
St. Louis Downtown Development Action Plan

Executive Summary of Downtown Now!
Master Plan

June 1999

DRAFT



St. Louis Downtown Development Action Plan

BACKGROUND

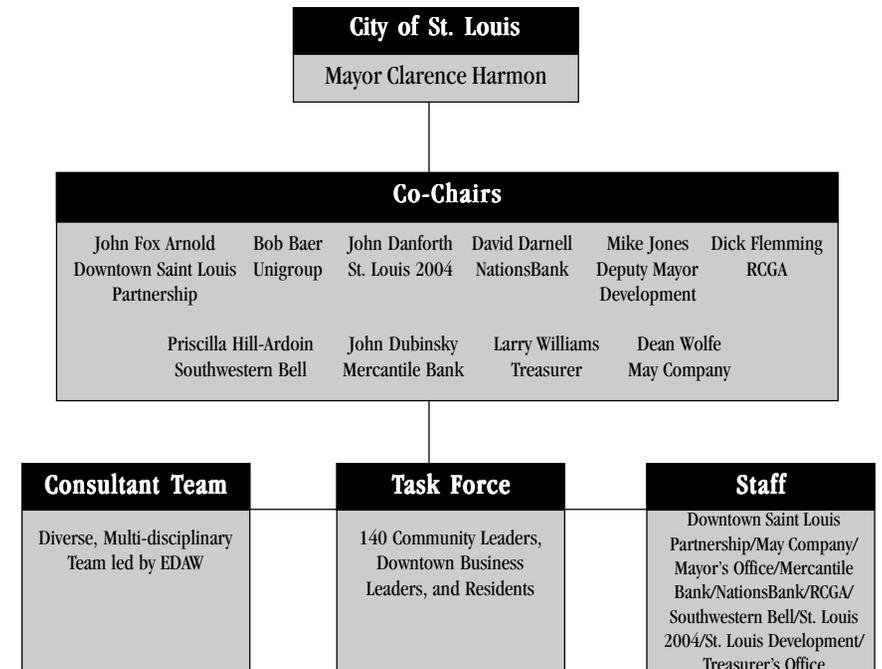
Downtown Now!, a public/private partnership, was created in October 1997 by Mayor Clarence Harmon to develop a five- to seven-year action for revitalizing Downtown St. Louis. The partners are the City of St. Louis, Downtown Saint Louis Partnership, Regional Commerce and Growth Association (RCGA), and St. Louis 2004. The Mayor appointed Co-Chairs representing these organizations to lead this process and a 140 member Task Force representing the stakeholders of downtown. Additional Co-Chairs were added in subsequent months.

The Co-Chairs are as follows: Michael Jones, Deputy Mayor, Development, City of St. Louis; John Fox Arnold, Chairman, Downtown Saint Louis Partnership; Richard Fleming, President and CEO, Regional Commerce and Growth Association; Senator John Danforth, Chairman, St. Louis 2004; Robert Baer, President and CEO, UniGroup; David Darnell, President, NationsBank Midwest; Larry Williams, Treasurer, City of St. Louis; Priscilla Hill-Ardoin, President, Southwestern Bell Missouri; Dean Wolfe, Executive Vice President, May Company; John Dubinsky, President & CEO, Mercantile Bank, St. Louis.

The Mayor's charge was to utilize determined, rational decision-making and creative problem solving to develop an achievable and implementable master plan for the revitalization of downtown that built upon the work of the 1993 Downtown St. Louis Strategic Plan and set an agenda for development activity that can be substantially complete or underway by 2004.

THE GOALS OF THE DOWNTOWN DEVELOPMENT ACTION PLAN

- Define a guiding vision directing the sense of place and design for Downtown.
- Strengthen Downtown's role as a place that engages, empowers, & celebrates its diverse population.
- Reinforce the value of Downtown as an Urban Center for the region.
- Develop detailed physical design and implementation plans for the Downtown and its districts.
- Develop a development program and phasing strategy.



Downtown St. Louis



St. Louis Downtown Development Action Plan

PLANNING PROCESS TO DATE

A phased planning process was developed together with a decision-making structure that ensured an open, proactive, community-endorsed master plan.

