

How did we get here and why are we talking about these economic development tools.

It is not about a development, its about the City and protecting the public

F&A Committee 2021-6-29

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Introduction

### STATE AND REGIONAL CONTEXT

The City of Chesterfield lies west of St. Louis on the Missouri River. As part of St. Louis County, Chesterfield benefits from its location proximate to St. Louis, which lies only 20 miles away. St. Louis is the second largest city in the state and is home to more than 300,000 people. It is also the anchor city of the St. Louis metropolitan area, also known as Greater St. Louis, which is home to approximately 3,000,000 people and spans 15 counties in Missouri and Illinois in addition to the independent City of St. Louis. The area has long been a center of trade thanks to its strategic location at the confluence of the Illinois, Missouri, and Mississippi Rivers, and its economy is still based largely on wholesaling and manufacturing. Greater St. Louis is home to ten of the state's 11 Fortune 500 companies, and two of the 30 largest private companies in America by employment.

### WHY PLAN?

The previous comprehensive plan has been amended numerous times over the years, most recently in 2009. Circumstances have changed since the adoption of that plan. With growing interest in the redevelopment of Chesterfield Village and shifting industry trends, more

Looking 20 or more years into the future, this Envision Chesterfield planning process has highlighted opportunities for Chesterfield to consider. It has provided a chance for citizens and other stakeholders to have a voice in the process, reacting to the opportunities and

**Growth, development, and re-development can bring challenges. These challenges include increased pressure on the transportation infrastructure; increased demand for housing and declining affordability; and increased demand for services which puts a strain on municipal budgets.**

Coupled with environmental constraints, such as federally designated flood-prone areas, these challenges bring into focus the value of planning for the future.

redevelopment and/or re-use

- Plan for transportation choice and mobility
- Ensure that the City is at the forefront of the changes that lie ahead.

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About Chesterfield

### EDUCATION

Chesterfield is served by two school districts. The Parkway School District and the Rockwood School District generally split the City into east and west service areas. Both school districts are autonomous from Chesterfield but very important to its residents.

**Parkway School District**

The Parkway School District supports twelve facilities in Chesterfield, including an Early Childhood Center and a District Administrative Building:

- River Bend Elementary School
- Shenandoah Valley Elementary School
- Green Trails Elementary School
- Highcroft Ridge Elementary School
- Central Middle School
- West Middle School
- Central High School
- West High School

Total enrollment for schools in the District serving Chesterfield is 7,824, according to the Missouri Department of Elementary and Secondary Education. (Data as of 10/14/19)

The average age of a Parkway school is 50 years old. In November 2018, a \$110 million bond was passed (with 74% approval) for safety and security updates; ongoing maintenance, repairs, and renovations; additions and renovations of classroom spaces; and technology upgrades.

### PUBLIC SAFETY

#### Police Protection

The City of Chesterfield provides police protection from its headquarters in City Hall. One chief, one

Resources of the police department were used to respond to 55,816 calls for service in 2018.

**Rockwood School District**

The Rockwood School District supports six facilities in Chesterfield:

- Kehrs Mill Elementary Schi
- Wild Horse Elementary Sch
- Chesterfield Elementary St
- Crestview Middle School
- Early Childhood Center, Campus

Total enrollment for schools in th Chesterfield is 5,762, according Department of Elementary Education. (Data as of 10/14/19)

**Private Schools**

The City of Chesterfield currently has numerous private schools including Chesterfield Day School, Chesterfield Montessori School, Ascension School, Incarnate Word School, and Barat Academy.

**Logan University**

Logan University, located on over a 100 acre campus in the City of Chesterfield, is a private special focus university providing college education in chiropractic and health sciences. Logan University currently offers two baccalaureate degrees, three master's degrees, and doctoral degrees in Chiropractic and Health Professions Education

Resources of the police department were used to respond to 55,816 calls for service in 2018. Circumstances at those calls resulted in 1,758 arrests, 10,556 traffic citations, 8,627 summonses issued, and two recovered vehicles. Continued growth and development in the City will increase the needs for more police resources in the future.



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Chesterfield's Vision

### GUIDING PRINCIPLES

Remain a City dedicated to delivering excellent municipal services to the community in a financially responsible manner, especially in terms of evaluating opportunities to increase local revenues and manage new infrastructure costs associated with development to maintain a high quality of life for residents in Chesterfield.

**Financially responsible**

Remain a City dedicated to delivering excellent municipal services to the community in a financially responsible manner, especially in terms of evaluating opportunities to increase local revenues and manage new infrastructure cost associated with development to maintain a high quality of life for residents in Chesterfield.

Support a safe, innovative, and efficient transportation system that leverages opportunities to enhance street connectivity and resident mobility via walking, biking, transit, and driving. Consider land use and transportation infrastructure investments together, promoting a network of streets that emphasizes the quality and character of both the street and its surrounding development pattern. Recognize that safeguarding the transportation system in Chesterfield requires a shared vision And partnership between state, county, and City officials.

**Connected City**

Support a safe, innovative, and efficient transportation system that leverages opportunities to enhance street connectivity and resident mobility via walking, biking, transit, and driving. Consider land use and transportation infrastructure investments together, promoting a network of streets that emphasizes the quality and character of both the street and its surrounding development pattern. Recognize that safeguarding the transportation system in Chesterfield requires a shared vision And partnership between state, county, and City officials.

**Be Bold**

Be bold, lead with purpose, and take proactive steps to plan the future of the community.

**Stewards of the Natural Environment**

Promote and preserve Chesterfield's green infrastructure — including ponds, wetlands, woods, trails, parks, agricultural lands, tree canopy, etc. — and the services they provide. Use public lands to strategically create an interconnected network of green space that preserves critical natural areas, provides recreational linkages, and improves the quality of life for residents.

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Chesterfield's Vision

**Character Area** SC

**Mixed Residential**

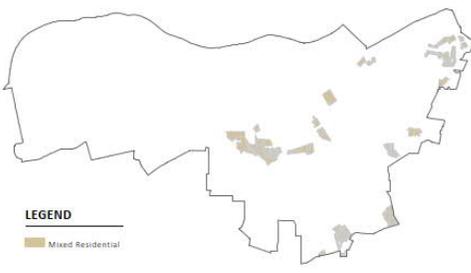
Conventional, suburban multi-family neighborhoods developed as a complex or community, with a relatively uniform housing type and density throughout. They support the highest residential density in a suburban landscape and may contain one of multiple housing types including condominiums, apartments or senior housing (either standalone units for independent living, assisted living group quarters, or both on one site). Buildings are oriented interior to the site and generally buffered from surrounding development by transitional uses, topography, preserved open space, or landscape areas.

