

City of Ladue, Missouri Comprehensive Plan Update

September 27, 2006



James Pona & Associates

Ladue Comprehensive Plan Update Contents

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- A. Population and Demographics – Background Data (on file at City Hall)
- B. Watershed and Soil Information (on file at City Hall)
- C. Background Information on Roundabouts (on file at City Hall)
- D. September 15, 2005 Public Forum Record (on file at City Hall)

Introduction

Introduction

The City of Ladue, Missouri, was incorporated in 1936 and has long been a community interested in planning for its future. In 1939, it produced its first city plan, The Preliminary Report Upon a City Plan, which guided the city's development and growth through 1974, when it drafted a new comprehensive plan.

The present Comprehensive Plan Update was developed by a planning consultant over the past eighteen months, working in close coordination with the Ladue Zoning and Planning Commission and officials of the City of Ladue. It was approved by the Commission on September 27, 2006. Its mandate arises from the Missouri Revised Statutes, which requires that communities undertake a comprehensive plan when they have first taken the step of having appointed a planning commission. The stated purpose of the plan as mandated in the statutes is "guiding and accomplishing a coordinated development of the community, which will be in accordance with existing and future needs, best promote the general welfare, as well as the efficiency and economy in the process of development."

To achieve this end, the following overall process was undertaken during the development of the Comprehensive Plan Update:

- Collection, review, and analysis of the population, social, and economic characteristics.
- Review/discussion of findings with the Zoning and Planning Commission and City representatives.
- Review of findings with the public and solicitation of their input on potential needs (September, 2005.)
- Drafting and finalization of the Plan Update based upon input received, including a second public meeting.

More than nine meetings were held to guide development of the findings on existing conditions, to discuss and review the document, and to oversee development of the Plan Update. The process included two public forums – one during the data collection/analysis phase and one during the plan phase.

The document is organized into two major components: Existing Conditions and Analysis (Chapter I), and Comprehensive Plan Update (Chapter II). This chapter includes detailed implementation strategy to help ensure that City of Ladue continues to be a highly desirable community in which to live.

The consultant would like to thank all those involved in providing input and assistance in the development of this Plan, including the elected/appointed officials and staff listed below and the many citizens who have been involved in the process:

Zoning & Planning Commission

Peter Fischer, Chairman
Lucien Fouke Jr., Vice Chair
Thomas Kahn
James Howe
McPherson Moore
Margaret Holtman
Mary Palank
Malcolm Drummond, AICP, Cons.

Mayor's Office and City Staff

Irene S. Holmes, Mayor
Michael Wooldridge, Assistant to Mayor
George Pelt, Finance Director
Michael Gartenberg, Deputy Bldg. Comm
James Schmieder, Building Permit Tech.

City Council

Walter Stern, Ward 2, Acting President
John Fox, Ward 2, Special Z&P Liaison
Charlie Hiemenz, Ward 1
Anthony Bommarito, Ward 1
Ned Lemkemeier, Ward 3
Nancy Spewak, Ward 3

Executive Summary

Executive Summary

I: Highlights from Existing Conditions/Analysis

A. Historical Development of the City

1. Key Elements and Events. In 1936, several villages officially consolidated as the City of Ladue. At the time it was the largest municipality in St. Louis County, with 4,553 acres of land. (Illustration 3.) Its first comprehensive plan, the Preliminary Report Upon a City Plan, was completed in 1939. At that time, the city's population was approximately 3,500, which reflected a 104% gain from the 1930 constituent village population of 1,713. The plan articulated the following imperative which is equally applicable today:

"It should be recognized that cities now are judged more by the character or quality than they are by their size. This factor will be increasingly important in the future with the entire country approaching a stabilized population. The areas that will grow are those that provide desirable living conditions and reasonable tax rates, and such areas will probably grow at the expense of some other area having less favorable conditions. Thus the protection and perpetuation of the present advantages are not only essential for the welfare of the citizens, but are important measures of insuring continued healthy growth."¹

Since Ladue's inception, the predominant land use was residential with only 7.8 acres (.1% of the city's total acreage) devoted to commercial uses. Industry occupied 35.6 acres (7.8%) and this was primarily concentrated at the Rock Hill Quarry. No apartment buildings were found in the city except for a duplex on South Price and Sheraton. It also recorded the substantial presence of public and semi-public institutions such as country clubs, a monastery, and schools. Large residential lots predominated, with 13% of all residences situated on lots of at least five acres. The plan noted "no other large suburban town in the St. Louis region contains such a low population density or such a spacious character of development."

The 1939 plan proposed a new zoning ordinance for the city, with the following objective as stated by the Zoning Commission:

"One of the major objectives of our proposed zoning ordinance is to protect and continue the spacious residential character now found within the city. This we construe to be one of the major purposes of zoning, and one of the most important steps that we can take to improve the future welfare of our citizens. Ours is one of the few communities in St. Louis County that are unspoiled by uses generally objectionable to desirable residential sections."

¹ Ibid. P. 9

In accordance with the residential character objective, the 1939 plan proposed five residential districts with largely overlapping uses, but with differences in lot area and yard regulations. Permitted minimum lot sizes ranged from 10,000 square feet to three acres. Industry was confined to grandfathered areas. The commercial district was expanded to only 15.2 acres with a neighborhood focus, and this was deemed adequate for the target population of 10,000, given the fact that commercial areas were available in adjoining communities.

Significantly, the ordinance did not make provision for apartments. The plan was clear and consistent regarding the Commission's residential character objective.

Several annexations occurred during the period following incorporation. The 1939 plan also made provision for improved/new roads, as well as for subdivisions, and for parking, transit, and recreation facilities.

A subsequent comprehensive plan was drafted in 1974 that updated the study of existing land uses, development, and trends, and which made new recommendations. At that time, the city had grown to more than 5,000 acres. The plan was never officially adopted by the city. Among its recommendations were a series of goals that largely reflected the intent of the original plan:

- a. Maintaining and preserving the present character of the City.
- a. Guiding/directing all development in accordance with the comprehensive plan.
- a. Preservation/retention of single family residential densities in keeping with the character and quality of the present community, and to prevent higher residential densities not compatible with single family residential development.
- a. Retain existing commercial and industrial areas in present locations and encourage their improvement through public and private programs.
- a. Retention of existing major thoroughfares and regional routes, including retention of existing lanes and rights-of-way at their present level.
- a. Encourage continued high quality of all public/semi-public open spaces.
- a. Encourage a high quality of architecture, site design and improvement of all existing and future developments.

Today, Ladue is a fully developed City with many assets that make it a highly desirable residential location. (Refer to context map, Illustration 4.)

2. The City's Character. Perhaps the most important single aspect, or thread, in the tapestry of Ladue's historical legacy has been the development of a character set which has come to define the city. The term character is defined as special physical, land use and socio-cultural qualities and features that set it apart from its surroundings and which create a perception and image distinctive to itself. Ladue's character can be described as follows:

- a. "Spacious" (an attribute that was already defined in the City's 1939 plan)
- a. "Spacious residential character" (as stated by the City's first Zoning Commission)
- a. A substantial legacy of fine estates, large homes, and elegant cottages
- a. Predominant single family residential land use
- a. Rolling hills
- a. Countryside setting overlain with an extensive blanket of mature vegetation
- a. Architectural quality and diversity

- a. Contained commercial areas
- a. A network of old country-type roads that frame and help to define the city's historic roots
- a. A demographically concentrated community of civically prominent and active residents
- a. A multigenerational family heritage
- a. Premium land values

B. Population, Social, and Economic Characteristics

1. The City's Population Over Seven Decades. Ladue has grown considerably since its establishment in 1936. From its base population of 3,981 inhabitants in 1940, it grew consistently through 1970 with its most explosive growth occurring in the decade between 1950 and 1960 (from 5,325 to 9,466). The city's growth and development continued through 1970 when it reached a peak of 10,491 individuals. From 1970 through 2000, its population declined, with the greatest rate of loss occurring from 1970 to 1980. The rate of loss slowed from 1980 to 1990, and further still between 1990 and 2000, when the decline was 2.2%. An examination of the U.S. Census Bureau's annual estimates since 2000 reveals additional population decline – a trend that is typical for many inner ring communities in the St. Louis Region.

2. Population in Ladue Compared to Surrounding Jurisdictions Over the Last Two Decades. Changes in each of the communities adjoining Ladue between 1990 and 2000 were reviewed in order to gain insight on the population change in the City. (They included Clayton, Frontenac, Creve Coeur, Olivette, Richmond Heights, Brentwood, Rock Hill, Huntleigh, and Warson Woods.) This data essentially supports the inner-ring trend discussed above, with some minor anomalies that are discussed in the Plan text. The following tables provide background on selected population data. Detailed analysis is provided in Chapter I.

Population Trends in Ladue Compared to Selected Jurisdictions						
	1990 Pop.	Chng. Prev. Dec.	Percent Chng.	2000 Pop.	Chng. Prev. Dec.	Percent Chng.
Ladue	8,847	-529	-5.6%	8,435	-202	-2.3%
Clayton	13,874	-	-	12,825	-1,049	-7.6%
Frontenac	3,374	-	-	3,483	109	3.2%
Creve Coeur	12,304	-	-	16,500	4,196	34.1%
Olivette	7,573	-	-	7,438	-135	-1.8%
Richmond Hts.	10,448	-	-	9,602	-846	-8.1%
Brentwood	8,150	-	-	7,693	-457	-5.6%
Rock Hill	5,217	-	-	4,765	-452	-8.7%
Huntleigh	392	-	-	305	-87	-28.8%
Warson Woods	2,049	-	-	1,983	-66	-3.20%

Post-2000 Population Details for Ladue and Adjoining Jurisdictions					
City	2000 (Base Year)	July, 2001	July, 2002	July, 2003	Annual Rate of Chng.
Ladue	8,435	8,409	8,378	8,359	-.9%
Brentwood	7,693	7,632	7,572	7,519	-2.3%
Clayton	12,825	15,910	16,017	15,974	25%
Creve Coeur	16,500	16,748	16,718	16,718	1.3%
Frontenac	3,483	3,496	3,495	3,502	5%
Olivette	7,438	7,517	7,530	7,508	.9%
Richmond Hts.	9,602	9,508	9,474	9,438	-1.7%
Rock Hill	4,765	4,740	4,775	4,765	-
Warson Woods	1,983	1,969	1,955	1,942	-2%

The post-2000 data are Census Bureau estimates that may or may not be reflective of a trend through the next decennial census. One possible reason for Ladue's greater population loss when compared to surrounding communities may have to do with differences in demolition/infill activity as well as variances in the household size of families moving into the respective cities.

3. County and Regional Comparisons. Looking at the twelve-county region as a whole, there was a 2.4% decline in total population between 1970 and 1980, followed by two decades of modest growth – 2.8% between 1980 and 1990, and 3.9% from 1990 to 2000. The county and regional growth trend for the period, then, has been much less than dramatic, and places the population data for Ladue and its neighboring cities within a more realistic context.

Population Change in St. Louis County and the Metropolitan Region, 1970-2000												
	1970	Chng.Pr. Decade	% Chng.	1980	Chng.Pr. Decade	% Chng.	1990	Chng.Pr. Decade	% Chng.	2000	Chng.Pr. Decade	% Chng.
St. Louis Co.	952,050	248,518	35.3%	974,180	22,130	2.3%	993,508	19,328	2.0%	1,016,315	22,807	2.3%
Metro. Region	2,381,407	261,231	12.3%	2,323,819	-57,588	-2.4%	2,389,439	65,620	2.8%	2,482,935	93,496	3.9%

4. Ladue's Inventory of Buildable Lots. Ladue's inventory of buildable lots could increase substantially from several potential sources, with a corresponding positive effect on the population projection. They include the vacant northeast quadrant of the intersection of Lindbergh Boulevard and Conway Road, where more than 20 homes could be built; the 60-acre Rock Hill Quarry site, which includes a small area presently zoned residential that could accommodate additional housing units; and a large number of residential lots throughout the City which are substantially larger than zoning minimums, and could therefore be subdivided.

5. Population Projection.

Projected Population, St. Louis County and the Metropolitan Region, 2000-2030		
Source: East West Gateway Council of Governments		
Year	Projected Population	
	St. Louis County	Metro Region
2000	1,016,315 (base population)	2,482,935 (base population)
Change from Previous 5-Yr. Period	-	-
% Change	-	-
2005	1,018,100	2,522,700
Change from Previous 5-Yr. Period	1,785	39,765
% Change	.2%	1.6%
2010	1,021,800	2,577,800
Change from Previous 5-Yr. Period	3,700	55,100
% Change	.3%	2.2%
2015	1,020,900	2,634,000
Change from Previous 5-Yr. Period	-900	56,200
% Change	-.08%	2.2%
2020	1,016,200	2,685,200
Change from Previous 5-Yr. Period	-4,700	51,200
% Change	-4%	1.9%
2025	1,008,700	2,729,100
Change from Previous 5-Yr. Period	-7,500	43,900
% Change	-.07%	1.6%
2030	1,004,200	2,770,500
Change from Previous 5-Yr. Period	-4,500	41,400
% Change	-.04%	1.5%

Even with substantial demographic shifts in St. Louis County that result in slow growth, the County is expected to retain its central position of economic power both within the region as well as in the State of Missouri. Approximately half of the jobs in the entire St. Louis region are located in St. Louis County. Moreover, considerable wealth is concentrated here, where one-fourth of all state sales tax revenue and over one-third of all income tax revenue are generated. This is despite the fact that the county represents only 19% of the state's population. Its disproportionate role in the state's income tax base results directly from a high concentration of affluent households. Given the county's continued economic prominence in the region as well as the sustained affluence of county residents in general, Ladue seems to be particularly well positioned to retain its role as one of the leading affluent cities not only within the county but also in the region and the entire state.

Population Projection, City of Ladue												
2003	2005		2010		2015		2020		2025		2030	
(Base Year)	-1.1%	1.5%	-1.1%	+1.5%	-1.1%	+1.5%	-1.1%	+1.5%	-1.1%	+1.5%	-1.1%	+1.5%
8,359	8,267	8,484	8,176	8,611	8,086	8,740	7,997	8,871	7,909	9,004	7,822	9,139

A. Natural Features

1. Topography and Vegetation. Ladue is situated on 6,649 acres of rolling to hilly terrain that is blanketed by substantial open space and vegetation. A study of vegetative cover in the St. Louis area found that Ladue contains substantially more coverage than other inner-ring cities. It is so pervasive that it has become an important element in the City's character set and should continue to be preserved.

1. Drainage. Ladue is located in both the Deer Creek and Black Creek sub-watersheds. Aside from their function as a conduit for runoff, these systems are both natural habitats that provide nourishment for a variety of urban-dwelling animals and plants, as well as ecological corridors that enable safe movement and promote species diversity. They are also aesthetic assets that complement and anchor the privately owned open space system. network of lawns and vegetation that are a part of Ladue's privately owned open space system. Deer Creek is part of a watershed system managed by the Metropolitan Sewer District (MSD), which has been challenged by higher costs associated with increased runoff from larger building coverages and from sprawling regional development patterns.

3. Soils. The Soil Survey of St. Louis County was consulted to provide a general description of major soil types likely to be found in Ladue.² They include the Urban land-Harvester-Fishpot association; the Menfro-Winfield-Urban Land association; and the Goss-Gasconade-Menfro association. These soils are discussed in more detail in Chapter I.

A. Land Use

1. Background. An existing land use study was undertaken in the Spring of 2005 to note general types of land use including residential, institutional/public/semi-public, open space, commercial, and industrial. For the residential component, housing was classified in terms of Estates (large lots), High-End (somewhat smaller lots), and Standard (the smallest lots). A windshield survey was conducted to visually assess these uses. It was undertaken at a more general level than that of the City's zoning requirements, so that a broader assessment of usage and conditions could be made.

1. Residential. The majority of the residential areas are made up of estates and large-lot high-end homes with a significantly smaller number of standard homes. The vast majority of homes in all categories are in good to excellent condition.

1. Commercial. Commercial land uses continue to be highly contained and largely concentrated in five small areas of the City. Aside from the new commercial development at the southeast corner of Lindbergh and Clayton and the activity in the Ladue Road/I-170 area, no significant new commercial development has occurred due to the City's historic interest in maintaining itself as a

² "Soil Survey of St. Louis County." The Missouri Cooperative Soil Survey Website.
http://soils.usda.gov/survey/printed_surveys/missouri.html - 2005-05-03

predominantly residential community. The commercial areas include: a) Ladue Road/I-170; b) Lindbergh/Clayton; c) Clayto/40; d) Clayton/Price; and e) Lindbergh/Conway.

4. Industrial. In recent history, Ladue contained two industrial areas: a) A small area in the northeast corner of the City between I-170 and the Terminal Railroad tracks which was subsequently rezoned and redeveloped into the Ladue Crossing retail-commercial area; and b) the Rock Hill Quarry at the City's southeast corner. It is being operated as a construction landfill with an estimated 5-7 years remaining in its economic life. When filled, the owner's early conceptual plans call for redevelopment as a commercial-retail project on the 58-acre quarry site with perhaps some residential uses within a section to the north that is already zoned "D" residential. The site should be carefully redeveloped to ensure that the character and quality already established within the City of Ladue is maintained.

5. Floodplain. Ladue contains approximately 341 acres of floodway and floodplain in association with Deer and Black Creeks, as well as their tributaries.

II: Comprehensive Plan Highlights

A. Overview

The analysis of existing conditions (Chapter I) was presented for discussion at a public forum on September 15, 2005, which was hosted by the City and attended by representatives of the Mayor's office, the City Council, members of the Zoning and Planning Commission, and City staff. Considerable interaction occurred between these representatives and citizens who visited five special topic tables at which many verbal and written comments were received. The special topic areas included History, Land Use and Zoning, Natural Features, Public Facilities, and Zoning. (Illustrations 49 and 50.) The complete record of this forum is on file at Ladue City Hall. The plan that follows reflects both the initial analysis of existing conditions as well as the input received from the public forum. It describes issues and opportunities which frame the need for a plan, defines goals and objectives, lays out specific plan elements, and concludes with an implementation strategy.

B. Issues and Opportunities

A number of issues and opportunities have been identified for Ladue and are listed here. Each is addressed in more detail within the relevant plan elements that follow this section.

1. Issues

- The need to retain Ladue's existing housing character and general densities as infill occurs.
- The challenge of infills built to the maximum allowable footprint - "McMansions" - which are frequently out of scale to surrounding structures, negatively affect the visual quality of the blockface, and reduce the open space and landscapes that are such an important part of Ladue's character.
- The desire of older residents to have downsized high-end housing options available in Ladue, and the nature of such housing.

