

St. Louis, Missouri  
January 2003

*Planning*

*Tomorrow's St. Louis*



*Midtown Strategic Development Plan*



# Acknowledgments

## Aldermen

|                 |           |
|-----------------|-----------|
| Joseph D. Roddy | 17th Ward |
| Terry Kennedy   | 18th Ward |
| Mike McMillan   | 19th Ward |
| Lyda J. Krewson | 28th Ward |

## Steering Committee Members

|                            |                                       |
|----------------------------|---------------------------------------|
| Rev. Lawrence Biondi, S.J. | Saint Louis University                |
| Kathleen Brady             | Facilities Management & Civic Affairs |
| Mary Campbell              | Bank of America                       |
| Diane Davis                | DESCO                                 |
| Michael DeHaven            | General Counsel, BJC                  |
| John Dubinsky, Sr.         | U.S. Bank                             |
| Jim Dwyer                  | 28th Ward Representative              |
| Robert Koff                | Danforth Foundation                   |
| Karen Lane                 | 28th Ward Representative              |
| Judy Matthews              | Central West End Association          |
| John McElwaine             | Central West End South SBD            |
| Marcia Mellitz             | Center for Emerging Technologies      |
| Nancy Parker Tice          | Special Assistant to the Dean         |
| William Peck, M.D.         | Vice Chancellor                       |
| Jeff Pfister               | Virginia Publishing Co.               |
| Donn Rubin                 | Coalition for Plant & Life Sciences   |
| Vincent C. Schoemehl       | Grand Center, Inc.                    |
| James Smith                | Chase--Park Plaza                     |
| Skip Smith                 | Central West End Southeast SBD        |
| Jennifer Stanard           | Vice Vicar, Archdiocese               |
| Richard Stika              | Vicar, Archdiocese                    |
| Beth Stoehr                | U.S. Bank                             |

## City Departments

|                |                                    |
|----------------|------------------------------------|
| Rollin Stanley | Planning and Urban Design Agency   |
| Don Roe        | Planning & Urban Design Agency     |
| Michael Flood  | Neighborhood Stabilization Officer |
| Roman Kordal   | Planning & Urban Design Agency     |
| Chad Quinn     | Planning & Urban Design Agency     |

The funding for this report is financed through a grant from the Department of Housing and Urban Development and the City of St. Louis Planning and Urban Design Agency under the provisions of Title I of the Housing and Community Development Act of 1974.

## Prepared by:

**SmithGroup JJR**

SmithGroup Consulting Group  
David Mason & Associates Inc.  
Austin Tao & Associates, Inc.  
Crawford, Bunte, Brammeier

## Focus Group Participants

### OPERATING DEPARTMENTS

|                    |                                |
|--------------------|--------------------------------|
| Steve Runde        | Commissioner of Traffic        |
| JoAnn Peebles      | Dept. of Public Service        |
| Dan Skillman       | Commissioner of Parks          |
| Robert Hulsey      | Street Lighting Division       |
| Christine McCarthy | Forestry Division              |
| Ken Cox            | Deputy Commissioner of Traffic |
| Kate Shea          | Cultural Resource Director     |

### SECURITY

|                       |  |
|-----------------------|--|
| Adam Strauss          | HiTech Security                              |
| Jack Byrne            | Central West End North SBD                   |
| Skip Smith            | Central West End Southeast SBD               |
| John McElwaine        | Central West End South SBD                   |
| James A. Delmez, M.D. | Cathedral Square SBD                         |
| John Ursch            | Director of Protective Services              |
| Jack Titone           | SLU Campus Security                          |
| Thomas Zipf           | St. Louis Metropolitan Police (9th District) |
| Paris Bouchard        | Central West End Association                 |

### DEVELOPMENT

|                   |                             |
|-------------------|-----------------------------|
| Dale Ruthsatz     | St. Louis Development Corp. |
| Phil Hoge         | St. Louis Development Corp. |
| Patrick Bannister | St. Louis Development Corp. |
| Barbara Geisman   | Duputy for Development      |

### BIOTECH/LIFE SCIENCES

|                   |  |
|-------------------|--|
| Donn Rubin        | Coalition for Plant & Life Sciences    |
| Robert Calcaterra | NIDUS Center for Scientific Enterprise |
| Barb Ennenking    | Center for Emerging Technologies       |
| William Simon     | Center for Emerging Technologies       |

### COMMERCIAL

|                |                                      |
|----------------|--------------------------------------|
| Gary Fillmore  | St. Louis Development Corp.          |
| Jim Holtzman   | Grand Center Director of Development |
| Dean Chininis  | Chase-Park Plaza                     |
| Dee Creek      | Southern Belle Restaurant            |
| Leon Biernbaum | Chez Leon                            |
| Dave Stecker   | Central West End Bank                |
| Howard Meyer   |                                      |

### REALTORS

|                  |                          |
|------------------|--------------------------|
| Daniel Feinberg  | Feinberg Realty          |
| Daniel Byrne     | REMAX Associates         |
| David Blum       | REMAX Associates         |
| Paul Mittelstaad | Coldwell Banker/Gundaker |
| Maggie Malcolm   | Coldwell Banker/Gundaker |
| Sandra M. Dew    | Mary 1 Realty            |
| Karleen Hoerr    | Feinberg                 |
| Dan Bouchard     | Coldwell Banker/Gundaker |

### DEVELOPERS

|                       |                        |
|-----------------------|------------------------|
| Robert Saur           | Conrad Properties      |
| Wendy Timm            | Conrad Properties      |
| Jerry King            | Westin Group           |
| Joseph M. Johnson III | Westin Group           |
| Stephen Trampe        |                        |
| Jay Burchfield        | JES Companies          |
| Diane Davis           | DESCO Group            |
| Pete Rothschild       | Rothschild Development |
| Steve Trampe          | Owen Development       |

### COMMUNITY LEADERS

|                |                                |
|----------------|--------------------------------|
| Mary Bartley   | Central West End Association   |
| Brandyn Jones  | Central West End Association   |
| Timothy Tucker | Central West End Association   |
| Nancy Smith    | West Pine -Laclede Association |
| Brian Martin   | Resident                       |
| Darryl Sams    | Resident                       |
| Brian Phillips | WUMC                           |
| Robert Duffy   | Resident                       |

### TRANSPORTATION

|                 |   |
|-----------------|---|
| Michael Murray  | Citizens for Modern Transit                           |
| John Roach      | Transportation Consultant                             |
| Gary R. Smith   | Director of Operations Bi-State<br>Development Agency |
|                 | WUMC-BJC Transportation<br>Support                    |
| Carole Moser    | St. Louis University<br>Transportation Support        |
| Christine Regan |   |