Phase One: Development Principles and Priorities (Oct. 1997-Dec. 1997)

Beginning in October 1997, Downtown Now! held regular monthly meetings with the Task Force and other stakeholders to review the 1993 Downtown St. Louis Strategic Plan and best practices from across the country. Based upon this review, the key components of a phase one revitalization strategy for Downtown St. Louis were summarized into a draft set of Development Principles and Priorities. In November, Downtown Now! held its first public meeting, attended by more than 250 people. A second draft was submitted to the public for review at the December public meeting. Overall, the Development Principles and Priorities were created with input from more than 500 stakeholders and underwent six major revisions before the Task Force and Co-Chairs accepted the recommendations and submitted them to Mayor Harmon for approval on December 24, 1997.

Phase Two: Development of Master Plan (Jan. 1998-June 1999)

In January 1998, Phase Two of the master-planning process began with the commissioning of a downtown housing study by Zimmerman/Volk Associates Inc. In March 1998, Downtown Now! hired a consultant team led by EDAW, Inc. to assist in the creation of the revitalization master plan for Downtown. The team includes Simon, Martin-Vegue, Winkelstein Moris, Urban Strategies, The Concord Group, InfoNology, Soskolne & Associates, TDA, Development Strategies, David Mason & Associates, Kiku Obata & Company, Kwame Building Group, Marketing Works, and Trivers & Associates.

The EDAW team launched the data gathering phase of the master planning process in April 1998. The team met with more than 200 representatives of Downtown-related agencies, transportation officials, businesses, educational institutions, tourism bureaus, housing and commercial developers. The team also completed a detailed analysis of the existing physical conditions of the Downtown and the region in order to determine a successful strategy for revitalization. By the end of May 1998, the EDAW team had met with nearly 300 additional Downtown stakeholders and potential investors in order to evaluate proposed projects and visions for the Downtown. The team facilitated a unique full day workshop for the Downtown Now! Co-Chairs, local elected officials, major regional civic, government, and business leaders, to synthesize the myriad ideas and plans presented into a revitalization strategy.

The First Directions report released June 1, 1998 presented the planning team's early conclusions on key strategies and high priority actions for Downtown revitalization. The purpose of the report was twofold: to inform the public and to encourage debate on the team's initial thoughts, proposals, and strategies; and to establish a preliminary framework for the more detailed Downtown revitalization plans to follow.

In mid July, the planning team presented a draft Framework Plan based on extensive market analysis, the First Directions report and feedback from many small group meetings, Task Force meetings, and one public meeting. The Framework Plan was a composite of districts, land use, transportation, and open space strategies.

In September, the draft Phase One Master Plan identified focus areas for revitalization: Laclede's Landing/Riverside North District, Washington Avenue Loft District, Old Post Office/Central Business District, and the Gateway Mall/Arch Grounds District. The team further developed specific costing, financial and economic analyses to evaluate the draft master plan. Feedback from the public meeting, developers' forum, and Task Force meetings was gathered through September and November. Another public meeting was held in December to present a comparison of public capital expenditures of other major downtowns with the preliminary cost estimates of the draft Master Plan.



View of the St. Louis Skyline from East St. Louis



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After the development of the focus areas, Downtown Now! decided to further study two key districts. In January, Lord Cultural was hired to determine the feasibility, potential sites and themes for one or more cultural institutions along the Gateway Mall/Arch Grounds. The Old Post Office/Central Business District also underwent further study to determine uses and redevelopment potential for the Syndicate/Century and the Arcade/Paul Brown blocks. In March, a public meeting was held to present a draft of the Final Master Plan for Downtown. Details of the plan including street sections, transportation, and project costing were presented.



Work Session

COMMUNITY OUTREACH

During the summer months of June, July and August, Downtown Now! met with more than 500 Downtown stakeholders and potential investors, including presentations to St. Louis 2004/David R. Francis Society, the RCGA Board of Directors, and Focus St. Louis – Community Leadership for Teachers. During the months of September to December, Downtown Now! met with another 500 citizens, making presentations to the St. Louis Employee Relocation Council, the American Institute of Architects, the Jefferson National Expansion Memorial Board, the St. Louis 2004 Co-Chairs, the Missouri Society of Professional Engineers, and Focus St. Louis – Impact St. Louis program, Tenet Health Systems, the St. Louis Railway Club, and the Danforth Foundation. From January to March, Downtown Now! met with another 200 citizens during presentations to OASIS, the St. Louis Pachyderms, Rebuild St. Louis and MoKan, Parks District, the Lawrence Group and the Critical Mass Imagine Art Here Charette.



Public Meeting at America's Center



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STRATEGIC FRAMEWORK

THE MISSION OF DOWNTOWN NOW!

