C. Land Use, Zoning and Regulatory Entities

Existing Ground Level Land Use

There is a total of 546 acres within the Downtown Core. Of this total, about 30% is taken up by local street and highway right-of-ways. The balance of this ground level land is comprised of 14 different land uses. These uses are broken down as follows:

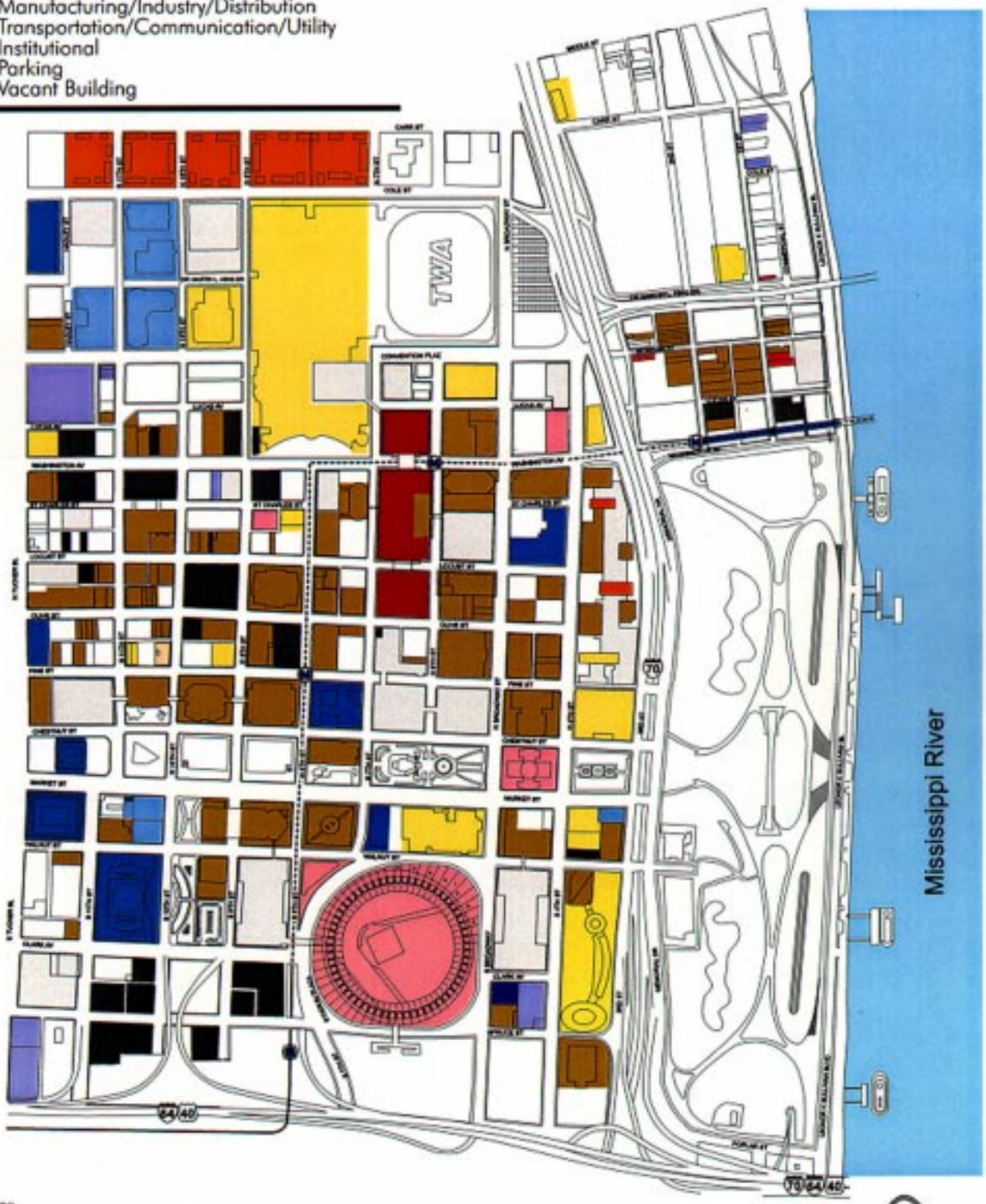
2.7%	Government
1.5%	Services
2.1%	Office
5.0%	Retail Trade
1.9%	Retail Trade: Eating and Drinking
6.2%	Entertainment/Recreation
2.4%	Multi-Family Residential
6.2%	Hotel/Convention
18.1%	Parks/Open Space
1.5%	Manufacturing/Industry/Distribution
2.5%	Transportation/Communication/Utility
0.6%	Institutional
14.3%	Parking
5.0%	Vacant Building or Lot

Parks and open space, including plazas, make up the largest portion of land use in the Core aside from streets and highways, at 18.1% of the total. The next highest land use includes parking lots and structures, at 14.3% of the total acreage. The largest concentrations of parking at the ground level occurs at the perimeter areas of the Core. Retail and services, including eating and drinking establishments, makes up 8.4% of uses in the Core. These uses primarily occur north of Chestnut, and south of Lucas Avenue west of I-70 and south of Dr. Martin Luther King Drive east of I-70. Ground level office uses are not significantly concentrated in any one location within the Core, nor are hotels or entertainment venues.

Currently housing makes up a very small portion of the total use in the Downtown Core, with 2.4% of the total land use. This occurs primarily on the northern edge of the Core, in the Columbus Square Neighborhood, and within Mansion House. The few manufacturing uses located within the Core are located on the extreme edges of the study area. Ground level vacancies are primarily concentrated at the Cupples Warehouse complex south of Clark Avenue and within the area bounded by Pine Street to the south, 8th Street to the east, Lucas Avenue to the north and Tucker Boulevard to the west.

Existing Second Floor Through Top Floor Land Use

- Government
- Services
- Office
- Retail Trade
- Retail Trade - Eating/Drinking
- Entertainment/Recreation
- Multi-Family Residential
- Hotel/Convention
- Parks/Open Space
- Manufacturing/Industry/Distribution
- Transportation/Communication/Utility
- Institutional
- Parking
- Vacant Building



Note:
Basemap provided by SLDC.

Downtown Now!