# Table of Contents

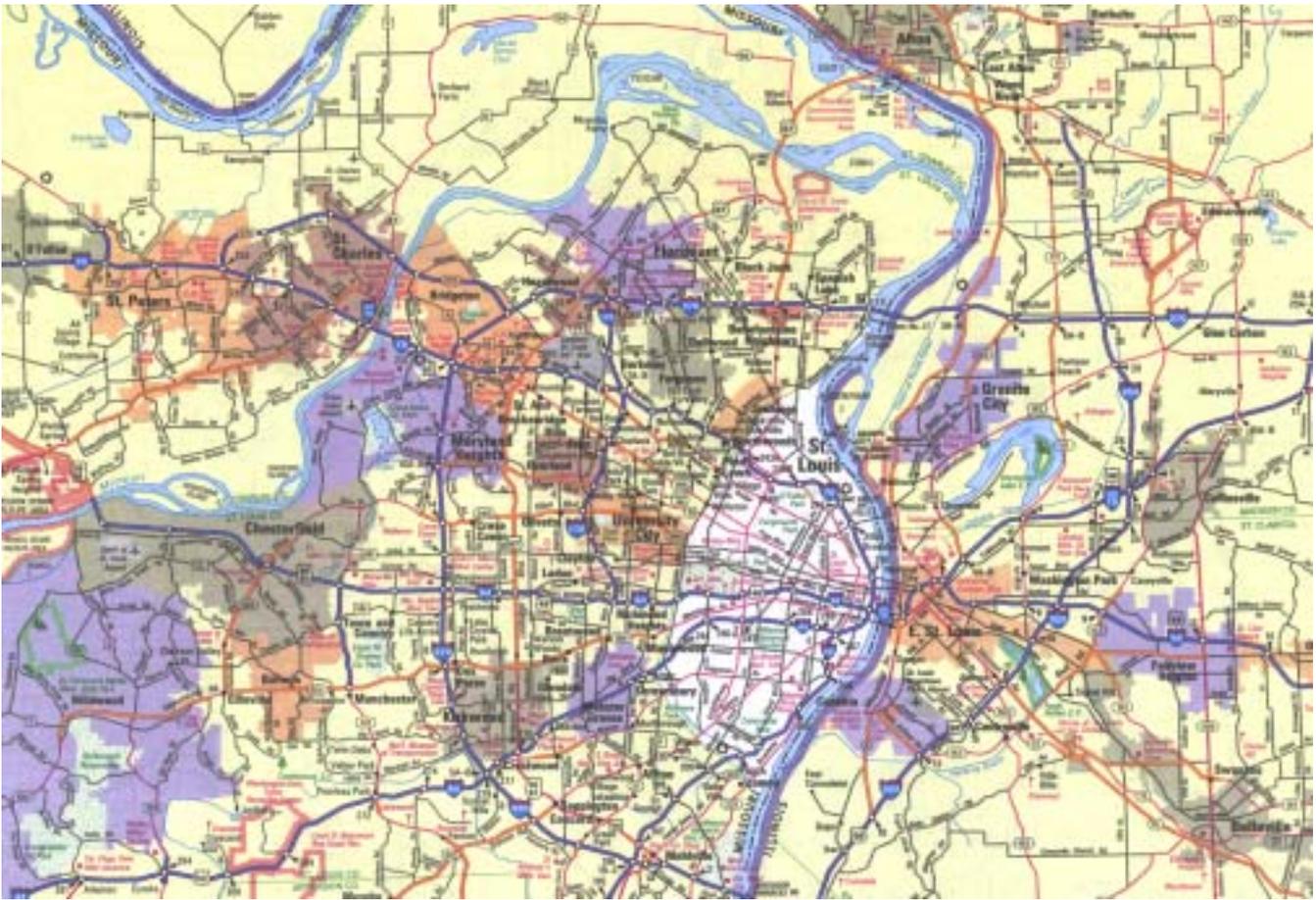
|   |            |
|---|------------|
| <b>INTRODUCTION / PROCESS .....</b>                               | <b>9</b>   |
| <b>1. INTRODUCTION .....</b>                                      | <b>9</b>   |
| <i>Why a New Plan for Midtown? .....</i>                          | <i>11</i>  |
| <i>The Study Area .....</i>                                       | <i>11</i>  |
| <i>Project Team .....</i>   | <i>13</i>  |
| <i>The Process .....</i>  | <i>14</i>  |
| <i>Phase 1: Data Collection and Stakeholder Input .....</i>       | <i>14</i>  |
| <i>Phase 2: Component Data Analysis .....</i>                     | <i>14</i>  |
| <i>Phase 3: Midtown Charrette .....</i>                           | <i>14</i>  |
| <i>Phase 4: Final Midtown Strategic Development Plan .....</i>    | <i>15</i>  |
| <i>Organization of the Plan .....</i>                             | <i>15</i>  |
| <b>STRATEGIC SETTING .....</b>                                    | <b>17</b>  |
| <b>2. COMMUNITY VISION .....</b>                                  | <b>17</b>  |
| <b>3. REAL ESTATE MARKET .....</b>                                | <b>19</b>  |
| <i>Population and Housing .....</i>                               | <i>21</i>  |
| <i>Employment .....</i>   | <i>25</i>  |
| <i>Cluster Segmentation: Area Residents and Employees .....</i>   | <i>27</i>  |
| <i>Residential Market .....</i>                                   | <i>30</i>  |
| <i>Retail and Related .....</i>                                   | <i>33</i>  |
| <i>Office and Related .....</i>                                   | <i>36</i>  |
| <i>Conclusions on Real Estate Development Opportunities .....</i> | <i>37</i>  |
| <b>4. EXISTING LAND USE .....</b>                                 | <b>41</b>  |
| <i>Residential .....</i>  | <i>43</i>  |
| <i>Retail, Office and Other Commercial .....</i>                  | <i>45</i>  |
| <i>Industrial and Technology Based .....</i>                      | <i>49</i>  |
| <i>Arts &amp; Entertainment .....</i>                             | <i>53</i>  |
| <i>Institutional .....</i>  | <i>55</i>  |
| <i>Vacant Land .....</i>  | <i>59</i>  |
| <i>Parks and Open Space .....</i>                                 | <i>59</i>  |
| <i>Historic Resources .....</i>                                   | <i>61</i>  |
| <b>STRATEGIC PLAN .....</b>                                       | <b>63</b>  |
| <b>5. OVERALL STRATEGY .....</b>                                  | <b>63</b>  |
| <b>6. FOCUS AREA STRATEGIES .....</b>                             | <b>67</b>  |
| <i>FOCUS AREA: W.O.W. .....</i>                                   | <i>67</i>  |
| <i>(Washington / Olive / Walton) .....</i>                        | <i>67</i>  |
| <i>FOCUS AREA: North Corridor .....</i>                           | <i>71</i>  |
| <i>FOCUS AREA: West Pine .....</i>                                | <i>75</i>  |
| <i>FOCUS AREA: Technopolis .....</i>                              | <i>78</i>  |
| <i>FOCUS AREA: Euclid .....</i>                                   | <i>79</i>  |
| <i>Proposed Land Use .....</i>                                    | <i>83</i>  |
| <b>7. CATALYTIC PROJECTS .....</b>                                | <b>85</b>  |
| <i>Catalytic Project 1: Delmar Bend .....</i>                     | <i>85</i>  |
| <i>Catalytic Project 2: Expansion of Kennedy Park .....</i>       | <i>89</i>  |
| <i>Catalytic Project 3: Euclid Market .....</i>                   | <i>91</i>  |
| <i>Catalytic Project 4: Field School .....</i>                    | <i>93</i>  |
| <i>Catalytic Project 5: Gaslight Square Redevelopment .....</i>   | <i>97</i>  |
| <i>Catalytic Project 6: West Pine .....</i>                       | <i>101</i> |
| <i>Catalytic Project 7: Technopolis .....</i>                     | <i>105</i> |
| <i>Catalytic Project 8: Euclid Ave. ....</i>                      | <i>107</i> |

|   |            |
|---|------------|
| <b>SPECIFIC SYSTEMS RECOMMENDATIONS .....</b>               | <b>109</b> |
| <b>8. TRANSPORTATION &amp; PARKING .....</b>                | <b>109</b> |
| <i>Roadway Classification .....</i>                         | <i>109</i> |
| <i>Existing Roadway Network .....</i>                       | <i>111</i> |
| <i>Traffic Conditions .....</i>                             | <i>115</i> |
| <i>Transit .....</i>  | <i>119</i> |
| <i>Bicycle Routes .....</i>                                 | <i>121</i> |
| <i>Parking .....</i>  | <i>123</i> |
| <b>9. INFRASTRUCTURE .....</b>                              | <b>127</b> |
| <i>Pavement Conditions &amp; Recommendations .....</i>      | <i>127</i> |
| <i>Sidewalk Conditions .....</i>                            | <i>129</i> |
| <i>Alley Conditions .....</i>                               | <i>131</i> |
| <i>Street Lighting .....</i>                                | <i>133</i> |
| <i>Infrastructure Systems .....</i>                         | <i>133</i> |
| <i>Telecommunications .....</i>                             | <i>134</i> |
| <i>Design Construction Standards .....</i>                  | <i>135</i> |
| <b>10. PUBLIC AMENITIES .....</b>                           | <b>137</b> |
| <i>General Overview .....</i>                               | <i>137</i> |
| <i>Existing Conditions .....</i>                            | <i>139</i> |
| <i>Recommendations: Streetscape Hierarchy Plan .....</i>    | <i>143</i> |
| <i>Recommendations: Streetscape Action Plan .....</i>       | <i>147</i> |
| <i>Street Lights .....</i>                                  | <i>149</i> |
| <i>Street Trees .....</i>                                   | <i>151</i> |
| <i>Recommendations: Facade Improvement Guidelines .....</i> | <i>153</i> |
| <i>Recommendations: Gateways .....</i>                      | <i>155</i> |
| <i>Recommendations: Public Art .....</i>                    | <i>157</i> |
| <i>Focus Area Plans .....</i>                               | <i>159</i> |
| <i>Parks, Recreation and Open Space .....</i>               | <i>165</i> |
| <b>11. CITY SERVICES .....</b>                              | <b>167</b> |
| <i>Building Inspections .....</i>                           | <i>167</i> |
| <i>Trash Collection .....</i>                               | <i>168</i> |
| <i>Police Protection .....</i>                              | <i>169</i> |
| <b>12. SECURITY .....</b>                                   | <b>173</b> |
| <i>Assessment of Crime Data .....</i>                       | <i>173</i> |
| <i>Recommendations .....</i>                                | <i>177</i> |
| <b>13. COMMUNITY ORGANIZATION .....</b>                     | <b>181</b> |
| <b>ORGANIZATIONAL STRUCTURE .....</b>                       | <b>181</b> |
| <b>IMPLEMENTATION .....</b>                                 | <b>191</b> |
| <b>14. ZONING REGULATIONS .....</b>                         | <b>191</b> |
| <b>15. FINANCE .....</b>                                    | <b>199</b> |
| <i>Market-Driven Opportunities .....</i>                    | <i>199</i> |
| <i>Public/Private Development Investment .....</i>          | <i>200</i> |
| <i>Public Infrastructure Investment .....</i>               | <i>202</i> |
| <i>A Strategic Approach for the Use of TIF .....</i>        | <i>204</i> |
| <i>Evaluation for TIF Eligibility .....</i>                 | <i>204</i> |
| <i>Boundary Refinement .....</i>                            | <i>205</i> |
| <i>Redevelopment Plan .....</i>                             | <i>205</i> |
| <b>ADDENDUM.....</b>  | <b>209</b> |