**Primary Land Uses**

- Multi-family Residential
- Multi-generational Community

**68 Development Policy**

- Limit curb cuts on arterial streets, and where possible concentrate access at shared entrance points
- Primary entrance points should be aligned with access points immediately across the street
- Encourage transportation infrastructure that promotes multi-modal and active transportation options
- Landscape buffering should be utilized between adjacent residential developments to provide a transition between use type
- Landscape buffering should be utilized between roadways to screen areas of surface parking
- Expanded setbacks should be utilized between neighboring residential uses
- Uncover the anticipated expense (cost of municipal infrastructure) for each new or re-developed residential development



**LEGEND**

- Mixed Residential

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**Uncover the anticipated expense (cost of municipal infrastructure) for each new or re-developed residential development.**

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Chesterfield's Vision

**Character Area** CC

**Corporate Village**

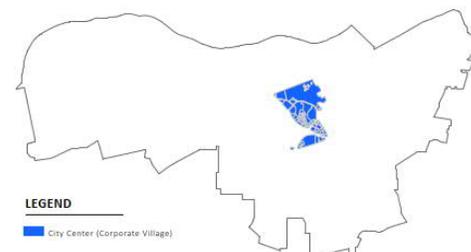
Land that supports the ability to concentrate employment opportunities in the City on normal weekdays. Each center generally supports office and technology, including professional office, research and development, higher education, artisan space, light manufacturing, agribusiness and medical research. Residential uses, including a mixture of housing types and residential densities, surround an employment center.

**Primary Land Uses**

- Mixture of residential types
- Office
- Lodging
- Institutional
- Retail and personal service

**76 Development Policy**

- City Center should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas as well as cultural, entertainment and pedestrian amenities for its residents
- Establish an interconnected network of walkable and bikeable streets that connects one or more surrounding neighborhoods to the employment centers
- Incorporate a comprehensive network of open space throughout to accommodate small parks, gathering places and community gardens; preserve tree stands; and help reduce stormwater runoff
- Public art should be incorporated into new construction and re-development projects throughout the City Center
- Buildings to be constructed closer to the roadways to promote the pedestrian experience



**LEGEND**

- City Center (Corporate Village)

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**City Center should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas as well as cultural, entertainment and pedestrian amenities for its residents.**

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Chesterfield's Vision

**Character Area**

CC

**Downtown**

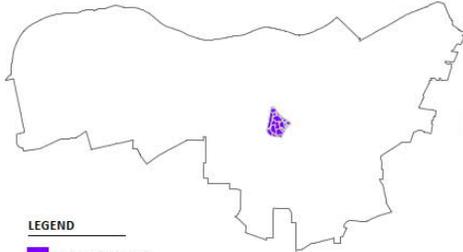
Land inside the city center area where a downtown that supports mixed-use development, civic spaces, and social interaction will be created. Uses and buildings are located on blocks with streets designed to extend a grid network. Buildings typically stand multiple stories with a mix of uses that encourage pedestrian activity. The compact, walkable environment and mix of residential and non-residential uses in downtown support multiple modes of transportation.

**Primary Land Uses**

- High density residential
- Office
- Lodging
- Institutional
- Retail and Personal Service

**Development Policy**

- City Center should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas, with cultural, entertainment and pedestrian amenities for its residents.
- The thoroughfare character should be urban and very walkable
- Pedestrian scale infrastructure improvements (lighting, wayfinding, storefronts, etc) incorporated into urban footprint
- The Downtown and Urban Transition Character Areas should have a pedestrian connection to unite the two urban areas of the City Center
- Public art should be incorporated into new construction and re-development projects throughout the City Center
- Buildings to be constructed closer to the roadways to promote the pedestrian experience
- The City Center (Downtown) Character Area has the highest density in the city



**LEGEND**  
■ City Center (Downtown)

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City Center should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas as well as cultural, entertainment and pedestrian amenities for its residents.

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Chesterfield's Vision

**Character Area**

CC

**Urban Transition**

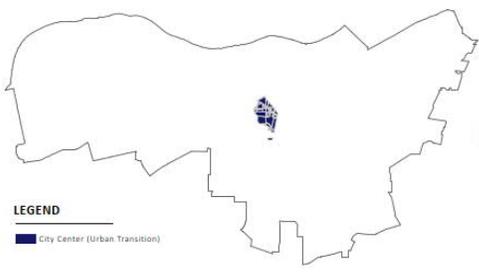
Land developed to offer residents the opportunity to live, work, shop and play within the larger City Center area. This Character Area includes a mixture of housing types and residential densities, integrated with a number of goods and services, especially in the downtown core. Buildings typically stand multiple stories often with residential units above storefronts or other pedestrian activity. Parking is satisfied using on-street parking, structured parking, or shared rear-lot parking strategies. An interconnected network of walkable streets connects the neighborhood to the downtown core.

**Primary Land Uses**

- Mixture of residential types
- Office
- Lodging
- Retail and personal service

**Development Policy**

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- Buildings to be constructed closer to the roadways to promote the pedestrian experience
- Incorporate a comprehensive network of open space throughout to accommodate small parks, gathering places and community gardens; preserve tree stands; and help reduce stormwater runoff
- The Urban Transition and Downtown land areas should have a pedestrian connection to unite the two urban areas of the City Center
- Public art should be incorporated into new construction and re-development projects throughout the City Center



**LEGEND**  
■ City Center (Urban Transition)

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Chesterfield's Vision

**Character Area**

CC

**Historic Chesterfield**

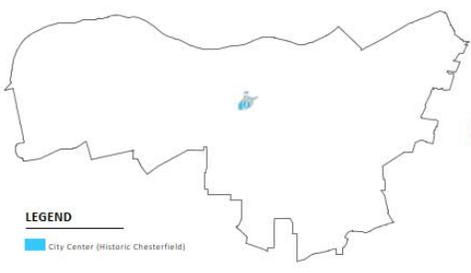
An area with historic buildings including several residential properties on the south side of Old Chesterfield Road. This area of the city would be well suited for the creation of an artisan district where local artists would be invited to locate and where the arts could be celebrated or a farmers market providing for local produce and goods.

**Primary Land Uses**

- Mixed-Use buildings
- Small scale retail
- Multi-family residential

**Development Policy**

- City Center should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas, with cultural, entertainment and pedestrian amenities for its residents
- Revitalization should lend itself to pedestrian comfort and safety
- Preservation of historic buildings in which parking lots are relegated to the back of buildings in order to ensure a walkable place
- Public art should be incorporated into new construction and re-development projects throughout the City Center
- Buildings to be constructed closer to the roadways to promote the pedestrian experience
- New architecture will be reviewed for contextual sensitivity of the designated Character Area



**LEGEND**

- City Center (Historic Chesterfield)

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City Center should serve as the physical and visual focus for the City and include both residential and commercial developments with parks, municipal services, and preservation of historic structures and areas as well as cultural, entertainment and pedestrian amenities for its residents.

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Chesterfield's Vision

**DOWNTOWN / MALL**



**LEGEND**

- Existing Building
- Civic Building
- Mixed-Use Building-Retail Core
- Mixed-Use Building
- Science Tech/Innovation Building/District
- Taller Residential Tower
- Taller Office Tower
- Multi-Family Building
- Townhouse
- Small Multi-Family
- Parking Garage
- Existing Sears Building
- Existing Movie Theater
- Central Park
- Amphitheater
- Civic Space
- Grand Staircase
- Central Park Extension
- Existing Library
- Existing YMCA
- Ideal alignment for a road connection in this location, but the presence of a conservation easement owned by the U.S. Corps of Engineers may render this alignment difficult to achieve.

**IMPORTANT NOTE:** This is an illustration of one possible scenario representing the views of many of the participants and is not intended to be the only plan possible for these properties. The property owner and/or the City will produce actual development plans through detailed study that will be reviewed during the official City development review process before any action would be taken on the site. This illustrative plan is intended to help the community visualize possibilities and create a platform for dialogue about the ideas contained in the images.