Existing Upper Level Land Use

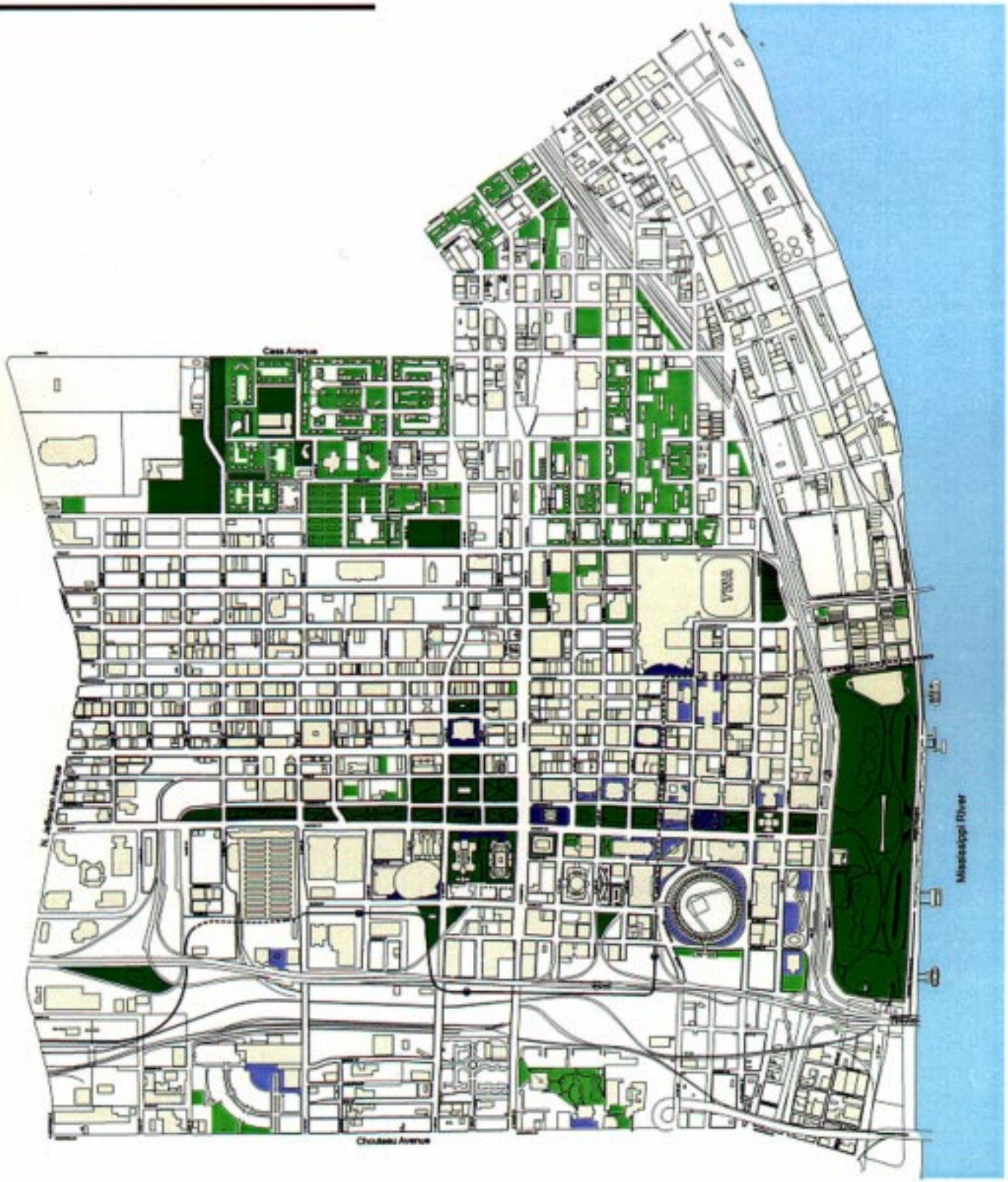
Upper level uses occur within 34% of the total land area in the Dowtnown Core. Those areas not mapped to the key are either open space or single level uses. Of the total upper level, uses are broken down as follows:

6.0% Government
25.3% Office
2.9% Retail Trade
0.2% Eating and Drinking
10.1% Entertainment/Recreation
6.8% Multi-Family Residential
18.6% Hotel/Convention
0.5% Parks/Open Space
2.9% Manufacturing/Industry/Distribution
4.2% Transportation/Communication/Utility
0.2% Institutional
15.4% Parking
6.9% Vacant Building or Lot

Obviously, the largest portion of upper level land use is comprised of office space. When reviewing the location of these upper level uses a 'central office core' becomes evident. This area is bounded by Walnut Street to the south, I-70 to the east, Tucker to the west and Lucas Avenue to the north. Another smaller concentration of these office uses is evident within Laclede's Landing. The next largest land use includes hotel space and related convention activities. Third is parking. The same concentrations of vacant levels evident on the ground floor is also evident on the upper level uses. A higher ratio of residential uses is evident, attributed to the overall reduction in total use acreage. Government uses are somewhat concentrated south of Chestnut, west of 10th Street, north of Clark Avenue and east of Tucker Boulevard. The 15.4% of parking on this map indicates parking structures located in the Core.

Existing Open Space

- Public Open Space
- Private Open Space
- Public Plazas
- Private Plazas



Note:
Basemap provided by SLDC.

Existing Open Space

Currently, there are approximately 200 acres of park and open space in the Prime Study Area of Downtown St. Louis, comprised of a combination of public park land, private park land and private plazas. Smaller plazas abut specific uses, and other parkland and open space occur as portions of corporate campuses and near north neighborhoods. This figure does not include any vacant lands that are not specifically used for formal open space. The extensive 75-acre Jefferson Memorial Expansion and Mall grounds dominate the Downtown and especially the riverfront, totaling 38% of all open space in the Prime Study Area.