# Figure Table of Contents

|  |            |
|--|------------|
| <b>1. INTRODUCTION .....</b>   | <b>9</b>   |
| Figure 1.1 Study Area Boundary .....   | 10         |
| Figure 1.2 Study Area Neighborhoods .....  | 10         |
| Figure 1.3 Wards .....   | 12         |
| Figure 1.4 Neighborhood Organizations and Special Business Districts (SBD's) ..... | 12         |
| <b>2. COMMUNITY VISION .....</b>   | <b>17</b>  |
| <b>3. REAL ESTATE MARKET .....</b>   | <b>19</b>  |
| Figure 3.1 Census Tracts 2000 Census .....   | 20         |
| <b>4. EXISTING LAND USE .....</b>  | <b>41</b>  |
| Figure 4.1 Existing Land Use .....   | 40         |
| Figure 4.2 Existing Residential .....  | 42         |
| Figure 4.3 Redevelopment Activity .....  | 42         |
| Figure 4.4 Existing Commercial .....   | 44         |
| Figure 4.5 Walking Distance To Existing Retail Centers .....                       | 46         |
| Figure 4.6 Existing Industry and Technology .....                                  | 48         |
| Figure 4.7 Existing Arts and Entertainment .....                                   | 52         |
| Figure 4.8 Existing Institutions .....   | 54         |
| Figure 4.9 Chapter 99 & Chapter 100 Redevelopment Areas .....                      | 56         |
| Figure 4.10 Chapter 353 Redevelopment Areas .....                                  | 56         |
| Figure 4.11 Existing Vacant Land .....   | 58         |
| Figure 4.12 Walking Distance Area to Existing Parks Greater than 1 Acre .....      | 58         |
| Figure 4.13 Existing Historic Resources .....                                      | 60         |
| <b>5. OVERALL STRATEGY .....</b>   | <b>63</b>  |
| Figure 5.1 Conceptual Redevelopment Strategy .....                                 | 62         |
| <b>6. FOCUS AREA STRATEGIES .....</b>  | <b>67</b>  |
| Figure 6.1 Focus Areas .....   | 66         |
| Figure 6.8 Proposed Land Use .....   | 82         |
| <b>7. CATALYTIC PROJECTS .....</b>   | <b>85</b>  |
| Figure 7.1 Catalytic Projects .....  | 984        |
| Figure 7.2 Delmar Bend Aerial .....  | 86         |
| Figure 7.3 Delmar Bend .....   | 86         |
| Figure 7.4 Kennedy Park Aerial .....   | 88         |
| Figure 7.5 Kennedy Park .....  | 88         |
| Figure 7.6 Euclid Market Aerial .....  | 90         |
| Figure 7.7 Euclid Market .....   | 90         |
| Figure 7.8 Field School Aerial .....   | 92         |
| Figure 7.9 Field School .....  | 92         |
| Figure 7.10 Gaslight Square Aerial .....   | 96         |
| Figure 7.11 Gaslight Square .....  | 96         |
| Figure 7.12 West Pine Aerial .....   | 100        |
| Figure 7.13 West Pine .....  | 100        |
| Figure 7.14 Technopolis Aerial .....   | 104        |
| Figure 7.15 Technopolis .....  | 104        |
| Figure 7.16 Euclid Ave. Aerial .....   | 106        |
| Figure 7.17 Euclid Ave. .....  | 106        |
| <b>8. TRANSPORTATION &amp; PARKING .....</b>                                       | <b>109</b> |
| Figure 8.1 Regional Roadway Network .....  | 108        |
| Figure 8.2 Roadway Classification Map .....  | 108        |
| Figure 8.3 Option 1 - Kingshighway / Tower Grove .....                             | 110        |
| Figure 8.4 Option 3 - Kingshighway / Tower Grove .....                             | 110        |
| Figure 8.5 Traffic Controls .....  | 112        |
| Figure 8.6 Traffic Conditions .....  | 114        |
| Figure 8.7 Existing Public Transportation Routes .....                             | 118        |
| Figure 8.8 Existing Private Shuttle Routes .....                                   | 118        |
| Figure 8.9 Pedestrian Generators .....   | 120        |
| Figure 8.10 Shared Parking Opportunities .....                                     | 122        |

|   |            |
|---|------------|
| <b>9. INFRASTRUCTURE .....</b>  | <b>127</b> |
| Figure 9.1 Roadway Conditions .....   | 126        |
| Figure 9.2 Sidewalk Conditions .....  | 128        |
| Figure 9.3 Alley Conditions .....   | 130        |
| Figure 9.4 Communications Infrastructure .....                                    | 132        |
| Figure 9.5 Utility Infrastructure .....   | 132        |
| <b>10. PUBLIC AMENITIES .....</b>   | <b>137</b> |
| Figure 10.1 Urban Design / Streetscape Character Districts .....                  | 138        |
| Figure 10.2 Proposed Streetscape Design Districts .....                           | 140        |
| Figure 10.3 Streetscape Hierarchy Plan .....                                      | 140        |
| Figure 10.4 Regional Scale Treatment .....  | 142        |
| Figure 10.5 Neighborhood Scale Treatment .....                                    | 142        |
| Figure 10.6 Residential Scale Treatment .....                                     | 144        |
| Figure 10.7 Standard Thoroughfare Treatment .....                                 | 144        |
| Figure 10.8 Streetscape Action Plan .....   | 146        |
| Figure 10.9 Street Light Analysis Map of Lighting Zones .....                     | 146        |
| Figure 10.10 Street Light Action Plan .....                                       | 148        |
| Figure 10.11 Street Tree Analysis .....   | 148        |
| Figure 10.12 Facade Improvement Examples .....                                    | 150        |
| Figure 10.13 Gateway Location Map .....   | 152        |
| Figure 10.14 W.O.W. Neighborhood Plan .....                                       | 158        |
| Figure 10.15 Euclid Market .....  | 158        |
| Figure 10.16 Gaslight Square .....  | 160        |
| Figure 10.17 Euclid Streetscape .....   | 160        |
| Figure 10.18 West Pine Neighborhood Streetscape .....                             | 162        |
| Figure 10.19 Technopolis Streetscape along Forest Park Ave. ....                  | 162        |
| Figure 10.20 Future Parks and Open Space .....                                    | 164        |
| Figure 10.21 Field School Park .....  | 164        |
| Figure 10.22 Gaslight Square Park .....   | 164        |
| <b>11. CITY SERVICES .....</b>  | <b>167</b> |
| Figure 11.1 Housing Conservation Districts .....                                  | 166        |
| <b>12. SECURITY .....</b>   | <b>163</b> |
| Figure 12.1 Security coverage map .....   | 172        |
| <b>13. COMMUNITY ORGANIZATION .....</b>   | <b>181</b> |
| Figure 13.1 Neighborhood Organizations and Special Business Districts (SBD) ..... | 180        |
| Figure 13.2 Neighborhood Plans .....  | 180        |
| <b>14. ZONING REGULATIONS .....</b>   | <b>191</b> |
| Figure 14.1 Existing Zoning .....   | 190        |
| Figure 14.2 Proposed Zoning .....   | 190        |
| Figure 14.3 Social Service Providers .....  | 196        |
| Figure 14.4 Zoning Table .....  | 197        |
| <b>15. FINANCE .....</b>  | <b>199</b> |
| Figure 15.1 Existing and Proposed TIF districts .....                             | 198        |





For over a century, Midtown has been one of St. Louis’ most successful neighborhoods. Its development began in the 1880’s sparked by the availability of land and the area’s proximity to the newly developed Forest Park and Saint Louis University. Over the years, the character and mix of uses in Midtown has changed in response to economic, social and political forces. Parts of Midtown have thrived and today are solid residential neighborhoods, commercial centers and educational institutions poised for growth. Other parts of Midtown have not been so successful and are prime candidates for revitalization.

Midtown has several basic strengths that can help drive its continued success and revitalization:

- Midtown has great access. As it’s name suggests, Midtown is in the central portion of the city with excellent roadway access to local and regional destinations. Its great access goes beyond the automobile and includes public and private bus service and MetroLink train service.
- Midtown has a distinct and attractive identity built on a concentration of well-designed and preserved buildings and attractive pedestrian Streets that provide a sense of history and “place.”
- Midtown has a strong base of active and growing institutions. This includes educational facilities like Saint Louis University and Washington University Medical Center, numerous neighborhood and citywide religious institutions like the Cathedral Basilica of Saint Louis, and neighborhood and development organizations that provide additional resources and leadership.
- Midtown has the advantage of residents whose actions demonstrate their pride, dedication and resourceful support for the future of the Midtown community.