- The need to manage existing land uses and to guide new development in ways that both maintain the City's existing character and address new needs.
- The need to preserve the existing scale and aesthetics of Clayton Road Park.
- Maintaining Ladue's smallest residential land use category, the E District, as a location for quality housing opportunities.
- Emergency vehicle access on some residential streets.
- The visual environment in some commercial areas.
- The need to maintain existing retail areas at present levels of development.
- The corresponding need for commercial development within existing commercial districts as a tax-generating entity to meet rising municipal costs.
- High traffic levels on the City's arterials and collectors, coupled with a strong community desire to avoid needless lane expansions that negatively affect the City's rural, wooded character.
- Potential multi-year disruption of traffic on Ladue arterials and collectors during MODOT's lengthy Highway 40/64 reconstruction project.
- Periodic storm water backups, flooding, and aesthetic issues due to creek blockages, aging MSD infrastructure and increased runoff resulting from greater lot coverage in the regional watershed.
- The need to preserve tree and vegetative cover as infill occurs.
- The condition of the city's two fire stations.

2. Opportunities

- A unique and well-established character set.
- Continuing strong demand in the estate housing market.
- Commitment on the part of residents and government to maintain Ladue's historically high qualitative standards as an estate community.
- Growing demand for downsized luxury housing and the availability of two sites at the edge of the city with the potential to address this category.
- Market demand for commercial office development along the Manchester corridor south of the city, and the availability of a site within Ladue adjacent to this corridor.
- Advances in traffic engineering, design and management that potentially enable improved traffic circulation while minimizing road expansion.
- The availability of nearby quality shopping opportunities to the west, northeast, and east, that enhance Ladue's desirability as a luxury residential community.

A. Goals and Objectives

1. Manage, Guide and Direct Development

- a. Maintain the administrative capacity of existing municipal departments at present levels, to manage all tasks related to the plan.
- b. Continue regular meetings of the Zoning and Planning Commission with additional special meetings as needed, to perform its duties as outlined in the city code regarding housing and public facilities (summarize from ordinance).
- b. Continued, regular meetings of the Architectural Board to monitor and manage design issues through the review of building permit applications.
- b. Maintain ongoing communication and coordination with the Mayor's Office and the City Council.

1. Maintain, Preserve and Improve the City's Present Residential Character Within Already-Developed Areas.

- a. Maintain present low densities within already-developed areas to preserve the characteristic of spaciousness.
 - a. Guide and direct land use activity within the estate residential districts to retain their position of visual prominence in the City's housing stock.
 - a. Preserve Ladue's predominantly single-family characteristics in existing neighborhoods and developments.
 - a. Promote architectural quality and diversity.
 - a. Preserve and foster the City's countryside setting of rolling hills, mature trees and extensive vegetation.
1. Retain and Support Existing Commercial Areas and Encourage Quality Uses Within all Currently Existing Commercial Areas.
- a. Preserve current density and scale within existing shopping areas.
 - b. Improve aesthetics along the public right-of-way at selected locations.
 - b. Encourage adaptive reuse of the Rock Hill Landfill site into quality low-rise commercial and retail uses.
 - b. Incorporate sufficient levels of design detail at the Landfill site to establish it as a unique project appropriate to Ladue's image and character.
 - b. Incorporate adequate visual buffers between commercial and residential portions of the Landfill site and adjoining residential areas.
1. Retain and Improve the Existing Road Hierarchy While Avoiding Unnecessary Lane Expansion
- a. Continue present maintenance programs.
 - b. Conduct a citywide traffic circulation study focusing on the confirmation of traffic hot spots, new traffic management techniques and design treatments.
 - c. Apply specific management and design techniques to known traffic hot spots.
1. Encourage the Continued Quality of Public/Semipublic Open Spaces and the Public Right-of-Way
- a. Continue to maintain parks and semi-public open spaces at present standards.
 - b. Continue with the citywide pathways maintenance/improvement program, enhancing it where appropriate with specific improvements.
 - c. Explore the possibility of streetscape improvements along the existing commercial corridors of Ladue the Clayton/40 Commercial area, to provide a more attractive retail setting.
1. Encourage the Continuation of High Levels of Architectural Quality and Site Design in both Residential and Commercial Districts
- a. Where there is new construction, encourage quality design with a broad range of design options.
 - a. Continue to monitor new homes, new accessory structures and building modifications.
 - a. Encourage spaciousness.
 - a. Incorporate high-end design elements on building exteriors.
 - a. Include landscaping, water features, lighting, site furniture, and other amenities within common areas as applicable.

D. Future Land Use Plan

1. Background. This comprehensive plan update contains three elements: Future Land Use, Transportation, and Public Facilities. It is the core of the Plan Update.

1. Future Land Use Element. The Future Land Use Plan essentially continues the City's 67-year old tradition of land uses with only minor modifications. Throughout the City's history, this system has been effective in helping Ladue to first develop, and then retain, its unique character and qualities. It is desirable and important to continue this tradition. Major components of the Future Land Use Plan follow.
 - a. Residential. The City of Ladue will continue to recognize residential development as the most important land use category. The city is essentially developed, aside from the 15-acre Lindbergh/Conway site that is already zoned residential, and one large additional underdeveloped site available at the Rock Hill Landfill. Although this site is not recommended for residential development, a small portion of land on its north edge is already zoned residential and might be appropriately considered for creative residential uses.

Estate Housing (3+ Acre Lots). Estate housing (Zoning District "A") comprises 16.3% - 1,086 acres - of Ladue's residential base. The amount of land in this visually prominent large-lot category (Zoning District "A") in relation to smaller lots is relatively high in comparison with other affluent communities in the region, and it is considered to be one of the City's defining characteristics. It appears that the market for estate-type housing on 3-plus acre lots will continue to be strong well into the future. An analysis of lots in this category revealed ten 6-12 acre lots within the relevant zoning district, which potentially could be subdivided to create a net addition of twenty-seven 3+ acre home sites within the district. This type of activity could occur as property ownership changes hands within the real estate marketplace and should be managed to preserve the quality of estate housing and avoid visual degradation of the large-lot category.

High-End Housing (2.9 to 2/3 Acre Lots). The High-End category (Zoning Districts "C" and "B") is prevalent in terms of the *total land area* that it encompasses. It occupies approximately 62% of the City's residential land area, or 4,076 acres. There are approximately 67 lots in this designation that are substantially larger than the zoning minimums for this category and which would potentially allow for subdivision into smaller lots. They appear to be sufficiently large to enable the net development of 97 additional homes.

Because required lot minimums within the two high-end zoning districts are smaller than those of the estate district, teardown and infill activity here could be substantially more visible from adjoining properties and from the public right-of-way. Therefore, it is recommended that, for infills, steps be taken to ensure that the spacious and stately appearance of the overall area is maintained to uphold the high-end character in these districts.

Standard Housing (Minimum 10,000 to 29,000 Square Foot Lots). Homes in this category (Zoning Districts "E," "E1," and "D") comprise only 14.5% of Ladue's land area (960 acres). The vast majority of these units are well maintained. Because of this, their relative affordability and their location within the Ladue School District, they are in demand both by families with school-age children and by empty nesters that seek quality, downsized housing. The City should continue to encourage high levels of maintenance within the category. Most of the lots in the Standard Housing category are close to the required zoning minimums; however, 10 lots appear to have the potential for subdivision, which could result in a net addition of up to 13 buildable sites.

Downsized Luxury Housing Opportunities. The demand for downsized luxury housing in Ladue appears to be increasing, based on comments heard from Ladue residents as well as by general market trends and regional development activity. The City recognizes the need to consider this type of housing for residents who seek it and who prefer to continue residing in the City rather than move to another community. However, the City also recognizes the need to maintain its present low-density estate and high-end residential character. Accordingly, Ladue may encourage development of such housing within the following parameters:

- It should not result in a net increase in unit density from the site's present zoning.
- It should be entirely buffered from adjacent properties through the use of adequate vegetation or combinations of vegetation, earth berms, and fencing.

- a. Floodplain District. Five percent of Ladue's land area (340 acres) is located in the Floodplain District (District "F"), which lies within the Deer Creek and Black Creek sub-watersheds. The primary purpose of the Floodplain District plan element will be the management of storm water runoff both within and beyond the City. The city will comply with evolving regional requirements promulgated through the St. Louis County Phase II Storm Water Management Plan (SWMP), which was developed in partnership with MSD and many local jurisdictions. The extensive private tree canopy within the City will need to be maintained and perhaps increased, in order to facilitate compliance with this program.

Aside from the movement of storm water through and out of the City, the additional purposes of the district will be to retain some runoff to sustain and nourish the robust vegetation and tree canopy that is a part of Ladue's character set, to control soil erosion, to foster natural habitat, to preserve the district's value as a system of ecological corridors, and to complement Ladue's private open space network.

- a. Commercial District. The Commercial District designation ("G") occupies 118 acres comprising 1.8% of Ladue's land area.

For the planning horizon, commercial activity in existing commercial areas should be contained at present scales and densities so that adjoining residential areas continue to be supported and not compromised. This approach is particularly important in the Ladue/I-170 commercial area, where Ladue Road between the Terminal Rail Corridor and Gay Avenue forms a demarcation point between the existing neighborhood-scale retail development and the Colonial Lane residential area on the north, from a larger commercial area to the south.

- a. Industrial District. Ladue's only remaining industrial area is dominated by the 64-acre Rock Hill Landfill, which will cease operations within several years. The Industrial district ("H") occupies only 1% (67 acres) of the City's total land area, and should be improved with more appropriate land uses. Replacement of the existing landfill operation with another industrial land use would not be appropriate.

Because it is located at the southeast corner of the City and adjacent to the Manchester commercial corridor, it would be a suitable location for carefully-planned creative uses of high caliber, consistent with or exceeding that of recent new commercial and retail development in the City. Appropriate uses

would include low-rise office and retail with extensive site amenities, which would constitute an improvement over the existing industrial land use.

The City also encourages adaptive re-use of industrial sites into quality low rise, mixed-use commercial and retail.

E. Transportation

1. Overview. Ladue's transportation network will continue to be comprised of its hierarchical street system of highways, arterials, collector roads, and local roads, complemented by the pedestrian pathways system located adjacent to many arterials and collectors.

2. Highways. Highway 40-64 will continue to be operated and maintained by MoDOT. Because of the facility's age and obsolescence, MoDOT will soon commence with a major reconstruction project from Sarah Street in St. Louis through the City of Ladue to Spoede Road west of the City Limit. The City will continue to encourage MoDOT to minimize disruptions of traffic flows on the surrounding arterial and collector system.

Lindbergh (U.S. Highway 67), the third highway serving Ladue, is also maintained and operated by MoDOT. It presently meets the City's needs and is anticipated to do so for the foreseeable future.

3. Arterials and Collectors. Clayton, Ladue, Conway, and South McKnight Roads will continue to be well maintained as the City's principal arterials. Similarly, the following City-owned collectors will also continue to be maintained according to accepted standards: Litzinger, Old Warson, North Warson, South Warson, South Price, North Woodlawn, Lay (to centerline), and Des Peres (to centerline).

The City of Ladue remains committed to avoiding needless right-of-way acquisition and lane additions, which would have a negative effect on the City's country-like character. Simultaneously, it recognizes the importance of managing increased traffic demands to ensure efficient movement. In addition to addressing movement of motor vehicles, it is also important to recognize the increased usage of the City's arterials and collectors by bicyclists for both practical and recreational purposes. To address all of these issues and to meet the transportation needs of its residents, Ladue will undertake a study of selected traffic hot spots including an examination of techniques such as traffic calming, transportation demand management, and non-motorized circulation strategies.

4. Local Roads. All local roads will continue to be operated and maintained by the associations and trustees that oversee the neighborhoods and subdivisions within the City of Ladue. The City will provide guidance, upon request, regarding preferred section design, turn radii, and lateral clearances, in order to prolong pavement life and to facilitate use by emergency vehicles.

5. Pedestrian Pathways System. Ladue will continue to maintain and replace its existing pedestrian pathways, consistent with available resources.

F. Public Facilities and Services

1. Government. City Hall will continue to function as the central location for the legislative, executive, and administrative duties of government. The facility will continue to be well-maintained. No major improvements are presently anticipated.

2. Police Protection. The City of Ladue will continue to fund and implement police protection services to maintain existing service levels. Located adjacent to City Hall, the Police Department is the second of a three-building group. It was built 6 years ago and houses all police operations including the Detective Bureau, Communications Division, Patrol Division, and prisoner processing center. This facility is adequate for the City's needs in the foreseeable future.

3. Fire Protection. The City will continue to closely monitor its two fire stations against evolving national and regional standards for these facilities.

4. Public Works Building and Garage Facilities. The Public Works Building and garage facilities should continue to adequately meet the residents' service needs during the planning period. Anticipated needs are equipment-and-service life related, and will be addressed according to present maintenance and replacement policies.

5. Parks. Because of the extensive amount of open space and tree canopy on private property and given the historic needs of the community, Ladue is already well served by this important amenity. Consequently, the City will continue to maintain Rodes Park as its only municipal park. Tilles Park, maintained by the St. Louis County Department of Parks, functions as a regional park and is expected to continue meeting the needs of Ladue residents.

6. Leaf Composting. Ladue will maintain existing levels of service to residents in terms of leaf collection, composting, brush removal, Christmas tree pickup, and the delivery of composted material. Although the existing facility will be adequate for future needs, there will be ongoing equipment maintenance and replacement needs, which will continue to be met through present management practices.

G. Implementation Strategy

1. Overview and General Recommendations. This section outlines specific steps in order to implement the goals of the Ladue Comprehensive Plan. It is subdivided into the three principal plan categories previously described: Land Use, Transportation and Public Facilities/Services. (Recommended entities to lead the implementation action are identified in parentheses.) In addition to these specific implementation recommendations by category, several general recommendations are also made as follows:

- Consider the addition of language specifying land use to the Zoning and Planning Code at Chapter 31, Article II, Section 31-25.
- Initiate a complete review of the City's Zoning and Planning code for potential modifications to achieve conformity with the Plan Update.
- Consider the development of design guidelines for buildings.

- Study recent developments in the assessment and measurement of outdoor lighting for potential applicability in Ladue's building code.

2. Land Use. The basic zoning system that has been in place since the City's inception has been effective in helping Ladue to develop and regulate its unique character. This system will continue as the principal implementation tool with only minor changes as noted in the action recommendations, which follow. (Note: For the design guidelines that are recommended below, the document developed by the Municipal Lawyers Association titled "Preserving Community Character" should be consulted for background information.)

a. Estate Residential - "A" District

- Identify a set of specific character traits unique to Estate housing in Ladue and based on the broader character set described in Chapter I A 2. Characteristics for the Estate District could address spaciousness, seclusion, separation of principal structures from the roadway, architectural design, and perhaps other elements. (Zoning and Planning Commission and Architectural Review Board.)
- Utilize the results of this character and design-based study to develop refined architectural design and site layout guidelines (broader than "standards") to complement and expand upon the nominal requirements presently contained in Chapter 31, Article III, Section 31-46 of the Municipal Code. Apply the guidelines to all new construction and existing buildings undergoing major modifications (Architectural Review Board and Zoning and Planning Commission.)
- Limit Variances. In order to retain and continue managing this district as the visually dominant housing category in Ladue, the issuance of variances should be limited in favor of the newly established procedures recommended above. (Zoning and Planning Commission, and City Council.)

a. High End Residential – "B-C" Districts

- Identify a set of refined character traits unique to High End housing within the City and based on the broad character set in Chapter IA 2. Differentiate traits between the "B" and "C" Districts. (Zoning and Planning Commission and Architectural Review Board.)
- Utilize the results of this character and design-based study to develop refined site layout and design guidelines (broader than "standards") to complement and expand upon the nominal requirements presently contained in Chapter 31, Article III, Section 31-46 of the Municipal Code. Apply the guidelines to all new construction and existing buildings undergoing major modifications (Architectural Review Board and Zoning and Planning Commission.)
- Limit Variances. Variances should be limited to unusual circumstances. (Zoning and Planning Commission, and City Council.)

a. Standard Residential – "D" and "E" Districts

- Develop a set of refined character traits unique to the "D," "E," and "E1" Districts and based on the broad character set in Chapter IA 2. (Architectural Review Board.)
- Establish an electronic building image library and conduct a visual preference study of the Standard Housing areas, to *identify design elements to add to the character set*. (Architectural Review Board.)
- Utilize the results of this character and design-based study to develop refined site layout and design guidelines (broader than "standards") to complement and expand upon the nominal requirements presently

- contained in Chapter 31, Article III, Section 31-46 of the Municipal Code. (Architectural Review Board and Zoning and Planning Commission.)
 - For Standard Housing areas, consider the development of a benchmark that measures *relative size* of a proposed infill against the prevailing size on both sides of the affected block face, and incorporate it into the design guidelines. (Zoning and Planning Commission and Architectural Review Board.)
 - Apply the guidelines and standards to all new construction and existing buildings undergoing major modifications. (Zoning and Planning Commission and Architectural Review Board.)
 - Continuing emphasis should be placed on limiting the issuance of variances to circumstances that demonstrate a practical difficulty or unnecessary hardship. (Zoning and Planning Commission and City Council.)
- d. Land Use Modifications for Unmet Residential Needs in Special Areas. During the course of this planning process, several unmet needs - including the preservation of residential character within the Clayton Road Park area, and the need for downsized luxury housing options in other limited areas - were identified. The needs relating to the Clayton Road Park area were recently addressed through the creation of a special zoning sub district under the previous "E" district, and designated "E1". The following strategic actions are recommended in order to address needs in other special areas of the City:
- Promote limited development of downsized luxury housing with no net increase in existing densities. (Zoning and Planning Commission.)
 - Encourage development of downsized luxury housing with no net increase in density, both within a portion of the Rock Hill Landfill site that is already zoned residential, and within the undeveloped area in the northeast quadrant of Conway Road and Lindbergh Boulevard (Zoning and Planning Commission and City Council.)
 - In the development of any downsized luxury housing, encourage the following: Emulate spaciousness; foster a "single-family" appearance through architectural design and landscaping; avoid clustering of multiple unit entrances; incorporate high-end design elements on building exteriors; include landscaping, water features, lighting, site furniture, and other amenities within common areas as applicable; incorporate visual buffering at boundaries with adjoining residential districts. (Zoning and Planning Commission.)
- e. Floodplain.
- Retain existing Floodplain areas
 - Monitor the changing best practices, which are resulting from the new Phase II Stormwater requirements and from related research.
 - Promote low-impact development which is practical and in conformity with evolving best developer practices.
 - Promote maintenance and enlargement of the existing deciduous tree canopy within the Floodplain, for water absorption/reduction of run-off, and to further improve air quality.
 - Encourage increased deciduous tree plantings in both Floodplain as well as non- Floodplain areas.
 - Encourage the consideration of extended (deeper) detention facilities to better control discharge rates and to reduce erosion.