Capitalize on and strengthen the center city's role as the premier office location in the region and utilize retail, entertainment, housing, and cultural attractions to extend the time people spend Downtown, enhance liveability, and attract visitors.

WHY IS THE DOWNTOWN SO IMPORTANT?

- The Downtown is the public face of the St. Louis metropolitan area to the world.
- To best position itself to compete with other regions in a global economy, the St. Louis region must strengthen its center.
- Regions are economically interdependent; with few exceptions, as a center city performs, so do the suburbs.
- A thriving downtown offers a quality of life attractive to high growth leaders in the new economy - information technology, software, media, film/TV, advertising, and ad imaging firms.
- Downtown is Missouri's largest concentration of jobs and the second largest jobs hub in the Midwest. The region already has a great stake in the Downtown.
- The City of St. Louis relies on the Downtown for an increasing share of its tax revenue - 20% in 1981 and 33% predicted in 2000.

DOWNTOWN AS THE ATTRACTION

- Downtown is the destination of 15 million visitors annually. Attractions include the Arch Grounds, Union Station, the Convention Center, Busch Stadium, and Kiel Center.

STRATEGIES

- Develop a world class attraction along the Gateway Mall. A Smithsonian affiliate is under serious study.
- More actively program the Arch Grounds and Gateway Mall for recreational and festival uses.



Busch Stadium



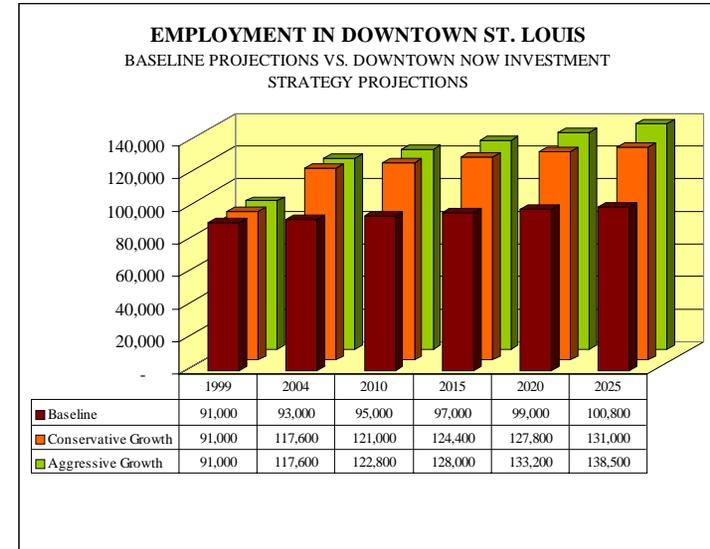
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DOWNTOWN AS THE EMPLOYMENT CENTER

- Downtown St. Louis, unlike Downtown Detroit or Denver, is the largest employment concentration in the region.
- Nationally, attracting large corporate headquarters to a downtown has proven less successful than expanding existing businesses and attracting businesses of the new economy.
- With today's tight labor market, employers are increasingly focused on the quality of life available for their employees.
- Nationally, new economy businesses - information technology, software design, media, imaging, and related areas - generally find Downtown environments and renovated building space attractive. Renovated Downtown environments offers these sectors the kind of leading edge, entrepreneurial business lifestyle not available in the suburbs.

STRATEGIES

- Launch comprehensive improvement of the Downtown environment - streets, sidewalks, public spaces, buildings, districts - in order for Downtown to become a more attractive work environment and stronger generator of new employment opportunities.
- Nurture existing business through surveys, relationship-building, and rapid response to concerns raised.
- Promote strong Missouri tax incentives included in Rebuilding Communities Act for locating businesses in the City of St. Louis - incentives to offset earnings tax, Missouri state taxes owed, investment in telecommunications infrastructure, etc.
- Actively recruit major corporations headquartered outside of Downtown to take Downtown space as a civic commitment to the health of the region.
- Aggressively market Downtown St. Louis' competitive advantage as a major hub of the information superhighway system with ample bandwidth provision for any need and Southwestern Bell's switch capacity.
- Implement a comprehensive parking strategy, adding a significant number of new spaces.