Conceptual "downtown" road network and interconnectivity.

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DOWNTOWN / MALL

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- 1 Existing Sears Building & Movie Theater
- 2 This plan shows some of the anchors of the existing mall remaining. For example, the movie theater and Sears building could stay but be lined with buildings on the facade to create a more cohesive street presence.
- 3 Central Park & Amphitheater
- 4 Central Park with its amphitheater should be a vital part of any downtown development and should be directly incorporated into any development of the site. This new synergy with the park would bring more users and would help offer residents and workers a respite place close to home/work. The Central Park, YMCA, and Library's surface parking can be relocated on the parking structures of Sachs property and be shared with the offices around.
- 5 Civic Space
- 6 This plan shows the creation of new civic spaces, both in the core of the downtown on the upper level, as well as along Chesterfield Parkway around the lake. Keeping public access to various assets like a lake will help create vibrancy and will provide much needed space for recreation and events (i.e., farmers' markets, etc.) in the downtown.
- 7 Grand Staircase
- 8 In order to accommodate the change in elevation from the existing mall property down to Central Park and the Sachs property, grand staircases would provide a gradual transition that incorporates seating areas, water features and small civic spaces. Buildings would be facing the staircases the same way they would be facing a street.

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CIVIC SPACE

This plan shows the creation of new civic spaces, both in the core of the downtown on the upper level, as well as along Chesterfield Parkway around the lake. Keeping public access to various assets like a lake will help create vibrancy and will provide much needed space for recreation and events (i.e. farmers' markets, etc.) in the downtown.

Existing  
 illustrations  
 intended to  
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 be taken on  
 dialogue at  
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DOWNTOWN / MALL

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**Civic Space**  
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DOWNTOWN / MALL

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Lake Access

This rendering illustrates how public access to the lake on the Sachs property could be a wonderful amenity for the public. This view is from the western part of the downtown looking up towards the existing mall property, showing taller buildings out in the distance on the mall site.

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Key plan



LAKE ACCESS

This rendering illustrates how public access to the Lake on the Sachs property could be a wonderful amenity for the public. This view is from the western part of the downtown looking up towards the existing mall property, showing taller buildings out in the distance on the mall site.

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HISTORIC CHESTERFIELD

This plan shows how the Historic Chesterfield area of the city could be revived and how the historic buildings and other assets could be enhanced and protected. The plan presented here shows the preservation of the existing historic buildings, including several residential properties on the south side of Old Chesterfield Road. This area of the City would be well suited for the creation of an artisan district where local artists would be invited to locate and where the arts could be celebrated.

THEMES

OLD, NEW, AND TEMPORARY MAKE GREAT NEIGHBORS.

It is possible to respect historic assets with the location, orientation, and scale of infill development. In Old Chesterfield, encourage an eclectic mix of complementary uses and architecture. Through the adaptive reuse of existing structures, such as old houses converted for office space, historic buildings can be preserved. New construction accommodates additional tenants that add to the vibrancy of the destination. A layer of temporary or permanent "sheds" and "shanties" for shops and artist studios, add texture and help give this area a unique identity in the city.

CIVIC AND OTHER PUBLIC SPACES ARE THE GLUE.

Scaled appropriately, a variety of public spaces, including the streets, should act as the glue that transforms the collection of parts into a cohesive place. Spaces should be small enough to be of a human scale, fit the context, and not create barriers or separate uses beyond reasonable

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walking distances. However, some spaces should be large enough to be programmed and bring people together (i.e., small outdoor music performances, farmers market, etc.).

LIVE "LIKE THEY DID BACK THEN."

Housing units, including live/work building configurations, should be part of the mix in these centers. People living—and working—in the heart of the community ensures a level of activity day and night necessary to support the businesses located within (restaurants, local shops, etc.).

PEDESTRIANS TAKE PRIORITY.

The design of the revitalized center should lend itself to pedestrian comfort and safety. Scale buildings and streets to reinforce the pedestrian-oriented realm.



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Plan 2020

**HISTORIC CHESTERFIELD**

### CIVIC SPACE

Several new civic spaces are shown on this plan, both at the intersection of Baxter Road and Old Chesterfield Road, but also on the north side of Old Chesterfield Road, where small artisan/incubator spaces could be located.

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### STREETSCAPE IMPROVEMENTS

Public investments of the public right-of-way along this section of Old Chesterfield Road will be necessary to enhance walkability, and the look and feel of this area. Improvement such as the addition of on-street parking, reduction of curb cuts, additional street trees, benches, public art and bike lanes would help create a sense of place and improve the character of this area.

**1 Civic Space**  
Several new civic spaces are shown on this plan, both at the intersection of Baxter Road and Old Chesterfield Road, but also on the north side of Old Chesterfield Road, where small artisan/incubator spaces could be located.

**2 Infill Mixed-Use Buildings**  
This plan illustrates how new mixed-use buildings could be incorporated at the intersection of Baxter and Old Chesterfield Roads, and other strategic locations, to create a more walkable environment and add vibrancy to this part of the City. By consolidating parking behind buildings along the creek, the plan would accommodate cars while creating a more welcoming streetscape for pedestrians. These new mixed-use buildings would incorporate small retail and restaurant uses, as well as some artist studios/workshops.

**3 Parking**  
Curb cuts along Old Chesterfield Road would help to improve the area. A rear alley on the south side would allow for business owners to park behind their building, therefore freeing up spaces for better access and walkability.

**4 Streetscape Improvements**  
Investments of the public right-of-way along this section of Old Chesterfield Road will be necessary to enhance walkability, and the look and feel of this area. Improvements such as the addition of on-street parking, reduction of curb cuts, additional street trees, benches, public art and bike lanes would help create a sense of place and improve the character of this area.

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Defining Goals & Implementing Strategies

**Strategy: Implement Future Recommended Improvements**

The improvements identified on the neighboring image and described on the following page were selected after evaluating intersections and roadway segment with either poor overall level of service, significantly decreased level of service, or a level of service or capacity that was inconsistent with the rest of the corridor. Intersection and roadway segment capacity, turning movement counts, and overall demand were analyzed to determine the cause of the issue. The number of lanes, intersection configuration, and corridor characteristics improvements were considered to determine which improvement would be most appropriate to address the concern. These improvement recommendations stem from a system evaluation to ensure localized improvement in one area do not have unintended impacts in other areas of the system.

**CITY OF CHESTERFIELD - TRAVEL DEMAND MODEL**

Legislation enabling planning in the State of Missouri specifically calls out that in creating a plan for the physical development and uses of land, the Planning Commission may include the "general location, character and extent of streets and other public ways." In order to closely align land use and transportation planning, the City has historically embedded the transportation element, a required element of the Comprehensive Plan dictated by City Code, into the Comprehensive Plan process. While this adds complexity to the process, the end result has been very positive in providing a clear vision for the future of the city. When evaluating private development and its impact on the existing transportation system, the City (in coordination with other entities and St. Louis County) will continue to promote a vision that supports the vision.