- Continue revising the City's stormwater management regulations for compliance with Phase II requirements and with best management practices.
- Promote the floodplain's role in filtering air, providing natural habitat, fostering ecological corridors, and complementing private open space.
- Encourage improved drainage patterns addressing the quantity/direction of runoff and erosion.
- Encourage the use of "soft," or natural storm water management approaches.
- Develop performance standards.

f. Commercial

- Within existing commercial areas, discourage adjacent rezoning to expand retail/commercial space and densities. (Zoning and Planning Commission.)
- Also within existing commercial areas, encourage the limitation of elevations to one-to-two-story and discourage large-scale redevelopment. (Zoning and Planning Commission.)
- Encourage the continued maintenance of the landscape on both sides of the Clayton Road corridor between Conway and Warson Road, to further establish the area as a shopping village. (Zoning and Planning Commission.)
- Encourage and support conversion of the Rock Hill Landfill area from an industrial site to a new commercial area (further addressed below).

g. Industrial

- Encourage adaptive re-use of the Rock Hill Landfill site into a quality development containing low-rise commercial as the dominant use with some high-end retail (and a downsized luxury housing component within the portion of the site presently zoned residential.)
- Require an enhanced site plan at the Landfill redevelopment with unique amenities including water features, landscaping, outdoor furniture and architectural detailing, lighting, as well as landscape buffers to separate commercial and internal/external residential areas.

3. Transportation

a. Highways

- Strongly encourage MoDOT to utilize selective lane closures rather than complete closure during the reconstruction of Highway 40/64, and the 40/64 - I-170 interchange.
- Continue with and complete the development of a traffic management plan for Lindbergh, Clayton, Lay and other city-maintained roads to be deployed during the highway construction period.

b. Arterials and Collectors

- Identify and study selected traffic hot-spots for vehicular volume and turning movements, and conflicts with pedestrian and bicycle movement
- Study best-practices for potential applicability in the City, including traffic demand management, traffic roundabouts, non-motorized circulation strategies, context-sensitive design, transportation control measures, traffic calming, and other methods to reduce/eliminate the need for lane expansion.
- Implement selected best practices.
- Continue and adjust regular maintenance programs as necessary.

- c. Local Roads
 - o Continue providing guidance upon request regarding maintenance or replacement of local roads within existing subdivisions, to maintain or improve emergency vehicle access, and to reduce runoff and erosion.
 - o Continue applying existing local road design and maintenance standards for new subdivisions.
 - d. Pedestrian Pathways System
 - o Continue and adjust regular maintenance programs as necessary, including the required retaining wall system.
 - o Support pedestrian movement across intersections through traffic management techniques and the selective use of marked pedestrian crossings.
4. Public Facilities and Services
- a. Government
 - o Continue with the provision of government services at levels that are consistent with the City's needs.
 - o Continue the current building maintenance procedures at City Hall, with future adjustments as necessary.
 - b. Police Protection
 - o Continue providing police services at present levels.
 - c. Fire Protection
 - o Closely monitor existing fire stations to determine future needs for either building in order to maintain adequate service levels.
 - o Monitor service requirements relating to fire trucks and ambulances.
 - d. Public Works Office/Garage Facilities
 - o Continue the provision of services at present levels.
 - e. Parks
 - o Continue with the maintenance of Rodes Park at present levels.
 - f. Leaf Composting and Branch Pickup
 - o Maintain existing service levels.

H. Conclusion

Through the intensive efforts of the Ladue Zoning & Planning Commission and in coordination with the Mayor's Office, the City Council, and the City's Administrative Department, this planning process has resulted in a major update of the City of Ladue's Comprehensive Plan. Through considerable discussion and public involvement at key points during the effort, the process has also resulted in a re-affirmation of virtually all of the original planning principles upon which Ladue was founded nearly seventy years ago.

This Plan is intended to guide the City well into the next decade of service to its citizens in a manner that sustains the high standards of land use and development that are expected in Ladue. With the continued involvement of all who helped to develop this plan, this intent will be achieved.

I. Existing Conditions and Analysis

I: Existing Conditions and Analysis

A. Historical Development of the City

1. Key Elements and Events. A number of sources provide detailed information on the City of Ladue's origins as a place and its early history. The following are highlights.

Ladue's early history is closely tied to the development and growth of St. Louis as a major urban center and to the evolving development of a road network serving the area. These include two of St. Louis County's earliest roads that were close to – but not within – the City's present boundaries: Manchester Road and Old Bonhomme (a portion of which is now Olive Boulevard). Although not within the area that subsequently became Ladue, they enabled development of the general area.

Clayton Road was the first major public thoroughfare to be built within what is now Ladue. Its namesake was Ralph Clayton who owned land at Clayton and North and South Road. This road was surveyed in 1830 and built shortly thereafter to serve Conway's Mill located on the present Conway Road. It also provided a connection to Old Bonhomme Road (Olive). McKnight Road was laid out in 1853 and Warson and Lay Roads were developed in 1856. Price and Ladue were built in 1859 and 1860 respectively.

Ladue's namesake (both the street and the City) was Peter A. LaDue, a lawyer who owned 172 acres of property at the northeast corner of Warson and Ladue, and another 52 acres to the east and on the south side of Ladue Road. Mr. LaDue petitioned the courts to build the road in 1859. (Refer to Illustration 1.) Lynne Orgel, in her book, The Lost Ladue, writes:

"The Ladue name became permanently affixed in 1860 and assured the notoriety of the name in relation to the road. It was not that Peter A. LaDue was famous and was to be honored, that the road received its name. It was simply that he petitioned to have the road built and the road led to his property. Most commonly, roads were named for where they went, not to honor the famous. Peter LaDue was a modest man, not prone to recitation of his own greatness. It would undoubtedly amuse him that he has 'happened' upon fame by association. That he is the namesake of Ladue, one of the most prestigious zip codes in Missouri, was through no design of his own."

¹

The existing home at 9450 Ladue Road is believed to have been in existence during Peter LaDue's ownership of the 52 acres east of Warson and on the south side of Ladue.² (Illustration 2.)

¹ Lynne Orgel, The Lost Ladue. P 9. 1996: KAVV Publishing Co.

² Ibid. Pp 88-93.

Between 1875 and 1880, the Missouri Pacific Railroad constructed its Creve Coeur Branch to transport ice between Creve Coeur Lake and St. Louis. It later became a streetcar line which then terminated at Clayton Road near the present westbound Highway 40 exit ramp.

All of the aforementioned transportation facilities enabled development of the area that eventually became Ladue. Land uses were primarily agricultural through the late 1800's, and substantial acreage was still farmed well into the 1930's. As intensive development continued within the City of St. Louis, a rural/semi-rural lifestyle had evolved in Ladue, as evidenced by the increasing development of very large estates located along the main roads. An early form of subdivision activity began to occur as these estates were parceled off among family heirs.

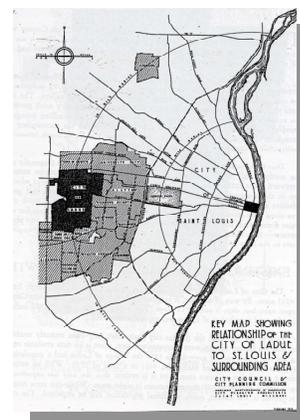
One early business which remains today from this period is Meyer's Market at the Clayton/Price intersection (Illustration 2a). Until recently, the original Busch's Grove was located on the south side of Clayton Road and west of the Clayton/Price intersection. Although the original building no longer remains, portions, including the facade, have been replicated.



2a. Meyers Market. Source: Ladue photo archive.

In terms of the actual subdivision of land as it is known today, one of the earliest in Ladue was Clayton Heights which was developed along McKnight Road in 1903. The area was later redeveloped as the Greenbriar subdivision. Of the development activity and estate heritage that was established in this early period, Ladue's 1939 City Plan notes: "*The [subsequent] development of the St. Louis Country Club and the surrounding residential subdivision gave added impetus to the development of this area as a fine estate district.*"³

Additional subdivisions followed during the 1920's that furthered this trend. Between 1920 and 1930 and as more development occurred, several separate and unincorporated villages existed in the area: Ladue, McKnight, Deer Creek, and Dwyer. In 1936, they officially consolidated as the City of Ladue. At the time it was the largest municipality in St. Louis County, with 4,553 acres of land. (Illustration 3.)



3. Early context map. (Source: Ladue's 1939 Plan.)

Shortly thereafter, and as the new city began to grow, Ladue commissioned its first comprehensive plan. The Preliminary Report Upon a City Plan, was completed in 1939. At that time, the city's population was approximately 3,500, which reflected a 104% gain from the 1930 constituent village population of 1,713. The first plan correctly projected that Ladue would grow to 10,000, primarily due to its location along the emerging east-west growth corridor. (This benchmark was achieved in 1970.) The plan also presented the following imperative which is equally applicable today:

³ Ibid, p.2.

"It should be recognized that cities now are judged more by the character or quality than they are by their size. This factor will be increasingly important in the future with the entire country approaching a stabilized population. The areas that will grow are those that provide desirable living conditions and reasonable tax rates, and such areas will probably grow at the expense of some other area having less favorable conditions. Thus the protection and perpetuation of the present advantages are not only essential for the welfare of the citizens, but are important measures of insuring continued healthy growth."⁴

The first plan also found that the predominant land use was residential with only 7.8 acres (.1% of the city's total acreage) devoted to commercial uses. Industry occupied 35.6 acres (7.8%) and this was primarily concentrated at the Rock Hill Quarry. No apartment buildings were found in the city except for a duplex on South Price and Sheraton. It also recorded the substantial presence of public and semi-public institutions such as country clubs, a monastery, and schools. Large residential lots predominated, with 13% of all residences situated on lots of at least five acres. The plan noted that "no other large suburban town in the St. Louis region contains such a low population density or such a spacious character of development."

The 1939 plan proposed a new zoning ordinance for the city, with the following objective as stated by the Zoning Commission:

"One of the major objectives of our proposed zoning ordinance is to protect and continue the spacious residential character now found within the city. This we construe to be one of the major purposes of zoning, and one of the most important steps that we can take to improve the future welfare of our citizens. Ours is one of the few communities in St. Louis County that are unspoiled by uses generally objectionable to desirable residential sections."

In accordance with the residential character objective, the 1939 plan proposed five residential districts with largely overlapping uses, but with differences in lot area and yard regulations. Permitted minimum lot sizes ranged from 10,000 square feet to three acres. Industry was confined to grandfathered areas. The commercial district was expanded to only 15.2 acres with a neighborhood focus, and this was deemed adequate for the target population of 10,000, given the fact that commercial areas were available in adjoining communities.

Significantly, the ordinance did not make provision for apartments. The plan was clear and consistent regarding the Commission's residential character objective, stating:

"The opening of any section of the city for this use would invite speculation, result in undue concentration of population, and make it extremely difficult to prevent the spreading of this use throughout the entire city. Apartment development would especially overburden the school facilities, which are now adequate and have been planned for a continuation of the

⁴ Ibid. P. 9

present type of development. If apartment construction would be permitted in the City of Ladue, it would enhance the value of the property of a few individual owners, but, on the other hand, it would seriously depreciate surrounding property, overtax school and sewer systems, and necessitate many additional governmental services, all of which would unduly increase taxes....”

Several annexations occurred during the period following incorporation, including: The area of Warson Terrace and Clayton Road Park east of Warson Road and south of Conway Road (1939); the area bounded by Warson Road, Lindbergh Boulevard, Clayton Road and Clermont Lane (1947); the area around Hudson Avenue north to the then-existing southern city limit, and the west side of Price Road from Delmar Boulevard to the city’s northern boundary (both in 1961). An annexation of land west of Lindbergh failed in 1950.

The 1939 plan also made provision for improved/new roads, as well as for subdivisions, and for parking, transit, and recreation facilities.

A subsequent comprehensive plan was drafted in 1974 that updated the study of existing land uses, development, and trends, and which made new recommendations. At that time, the city had grown to more than 5,000 acres. The plan was never officially adopted by the city. Among the recommendations were a series of goals summarized below:

- a. Maintaining and preserving the present character of the City.
- b. Guiding/directing all development in accordance with the comprehensive plan.
- c. Preservation/retention of single family residential densities in keeping with the character and quality of the present community, and to prevent higher residential densities not compatible with single family residential development.
- d. Retain existing commercial and industrial areas in present locations and encourage their improvement through public and private programs.
- e. Retention of existing major thoroughfares and regional routes, including retention of existing lanes and rights-of-way at their present level.
- f. Encourage continued high quality of all public/semi-public open spaces.
- g. Encourage a high quality of architecture, site design and improvement of all existing and future developments.

Today, Ladue is a fully developed City with many assets that make it a highly desirable residential location. (Refer to context map, Illustration 4.)

2. The City’s Character. Perhaps the most important single aspect, or thread, in the tapestry of Ladue’s historical legacy has been the development of a character set which has come to define the city. The term character is defined as special physical, land use and socio-cultural qualities and features that set it apart from its surroundings and which create a perception and image distinctive to itself. Ladue’s character can be described as follows:

- a. “Spacious” (an attribute that was already defined in the City’s 1939 plan)
- b. “Spacious residential character” (as stated by the City’s first Zoning Commission)
- c. A substantial legacy of fine estates, large homes, and elegant cottages
- d. Predominant single family residential land use
- e. Rolling hills
- f. Countryside setting overlain with an extensive blanket of mature vegetation

- g. Architectural quality and diversity
- h. Contained commercial areas
- i. A network of old country-type roads that frame and help to define the city's historic roots
- j. A demographically concentrated community of civically prominent and active residents
- k. A multigenerational family heritage
- l. Premium land values

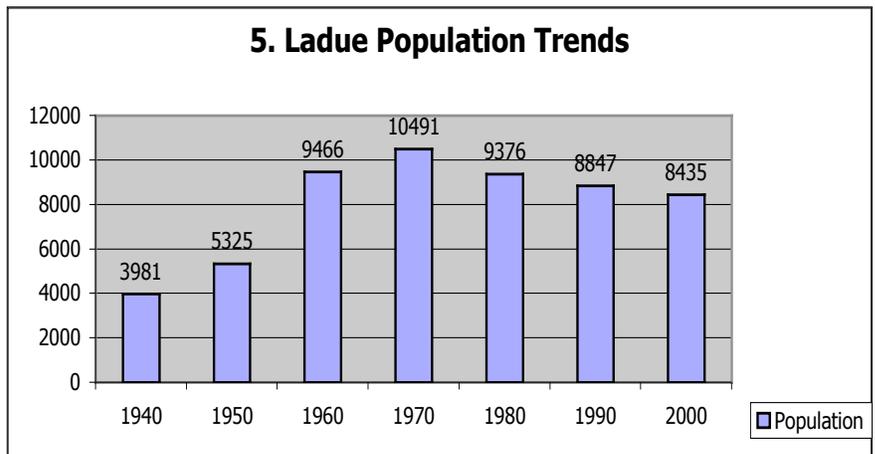
4. Context Map – to be inserted

B. Population, Social, and Economic Characteristics

1. The City's Population Over Seven Decades.

Ladue has grown considerably since its establishment in 1936. From its base population of 3,981 inhabitants in 1940, it grew consistently through 1970 with its most explosive growth occurring in the decade between 1950 and 1960 (from 5,325 to 9,466).

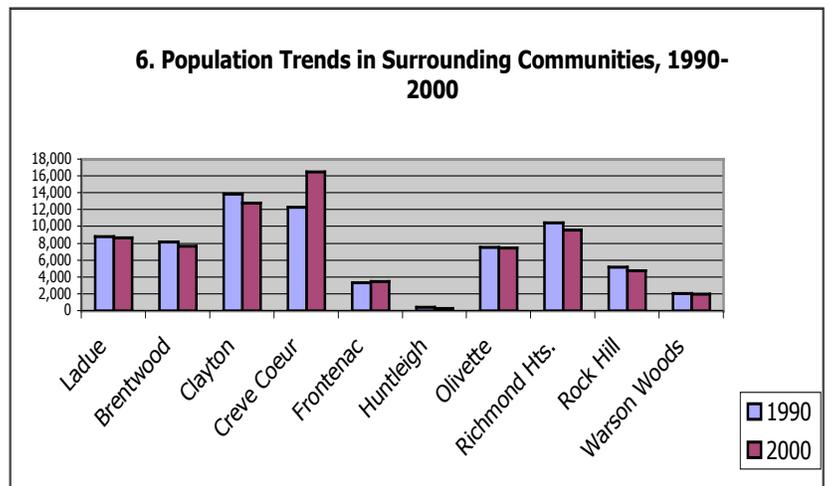
The city's growth and development continued through 1970 when it reached a peak of 10,491 individuals. From 1970 through 2000, its population declined, with the greatest rate of loss occurring from 1970 to 1980. The rate of loss slowed from 1980 to 1990, and further still between 1990 and 2000, when the decline was 2.2%. (Refer to Illustration 5.)⁵



An examination of the U.S. Census Bureau's annual estimates since 2000 reveals additional population decline. This information suggests that the City's population declined to just over 8,400 between April, 2000 and July, 2001, then dropped to 8,359 as of July, 2003. Net population declined by 259 during the period. (It is important to recognize that the intra-decade estimates for cities are allocations obtained by the Census Bureau from county level data that are derived from a number of different sources including building permits. These estimates may or may not be borne out in the next decennial census.)

2. Population in Ladue Compared to Surrounding Jurisdictions Over the Last Two Decades.

Changes in each of the communities adjoining Ladue between 1990 and 2000 were reviewed in order to gain insight on the population change in the City. The communities that were reviewed included Clayton, Frontenac, Creve Coeur, Olivette, Richmond Heights, Brentwood, Rock Hill,



⁵ Source: U.S. Census data, 1980, 1990, and 2000. Census data from previous decades was obtained from the 1974 Comprehensive Plan.

Huntleigh, and Warson Woods.

With the exception of the populations of Creve Coeur and Frontenac, which grew 34.1% and 3.2% respectively, the population of other adjacent communities declined between 1990 and 2000. Ladue’s population loss during this period, at 2.3%, was the second lowest rate of loss among the communities registering declines. The City’s average annual decline during the period was just over .2%. (Illustrations 6 and 7).

7. Population Trends in Ladue Compared to Selected Jurisdictions						
	1990 Pop.	Chng. Prev. Dec.	Percent Chng.	2000 Pop.	Chng. Prev. Dec.	Percent Chng.
Ladue	8,847	-529	-5.6%	8,435	-202	-2.3%
Clayton	13,874	-	-	12,825	-1,049	-7.6%
Frontenac	3,374	-	-	3,483	109	3.2%
Creve Coeur	12,304	-	-	16,500	4,196	34.1%
Olivette	7,573	-	-	7,438	-135	-1.8%
Richmond Hts.	10,448	-	-	9,602	-846	-8.1%
Brentwood	8,150	-	-	7,693	-457	-5.6%
Rock Hill	5,217	-	-	4,765	-452	-8.7%
Huntleigh	392	-	-	305	-87	-28.8%
Warson Woods	2,049	-	-	1,983	-66	-3.20%

The following section examines population trends by age groups across the ten cities between 1990 and 2000. Also refer to Illustrations 8, 9, 10 and 11.)

