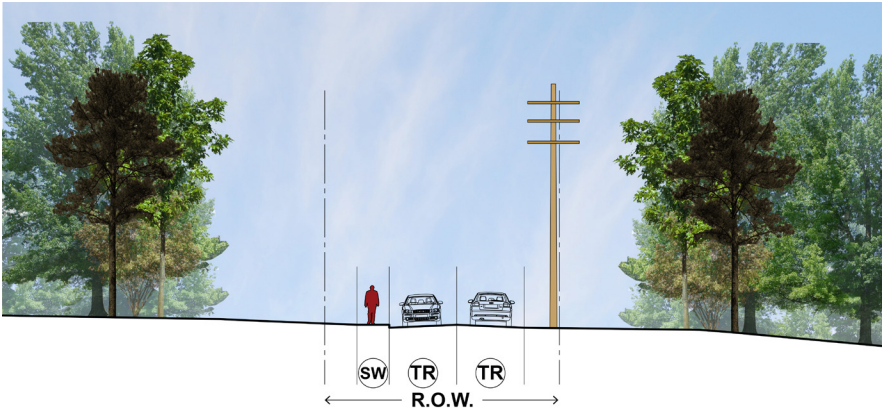


Map 1.7: Streets Plan Map
This map illustrates the Street Plan Road Typologies presented in this section.

- Legend**
- Main Street
 - Community Road
 - Country Road
 - Typ. Existing Road
 - Greenway Existing
 - Shared-Use Path Planned
 - Greenway (Future Proposed)

Streets Plan

Typical Existing Road



Typical Existing Road Configuration

The typical Right-of-Way (R.O.W.) for the Typical Existing Road is 40 feet. Sidewalks have been installed on several roads in Ladue as listed on the previous page. The configuration includes two 11 foot travel lanes (TR) and a 5 foot sidewalk (SW) on one side of the street, immediately adjacent to the travel lane. Overhead electrical utility lines typically run along the street opposite the sidewalk. Trees and landscaping along the street is typically private.

Street Typology Recommendations:
These roads have recently been improved within the last 10 years with new sidewalks. There are no recommendations, besides maintaining what is already built.



Price Road (Existing)



McKnight Road (Existing)



Litzsinger Road (Existing)



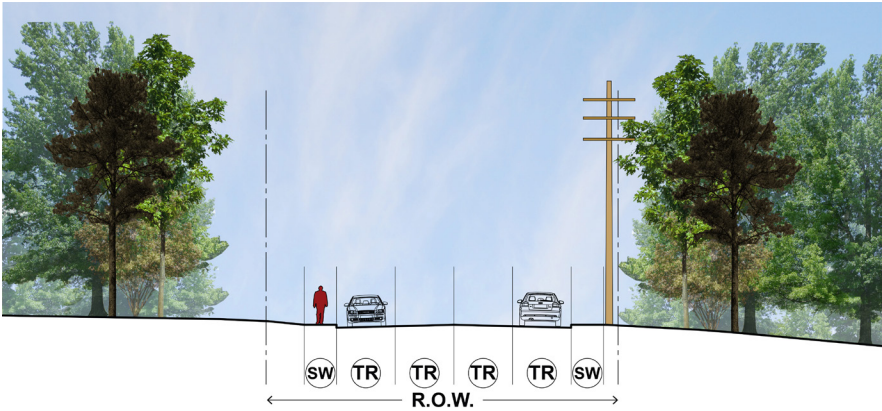
Lay Road (Existing)



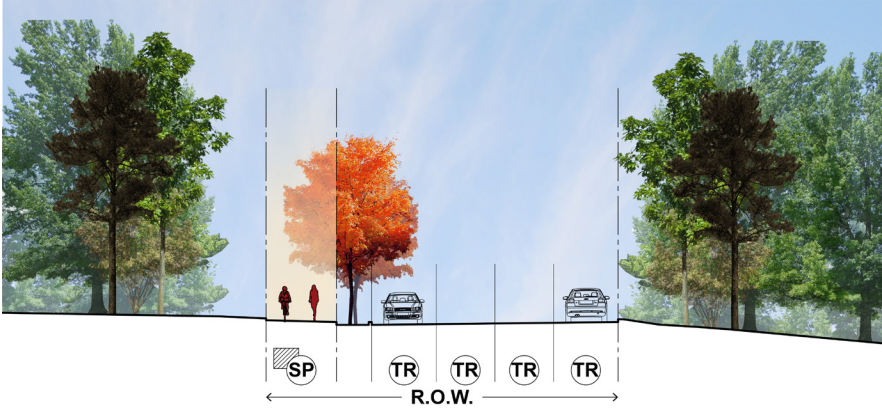
Conway Road (Existing)

Streets Plan

Community Road Typology



Typical Existing Condition (Four Lane Road)
Clayton Road and portions of Ladue Road are four lane roads that serve to connect many institutional, civic and commercial buildings. The typical 60 foot R.O.W. has four 10 foot travel lanes and a sidewalk that is not continuous (location and width varies). Overhead utility poles and wires are located along one side of the street typically.



Community Road Concept (Four Lane Road)
This street type serves to connect many campuses, clubs, civic and institutional buildings, and commercial areas. This concept includes maintaining the four 10 foot travel lanes, and proposes a shared-use path for both walkers and bikers along one side (10 to 12 foot wide to accommodate multiple users). A tree lawn can serve to separate the shared-use path from the travel lanes.

Street Typology Recommendations:
The Community Road Typology could incorporate and accommodate the following elements for consideration:

- **Shared-Use Path**
This facility is typically 10 to 12 feet wide and can be shared by pedestrians and bicyclists. In Ladue there is a desire for biking facilities comfortable for seniors, school aged children and families. A shared use path is separated from the roadway and comfortable for many types of users.
- **Public Landscaping and Trees**
To buffer the shared-use path from the travel lanes a plating strip, tree lawn, or bioswale can be considered. This facility should be 5 feet minimum and larger where possible. This element provides both aesthetic value and could assist with storm water runoff and increasing the public tree canopy.
- **Utility Infrastructure**
There is a desire for overhead utilities that create conflicts with the tree canopy to be placed underground where feasible and advisable (weighing the benefits and cost). Plans to improve cell coverage in the community must be considered before utilities are placed underground to determine if the utility poles are useful for improving cell coverage.

- **Street Lighting**
Public Street Lighting could be provided in select key locations such as near entrances to civic campuses and in commercial areas (such as Clay-Price).



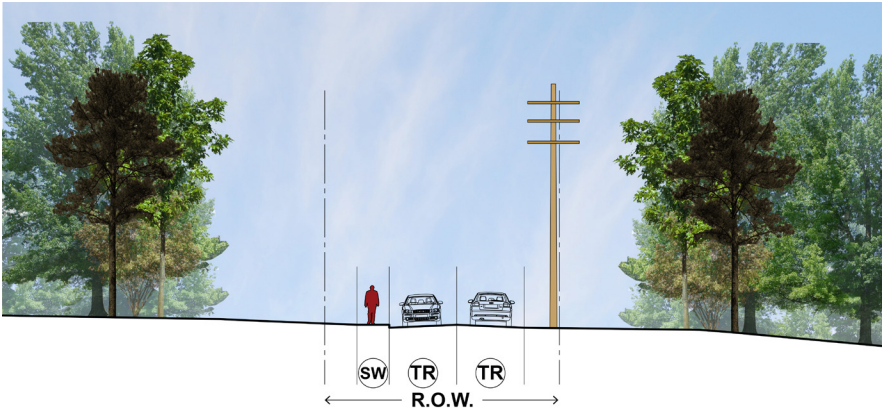
Clayton Road (Existing)



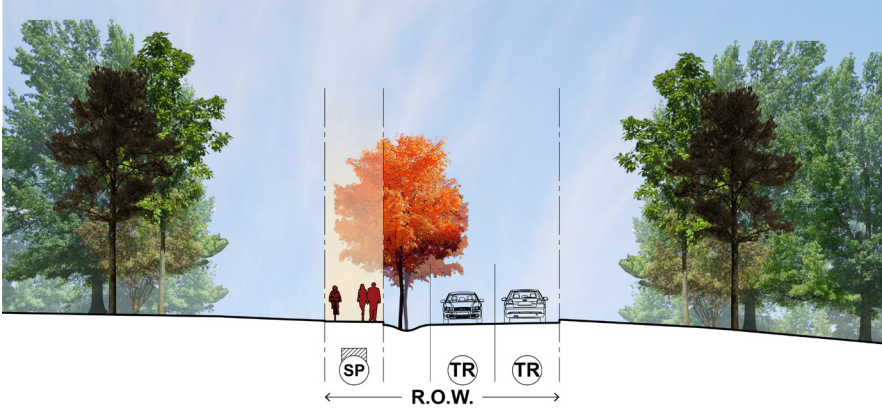
Ladue Road (Existing)

Streets Plan

Community Road Typology



Typical Existing Condition (Two Lane Road)
Warson Road and most of Ladue Road are two lane roads that serve to connect many institutional, civic and commercial buildings. The typical Right-of-Way varies from 40 feet to 60 feet and has two 10 foot travel lanes and a sidewalk on one side of the road (however along Ladue Road there is no continuous sidewalk). Overhead utility poles and wires are located along one side of the street typically.



Community Road Concept (Two Lane Road)
This street type serves to connect many campuses, clubs, civic and institutional buildings, and commercial areas. This concept includes maintaining the two 10 foot travel lanes, and proposes a shared-use path for both walkers and bikers along one side (10 to 12 foot wide to accommodate multiple users). A tree lawn can serve to separate the shared-use path from the travel lanes..

Street Typology Recommendations:
The Community Road Typology could incorporate and accommodate the following elements for consideration:

- **Shared-Use Path**
This facility is typically 10 to 12 feet wide and can be shared by pedestrians and bicyclists. In Ladue there is a desire for biking facilities comfortable for seniors, school aged children and families. A shared use path is separated from the roadway and comfortable for many types of users.
- **Public Landscaping and Trees**
To buffer the shared-use path from the travel lanes a plating strip, tree lawn, or bioswale can be considered. This facility should be 5 feet minimum and larger where possible. This element provides both aesthetic value and could assist with storm water runoff and increasing the public tree canopy.
- **Utility Infrastructure**
There is a desire for overhead utilities that create conflicts with the tree canopy to be placed underground where feasible and advisable (weighing the benefits and cost). Plans to improve cell coverage in the community must be considered before utilities are placed underground to determine if the utility poles are useful for improving cell coverage.

- **Street Lighting**
Public Street Lighting could be provided in select key locations such as near entrances to civic campuses and in commercial areas (such as Clay-Price).



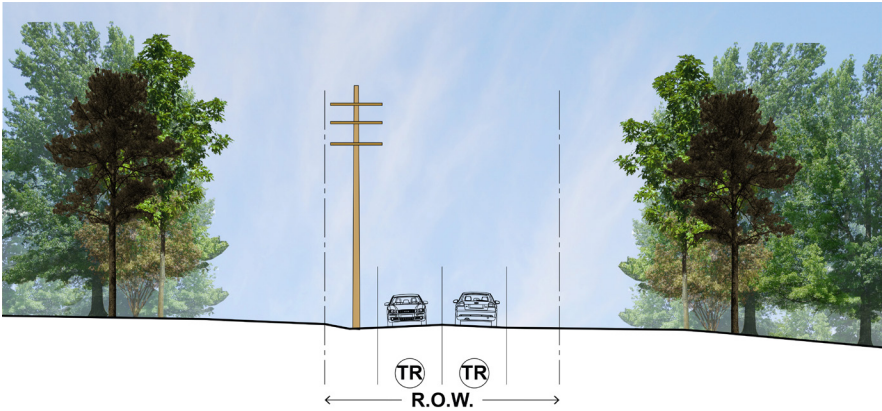
Ladue Road (Existing)



Warson Road (Existing)

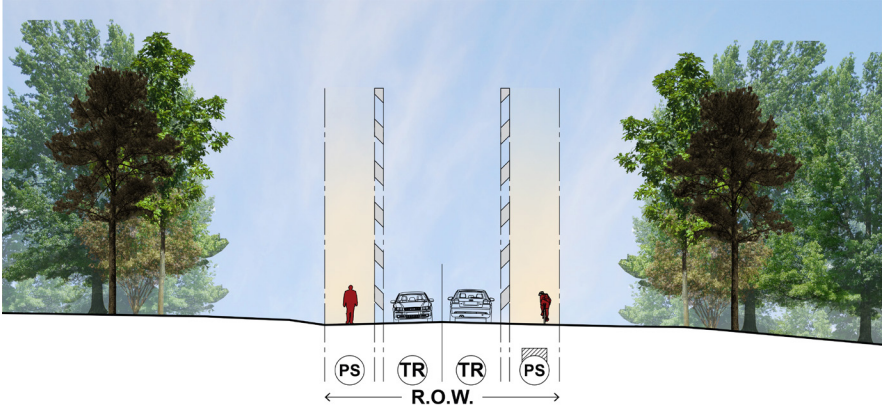
Streets Plan

Country Road Typology



Typical Existing Condition

The typical R.O.W. is 40 feet wide with two 11foot travel lanes and no sidewalks. Overhead utility wires and poles typically run along one side of the street. The topography in the southern portion of the community is quite hilly. Homes are set back significantly from the street. Many properties have some kind of gate or landscaped edge along their property line.



Country Road Concept

This street type seeks to maintain the rural country feel while providing a safe facility to improve connectivity and walkability in the southern portion of the community. The street configuration includes maintaining the two 11 foot travel lanes and adding an 8 foot visually separated shared-use paved shoulder on one or both sides.

Street Typology Recommendations:

The Country Road Typology could incorporate and accommodate the following elements for consideration:

- **Paved Shoulder**
A visually separated shared-use paved shoulder on one or both sides of the street can be installed to improve pedestrian connectivity (Minimum 8 feet wide). Differentiation of materials and a visual buffer with rumble strip and reflectors can be used to separate the paved shoulder from the travel lane.
- **Utility Infrastructure**
There is a desire for overhead utilities that create conflicts with the tree canopy to be placed underground where feasible and advisable (weighing the benefits and cost). Plans to improve cell coverage in the community must be considered before utilities are placed underground to determine if the utility poles are useful for improving cell coverage.



Litzsinger Road (Existing)



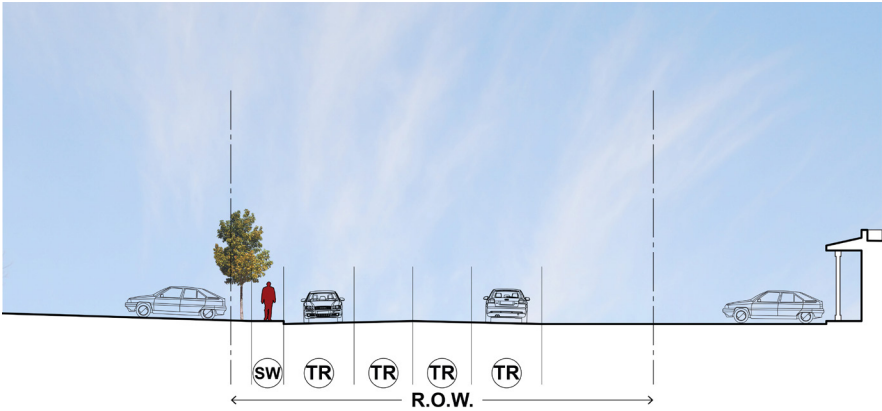
S Warson Road (Existing)



Old Warson Road (Existing)

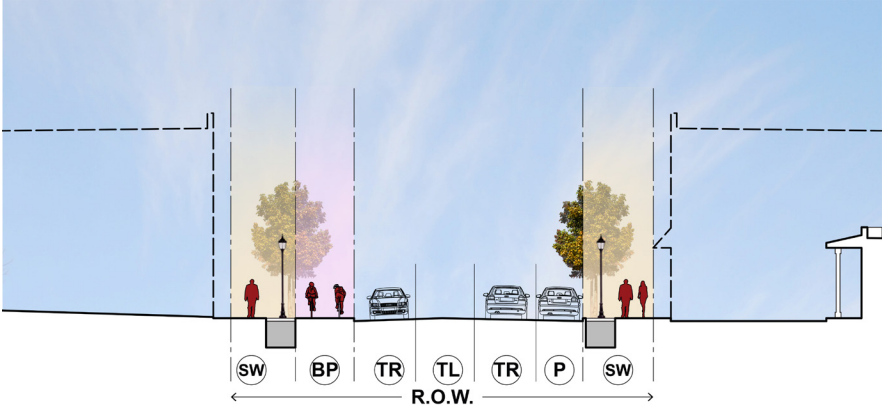
Streets Plan

Main Street Typology



Typical Existing Condition

Clayton Road through the Clayton Road Business District today has a typical R.O.W. that varies from 50 to 75 feet wide. Existing development has front loaded parking with buildings set back from the street R.O.W. approximately 30 to 50 feet. There is a 5 foot sidewalk on the north side of the street and no sidewalk on the south side. The south side of the street has continuous curb cuts creating issues for walkability and traffic.



Main Street Concept A

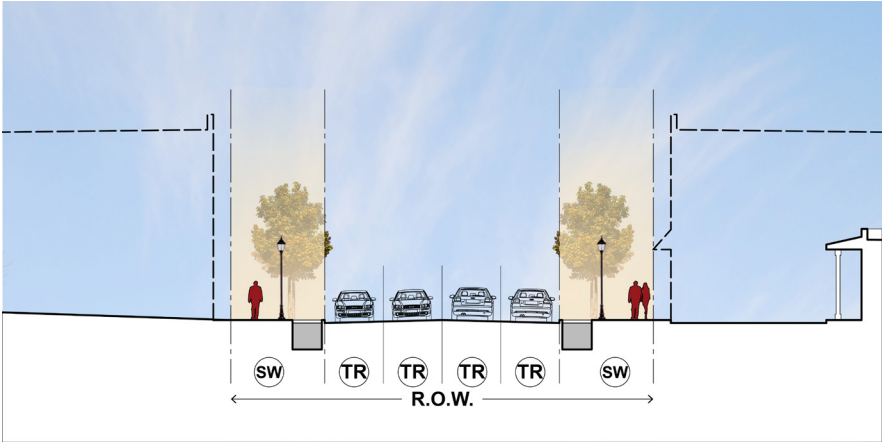
Reduce to two travel lanes with a center turn lane. Reconfigure sidewalk on the north side to include an amenity zone (5 foot min. to accommodate street trees) which serves to separate the clear pedestrian zone (6 foot minimum) of the sidewalk from a bike path (8 feet min - 10 feet preferred for two way traffic). Add a sidewalk on the south side with the same configuration (minus the bike lane). Optional parking lane on the south side of the street where R.O.W. allows. If on street parallel parking is not desired, expand sidewalk where space allows in lieu.