**ded**

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**Future Recommended Improvements**

1. Full diamond interchange
2. Olive Street Road extension to Spirit of St. Louis Boulevard/I-64 eastbound on-ramp intersection
3. Burkhardt extension to Wild Horse Creek Road
4. Wild Horse Creek Road and Route 109 roundabout
5. North Outer Road extension and Swingley Ridge connection
6. South Outer Road extension and connection to Chesterfield Parkway East
7. I-64 eastbound auxiliary lane from Clarkson Road to MO-141
8. Westbound double left turn lane at intersection of Chesterfield Parkway W and Fontaine Drive/Clarkson Road southbound on-ramp. Widen ramp to two lanes and drop one lane prior to merge
9. Silver Buck Lane extension to Wild Horse Creek Road
10. Arnage Road extension
11. Corridor improvements on Chesterfield Parkway between Justus Post Road and Elbridge Payne Road including geometric and signal timings
12. Burkhardt Place extension east to Chesterfield Center Road; existing grades will impact connection
13. Southbound double right turn lane, two through lanes and double left turn lane at Chesterfield Parkway West at Wild Horse Creek Road
14. Interchange improvements at Chesterfield Parkway W and I-64 to increase capacity
15. Additional access to Bayer facility

It is important that the recommended improvements were evaluated from a network perspective and the set of improvements were derived based on the output of the model to address deficiencies that were shown to alleviate the congestion and are consistent with the goals and vision of the plan.

In addition to the improvements listed above other areas experiencing poor levels of service based on the model were examined. Grade separated intersections or additional through lane improvements along Clarkson Road would improve corridor operations and decrease travel time during critical peak hours. Likewise, an extension of Baxter Road north of I-64 would alleviate congestion along Olive Boulevard.

Although these improvements would be very beneficial to the operation of the corridor, they would be very costly and significantly impact adjacent properties. Other less costly capacity improvements along the corridor could include geometric intersection improvements, updated/revised traffic signal

16. Interchange improvements at Chesterfield Parkway E and I-64 to increase capacity
17. Westbound double left turn lane at Olive Boulevard and Ladue Road intersection
18. Westbound double left turn lane at Olive Boulevard and Woods Mill intersection
19. New four leg intersection at Olive Street Road and Chesterfield Airport Road with appropriate turn lanes
20. Northbound double left turn lane at Spirit of St. Louis Boulevard and Chesterfield Airport Road intersection
21. Two through lanes northbound and southbound and eastbound double left turn lane at Long Road and Chesterfield Airport Road intersection
22. Northbound right turn lane and westbound double left turn lane at Long Road and Edison Avenue intersection
23. Capacity improvements along Kehrs Mill Road to serve as alternate route between Chesterfield Airport Road/I-64 and Clarkson Road
24. Capacity improvements on Wild Horse Creek Road between Wilson Avenue and Old Chesterfield Road
25. Improvements along Baxter Road between Old Chesterfield Road and Edison Avenue including coordinated signal timings and intersection improvements
26. Interchange improvements at Boone's Crossing and I-64 to increase capacity
27. Intersection capacity improvements at Baxter Road at Old Clarkson Road/Highcroft Drive intersection
28. Improvements at Conway Road and MO-141 intersection and at Brooking Park Drive and MO-141 intersection; convert to interchanges
29. Interchange improvements at MO-141 and I-64 to increase capacity

phasing and timing, or installation of technology for adaptive traffic control or automated traffic signal performance measures (ATSPMs). Any improvements along the corridor however, need to focus on the corridor as a whole. While individual intersections have poor levels of service, these are not bottlenecks that can be improved in isolation, as the capacity of the corridor must be improved as a whole. Any isolated improvements are likely to cause greater delay at the next downstream intersection or roadway segment.

Costly capacity improvements were also identified along the Clayton Road corridor between the western city limit and Schoettler Road. Due to project cost and property impacts, other low cost, technology-based improvements should be considered, such as coordinated signal timings and adaptive signal systems. As with Clarkson Road, isolated intersection improvements should be avoided, because the primary cause of poor levels of service is overall corridor capacity, rather than bottlenecks at specific intersections or roadway segments.

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**Strategy: Create an interconnected network of green space.**

In addition to connecting people with the natural environment, a network of contiguous open space helps preserve critical natural areas, particularly those that contain native plant communities with endangered and threatened species, support wildlife habitats, help manage stormwater, and protect water quality and quantity. The City should delineate a system of public and private spaces to be implemented over time.

- Using the Parks & Trails Map as a starting point, develop a system map that delineates the locations and extents of the potential network components:
  - Federally owned and maintained lands, such as the Big Muddy Fish & Wildlife Refuge Area
  - State-owned and state-maintained lands, such as the Monarch Levee Trail
  - County-owned and county-maintained lands, such as Faust Park
  - City parks, especially River's Edge Park, Central Park, and the Riparian Trail
  - Private lands, including conservation easements, that are publicly accessible
- Prioritize expenditures on improvements. For example, direct available funding to system components that contribute to the identity and sense of place of Chesterfield and offer other benefits: recreational trails, passive recreation opportunities (i.e., bird watching, meditation, forest bathing, etc.), and buffers to minimize encroachment and other impacts of development on agricultural operations.

- Leave open the possibility of creating future linkages to other destinations in the Great Rivers Greenway District and the region, such as the Boone's Crossing Refuge Unit (Johnson Island), the Katy Trail, and the Busch Memorial Conservation Area.



Boone's Crossing Refuge

**Strategy: Leverage existing city, county, state, and federal resources within Chesterfield to advance conservation objectives.**

Examine opportunities for access and improvements to the Big Muddy Fish & Wildlife Refuge Area, Wetlands Park, River's Edge Park, and Faust Park for expanded conservation programs, including revegetation, conservation-related education, and passive recreation. Partner with the entities that have ownership and maintenance responsibilities to determine the types and timing of improvements and potential funding sources.

Through agreements with partner agencies, utilize areas within existing facilities for specific pilot conservation projects and programs, such as city-sponsored demonstration gardens (i.e., pollinator, native plant, and organic food gardens).

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Community people on nature walk at River's Edge Park

**Strategy: Support healthy living.**

Health promotion refers to proactive measures to influence people's choices, encourage healthy behaviors, and essentially minimize the demand for treatment. Heart disease and cancer have been the top two leading causes of death in the county for over a decade, and a primary determinant of these two health issues is the environment in which we live. While Chesterfield has a comparatively healthy population, the City can take steps to ensure the development pattern and public infrastructure effectively contribute to better health outcomes and disease prevention. The built environment and food access are among key areas of focus. Features to consider include the following:

- Mixed-use compact development to enable "active transportation", such as walking and biking.
- Multimodal transportation network with complete streets to make walking and biking more feasible transportation choices.