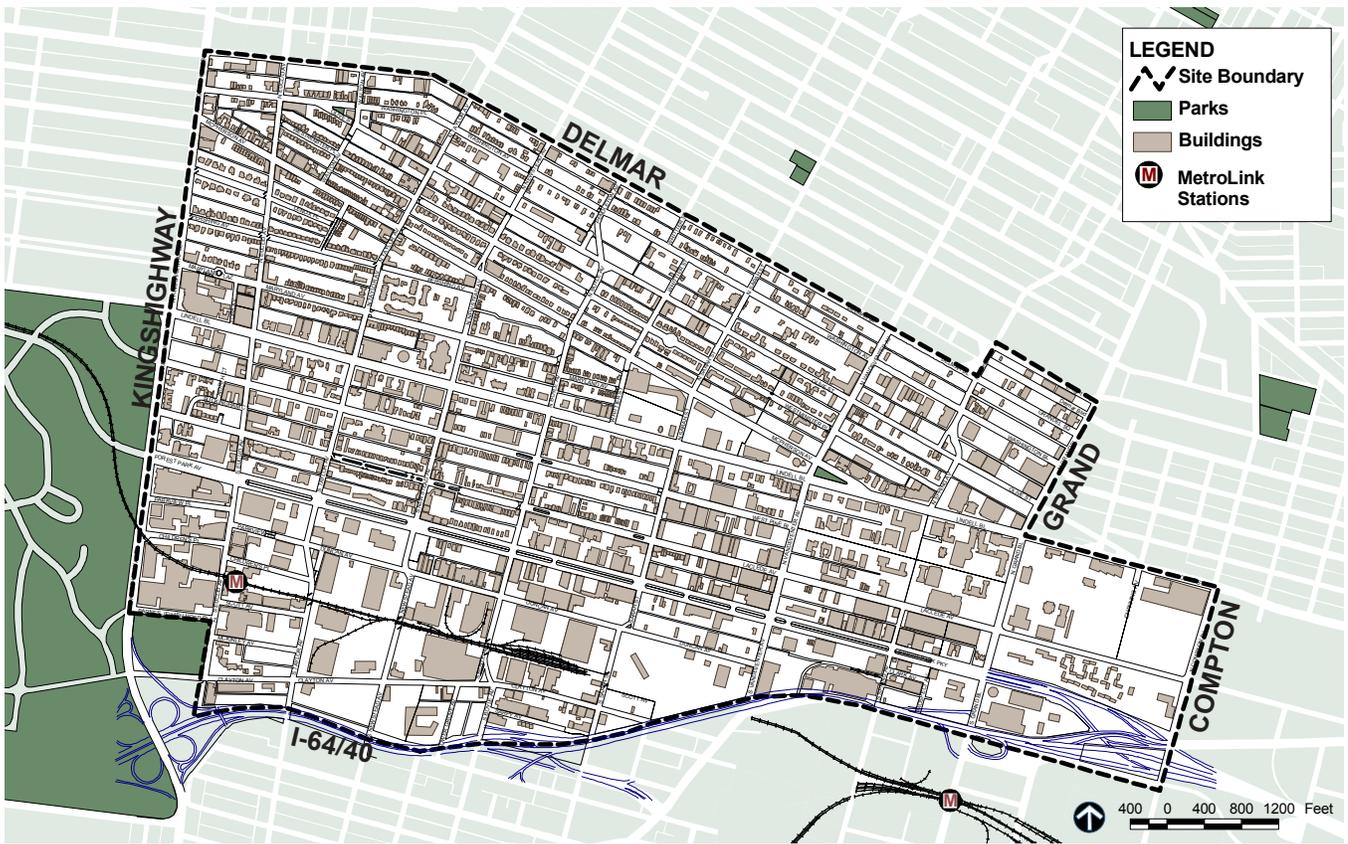


Figure 1.1 Study Area Boundary

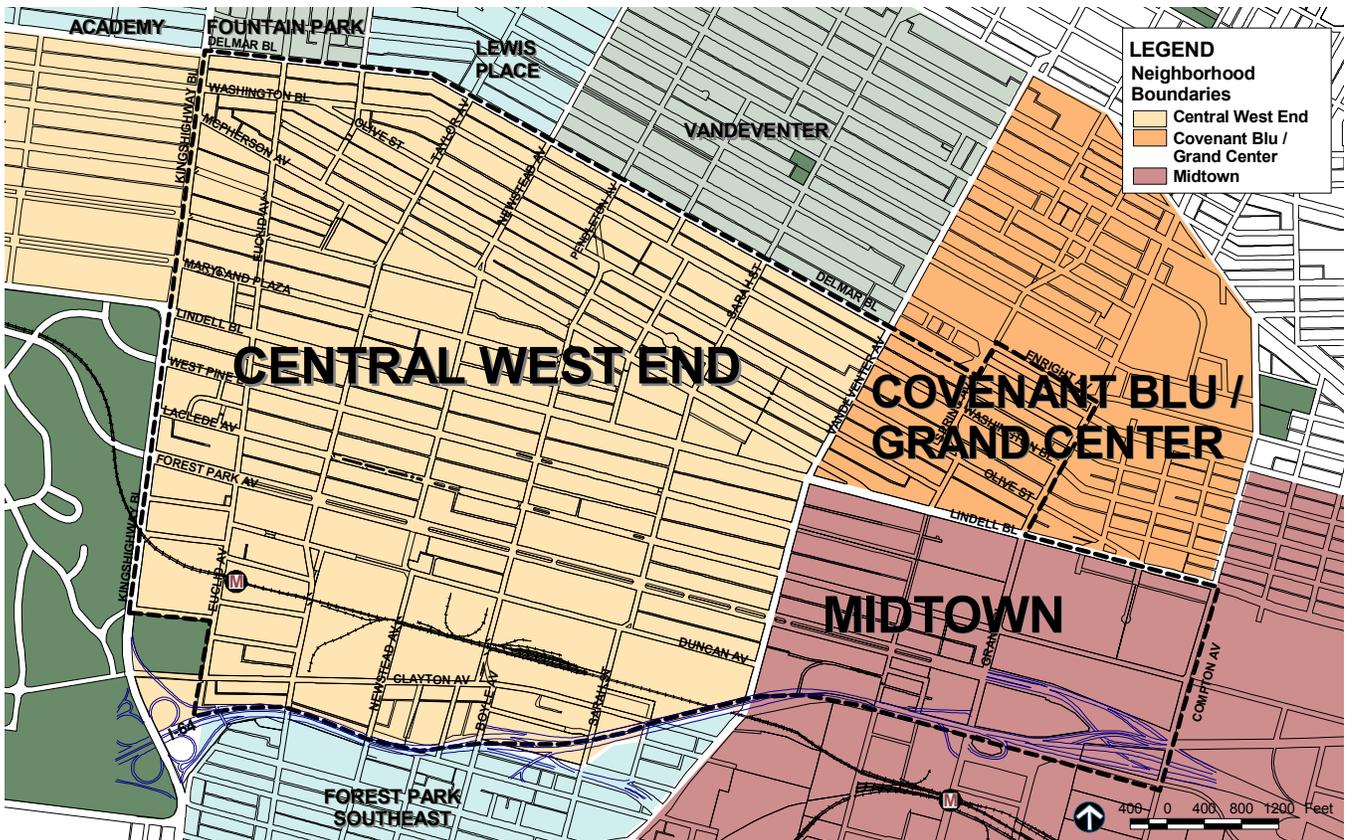


Figure 1.2 Study Area Neighborhoods

# Why a New Plan for Midtown?

The Midtown area has been the subject of numerous studies over the years. Much of the previous work has already produced results or is still valid. Still the City and the other sponsors of the Midtown Strategic Plan saw the need to have a new plan for Midtown that:

- Presents an updated, strategic evaluation of the entire Midtown area.
- Pulls together the separate initiatives and ideas now active in the community to provide a single framework for guiding the physical growth, financial resources and organizational oversight within Midtown.
- Includes specific, action oriented recommendations some of which can quickly start to effect positive change within the community.
- Identifies parties with the resources and responsibilities to implement the plan.

This plan for Midtown is strategic in that it focused on the areas and systems in Midtown that are most critical and opportune to protecting and advancing the community's success. It looks at short range as well as long range objectives and projects. It does this in the context of an overall framework that looks at Midtown and systems (such as transportation, infrastructure and recreation) as a whole. It builds on previous work by including the recommendations of previous plans and studies that remain applicable today. Finally, the plan attempts to synthesize the various stakeholder objectives and development scenarios into one common vision for Midtown's future. This common vision would optimize resources to achieve a coordinated, efficient and timely implementation.

## The Study Area

The Midtown Strategic Plan has been sponsored by a broad array of stakeholders. The list includes the City of St. Louis Planning and Urban Design Agency, Midtown's Aldermen (Kennedy, Krewson, McMillan and Roddy), the Central West End Association, the special business districts, neighborhood groups, Washington University Medical Center, Saint Louis University, BJC Health Systems, Grand Center, Inc., the Chase-Park Plaza, the Archdiocese of St. Louis, Bank of America and Firststar. (See the Acknowledgments section for a full list)

The breadth of these vested groups and individuals suggests a strong mandate for a new plan to help move Midtown forward. It also reflects the spirit of collaboration that is present and will need to grow for successful implementation of the plan.

For the purposes of this plan, "Midtown" has been defined as that area bounded by Delmar Blvd. and Enright Ave. on the north, Interstate 64/40 on the south, Kingshighway Blvd. on the west and Grand Blvd./Compton Ave. on the east (see Figure 1.1). The study area has a coverage of over 1,385 acres or nearly 100 blocks. The plan calls the area "Midtown" in acknowledgment of its proximity to the center of the city (roughly 3 miles from downtown St. Louis). The study area actually