Overall, Ladue’s population matured substantially during the period, although growth was not consistent through each of the older age categories. In the younger age groups, the 17-and-under population grew by 4.9%, the 18-24 grouping declined by 4.9%, and the 25-44 group declined by 23.3%.

The first older cohort, 45-64, grew by 4%, while the 65-74 group declined by 9.1%. However, the largest growth occurred in the two oldest age groups, where the 75-84 cohort grew by 34.6% and the 85-and-over grouping increased from 92 to 340 individuals (a 270% gain). Although growth in both of these cohorts also occurred in four other communities (Creve Coeur, Frontenac, Olivette, and Warson Woods) Ladue’s growth outpaced these cities by a substantial margin. Ladue’s growth rate in the 85-and-over group alone was far greater than that of any other city’s. Moreover, Ladue had *numerically* more individuals in this grouping than the far larger cities of Clayton and Richmond Heights.

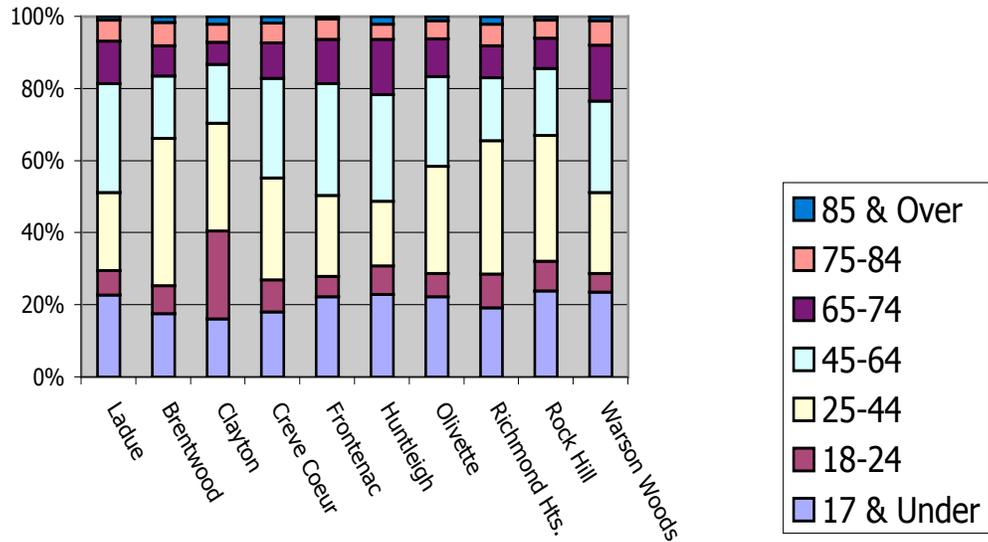
As a percentage of the City’s total population, Ladue’s 45-64 age group gained 2 percentage points over 1990 (from 30% to 32%), and continued to be the modal or most populous adult age group. It led the cities where this age group is the mode as follows: Frontenac (31% of the City’s population), Creve Coeur (27.8%), Olivette (27.7%), Huntleigh (25.3%), and Warson Woods (23.3%).

In the cities where the 45-64 group is not the adult mode, the most populous adult age group is the younger 25-44 category as follows: Brentwood (40.2% of the City’s population), Clayton (32.3%), Rock Hill (22.6%), and Richmond Heights (33.6%).

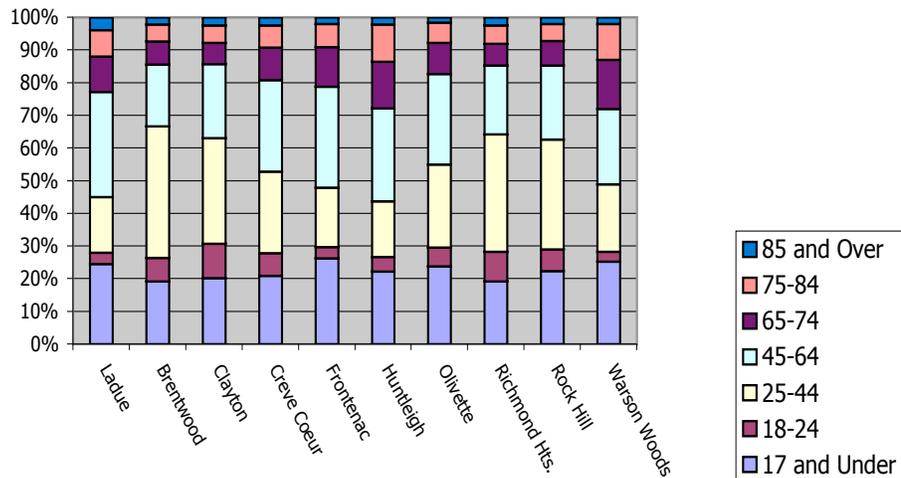
Another method of looking at the relative “age” of Ladue is to compare the total percentage of residents in all of the mature age groups between 1990 and 2000, across the ten cities. For purposes of this study, “mature” is defined as age 45 and over. In 1990, the proportion of the population in this category was 48.8%, which was the fourth highest proportion of the ten cities, behind Frontenac, Huntleigh, and Warson Woods. In 2000, the figure increased to 55% for Ladue, behind only Huntleigh. (Refer to Illustration 11.)

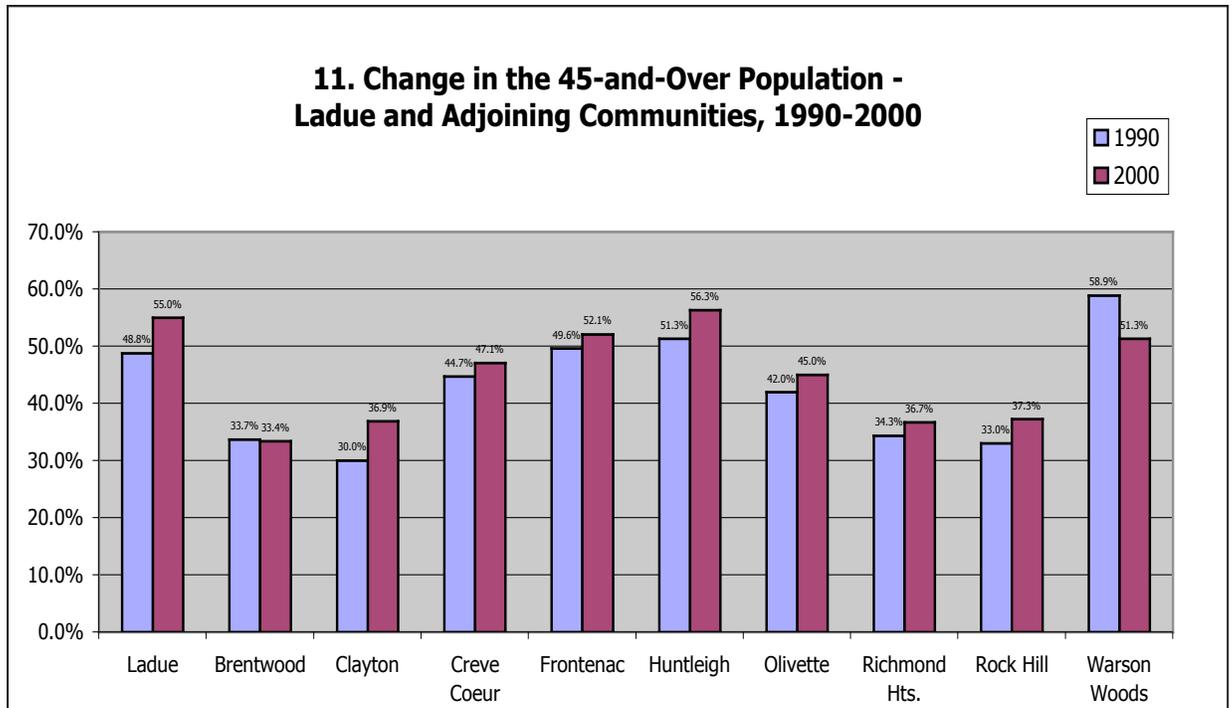
8. Age Groupings for Ladue and Adjoining Communities, 1990-2000										
	Ladue	Brentwood	Clayton	Creve Coeur	Frontenac	Huntleigh	Olivette	Richmond Hts.	Rock Hill	Warson Woods
1990										
17 & Under	2,019	1,441	2,252	2,233	752	90	1,690	2,013	1,250	484
18-24	601	622	3,385	1,089	193	31	485	972	423	105
25-44	1,909	3,336	4,125	3,481	754	70	2,254	3,870	1,826	459
45-64	2,678	1,410	2,283	3,388	1,050	116	1,886	1,818	964	521
65-74	1034	686	845	1,220	414	60	789	923	439	317
75-84	514	527	690	678	187	17	386	638	264	140
85 & Over	92	128	294	215	24	8	83	214	51	23
Total	8,847	8,150	13,874	12,304	3,374	392	7,573	10,448	5,217	2,049
2000										
17 & Under	2,117	1,479	2,584	3,458	916	72	1,771	1,847	1,067	501
18-24	306	554	1,366	1,142	120	14	428	865	318	60
25-44	1,464	3,093	4,143	4,125	631	55	1,891	3,459	1,600	408
45-64	2,787	1,462	2,896	4,599	1,078	92	2,061	2,015	1,079	458
65-74	939	534	832	1,646	422	46	708	639	356	298
75-84	692	408	681	1,135	247	37	466	547	252	217
85 & Over	340	163	323	395	69	7	113	230	93	41
Total	8,645	7,693	12,825	16,500	3,483	323	7,438	9,602	4,765	1,983

9. Ladue - Percentage Population by Age Group, Compared to Selected Jurisdictions, 1990

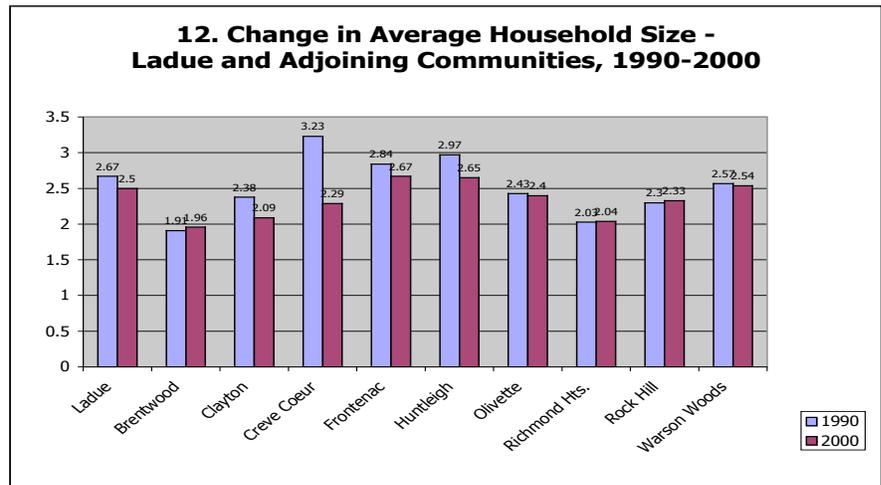


10. Ladue - Population Percentage by Age Group, Compared to Other Jurisdictions, 2000





Between 1990 and 2000, the average household size in Ladue declined from 2.67 to 2.5 persons. Seven of the ten subject west-inner ring cities also experienced a decline, including Clayton, Creve Coeur, Frontenac, Huntleigh, Olivette, and Warson Woods. Among the cities recording a loss, Ladue's rate of loss was



about at the midpoint, i.e. Ladue's decline in average household size was not as severe as three of the seven communities that recorded losses – Clayton, Creve Coeur, and Huntleigh. The decline in household size generally relates to their position as inner-ring communities where there is a higher median age and from which there has been population out-migration to other areas of the region and beyond, as these households seek newer and smaller housing. This suggests that there is a potential market for new downsized luxury housing in Ladue. Indeed, the development market for such housing is very robust among neighboring cities that encourage this type of housing.

Three of the communities recorded very slight gains in average household size as follows: Brentwood, Rock Hill, and Richmond Heights. There is a direct correlation between population gain in the 45-and-older populations (Illustration 11) and a decline in average household size in six

cities - Ladue, Clayton, Creve Coeur Frontenac, Huntleigh, and Olivette (where the 45-and-over population increased *and* household size declined). On the other hand, in two cities - Richmond Heights and Rock Hill - household size actually increased with a simultaneous gain in the 45-and-over population. In one city – Brentwood – the 45-and-over population declined somewhat while household size increased slightly. Illustration 12.

The U.S., Census Bureau’s post-2000 population estimates enable comparison of more recent population data across all of the communities. The period from 2000 to 2003 was examined, which is the latest year of available Census data. With the exception of Clayton, which showed substantial growth (25%) for the three-year period and a dramatic rate reversal from its losses between 1990 and 2000, and Creve Coeur whose growth rate slowed dramatically from 34.1% down to 1.3%, changes were lower in all of the remaining cities.

Among the cities with lower population changes during the post-2000 period, population losses ranged from 1.7% to 2.3%, and gains ranged from 1.3% to 5%. Significantly, Ladue’s total population loss for the three-year period, at .9%, was the lowest among the communities that registered losses. This reflects an average annual population loss of .29% during the period. However, the rate of decline remains higher than the City’s average annual loss of .23% during the 1990s. It also contrasts with the other cities that experienced declines during that period (Brentwood, Richmond Heights, and Warson Woods), all of whose rates of decline slowed after 2000. (Refer to Illustration 13.)

13. Post-2000 Population Details for Ladue and Adjoining Jurisdictions					
City	2000 (Base Year)	July, 2001	July, 2002	July, 2003	Annual Rate of Chng.
Ladue	8,435	8,409	8,378	8,359	-.9%
Brentwood	7,693	7,632	7,572	7,519	-2.3%
Clayton	12,825	15,910	16,017	15,974	25%
Creve Coeur	16,500	16,748	16,718	16,718	1.3%
Frontenac	3,483	3,496	3,495	3,502	5%
Olivette	7,438	7,517	7,530	7,508	.9%
Richmond Hts.	9,602	9,508	9,474	9,438	-1.7%
Rock Hill	4,765	4,740	4,775	4,765	-
Warson Woods	1,983	1,969	1,955	1,942	-2%

Again, the post-2000 data are Census Bureau estimates that may or may not be reflective of a trend through the next decennial census. One possible reason for Ladue’s greater population loss when compared to surrounding communities may have to do with differences in demolition/infill activity as well as variances in the household size of families moving into the respective cities.

3. County and Regional Comparisons. To further understand the population changes that have affected Ladue, this study also examined county and regional changes in recent decades. In St. Louis County, population growth was very modest between 1970 and 2000. During this period, the growth rate ranged from 2% – 2.3% for each decade. (In the ten years prior to 1970, the county’s growth rate of 35.3% reflected the last decade of strong growth.) Regional growth during the period surpassed that of St. Louis County beginning in 1990 and the rate of growth continued to be higher than St. Louis County through 2000. St. Charles County led the region during that period with extremely strong growth and continues to do so during the present decade.

Looking at the twelve-county region as a whole, there was a 2.4% decline in total population between 1970 and 1980, followed by two decades of modest growth -- 2.8% between 1980 and 1990, and 3.9% from 1990 to 2000. The county and regional growth trend for the period, then, has been much less than dramatic, and places the population data for Ladue and its neighboring cities within a more realistic context. (Illustration 14.)

14. Population Change in St. Louis County and the Metropolitan Region, 1970-2000												
	1970	Chng.Pr. Decade	% Chng.	1980	Chng.Pr. Decade	% Chng.	1990	Chng.Pr. Decade	% Chng.	2000	Chng.Pr. Decade	% Chng.
St. Louis Co.	952,050	248,518	35.3%	974,180	22,130	2.3%	993,508	19,328	2.0%	1,016,315	22,807	2.3%
Metro.R egion	2,381,407	261,231	12.3%	2,323,819	-57,588	-2.4%	2,389,439	65,620	2.8%	2,482,935	93,496	3.9%

4. Ladue's Inventory of Buildable Lots. The above projection also conservatively assumes that there will be no change in the inventory of buildable lots for additional housing in Ladue. However, Ladue's inventory could increase substantially from several potential sources, with a corresponding positive effect on the population projection as follows:

- a. The northeast quadrant of the intersection of Lindbergh Boulevard and Conway Road (approximately 15 acres) is zoned "C" residential and is available for development. Under present zoning, more than 20 homes could be built on this property. This represents approximately 50 new residents based on Ladue's average household size of 2.51 persons.
- b. The 60-acre Rock Hill Quarry site, which has been operating as a landfill, will cease operations in approximately 5-7 years and will be available for redevelopment. The owner is presently studying adaptive reutilization of the site as a commercial development within the parameters of the present Industrial zoning. However, it may not be out of the question to consider some residential units for a small portion of the site. This will be further examined at a later stage of this comprehensive planning effort.
- c. A large number of lots in the City are substantially larger than zoning minimums. It is anticipated that some of these lots could become available for subdivision within the existing zoning, resulting in additional housing units.

5. Population Projection. In order to make a population projection for Ladue, it is first necessary to examine Ladue's setting within the county and regional context. East West Gateway Council of Governments (EWCOG) has made population projections for the county and the region to the year 2030. Between 2000 and 2005, EWCOG projects only .1% growth for the county and .3% for the next five-year period through 2010. At that point, population declines are projected for St. Louis County in each of the remaining five-year periods to the year 2030. Conversely, the population of the region is projected to continue its stronger though still modest growth of 2.2% through 2015, after which the rate of growth will continue but at a lower rate of 1.9%, 1.6% and 1.5% for each remaining five year period. (Refer to Illustration 15.)

15. Projected Population, St. Louis County and the Metropolitan Region, 2000-2030		
Source: East West Gateway Council of Governments		
Year	Projected Population	
	St. Louis County	Metro Region
2000	1,016,315 (base population)	2,482,935 (base population)
Change from Previous 5-Yr. Period	-	-
% Change	-	-
2005	1,018,100	2,522,700
Change from Previous 5-Yr. Period	1,785	39,765
% Change	.2%	1.6%
2010	1,021,800	2,577,800
Change from Previous 5-Yr. Period	3,700	55,100
% Change	.3%	2.2%
2015	1,020,900	2,634,000
Change from Previous 5-Yr. Period	-900	56,200
% Change	-.08%	2.2%
2020	1,016,200	2,685,200
Change from Previous 5-Yr. Period	-4,700	51,200
% Change	-4%	1.9%
2025	1,008,700	2,729,100
Change from Previous 5-Yr. Period	-7,500	43,900
% Change	-.07%	1.6%
2030	1,004,200	2,770,500
Change from Previous 5-Yr. Period	-4,500	41,400
% Change	-.04%	1.5%

Even with these substantial demographic shifts, however, St. Louis County retains its central position of economic power both within the region as well as in the State of Missouri. A researcher at the St. Louis County Department of Planning recently completed a study of the county's position in the 21st Century.⁶ The study found that although slow growth has been the norm, St. Louis County continues to be a key driver of the metropolitan and state economy. Approximately half of the jobs in the entire St. Louis region are located in St. Louis County. Moreover, considerable wealth is concentrated in the county, where one-fourth of all state sales tax revenue and over one-third of all income tax revenue are generated. This is despite the fact that the county represents only 19% of the state's population. The county's disproportionate role in the state's income tax base results directly from its high concentration of *affluent households*. Given the county's continued economic prominence in the region as well as the sustained affluence of county residents in general, Ladue seems to be well positioned to retain its role as one of the leading affluent cities not only within the county but also in the region and the entire state.