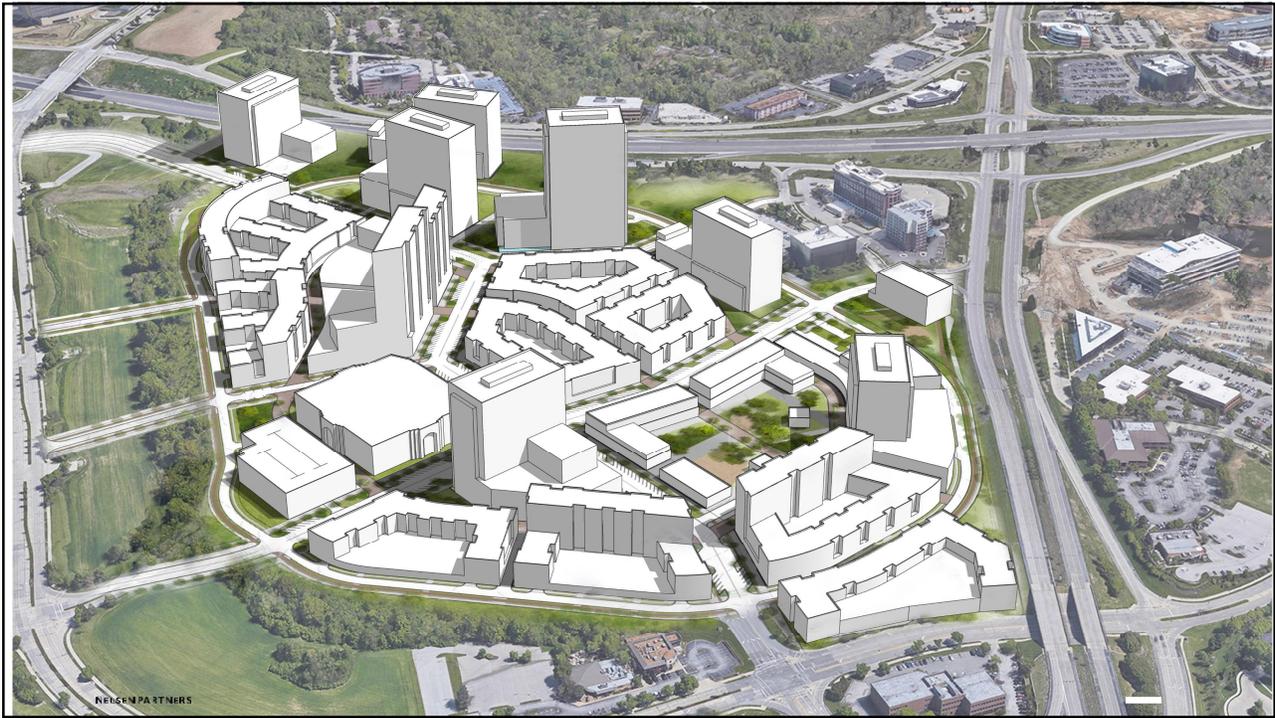
- Greenways and other trails to encourage walking for transportation and exercise in addition to supporting residents' desire for more trails.
- Parks and other recreation facilities within easy walking and biking distance of most households to facilitate regular exercise.
- Open space to increase access to nature, which has a number of health benefits. A study published by Nature Research in June 2019 revealed that just two hours spent outside each week is enough to improve both physical and mental health. (<https://www.nature.com/articles/s41598-019-44097-3>)
- Public spaces to accommodate community gatherings to build and maintain social networks.
- Community gardens, which can be part of private development and incorporated into public spaces such as parks, to encourage healthy eating habits.

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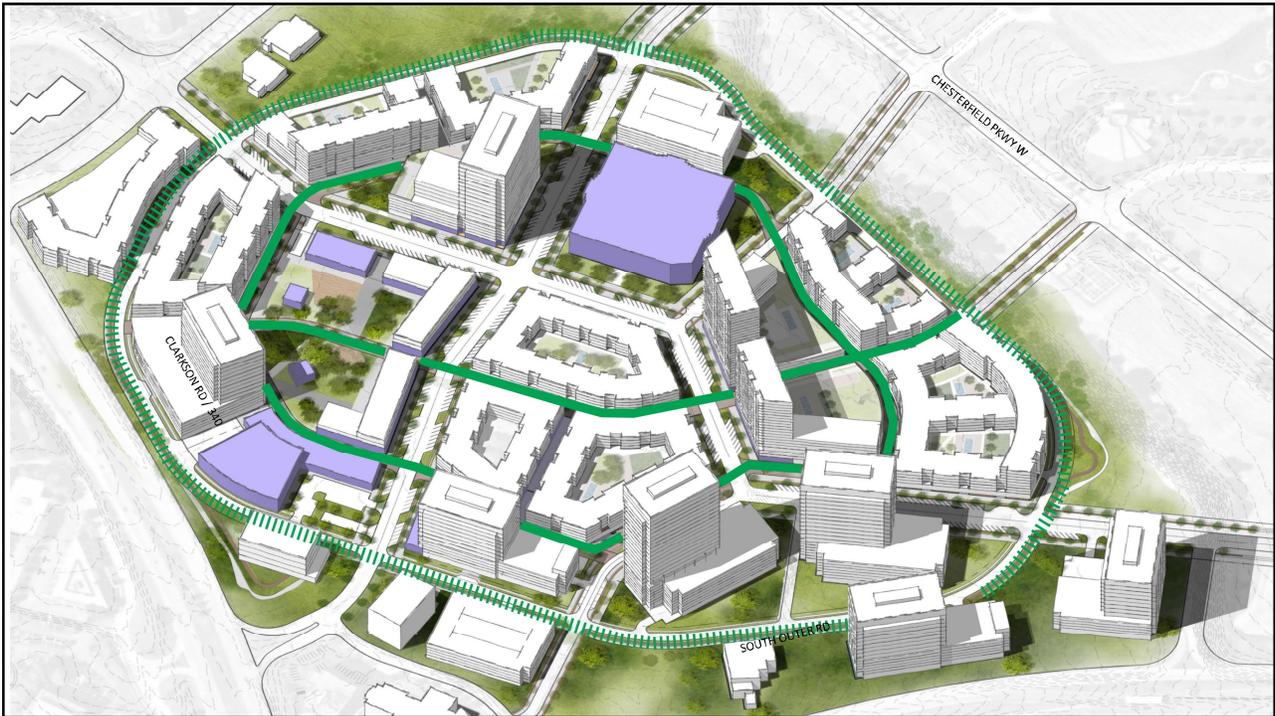


Bridge over lake in Central Park





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**POLICE**

- PATROLS
- TRAFFIC ENFORCEMENT
- FLEET COSTS
- COMMUNITY POLICING

**PUBLIC WORKS**

- ADDITIONAL PUBLIC STREETS
- SNOW PLOWING
- STREET SWEEPING\STRIPING
- SEWERS AND UTILITIES
- REPAIR AND REPLACEMENT
- STREET TREES
- CAPITAL PROJECTS
- SEWER LATERAL