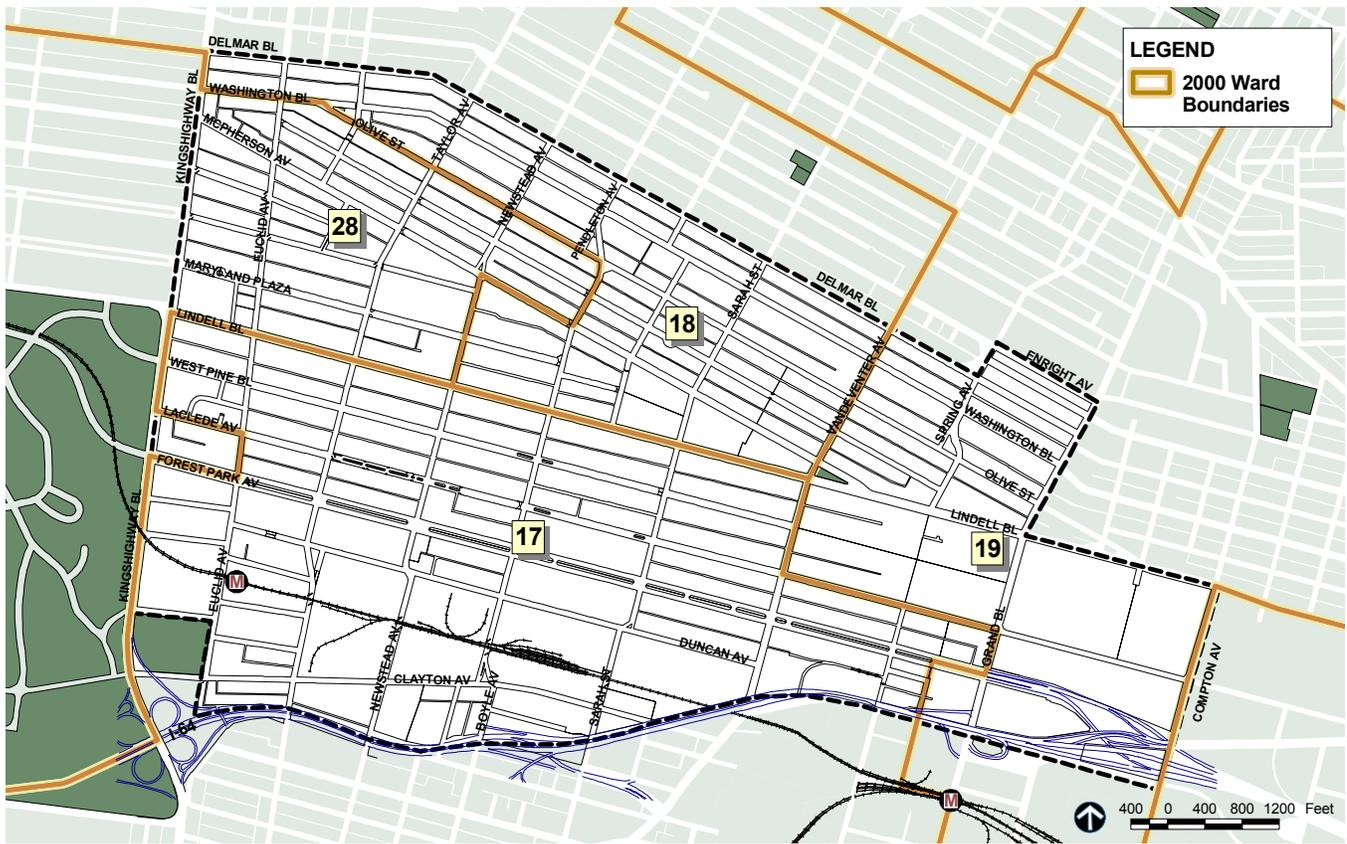


Figure 1.3 Wards

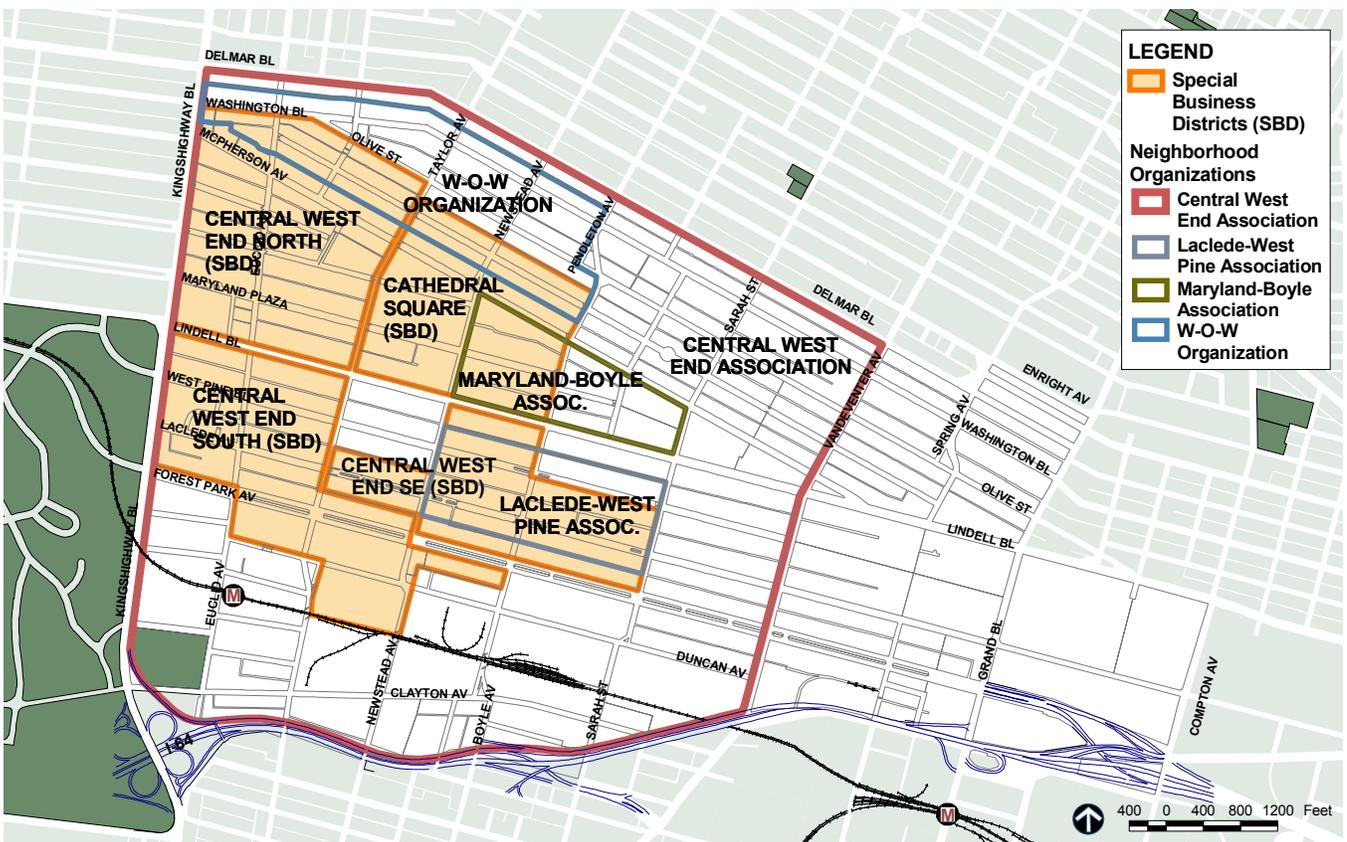


Figure 1.4 Neighborhood Organizations and Special Business Districts (SBD's)

combines portions of several neighborhoods (Central West End, Midtown<sup>1</sup> and Covenant Blu/Grand Center - see Figure 1.2), commercial areas and major institutions. The combined area was defined because of the physical, economic, social and strategic interrelationships of its parts.

In addition to neighborhood boundaries, there are many other lenses with which to “view” the Midtown planning area. Another is the political representation and organizational affiliations. For instance, as noted above there are four aldermanic wards represented in the study area (see Figure 1.3). In addition, there are numerous community organizations and Special Business Districts that provide community leadership and resources to specific portions of the study area (see Figure 1.4).

<sup>1</sup> Unless otherwise noted, all references to “Midtown” will be to the study area as defined.

## Project Team

Given the size of the study area and the complexity of the issues and project, the plan sponsors agreed a consultant would be hired to complete the Midtown Plan. The plan sponsors selected an interdisciplinary team that included the following firms:

- SmithGroup JJR (Chicago): Overall project manager and planners. Evaluated existing land use and prepared future land use/development concepts; prepared analyses of land use regulations and public amenities.
- SmithGroup Consulting Group (Detroit): Responsible for analyses of market conditions, security, finance, community organization, implementation strategies and city services.
- David Mason & Associates Inc. (St. Louis): Prepared the infrastructure analysis.
- Austin Tao & Associates, Inc. (St. Louis): Documented existing character within the study area and assisted with the preparation of recommendations.
- Crawford, Bunte, Brammeier (St. Louis): Evaluated existing transportation and parking systems and prepared recommendations.

### ***Special Business Districts:***

*“These districts have a special tax levied on the assessed valuation of the commercial property and/or on the business licenses for businesses in a designated area. This revenue can be used in a variety of ways to improve the streetscape of the area and make the area more attractive. In some areas this revenue has been used to provide additional security, to install landscaping, to advertise or promote the business activity of the area, to maintain and improve the city owned Streets and right of ways, and install additional lighting.”*

*<http://stlouis.missouri.org/development/commdist/taxdist.html>*

## The Process



The overall approach used to prepare the plan was one that integrated extensive stakeholder input and guidance throughout the planning process. Opportunities for stakeholder input included meetings with a steering committee formed with members from the plan sponsoring organizations, personal interviews, focus group meetings, public workshops and presentations. The full planning process included four phases discussed in more detail below:

### Phase 1: Data Collection and Stakeholder Input



The initial phase of the process entailed data collection and stakeholder input. This included a three-day period of meetings, interviews and field observations - June 27th to 29th, 2001 - during which the team held one-on-one and group meetings with various stakeholders, including development organizations, neighborhood residents, aldermen, operating departments of the City of St. Louis, State agencies, realtors, etc. These interviews provided an opportunity for the consultant team to gather information about specific issues in a very informal and interactive process. It gave the participants an opportunity to shape the planning process by identifying issues, concerns and recommendations that should be addressed in the planning process. A public workshop was held on the evening of June 28th, 2001. Over 200 people attended this meeting at Saint Louis Cathedral School. This meeting was used as the basis for the community vision statement for Midtown. The results of the workshop are summarized in the Addendum.



### Phase 2: Component Data Analysis

Using the information and insights gained from the first phase, the project team analyzed Midtown's land use and land use regulations, real estate market, transportation, infrastructure, city services, amenities, security, organizational structure and financing. The analysis performed included a documentation of existing conditions, the development of recommendations, and identification of obstacles or challenges to overcome in order to implement the recommendations.

### Phase 3: Midtown Charrette



The charrette was a three-day interactive and multi-session workshop held in Midtown from September 25th to 27th, 2001. The project team held collaborative workshop meetings with city staff, the Steering Committee, stakeholders and the general public to develop the draft plan. The charrette presented the draft real estate market analysis and an estimate of Midtown development potential. During the charrette, the project team prepared physical development scenarios and recommendations pertaining to the financing of improvements and an organizational structure to foster implementation of the plan.

# Phase 4: Final Midtown Strategic Development Plan

Based on feedback obtained during and after the Midtown Charrette, the consultant team refined the preferred physical development plan and other plan recommendations. These materials were again presented to the City and Steering Committee for review, in January 2002. Following one additional round of review and refinement, the consultant team prepared the Final Midtown Strategic Development Plan, which is presented in this report.

## Organization of the Plan

The Midtown Strategic Development Plan is organized in five main sections. The **Introduction** provides an overview of the project's origins, intent and approach.

The second section describes the **Strategic Setting** for the plan, which means the foundation understanding of Midtown used to develop the plans in the rest of the study. This foundation includes the **Community Vision** for the future of Midtown based on the public workshops and meetings, an assessment of the **Real Estate Market** for Midtown and an inventory and analysis of the Midtown's **Existing Development** including physical conditions, land use and ownership.

Section three contains the recommendations and analysis that constitute the **Strategic Plan**. First the unifying **Overall Strategy**, which is a general development framework for all parts of Midtown, is presented. Then, within this framework, development strategies are presented for five geographic **Focus Areas** deemed to be the most strategic subareas for the purposes of this plan. The focus areas were defined by the plan sponsors and include Washington/Olive/Walton (W.O.W), North Corridor, Technopolis, West Pine and Euclid Ave. (these areas are defined and described in Chapter 6). Finally, specific **Catalytic Projects** are detailed for each focus area. These are projects around which the plan recommends organizing public and private actions to move development forward within the focus areas.

Section four takes a system wide view of the issues and recommended improvements in Midtown overall and the focus areas. Six separate chapters present **Recommendations for Specific Systems** including transportation and parking, infrastructure, public amenities, city services and security.

Section five addresses three **Implementation** tools that can be used to put the recommendations of the plan into action. These include **Zoning Regulations**, and **Finance** tools.



## Community Members' Comments on a Vision for Midtown's Future

"A community that retains young, married couples who feel that the public school system is strong enough to keep them in the neighborhood vs. fleeing to the suburbs."