Street Typology Recommendations:
The Main Street Typology could incorporate and accommodate the following elements for consideration:

- **Sidewalk**
Walkability in the business district is important for creating a comfortable and inviting retail environment and experience for shoppers.
- **Bike Path**
As a continuation of the shared-use path concept recommended for the rest of Clayton Road, a 8 to 10 foot bike path, separated from the clear pedestrian zone (on one side of the street) could be considered through the business district. A separated facility rather than a combined shared facility could be considered in the business district because of higher volume of foot traffic.
- **Frontage / Setback Zone**
As buildings are redeveloped overtime, encourage site design in which building facades address the street. Consider a small setback as a frontage zone that can be used for outdoor dining, window shopping, or landscaping.
- **Pedestrian Scale Street Lights**
Street lights can be installed through the business district as a design element. Light poles can accommodate banners to brand the district and advertise events.
- **Parallel Street Parking**
In areas where the ROW allows consider parallel street parking to increase available parking in the business district. Businesses on the south side use a portion of the R.O.W. for parking today, as the street is redesigned and the R.O.W. is reconfigured, parallel street parking could replace some of the parking lost from the reconfiguration.

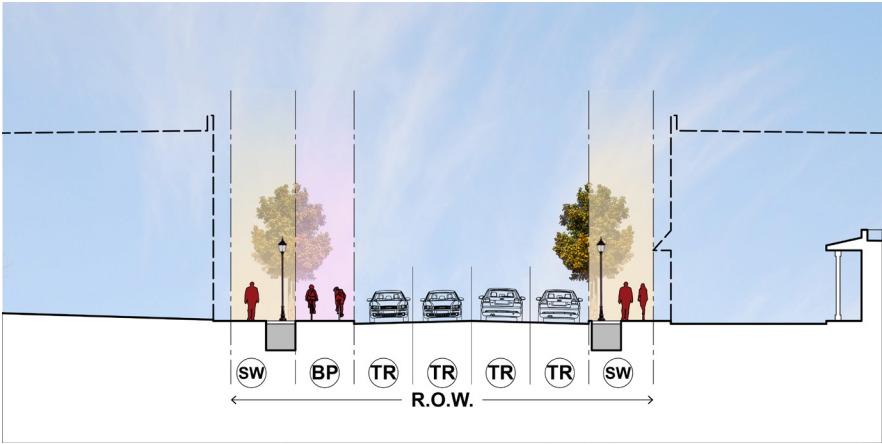


Clayton Road (Existing)



Main Street Concept B

Maintain four travel lanes, two in each direction. Reconfigure sidewalk on the north side to include an amenity zone (5 foot min. to accommodate street trees) between the travel lane and the clear pedestrian zone (6 foot wide minimum). Add a sidewalk on the south side with the same configuration.



Main Street Concept C

Maintain four travel lanes, two in each direction. Reconfigure sidewalk on the north side to include an amenity zone (5 foot min. to accommodate street trees) which serves to separate the clear pedestrian zone (6 foot minimum) of the sidewalk from a bike path. Add a sidewalk on the south side with the same configuration (minus the bike lane).

Streets Plan

Greenway Trail Typology



Typical Existing Condition

The Centennial Greenway Trail is the only trail built in Ladue (located within the I-170 and Ladue Road commercial area). This trail is typically 10 feet wide with large overhead transmission line along its length. The trail has a landscape buffer on both sides typically 10 feet minimum.



Future Trail Concept

Future Trails such as the future planned Edie's Deer Creek Trail and the proposed path from Edie's Trail along South 40 Drive to Rolling Rock Lane, and the future proposed Deer Creek Trail should be a minimum of 12 feet wide and include native landscaping and trees (where utility easements do not inhibit). The trail should respect nature and have a passive design.

Trail Typology Recommendations:

The Greenway Trail Typology could incorporate and accommodate the following elements for consideration:

- Paved Trail**
The shared use paved trail should be 12 feet minimum to accommodate a variety of users including pedestrians and bicycles.
- Landscaping and Trees**
Future trails will generally follow natural features such as Deer Creek, plating along the trail should be native and include trees where they will not conflict with overhead utilities, to increase tree cover and canopy, provide shade, help with storm water management, and buffer the trail from adjacent properties.
- Trail Amenities**
Trail heads can be incorporated at key access points to the trail, such as the Edie's Mulch Site. Amenities can include small pavilions, benches, art, and water fountains as well as natural play features for kids.
- Security Measures and Emergency Access**
Trails should be designed to allow emergency vehicles to access the trail in case of an emergency. Emergency call buttons can be installed if desired.
- Privacy**
There are residential properties that back up to the future trail alignment. Consideration will need to be given to buffering private property to provide both visual privacy (i.e., screening) and physical separation (i.e. fencing) where natural features do not provide sufficient separation.

Proposed Future Improvements



Clayton Road near South 40 Drive (Existing)



Clayton Road at Conway Road (Existing)



South McKnight Road two lane portion near Tilles Park (Existing)



Mid-Block Crossing on Conway Road near Conway Elementary

Recommended Future Improvements and Investigations:

- Clayton Road at Conway Road Intersection Improvements
- Clayton Road through Business District (Access Management and Improved Walkability and Pedestrian Safety)
- Clayton Road at South 40 Drive & Warson Road Intersections (Reconfiguration for pedestrian access to Edie's Deer Creek Trail as well as access to Clayton Road Business District)
- Design of mid-block crossings for safety improvements (near schools and within business District).
- McKnight Road South of Interstate 64 congestion issues. (Will require multi-jurisdictional cooperation and coordination)



Section 3: Implementation Plan

The Implementation Plan recommends a framework for implementation –describes metrics for monitoring progress, determining key partners and champions for implementation– and summarizes the various project initiatives (i.e., strategies) in a comprehensive Implementation Plan. This section also explains what a Capital Improvement Plan is and how the City’s Capital Improvement Plan is a tool for implementing the Comprehensive Plan (i.e., how they relate).

A critical element of any effective Comprehensive Plan is successful implementation. The Ladue Vision 2040 Plan is a 20-year, community-based vision for the City of Ladue, and builds upon Ladue’s past Comprehensive Plans. The City of Ladue provides high quality services and excellent community planning with the goal of continuing to uphold its provision of services and community satisfaction.

The Ladue Vision 2040 Implementation Plan is based upon the following principles:

Facilitate Incremental Action
Codes and Ordinances are a major tool for implementation of the Comprehensive Plan. As part of implementation, the City should work to update codes and ordinances to reflect the Community’s vision and goals of the plan and allow - by right - for development that incrementally builds toward that vision on a lot-by-lot, project-by-project basis. This is most important in the City’s commercial areas in order to facilitate and incentive redevelopment of the City’s retail areas overtime to support the Plan Vision articulated in the Future Land Use Plan, especially Ladue Road at I-170 commercial area.

Provide Specific Direction
The Comprehensive Plan provides geographically-specific recommendations for capital improvements, zoning and regulatory districts, and new amenities and infrastructure. This provides needed direction to future City staff, commissioners, and elected officials to streamline the implementation of the projects over the plan’s 10 to 15 year lifespan.

Maintain Flexibility
The comprehensive plan outlines city activities and prioritizes initiatives that are achievable and leverage other activities and investments for maximum possible impact. The plan however, is long-range and a level of flexibility must be maintained to allow for unforeseen circumstances, both positive and negative, such as funding availability and opportunities that change overtime.

Diversification of Funding and Fiscal Responsibility
Ladue is a small city with a small budget and funding for projects cannot be funded completely from the City’s funds. Implementation of the plan should leverage City funding and grant opportunities and other partnerships and sources of funding.

Evaluate Success
Ongoing outcome management and active review of the Plan overtime for relevance and efficacy is important for long-term, successful implementation. As conditions change in the community (from internal or external sources) the plan should be re-evaluated and updated in response.

The Implementation Plan presented on the following pages provides additional implementation details for the 65 measurable strategies, organized according to the nine (9) community goals.

Capital Improvement Plan

The City of Ladue creates 10-year Capital Improvement Plans. The Capital Improvement Plan (CIP) is intended to ensure that policymakers are responsible to the residents and businesses of Ladue with respect to expenditures of City funds for capital improvements. A Capital Improvement Plan is a tool to assess the long-term capital needs of a city and to establish funding of high-priority projects in a timely and cost-effective manner. Projects identified in the Comprehensive Plan should be evaluated and incorporated into the City’s CIP review process. Further detail and refinement of identified and conceptual project, facilities or infrastructure improvement needs will be necessary for implementation of the Comprehensive Plan.

Implementation Plan

Community Character

Goal 1	Strategies	Champion
Preserve & Enhance the City-Wide Community Character of Ladue	1.1: Review and update the zoning code as needed and/or provide detailed design guidelines to preserve and enhance the unique character of the City, including street and infrastructure design, civic and residential architecture, public and private landscapes, and natural resources.	Lead: City of Ladue Public Works and Building Department Partner(s): ARB and Zoning & Planning Commission Metric: Preservation of character
	1.2: Continue to ensure existing codes for fences, gates and entry monuments protect Ladue’s open space continuity and avoid materially impeding views of the pastoral character of Ladue.	Lead: Z&P and ARB Partner(s): City of Ladue Building Dept. Metric: Preservation of Character
	1.3: Encourage subdivision trustees to update indentures to preserve the unique character of each subdivision; provide a guide with suggestions for items to be included in the indentures that could be useful for updates.	Lead: Subdivision Trustees Partner(s): City of Ladue Metric: Preservation of character
	1.4: Develop specific and detailed plans or design guidelines that over the long-term will result in distinctive high-quality commercial/business districts that contribute to the City’s identity.	Lead: City of Ladue Building Department Partner(s): Business Owners and Property Owners, ARB, Zoning & Planning Commission, and City Council Metric: Quality of Business Districts
	1.5: Develop a set of minimum standards and design guidelines for public and private infrastructure to ensure safe automobile, pedestrian, and bike access and mobility as well as the use of high-quality infrastructure materials and landscape design; apply to new infrastructure development as well as replacement and maintenance. Update or replace private street requirements.	Lead: City of Ladue Public Works Partner(s): Utility Providers and Subdivision Trustees Metric: Quality of Infrastructure and Service
	1.6: Review Architectural Review Board Guidelines on a regular basis to support a diversity of architectural styles and encourage high-quality residential design that is well integrated with the landscape.	Lead: Ladue ARB Partner(s): Ladue Building Department Metric: Quality of Residential Design
	1.7: Encourage site design that accentuates the site’s existing character, contours and landscape while minimizing re-grading, retaining infrastructure, impervious paving, and other constructed site features that detract from the existing site character..	Lead: Ladue Building Department Partner(s): ARB Metric: Quality of Site Design
	1.8: Develop enhanced guidelines for commercial and civic architecture and site design to ensure these sites integrate well into the character of the surrounding area, with minimal exposure of service areas and surface lot parking.	Lead: Ladue Building Department Partner(s): ARB Metric: Quality of Site Design

Natural Resources & Landscapes

Goal 2	Strategies	Champion
Protect and Manage Ladue’s Natural Resources as well as the Public and Private Landscapes	2.1: Zoning regulations should continue to protect open space, forestry, and water resources. In order to evaluate future environmental policy decisions, the City should have up-to-date GIS data layers pertaining to waterways, floodplain, sinkholes, stream buffers and other related data. Policies and regulations relating to environmental protections should be consolidated in the code and/or compiled in a separate document in order to make the environmental regulations easier to understand and navigate.	Lead: City of Ladue Public Works and Building Department Partner(s): BOSTA, SWAC, Zoning & Planning Commission Metric: Protection of Natural Resources and Features. Regulations Ease of Use.
	2.2: Review Floodplain Management Ordinance, Regulations for Stream Buffer Protection, Tree Ordinance, and Sinkhole Ordinance on a regular basis and update as needed to reflect updates in best management practices.	Lead: City of Ladue Public Works and Building Department Partner(s): BOSTA & SWAC Metric: Protection of Natural Resources
	2.3: Expand the City's network of greenways and publicly accessible open space and integrate Rodes Park, the Future Edie's Conservation Area (former Mulch Site), as well as Tilles Park (owned and maintained by St. Louis County).	Lead: City of Ladue Public Works Department Partner(s): St. Louis County, GRG & Ameren Metric: Greenways & Open Space
	2.4: Continue to implement the Storm water Master Plan per the 5-year Implementation Plan that is updated annually by the Storm water Advisory Committee (SWAC), and provide education with regard to storm water management, stream setbacks, and sinkhole management as well as the Storm Water Grant Program for property owners.	Lead: SWAC Partner(s): Ladue Public Works Dept. Metric: Improved Storm water Management and reduced flood impacts.
	2.5: Continue to enforce regulations and guidelines to address sink holes and soil erosion and conservation including protecting soils from compaction and protecting steep or otherwise erodible slopes.	Lead: City of Ladue Public Works and Building Department Partner(s): SWAC Metric: Sink Hole and Erosion Mngmt.
	2.6: Ladue's Beautification, Open Space and Tree Advisory (BOSTA) Committee will continue to advise the City as to the character and quality of open spaces, tree canopy, removal of invasive species, increased habitat diversity and the use of native planting, as well as, the development of trails and conservation areas; the committee will also continue to provide environmental educational workshops and events for residents.	Lead: BOSTA Partner(s): City of Ladue Metric: N/A
	2.7: Collaborate with municipalities and organizations to utilize best practices in watershed planning within Deer Creek Watershed to improve water quality within Deer and Black Creeks.	Lead: City of Ladue Public Works Dept. Partner(s): Deer Creek Watershed Alliance Metric: Deer Creek Water Quality

Implementation Plan

Residential Sub-Divisions & Housing

Goal 3	Strategies	Champion
Maintain, Preserve & Evolve Ladue’s Residential Subdivisions while encouraging home renovation and expanding housing opportunities	3.1: Encourage subdivision trustees to evolve and re-fine indenture rules to be more consistent and effective in protecting the unique character of the sub-divisions yet permitting their natural evolution. City of Ladue can serve as facilitators to support sub-division trustees updating their indentures through educational opportunities and access to resources and tools that may be available.	Lead: Private Subdivision Trustees Partner(s): City of Ladue Metric: Preservation of character
	3.2: Guide the rebuilding of outdated housing stock through zoning and Architectural Review Board guidelines in select areas to maintain a competitive residential market and strengthen established community character.	Lead: Ladue Building Department & ARB Partner(s): Zoning & Planning Commission Metric: Updated Housing Stock
	3.3: Promote preservation of historically significant structures and sub-divisions through educational awareness programs and consider establishment of a historic preservation committee and/or ordinance through the Architectural Review Board.	Lead: ARB Partner(s): City Council Metric: Historic Preservation
	3.4: Consider expanding the opportunities for small lot single family home development and high-quality single-family townhomes or villas, and condos in the City’s commercial zoning districts, with a particular focus on the areas in Ladue’s G1 and G2 Zoning District.	Lead: Ladue Building Department Partner(s): Zoning & Planning Commission Metric: Increased downsize housing options
	3.5: Develop design guidelines for small-lot single family homes and attached homes.	Lead: Ladue Building Department Partner(s): ARB and Zoning & Planning Commission Metric: Development Design Quality
	3.6: Create a Streamlined process for project review and approval for existing home remodels and renovations to encourage improvements to existing housing stock.	Lead: Zoning & Planning Commission, ARB, and Ladue Building Dept. Partner(s): None Metric: Home remodels and renovations
	3.7: Update guidelines as needed in response to changes in building practices, materials and design, and encourage greater use of sustainability best practices.	Lead: City of Ladue Building Department Partner(s): ARB and Zoning & Planning Commission Metric: Design Quality

Business Districts & Commercial Areas

Goal 4	Strategies	Champion
Improve the attractiveness, identity, and competitiveness of Ladue’s Commercial and Business Districts	4.1: Re-enact the Economic Development Committee to actively facilitate targeting and attracting appropriate businesses, and work to retain and support existing businesses. The committee will facilitate the identification and analysis of retail/market potential for key commercial areas.	Lead: Economic Development Committee Partner(s): City Council Metric: Commercial Area Vitality
	4.2: Coordinate with existing businesses and property owners to develop a plan of action to improve the identity, appearance and functionality of the commercial districts such as improved shared parking, access management, lighting, walkability and streetscape.	Lead: Property Owners Partner(s): Business Owners & Economic Development Committee Metric: Development of Plan for improvements
	4.3: Examine zoning regulations to ensure that zoning is enhancing rather than hindering the competitiveness of the commercial districts, giving special attention to the area east of I-170 at Ladue Road which may warrant a new zoning district or special overlay for this area.	Lead: Ladue Building Dept. Partner(s): Economic Development Committee, Zoning & Planning Commission, Developers & Property owners Metric: Commercial Competitiveness
	4.4: Support safe walking, cycling and driving access to and within the commercial/business districts.	Lead: City of Ladue Public Works and Building Department Partner(s): MoDOT, GRG Metric: Connectivity and accessibility to Commercial areas
	4.5: Create specific Future Plans for each commercial/business district and update City ordinances and regulations, as needed, based on the recommendations for the City’s commercial districts.	Lead: City of Ladue Public Works and Building Department Partner(s): Property & Business Owners Metric: Development of Plans
	4.6: Consider a taxing district for the commercial/business districts, with input and agreement of the existing businesses, to fund new improvements, maintenance, and operations.	Lead: City of Ladue & Property Owners Partner(s): City Council Metric: Funding for Improvements, O&M
	4.7: Establish a Clayton Road Business Development Organization to coordinate improvement efforts of the district.	Lead: Property & Business Owners Partner(s): N/A Metric: Improved Districts