**PARKS**

- MORE PARK CONSUMERS
- PROGRAMS

**PLANNING AND ZONING**

- 365 SEPARATE AND DISTINCT PLANNED DISTRICTS

**ADMINISTRATION AND SUPPORT**

**RESIDENT & BUSINESS CONTACTS**

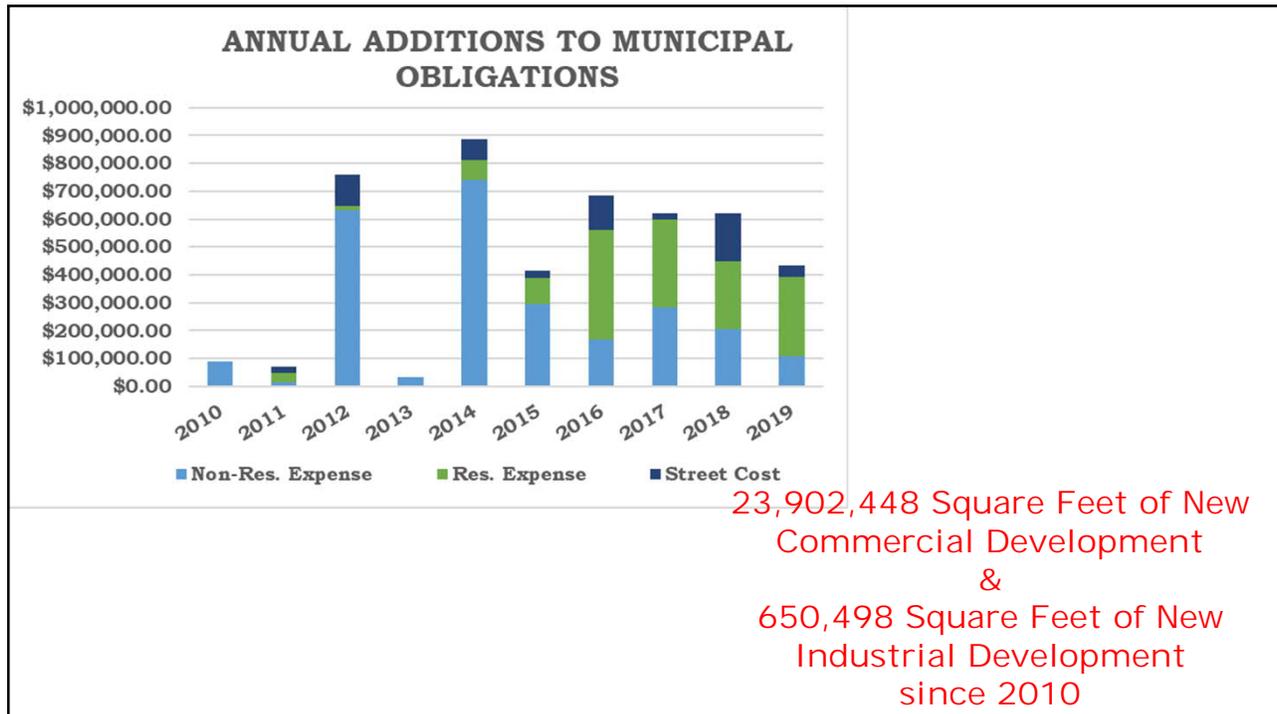
Excerpted from  
**FINANCE 103**  
presentation  
9/22/2020

**SERVICES:**

**IT IS WHY WE EXIST**

**ALL SERVICES ARE SCALABLE**

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Year	Public Street mileage	Streetlights	Marked Patrol units	Parks acreage	Baseball\ Softball diamonds	soccer fields	Multi-Purpose Fields	Aquatic Center	Amph.	Field Rental Hours	Aquatic Center Attendance	Municipal Zoning Approvals	Population	Property Tax
2020	176	244	38	593	31		14	1	1	225 (7/20)	closed for the season		47,484	\$0.00
2019	176	237	38	589	29		14	1	1	13,530	35,136	1,380	47,484	\$0.00
2018	176	237	38	571	29		14	1	1	15,571	38,267	1,423	47,484	\$0.00
2017	176	237	34	571	29		15	1	1	17,127	38,267	1,421	47,484	\$0.00
2016	176	237	34	577	29		15	1	1	17,472	39,996	1,340	47,484	\$0.00
2015	175	237	33	571	29		15	1	1	19,058	39,282	1,252	47,484	\$0.00
2014	175	237	31	571	29		15	1	1	19,049	35,648	1,243	47,484	\$0.03
2013	172	230	30	372	29		15	1	1	17,489	35,699	1,506	47,484	\$0.03
2012	172	230	30	372	29		15	1	1	17,785	52,001	1,149	47,484	\$0.03
2011	167	184	36	372	29		15	1	1	16,047	55,487	1,100	47,484	\$0.03
2010	167	184	36	353	29	9	2	1	0	15,283	52,845	1,110	47,484	\$0.03
2009	167	184	36	353	29	9	2	1	0	13,648	44,693	1,122	46,802	\$0.03
2008	167	184	35	319	27	9	2	1	0	13,293	52,588	1,179		\$0.03
2007	167	184	32	319	27	9	2	1	0	14,160	56,499			\$0.06
2006	163	10	30	317	27	9	2	1	0	14,305	40,834			\$0.06
2005	161	10	30	254	25	9	0	1	0	12,365	38,439			\$0.06
2004	161	10	30	200	24	7	0	1	0	10,195	28,977			\$0.06
2003	161	10	27	200	24	7	0	1	0	9,909	29,275			\$0.06
2002	161	10	26	200	14	7	0	1	0	8,109	40,551			\$0.06
2001	150	10	26	200	12	7	0	1	0	6,228	40,844			\$0.06
2000	150	10	26					1	0					\$0.10

26 MILES      234 LIGHTS      12 PATROL UNITS      393 ACRES

**Governmental obligations have grown and are growing!**

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<b>EXPANSION OF THE PROVISION OF SERVICES</b>	
<b><i>Parks &amp; Facilities added in the last 10 years</i></b>	
<ul style="list-style-type: none"> <li>• Chesterfield Amphitheater opened Spring 2011</li> <li>• F QUAD Athletic Fields - 2011</li> <li>• Eberwein Park opened 2012</li> <li>• Eberwein Community Gardens opened 2012</li> <li>• Route 1+1 - Olive and Ladue landscaping maintenance 2013</li> <li>• Rivers Edge Park opened 2014</li> <li>• Lights added on B1 &amp; B2 2015</li> <li>• Brought Public Art in-house in 2015</li> <li>• Lights added on B5, A3 &amp; A4 2016</li> <li>• Veterans Honor Park opened 2016</li> <li>• Chesterfield Parkway West Community Gardens opened 2017</li> <li>• Monarch Levee Trail Addition 2014 &amp; 2016</li> <li>• Acquired property/Monument sign at Long and Kehrs Mill (~5 acres)</li> <li>• Sand volleyball courts 2018</li> <li>• Acquired Awakening and additional 16 acres for Phase 2 &amp; 3 Riparian Trail 2019</li> <li>• Brought pool management in-house 2019</li> <li>• Story Book Walk opened 2020</li> <li>• Additional Pavilion in Central Park in 2020</li> <li>• Added synthetic turf to the + F quad Fields partnership with CBSA 2020</li> <li>• Acquired Logan Park 2020</li> <li>• Acquiring Chesterfield Fairgrounds 2020</li> </ul>	<p><b>Excerpted from FINANCE 103 presentation 9/22/2020</b></p>

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## CONCLUSIONS:

Excerpted from  
FINANCE 103  
presentation  
9/22/2020

The City of Chesterfield is in a sound financial condition presently.

**The Chesterfield Community IS experiencing an erosion of level service due to growth (all forms), inflation, regulation, and real revenue loss**

Non- Law Enforcement General Fund expenditures have already been reduced by more than \$2 million

Revenues are volatile, are being reduced, and are threatened by outside actions.