"Encourage incentives for more affordable housing to preserve the diversity. More openness and less gated communities. "

"A community known for its safety."

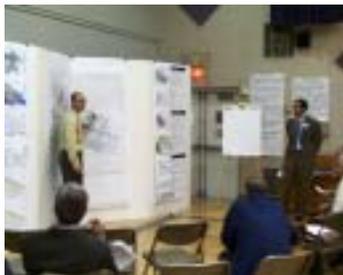


"A more urban community, not planned by suburban thinking individuals."

"Keep the area multi-racial/multi-economic, but add local neighborhood businesses. Without diversity and strong support for it, the city is dead. We need that as a comparative advantage."

"My vision for the neighborhood includes clean air."

"Able to live, work and enjoy a small neighborhood."



"A place where people will want to visit, but will respect it enough not to litter, loiter, and commit crimes."

"Important to have physical and social connections to the area north of Delmar Blvd. Realizing that racial and economic problems are not going to be solved on a neighborhood level, we should still do as much as possible to have a community that is united and continuous."





## 2. *COMMUNITY VISION*

The project sponsors set the following four general goals for the Midtown Strategic Plan:

- Foster and coordinate development in Midtown.
- Identify projects that can fill in the physical gaps in the district.
- Achieve greater efficiency by coordinating on-going efforts.
- Develop a guide for the physical redevelopment of Midtown.

The accomplishment of these objectives requires collaboration and consensus among community members and stakeholders. The first public workshop, which included participation by over 200 people, sought to express a community vision for the future of Midtown that could serve as a foundation with these shared goals:

- Midtown will be a community that supports all aspects of life - “where we live work and play.”
- Midtown will continue to thrive and attract new residents and investment.
- Midtown’s job base will continue to expand through growth in its industries and improvement of its quality of life.
- Midtown’s future depends on open communication and a commitment to mutual support amongst its neighborhoods, major institutions and businesses.
- Midtown will remain a community that values its diversity.
- Midtown will be a secure area of safe Streets, homes and businesses.
- Midtown will remain a community that values and preserves its history, physical character and distinctiveness.
- Midtown will remain an urbane community with a comfortable pedestrian scale.
- Midtown will retain a supply of affordable housing.
- Midtown will be a green community that values open space, landscape and environmental quality.





### 3. *REAL ESTATE MARKET*

The Midtown Strategic Plan is intended to provide a basis for informed decision-making by elected officials and the general public regarding future development in Midtown. It is to provide a framework within which the impact of public and private development decisions can be understood, evaluated and coordinated. Finally it is to serve as a guide to achieve the level and the type of development most desired by the community.

The recommendations in the Midtown Strategic Plan were developed to work with the market factors that have shaped and will likely continue to shape real estate market conditions in Midtown. This section summarizes our review of the market data. This review focuses on conditions and trends affecting private sector real estate development rather than institutional or governmental initiatives. Information has been obtained from a variety of sources including the U.S. Census, the St. Louis Planning and Urban Design Agency, a private demographic and real estate marketing firm<sup>1</sup>, previous plans and studies, the Hope VI Application for revitalization of Blumeyer Homes, interviews with representatives of the study area's major institutions, and reports prepared by commercial property brokers active in the area.

Initially, we conducted a broad review of general market trends. Also, we took a closer look at the general condition in specific sectors - hospitality, entertainment, general office and biotech facilities - in response to stakeholder feedback and in recognition of activity in these sectors already taking place in the study area. Based on this research we narrowed the focus of market data to those sectors that hold the most potential for positive impact on the study area in the short term.

Our conclusion is that the focus for the purposes of this strategic plan should be on residential and neighborhood retail development. The market for additional hotel projects and major entertainment venues, especially given the current depressed state of the hospitality industry, will likely be absorbed by the plans for the Grand Center redevelopment area, the recent renovation of the Chase Park Plaza hotel, and the new hotel developed in conjunction with Barnes-Jewish Hospital. Similarly, we did not consider the market for general office development in great detail because of the apparent weakening of local office market and the strong competition from new office development in downtown, in the area east of the study area and in nearby suburbs. We believe there is an opportunity for specialized niche office space, such as biotech facilities that would benefit from proximity to the Washington University Medical campus, but we feel this should be and will be easily concentrated within the Technopolis area. So in considering the market forces that are most strategic for redevelopment of the rest of Midtown, the primary focus of the real estate market assessment has been narrowed to residential and neighborhood retail opportunities.

<sup>1</sup> Claritas, Inc.

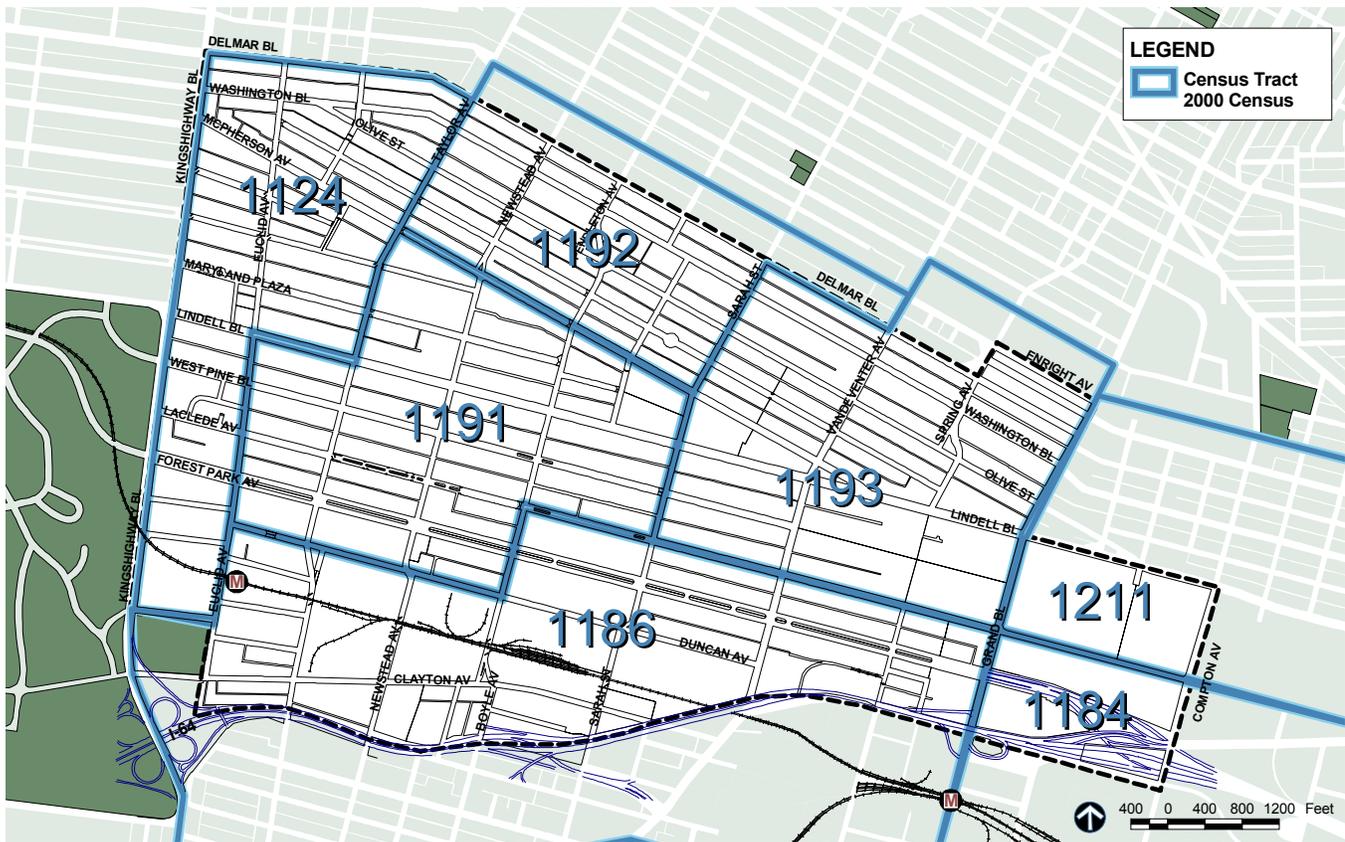


Figure 3.1 Census Tracts 2000 Census

|  | 1990      | 2000      |
|--|-----------|-----------|
| <b>Midtown</b>                         |           |           |
| Population                             | 16,585    | 16,922    |
| Households                             | 9,032     | 91,00     |
| Avg. Household Size                    | 1.55      | 1.51      |
| Median Age                             | 36.6      | 33.8      |
| <b>St Louis</b>                        |           |           |
| Population                             | 396,685   | 348,189   |
| Households                             | 164,931   | 147,076   |
| Avg. Household Size                    | 2.34      | 2.30      |
| Median Age                             | 32.8      | 33.7      |
| <b>St. Louis Region</b>                |           |           |
| Population                             | 2,492,525 | 2,603,607 |
| Households                             | 942,119   | 1,012,419 |
| Avg. Household Size                    | 2.6       | 2.52      |
| Median Age                             | 33.2      | 36.0      |
| Census tracts 1124,1186,1191,1192,1193 |           |           |
| Source: U.S. Bureau of the Census      |           |           |

# Population and Housing

The following summarizes our analysis of the demographic trends affecting real estate demand in Midtown. The study area is defined as those census tracts with over 50 percent residents in 2000 residing within the Midtown study area boundaries. These are Census Tracts 1124, 1186, 1191, 1192 and 1193 (See Figure 3.1).

## Trends

While the population and household base of the City of St. Louis has declined since 1990 and may continue to do so over the next decade, both population and households have increased in Midtown. U.S. Census data indicates that Midtown has seen a population increase over two percent and a household gain of nearly one percent while the city as a whole had a population loss of over 12 percent and a household loss of nearly 11 percent.

Within Midtown, the areas of greatest population and household growth have been within walking distance of the Washington University Medical Center campus on the west end of Midtown and the Saint Louis University campus on the east end. There have been a number of new residential projects that will bolster this trend. This includes construction of new dwellings as well as rehabilitation of the existing housing stock. Also, student-housing initiatives by Saint Louis University have been an important contributor to the area's overall population gain.