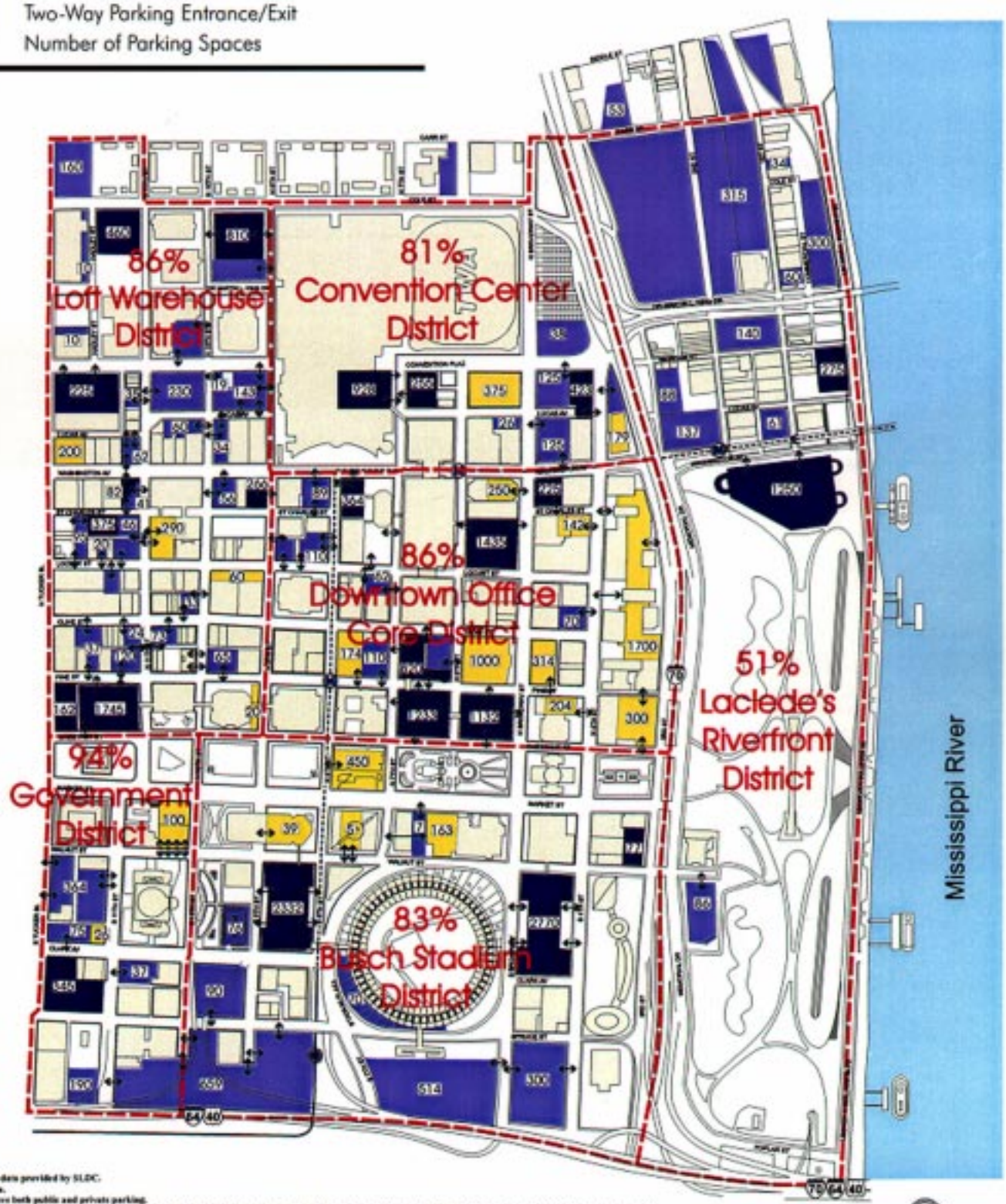
The mall and abutting open space account for approximately 30 additional acres of land. These are the primary, visually continuous spaces in Downtown. In any other Downtown environment, this amount of green space would be deemed extraordinary. However, the Arch Grounds are basically deemed unusable since the National Park Service restricts any sort of semi-active to active uses there. Most of the parks within the Downtown are not highly programmed and are passive in nature. The parks with the most programming would include Kiener plaza and the adjacent May amphitheater, where approximately 92 festivals occur throughout the year. During these festivals street closures occur to accommodate both festival venues and the attendees. Lunch hours in the summer months generate numerous office workers from adjacent buildings who take advantage of the open spaces, some with more shading than others, to have lunch outdoors. Another more active park includes Lucas Park, which has a public and a semi-private play facility for an adjacent daycare center. The additional City owned park lands, located between the library and the Mall, appear to be highly underutilized.

The hardscaped plazas which exist in the Downtown vary in size from a building setback area that has been paved (such as the plazas to the north of buildings located along the south side of the mall), to more intentional spaces (such as the Mercantile Bank Plaza located at 7th and Locust). Some of the private developments have provided soft green spaces, including Nations Bank's open space located at 10th and Market. Other open space within the Prime Study Area includes both plazas and green space for individual developments, as well as underutilized lands that are sodded.

Maintenance of publicly-owned spaces can be a huge task for local parks departments. Often parks and open space budgets seem to dwindle with yearly budget cuts. There does seem to be a need for additional funding to adequately maintain the large amount of park space in the Downtown. Due to the lack of appropriate maintenance, some of the City's spaces could become a liability.

Existing Parking Lots and Structures

- Parking Lots
- Parking Structures
- In-Building Parking Structures
- Parking District
- 85% Peak Weekday Occupancy
- → One-Way Parking Entrance/Exit
- ↔ Two-Way Parking Entrance/Exit
- 235 Number of Parking Spaces



Notes:
Basemap and base data provided by SLDC.
1996 and 1997 Data.
Some structures have both public and private parking.
A windshield survey completed in the Summer of 1998 indicated additional lots or structures not identified in the base data. These have been included on the map w/out a number.

Downtown Now!

Existing Parking Lots and Structures

Supply

Table II-2 below summarizes the off-street parking supply and utilization for the Downtown Core as measured in 1996. Spot checks made in 1998 at major garages in the Core area showed these occupancy figures to be correct. The roughly 30,000 spaces are, on average, 82% occupied at the time of peak utilization. That indicates that parking is overall nearly at practical capacity; specific locations within these downtown districts are at capacity. A breakdown of parking by District that identifies public and private spaces and utilization by Facility is included in Appendix G.

Table II-2
Parking Supply in the Downtown Core by District

District	Total Supply/Spaces	Utilization
Laclede's Riverfront	2,799	51%
Convention Center	2,474	81%
Downtown Office Core	9,734	86%
Busch Stadium	7,552	83%
Loft Warehouse	6,068	86%
Government	1,137	94%
Totals	**29,764**	**82%**

Source: East-West Gateway Coordinating Council, 1996 and 1998)
Note: Some Districts may extend beyond the boundaries of the Downtown Core, however the above numbers reflect only those totals within a District that are within the Core.

Parking Rates and Time Limits

Current rates (based on a weighted average of price and spaces) for parking in lots and garages in selected downtown areas are shown below.

Table II-3
Parking Rates and Time Limits

Area	Early Bird	1st Hour	Daily	Evening/ Weekend	Monthly
Riverfront	$2.50	$1.50	$5.40	$4.30	$31.25
Office Core	$4.45	$1.90	$8.90	--	$85.00

Source: St. Louis Parking Company; TDA Inc.