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## CONCLUSIONS:

Excerpted from  
FINANCE 103  
presentation  
9/22/2020

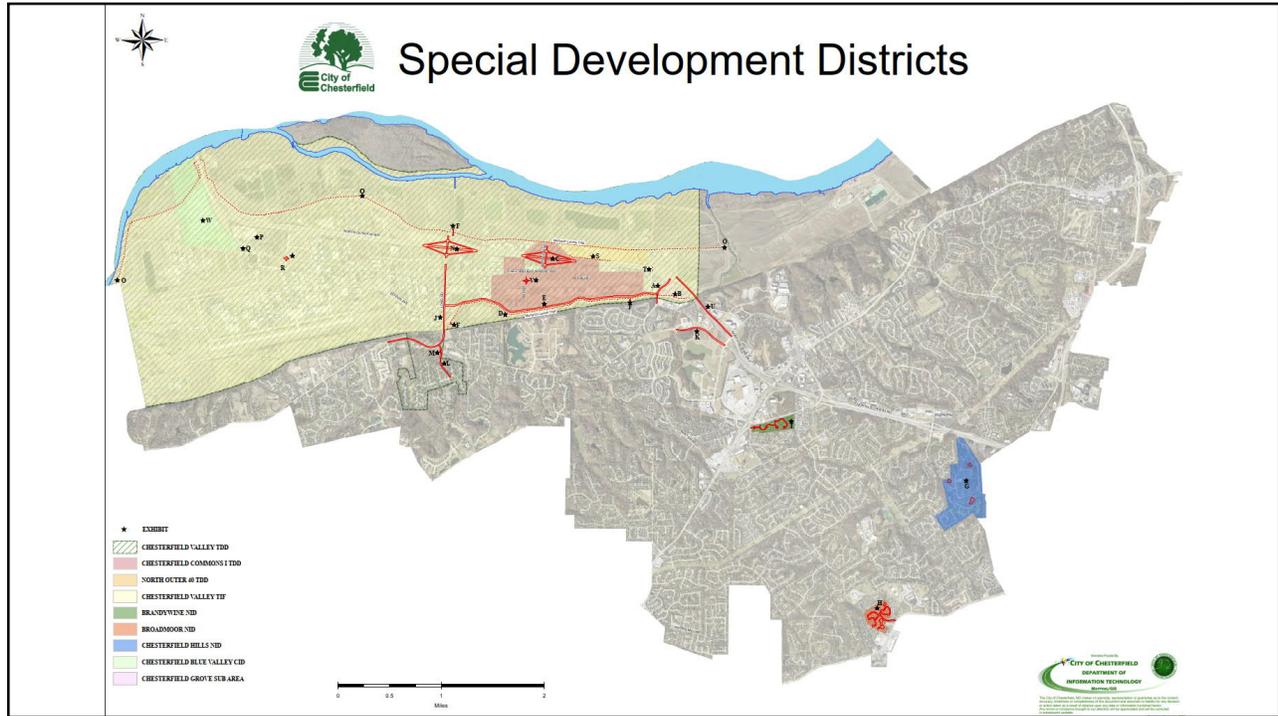
**The Chesterfield Community IS experiencing an erosion of level service due to growth (all forms), inflation, regulation, and real revenue loss**

**The City of Chesterfield continues to have an unhealthy reliance on sales tax revenues. 55% of total revenues.**

**The current levels of service provided is unsustainable. In the very near future, the Community will be required to make a determination as to how they envision our future. The status quo is unsustainable, and we will need to adjust to the Community's direction.**

contract?  
expand?

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33



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<p>Mike Geisel City Administrator <i>Mike Geisel</i></p>		<p>690 Chesterfield Pkwy W Chesterfield MO 63017 Phone 636-537-4711 Fax 636-537-4798</p>
<b>OFFICE OF THE CITY ADMINISTRATOR</b>		
<b>TO: Mayor &amp; City Council (for review by the F&amp;A Committee of the Whole)</b>		
<b>Date: June 4, 2021</b>		
<b>RE: Special Financing Districts</b>		
<p>Per Council's direction and as provided in my approved 2021 Goals and Objectives, for me, as City Administrator; I was charged with reviewing City Policies and to develop recommendations associated with special taxing districts for the City of Chesterfield. Additionally, in conjunction with development of the southwest quadrant, the City has been advised by the developers of this area that municipal participation and/or coordination is essential to funding necessary public infrastructure in the southwest quadrant. Unfortunately, these conversations have been incomplete and there continues to be inaccurate characterizations of specific economic development tools as being subsidies or incentives. The tools are useful and valuable, their existence is benign. It is only their application and execution that determines if they are beneficial or detrimental. In addition, unrelated to any specific development, the City has identified substantial unfunded public infrastructure needs in our comprehensive plan, our city-wide transportation model, our Valley Master Plan, and our Parks Master Plan. The facts are:</p>		

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- The Chesterfield Community has identified **numerous infra-structure needs** that are unrelated to any individual developments that have no probability of execution due to funding.
- The City of Chesterfield has **no desire or intent to subsidize or incentivize** private development costs.
- New development is occurring and will create **additional municipal obligations** on the City of Chesterfield.
- If a **new revenue source is not provided by the current and future landowners of the development area, the costs associated with providing services to these properties will be borne by the larger Chesterfield Community.**
- The City of Chesterfields revenues are declining and the resources available to provide services is static. Any additional burden on municipal resources associated with the new development will result in **diminished services to existing residents and businesses** of Chesterfield.

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- The City of Chesterfield desires **to identify funding** for the municipally desired public improvements and identify a permanent funding source to cover the additional service requirements created by development, **from the developing properties and not from the current residents and businesses of Chesterfield.**
- It is possible to implement one or more economic development tools to **initially fund desired public infrastructure, fund ongoing maintenance and operation of public improvements, and have those expenses paid for by the properties within the development.** In short, it is possible that the needs and impacts created by development, are paid for by the developments, without any burden on the existing Chesterfield Community.
- In short, protect the taxpaying residents of Chesterfield.

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The term developer incentive should be categorically rejected. The City should not consider any developer centric financial incentives. The purpose of employing any economic development tools is intended to:

- **Protect the existing level of services** to Chesterfield residents and business
- **Provide capital funds to construct or improve public infrastructure**
- **Expand and or enhance the set of public amenities** available to the public
- **Prevent foisting the future financial burden for M/R of new public infrastructure** onto the residents and businesses of Chesterfield.

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- The City of Chesterfield has substantial experience in the use of these tools for the benefit of the general public, while **intentionally avoiding developer incentives or subsidies**.
- In fact, the City has engaged in substantial litigation to prevent inappropriate use of public funds. It is important to recognize that the structure, governance, and oversight of any economic development tool is critical.
- These economic tools are important tools but are **not inherently good or bad**. The individual implementation and structure of these tools determine whether they are of general benefit to the public, or mis-used as a private enrichment.
- The first characteristic that differentiates economic development districts, is whether the proposed district is a **developer controlled or a City driven initiative**.

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- It should be self-evident, that \$2 billion of new development in the southwest quadrant **will create additional workload and burden on existing municipal services**.
- The addition of 4,000 residential units, 4,000,000 square feet of office space, and 900,000 square feet of retail space, **will require police, public works, parks, planning and administration resources**.
- Without expanding the currently provided available City resources, the **levels of service currently provided to the existing residents and businesses will be diminished\reduced**.