## Age

Over this last decade, the median age of the population within Midtown has become more similar to that of St. Louis as a whole. Whereas in 1990 the area median age was 3.5 years higher than the city median, by 2000, they were nearly identical. The city's overall population had become slightly older while Midtown's population had become slightly younger.

The actual number of seniors decreased substantially in both Midtown and the city while increasing substantially in the greater region. However, the rate of decrease in both population and households in this age group in Midtown was slower than citywide loss, possibly reflecting the area's desirability as a place for people in this age group. Despite the gradual aging of Midtown's population base in recent years, it remains an area with an unusually high concentration of young adults, particularly of persons of college age (20-24 years). This age group increased by over 33 percent since 1990, likely with much of that gain due to increased student housing in the area by Saint Louis University. Finally, the area has seen a surge in the number of people in their "empty nester" and pre-retirement years (ages 45-59).

## Household Size and Household Composition

In 1990, Midtown contained slightly over 4 percent of the city's population but over 5 percent of its household base, signifying a smaller household size. Since that time, Midtown's place in the city has gradually become more prominent, increasing to nearly 5 percent of the city's population and over 6 percent of its households. While the number of married couples residing in the area has remained relatively constant, decreasing by only 26 since 1990, two parent families with children have almost disappeared from the area, declining from nearly 1,300 families in 1990 to

less than 300 families in 2000. Including single-parent households as well as two parent families with children, only 7 percent of the area's households had children in 2000 compared to 9 percent in 1990.

Since 1990, Midtown has continued to attract households without children. These households increased from 91 percent of Midtown's total household base in 1990 to 93 percent by 2001. Both the number as well as the proportion of such households increased in the Midtown area. In contrast, while the proportion of the city's total households that were childless also increased over the last decade (from 69 percent to 75 percent of all households), their actual number declined (from 114,374 to 109,683).

The primary gain in households for the area has been of households containing two or more unrelated individuals living together (non-family households) versus married couples or single parent households or even one-person households. The area saw an increase of 200 such households since 1990. However, while both numbers and incidence of non-family households with at least two people are increasing, one-person households remain the dominant form of non-family households. Their numbers increased slightly since 1990 while their proportion, shrinking by only 1 percentage point, remains a high 66 percent compared to 40 percent citywide and 27 percent in the region.

**Racial and Ethnic Mix**

Between 1990 and 2000, it appears that Midtown's racial composition has remained relatively unchanged. Racial minorities continue to represent about 42 percent of Midtown's population base. In contrast, the share of total population represented by racial minorities increased from 49 to 55 percent citywide, and 18 to 21 percent in the region. All areas have seen a slight increase in members of the Hispanic/Latino ethnic group. Also beginning in 2000, the Census permitted respondents to select membership in two or more races. As of the 2000 Census, two percent of Midtown residents, two percent of city residents and one percent of regional residents indicated their membership in two or more races.

**Income**

| <b>Median Income</b>                       |             |                  |               |
|--|-------------|------------------|---------------|
|  | <b>1989</b> | <b>Est. 2000</b> | <b>Change</b> |
| Midtown                                    | \$17,712    | \$29,715         | 68%           |
| St. Louis                                  | \$19,562    | \$28,285         | 45%           |
| St. Louis MSA                              | \$31,768    | \$45,863         | 44%           |
| Census tracts 1124, 1186, 1191, 1192, 1193 |             |                  |               |
| Source: Claritas, Inc                      |             |                  |               |

Midtown's estimated median household income for 2000 is approximately \$30,000, which is slightly higher than that estimated for the city and only 65 percent of that estimated for the region. Still,

Midtown has a concentration of relatively affluent households. Over 24 percent of the Midtown households are headed by people aged 45-64 years of age who have incomes of \$100,000 or more. This compares to 8.1 percent estimated for the city as a whole or 18 percent for the region. Midtown also has a substantial concentration of lower income households at levels similar to that for the city and much higher than the region. The area's concentration of high and low-income households is likely to continue. This means that there will be an on-going market for meeting the retail, service, entertainment and housing needs and preferences of Midtown's low and moderate-income households.

## **Education**

The educational attainment of Midtown residents, in 1990, was substantially higher than either the city or the larger region, with over 41 percent of Midtown residents having bachelors or graduate degrees compared to less than 15 percent for the city and 21 percent for the region. We anticipate this differential has continued if not increased.

## **Housing Tenure and Occupancy**

Midtown is a predominantly rental housing area, but owner-occupancy has been increasing in both new and existing units. In 1990, 19 percent of the area's housing was owner-occupied compared to 45 percent citywide and 69 percent in the region. By 2000 owner occupancy had increased in Midtown to 21 percent compared to 39 percent in the city and 71 percent in the region. Between 1990 and 2000, housing supply increased by 68 and the number of owner occupied dwellings increased by nearly 190 units.

A number of factors suggest that the increase in home ownership in Midtown will continue. There is an increasing variety of programs to encourage home ownership for low and moderate-income households. There is apparent interest among more affluent households in remaining in or returning to the city. The market-rate and affordable for-sale housing proposed as part of the Blumeyer Homes HOPE VI initiative will add to home ownership and help stabilize the area just north and east of the study area. The Forest Park Southeast redevelopment efforts could have a similar impact just south of Midtown.

Vacancy rate information shows that the housing market in St. Louis and especially in Midtown tightened during the 1990's. Regionally, the rental vacancy rate decreased from 10.5 percent in 1990 to 8 percent in 2000 while the homeowner vacancy rate declined from 2 percent to 1.6 percent. The vacancy rate in the city was much higher than in the region in 1990 and over the last decade it continued to remain higher. The rental vacancy rate was over 13 percent in 1990 in the city and was nearly 12 percent in 2000. The homeowner vacancy rate increased slightly during this time from 3.3 percent to 3.5 percent.

Midtown had a higher rental vacancy rate in 1990 than the city rate (14 percent vs. 13.2 percent) but by 2000, this had decreased by nearly half to 7.4 percent - less than even the regional rate. Similarly, Midtown's homeowner vacancy rate, which was more than double the city's rate in 1990 and triple the regional rate, declined to 2.3 percent in 2000 - well below the city's rate and not much higher than the regional rate.

## Housing Values

What owner-occupied housing there is in Midtown tends to have, on average, higher value than that in the rest of the city or the larger region. The median value of owner-occupied homes in Midtown in 1990 was nearly \$130,000 compared to less than \$51,000 for the city or less than \$70,000 for the region.

Midtown's distribution of rental housing values was, in 1990, similar to its distribution of household income. It had a higher concentration of lower-priced rental housing than either the city or region and a higher concentration of the very highest levels of rental charges compared to the city and region. This concentration of both higher and lower priced units suggests that there is the opportunity for units to be renovated and then to attract higher rents. It will be important to develop a balanced mix of housing capable of meeting Midtown's low and moderate income household needs while retaining and attracting a broader mix of incomes to sustain and expand the area's base of retailers, service-providers and cultural, educational and medical institutions.

|   | Midtown <sup>1</sup> |       | St. Louis |       |
|---|----------------------|-------|-----------|-------|
| <b>Housing – Contract Rent Renter Occupied</b>  |                      |       |           |       |
| Less than \$250   | 2,216                | 30.7% | 43,185    | 49.4% |
| \$250-\$499   | 3,664                | 50.8% | 40,024    | 45.8% |
| \$500-\$749   | 1,041                | 14.4% | 3,429     | 3.9%  |
| \$750-\$999   | 229                  | 3.2%  | 600       | 0.7%  |
| \$1,000 or more   | 65                   | 0.9%  | 162       | 0.2%  |
| Median  | \$336                |       | \$252     |       |
| <b>Housing Value Owner Occupied</b>   |                      |       |           |       |
| <\$50,000   | 127                  | 17.1% | 27,375    | 48.9% |
| \$50,000-\$99,999   | 162                  | 21.9% | 24,320    | 43.4% |
| \$100,000-\$149,999   | 131                  | 17.7% | 2,565     | 4.6%  |
| \$150,000-\$199,999   | 103                  | 13.9% | 833       | 1.5%  |
| \$200,000-\$299,999   | 127                  | 17.1% | 509       | 0.9%  |
| \$300,000 or more   | 91                   | 12.3% | 386       | 0.7%  |
| Median  | \$129,713            |       | \$50,700  |       |
| <sup>1</sup> Census Tracts 1124, 1184, 1191, 1192 & 1193<br>Source: US Bureau of the Census, 1990 |                      |       |           |       |

# Employment

## Area Employment

According to estimates by Claritas, Inc., nearly 50,200 people are employed within the boundaries of Midtown. The dominant employment sector is health care - Midtown's medical institutions and medical teaching institutions as well as other health care providers. Professional and related health services employment, primarily based at BJC Hospital Systems, Washington University Medical School and the College of Pharmacy facilities in the area account for nearly 54 percent of the total job base in the area.

The next largest employment sectors are "finance, insurance and real estate" (12 percent of total employment) and retail (6 percent). Jobs in these industries, while scattered throughout Midtown, are primarily concentrated near the Washington University Medical Center and the Saint Louis University campus.

It is estimated that over 7,000 of Midtown's nearly 17,000 residents are employed. Residents of Midtown, far more than citywide or regional residents, work locally, with over 27 percent traveling under ten minutes to work compared to 12 percent for the city and 15 percent for the region, according to the 1990 Census. Over 20 percent of area residents traveled to work by walking compared to less than 5 percent citywide and less than 3 percent in the region.