It has been shown that Ladue's historical population trend is similar to that of many other inner-ring cities. This is due not only to the slow growth that has characterized the entire area, but also

⁶ "The St. Louis Economy in the 21st Century: Highlights and Trends." Presentation by Mike Duncan, Manager, Research & Statistics, St. Louis County Department of Planning. 2004.

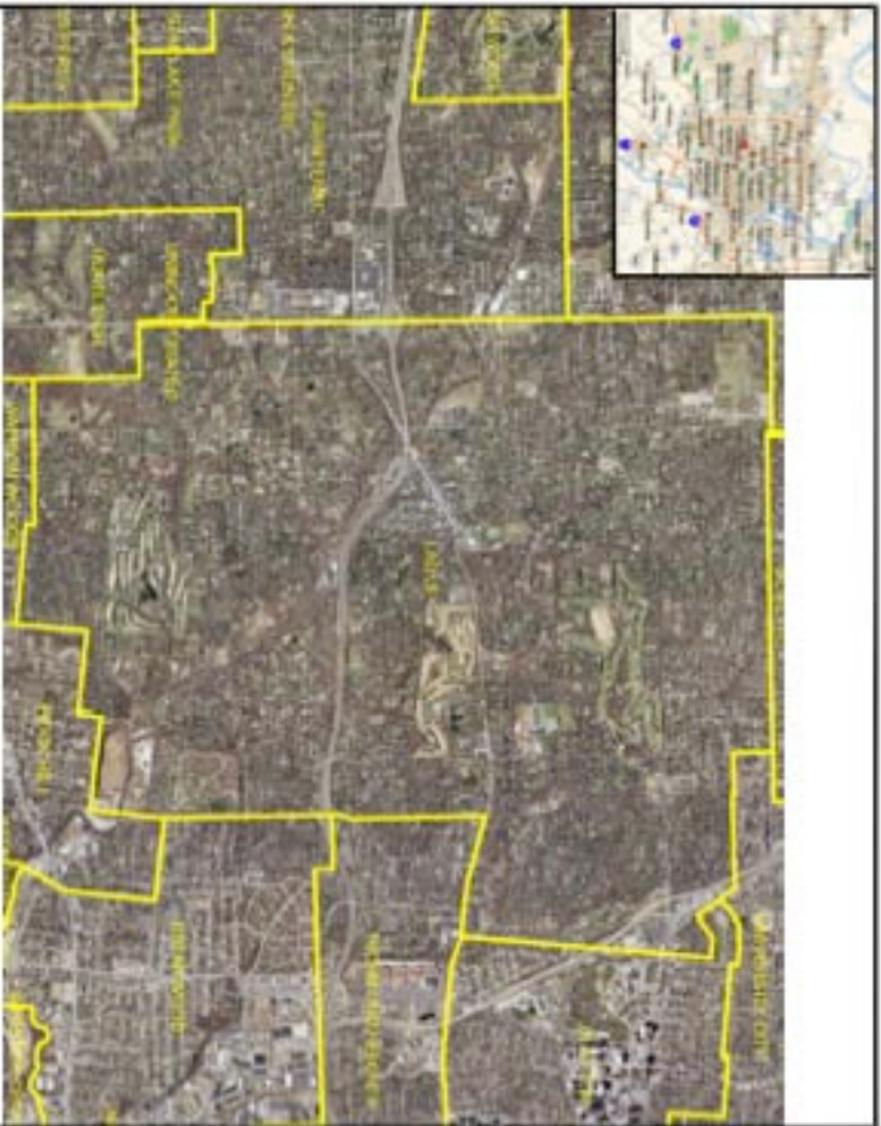
because new development and population dispersion (sprawl) continue to radiate from the historic urban and suburban core to outlying parts of the region.

Although Ladue’s population of more than 1,000 individuals in the two highest age groupings (75-84 and 85 and Over) is disproportionately higher than those of surrounding communities, and given that significant population losses will occur within these groups in coming years, it is also given that Ladue’s strong real estate market – driven by continuing demand for the highest quality homes in centrally-located areas – will attract buyers and new residents to the City. This may result in an increase – rather than a decline – in the city’s population as elderly one-and two person households are replaced by younger households with children.

All of the factors discussed above help to set the stage for projecting population change in Ladue. The following projection is expressed as a range. The projected decline assumes that the basic components of future population change within the City – birth, death, and migration – will not substantially change from recent historical trends. The growth end of the range is based on a modest annual population increase of .3% which assumes that some of the activity discussed above actually occurs. (Refer to Illustration 16.)

16. Population Projection, City of Ladue												
2003	2005		2010		2015		2020		2025		2030	
(Base Year)	-1.1%	1.5%	-1.1%	+1.5%	-1.1%	+1.5%	-1.1%	+1.5%	-1.1%	+1.5%	-1.1%	+1.5%
8,359	8,267	8,484	8,176	8,611	8,086	8,740	7,997	8,871	7,909	9,004	7,822	9,139

4. Regional and Area Context



C. Natural Features

1. Topography and Vegetation. Ladue is situated on 6,649 acres of rolling to hilly terrain that is blanketed by substantial open space and vegetation. A study of vegetative cover in the St. Louis area found that 70% of Ladue's acreage is comprised of forest and lawn. This contrasts sharply with other inner-ring cities such as Clayton, which has 39% coverage.¹ Although the study was conducted more than 13 years ago, today's tree/open space coverage does not appear to have declined. Open space is a unique characteristic in Ladue that has historically been nurtured both through a keen resident interest in the natural landscape and by City policy. It is so pervasive that it has become an important element in the City's character set and should continue to be preserved. (Illustration 17.) Elevations in the City range from approximately 470 to 640 feet, and this feature helps to create an aesthetically pleasing physical environment.



17. Seventy percent of Ladue's acreage is comprised of open space.

2. Drainage. Ladue is located in both the Deer Creek and Black Creek sub-watersheds. Deer Creek runs southeastward through the City from its western city limit just north of Highway 40, extending through the Rock Hill Landfill and exiting on the southeast at McKnight Road near Old Warson Road. (Illustration 18.) The creek drains a major portion of Ladue and receives runoff from a number of tributaries, including Two Mile Creek on the south. Black Creek is located in the northeast portion of the City, extending through the St. Louis Country Club north of Ladue Road, exiting the City at its northern limit. It eventually merges with Deer Creek.



18. Deer Creek.

Aside from its function as a conduit for runoff, these systems address a number of additional important needs for Ladue and the surrounding area. They are both natural habitats that provide nourishment for a variety of urban-dwelling animals and plants, as well as ecological corridors that enable safe movement for a robust variety of mammals and birds and which promote species diversity. They are also aesthetic assets that complement and anchor the network of lawns and vegetation that are a part of Ladue's privately owned open space system.

Deer Creek is part of a watershed system managed by the Metropolitan Sewer District (MSD). MSD has been challenged by increased costs associated with more runoff from larger building coverages and from sprawling regional development patterns over a considerably wider area. One of the basic underlying issues has been the reduction of permeable – water absorbing - surface

¹ Source: St. Louis Vegetative Cover Study, referenced in "A New Ladue?" article. Post Dispatch, March 1, 1992.

area within the watersheds which results from an increase in coverage by impermeable surfaces such as buildings, roads and parking facilities.

Although much of this development originates outside of Ladue and throughout the entire watershed, it nevertheless affects water quality and conditions in the portion of the creek that flows through the City. Because the issue is regional, it is increasingly being monitored by public agencies, not-for-profit organizations, and groups of jurisdictions within watersheds and along creek corridors. Examples include the U.S. Army Corps of Engineers, Missouri Department of Natural Resources (DNR) which regulates water quality, EWCOG, which is establishing the Regional Water Resources Council (RWRC) as a monitoring and awareness-building entity, the Open Space Council which publicizes and disseminates information on watersheds, and Great Rivers Greenway (GRG) which funds greenway enhancement programs along creeks, streams and rivers.

Another important aspect of the challenge concerns the city's many private streets which, because many are not engineered, negatively affect drainage patterns and increase the quantity of runoff.

3. Soils. The Soil Survey of St. Louis County was consulted to provide a general description of major soil types likely to be found in Ladue.² The Urban land-Harvester-Fishpot association is found in nearly level to moderately steep, moderately well drained and somewhat poorly drained deep soils, which are formed in silty fill material, loess, and alluvium, on uplands, terraces and bottom lands. This association is found in much of the eastern portion of St. Louis County. It consists of areas on uplands, terraces and bottomlands. Limestone sinks are in some areas and have slope ranges of 0 – 20%. Because this association makes up about 41% of St. Louis County and is concentrated in the eastern part of the county, it is likely to be extensively present in Ladue. These soils are considered to have wetness and shrink-swell characteristics that limit urban development without adequate site preparation. In lower, nearly level areas they have poor surface drainage.

The Menfro-Winfield-Urban land association is found within St. Louis County on sloping to very steep, well-drained and moderately well drained deep soils formed in loess and Urban land; on uplands. This association makes up about 29% of St. Louis County and is found along narrow drainageways, ridges and sideslopes on uplands. Slopes range from 2-45%. The association is considered suitable for building sites.

About 12% of St. Louis County is made up of soils in the Goss-Gasconade-Menfro association. It consists of narrow upland ridges and the adjacent steep to very steep side slopes. Slope ranges are from 5-50%. Several limestone quarries are in areas of this association. The association is poorly suited to building activity without adequate site preparation.

² "Soil Survey of St. Louis County." The Missouri Cooperative Soil Survey Website. http://soils.usda.gov/survey/printed_surveys/missouri.html - 2005-05-03

D. Land Use

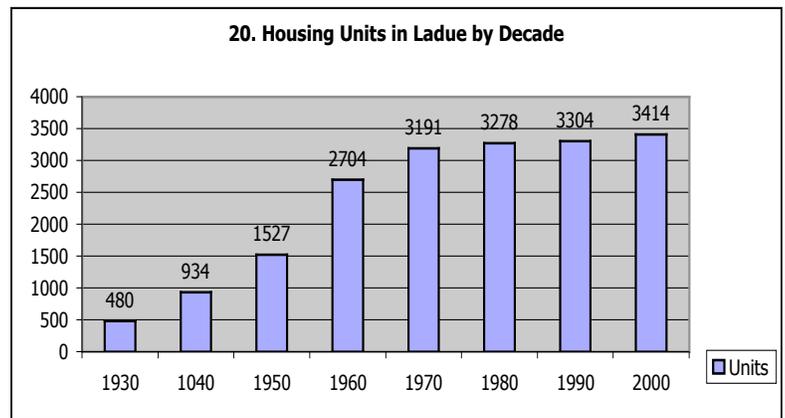
1. **Background.** An existing land use study was undertaken in the Spring of 2005 to note general types of land use as follows: Residential, institutional/public/semi-public, open space, commercial, and industrial. A windshield survey was conducted of each street in the City to visually assess land uses. It was undertaken at a more general level than that of the City's zoning requirements, so that a broader assessment of usage and conditions could be made. (Refer to Illustration 19.)

For the residential land use, a typology was used. Building type and general exterior conditions were also noted. The residential typology is defined as follows:

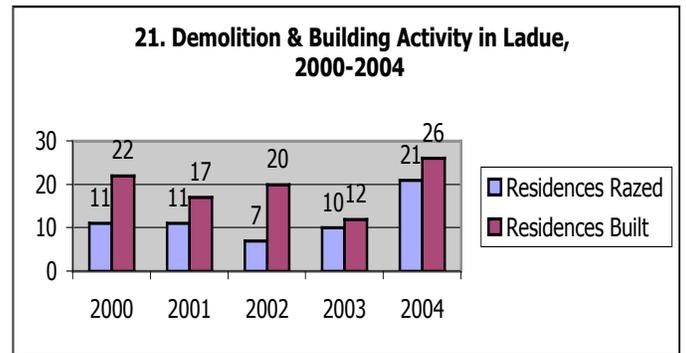
- Estates. Large (minimum 3 acre) lots with well-maintained large or small homes and with or without extensive landscaping.
- High End Homes. Somewhat smaller (2/3 to 2.9 acre) lots with well-maintained large or small homes and with or without extensive landscaping.
- Standard Residences. Smaller (10,000–29,000 s.f.) lots with large or small homes in any condition. (The vast majority of homes in this category are well or adequately maintained.) The term "standard" refers to the fact that this type of housing is likely to be found in many areas of suburban St. Louis.

2. **Residential.** The majority of the residential areas are made up of estates and large-lot high-end homes with a significantly smaller number of standard homes.

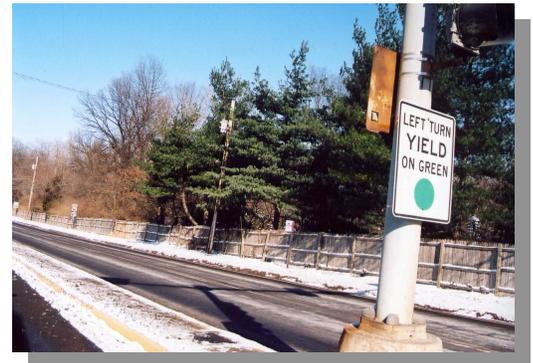
Residential building activity climbed dramatically during the first four decades as the City's population grew and while there were sufficient buildable sites. Since 1970, the amount of residential building slowed considerably. From 1970 to 1980 87 residences were built, while from 1980 to 1990 26 were built. Between 1990 and 2000, there was a small resurgence of activity with 110 new homes. (Refer to Illustration 20.)



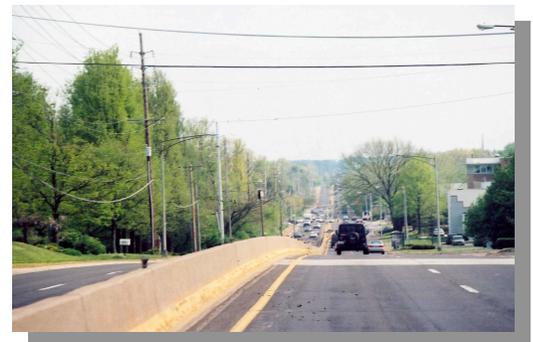
Since 2000, new residential building construction has fluctuated from a low of 12 buildings in 2003 to a high of 26 in the following year. Demolition activity also fluctuated between a low of 7 in 2002 to a high of 21 in 2004. During this period, Ladue experienced a net gain of 37 homes to its housing inventory, resulting in an average annual gain of 9 homes (Illustration 21). If this demolition/construction pace continues, the City will have gained more than 92 homes by 2010. This does not factor in the large vacant residential site at the northeast quadrant of Conway Road and Lindbergh Boulevard, or the Rock Hill Landfill site which, though zoned Industrial, could be redeveloped into a mixed use commercial-dominant project perhaps with some high-end residential development.



Ladue’s overwhelmingly residential land use pattern is perhaps best exemplified at the City’s western boundary on Lindbergh Boulevard, where a visually prominent buffer of mature trees forms an almost uninterrupted natural wall on the east side of the road, extending entirely to the north and south boundaries of the City - a distance of approximately 3.4 miles. Ninety percent of the land along this boundary has been zoned residential since the early days of incorporation. This historic residential pattern extends far beyond Ladue. Property along the eastern edge of Lindbergh Boulevard is almost entirely residential to the south past Huntleigh and extending approximately 2.3 miles to the heart of Kirkwood near Essex Avenue. The tree buffer is also prominent at Huntleigh and along extensive portions of Kirkwood, as it helps to conceal and protect scores of homes from the traffic and noise of the arterial – and from commercial development. (Illustrations 22 and 23.)



22. Northbound Lindbergh Blvd. at Ladue Road



23. Southbound Lindbergh near Ladue Road.

3. Commercial. Commercial land uses continue to be highly contained and largely concentrated in five small areas of the City. Aside from the new commercial development at the southeast corner of Lindbergh and Clayton and the activity in the Ladue Road/I-170 area, no significant new commercial development has occurred due to the City’s historic interest in maintaining itself as a

predominantly residential community. Listed in order of their sales tax revenue generation to the City (highest first), a description of the commercial areas follows:

- a. Ladue Road/I-170 Commercial Area. Several commercial developments are concentrated in this area, including: The Ladue Crossing shopping center; an older strip commercial development on the east near Gay Avenue; a grouping at the southeast quadrant of the Ladue/I-170 intersection containing a bank and other businesses; and an office building at the northwest quadrant of the Ladue Road/I-170 intersection. Among Ladue's top 17 sales tax revenue generators, four (23%) are located here. (Illustration 24.)

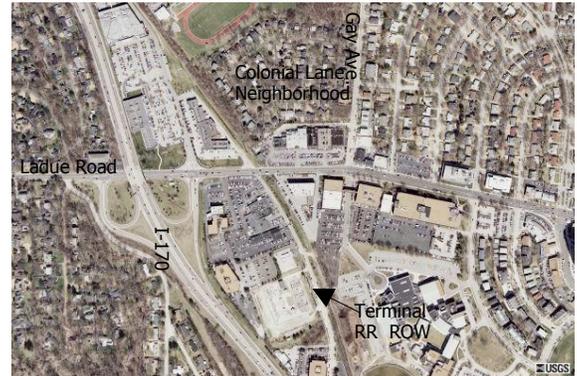


24. Ladue Crossing.

Ladue Crossing presented an opportunity for the City to facilitate the transition of one of only two remaining industrial areas within its jurisdiction to an improved land use. From the City's perspective, the site's location - bounded by the Terminal Railroad corridor to the east and north, Ladue Road on the south, and I-170 on the west - was somewhat isolated and contained a number of other constraints which made it less practical as a residential location. These included a lack of existing residential uses within the area; significant highway noise; limited site access; and visual issues involving several mid-to-high-rise apartments in University City to the north, which could be seen from portions of the site. The commercial proposal constituted the highest-and-best use for the property. Simultaneously, however, the City remained consistent to its low-rise approach, allowing only a two-story maximum height in order to help preserve its small town qualities.