*Absent a new funding source, preferably paid by the developing properties, these resources will be drawn from the existing level of Chesterfield services, directly reducing the services currently provided to the residents of Chesterfield.*

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## CONCEPT LEVEL CAPITAL PUBLIC IMPROVEMENTS (illustrative)

- North Outer Forty connection to Chesterfield Parkway West (Valley)
- South Outer Forty connection to Chesterfield Parkway East (Mercy)
- Burkhardt Place (construction & completion)
- Structured Public Parking
- East\West Road connections along Chesterfield Parkway West
- Aquatic Center
- Amphitheater enhancements
- Chesterfield Fairgrounds\Veterans Place Road alignment
- Clarkson\Baxter improvements
- Baxter Road Bridge replacement (Old Chesterfield)
- Baxter Road Over-pass\Fly-over
- Fairgrounds office\parking development
- Historic Chesterfield Re-development
- Pathway on the Parkway

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## Special Financing District Concerns\Issues

The City of Chesterfield has **opposed special financing districts intended to reduce, offset, or directly fund the cost of private development costs.**

The City of Chesterfield **does not attempt to incentivize or entice development at the expense of current taxpayers.**

In general, approved financing districts were limited to funding public improvements. As a result, the City of Chesterfield has taken a pro-active approach to create and participate in the governance\oversight of such districts and has opposed development driven districts. ***It is my personal opinion that the City should continue to oppose developer driven financing districts, preferring to initiate public centric economic development tools that focus on public improvements and permanent revenue strategies.***

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### HYPOTHETICAL SCENARIO #1

Assume that the City of Chesterfield elects not to consider use of any Economic Development tools. Further assume, **best case scenario** for the sole purpose of this exercise, that both **Wildhorse Village and the TSG re-development of Chesterfield Mall** proceed without such tools:

- o The necessary improvements to **regional public infrastructure are not funded** resulting in degradation of existing roadways, additional traffic, delays, and incomplete infrastructure systems.
- o The desired **enhancements or additions contemplated for the southwest quadrant are not funded or realized.**
- o The **desired amenities mandated by Chesterfield zoning, e.g. trails\walkways, lake amenities, parks, etc., are not made available to the general public.**
- o Development occurs and the **City is severely burdened with stretching existing resources**, e.g. Police, Public Works, Parks, Admin, Planning, to provide services to the residents and businesses of these new developments. Clearly this results in **diminishing the level of resources that are deployed to the existing residents and businesses** within the City of Chesterfield. While the mere addition of residents, businesses and retail at these magnitudes will reduce service provisions well below reasonable service levels, refer back to the promotional development videos which portrayed public streets with multiple traffic signals, public bikeways, and urban street configurations. **The City simply cannot absorb those burdens with existing resources. Every City service, amenity, facility and property will degrade.**

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### HYPOTHETICAL SCENARIO #2

Assume that the City of Chesterfield elects not to consider use of any Economic Development tools. Assume for the sole purpose of this exercise, that **Wildhorse Village proceeds, but the TSG re-development of Chesterfield Mall is delayed or abandoned**:

- o The Chesterfield **Mall Property remains in its current state, Macy's, Cheesecake Factory, and the Theater permanently abandon the site until a new redevelopment partner emerges.** However, knowing that the City of Chesterfield is unwilling to consider any financing tools, redevelopment opportunities will be limited and the site will continue to deteriorate for an unspecified length of time. Less than optimal development partners will emerge.
- o **All associated property tax districts are unable to realize the benefits of a \$1.5 billion increase in property values associated with the redevelopment of the mall property.**
- o The necessary improvements to public infrastructure are not funded, resulting in **degradation of existing roadways, additional traffic, delays, and incomplete infrastructure systems.**
- o The **desired enhancements or additions contemplated for the southwest quadrant are not funded or realized.**
- o The **desired amenities, mandated by Chesterfield zoning, e.g. trails\walkways, lake amenities, parks, etc., are not made available to the general public.**
- o Development occurs, and the **City is severely burdened with stretching existing resources**, e.g. Police, Public Works, Parks, Admin, Planning, to provide services to the residents and businesses of these new developments. Clearly this results in **diminishing the level of resources that are deployed to the existing residents and businesses** within the City of Chesterfield. While the mere addition of residents, businesses, and retail at these magnitudes will reduce service provisions well below reasonable service levels, refer back to the promotional development videos which portrayed public streets with multiple traffic signals, public bikeways, and urban street configurations. **The City simply cannot absorb those burdens with existing resources. Every City service, amenity, facility and property will degrade.**

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**Port Authority seeks to demolish Jamestown Mall to pave way for new development**



**Plans to turn Jamestown Mall into business park 'dead in the water' after opposition from St. Louis County councilwoman**

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**HYPOTHETICAL SCENARIO #3**

Assume that the City of Chesterfield elects to consider use of an Economic Development tool only to fund major capital public improvements, but elects to forego permanent revenue generation to fund operation and maintenance of these improvements, ignoring the increase burden on City resources. Further assume that both Wildhorse Village and the TSG Mall re-development occur as anticipated:

- o The desired amenities, mandated by Chesterfield zoning, e.g. trails\walkways, lake amenities, parks, etc., are not made available to the general public.
- o Development occurs, and the City is severely burdened with stretching existing resources, e.g. Police, Public Works, Parks, Admin, Planning, to provide services to the residents and businesses of these new developments. Clearly, this results in diminishing the level of resources that are deployed to the existing residents and businesses within the City of Chesterfield. While the mere addition of residents, businesses and retail at these magnitudes will reduce service provisions well below reasonable service levels, refer back to the promotional development videos which portrayed public streets with multiple traffic signals, public bikeways, and urban street configurations. The City simply cannot absorb those burdens with existing resources. Every City service, amenity, facility and property will degrade.

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#### HYPOTHETICAL SCENARIO #4

Assume that the City of Chesterfield elects to consider use of Economic Development tools to fund desirable major capital public improvements, but does so contingent on developer cooperation in establishing a permanent, ongoing dedicated revenue source, paid ONLY BY the owners\users of property within the development area. The revenue stream would be based on the value necessary to provide additional police, public works, parks, planning, and administration resources solely to serve the development area.

- o Development occurs in the City's desired configuration.
- o All of the property tax districts benefit from the addition of more than \$2 billion of increased property taxes.
- o The City is able to secure construction of desired capital improvements (limited only by the maximum debt service funded by the taxing district).
- o The City, through a new and separate funding source, has revenues to offset the increased burden of providing services, e.g. Police, Public Works, Parks, Admin, Planning, to the residents and businesses of these new developments, without impacting or diminishing the existing levels of services throughout the City.
- o The desired amenities, mandated by Chesterfield zoning, e.g. trails\walkways, lake amenities, parks, etc., which enhance the southwest quadrant as well as these developments, are available to the general public. Further enhancing the consumer experience and impacting overall property values.

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It is my recommendation that, much like what was done in Chesterfield Valley, the City should consider the following, prior to consideration of any developer-initiated action:

- o Pro-actively identify the preferred economic development tools.
- o Pro-actively identify the public infrastructure needs for the southwest quadrant and estimate their cost.
- o Pro-actively identify the structure of an ongoing revenue source to fund the ongoing maintenance obligations associated with development of the southwest quadrant.
- o Pro-actively negotiate with the landowners for the voluntary implementation of one or more of the economic development tools to fund a specific set of public improvements and to create a permanent revenue source.
- o Pro-actively initiate conversations with the major taxing districts to discuss the economic development options, including St. Louis County, Fire District, and School district(s).
- o Pro-actively engage consultants to develop financial information and projections.
- o Pro-actively involve legal counsel to develop a legal framework to accommodate all of the above.

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