Most lots and garages offer hourly, daily and monthly parking. Many also cater to special events at the stadium, convention center and arena charging form $5.00 to $12.00 for event parking. Most facilities also allow 24 hour parking, though some charge an additional fee approximately 50% more than daily rates.

No recent count of on-street parking was available. However, the East-West Gateway Coordinating Council's 1984 inventory found that on-street parking was less than 7% of the total. On-street share is probably slightly smaller now due to on-going displacement of curbside areas by fences surrounding vacant buildings.

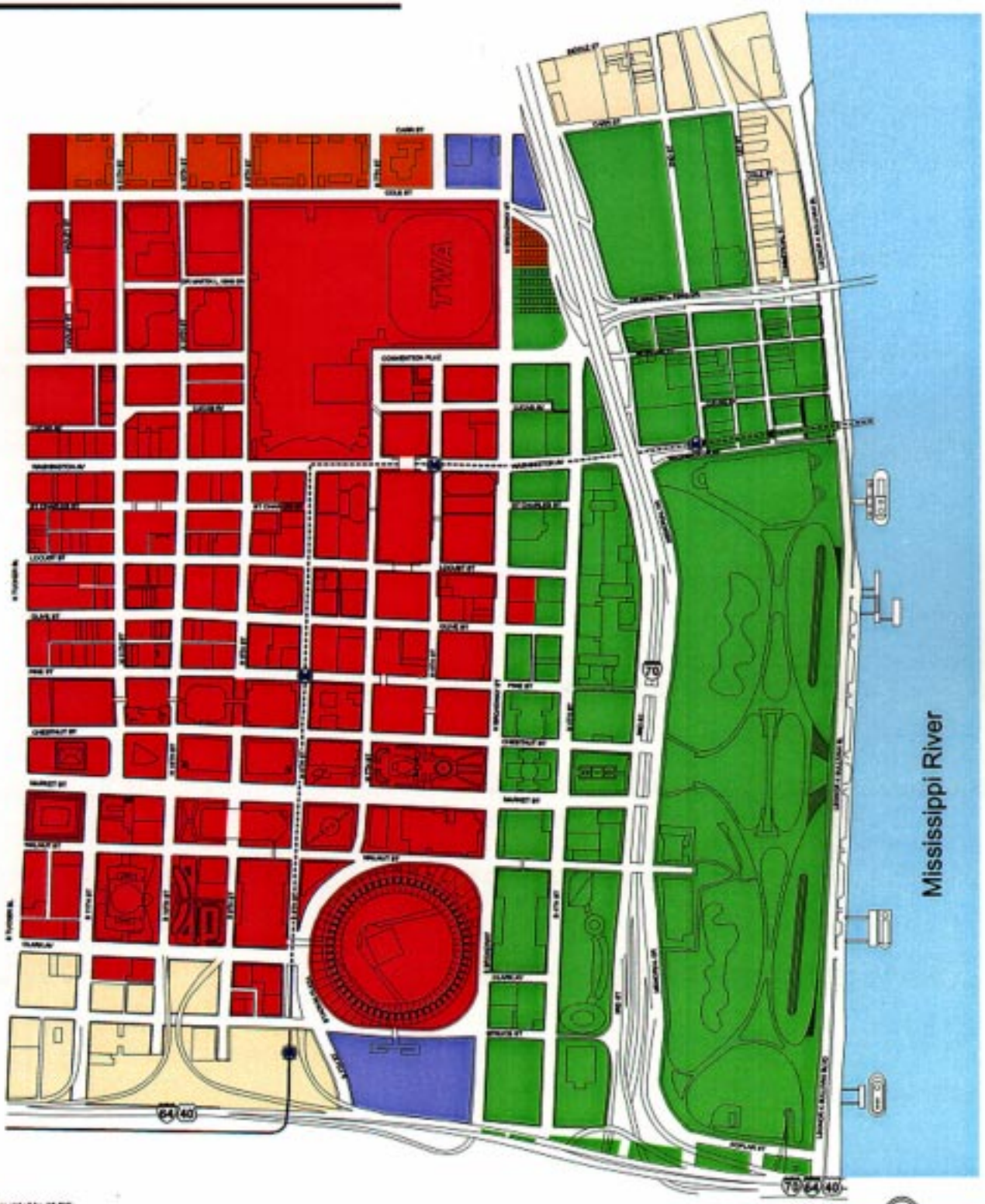
Parking Requirements

Parking requirements for Zoning Districts within the Downtown Core are as follows:

- CBD: No requirements
- All other districts: Residential - 1 per unit, basic warehouse and manufacturing - 1 per 10 employees, retail greater than 3,000 s.f. - 1 per 700 s.f., banks and office buildings - 1 per 1,250 s.f. in excess of 7,500 s.f.

Existing Zoning

- Multi-Family Residential
- Commercial
- Central Business
- Industrial
- Unrestricted
- Jefferson Memorial



Note:
Basemap and base data provided by SLDC.

Downtown Now!

Existing Zoning

Existing Zoning in the Downtown Core includes six districts: Multi-Family Residential, Commercial, Central Business, Industrial, Unrestricted and Jefferson Memorial.

The majority of the land is in the Central Business District category, which allows for a large variety of uses. Parking is not required, which is unusual for a Downtown. Volume calculations determine the heights of buildings. They are based on the dimensions of the footprint of a building 200 high. Building volume may not exceed 25% of this volume, and height can be increased as setbacks and stepbacks are provided. Lot area determines the number of residential units allowed.

The second largest district encompasses the Jefferson Memorial District, which allows the same uses, areas and heights as the Central Business District, but restricts the height of buildings so that they do not exceed a mean sea level elevation of 751 feet. No parking is required.