East of Ladue Crossing, existing land use activity along the north side of Ladue Road between the Terminal Railroad right-of-way and Gay Avenue includes a strip-commercial area with a strong retail component that has a distinct neighborhood scale. The small-scale proportion of this development is consistent with the historic goals and objectives of the City. In addition, approximately 65 Ladue homes are located to the north immediately behind this area in the Colonial Lane neighborhood. The homes in this compact and well-maintained neighborhood are bounded by a residential area within the City of Clayton to the east, Gay Field to the north, the Terminal Railroad right-of-way to the west, and the aforementioned strip commercial development on the south. Eight of the 65 homes within Colonial Lane immediately abut the strip commercial property, while an additional 11 are located within 180 feet. The remaining 46 homes are located within 750 feet. The proximity of these homes to the subject commercial site supports its continuation as a neighborhood-scale commercial district.

The character of business development along the south side of Ladue Road between the Terminal Railroad corridor and Gay Avenue is more commercial rather than retail in nature. It contains a bank and a car facility which operates as a grandfathered use. No residential development is located on or near the south side of Ladue Road in this area. (Refer to aerial photo, Illustration 25.)



25. Between the Terminal Railroad Right-of-Way and Gay Avenue, the residential character north of Ladue Road contrasts significantly with the commercial character to the south. The rail corridor provides a significant buffer between the Colonial Lane neighborhood and Ladue Crossing (TerraServer Image)

b. Lindbergh/Clayton Commercial Area. The Lindbergh/Clayton commercial area is located on the east side of the intersection of Lindbergh Boulevard and Clayton Roads. The area includes a grocery store, a bank and a new commercial retail development. Two of the businesses in this area are on the City's top-17 listing of tax revenue generators. Together they represent more than 16% of the income on the City's listing. (Illustration 26.)



26. Commercial-retail area at the southeast quadrant of Clayton Road and Lindbergh..

c. Clayton/40 Commercial Area. This area extends along Clayton Road from Conway Road to Warson Road, and includes four businesses that are listed on the City's top-17 list of tax contributors. Together they represent 5% of the total revenue on the list of the top-17 generators. (Illustrations 27 and 28.)



27. Clayton/40 Commercial Area, north side.



28. The south side of the Clayton/40 Commercial Area.

d. Clayton/Price Commercial Area. The Clayton/Price commercial area contains a smaller grouping of businesses including one historic establishment, Ladue Market. (Illustration 29.) A service station also operates at the northwest intersection. To the west of Busch’s Grove (shown in Illustration 30) are additional businesses including a restaurant and shops.



29. Ladue Market.



30. Busch’s Grove (image source: restaurant web site).

e. Lindbergh/Conway Commercial Area. A service station is located at the east side of Lindbergh Boulevard, south of Conway Road. A small commercial area also fronts on Conway Road east of the service station.

4. Industrial. In recent history, Ladue contained two industrial areas: a) A small area in the northeast corner of the City between I-170 and the Terminal Railroad tracks which was subsequently rezoned and redeveloped into the Ladue Crossing retail-commercial area; and b) the Rock Hill Quarry, a 58 acre site bounded by McKnight Road, Old Warson Road, a line to the east of the extension of Kortwright Avenue, and a line south of Park Lane. Because Ladue’s present City boundary extends along a line, which is slightly west of McKnight at this location, a small portion of the site is located within the City of Rock Hill. (Illustration 31.)



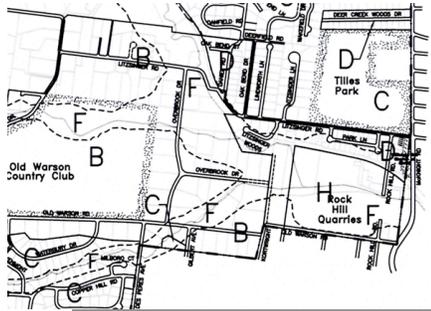
31. Rock Hill Quarry site.

Quarry operations ceased years ago, and it is being operated as a construction landfill with an estimated 5-7 years remaining in its economic life. When filled, the owner’s early conceptual plans call for redevelopment as a commercial-retail project with perhaps some residential uses within a section to the north, which is already zoned, residential. In addition to the 58-acre site, the project includes a 6-acre parcel to the north that is zoned “D” residential. (Illustration 32.)



32. Aerial view, Rock Hill Quarry site

The character of the area surrounding the quarry land is significant to note. Within the boundaries of the City itself, it is overwhelmingly high-end residential. To the immediate north and west-northwest lie neighborhoods zoned D residential with higher density minimum lot areas of 15,000 s.f. To the west are neighborhoods zoned B and C residential (78,000 and 30,000 s.f. respectively). Moreover, Old Warson and Litzinger Roads, which frame part of the quarry site, are gateways to a much larger area of the city with low and very-low density "B" and "A" residential zones (78,000 and 130,680 s.f. respectively). Refer to Illustration 33.



33. Rock Hill Quarry zoning in relation to the surrounding area.



34. Neighborhood in the adjoining City of Rock Hill, immediately south of Rock Hill Quarry.

The quarry site is also adjacent to the City of Rock Hill to the south and east, which has a character more typical of the small, older communities along the Manchester Road corridor. Here, lot scaling, landscape features and property values differ markedly from those in Ladue. (Illustration 34.) A major new commercial/retail development has also been proposed for the northwest quadrant of McKnight and Manchester roads (within Rock Hill), which will affect the area. To the east and across McKnight Road, a new high-density residential development has been constructed.

For all of the reasons cited above, the Rock Hill Quarry site should be carefully redeveloped to ensure that the character and quality already established within the City of Ladue is maintained.

5. Floodplain. Ladue contains approximately 341 acres of floodway and floodplain in association with Deer and Black Creeks, as well as their tributaries. Some homes are located within the floodplain area. Some of the homes that do exist within this zone are constructed at elevations above the floodplain. Most of the floodplain areas are located in yards and other open space. (Refer to Factors Affecting Development map, Illustration 35.)

Illustration 19. Existing Land Use, Generalized – to be inserted

19. Existing Land Use, Generalized



LEGEND

	RESIDENTIAL		COMMERCIAL
	INDUSTRIAL		CONCRETE/PAVEMENT
	TREE RICH		CONCRETE/PAVEMENT
	GRASS		WATERWAY
	WATERWAY		WATERWAY
	OPEN SPACE		

E. Zoning

1. Background. This section provides an overview of existing zoning in Ladue. In her 1996 history of Peter Albert Ladue, The Lost Ladue, Lynne Orgel writes:

"The construction of Ladue Road and its subsequent maintenance as a beautiful and peaceful rural route through rolling tree covered hills showcases some of the most elegant and well manicured residential acreage in the area. Through a strict enforcement of zoning regulation, the area has been protected from commercial development..."

Orgel's reference underscores the importance of zoning as a central tool in building and maintaining elegant residential neighborhoods as the dominant land use in Ladue. The City has had a carefully developed and strictly enforced zoning ordinance since 1938 with a major emphasis on estate and high-end residential patterns that reinforce, sustain, and further its unique residential character. To that end, all other zoning categories are intended to complement and support rather than compete with quality residential development, which comprises approximately 97% of the City's total land area. A description and assessment of each zoning category follows. (Also refer to Illustration 36.)

2. "A" Residential District. The "A" residential district is a visually prominent land use form in Ladue. It is the framework for the extensive development of estates that over the years have come to form the backbone of the City's residential makeup. In its original zoning report submitted to the Ladue City Council during the 1930's, the Zoning Commission noted that one of the major objectives of the ordinance "... is to protect and continue the spacious residential character now found within the city..." This district contains a 3-acre minimum lot area (130,680 s.f.) with front, side and rear yard distances of 75 feet, 50 feet, and 50 feet respectively. Minimum required frontage is 150 feet. Required minimum lot width is 200 feet. Maximum building area is 15,000 square feet, absent a special use permit.

3. "B" Residential District. This district requires a 1.8-acre (78,408 s.f.) minimum lot area with front, side, and rear yard distances of 50 feet each. Frontage minimum is 135 feet, and minimum lot width is 180 feet. Maximum building area is 15,000 square feet. The "B" District, coupled with the "A" District, together comprise the most prominent land use forms in the city.

4. "C" Residential District. The "C" residential district requires a lot area minimum of 30,000 square feet. Front, side and rear yard distances are 50 feet, 10 feet/10% of lot width up to 20 feet and 30 feet respectively. Minimum lot frontage is 90 feet, with minimum required lot width of 120 feet. Building area maximum is 15,000 square feet.

5. "D" Residential District. This district requires lots of no less than 15,000 square feet with front, side and rear yard distances of 40 feet, 10 feet/10% of lot width up to 15 feet and 30 feet respectively. Minimum required frontage is 55 feet, with minimum required lot width of 75 feet.

6. "E" Residential District. "E" residential is the smallest residential district in Ladue. It requires lots of no less than 10,000 square feet. Required front, side and rear yard distances are 40 feet, 10 feet and 30 feet respectively. Minimum required lot frontage is 50 feet, with a required minimum lot width of 75 feet.

6.a. **“E-1” Residential District.** This district requires lots of not less than 10,000 square feet, with required front, side and rear yards of 25, 10, and 30 respectively. Minimum required frontage is 50 feet with a minimum lot width of 70 feet.

In zoning districts A through E, there are many lots which appear to exceed the area minimums for the zoning category and therefore show some potential for future subdivision within the existing zoning requirements. They are identified by zoning category in the table below. (Illustration 36a.)

36a. Residential Lots with Potential of Subdivision within Existing Zoning

Zoning Category (and min. required sq. footage)	Number of Lots with Potential for Subdivision	Potential Lots After Subdivision
A (130,680)	10	37
B (78,408)	26	59
C (30,000)	41	105
D (15,000)	9	21
E (10,000)	1	2
E-1 10,000	0	0
Total	87	224

Using 2.51 persons as the current average household size (from the Year 2000 U.S. Census of Ladue), these additional homes, if built, would result in an addition to Ladue’s population of approximately 560 people.

7. **“F” Floodplain District.** Ladue’s regulations for the Flood Plain district prohibit construction, reconstruction or alterations to buildings within its boundaries, except in conformity with the City’s Flood Plain Ordinance. The floodplain is located adjacent to the floodway formed by the creek system and essentially functions as a detention area when water levels rise above the floodway. The flood plain also functions as passive open space as well as an ecological habitat and corridor. Communities are increasingly recognizing the value of a floodway and its floodplain also as passive park space. The Flood Plain District is more prominently shown on the Factors Affecting Development map. (Illustration 35.)

8. **“G” Commercial District.** Commercial zoning is confined to the specific areas previously discussed in the land use section of this report. They are as follows: a.) Ladue Road/I-170; b.) Lindbergh/Clayton; c.) Clayton/Highway 40; d.) Clayton/Price; and e.) Lindbergh/Conway.

Ladue Road/I-170 includes a large-scale shopping center, Ladue Crossing, with a grocery store and several regionally prominent retail tenants. Beyond Ladue Crossing, a neighborhood scale retail shopping center, a bank and several offices are also located in the vicinity, which borders the large downtown Clayton commercial/retail area. An automobile leasing business has also been operating at this location as a grandfathered use.

The Lindbergh/Clayton area contains another grocery store, a bank, a restaurant and a new high-end shopping center that includes a coffee shop and other stores and office space. This neighborhood scale area is located across the street from Plaza Frontenac, another regional shopping center.

The Clayton/Highway 40 commercial area functions somewhat as Ladue’s “main street.” It has had a long historical presence and contains many attractive shops and stores. It has a charming neighborhood scale and provides a very large variety of retail shopping opportunities.

Clayton/Price is another small, neighborhood commercial node that includes the original site of the former Busch’s Grove whose design was recently replicated in a new building that houses a restaurant of the same name, and the historic Ladue Market. The area also contains a service station and several other businesses including another restaurant and retail shops.

The Lindbergh/Conway intersection contains a service station and a small strip commercial area, both at the southeast quadrant of the intersection.

Ladue’s commercial district regulations permit the following uses: Banks (drive-in facilities are not allowed except as a Special Use), barbershops, beauty parlors, offices including medical/dental, parks, restaurants (no drive-in facilities or outside seating except by Special Use), and retail businesses (except automotive sales). The regulations also include provisions for landscaping, buffering adjacent to residential areas, sidepaths as appropriate and lighted parking lots and walks.

9. “H” Industrial District. Ladue’s single remaining industrial district is located at the old Rock Hill Quarry site, which has been operating as a landfill. McCarthy Brothers’ administrative office and equipment facility, as well as the Make a Wish Foundation, are also located in this area.

Permitted uses in the Industrial district include: Any commercial use (per above); light manufacturing not considered a nuisance because of noise, odors, dust, gases, smoke, vibration or other factors; and enclosed storage.

Illustration 35. Factors Affecting Development – to be inserted

F. Transportation

1. Road Infrastructure. The majority of the transportation infrastructure in Ladue is a road system made up of a hierarchy of highways, arterials, collectors and local roads for vehicular traffic. *Highways* provide high-speed through-movement over long distances, while *arterials* are high-volume roads that provide efficient connection opportunities to destinations of intermediate distance such as adjoining cities. *Collector streets* connect the neighborhoods of Ladue to local businesses, institutions, public facilities and other nearby destinations, and *local roads* provide direct access to the homes of Ladue residents. (Illustrations 37, 38, and 39.)



37. Arterial (Clayton Road westbound at Lindbergh Blvd.)



38. Collector (Conway Road eastbound.)



39. Local street (Deer Creek Woods.)

In addition to motor vehicles, the City's arterials and collectors also serve a small but growing number of recreational and utilitarian bicyclists. The pathways (sidewalk) system maintained by the City is an important adjunct to the road network, providing walking and



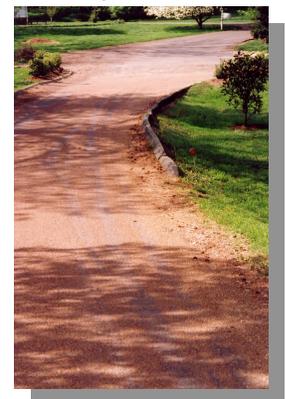
40. Cyclist on westbound Clayton Road.



41. Pedestrians on eastbound Conway Road.

running opportunities for Ladue's residents. (Illustrations 40 and 41.) Another aspect of the transportation infrastructure that is the City's responsibility is the extensive retaining wall system necessary to maintain sufficient right-of-way for adequate vehicle and pedestrian circulation. The City spends considerable resources to maintain its portion of the street system.

The highways, arterials, collectors and paths of Ladue are a part of the public transportation infrastructure and are well maintained by government entities including the City itself and the State of Missouri. All of the local roads in the City, on the other hand, are privately owned and maintained by associations and trustees that oversee each of the City's neighborhoods and subdivisions. They are constructed of a variety of materials including concrete, asphalt and gravel. Sections are often irregular and drainage varies with some roads having curbs



42. Although private roads are often adequately maintained, there are some exceptions.

and gutters, while others may or may not even have drainage swales. The condition of these roads is generally adequate with some notable exceptions. (Illustration 42.)

The following table lists the public roads by type and by the jurisdiction responsible for operation and maintenance. (Illustration 43.)

43. Publicly Owned Road Hierarchy by Type and Jurisdiction		
Road	Type	Jurisdiction
Highway 40	Highway	State of Missouri
I-170	Highway	State of Missouri
Lindbergh	Highway	State of Missouri
Ladue	Arterial	City of Ladue
Conway	Arterial	City of Ladue
Clayton	Arterial	City of Ladue
South McKnight	Arterial	City of Ladue
Litzinger	Collector	City of Ladue
Old Warson	Collector	City of Ladue
North Warson	Collector	City of Ladue
South Warson	Collector	City of Ladue
South Price	Collector	City of Ladue
Lay (to centerline)	Collector	City of Ladue
DesPeres (to centerline)	Collector	City of Ladue
North Woodlawn	Collector	City of Ladue

MoDOT is completing plans for a major reconstruction of Highway 40 from Spoede Road east to Sarah Street in the City of St. Louis. Construction is anticipated to start in 2007 with completion anticipated in 2010. The work will include new bridges, interchanges, land additions, and elevation modifications to eliminate hills.

2. **Traffic.** Traffic levels on Ladue’s road system, as with the entire regional transportation network, are heavy and at times congested, as this photo of traffic conditions on Warson near Ladue Road indicates. (Illustration 44.) Conditions can be expected to worsen on most of the city’s arterials and collectors during the lengthy Highway 40/64 reconstruction period.



44. Mid-afternoon traffic congestion on Warson Road near Ladue Road.

The city recently commissioned intersection-specific traffic studies at Ladue at Warson as well as Clayton at Warson. Summary information from these studies is on file at City Hall.

Because citywide traffic counts are not available, a nominal assessment of current traffic conditions was undertaken between March and May of 2005. This assessment was based on visual traffic observations. The following table documents conditions observed at key locations during peak traffic periods on a typical weekday. The predominant peak traffic periods are at morning and evening rush hours from 7:30 a.m. to 9:00 a.m. and 4:00 p.m. to 6:00 p.m. There are also

midday traffic peaks at some locations associated with school schedules and commercial activity. Although this assessment was based on visual observation and not quantified through actual vehicle counts, a probable Level of Service (LOS) approach was established, applying nominal criteria typically used in traffic analysis. This approach should be useful in identifying specific locations at which more detailed traffic study should occur in the future (Illustration 45.)

Of the 9 most congested traffic locations identified in the visual reconnaissance, all are located at or near major intersections where there are combinations of collectors and/or arterials handling high volumes of both through and turning traffic. This is also true of the 19 moderately congested locations, which are both signalized and non-signalized. Traffic on Highway 40/64 and I-170 is frequently congested. Stopping and turning movements at intersections and driveway entrances – rather than simple traffic volume – are a major cause of most congestion issues.

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. Indeed, communities elsewhere are increasingly becoming wary of road expansion as a remedy for congestion because of the growing belief among traffic planners that reacting to congestion by building more capacity (widening roads) inadvertently triggers more traffic that is followed by still more road expansion.

A study to identify community-friendly best practices in traffic engineering for their potential applicability to Ladue should be considered. There are many new approaches to traffic engineering - from programs such as Transportation Control Measures (TCM) and Transportation Demand Management (TDM) to new design techniques such as the replacement of conventional intersections with traffic roundabouts – that could be useful to the City.

Roundabouts, for example, are increasingly being used to improve traffic capacity and do not require extensive right-of-way to construct. Considerable research has been undertaken on this design approach as an alternative to road widening projects. Most significantly, the Missouri Department of Transportation has been installing them in various locations around the state since 2002. Roundabouts are considered to provide the following benefits, according to the Insurance Institute for Highway Safety:

- Merging, rather than stopping, at intersections with minimal speed reduction
- No electric signals, potentially saving up to \$5,000 per year
- 75% reduction in traffic delays (more efficient movement through intersections)
- 90% decrease in fatal or incapacitating injuries

With the roundabout design, entering traffic yields to circulating traffic while circulating traffic continues moving. Roundabouts can also handle heavy traffic volumes, while simultaneously slowing traffic on fast roads and reducing accidents. They also aesthetically enhance intersections.