Aerial View of the Arch Grounds and the Downtown

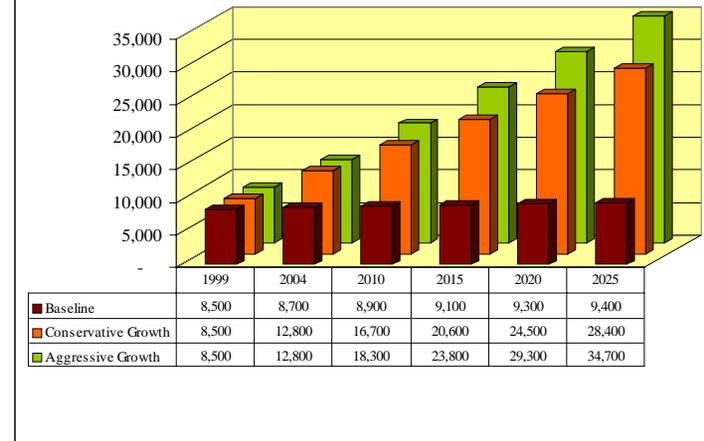


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DOWNTOWN AS A PLACE TO LIVE

- The most economically successful downtowns are those in which there is the greatest residential population.
- Market studies show that St. Louis has a pent-up demand for Downtown housing.
- Downtown Residents:
 - Create the atmosphere of activity and occupation that overcomes concerns about crime and security.
 - Provide the market complement to the daytime business population, creating the demand for retail goods and services that are also of benefit to the working population.
 - Generate a “virtuous cycle” of growth, contributing to and drawing from the strength of the employment sector.
 - Typically are well-educated, well-paid and possessed with entrepreneurial energy. As a result, the rate of business formation and job creation should be high and create a significant multiplier effect in service sector employment.

RESIDENT POPULATION IN DOWNTOWN ST. LOUIS
BASELINE PROJECTIONS VS. DOWNTOWN NOW INVESTMENT
STRATEGY PROJECTIONS



STRATEGIES

- Enhance or create two new neighborhoods - Washington Avenue Loft District and Laclede's Landing/Riverside North District where sufficient critical mass can be established to ensure their sustainability.
- Focus tax incentives, patient capital investment, infrastructure and open space improvements, and marketing efforts on these new neighborhoods.



Loft Interior on Washington Avenue



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DOWNTOWN AS THE EDUCATION CENTER

- Education is the fundamental resource of the new economy - as a result, Downtown must offer educational opportunities at all levels to create a competitive advantage.

STRATEGIES

- Create the Webster University Regional Center for Educational Excellence and Technological Innovation - with business, communications, and continuing education instruction - at the Old Post Office.
- Commit other regional educational leaders to a Downtown presence.
- Focus attention on day care and pre-school services to make Downtown a family-friendly work and living environment.
- Create top-notch junior and senior high schools - taking advantage of opportunities by Webster University, St. Louis Public Library, and the proposed new museum.
- Market the Gateway Magnet School.



Old Post Office



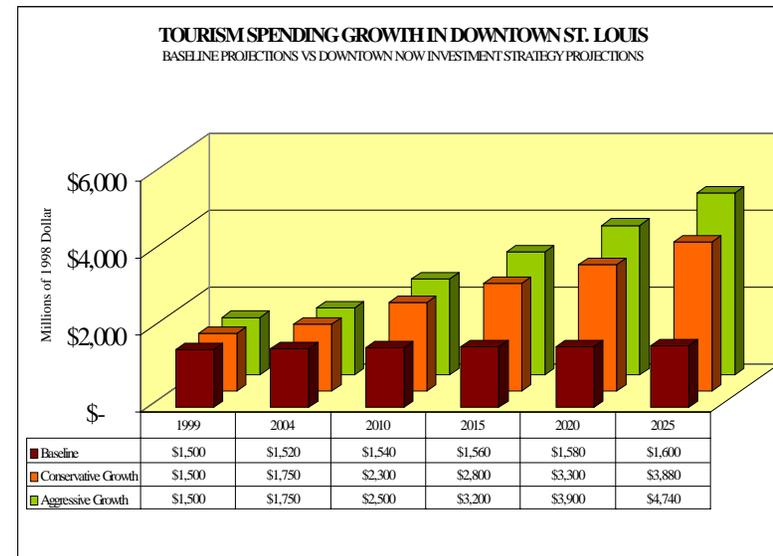
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DOWNTOWN AS THE CENTER OF THE REGION

- With its proven location on the Mississippi River, its magnificent and iconic Arch, the remarkable Gateway Mall, the fascinating stock of historic buildings, and its heritage of strategic investments, Downtown St. Louis has many of the basic qualities necessary to regain its rightful position as one of the nation's greatest cities.
- In order to form the complex and distinctive chemistry and characteristic of all great cities St. Louis must take better care of and pay closer attention to the details of the downtown.