Implementation Plan

Mobility & Connectivity

Goal 5	Strategies	Champion
Enhance Transportation and active mobility for citizens of all ages and abilities	5.1: Update the Ladue Sidewalk Plan to improve walkability, enhance connections to greenways, and provide safe biking on selected streets with an emphasis on shared use paths.	Lead: City of Ladue Public Works Partner(s): Public Works Committee Metric: Connectivity and mobility
	5.2: Provide safe and convenient routes to schools, parks, and commercial and business areas and improve city-wide north-south connectivity for biking and walking.	Lead: City of Ladue Public Works Partner(s): Public Works Committee Metric: Improved Safety
	5.3: Continue to implement the City's Americans with Disabilities Act Transition Plan.	Lead: City of Ladue Public Works Partner(s): N/A Metric: Accessibility
	5.4: Explore opportunities for additional trails within the City that follow natural features such as the Deer Creek Trail and other potential trail opportunities.	Lead: City of Ladue Public Works Partner(s): GRG & Public Works Committee, and BOSTA Metric: Greenway Trail(s)
	5.5: Use environmental design, signage, and traffic operations and management systems to reduce peak traffic congestion on public roadways.	Lead: City of Ladue Public Works Partner(s): Public Works Committee Metric: Reduced Traffic Congestion
	5.6: Improve intersections through traffic calming best practices to visually alert drivers to slow down and use caution in certain areas including routes to schools and commercial/business districts for improved safety.	Lead: City of Ladue Public Works Partner(s): Public Works Committee Metric: Improved Safety

Infrastructure & Technology

Goal 6	Strategies	Champion
Facilitate and encourage high-quality improved infrastructure and reliable public utilities	6.1: Develop a City-wide initiative to improve access to technology including cell coverage and the provision of high-speed broadband for both the private and public sector.	Lead: Cellular Service Advisory Committee Partner(s): Providers Metric: Cell / Broadband Coverage
	6.2: Working within the confines of the state and federal laws regarding cellular communication facilities, review and update City regulations for the location, design and operations of communication antennas and towers. Look for opportunities to collaborate with the cellular communication industry to help guide the location and appearance of communication facilities.	Lead: Cellular Service Advisory Committee, Ladue Building Department Partner(s): Providers Metric: Cell / Broadband Coverage
	6.3: Encourage private sub-divisions to maintain and replace as necessary their community infrastructure of roads, bridges, etc. Develop a database of street and bridge contacts to ensure the City has accurate contact information for each subdivision.	Lead: Subdivision Trustees Partner(s): Ladue Public Works Dept. Metric: Quality of Roadway Infrastructure
	6.4: Continue to work with MSD to upgrade sanitary sewer infrastructure to eliminate sanitary sewer overflows and replace aging infrastructure.	Lead: MSD Partner(s): Ladue Public Works Dept. Metric: Upgraded Sanitary Sewers
	6.5: Continue to enforce the sink hole ordinance. Re-evaluate as needed, based upon the continued detailed investigation of how best to drain the sinkholes using green infrastructure techniques and to improve the public safety needs of the adjacent developments.	Lead: Ladue Building Dept. Partner(s): SWAC & BOSTA Metric: Improved safety
	6.6: Work with utility providers to provide environmentally responsible tree maintenance and management, and to evaluate the cost and funding opportunities to bury overhead electrical / phone lines on public property.	Lead: Private Persons and Organizations Partner(s): City Council Metric: N/A
	6.7: Consider introducing public street lighting on public streets, as desired by residents, that is reflective of the City's lighting requirements while providing safety and security.	Lead: City of Ladue Public Works Partner(s): Adjacent Property Owners & City Council Metric: N/A
	6.8: Encourage the use of renewable energy and support the installment of electrical vehicle charging infrastructure through incentives and zoning. Review zoning code to consider whether regulations are hindering or incentivizing the provision of new sustainability technology and renewable energy. Consider developing community + architectural guidelines for PV solar panels.	Lead: Zoning & Planning, Ladue Building Department, and ARB Partner(s): Manufacturers Metric: Sustainable Technology Installations

Implementation Plan

Governance & City Services

Goal 7	Strategies	Champion
Maintain and Improve the Provision and Quality of City Services and Governmental Accessibility and Accountability	7.1: Maintain the city’s high quality of police, fire, and public works services.	Lead: Police, Fire & Public Works Depts. Partner(s): N/A Metric: High Satisfaction with Services
	7.2: Provide the highest level of public safety services through investment in technology and human resources.	Lead: Ladue PD and Fire Depts Partner(s): N/A Metric: Public Safety
	7.3: Upgrade City technology to provide a high level of service to residents and businesses; improving accessibility and efficiency for the community when engaging with the City. Leverage technology upgrades to broaden community access to public information, meetings and reports; allow for business to be conducted online (i.e., submitting applications, plans, and permits), and improve City operations and efficiency.	Lead: Administration Dept. Partner(s): N/A Metric: Improved Technology & Efficiency
	7.4: Expand City communications resources to reach all demographic groups in Ladue. Utilize multiple and diverse forms of media and communications tailored to the communication preferences of each demographic group.	Lead: Administration Dept. Partner(s): N/A Metric: Types of Community Communications and Public Engagement
	7.5: Provide opportunity on the City’s website for interested residents to express interest in volunteering for Boards and Commissions. Look to diversify Board and Commissions with members representative of the whole community (i.e. age, gender, geography, perspective, and race).	Lead: Administration Dept. Partner(s): Boards and Commissions Metric: Diversification of Boards and Commissions
	7.6: Conduct education and training, as necessary, to ensure that all persons within the City of Ladue, including residents, business owners, visitors, and staff members continue to be treated fairly and equitable by all City employees.	Lead: City of Ladue Partner(s): N/A Metric: Equitable Treatment
	7.7: Research and incorporate best practices in all City departments to support accessibility, inclusion, and racial equity in all aspects of City governance.	Lead: City of Ladue Partner(s): N/A Metric: EDI
	7.8: Integrate and consolidate regulations and ordinances into a comprehensive Municipal Code of Ordinances. Resolve any conflicts or contradictions and create a simpler, more user friendly Code.	Lead: City of Ladue Building Department Partner(s): Zoning & Planning Commission & City Council Metric: Code Integration/Consolidation

Fiscal Health & Economic Sustainability

Goal 8	Strategies	Champion
Maintain the City of Ladue’s Fiscal Health, Economic Sustainability, and Stewardship of Public Resources	8.1: Establish a business development strategy to attract new, compatible retailers and restaurants to established commercial districts.	Lead: Economic Development Committee Partner(s): N/A Metric: Attraction of New Business
	8.2: Balance Ladue’s capital and operational expenses while maintaining citizen satisfaction.	Lead: City Council and Finance, Revenue & Taxation Committee Partner(s): All Departments Metric: High satisfaction with services
	8.3: Continue to adhere to City of Ladue Fiscal Policies designed to protect the long-term fiscal health of the City.	Lead: City Council & Finance, Revenue, and Taxation Committee Partner(s): N/A Metric: Fiscal Health
	8.4: Continue to maintain and log the City’s assets through a management system for City owned and public resources to project future capital improvement and public works costs and future revenue projections; utilize this data to develop a long-term (five- to seven-year) capital improvement strategy; work in collaboration with the Finance Committee.	Lead: Ladue Public Works Dept. Partner(s): Finance, Revenue, and Taxation Committee Metric: Fiscal Sustainability
	8.5: Involve residents in developing long-term budget priorities.	Lead: City Council Partner(s): Finance, Revenue, and Taxation Committee Metric: Resident Involvement

Implementation Plan

Livability & Community

Goal 9	Strategies	Champion
Foster a Sense of Community Through Civic Events, Partnerships, and Increased Participation	9.1: Establish a Community Events Committee to assist with planning of City-wide organized events.	Lead: Special Events Committee Partner(s): Administration Dept. Metric: Event Planning
	9.2: Continue existing events, such as the Honeysuckle Hack and Arbor Day Event, as well as existing philanthropic activities, such as community food drives; and institute additional community events and/or fundraising events to benefit organizations and causes in Ladue and the greater community.	Lead: BOSTA, Youth Council, Special Events Committee & Others Partner(s): Administration Dept. Metric: Event Planning
	9.3: Improve social media communications regarding events and community programming.	Lead: Administration Dept. Partner(s): N/A Metric: Communications
	9.4: Consider cooperative and reciprocal agreements and partnerships with area public and private schools, and surrounding communities to share access to recreational facilities.	Lead: City of Ladue Partner(s): Area Schools and adjacent communities Metric: Access to Recreation
	9.5: Build partnerships with area organizations including St. Louis County Library and Tilles Park for community programming and resource sharing opportunities.	Lead: City of Ladue Partner(s): Area Organizations Metric: Access to Programs & Resources
	9.6: Facilitate the future development of new open space, community gathering spaces, and other desirable community amenities through private donors, endowment, and grant fundraising.	Lead: Private Persons and Organizations Partner(s): City of Ladue Metric: N/A
	9.7: Incorporate into future redevelopment or renovations to City Hall plans to make space usable by the public for meetings and events.	Lead: City of Ladue Partner(s): N/A Metric: N/A
	9.8: Build upon efforts to establish a Community Foundation to help promote citizen engagement and philanthropy.	Lead: City of Ladue Partner(s): Residents Metric: Level of Engagement
	9.9: Promote public health and well-being in the community through monitoring air and water quality; support for and access to active living, healthy foods, and nature; and the provision of information to health and wellness services and programs.	Lead: City of Ladue Partner(s): Deer Creek Watershed Alliance, GRG, grocers, health shops, BOSTA, and others. Metric: Public Health and Well-being of residents

This Page Intentionally Left Blank

Appendix

This Section consists of 3 subsections, as follows:

Appendix A: Missouri Revised Statutes

The Comprehensive Plan and Zoning are governed by Missouri Statutes in Chapter 89 of the Missouri Revised Statutes. Relevant Sections of Chapter 89 are documented in Appendix A for reference.

Appendix B: Community Survey Report

The full community Survey Report is contained in Appendix B for reference.

Appendix C: Analysis Maps

An inventory of analysis maps produced as a baseline understanding of the community in Phase 1 can be found in Appendix C.

Missouri Revised Statutes (RSMo)

The following excerpts from Chapter 89 of the Missouri Revised Statutes are provided for reference:

Section 89.030. Zoning Districts. – For any or all of said purposes the local legislative body may divide the municipality into districts of such number, shape, and area as may be deemed best suited to carry out the purpose of sections 89.010 to 89.140; within such districts may regulate and restrict the erection, construction, reconstruction, alteration or use of buildings, structures, or land. All such regulations shall be uniform for each class or kind of buildings throughout each district, but the regulations in one district may differ from those in other districts.

Section 89.040. Purpose of Regulations. – Such regulations shall be made in accordance with a comprehensive plan and designed to lessen congestion in the streets; to secure safety from fire, panic and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population; to preserve features of historical significance; to facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements. Such regulations shall be made with reasonable consideration, among other things, to the character of the district and its peculiar suitability for particular uses, and with a view to conserving the values of buildings and encouraging the most appropriate use of land throughout such municipality.

Section 89.340. City plan, contents – zoning plan. – The commission shall make and adopt a city plan for the physical development of the municipality. The city plan, with the accompanying maps, plats, charts, and descriptive and explanatory matter, shall show the commission's recommendations for the physical development and uses of land, and may include, among other things, the general location, character and extent of streets and other public ways, grounds, places and spaces; the general location and extent of public utilities and terminals, whether publicly or privately owned, the acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment or change of use of any of the foregoing; the general character, extent and layout of the replanning of blighted districts and slum areas. The commission may also prepare a zoning plan for the regulation of the height, area, bulk, location and use of private, nonprofit and public structures and premises, and of population density, but the adoption, enforcement and administration of the zoning plan shall conform to the provisions of sections 89.010 to 89.250.

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

This Page Intentionally Left Blank

Community Survey Report

Ladue Comprehensive Plan Update Community Survey Report

Overview

A total of 469 respondents completed the Ladue Community Survey between February 2 and May 10, 2020. The survey was available online and on paper and promoted widely through city channels of communication, including the spring newsletter that was mailed to all households. Demographics of survey respondents aligned closely with demographics in Ladue’s overall population considering race/ethnicity, age, and gender, with no significant deficits identified. Appendix A includes a full report of the survey methodology and respondent demographics.

Note: for all charts and graphics illustrated in this report, “neutral” responses are not shown. This data can be found in Appendix B.

This report highlights the survey results listed below. Responses to all survey questions, including those with open-ended answers, can be found in Appendix B.

- Summary Assessment
- Overall Perception of Ladue
- Comprehensive Planning Issues

SUMMARY ASSESSMENT

Overall, survey results show that citizens perceive Ladue as a great place to live, to raise a family, and to buy a home. Results also show that overall citizen satisfaction with city government is high.

In order to apply survey results to city operations and the Comprehensive Plan, results are summarized into three categories: services and issues that should continue at current levels (or improve, services and issues that require further exploration and discussion, and issues and community desires to be addressed in the Comprehensive Plan.

The *Hierarchy of Assessment* outlined below is the consultant’s interpretation of survey results as they pertain to development of the Comprehensive Plan Update. Final interpretation of survey results is the purview of city staff and elected officials who will evaluate them with their own perspective and understanding of best practices and citizen expectations. The hierarchy of assessment presented here is offered as an initial framework for ongoing evaluation. Note: The satisfaction questions, from a City Operations perspective, lend themselves to a higher benchmark (such as, 85%+ satisfaction, a typical satisfaction benchmark that most high performing cities strive for¹). The following Hierarchy of Assessment is summarized below:

Hierarchy of Assessment

Maintain or Improve

For this group of questions, survey results indicate a moderate to high level of satisfaction or agreeance, defined as a combined positive response percentage of 61% or more.² For these services, the city should continue current service levels in order to maintain citizen satisfaction (or improve based on City’s desired level of citizen satisfaction). As a City that seeks to continually improve and exceed expectations of residents, improvements may also be considered.

Overall

- Overall City Perception
- Value and Quality of City Services
- Public Safety Services (all programs)
- Public Works Services (except Stormwater Management)
- Select City Administrative Services

Program Specific

- Maintenance of City Streets (including snow removal), Sidewalks, and Buildings
- Protection and Preservation of Landscaping and Trees
- Quality of Ladue’s Business Districts/ Availability of Services
- Overall Flow of Traffic and Congestion Management in the City
- Leaf and Brush Collection
- Enforcement of City Codes
- Customer Service
- Overall City Communications

¹ This survey is not a “scientific survey” and results of this survey should not be used as a comparable benchmark against “scientific surveys” or “statistically valid surveys” completed by the City previously or in the future.

² For example, if results to a question were as follows: strongly agree (50%), agree (30%), neutral (10%), disagree (5%), and strongly disagree (5%), the positive response percentage is (80%), the total of those who responded with strongly agree and agree.

Community Survey Report

Requires Further Exploration

For this group, survey results are neutral or mixed, defined as 60% to 40% positive response percentage. These services and issues warrant further exploration and discussion to determine next steps. In some cases, such as a regulatory function like enforcement of city codes, moderate to low satisfaction may be acceptable as it reflects a natural reaction to paying fines or following rules. Further discussion is needed to evaluate these responses.

- Ladue as a Place to Own a Business
 - Stormwater Management System
 - Floodplain Management
 - Provision of Gathering Areas
 - Additional Citywide Events
 - Availability of Parks and Recreation Opportunities/City Programming
- Access to Information About Current and Proposed Projects
 - Representation of Population on City Boards & Commissions
 - Cell Phone Service
 - Single Provider of Refuse and Recycling Services
 - Lighting on City Streets

Address in the Comprehensive Plan

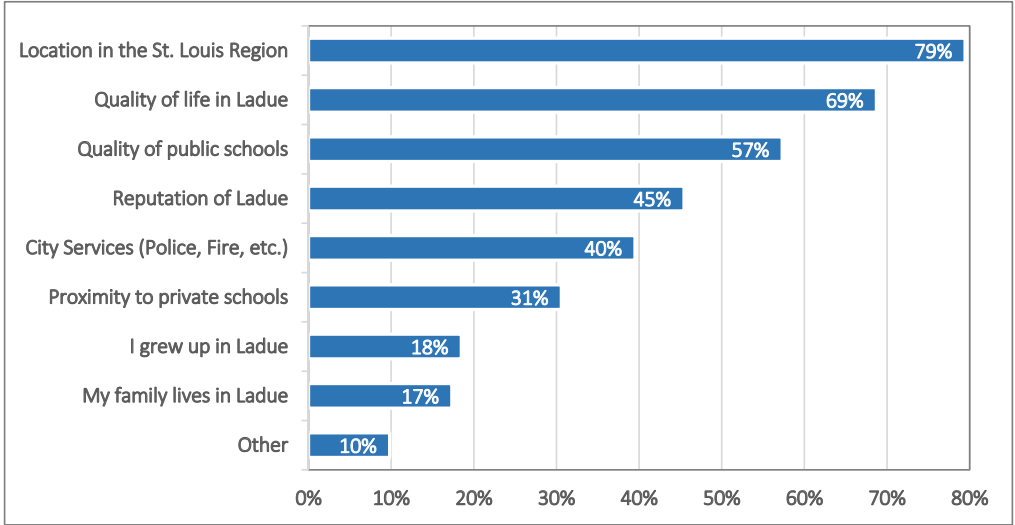
For this group, survey respondents either expressed less than 40% satisfaction with a category of service or expressed strong interest (over 60%) in ideas to be addressed in the Comprehensive Plan Update:

- Overall Planning for Community Connectivity (walking & biking)
 - Additional Trails & Greenways
 - Additional Parks & Recreation Opportunities
 - Provision of Bike Paths
- High Quality Housing that Appeals to Empty Nesters
 - Preservation of Community Character

OVERALL PERCEPTION OF LADUE

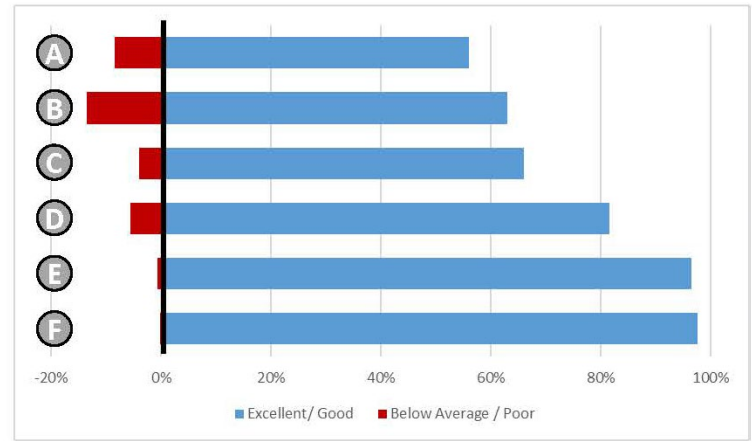
Ladue’s location in the St. Louis region makes it a very desirable community. The high quality of life and excellent public schools are other top reasons residents choose to live in Ladue. In addition to pre-determined responses, respondents were given the option to provide their own answer; the most common answers provided were related to safety and aesthetics/community character.