45. Traffic Levels on Selected Roads Based on Visual Observation, May-June, 2005			
KEY:			
A-B Range: Free flow, no restrictions - to stable flow with the beginning of some flow restrictions though negligible.			
C-D Range: Volume and density restricts drivers in their speed & maneuvering options - to unstable flow with sudden speed variations			
E-F Range: Less stable flows and more frequent/intensive speed variations than D - to complete stops of traffic at times.			
Road and Location	Probable Level of Service (LOS)		
	A-B	C-D	E-F
Lindbergh @ Highway 40			●
Lindbergh @ Clayton			●
Lindbergh @ Ladue			●
Warson @ Clayton			●
Warson @ Ladue			●
Warson @ MICDS entrance			●
Warson @ Conway Cut-off			●
Clayton @ South Outer Road			●
South Outer Road @ Highway 40			●
Clayton @ Conway		●	
Clayton @ Price		●	
Price @ John Burroughs entrance		●	
Clayton @ Lay		●	
Highway 40 @ McKnight		●	
McKnight @ Litzinger		●	
I-170@ Ladue		●	
Ladue @ Ladue Crossing entrance		●	
Lindbergh @ Conway		●	
Lindbergh @ Litzinger		●	
Warson @ Conway		●	
Warson @ Litzinger		●	
Dielman @ Ladue		●	
Ladue @ Price School		●	
Litzinger @ Overbrook		●	
DesPeres @ Old Warson		●	
Price @ Ladue		●	
McKnight @ Ladue		●	
McKnight @ Clayton		●	
All remaining roads/segments	●		

3. Other Transportation Infrastructure. The old Terminal Railroad right of way east of I-170 also passes through the City's northeastern corner at Ladue Road. The segment immediately to the south, though not within the city limits, is a part of the MetroLink extension that was recently completed. It provides a new transportation mode for the area, affording efficient access to many parts of the region. (Illustration 46.)



46. Terminal Railroad right-of-way, looking north at Ladue Road.

G. Other Public Facilities and Services

1. City Hall. City Hall, located on Clayton Road east of Tirrill Farms Road, continues to serve as an adequate executive, legislative and administrative location for the Mayor, City Council, Assistant to the Mayor/City Clerk, City Engineer, Building Commissioner and other staff. The building was constructed in 1970, is centrally located and well maintained, with parking and landscaping improvements presently underway. There are no additional needs for the immediate future. The building site occupies 6.5 acres and includes other buildings as described below. (Illustration 47.)



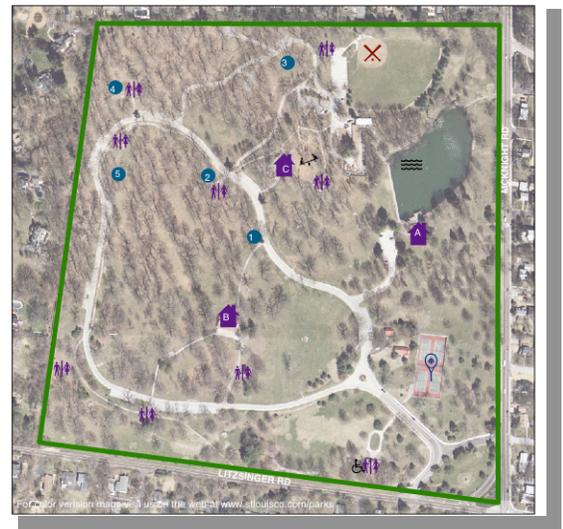
47. City Hall

2. Police Department. Located adjacent to City Hall, the Police Department is the second of a three-building group. It was built 6 years ago and has housed the Detective Bureau, communication division, patrol division, and orientation center since that time and serves these purposes well. This facility is adequate for the City's needs in the foreseeable future.

3. Fire Department. Ladue has two fire stations. The first (Station No. 1) is located on the north side of Clayton Road just west of Price Road. Station 2 is also located on Clayton Road but is located east of Warson Road. Both facilities are two stories in height. Because they are more than fifty years old and because station design has evolved considerably during the intervening period, these buildings need to be kept up to date. They are centrally located to adequately serve all areas of the City and are well equipped with rolling stock and related equipment.

4. Department of Public Works Building and Garage Facilities. These facilities are located in several structures behind City Hall and house the Public Works headquarters as well as the equipment and trucks that are used for streets, parks, and grounds maintenance. Both the physical plant and the rolling stock are adequately maintained.

5. Parks. Two parks are located within the Ladue city limits. Rodes Park is a small facility with minimal improvements located on an island bounded by Ladue Road, Warson Road, and the Ladue Cutoff. Tilles Park is operated by St. Louis County. It is a large facility (56 acres) located on McKnight Road north of Litzinger Road with a variety of facilities including a lake, picnic shelters, ball fields, tennis courts, picnic tables, barbeque pits, playground and restrooms. For years Tilles Park has been the venue for an annual Christmas light show that draws large numbers of visitors from the entire region. Given the amount of passive open space within Ladue, these park facilities are adequate for the City. (Illustration 48.)



48. Tilles Park.

6. Leaf Composting Facility. Ladue operates a large composting facility on the South Outer Road just east of Warson Road as a service in order to help manage the City's extensive tree canopy. It collects leaves from October through December and again in April. It also picks up brush from March through October and Christmas trees in January. It offers mulch to residents free of charge at the site and provides delivery services for a fee. The composting facility is functioning adequately with no needs.

H. Conclusion

This concludes the chapter on Existing Conditions and Analysis. The City of Ladue has few major challenges thanks in great part to a series of important factors: Previous planning, the continued caliber and activism of the City's residents, its political leadership and its professionally administered government.

Throughout its 70 year history Ladue has been an elegant and graceful residential community without peer in the St. Louis Region. This legacy continues today and the intent of the present planning study is to ensure that it does so well into the future.

The next phase of this assignment will result in the drafting of a new plan update for Ladue. Given the City's successful experience with development and build-out of the community according to the previous planning guidelines, the new plan is expected to continue the basic course as previously charted, with minor modifications. The following broad goal areas – paraphrased from the previous plan - will be explored and developed for discussion and refinement during the planning phase of work:

- Maintain, preserve and improve the City's present character.
- Manage, guide and direct all public/private physical development consistent with the City's planning history.
- Preserve and retain the single-family residential densities in keeping with Ladue's character and quality.
- Retain existing commercial areas in their present locations and encourage improvements to enhance their ability to contribute to the city's tax base.
- Retain and improve the existing road hierarchy while avoiding lane expansion – including the retention/improvement of walks, paths, and bridges through regular use of the dedicated tax revenue stream
- Encourage the continued quality of all public and semi-public open spaces and natural features throughout the community.
- Encourage the continuation of high levels of architectural quality and site design in the development of both private and public property.

36. Zoning District Map



LEGEND

	Residential District
	Floodplain District
	Commercial District
	Industrial District

James Jones & Associates

Community, Urban, & Regional Planning Services

Land in the city is assigned to the A, B, C, D, E, G or H zoning district. Land within the 100-year floodplain is also assigned to the F zoning district.

City of Ladner
September 27, 2008

36A. Zoning District Map



SCALE IN FEET

LEGEND

- A Residential District
- B Residential District
- C Residential District
- D Residential District
- E Residential District
- F Residential District
- G Floodplain District
- H Commercial District
- I Industrial District



Land in the city is assigned to the A, B, C, D, E, G or H zoning district. Land within the 100-year floodplain is also assigned to the F zoning district.

II. Comprehensive Plan Update

II: Comprehensive Plan

A. Overview

The following update of the Ladue Comprehensive Plan is the result of intensive work undertaken over the past ten months under the guidance of the City's Zoning and Planning Commission and oversight by the Assistant to the Mayor.

Existing conditions within the city and its immediate surroundings were studied and analyzed in order to establish the database for the plan update. The analysis began with a review of the city's historical development. It was followed by an examination of population, social and economic characteristics; natural features; present land uses; existing zoning; transportation; and public facilities and services. Chapter I comprises the record of this work.

The information on existing conditions was presented for discussion at a public forum on September 15, 2005, which was hosted by the City and attended by representatives of the Mayor's office, the City Council, members of the Zoning and Planning Commission, and City staff. Considerable interaction occurred between these representatives and citizens who visited five special topic tables at which many verbal and written comments were received. The special topic areas included History, Land Use and Zoning, Natural Features, Public Facilities, and Zoning. (Illustrations 49 and 50.) The complete record of this forum is on file at Ladue City Hall.



49. September 15, 2005 Public Forum



50. Special topic area at September 15, 2005 Public Forum.

The plan that follows reflects both the initial analysis of existing conditions as well as the input received from the public forum. It describes issues and opportunities which frame the need for a plan, defines goals and objectives, lays out specific plan elements, and concludes with an implementation strategy.

B. Issues and Opportunities

A number of issues and opportunities have been identified for Ladue and are listed here. Each is addressed in more detail within the relevant plan elements that follow this section.

1. Issues

- The need to retain Ladue’s existing housing character and general densities as infill occurs.
- The challenge of infills built to the maximum allowable footprint - “McMansions” - which are frequently out of scale to surrounding structures, negatively affect the visual quality of the block face, and reduce the open space and landscapes that are such an important part of Ladue’s character.
- The desire of older residents to have downsized high-end housing options available in Ladue, and the nature of such housing.
- The need to manage existing land uses and to guide new development in ways that both maintain the City’s existing character and address new needs.
- The need to preserve the existing scale and aesthetics of Clayton Road Park.
- Maintaining Ladue’s smallest residential land use category, the E District, as a location for quality housing opportunities.
- Emergency vehicle access on some residential streets.
- The visual environment in some commercial areas.
- The need to maintain existing retail areas at present levels of development.
- The corresponding need for commercial development within existing commercial districts as a tax-generating entity to meet rising municipal costs.
- High traffic levels on the City’s arterials and collectors, coupled with a strong community desire to avoid needless lane expansions that negatively affect the City’s rural, wooded character.
- Potential multi-year disruption of traffic on Ladue arterials and collectors during MoDOT’s lengthy Highway 40/64 reconstruction project.
- Periodic storm water backups, flooding, and aesthetic issues due to creek blockages, aging MSD infrastructure and increased runoff resulting from greater lot coverage in the regional watershed.
- The need to preserve tree and vegetative cover as infill occurs.
- The condition of the city’s two fire stations.

2. Opportunities

- A unique and well-established character set.
- Continuing strong demand in the estate housing market.
- Commitment on the part of residents and government to maintain Ladue’s historically high qualitative standards as an estate community.
- Growing demand for downsized luxury housing and the availability of two sites at the edge of the city with the potential to address this category.
- Market demand for commercial office development along the Manchester corridor south of the city, and the availability of a site within Ladue adjacent to this corridor.
- Advances in traffic engineering, design and management that potentially enable improved traffic circulation while minimizing road expansion.

- The availability of nearby quality shopping opportunities to the west, northeast, and east, that enhance Ladue’s desirability as a luxury residential community.

C. Goals and Objectives

1. Manage, Guide and Direct Development
 - a. Maintain the administrative capacity of existing municipal departments at present levels, to manage all tasks related to the plan.
 - b. Continue regular meetings of the Zoning and Planning Commission with additional special meetings as needed, to perform its duties as outlined in the city code regarding housing and public facilities.
 - c. Continued, regular meetings of the Architectural Board to monitor and manage design issues through the review of building permit applications.
 - d. Maintain ongoing communication and coordination with the Mayor’s Office and the City Council.
2. Maintain, Preserve and Improve the City’s Present Residential Character Within Already-Developed Areas.
 - a. Maintain present low densities within already-developed areas to preserve the characteristic of spaciousness.
 - b. Guide and direct land use activity within the estate residential districts to retain their position of visual prominence in the City’s housing stock.
 - c. Preserve Ladue’s predominantly single-family characteristics in existing neighborhoods and developments.
 - d. Promote architectural quality and diversity.
 - e. Preserve and foster the City’s countryside setting of rolling hills, mature trees and extensive vegetation.
3. Retain and Support Existing Commercial Areas and Encourage Quality Uses Within all Currently Existing Commercial Areas.
 - a. Preserve current density and scale within existing shopping areas.
 - b. Improve aesthetics along the public right-of-way at selected locations.
 - c. Encourage adaptive reuse of the Rock Hill Landfill site into quality low-rise commercial and retail uses.
 - d. Incorporate sufficient levels of design detail at the Landfill site to establish it as a unique project appropriate to Ladue’s image and character.
 - e. Incorporate adequate visual buffers between commercial and residential portions of the Landfill site and adjoining residential areas.
4. Retain and Improve the Existing Road Hierarchy While Avoiding Unnecessary Lane Expansion
 - a. Continue present maintenance programs.
 - b. Conduct a citywide traffic circulation study focusing on the confirmation of traffic hot spots, new traffic management techniques and design treatments.
 - c. Apply specific management and design techniques to known traffic hot-spots.
5. Encourage the Continued Quality of Public/Semipublic Open Spaces and the Public Right-of-Way
 - a. Continue to maintain parks and semi-public open spaces at present standards.

- b. Continue with the citywide sidepath maintenance/improvement program, enhancing it where appropriate with specific improvements.
 - c. Explore the possibility of streetscape improvements along the existing commercial corridors of Ladue, particularly on the south side of Clayton Road in the Clayton/40 Commercial area.
6. Encourage the Continuation of High Levels of Architectural Quality and Site Design in both Residential and Commercial Districts
- a. Where there is new construction, encourage quality design with a broad range of design options.
 - b. Continue to monitor new homes, new accessory structures and building modifications.
 - c. Encourage spaciousness.
 - d. Incorporate high-end design elements on building exteriors.
 - e. Include landscaping, water features, lighting, site furniture, and other amenities within common areas as applicable.

D. Future Land Use Plan

1. Background. This comprehensive plan update contains three elements: Future Land Use, Transportation, and Public Facilities. The Future Land Use element addresses residential, floodplain, commercial, and industrial uses. The Transportation element describes all plan aspects dealing with movement, including roads and pathways. The Public Facilities element covers government, police protection, fire protection, parks, and other services.

2. Future Land Use Element. The Future Land Use Plan essentially continues the City's 67-year old tradition of land uses with only minor modifications. Throughout the City's history, this system has been effective in helping Ladue to first develop, and then retain, its unique character and qualities. It is desirable and important to continue this tradition. The Future Land Use Plan follows. Also refer to Illustration 51.

- a. Residential. The City of Ladue will continue to recognize residential development as the most important land use category. Ninety-two percent (6,123 acres) of Ladue's total land area of 6,649 acres is currently residential. This includes the 15-acre Lindbergh/Conway site that is already zoned residential. The city is already completely developed, with only one large additional underdeveloped site available (the Landfill), totaling approximately 64 acres. Although this site is not recommended for residential development, a small portion of land to its immediate north is already so designated and might be appropriately considered for creative residential uses. (Lindbergh/Conway and the Landfill sites are further addressed below.)

Estate Housing (3+ Acre Lots). Estate housing comprises 16.3% - 1,086 acres - of Ladue's residential base. The amount of land in this visually prominent large-lot category (Zoning District "A") in relation to smaller lots is relatively high in comparison with other affluent communities in the region, and it is considered to be one of the City's defining characteristics. It appears that the market for estate-type housing on 3-plus acre lots will continue to be strong well into the future.

As indicated in Chapter I, a visual analysis of the City's neighborhoods, coupled with a review of the existing zoning map, revealed ten 6-12 acre lots within the relevant zoning district which potentially could be subdivided to create a net addition of twenty seven 3+ acre home sites within the district. This type of activity could occur as property ownership changes hands within the real estate marketplace. If and as this occurs, siting (placement of the home on its lot), mass (structure volume and shape) and design themes should be managed to preserve the quality of estate housing and avoid visual degradation of the large-lot category.

High-End Housing (2.9 to 2/3 Acre Lots). The High-End category (Zoning Districts "C" and "B") is prevalent in terms of the *total land area* that it encompasses. It occupies approximately 62% of the City's residential land area, or 4,076 acres.

There are approximately 67 lots within the High-End designation that are substantially larger than the zoning minimums for this category and which would potentially allow for

subdivision into smaller lots. They appear to be sufficiently large to enable the net development of 97 additional homes.

Because required lot minimums within the two high-end zoning districts are smaller than those of the estate district, teardown and infill activity here could be substantially more visible from adjoining properties and from the public right-of-way. Therefore, it is recommended that, for infills, steps be taken to ensure that the spacious and stately appearance of the overall area is maintained to uphold the high-end character in these districts. This could occur through the development of design guidelines that address siting, mass and design factors. The guidelines should be broad and general to capture the essence of what is desired for infill in the High-End areas. The guidelines should be illustrated with photos, drawings, or renderings, which show desirable home siting, massing, and design elements within a variety of lot types.

Standard Housing (Minimum 10,000 to 29,000 Square Foot Lots). Homes in this category (Zoning Districts “E,” “E1,” and “D”) comprise only 14.5% of Ladue’s land area (960 acres). The vast majority of these units are well maintained. Because of this, their relative affordability and their location within the Ladue School District, they are in demand both by families with school-age children and by empty nesters that seek quality, downsized housing. The City should continue to encourage high levels of maintenance within the category.

Most of the lots in the Standard Housing category are close to the required zoning minimums; however, 10 lots appear to have the potential for subdivision, which could result in a net addition of up to 13 buildable sites.

Some homebuyers move into Ladue’s Standard Housing units with only minimal improvements. However, there is also an increase in the desire for modifications to existing structures such as room expansions/additions, or alterations of the roof profile to accommodate second-story rooms. This process presently requires a variance when the alterations necessitate using portions of the required side, rear, or front yards to accommodate them.

Additionally, there is a growing market for the replacement of existing homes with new structures, driven by buyers who prefer larger rooms and additional storage space that new homes can provide. The elevations and footprints of these infills often dwarf not only their own lots but adjoining property as well. They can also negatively affect a larger area when their mass is sufficient to loom over the entire block face. In no residential area is this more potentially harmful than in the very small-lot district (“E”) with its 10,000 square-foot minimum. Here, the City should discourage the use of variances from historic front, side and rear yard requirements, as well as elevations that are out-of-scale to surrounding buildings.

The extremely compact and well-kept neighborhood of Clayton Road Park (formerly zoned “E”) was particularly vulnerable to the deleterious effects of infill development. Consequently, the City developed a modified zoning category (“E1”), which establishes and applies a consistent method of preserving its character, as opposed to attempting to manage the issue through the variance process. The revision also requires a return to the historic 25-foot front yard setback, which will further protect its character.

A very small number of units in the Standard Housing category show signs of deferred maintenance such as peeling paint, deteriorated mailboxes, and/or yard debris. Some appear to be rental properties according to observations made by City personnel. In addition to the enforcement of existing codes, which are driven by complaints from neighbors or obtained through field reconnaissance by staff, the City should consider additional steps to manage code compliance.