STRATEGIES

- Implement a comprehensive program of physical improvements to the street and open space environments that give pedestrians the priority.
- Undertake a complete makeover of the Gateway Mall to realize its extraordinary civic potential.
- Revitalize the Old Post Office District; the current situation of dereliction and vacancy is completely unacceptable.
- Cover I-70 between the Gateway Mall and the Arch Grounds to reconnect the Mississippi River and the Arch to the Downtown core.



Busch Stadium



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THE FRAMEWORK PLAN

The Framework Plan is composed of a series of districts that have a strong locational, land use or historical identity. The transportation system in this plan provides good internal and regional connectivity with boulevards and parkways, while honoring the existing street grid. An open space system provides recreational and passive activity and enhanced pedestrian connectivity.

LAND USE AND DISTRICTS: The Old Post Office District and the Washington Avenue Loft District, in the heart of the Downtown Core, are foci for the renovation effort. Many historic buildings will be converted into lofts, housing, office space and future learning centers. Ground floors will provide business and residential services, as well as entertainment and arts-related uses. New and rejuvenated residential neighborhoods will develop across the northern part of the Downtown, including Carr Square, Columbus Square, Riverside North and Laclede's Landing. Downtown West will provide an ideal location for the next phase's new concentrated residential community. Laclede's Landing/Riverside North is a place where new apartments, condominiums and townhouses will be built, as well as where the conversion of buildings into lofts, retail space and offices will occur.

Two overlay sub-districts will provide areas of concentrated services. The Tucker Avenue North Commercial Sub-District will provide neighborhood services for the near north neighborhoods and serve as the grand entrance to Downtown from the New Mississippi River Bridge. Martin Luther King Industrial Park and Chouteau Valley are the industrial districts. The Arch Grounds and the Mall District are the primary locations for existing and future major attractions in the Downtown.

TRANSPORTATION: The transportation system will create a linked boulevard and parkway system, with landscaped medians and treelawns. The New Mississippi River Bridge will be designed to meet specified criteria including: the following: connections to I-70 must meet existing grades at Cass and the proposed touchdown will tie into Tucker Boulevard, the primary north-south boulevard connector through the Downtown. Other parkways and/or boulevards are to be developed along Cole Street, 22nd Street, Market Street, Chestnut Street and Memorial Drive. Improvements will be made to the regional and local vehicular connections from I-64/40 and the south neighborhoods into Downtown. A circulator shuttle will loop through Downtown. Downtown Core streets and those in the Stadium District will be improved with special streetscape treatments in order to enhance the pedestrian experience and support district identity.

OPEN SPACE CONNECTIONS: The Downtown is a key link in both the Confluence Greenway and the larger regional trail system. The plan emphasizes a series of smaller parks, parkways and boulevards. Proposed and existing urban squares and landscaped plazas will connect Downtown Districts. Decking over I-70 at the Arch Grounds, as it traverses the eastern edge of Downtown, will allow an enhanced landscaped connection from the Mall to the River. This decking will also provide safe and inviting pedestrian connections from the Downtown street grid to the Arch Grounds, as well as allow for handicap accessibility.