What makes you choose to live in Ladue? (Q2)



Community Survey Report

Overall Rating of Ladue with Regard to the Following (Q4)

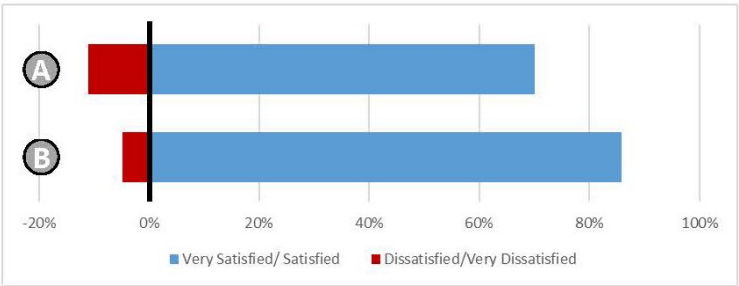


Q4: Rate Ladue with regard to the following		% of Excellent / Good Responses	% of Below Average / Poor Responses	Hierarchy of Assessment
A	As a place to own a business	56%	9%	Requires Further Exploration
B	As a place to retire	63%	13%	Maintain or Improve
C	As a place to work	66%	4%	
D	As a place where you would buy your next home	82%	6%	
E	As a place to live	97%	<1%	
F	As a place to raise children	98%	<1%	

Nearly all survey respondents rated Ladue as an “excellent” or “good” place to raise children and as a place to live (98% and 97%, respectively). A majority (82%) of respondents indicated that Ladue is a place where they would buy their next homes. Fewer (63%) rated Ladue as a place they would like to retire. At 56%, Ladue as a place to own a business received lower scores than all other quality of life factors putting it in the category of issues requiring further exploration/discussion.

COMPREHENSIVE PLANNING ISSUES

Services Provided by the City (Q7)



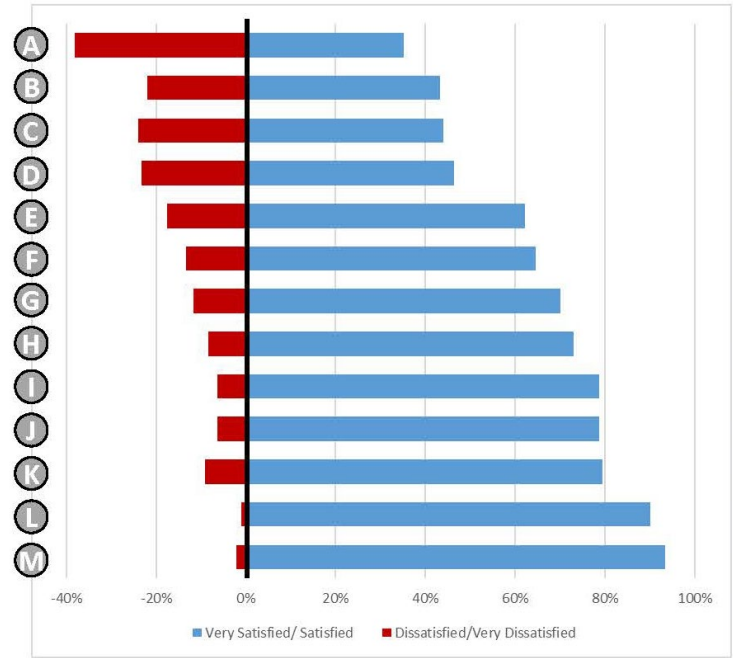
Q7: Services provided by the City (Rate your Satisfaction)		% of Very Satisfied / Satisfied Responses	% of Dissatisfied / Very Dissatisfied Responses	Hierarchy of Assessment
A	Overall value of services received for City tax dollars and fees	70%	11%	Maintain or Improve
B	Overall quality of services provided by the City	86%	5%	

Overall, Ladue’s city services are viewed as being of high quality and considered a good value for taxpayer dollars. The City of Ladue can use this Satisfaction Level as a benchmark moving forward, should the City choose to repeat this Citizen Satisfaction Survey in the future³.

³ This survey is not a “scientific survey” and results of this survey should not be used as a comparable benchmark against “scientific surveys” or “statistically valid surveys” completed by the City previously or in the future.

Community Survey Report

Major Categories of Service Provided by the City (Q8)



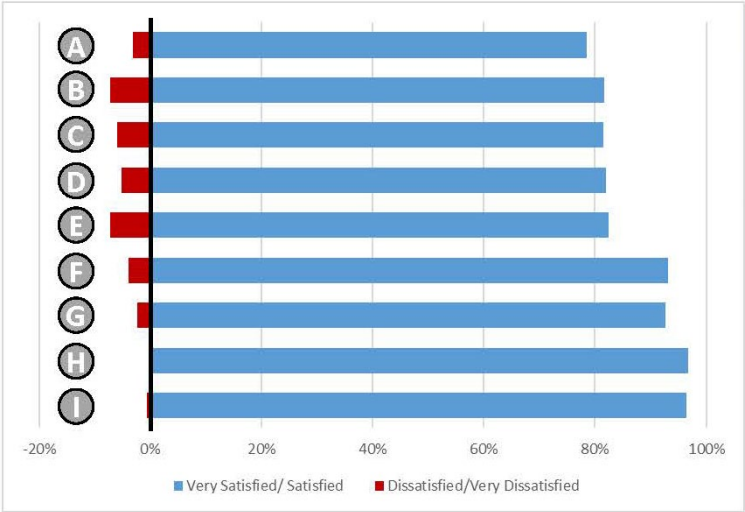
Understanding citizen satisfaction with municipal services was an objective of the survey and questions were included to evaluate public opinion on various levels including both broad categories of service and specific programs within those categories.

Q8 asked respondents to rate how satisfied they were with major *categories* of service. Results are reported in the table below in descending order; the service with the highest satisfaction rating on bottom, the service with the lowest on the top. The hierarchy of assessment methodology is outlined in the chart below.

Q8: Major Categories of Service Provided by City (Rate your satisfaction)		% of Very Satisfied / Satisfied Responses	% of Dissatisfied / Very Dissatisfied Responses	Hierarchy of Assessment
A	Overall Planning for community connectivity (walking and biking)	35%	38%	Address in the Comp Plan
B	Overall floodplain management	43%	22%	Requires Further Exploration
C	Overall quality of the City's stormwater runoff/stormwater management system	44%	24%	
D	Overall availability of Parks & Recreation opportunities (Rhodes Park) and other City programming (e.g. City events)	46%	23%	
E	Overall flow of traffic and congestion management in the City	62%	18%	Maintain or Improve
F	Overall enforcement of City codes and ordinances for buildings and housing	65%	13%	
G	Overall quality of Ladue's business districts and availability of desired retail and services	70%	12%	
H	Overall protection and preservation of landscaping and trees	73%	8%	
I	Overall quality of customer service you receive from City employees	79%	6%	
J	Overall effectiveness of City communication with the public	79%	6%	
K	Overall maintenance of City streets	79%	9%	
L	Overall maintenance of City buildings and facilities	90%	1%	
M	Overall quality of public safety services - police, fire and ambulance/emergency medical	93%	2%	

The survey included questions on items that have surfaced as community concerns through the comprehensive planning process- the desire for parks and recreation opportunities and greater community connectivity. The community survey confirms that these issues are essential to planning the community's future. Just 36% of respondents were "Very Satisfied" or "Satisfied" with community connectivity, while 38% were "Dissatisfied" or "Very Dissatisfied."

Public Safety Services (Q9)

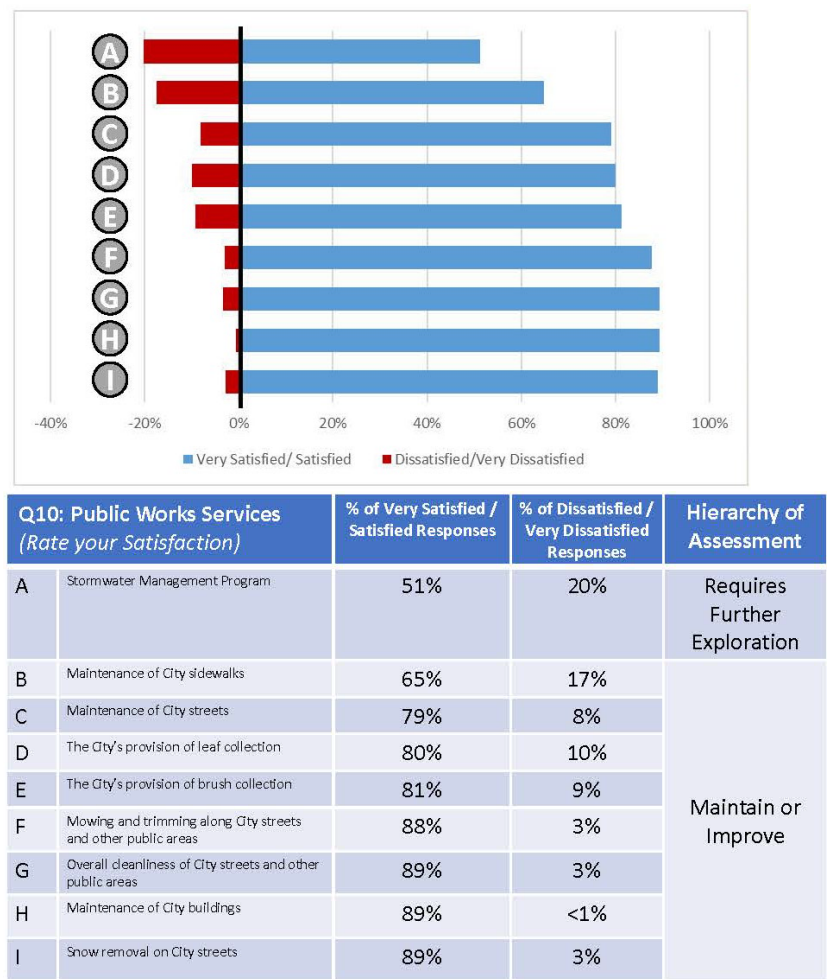


Q9: Public Safety Services (Rate your satisfaction)		% of Very Satisfied / Satisfied Responses	% of Dissatisfied / Very Dissatisfied Responses	Hierarchy of Assessment
A	Visibility of police in retail areas	79%	3%	Maintain or Improve
B	Visibility of police in neighborhoods	82%	7%	
C	The City's efforts to prevent crime	82%	6%	
D	Enforcement of local traffic laws	82%	5%	
E	Travel safety on City roads & intersections	83%	7%	
F	Overall quality of local police protection	93%	4%	
G	How quickly police respond to emergencies	93%	2%	
H	Overall quality of local fire & ambulance protection	97%	<1%	
I	How quickly fire & ambulance personnel respond to emergencies	96%	<1%	

Overall Police and Fire/EMS services received very high marks, with 97% and 93% (respectively) of Ladue respondents saying they are "Very Satisfied" or "Satisfied" with those services.

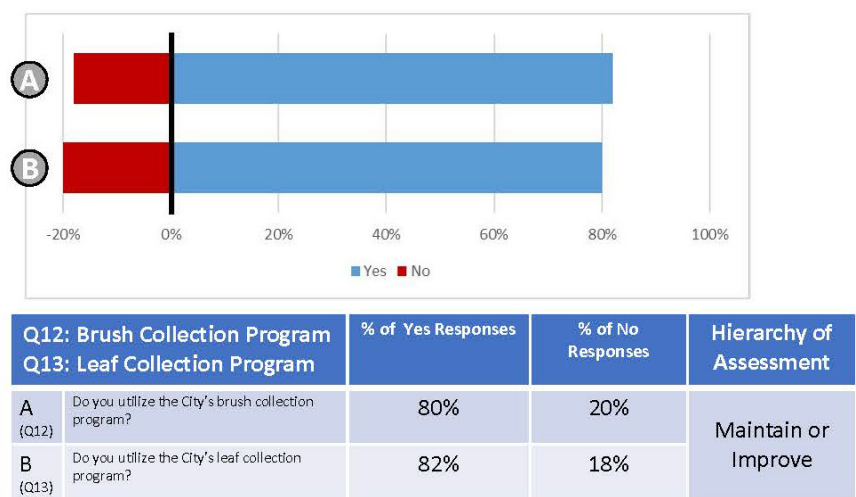
Community Survey Report

Public Works Services (Q10)



Overall Public Works Services received high levels of satisfaction, except the City’s Stormwater Management Program (51% “Very Satisfied” or “Satisfied”) therefore requires further exploration and discussion.

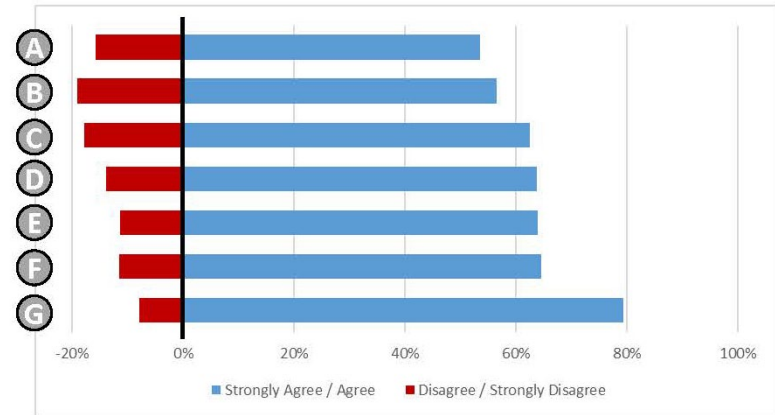
Public Works: Brush & Leaf Collection Program (Q12/13)



The City of Ladue offers leaf and brush collection in the spring and fall. Considered premium services, city leaders wondered how many residents used them. Survey results indicate that usage is significant with at least 80% of respondents reporting use of both leaf and brush collection services.

Community Survey Report

City Administrative Services (Q11)



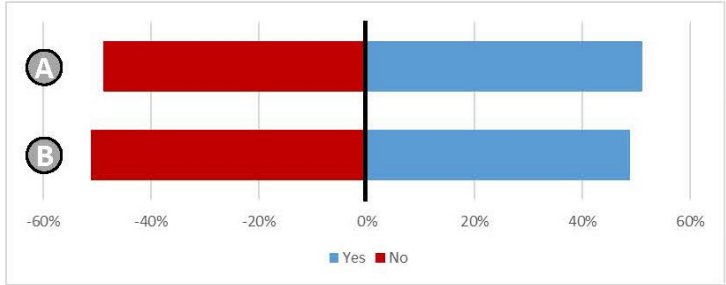
City Administrative Services that require further discussion and exploration include the membership of Ladue’s Boards and Commissions being reflective of City’s population and access to information about current and proposed projects (respectively 54% and 57% “Very Satisfied” or “Satisfied”).

Q11: City Administrative Services (Indicate whether you agree/disagree)		% of Strongly Agree / Agree Responses	% of Disagree / Strongly Disagree Responses	Hierarchy of Assessment
A	The members of Ladue’s boards and commissions reflect the City’s population	54%	16%	Requires Further Exploration
B	I have access to information about current and proposed projects	57%	19%	
C	The building permit process and the City’s architectural guidelines uphold community standards	63%	18%	Maintain or Improve
D	Ladue should support the preservation of existing homes to retain current community character	64%	14%	Address in the Comp Plan*
E	I feel that I am able to participate in the public process as a citizen	64%	11%	Maintain or Improve
F	City public meetings are fair and the decision process is clear and consistent	64%	12%	
G	Communications from the City (emails, newsletters) keep me informed about City matters	79%	8%	

*64% of respondents “strongly agreed” or “agreed” that Ladue *should* support the preservation of existing homes to retain current community character (since the question did not ask *Does the City* and rather stated *should* we have identified Preservation of Community Character as a topic to be addressed in the Comprehensive Plan.

City leaders wanted to better understand public opinion on potential new services and areas for improvement that have generated considerable public comment. Survey results show mixed opinions on a single solid waste provider, street lighting, and cell phone coverage. These topics warrant further exploration and discussion.

Single Solid Waste Provider (Q14) and Lighting on City Streets (Q15)



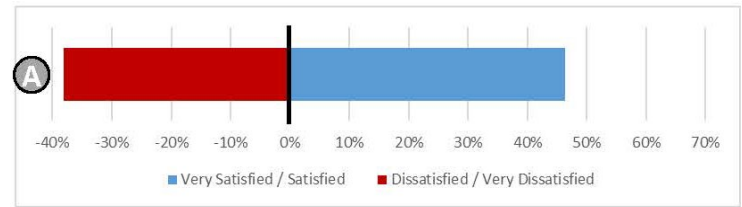
Q14: Single Solid Waste Provider		% of Yes Responses	% of No Responses	Hierarchy of Assessment
A (Q14)	Do you feel the City should contract with a single solid waste provider that would serve all neighborhoods within the City for trash and recycling services?	49%	51%	Requires Further Exploration
B (Q15)	Do you believe more lighting is needed on City streets?	51%	49%	

During public engagement for the Comprehensive Plan, some have voiced interest in having the City provide all trash and recycling services through a single provider (Q14). Survey results are mixed on this issue with 49% of respondents in favor and 51% opposed.