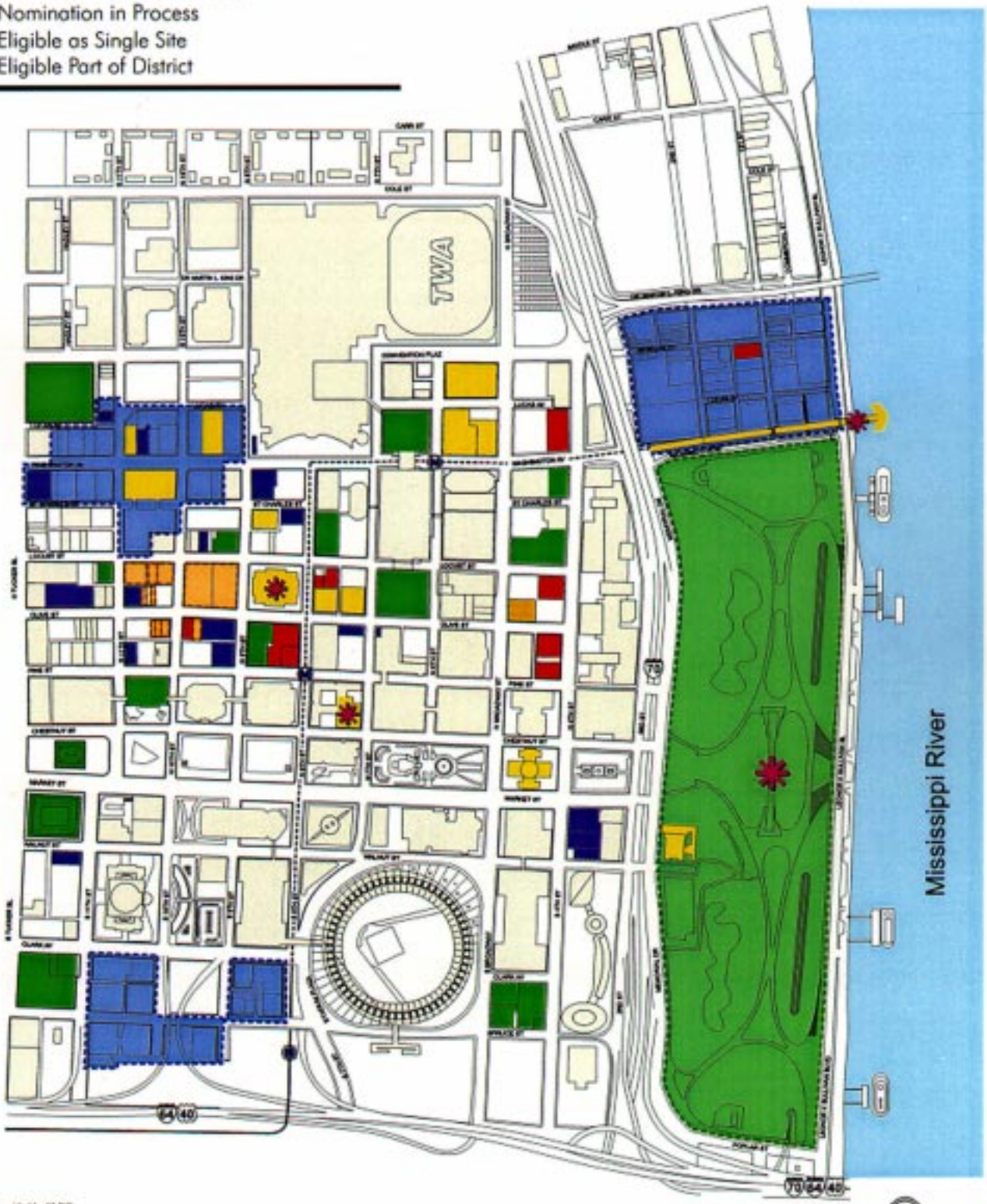
Two small Unrestricted Districts exist, one on lands north of Laclede's Landing and one near Cupples Station. The Unrestricted District allows any use, except residential that will not conflict with any nuisance ordinance. Parking regulations do apply. Building height may exceed 8 stories or 100 feet if setbacks are provided.

The existing Cochran Gardens neighborhood is located within a Multi-Family Residential district. Smaller parcels of land are located in Commercial and Industrial Zones, one of which is the parking lot just south of Busch stadium.

The language of the zoning districts needs a close look to assure compatibility of stated zoning with the land use goals in the Downtown. The ease of using the ordinance needs to be improved for the administrators, citizens and developers.

Historic Districts and Sites

- National Register of Historic Places
- City Landmark
- National Register of Historic Places & City Landmark
- National Historic District
- National Historic Site
- National Historic Landmark
- Nomination in Process
- Eligible as Single Site
- Eligible Part of District



Note:
Basemap and base data provided by SLDC.

City of St. Louis Downtown Development Action Plan

Downtown Now!

Historic Districts and Sites

City of St. Louis Landmarks
St. Louis has a wealth of historic buildings, which contributes to its character and provide a link to its important past. In the City of St. Louis, a building or site may be designated for preservation as an historic district, landmark or landmark site if it:

- Has significant character or value as part of the development, heritage or cultural characteristics of the City, state or nation; or
- Is the site of a significant historic event; or
- Is the work of a master whose individual work has significantly influenced the development of the City, state or nation; or
- Contains elements of design detail materials or craftsmanship which represent a significant innovations; or
- Owing to its unique location or singular physical characteristic, represents an established and familiar visual feature of a neighborhood, community or the City; or
- Has yielded, or is likely to yield, archaeological artifacts important in prehistory or history.

The Commission on Heritage and Urban Design is charged with developing design and construction standards by which alterations or construction of improvements to exterior architectural features of designated buildings are reviewed. The Commission must review the proposed work for compliance with these standards and recommend approval before a permit can be issued. Proposed demolition of designated structures must also be reviewed by the Commission.

National Register of Historic Places
Individual buildings or districts may also be nominated and placed on the National Register of Historic Places. There are three such districts in the study area: Washington Avenue West of Tucker, Washington Avenue East of Tucker and Laclede's Landing. The individual buildings listed on the National Register are listed below.

National Historic Landmark
In addition, St. Louis has a very special place: a National Historic Site, the Jefferson Memorial Expansion Site with the Gateway Arch designated as a National Historic Landmark.

Financial Incentives
In September 1997, the State of Missouri approved tax credits for the rehabilitation of historic buildings. This has already spurred a wave of activity and rehabilitation projects. Tax credits are given for 25% of the building rehabilitation costs, which must be at least half the purchase price of the building to qualify. Buildings targeted for rehabilitation must meet the U.S. Secretary of the Interior's historic preservation standards reviewed by the Missouri Department of Natural Resources. Approval of the tax credits for National Register buildings comes from the State's Department of Economic Development.

Tables of existing sites, landmarks and districts for the Prime Study Area and for the Downtown Core are provided below, and the accompanying map shows those in the Downtown Core. Eligible sites are also indicated on the map.