I-70 Between the Arch Grounds and Downtown

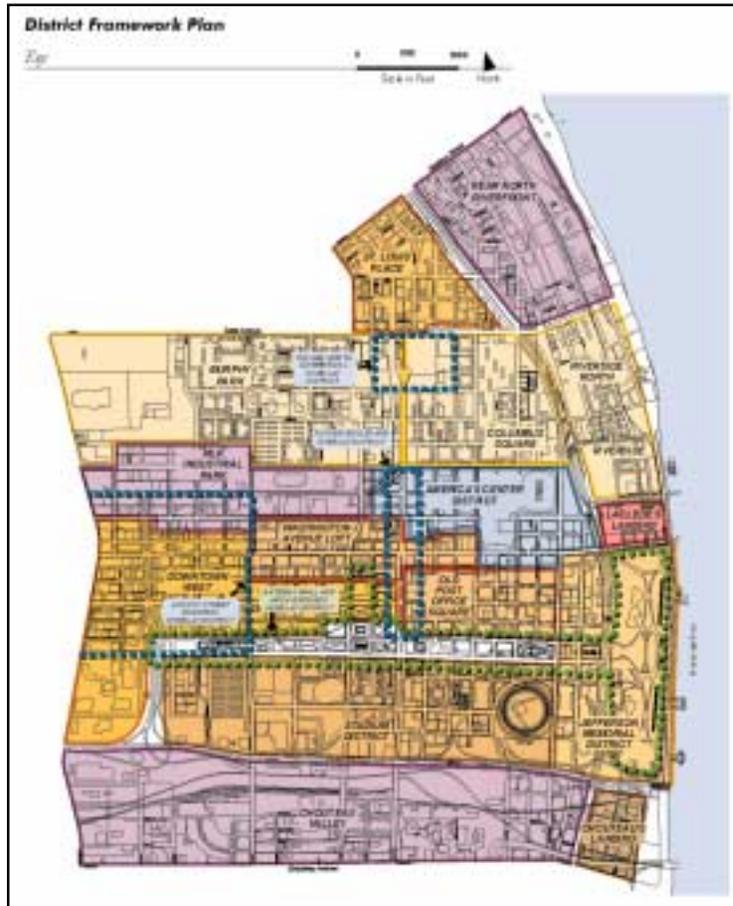
NEW MISSISSIPPI RIVER BRIDGE:

Mayor Clarence Harmon and St. Clair County Board Chairman John Baricevic signed a resolution on June 17, 1999 to move forward the Environmental Impact Statement (EIS) for the new Mississippi River Bridge planned for completion in 2010.

The resolution (1) demonstrates mutual support for a new Mississippi Bridge, (2) recognizes the importance of the bridge being built consistent with the City's interests as expressed by the Downtown Now! criteria for the bridge, (3) states City support for the current bridge engineering design if the City's preferred alternative for the touchdown and ramp design are incorporated into the current design, and (4) calls for a world-class design selection process.



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MASTER PLAN

The Master Plan identifies four focus areas for revitalization: Laclede's Landing/Riverside North District, Washington Avenue Loft District, Old Post Office/Central Business District, and the Gateway Mall/Arch Grounds District.

SUMMARY TOTALS

Washington Avenue Loft District

Residential Products	1,300 units	1,810,000 square feet	\$ 196,650,000
Non-Residential Products		435,500 square feet	37,018,000
Parking Facilities	2850 spaces	997,500 square feet	54,863,000
Landscaping and Street Improvements			23,782,000
Environmental Abatement			-
Site Preparation			-

Subtotal: Washington Avenue Loft District \$ 312,313,000

Laclede's Landing/Riverside North District

Residential Products	1,064 units	1,174,400 square feet	\$ 140,928,000
Non-Residential Products		537,500 square feet	89,175,000
Parking Facilities	1500 spaces	525,000 square feet	39,375,000
Landscaping and Street Improvements			6,766,000
Environmental Abatement			565,000
Site Preparation			7,350,000

Subtotal: Laclede's Landing/Riverside North District \$ 284,159,000

Gateway Mall/Arch Grounds District

Residential Products	72 units	115,200 square feet	\$ 18,432,000
Non-Residential Products		230,000 square feet	92,000,000
Parking Facilities	500 spaces	175,000 square feet	13,125,000
Landscaping and Street Improvements			62,168,000
Environmental Abatement			-
Site Preparation			-

Subtotal: Gateway Mall/Arch Grounds District \$ 185,725,000

Post Office Square/Central Business District

Residential Products	255 units	442,500 square feet	\$ 80,345,000
Non-Residential Products		627,700 square feet	161,560,000
Parking Facilities	985 spaces	344,750 square feet	29,582,000
Landscaping and Street Improvements			16,538,000
Environmental Abatement			5,903,000
Site Preparation			10,394,000