Street lighting (Q15) is another issue that received mixed results on the survey. 51% of respondents thought more lighting was needed on City streets while 49% indicated additional lighting was not necessary.

Community Survey Report

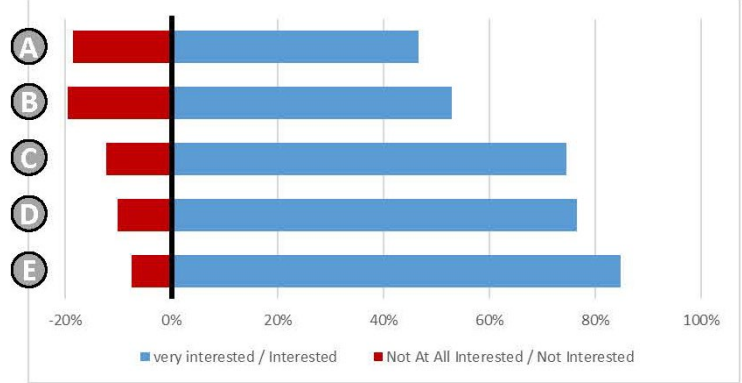
Cell Phone Coverage (Q19)



Q19: Cell Phone Service (Rate your Satisfaction)		% of Very Satisfied / Satisfied Responses	% of Dissatisfied / Very Dissatisfied Responses	Hierarchy of Assessment
A (Q19)	Please rate your satisfaction with cell phone service in Ladue.	46%	38%	Requires Further Exploration

Satisfaction with cell phone coverage was also mixed. 46% of respondents indicated they were “very satisfied or satisfied” with their cell phone service. 38% of respondents indicated they were “very dissatisfied or dissatisfied”. We understand this issue to be impacting residents in specific areas of the City, not widespread throughout the entire community.

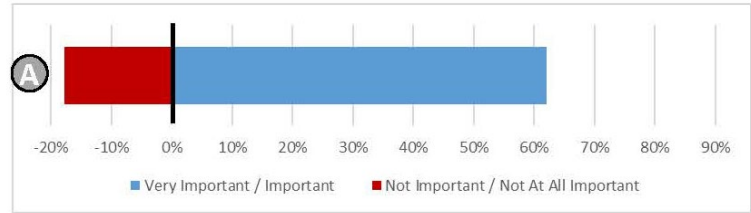
Interest in Additional Amenities (Q18)



Interest in additional amenities which ranked highly include trails and greenways (85%), additional parks and recreation opportunities (77%), and bike paths (75%). Gathering areas and additional citywide events (respectively 53% and 47%) are of interest to some and need further discussion.

Q18: Provision of Amenities (Rate your Interest)		% of Very Interested / Interested Responses	% of Not At All Interested / Not Interested Responses	Hierarchy of Assessment
A	Additional citywide events	47%	12%	Requires Further Exploration
B	Gathering area	53%	19%	
C	Bike paths	75%	12%	Address in the Comp Plan
D	Additional parks & recreation opportunities	77%	10%	
E	Trails & greenways	85%	8%	

Housing Options for Empty Nesters (Q17)



Q17: Housing Options for Empty Nesters (Rate Importance)		% of Very Important / Important Responses	% of Not Important / Not At All Important Responses	Hierarchy of Assessment
A (Q17)	In your opinion, how important is it that Ladue have an adequate supply and range of high quality housing that supports the character of Ladue and appeals to empty nesters?	62%	18%	Address in the Comp Plan

The question of housing options is another issue that has emerged through the comprehensive planning process. The survey showed that more than half (62%) of respondents thought housing options for empty nesters is “Very Important” or “Important.”

Community Survey Report

Other Comprehensive Plan Issues (Q27)

A final survey question (Q27) was an open-ended question about what else respondents would like considered in the Comprehensive Planning Process. Open-ended responses for this question can be found in Appendix B. The most common responses were related to walking and biking, improvements to sidewalks, traffic issues, housing quality, Trash/Recycling service, and Parks. The word cloud below is a graphic representation of respondent answers – the larger the text, the more frequently it was mentioned.



Appendix A

Survey Methodology and Demographics

Survey Methodology

The survey was available online from February 2 to May 10. It was also available (in print) to attendees of the public workshop on March 2. Survey promotion included an announcement in Ladue's spring newsletter which was mailed to all households, messages sent by subdivision trustees, announcements in local church bulletins, postings to bulletin boards, and flyer distribution in local businesses, and city social media.

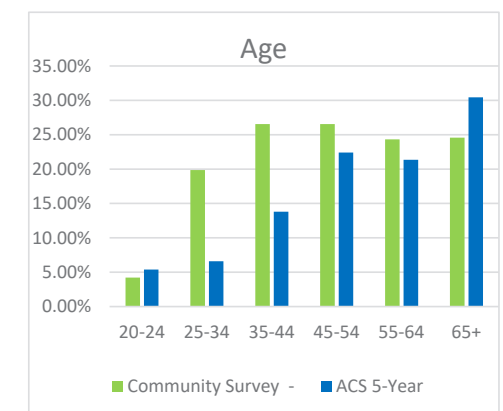
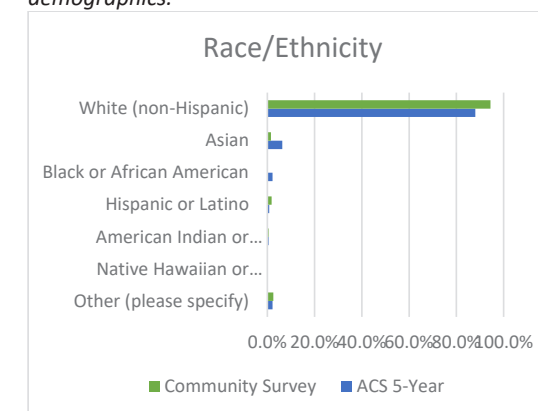
Originally, the survey end date was planned for March but was extended due to COVID-19. Additional promotion in April included an eblast and social media from the City that resulted in over one-hundred additional responses.

Demographic Representation

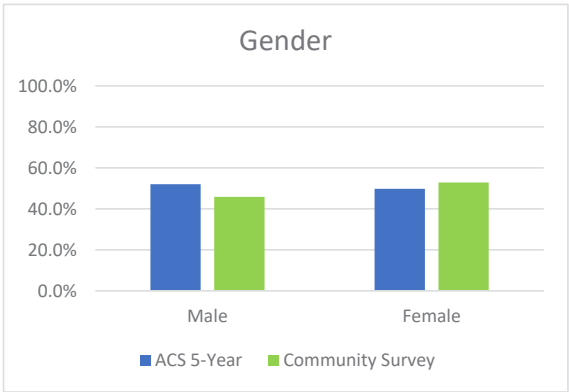
469 surveys were completed. Based on this sample size, the survey has a margin of error of 5% at a 95% confidence level, considered a good result for a self-selected (non-random) survey. This result means there is a 95% chance that any given result for the survey will be accurate within 5% (plus or minus) compared to Ladue's population as a whole.

Survey respondents tracked fairly close to demographics in Ladue based on race/ethnicity, age, and gender with no significant deficits identified. Importantly, the 35-44 and 45-54 age cohorts are represented at somewhat higher rates compared to Ladue's general population, offering a balance to participation at the first public meeting which trended older. White residents of Ladue were slightly overrepresented, while residents who identified as Asian were slightly underrepresented. The charts below compare community survey results with results of the 2018 American Community Survey (ACS) 5-Year Average for the City of Ladue (*represented in blue on the charts below*).

Note: Green on the charts below and on the following page represent the Ladue Community Survey demographics.



Community Survey Report

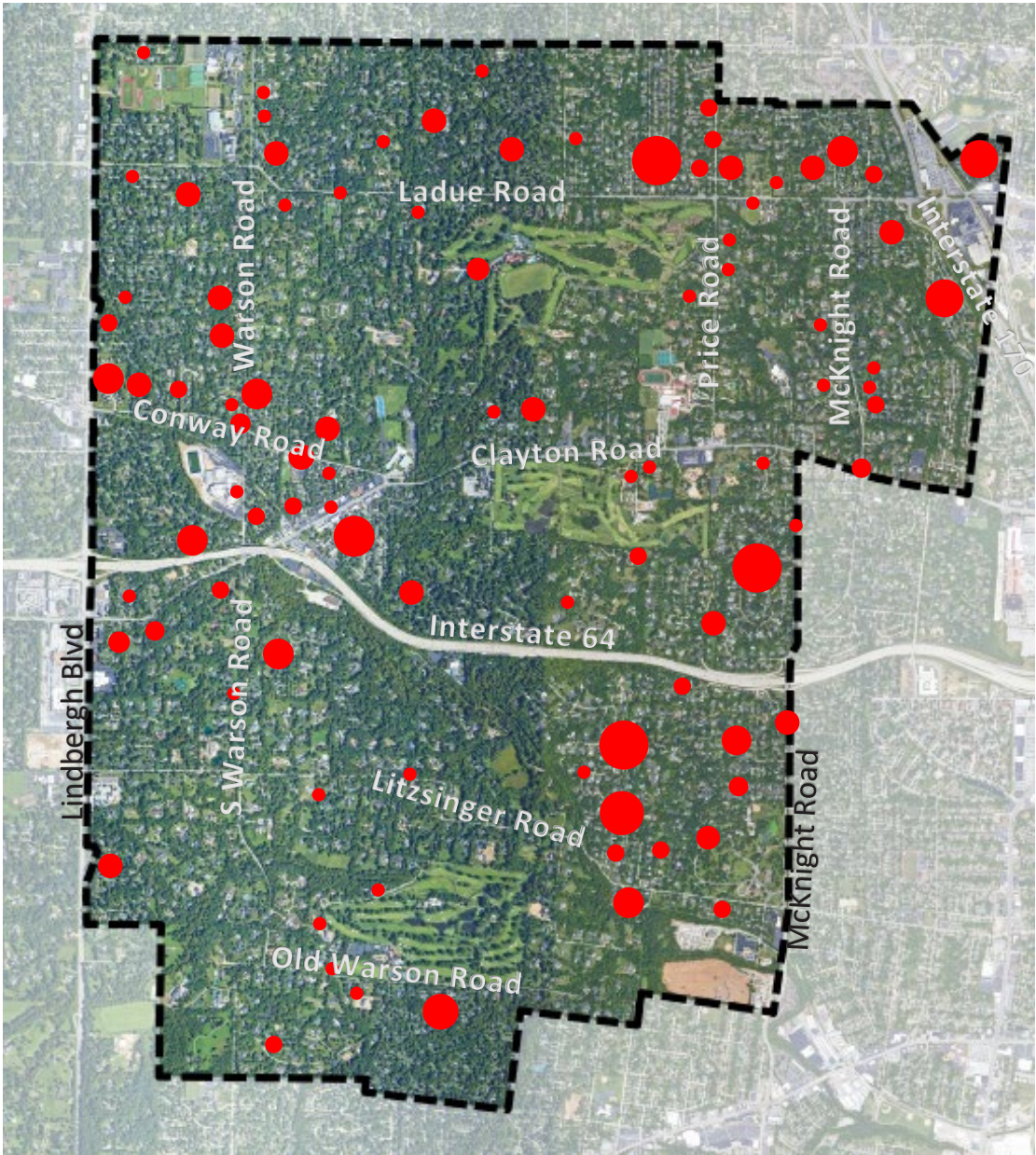


Other Highlighted Characteristics of Survey Respondents

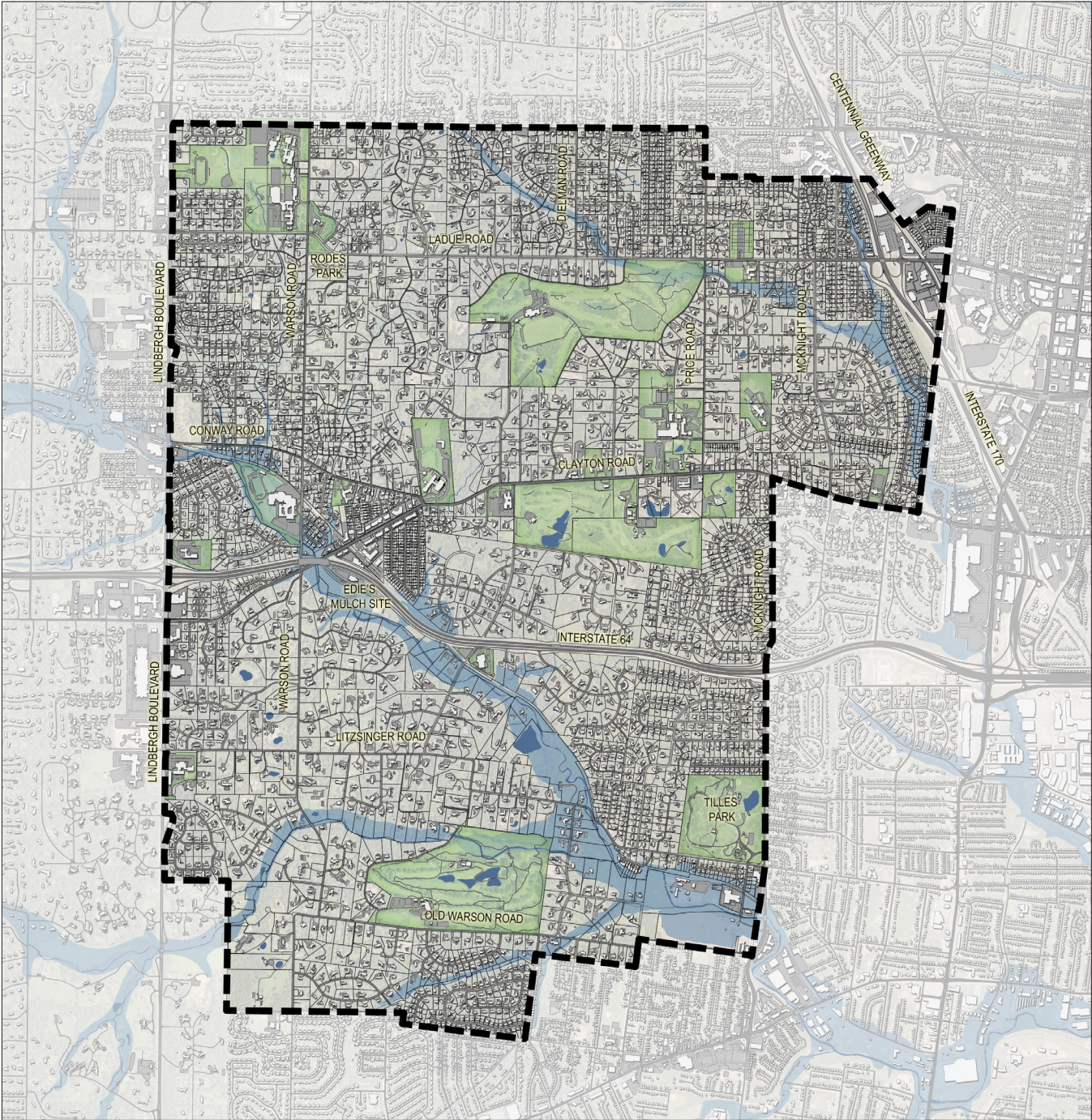
- Most (79%) respondents did not grow up in Ladue.
- Almost all (94%) live in Ladue full-time.
- A majority (60%) have lived in Ladue more than 10 years.
- Almost all (98%) of respondents own their homes.
- About half (53%) of respondents have school aged children at home.
 - 24% Public school / Ladue School District
 - 24% Private School
 - 5% Both Public and Private School

Geographic Representation

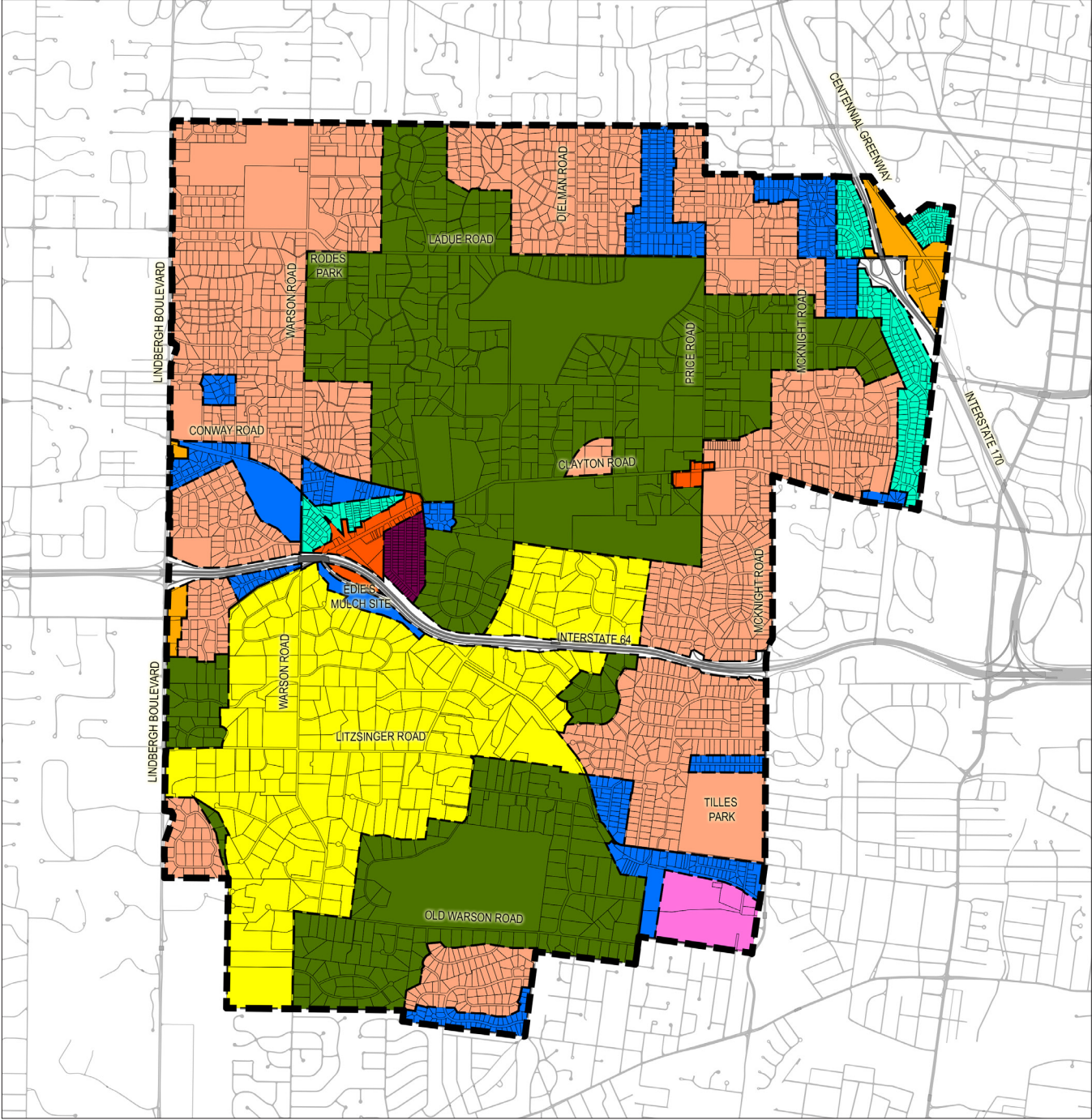
The survey asked respondents to identify what neighborhood they live in to evaluate how well the survey engaged residents from throughout the entire community (Q25). This was an open-ended question, on the following page is a map illustrating the general geographical distribution of survey respondents, a detailed list can be found in Appendix B. Overall respondents are represented from most areas in Ladue, with the southwest area (along South Warson Road) being slightly under represented.