Table II-4
Historic Districts in the Downtown Core Study Area

	National Historic Landmark	City Landmark	National Register
Washington Avenue/East of Tucker			X
1015 Washington			X
A.D. Brown Building			X
Bee Hat Company Building		X	X
Gateway Merchandise Mart		X	X
Hadley-Dean Glass Building			X
Lammert Furniture Building		X	X
Lennox Hotel			X
Lindell Real Estate Company Building			X
Winkelmeyer Building			X
Laclede's Landing District			X
Christian Peper Building	X		

Table II-5
Historic Buildings and Structures in the Downtown Core Study Area

	National Historic Landmark	City/Local Landmark	National Register
1015 Washington			X
A.D. Brown Building			X
American Theatre		X	X
Arcade/Wright Building		X	
Basilica of St. Louis/Old Cathedral		X	X
Bee Hat Company Building		X	X
Chemical Building		X	X
Cupples Station		X	X
Eads Bridge	X	X	
Former Bell Telephone Building		X	
Former Laclede Gas Company			X
Former May Company Department Store Complex		X	X
Former Mississippi Valley Trust Building		X	
Former Mutual Bank Building		X	
Former St. Louis Post-Dispatch Printing Building			X
Former Statler (later Gateway) Hotel			X
Former Union Trust Company Building		X	X
Frisco Building			X
Gateway Arch	X		
Gateway Merchandise Mart		X	X
Hadley-Dean Glass Building			X
Lammert Furniture Building		X	X
Lennox Hotel			X
Lindell Real Estate Company Building			X
Majestic Hotel			X
Mayfair Hotel			X
Merchants'-Laclede Building		X	X
Missouri Athletic Club		X	
Old Courthouse		X	X

Old Post Office	X	X	
Security Building		X	
St. Louis Design Center (Scruggs-Vandervoort-Barnery Warehouse)			X
Union Market		X	X
United Missouri Bank		X	
Wainwright Building		X	X

The following Districts and Structures are located in that area within the Prime Study Area that is not within the Downtown Core boundaries.

Table II-6
Historic Districts Other than in the Downtown Core Study Area

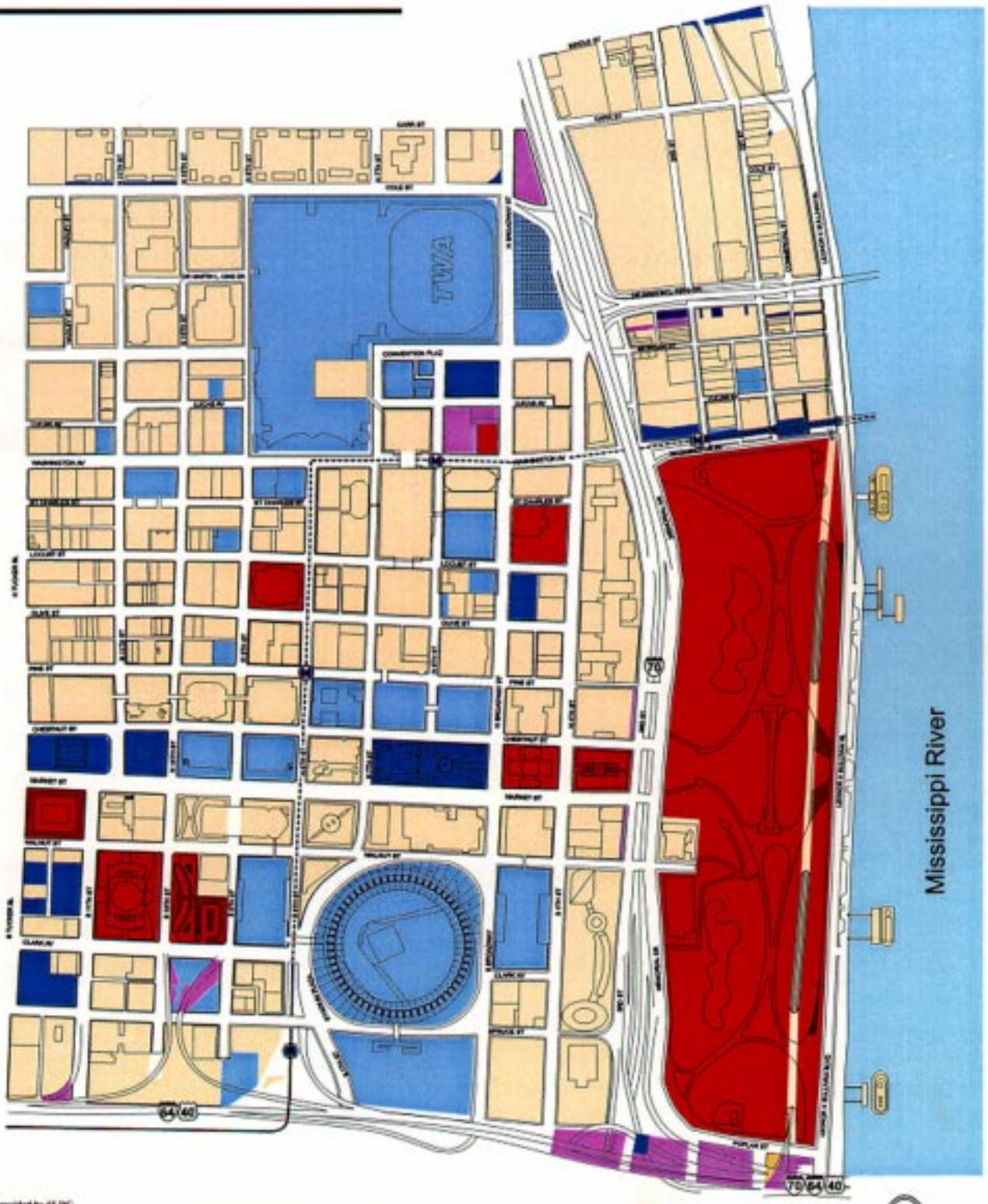
	National Historic Landmark	City/Local Landmark	National Register
Union Station District		X	
"Meeting of the Waters" Fountain		X	
Post Office Annex: Union Station			X
St. Louis Union Station	X	X	
Washington Avenue: West of Tucker			X
Advertising Building			X
Blackwell-Wielandy Building			X
Fashion Square Building			X
Lesan-Gould Building			X
Former Peters Shoe Company Building			X
Lucas Lofts			X

Table II-7
Historic Buildings and Structures Other than in the Downtown Core Study Area

	National Historic Landmark	City/Local Landmark	National Register
Ashley Street Power House		X	
Central Public Library		X	
Centenary United Methodist Church		X	X
Christ Church Cathedral	X		X
City Hall		X	
Former Beethoven Conservatory			X
Former Emerson Electric Building			X
Former Lambert Pharmaceutical Building			X
Former Ligget & Meyers Tobacco Co. Buildings			X
Former Sommer House Restaurant		X	
James L. Clemens House			X
Robert G. Campbell House Museum		X	X
St. John the Apostle and Evangelist Church		X	
Swift Printing Company Building			X

Property Ownership

- Federal Government
- State of Illinois
- State of Missouri
- City of St. Louis
- Quasi-Public
- Private



Note:
Basemap and base data provided by SLDC.