Subtotal: Post Office Square/Central Business District \$ 304,322,000



America's Center



St. Louis Downtown Development Action Plan

Investment Program and Economic Impact

DOWNTOWN NOW! INVESTMENT PROGRAM

1999 - 2004

Projected Annual Development Costs in Millions of 1998 Dollars								
PHASE 1 PROGRAM		1999	2000	2001	2002	2003	2004	Total
Private	Residential	\$12.4	\$46.1	\$58.0	\$67.8	\$135.3	\$116.8	\$436.4
Private	Non-Residential	3.8	6.8	14.1	31.2	101.9	91.1	249.0
Civic	Non-Residential	2.2	7.2	16.7	10.0	49.7	45.0	130.8
Private	Parking Facilities	27.6	15.3	6.5	15.1	0.7	0.5	65.6
Civic	Parking Facilities	7.7	7.7	16.7	31.6	7.7	-	71.3
Civic	Landscaping and Street Improvements	19.1	26.6	38.7	34.0	7.2	6.2	131.7
Civic	Environmental Abatement	0.6	3.2	2.7	-	-	-	6.5
Civic	Site Preparation	4.1	9.2	4.4	-	-	-	17.7
Civic	Plan Implementation and Event Programming	3.3	3.3	3.3	3.3	3.3	3.3	20.0
<i>Subtotal, Phase 1</i>		<i>\$80.0</i>	<i>\$125.4</i>	<i>\$161.1</i>	<i>\$193.0</i>	<i>\$305.8</i>	<i>\$262.9</i>	<i>\$1,129.0</i>
Convention HQ Hotel		5.0	74.0	86.0	77.0	-	-	242.0
Cupples Station		20.0	105.0	40.0	-	-	-	165.0
GRAND TOTAL		\$105.8	\$304.4	\$287.1	\$270.0	\$305.8	\$262.9	\$1,536.0

Private: Investments initiated by private interests. In some cases, incentives will be required.

Civic: Expenditures of public and philanthropic interests.

MARKET-DRIVEN PROGRAM

Residential Products	2,691 units	3,542,100 square feet
Non-residential Products		1,830,700 square feet
Parking Facilities	5,835 spaces	2,042,250 square feet
<u>Cupples Station (Phase I):</u>		
Hotel	230 rooms	
Office Space		390,000 square feet
Retail Space		50,000 square feet
Parking Garage	800 spaces	
<u>Convention Headquarters Hotel:</u>		
Hotel	1,085 rooms	
Hotel Meeting Space		54,000 square feet
Parking Garage	500 spaces	

Economic Impact of Downtown Now! Investment Program

- By 2025, 40,000-47,500 new jobs in the Downtown.
- By 2025, 19,900-26,200 new residents in the Downtown.
- By 2025, \$2.4 billion to \$3.2 billion in new annual tourism expenditures.
- Tax benefits to the City of St. Louis: \$523 million. *
- Tax benefits to other City of St. Louis taxing jurisdictions (Public Schools, Community College, Public Library, Zoo Museum District, Metropolitan Sewer District, and others): \$342 million. *
- Tax benefits to the State of Missouri: \$2.7 billion. *
- Gross total tax benefits, all three: \$3.6 billion. *
- Net total tax benefits, all three: \$2.4 billion. **

* Net present values, 1999 through 2025

** Total benefits minus costs assigned to city and state



St. Louis Downtown Development Action Plan

Urban Design Plan



Downtown Core	
0.1	Convention Center Hotel and Parking Structure
0.2	Downtown West Residential Neighborhood
0.3	Capitol Redevelopment
0.4	Energy Redevelopment
0.5	Proposed Civic Center
0.6	Proposed Arts/Mixed Station
0.7	Local Street Reconfiguration
0.8	Mid-Office Opportunities
0.9	Reed Streets
0.10	Pedestrian Streets
Gateway Mall and Arch Grounds Open Space District	
01.1	Recreation Over I-70
01.2	Skating Rink
01.3	Sculpture Garden
01.4	Festival Area
01.5	Pavilion and Flower Gardens
01.6	Children's Play Area
01.7	Civic Gateway Monument
01.8	Green Promenade (Full Length of Mall)
01.9	Pedestrian Connection to Lockfeller Landing
01.10	River Edge Interpretive Trail
Washington Avenue Salt District	
02.1	Mid-Development
02.2	Parking Structures to Support Development
02.3	Washington Fields
02.4	Washington Square
02.5	Parklet Plaza
02.6	Washington Avenue Greenhouse
02.7	Improved Access/Circulation Streets - Enhanced Streetscape
02.8	Improved North/South Connector Streets - Enhanced Streetscape
Old Post Office Square	
03.1	See Options
Lockfeller's Landing Riverside District	
1.1	Mid-Development
1.2	Parking Structures to Support Development
1.3	Urban Entertainment Venue
1.4	Hilton Hotel Site
1.5	Open Space
1.6	River Edge Interpretive Trail
1.7	Admiral Casino
1.8	Admiral Casino Parking Structure