Analysis Maps



Ladue Existing Conditions Base Map
Ladue is 5,472 Acres (8.55 Sq. Mi), with approximately 8,612 residents and 3,444 households.



Ladue Zoning District Map
Ladue has six (6) residential zoning districts, all single family zoned, two (2) commercial districts, and one (1) Industrial district.

Legend

A Residential

B Residential

C Residential

D Residential

E Residential

E1 Residential

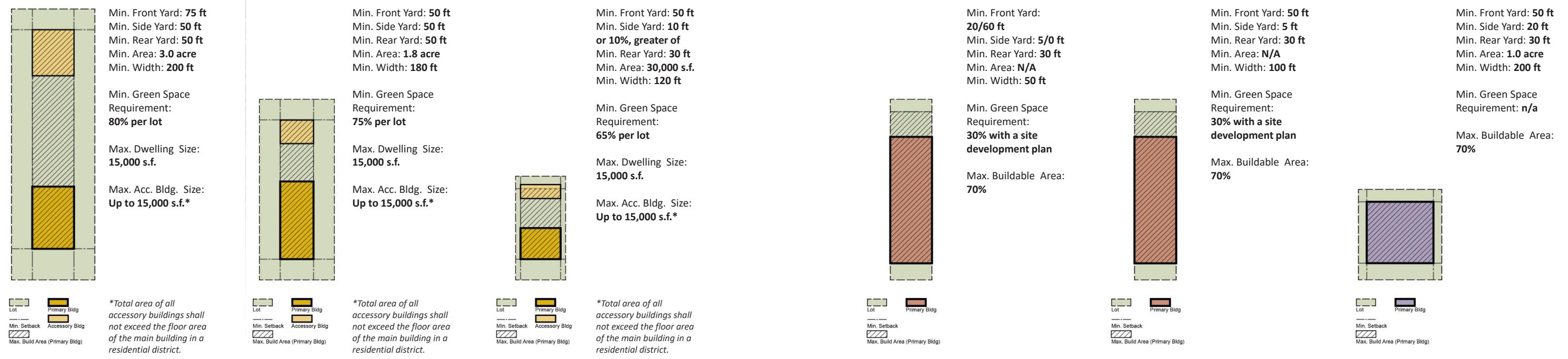
G1 Commercial

G2 Commercial

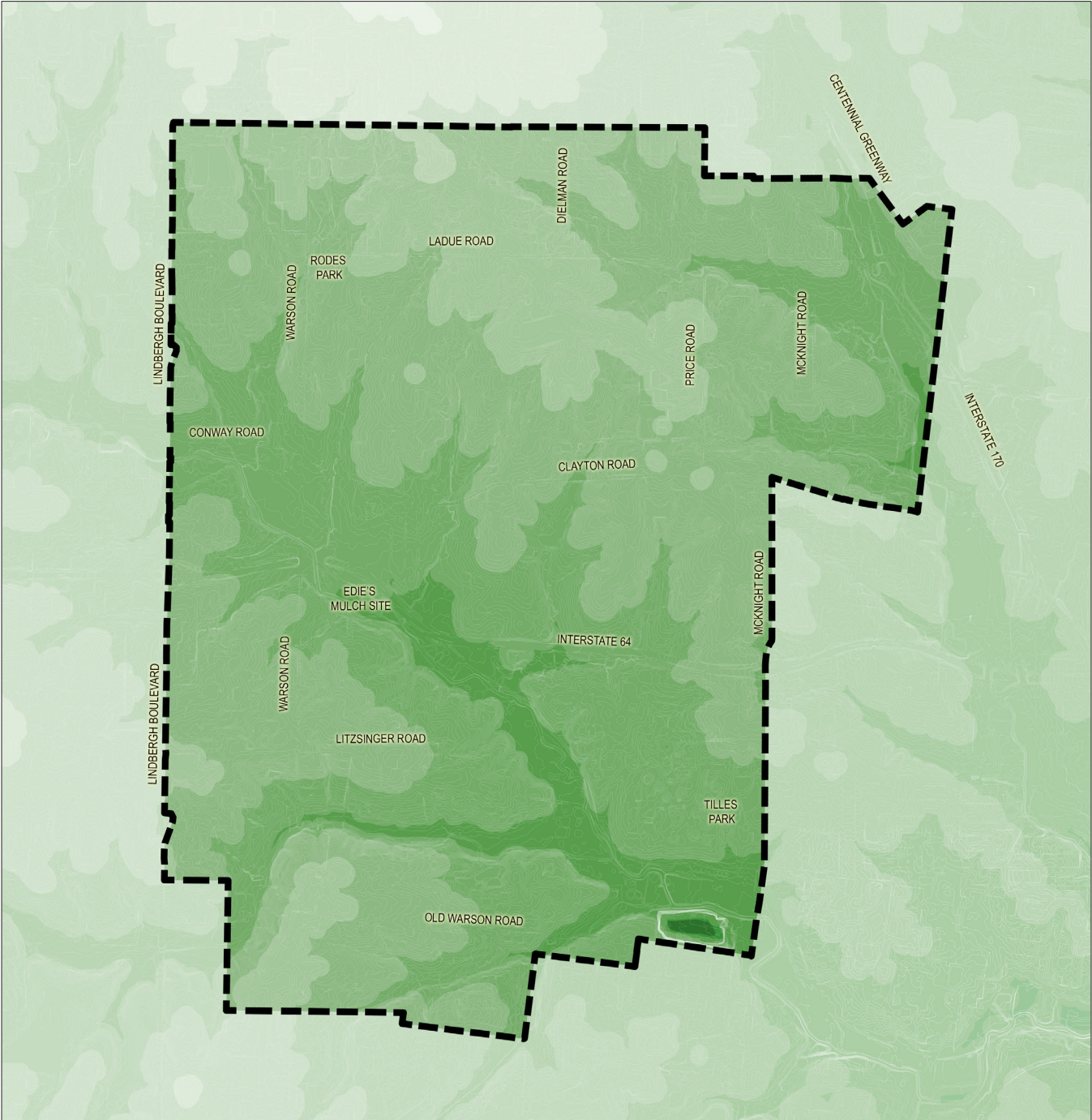
H Industrial

Analysis Maps

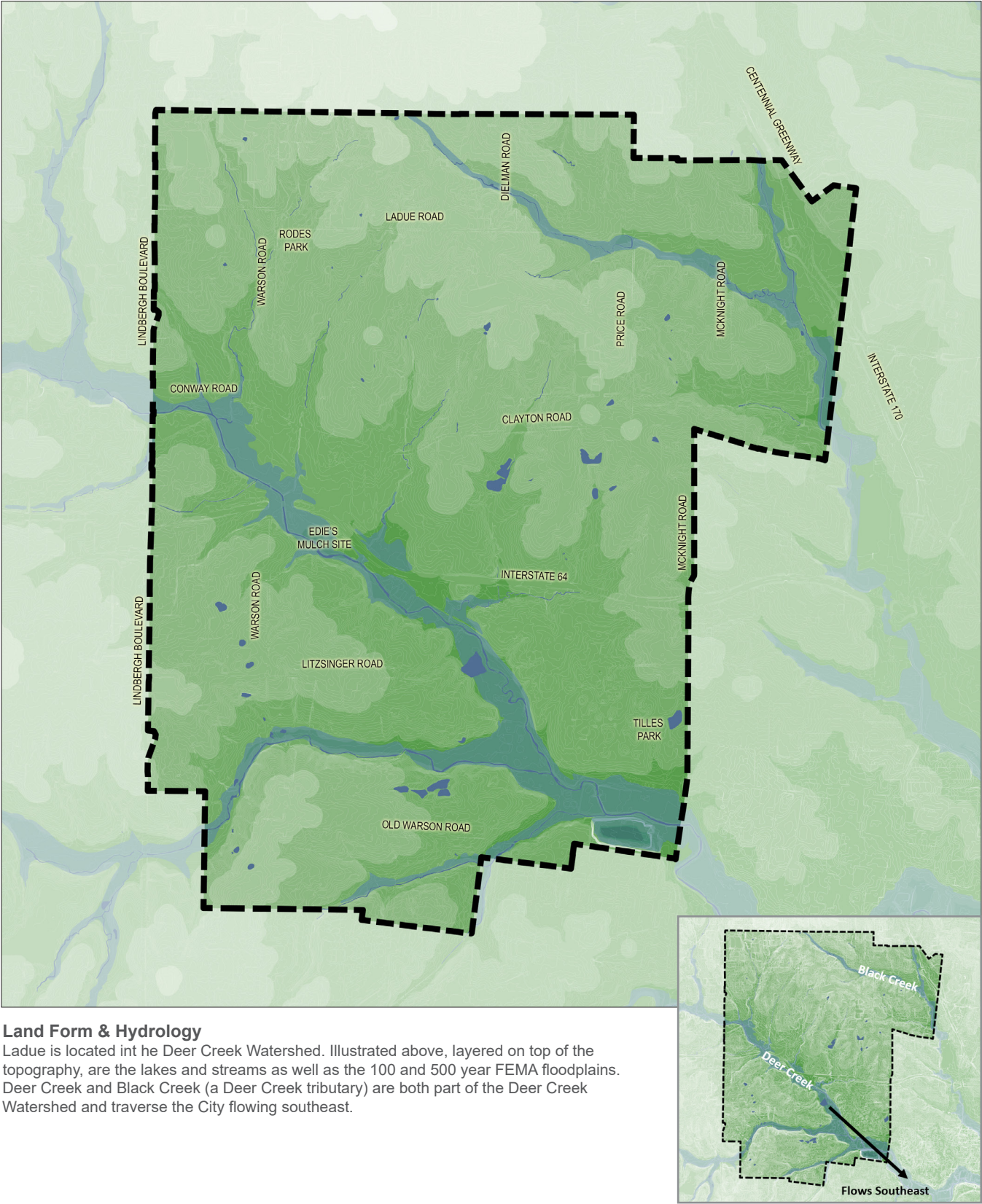
Zoning Capacity Analysis



Analysis Maps

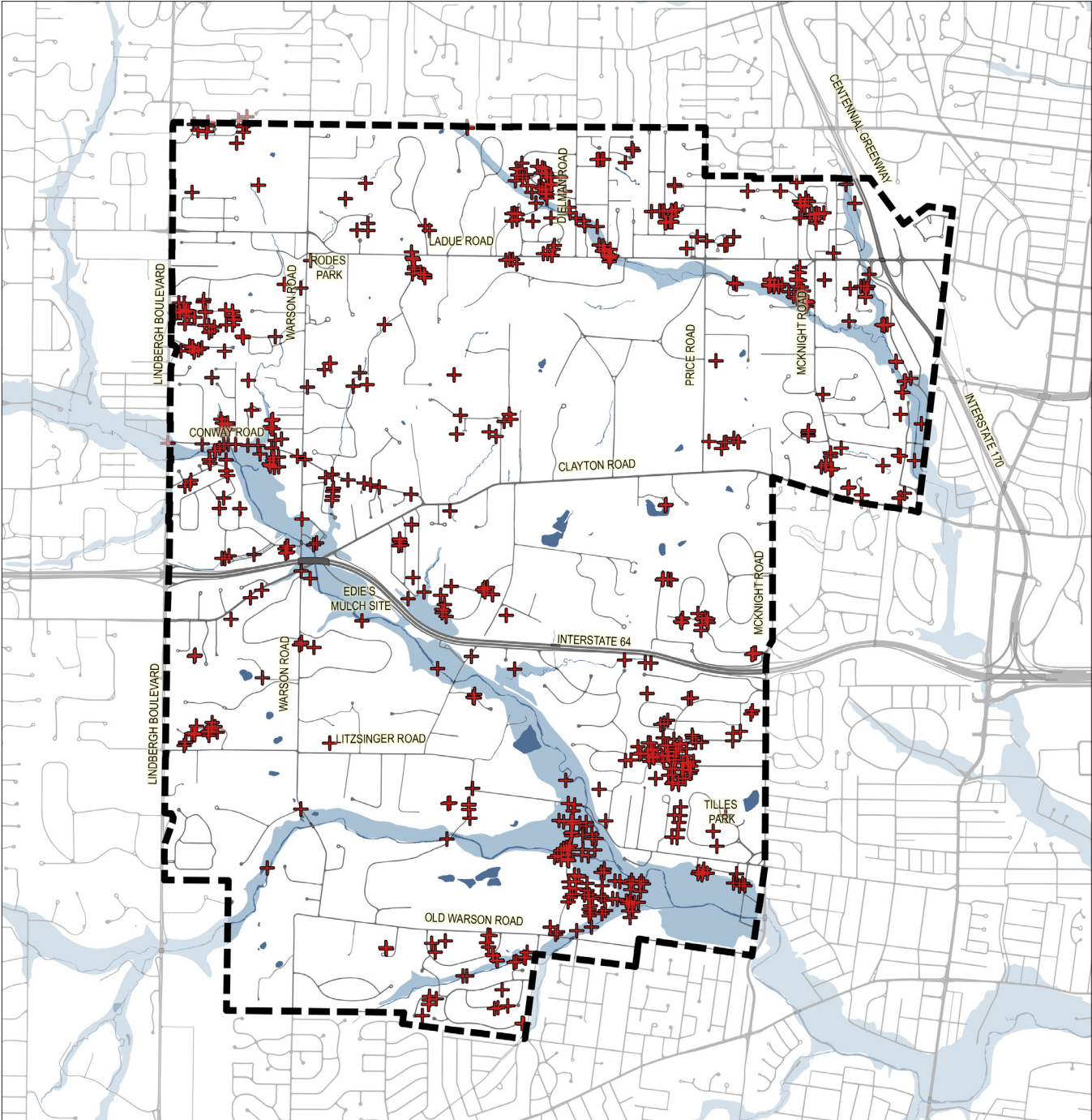


Land Form & Topography
Elevation in Ladue ranges from 350 to 700 feet above sea level. The lowest land is in the south east, getting higher in elevation as you move north and northwest across the City.

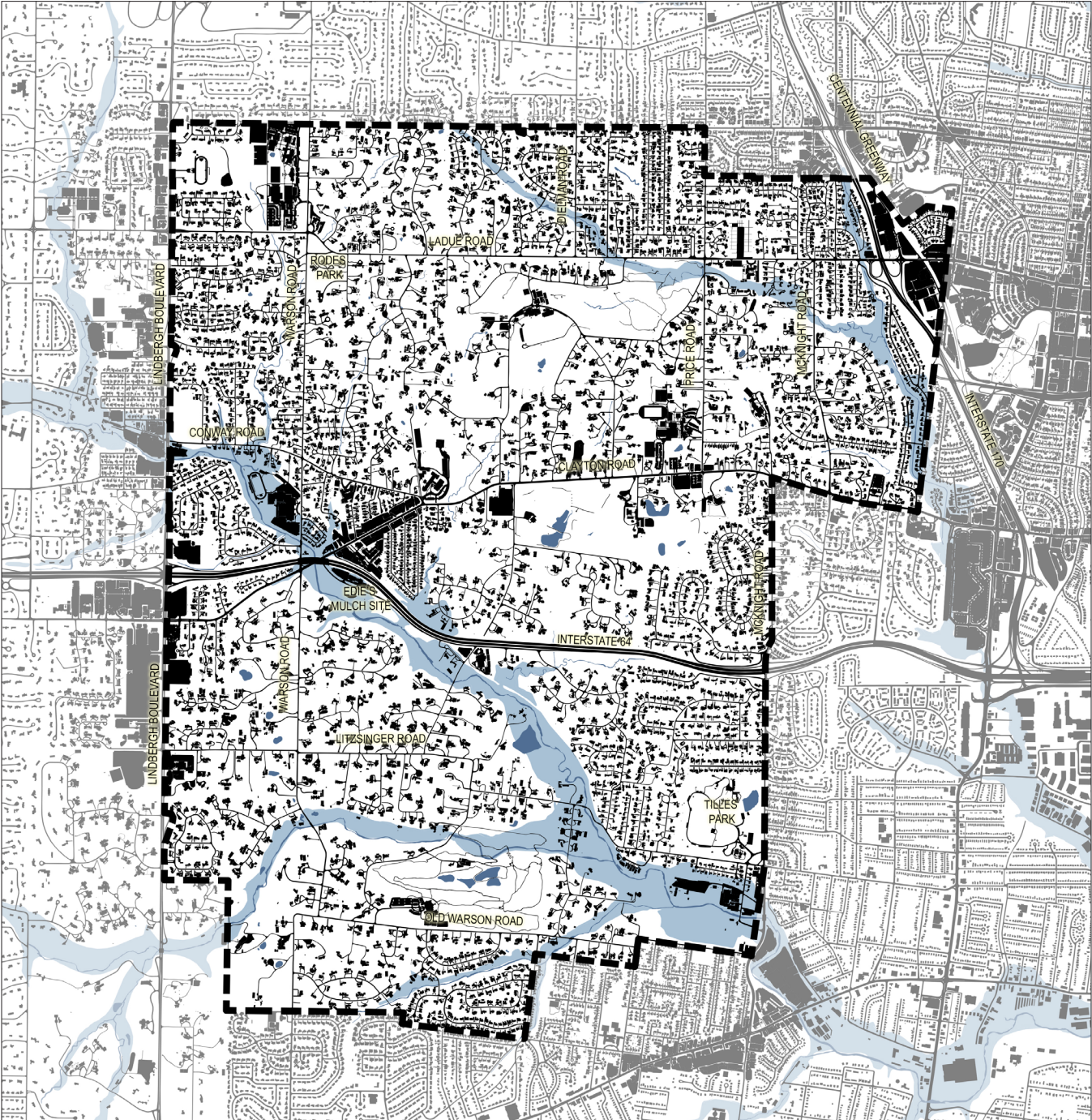


Land Form & Hydrology
Ladue is located in the Deer Creek Watershed. Illustrated above, layered on top of the topography, are the lakes and streams as well as the 100 and 500 year FEMA floodplains. Deer Creek and Black Creek (a Deer Creek tributary) are both part of the Deer Creek Watershed and traverse the City flowing southeast.