Downtown Now!

Property Ownership

Approximately 80% of the land in the Downtown Core Study Area is owned by private or quasi-private entities. Of the remaining 20% publicly owned land, about 10% is in the hands of the Federal Government and includes the Jefferson Memorial Expansion Grounds. The City of St. Louis owns about 7% of the lands in the Core and the states of Missouri and Illinois hold the remaining 3%. America's Center and Busch Stadium, as well as numerous parking structures, represent the majority of the quasi-public/private ownership. Two of the blocks that comprise the mall are also shown to be in quasi-public/private ownership. The amount of privately owned land indicated in Downtown initially shows a healthy environment. However, this data does not relate any tax-abated properties, which may significantly impact the economic engine of the Downtown.

Government and Quasi-Public Organizations

Overview of City Government Structure

The City of St. Louis Charter from 1914 establishes a non-centralized form of government. The Mayor, Comptroller and President of the Board of Aldermen are elected by City residents at large, and the 28 Aldermen are elected by residents within each Ward. Most department directors and administrators are appointed by the Mayor. The government structure is unicameral, the Board of Alderman, with 15 standing Committees. Aldermanic Committees study and make recommendations on specific bills introduced to the entire Board. After a Bill is passed by the Board of Aldermen, the Mayor has 10-20 days to sign or veto a Bill. If no action is taken by the Mayor, the Bill automatically becomes law. Each of the 28 Aldermen has *de facto* power to veto development projects in his/her Ward, and can steer City funds toward development projects that he or she supports.

The City of St. Louis has a Community Development organizational structure. All development activities, including economic development, urban renewal and urban design, are organized within one department, the Community Development Authority (CDA).

Downtown Organizations

There are four different organizations involved in the creation of this Downtown Plan, each with a different organizational structure and purpose. 'Downtown Now' is a consolidation of these four groups formed specifically to guide this downtown planning effort.

The *St. Louis Development Corporation* (SLDC), is an umbrella, not-for-profit corporation organized with the mission of fostering economic development and growth in the City through increased job and business opportunities and expansion of the City's tax base. This organization is the economic development arm of the City, and deals with small business loans, revenue bond financing, tax increment financing, tax abatement, site and building location services, Missouri Enterprise Zone information and business assistance services. There are eight State created boards and authorities served by the SLDC staff.

St. Louis 2004 is a movement formed in 1997 to "make St. Louis a leading region in the Twenty-first Century, using the year 2004 as a deadline." Its mission also includes "making the St. Louis region a great place, a place in which people want to live and a place to which people want to move." It has initiated much of the initial public involvement and a series of meetings for this planning study.

The mission of the *Downtown Saint Louis Partnership* is to "increase the economic vitality and the attractiveness of the downtown community as a place to live, work, play, shop and visit and thereby to contribute to the prosperity and quality of life in the greater St. Louis region." The *Downtown Saint Louis Partnership* exists to provide leadership and on-going support of a vibrant downtown area as the heart of the St. Louis region.

The *Partnership* includes four allied operating corporations: (1) the *Downtown St. Louis Development, Inc.*, which deals primarily with business retention and expansion, housing development, and planning; (2) *Downtown St. Louis, Inc.*, which deals primarily with transportation planning, business networking, and advocacy; (3) *Downtown St. Louis Management, Inc*. which deals with security, beautification, maintenance, and image marketing; and (4) *Downtown St. Louis Presents, Inc.,*

which deals with special events and festivals. The *Partnership* is a private sector, non-profit corporation that was formed a little over one year ago. The organization is an aggregation of prior organizations that existed for more than forty years.

The *Regional Commerce and Growth Association* (RCGA), was formed in 1973 and is a public/private partnership that fulfills the central civic role by serving the current and future needs of the bi-state business community as the region's chamber of commerce and economic development organization. RCGA's mission is accomplished by stimulating sustainable growth, expanding economic opportunity, fostering a favorable business climate and enhancing the quality of life. Its goal is to generate 100,000 net new jobs in the region by 2000.

Numerous other neighborhood, district and focus groups are also advocating a renewed downtown environment, such as Metropolis and Team Sweep. Individual programs also exist that teach history of the buildings and growth of St. Louis and teach youth to help keep the City clean. Each and every one of these efforts will become part of the whole that can help create a downtown St. Louis that is the pride of residents and visitors alike.

Codes, Ordinances and Permitting

City Code
The St. Louis Revised Code includes 26 titles ranging from general provisions, to health and safety, to Zoning. The Code does not include ordinances related to neighborhood redevelopment, traffic regulations or street closings.

Zoning Code
The City's last comprehensive rewrite of the Zoning Code occurred in 1955-56. The Code, which is Title 26 of the City Code, is available in the Registrar's office. There have been smaller amendments/revisions and Code additions adopted individually since that time. Some of these revisions have tried to promote better urban design and general street activity, such as allowing street vendors and outdoor cafes. The existing Code typically lists excepted uses, rather than permitted uses within each district. The Code also appears to be missing the typical *Performance Standard* section – which typically addresses pollution, noise, odors, lighting, etc.; and a *Use, Site Plan and Architectural Standards* section. The Code does not include any graphics to illustrate specific elements within the document. The Code also does not require any bulk requirements or parking requirements for some specific uses. The Zoning Administrator is responsible for implementation of the Zoning Code. The Administrator is responsible for reviewing all requests for Code variances.

Permitting
The current permitting process is focused in the Building Division. This department accepts and reviews applications for compliance for City building codes, zoning ordinances and other related property ordinances. The Building Division accepts applications and routes them to the appropriate involved City Departments for their review. Not all types of development applications are accepted solely within the Building Division Department. For example, sign applications are routed to the Zoning Administrator, the Heritage and Urban Design Commissioner and sometimes to SLDC to determine compliance with safety regulations, the Zoning Code and the Commission's design standards and relevant redevelopment plans.