Downsized Luxury Housing Opportunities. The demand for downsized luxury housing in Ladue appears to be increasing, based on comments heard from Ladue residents as well as by general market trends and regional development activity. The City recognizes the need to consider this type of housing for residents who seek it and who prefer to continue residing in the City rather than move to another community. However, the City also recognizes the need to maintain its present low-density estate and high-end residential character. Accordingly, Ladue may encourage development of such housing within the following parameters:

- It should not result in a net increase in unit density from the site's present zoning.
- It should be entirely buffered from adjacent properties through the use of adequate vegetation or combinations of vegetation, earth berms, and fencing.

- b. Floodplain District. Five percent of Ladue's land area (340 acres) is located in the Floodplain District (District "F"), which lies within the Deer Creek and Black Creek sub-watersheds.

The primary purpose of the Floodplain District plan element will be the management of storm water runoff both within and beyond the City. The city will comply with evolving regional requirements promulgated through the St. Louis County Phase II Storm Water Management Plan (SWMP), which was developed in partnership with MSD and many local jurisdictions. The purpose of these requirements is to prevent harmful pollutants (trash, soil solids, and animal waste) from being carried by storm water runoff into local water bodies, and to improve area water quality. The City is revising its procedures for storm water management consistent with the new regulations, and has commenced with implementation of some of the requirements. For example, new development in Ladue that is within the Deer Creek watershed may be required to have a zero-increase in final routed stormwater runoff.

The extensive private tree canopy within the City will need to be maintained and perhaps increased, in order to facilitate compliance with St. Louis County's new Phase II Storm Water program. This is because of the water retention characteristics that mature deciduous trees bring to the storm water management equation, and the resulting reduction in run-off.

Aside from the movement of storm water through and out of the City, the additional purposes of the district will be to retain some runoff to sustain and nourish the robust vegetation and tree canopy that is a part of Ladue's character set, to control soil erosion, to foster natural habitat, to preserve the district's value as a system of ecological corridors, and to complement Ladue's private open space network.

- c. Commercial District. The Commercial District designation ("G") occupies 118 acres comprising 1.8% of Ladue's land area.

For the planning horizon, commercial activity in existing commercial areas should be contained at present scales and densities so that adjoining residential areas continue to be supported and not compromised. This approach is particularly important in the Ladue/I-170 commercial area, where Ladue Road between the Terminal Rail Corridor and Gay Avenue forms a demarcation point between the existing neighborhood-scale retail development and the Colonial Lane residential area on the north, from a larger commercial area to the south.

- d. Industrial District. Ladue's only remaining industrial area is dominated by the 64-acre Rock Hill Landfill, which will cease operations within several years. The Industrial district ("H") occupies only 1% (67 acres) of the City's total land area, and should be improved with more appropriate land uses. Replacement of the existing landfill operation with another industrial land use would not be appropriate.

Because it is located at the southeast corner of the City and adjacent to the Manchester commercial corridor, it would be a suitable location for a carefully-planned creative uses of high caliber, consistent with or exceeding that of recent new commercial and retail development in the City. Appropriate uses would include low-rise office and retail with extensive site amenities, which would constitute an improvement over the existing industrial land use.

The City also encourages adaptive re-use of industrial sites into quality low rise, mixed-use commercial, retail and residential.

E. Transportation

1. Overview. Ladue's transportation network will continue to be comprised of its hierarchical street system of highways, arterials, collector roads, and local roads, complemented by the pedestrian pathways system located adjacent to many arterials and collectors.

2. Highways. Highway 40-64 will continue to be operated and maintained by MoDOT. Because of the facility's age and obsolescence, MoDOT will soon commence with a major reconstruction project from Sarah Street in St. Louis through the City of Ladue to Spoede Road west of the City Limit. The City will continue to encourage MoDOT to minimize disruptions of traffic flows on the surrounding arterial and collector system.

Regardless of the closure alternative that is selected, it is anticipated that traffic flows on many roads serving Ladue, including Lindbergh, Clayton, and Lay will be affected during construction. This will in turn place heavier manpower constraints on the City's Street and Police Departments as they contend with increased traffic management and enforcement challenges.

I-170 is operated and maintained by MoDOT, and should continue to adequately serve the needs of Ladue residents. However, the development of a completely new interchange at its intersection with Highway 40/64 will further complicate traffic flows throughout the entire area, with particularly negative traffic impacts anticipated on Clayton and Ladue Roads.

Lindbergh (U.S. Highway 67), the third highway serving Ladue, is also maintained and operated by MoDOT. It presently meets the City's needs and is anticipated to do so for the foreseeable future.

3. Arterials and Collectors. Clayton, Ladue, Conway, and South McKnight Roads will continue to be well-maintained as the City's principal arterials. Similarly, the following City-owned collectors will also continue to be maintained according to accepted standards: Litzinger, Old Warson, North Warson, South Warson, South Price, North Woodlawn, Lay (to centerline), and Des Peres (to centerline).

The City of Ladue remains committed to avoiding needless right-of-way acquisition and lane additions, which would have a negative effect on the City's country-like character. Simultaneously, it recognizes the importance of managing increased traffic demands to ensure efficient movement. In addition to addressing movement of motor vehicles, it is also important to recognize the increased usage of the City's arterials and collectors by bicyclists for both practical and recreational purposes. To address all of these issues and to meet the transportation needs of its residents, Ladue will undertake a study of selected traffic hot spots including an examination of techniques such as traffic calming, transportation demand management, and non-motorized circulation strategies.

4. Local Roads. All local roads will continue to be operated and maintained by the associations and trustees that oversee the neighborhoods and subdivisions within the City of Ladue. The City will provide guidance, upon request, regarding preferred section design, turn radii,

and lateral clearances, in order to prolong pavement life and to facilitate use by emergency vehicles.

5. Pedestrian Pathways System. Ladue will continue to maintain and replace its existing pedestrian pathways, consistent with available resources.

F. Public Facilities and Services

1. Government. City Hall will continue to function as the central location for the legislative, executive, and administrative duties of government. The facility will continue to be well-maintained. No major improvements are presently anticipated.
2. Police Protection. The City of Ladue will continue to fund and implement police protection services to maintain existing service levels. Located adjacent to City Hall, the Police Department is the second of a three-building group. It was built 6 years ago and houses all police operations including the Detective Bureau, Communications Division, Patrol Division, and prisoner processing center. This facility is adequate for the City's needs in the foreseeable future.
3. Fire Protection. The City will continue to closely monitor its two fire stations against evolving national and regional standards for these facilities.
4. Public Works Building and Garage Facilities. The Public Works Building and garage facilities should continue to adequately meet the residents' service needs during the planning period. Anticipated needs are equipment-and-service life related, and will be addressed according to present maintenance and replacement policies.
5. Parks. Because of the extensive amount of open space and tree canopy on private property and given the historic needs of the community, Ladue is already well served by this important amenity. Consequently, the City will continue to maintain Rodes Park as its only municipal park. Tilles Park, maintained by the St. Louis County Department of Parks, functions as a regional park and is expected to continue meeting the needs of Ladue residents.
6. Leaf Composting. Ladue will maintain existing levels of service to residents in terms of leaf collection, composting, brush removal, Christmas tree pickup, and the delivery of composted material. Although the existing facility will be adequate for future needs, there will be ongoing equipment maintenance and replacement needs, which will continue to be met through present management practices.

G. Implementation Strategy

1. Overview and General Recommendations. This section outlines specific steps in order to implement the goals of the Ladue Comprehensive Plan. It is subdivided into the three principal plan categories previously described: Land Use, Transportation and Public Facilities/Services. (Recommended entities to lead the implementation action are identified in parentheses.) In addition to these specific implementation recommendations by category, several general recommendations are also made as follows:

- Consider the addition of language specifying land use to the Zoning and Planning Code at Chapter 31, Article II, Section 31-25.
- Initiate a complete review of the City's Zoning and Planning code for potential modifications to achieve conformity with the Plan Update.
- Consider the development of design guidelines for buildings.
- Study recent developments in the assessment and measurement of outdoor lighting for potential applicability in Ladue's building code.

2. Land Use. The basic zoning system that has been in place since the City's inception has been effective in helping Ladue to develop and regulate its unique character. This system will continue as the principal implementation tool with only minor changes as noted in the action recommendations, which follow. (Note: For the design guidelines that are recommended below, the document developed by the Municipal Lawyers Association titled "Preserving Community Character" should be consulted for background information.)

a. Estate Residential - "A" District

- Identify Character Traits. Identify a set of specific character traits unique to Estate housing in Ladue and based on the broader character set described in Chapter I A 2. Characteristics for the Estate District could address spaciousness, seclusion, separation of principal structures from the roadway, architectural design, and perhaps other elements. (Zoning and Planning Commission and Architectural Review Board.)
- Utilize the results of this character and design-based study to develop refined architectural design and site layout guidelines (broader than "standards") to complement and expand upon the nominal requirements presently contained in Chapter 31, Article III, Section 31-46 of the Municipal Code. Apply the guidelines to all new construction and existing buildings undergoing major modifications (Architectural Review Board and Zoning and Planning Commission.)
- Limit Variances. In order to retain and continue managing this district as the visually dominant housing category in Ladue, the issuance of variances should be limited in favor of the newly established procedures recommended above. (Zoning and Planning Commission, and City Council.)

b. High End Residential – "B-C" Districts

- Identify Character Traits. Identify a set of refined character traits unique to High End housing within the City and based on the broad character set in Chapter IA 2. Differentiate traits between the "B" and "C" Districts. (Zoning and Planning Commission and Architectural Review Board.)
- Utilize the results of this character and design-based study to develop refined site layout and design guidelines (broader than "standards") to complement and expand upon the nominal requirements presently contained in Chapter 31, Article III, Section 31-46 of the Municipal Code. Apply the guidelines to all new construction

- and existing buildings undergoing major modifications (Architectural Review Board and Zoning and Planning Commission.)
 - Limit Variances. Variances should continue to be limited to addressing practical difficulties or unnecessary hardships. (Zoning and Planning Commission, and Zoning Board of Adjustment.)
- c. Standard Residential – (“D” and “E” Districts)
- Identify Character Traits. Develop a set of refined character traits unique to the “D” and “E” Districts and based on the broad character set in Chapter IA 2. (Architectural Review Board.)
 - Establish an electronic building image library and conduct a visual preference study of the Standard Housing areas, to *identify design elements to add to the character set.* (Architectural Review Board.)
 - Utilize the results of this character and design-based study to develop refined site layout and design guidelines (broader than “standards”) to complement and expand upon the nominal requirements presently contained in Chapter 31, Article III, Section 31-46 of the Municipal Code. (Architectural Review Board and Zoning and Planning Commission.)
 - For Standard Housing areas, consider the development of a benchmark that measures *relative size* of a proposed infill against the prevailing size on both sides of the affected block face, and incorporate it into the design guidelines. It should incorporate not only square footage and height measures *but also benchmarks that address its size and height when viewed from the curb - emphasizing narrower and deeper designs rather than taller and wider configurations.* Exterior building material guidelines or standards should be included. (Zoning and Planning Commission and Architectural Review Board.)
 - Apply the guidelines and standards to all new construction and existing buildings undergoing major modifications. (Zoning and Planning Commission and Architectural Review Board.)
 - Continuing emphasis should be placed on limiting the issuance of variances to addressing practical difficulties or unnecessary hardships. This can be facilitated when the specific implementation recommendations listed below are put into effect. (Zoning and Planning Commission and City Council.)
- d. Land Use Modifications for Unmet Residential Needs in Special Areas. During the course of this planning process, several unmet needs - including the preservation of residential character within the Clayton Road Park area, and the need for downsized luxury housing options in other limited areas - were identified by the City. The needs relating to the Clayton Road Park area were recently addressed through the creation of a special zoning sub district under the previous “E” district, and designated “E1”. The following strategic actions are recommended in order to address needs in other special areas of the City:
- Promote the limited development of downsized luxury housing with no net increase in existing densities. *Downsized Luxury Housing is defined as a single-family owner-occupied unit either with or without common walls, 1-3 person occupancy within a reduced living area, and with sufficient elements of architectural detail, craftsmanship, and character to make it both elegant and uniquely personal.* (Zoning and Planning Commission.)

- Encourage development of downsized luxury housing with no net increase in density, both within a portion of the Rock Hill Landfill site that is already zoned residential, and within the undeveloped area in the northeast quadrant of Conway Road and Lindbergh Boulevard (Zoning and Planning Commission and City Council.)
 - In the development of any downsized luxury housing, encourage the following: Emulate spaciousness; foster a “single-family” appearance through architectural design and landscaping; avoid clustering of multiple unit entrances; incorporate high-end design elements on building exteriors; include landscaping, water features, lighting, site furniture, and other amenities within common areas as applicable; incorporate visual buffering at boundaries with adjoining residential districts. (Zoning and Planning Commission.)
- e. Floodplain.
- Retain existing Floodplain areas
 - Monitor the changing best practices, which are resulting from the new Phase II Stormwater requirements and from related research.
 - Promote low-impact development which is practical and in conformity with evolving best developer practices.
 - Promote maintenance and enlargement of the existing deciduous tree canopy within the Floodplain, for water absorption/reduction of run-off, and to further improve air quality.
 - Encourage increased deciduous tree plantings in both Floodplain as well as non-Floodplain areas.
 - Encourage the consideration of extended (deeper) detention facilities to better control discharge rates and to reduce erosion.
 - Continue revising the City’s stormwater management regulations for compliance with Phase II requirements and with best management practices.
 - Promote the floodplain’s role in filtering air, providing natural habitat, fostering ecological corridors, and complementing private open space.
 - Encourage improved drainage patterns addressing the quantity/direction of runoff and erosion.
 - Encourage the use of “soft,” or natural storm water management approaches.
 - Develop performance standards.
- f. Commercial
- Within existing commercial areas, discourage adjacent rezoning to expand retail/commercial space and densities. (Zoning and Planning Commission.)
 - Also within existing commercial areas, encourage the limitation of elevations to one-to-two-story and discourage large-scale redevelopment. (Zoning and Planning Commission.)
 - Encourage the completion of a unified landscape plan on both sides of the Clayton Road corridor between Conway and Warson Road, to further establish the area as a shopping village. (Zoning and Planning Commission.)
 - Encourage and support conversion of the Rock Hill Landfill area from an industrial site to a new commercial area (further addressed below).

g. Industrial

- Encourage adaptive re-use of the Rock Hill Landfill site into a quality development containing low-rise commercial as the dominant use with some high-end retail (and a downsized luxury housing component within the portion of the site presently zoned residential.)
- Require an enhanced site plan at the Landfill redevelopment with unique amenities including water features, landscaping, outdoor furniture and architectural detailing, lighting, as well as landscape buffers to separate commercial and internal/external residential areas.

3. Transportation

a. Highways

- Strongly encourage MoDOT to utilize selective lane closures rather than complete closure during the reconstruction of Highway 40/64, and the 40/64 - I-170 interchange.
- Continue with and complete the development of a traffic management plan for Lindbergh, Clayton, Lay and other city-maintained roads to be deployed during the highway construction period.

b. Arterials and Collectors

- Identify and study selected traffic hot-spots for vehicular volume and turning movements, and conflicts with pedestrian and bicycle movement
- Study best-practices for potential applicability in the City, including traffic demand management, traffic roundabouts, non-motorized circulation strategies, context-sensitive design, transportation control measures, traffic calming, and other methods to reduce/eliminate the need for lane expansion.
- Implement selected best practices.
- Continue and adjust regular maintenance programs as necessary.

c. Local Roads

- Continue providing guidance upon request regarding maintenance or replacement of local roads within existing subdivisions, to maintain or improve emergency vehicle access, and to reduce runoff and erosion.
- Continue applying existing local road design and maintenance standards for new subdivisions.

d. Pedestrian Pathways System

- Continue and adjust regular maintenance programs as necessary, including the required retaining wall system.
- Support pedestrian movement across intersections through traffic management techniques and the selective use of marked pedestrian crossings.

4. Public Facilities and Services

a. Government

- Continue with the provision of government services at levels that are consistent with the City's needs.

- Continue the current building maintenance procedures at City Hall, with future adjustments as necessary.
- b. Police Protection
 - Continue providing police services at present levels.
- c. Fire Protection
 - Closely monitor existing fire stations to determine future needs for either building in order to maintain adequate service levels.
 - Monitor service requirements relating to fire trucks and ambulances.
- d. Public Works Office/Garage Facilities
 - Continue the provision of services at present levels.
- e. Parks
 - Continue with the maintenance of Rodes Park at present levels.
- f. Leaf Composting and Branch Pickup
 - Maintain existing service levels.

H. Conclusion

Through the intensive efforts of the Ladue Zoning & Planning Commission and in coordination with the Mayor's Office, the City Council, and the City's Administrative Department, this planning process has resulted in a major update of the City of Ladue's Comprehensive Plan. Through considerable discussion and public involvement at key points during the effort, the process has also resulted in a re-affirmation of virtually all of the original planning principles upon which Ladue was founded seventy years ago.

This Plan is intended to guide the City well into the next decade of service to its citizens in a manner that sustains the high standards of land use and development that are expected in Ladue. With the continued involvement of all who helped to develop this plan, this intent will be achieved.

Illustration 53. Future Land Use Plan – to be Inserted

CITY OF
LADUE

City Hall

I, **M. PETER FISCHER**, serving as the Chairman and Secretary of the Ladue Zoning and Planning Commission, do hereby certify that in accordance with Missouri Revised Statute Chapter 89, Section 360, the attached is a true and correct copy of the City of Ladue Comprehensive Plan Update, including maps and descriptive narrative, as it was approved by the Zoning and Planning Commission on September 27, 2006, under the Zoning and Planning Commission file number 2004-12.

IN WITNESS WHEREOF, I HAVE HEREUNTO SET MY HAND THIS 29th DAY OF NOVEMBER, 2006.

M. Peter Fischer

M. PETER FISCHER

CHAIRMAN, LADUE ZONING AND PLANNING COMMISSION

ON THIS 29th DAY OF NOVEMBER, 2006, BEFORE ME PERSONALLY APPEARED M. PETER FISCHER, TO ME KNOWN TO BE THE PERSON DESCRIBED IN, AND WHO EXECUTED THE FOREGOING INSTRUMENT, AND ACKNOWLEDGED THAT THE FACTS SET FORTH THEREIN ARE TRUE AND THAT HE EXECUTED THE SAME IN HIS CAPACITY AS CHAIRMAN AND SECRETARY OF THE LADUE ZONING AND PLANNING COMMISSION.

IN TESTIMONY WHEREOF, I HAVE HEREUNTO SET MY HAND AND AFFIXED MY OFFICIAL SEAL AT MY OFFICE IN THE CITY OF LADUE THE DAY AND YEAR FIRST ABOVE WRITTEN. MY COMMISSION EXPIRES: 8/3/07

Shelly D. Benson

NOTARY PUBLIC