Analysis Maps

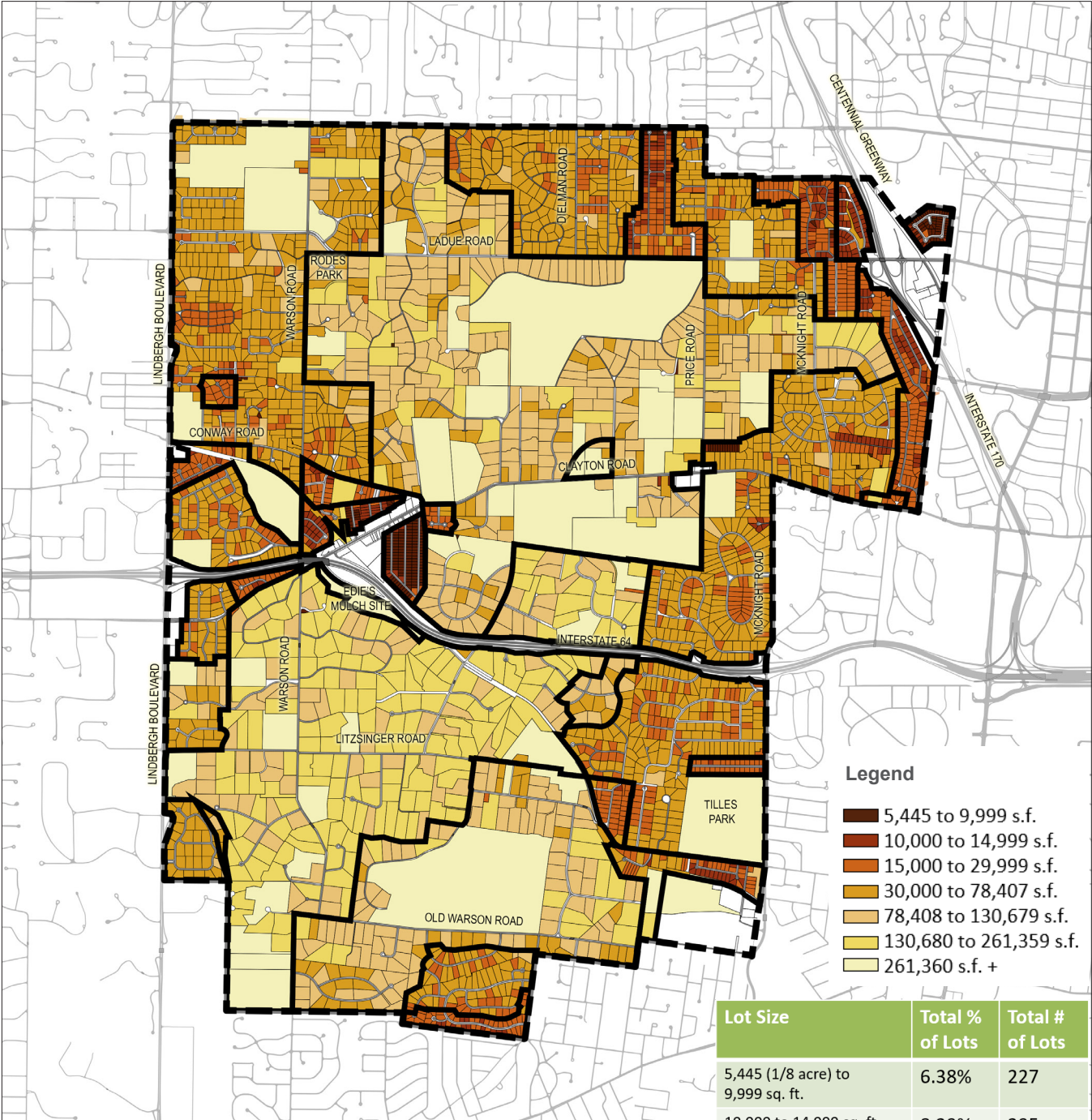


Storm Water Problem Points
The red crosses indicate storm water problem points identified through the Storm Water Master Plan planning process.



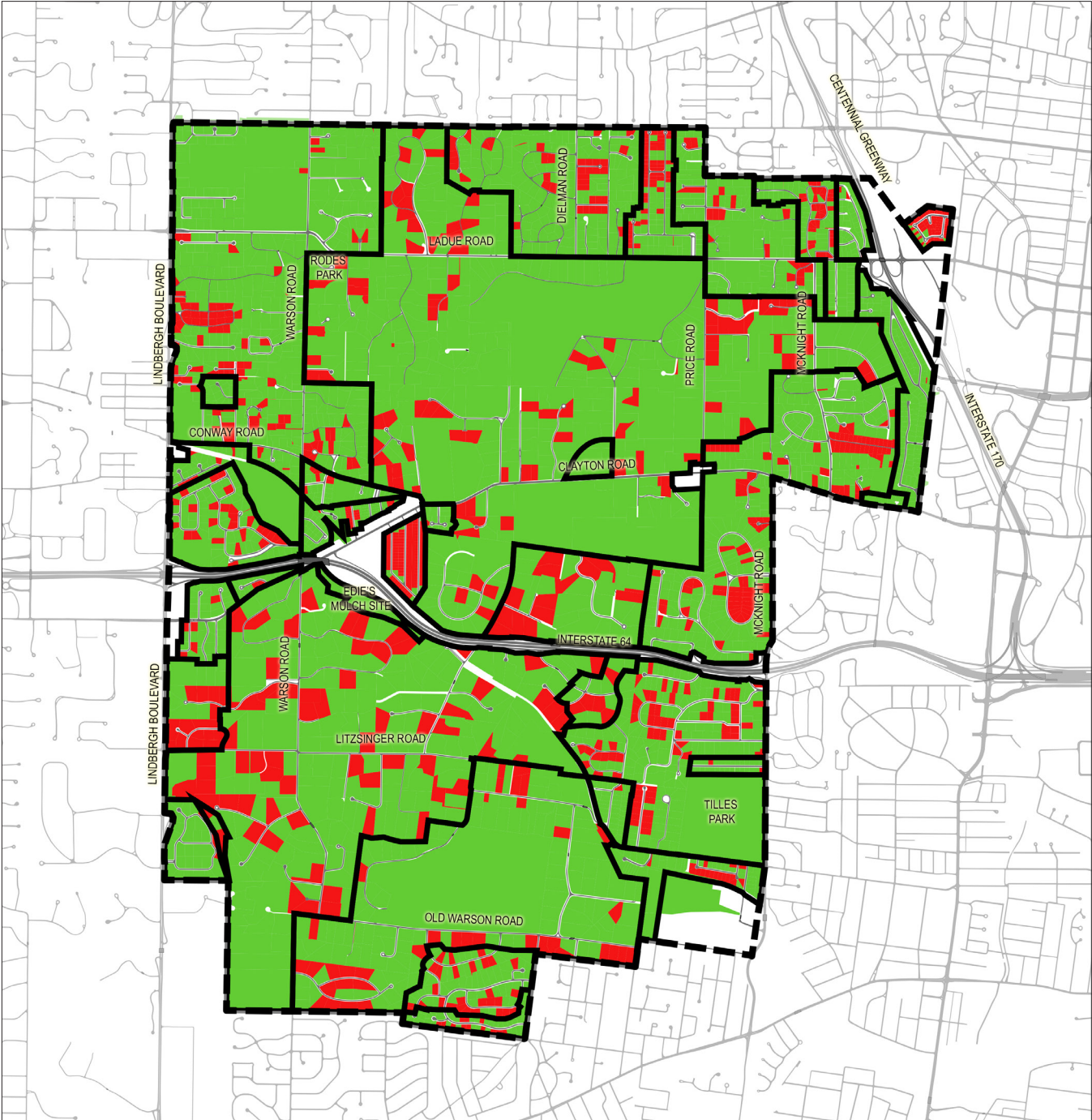
Built Environment | Impervious Surfaces
Total impervious surface in Ladue (including Roads, Buildings, Parking and Driveways) covers approximately 1,240 Acres (23% of Ladue's total land area).

Analysis Maps



Residentially Zoned Lot Size Analysis
There are a range of lot sizes in Ladue's Residential Zoning Districts. Approximately 28% of Lots are smaller than the minimum lot area per zoning district regulations (i.e., non-conforming). Approximately 71% of lots are equal to or greater than the minimum lot area per the zoning district regulations (i.e., conforming).

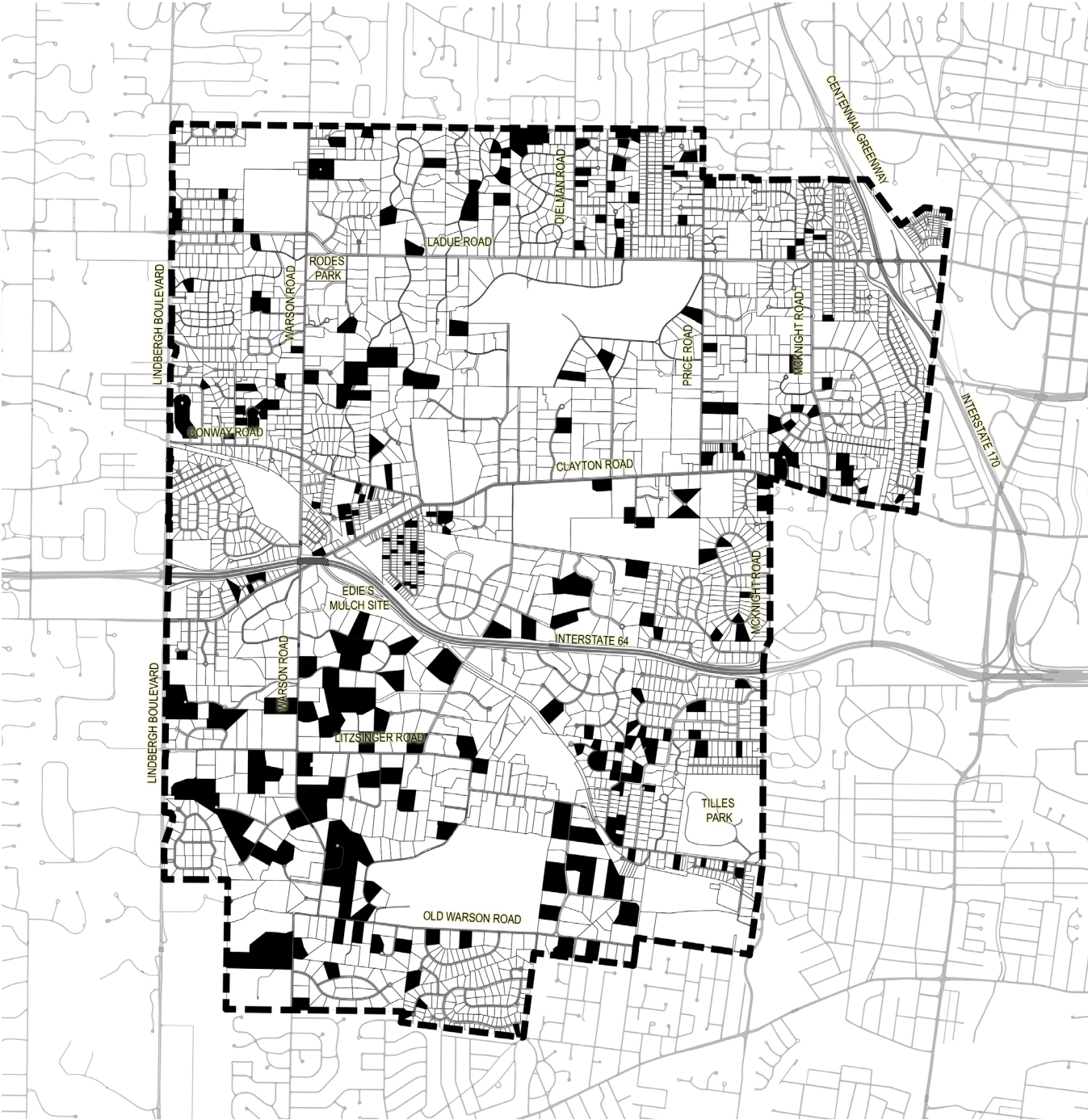
Lot Size	Total % of Lots	Total # of Lots
5,445 (1/8 acre) to 9,999 sq. ft.	6.38%	227
10,000 to 14,999 sq. ft.	8.29%	295
15,000 to 29,999 sq. ft.	23.51%	837
30,000 to 78,407 sq. ft.	39.72%	1414
78,408 (1.8 acres) to 130,679 sq. ft.	13.31%	474
130,680 (3 acres) to 261,359 sq. ft.	6.35%	226
261,360 + sq. ft. (6 acres +)	1.43%	51



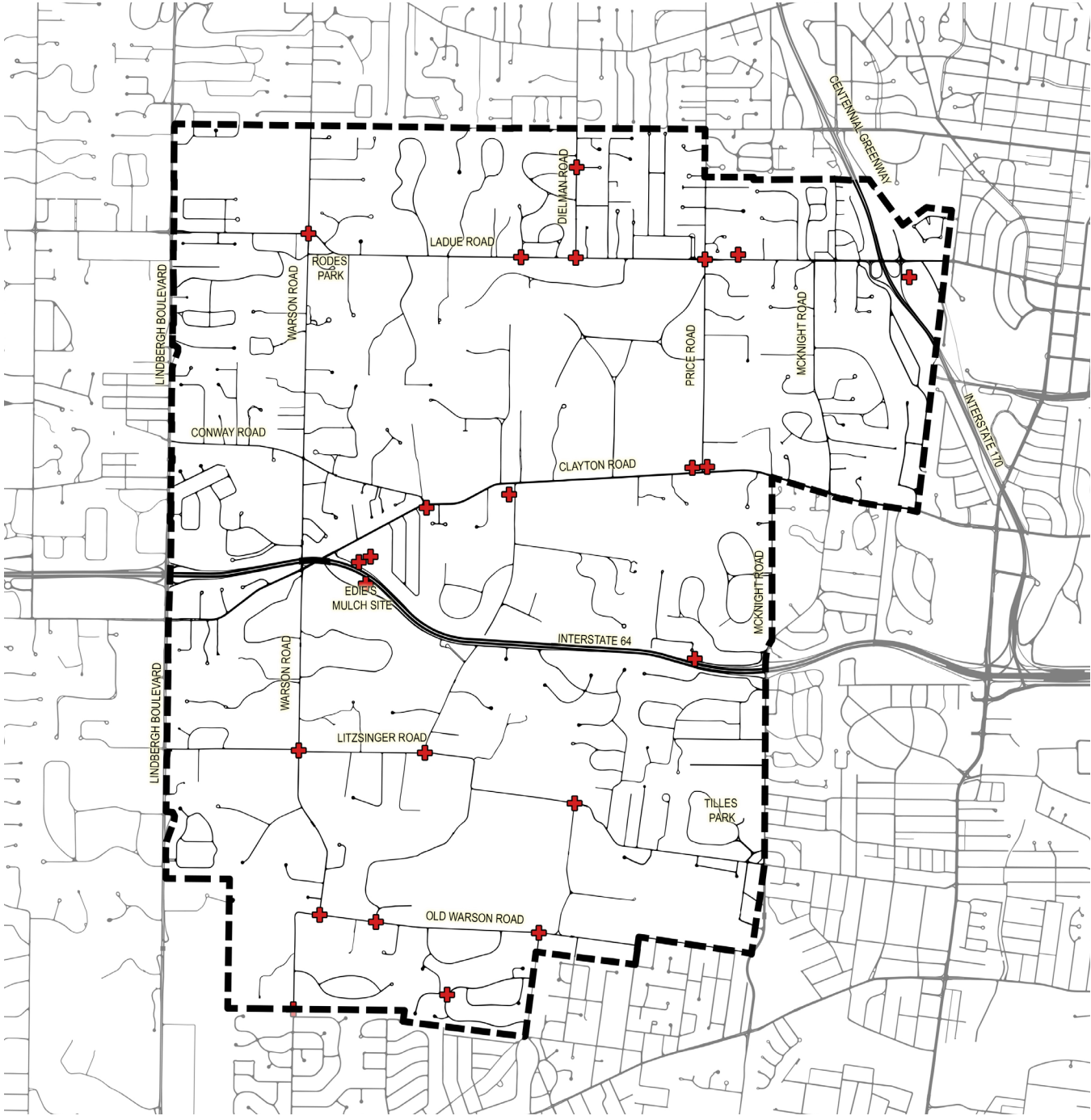
Residentially Zoned Lot Size Analysis (Conformance & Non-Conformance)
A Residential Zoning District (3 acre min. lot area) 31% of lots are non-conforming. B Residential Zoning District (1.8 Acre min. lot area) 28% of lots are non-conforming. C Residential Zoning District (30,000 Sq. Ft. min. lot area) 24% are non-conforming. D Residential Zoning District (15,000 Sq. Ft. min. lot area) 27% are non-conforming. E Residential Zoning District (10,000 Sq. Ft. min. lot area) 24% non-conforming. E1 Residential Zoning District (10,000 Sq. Ft. min. lot area) 92% non-conforming.