St. Louis Development Corporation (SLDC) has oversight of various commercial redevelopment areas in the City. If the site is located within a redevelopment area defined by ordinance, a separate application must be submitted to the St. Louis Development Corporation. SLDC is responsible for reviewing variance requests to these restrictions. In addition, the staff of the Heritage and Urban Design Commission also reviews applications for commercial building permits in the City. The Heritage and Urban Design Commission hears appeals to its staff decisions. The Building Division Clerk can inform applicants about the various jurisdictions within which a site falls.

The current permitting process has been deemed difficult. Even though most permitting and applications currently are focused in the Central Permits Department, problems lie in that there is no established timeline for other department reviews and returning the information to Central Permits. The building permitting process is currently undergoing a re-structuring in order to provide a clearer and more straightforward process for applicants.

Sign Code
The following is a summary of the process and restrictions for the implementation of signage and advertising elements in the City of St. Louis that may have an effect on the development of signage in downtown.

All applications for sign permits must be made to the Building Division. Applications are routed to the Zoning Administrator and to the Heritage and Urban Design Commissioner to determine compliance with safety regulations, the zoning ordinances and the Commission's design standards.

The Heritage and Urban Design Commission has published design standards for commercial signs that are based upon street width, building design and zoning. Unlike the Sign Code, this manual addresses problems raised by identifying businesses in a dense urban environment. SLDC also oversees signage applications that apply to redevelopment areas in the City, as these areas often have their own sign standards and restrictions.

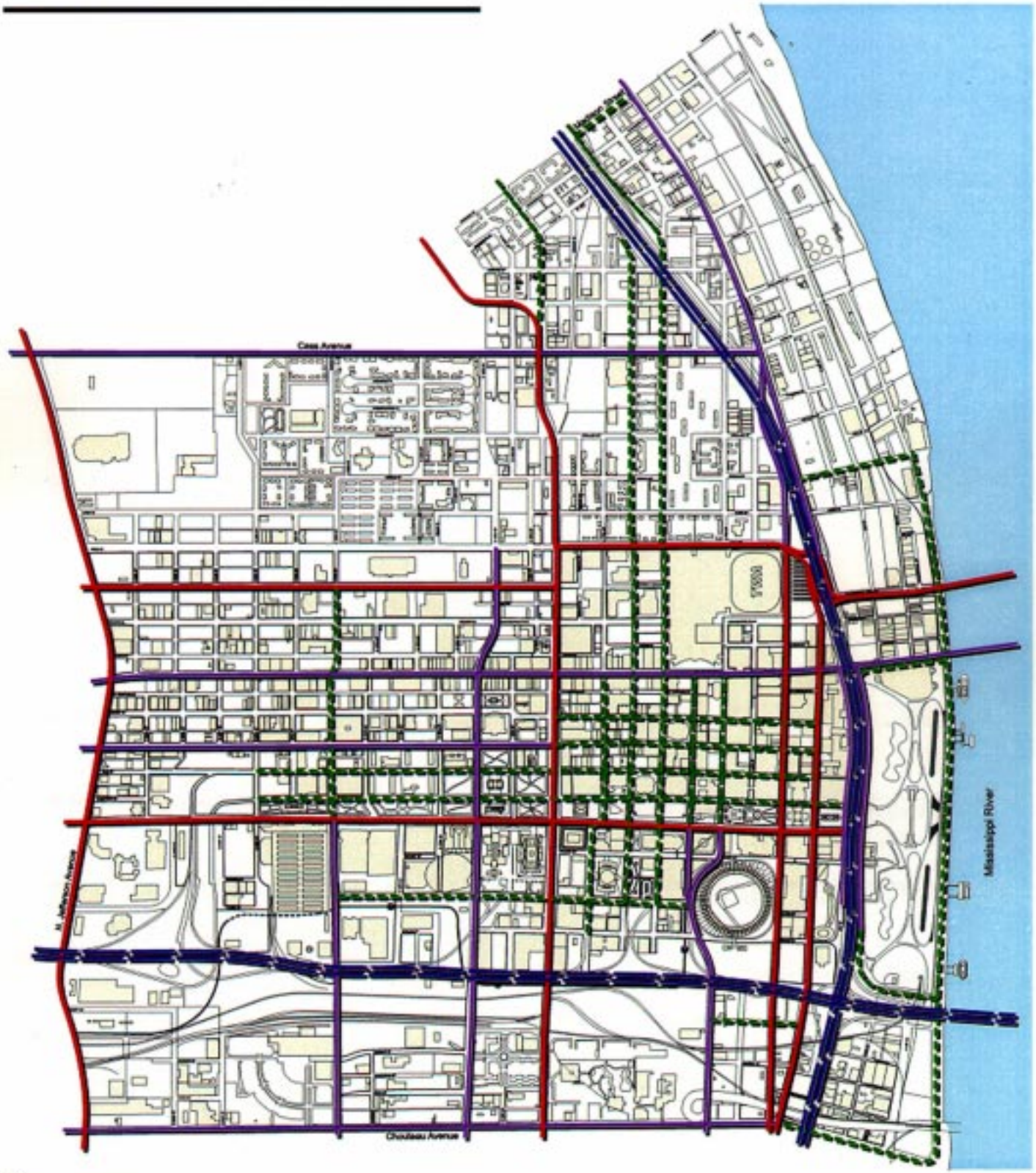
The Signage Code restrictions were apparently developed on a suburban model with sign sizes being based on frontage, distance from easement, etc. A new code is being developed by the Commission for implementation in the Fall of 1998 that will establish design overlay districts that will help to allow these districts to develop their own signage character.

Maintenance
Construction, repair and maintenance of streets and alleys occur under the Director of Streets. Tax monies obtained for street improvements are largely under the control of the individual Alderman. It is up to each Alderman to decide how this funding should be used. The City has control over maintenance of streets from curb-to-curb, with private property owners responsible for maintenance from the curb to middle of the alley. Replacement of sidewalks is completed by the City, but charges for such replacement are split 50/50 between the City and private property owner.

The existing conditions of downtown streets and related public areas are not to the caliber that is needed to portray a positive and vibrant image for a downtown. Poor pavement conditions, trash and graffiti, lack of handicapped accessibility and general lack of characteristic streetscapes all contribute to a negative image. Some street pavement conditions have improved with a comprehensive repaving project, however, a comprehensive improvement and long term maintenance program needs to be established.

Vehicular Circulation: Existing Functional Classifications

- Interstate Highway
- Principal Arterial
- Minor Arterial
- Collector



Notes:
If classification is not identified, the street is local.
Basemap and base data provided by SLDC.

Downtown Now!