Legend
Non –Conforming
Conforming

Analysis Maps

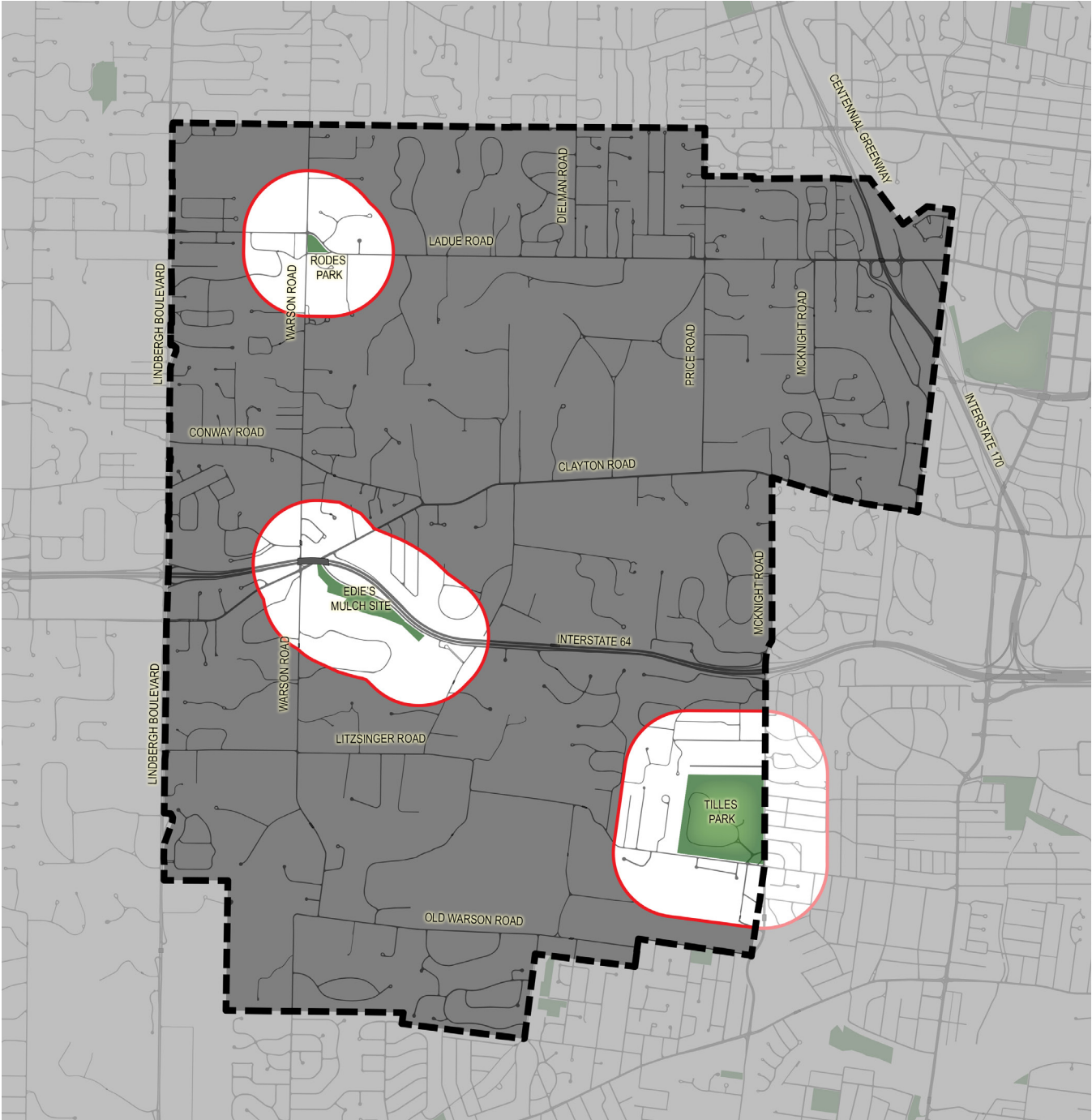


Map of New Construction, 2000 to 2020
City of Ladue building permit data and St. Louis County assessors data show that since 2000 approximately 10% of Ladue's housing stock has been replaced with new homes.

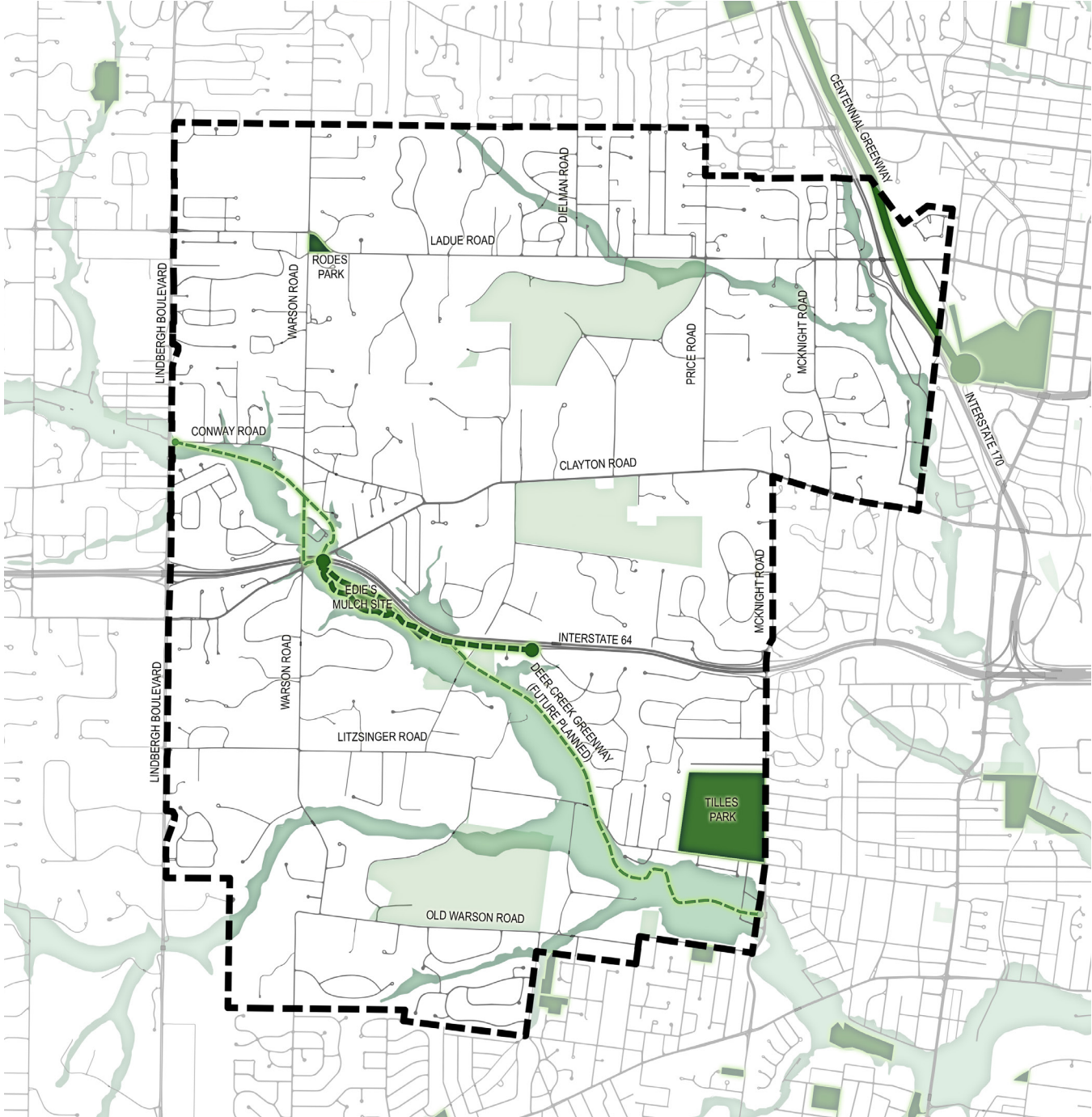


Existing Communications Infrastructure
Ladue is challenged by poor cell coverage in some areas. The map above illustrates the locations of communications infrastructure throughout the community.

Analysis Maps

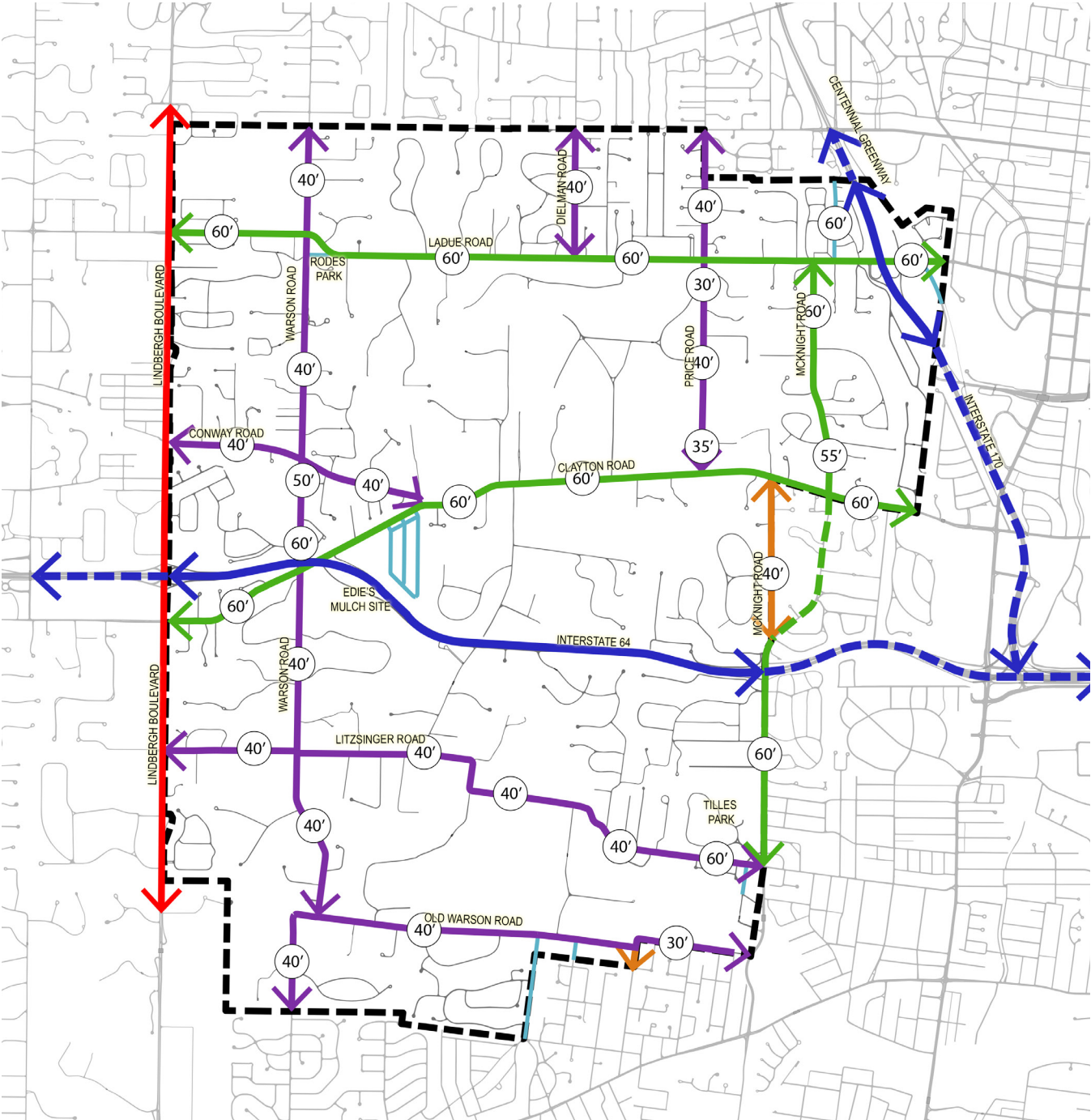


NRPA Park Metrics (Existing & Planned)
The City has 81 acres of park space (including the planned Edie's Mulch Site), approximately 9.4 acres per 1,000 residents. The National Recreation and Park Association (NRPA) national average is 9.9 acres of parkland per 1,000 residents. Approximately 14% of households and 36% of businesses are within a 5-minute walk (1/4 mile) of an existing or planned publicly accessible park.



Parks, Trails, Recreation & Open Space
Ladue has a vast network of public open space and parks, private recreational clubs, and natural features including creeks and streams. There are future plans to create a greenway trail along Deer Creek (illustrated above as a dashed green line). The Centennial Greenway also passes through Ladue near Interstate 170.

Analysis Maps

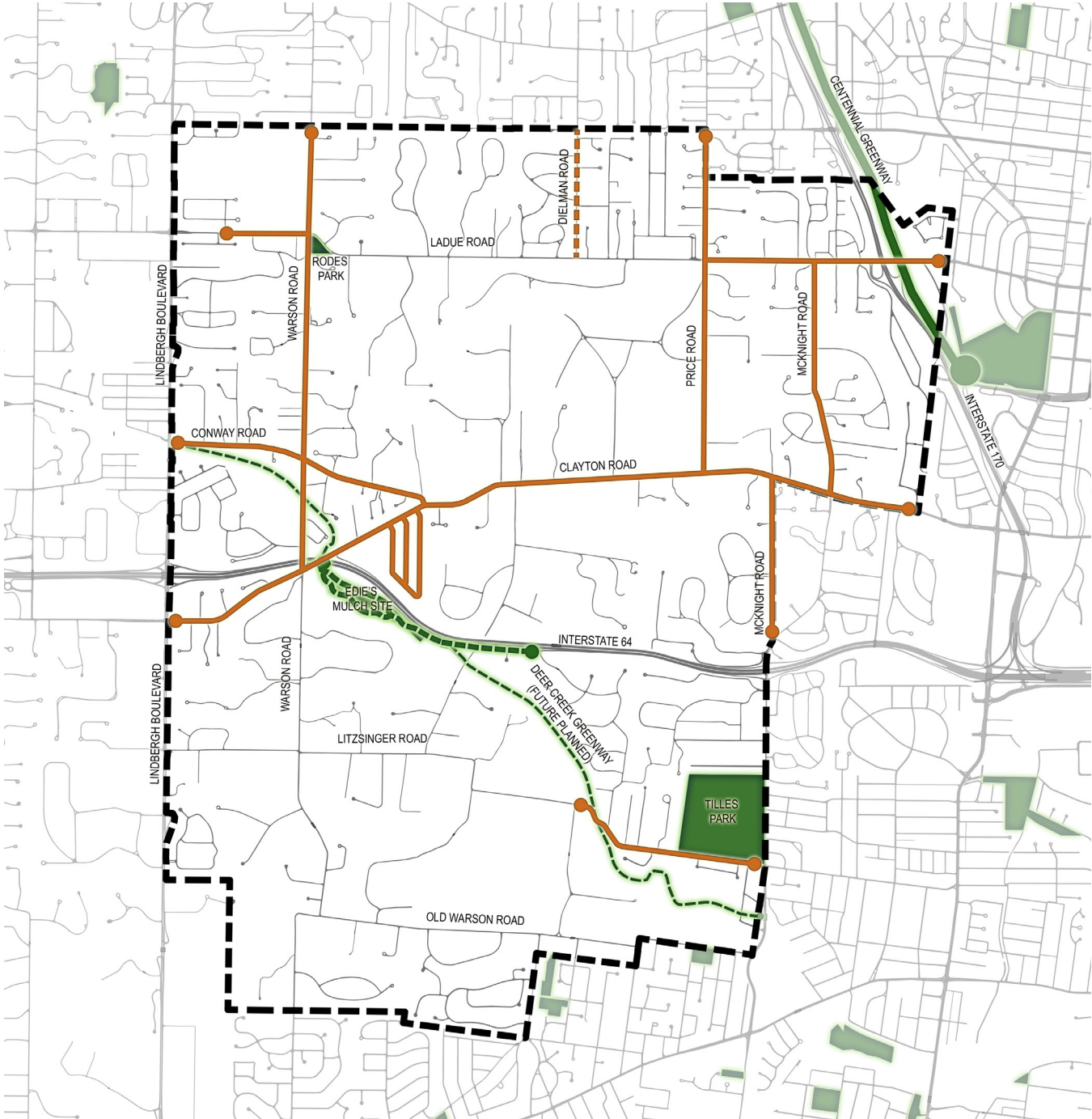


Roadway Classifications & Typical Right-of-Way Dimensions

Ladue's roadway network includes the following roadway classifications (see legend and map above). Ladue has limited Right-of-Way which varies by roadway (the typical R.O.W. dimensions are illustrates above in feet).

Legend

- Interstate
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Streets (Public)



Existing & Planned Sidewalks & Greenways

This map illustrates the City's sidewalk network and greenway trails that are built or future planned projects. Dashed lines represent future projects that are not built today. Orange lines represent sidewalks and Green lines represent trails/greenways.

Public Comments

The Draft Comprehensive Plan document was posted on the Comprehensive Plan website (laduecompplan.com) for review and comment by the public ahead of the Zoning & Planning Commission adoption hearing. The Draft Comprehensive Plan was posted on October 12, 2021 through November 17, 2021. The comments received through the public comment portal on the website are listed below, three (3) comments were received:

- I would hope we don't have to get the city's approval of new house designs.*
- I am opposed to small homes and lots. If the two new houses on Clayton Road between Price and McKnight are examples of high quality, we are in trouble. I am opposed to condos and townhouses as well; it leaves the door open for a complete change of character in Ladue. The commercial areas revitalization looks very expensive to tax payers, two story buildings in those areas infringe on the residential areas surrounding them.*
- I really, really like the streets recommendation especially for the country roads. I have live off Litzsinger since 1989 and I would love to be able to walk my dog without constant fear of death and without seeing overhead wires! I would like to be able to safely walk to downtown Ladue but cannot currently.*

This Page Intentionally Left Blank



City of Ladue, Missouri
Adopted by Zoning & Planning Commission
December 15, 2021