Comparing the distribution of jobs in Midtown to the estimated distribution of employment by industry of Midtown residents, it appears that Midtown is a strong net importer of jobs in professional and related health services, retail trade and professional and related educational services. There are many more jobs in these industries than are represented by residents employed in the same industries. Additionally, while public sector employment represents only 5.2 percent of all Midtown-based jobs, there are few area residents employed in the public sector. If we assume that all employed residents of Midtown actually work within Midtown, then, we arrive at the very least, conservative estimate that there may be a daily in-migration of nonresidents of over 43,000 people.

| Industry  | Employed Population 16+ Years |        |                 |        | Work/<br>Live<br>Ratio |
|---|-------------------------------|--------|-----------------|--------|------------------------|
|   | Work in Midtown               |        | Live in Midtown |        |                        |
| Ag., forestry, fisheries  | 31                            | 0.1%   | 25              | 0.4%   | 1.24                   |
| Construction  | 285                           | 0.6%   | 102             | 1.5%   | 2.79                   |
| Manufacturing (non-durable goods)   | 1,020                         | 2.0%   | 327             | 4.7%   | 3.12                   |
| Manufacturing (durable goods)   | 807                           | 1.6%   | 338             | 4.8%   | 2.39                   |
| Transportation  | 210                           | 0.4%   | 244             | 3.5%   | 0.86                   |
| Communications & other pub. utilities   | 653                           | 1.3%   | 223             | 3.2%   | 2.93                   |
| Wholesale trade   | 900                           | 1.8%   | 190             | 2.7%   | 4.74                   |
| Retail trade  | 3,128                         | 6.2%   | 951             | 13.5%  | 3.29                   |
| Finance, ins., & real estate  | 5,752                         | 11.5%  | 452             | 6.4%   | 12.73                  |
| Business & repair services  | 3,081                         | 6.1%   | 315             | 4.5%   | 9.78                   |
| Personal services   | 208                           | 0.4%   | 204             | 2.9%   | 1.02                   |
| Entertain./recreation services  | 100                           | 0.2%   | 88              | 1.3%   | 1.14                   |
| Professional & rel. health services   | 26,996                        | 53.8%  | 1,286           | 18.3%  | 20.99                  |
| Professional & rel. educ. services  | 1,623                         | 3.2%   | 1,182           | 16.8%  | 1.37                   |
| Other professional & rel. services  | 2,554                         | 5.1%   | 706             | 10.1%  | 3.62                   |
| Total private sector employees  | 47,348                        | 94.4%  | 6,633           | 94.5%  | 7.14                   |
| Total public sector employees   | 2,611                         | 5.2%   | 185             | 2.6%   | 14.11                  |
| Total persons working at home   | 201                           | 0.4%   | 201             | 2.9%   | 1.00                   |
| Grand total   | 50,160                        | 100.0% | 7,019           | 100.0% |                        |
| <small>           Census Tracts 1124,1186,1191,1192 &amp; 1193<br/>           Source: Claritas, Inc.         </small> |                               |        |                 |        |                        |

The large number of people who come to Midtown daily for work represents a major opportunity for new residents and shoppers in Midtown. The strategy should address ways to attract workers to become residents - to live more conveniently to their jobs. Similarly, there is potential to capture a greater share of the market with a greater variety of retail and entertainment facilities near their workplace.

### **Major Institutions**

Midtown is anchored by a variety of educational and medical institutions. The largest of these are the Washington University Medical Center (WUMC) and Saint Louis University Campus.

The Washington University Medical Center (WUMC) is the largest concentrated grouping of institutions in the area. It is located in the western edge of Midtown, generally west of Boyle Ave., with the majority of its facilities located west of Euclid Ave., south of Forest Park. Its primary institutions include Alvin J. Siteman Cancer Center (recently designated a National Center Institute), Barnes-Jewish Hospital, Central Institute for the Deaf, St. Louis Children's Hospital and the Washington University School of Medicine. WUMC dominates the area in terms of employment, with over 17,200 employees including medical Fellows, Trainees and House staff, increasing by over 4.4 percent since 1998/1999. Annually, WUMC treats over 861,200 patients in a mix of in and outpatient services, increasing by 0.5 percent since 1998/1999.

Washington University Medical School had, in the 2000/2001 school year, an enrollment of 1,054 students, a decline from 1,206 three years earlier. One of the critical issues facing the school in terms of attractiveness as an educational institution is the shortage of nearby quality housing available for its students and employees. The school is working with McCormack Baron & Associates, Inc. to create new housing in the Forest Park Southeast neighborhood, south of Midtown, to provide additional quality housing choices in the area for its employees and students.

In addition to the educational functions of Washington University's Medical School, the western end of Midtown also contains the St. Louis College of Pharmacy. This school has an enrollment of approximately 900 students and, due to a variety of expansions in its academic offerings, has increased its enrollment and its employment base.

With approximately 11,000 students, of which approximately 4,500 are graduate and professional school students, Saint Louis University is the largest educational facility in Midtown. Over the last 15-20 years, the campus has changed from an urban commuter school to a cohesive and attractive residential campus. The change in campus appearance, plus the construction of the new Student Village residential complex, has created a high demand for on-campus student housing, and one that the University is continually trying to accommodate. However, like Washington University Medical School, Saint Louis University representatives find that there is a substantial demand for student housing which cannot be accommodated in the facilities located on campus. With on-campus facilities reserved for undergraduates, graduate students as well as undergraduates who cannot be accommodated in the University's own housing, must seek off-campus housing.

Saint Louis University employment has increased by approximately one to two percent in the last few years to a current total of nearly 3,500 full time faculty and staff and 2,100 part time employees.

# Cluster Segmentation: Area Residents and Employees

Geo-demographic market segmentation systems (also known as cluster lifestyle systems) provide insight into the shopping and housing preferences of demographic groups. The systems are based on observations that people with similar cultural backgrounds, needs and viewpoints naturally tend to draw together. They choose to live in areas (neighborhoods) offering lifestyles compatible with their particular interests and needs. These neighborhoods can be grouped into "clusters" that exhibit similar demographic and behavioral characteristics. The clusters can be used to identify and locate marketing targets.

The PRIZM market segmentation model used for this analysis was developed by Claritas, Inc., a demographics and real estate marketing firm. The model organizes every household in the U.S. into 62 distinct types or clusters. The system integrates behavioral, demographic and buying behaviors into clusters of households that are consistent with respect to these variables. The clusters are consistent across the country and as such, cut across regional variations to describe buying behavior in a manner that is robust across all segments of the retail industry.

In Midtown, only 11 of the potential 62 clusters contain four or more percent of either the area's workers or residents. Four clusters dominate the residential base with a combined total representation of 99 percent of the residential population. Midtown's workforce is more diverse, with ten clusters containing four or more percent of the workforce population for a total of 56 percent.

The following provides a brief description of each of the eleven Claritas PRIZM cluster segments that are found in greatest concentration in Midtown. The potential housing and buying preferences of these groups are also estimated, based on Claritas' description of their basic geo-demographic characteristics.

| Cluster Number & Demographic Descriptor                  | Workers |            | Residents |            |
|--|---------|------------|-----------|------------|
|  | Count   | Percentage | Count     | Percentage |
| 4 Established empty nesters                              | 1,894   | 4%         | 0         | 0%         |
| 5 Upscale suburban families                              | 1,992   | 4%         | 0         | 0%         |
| 10 Bohemian singles                                      | 1,763   | 4%         | 3,486     | 22%        |
| 12 Young upscale white-collar families                   | 2,068   | 4%         | 0         | 0%         |
| 19 Upscale suburban fringe couples                       | 2,157   | 4%         | 0         | 0%         |
| 22 Upscale blue collar families                          | 2,773   | 6%         | 0         | 0%         |
| 26 Aging couples in inner suburbs                        | 2,904   | 6%         | 0         | 0%         |
| 30 African-American singles & families                   | 2,651   | 5%         | 0         | 0%         |
| 36 College town singles                                  | 488     | 1%         | 2,526     | 16%        |
| 45 Ethnically-mixed urban singles                        | 4,674   | 9%         | 5,905     | 37%        |
| 47 Inner-city single parent families                     | 5,160   | 10%        | 3,867     | 24%        |
| <sup>1</sup> Census Tracts 1124, 1186, 1191, 1192 & 1193 |         |            |           |            |

Cluster 4. - "Established Empty Nesters" This group is dominated by well-educated empty-nester executive and professional couples living the good life in their "post-child" years. Their dual incomes support rich, active lives filled with travel, leisure activities and entertainment. Their median household income is \$67,100. They are primarily professionals and predominately own single-family homes. They prefer upscale shopping, gourmet as well as quality ethnic dining, and travel extensively. This group represents four percent of people employed in Midtown but contains no Midtown residents. It is thus a target for marketing of upscale dining and entertainments. Additionally, its members may be appropriate targets for upscale

lower density condominium units as well as upscale service-intensive higher density (e.g., high-rise) condominiums.

Cluster 5. - "Upscale Suburban Families" This is a highly affluent suburban group, which, while dominated by married couples with children, also has concentrations of married childless couples. Their lives are complex, busy and strongly centered around family activities. Their preference is for single-family housing. Their median income is \$68,900 and they tend to have attended college or be college graduates. They are name brand conscious in their purchases, with strong interests in gourmet foods, boating and travel. The cluster represents four percent of area workers and no area residents. Members of this cluster are not likely to be strong near-term candidates for housing in the area but may represent opportunities for support of child-centered cultural, educational and recreational activities to which they can bring their families on weekends. Over time, such activities may encourage their interest in moving to the area.

Cluster 10. - "Bohemian Singles" This group is dominated by mobile, highly educated singles and is an eclectic group of executives, students, artists and writers who prefer to live in rented high-rise apartments. This group also tends to have few children. This is a more middle-income group with a median income of \$38,500. This cluster represents 4 percent of area workers and 22 percent of area residents. Moderate-priced multi-family housing with units designed for roommate living will be appropriate for this group. The group also represents strong targets for a variety of urban dining, drinking and dancing venues as well as for quality but moderately priced ethnic foods. Whole Foods stores and organic foods stores are also likely to be attractive to this group as well as appeal to other area residents or workers. Clothing and book resale shops featuring unique items will also have strong appeal.

Cluster 12. - "Young Upscale White Collar Families" Members of this group are computer literate, have dual incomes and travel frequently. Most are married with children and live in new, single-family homes. They are college graduates who work in management or professional occupations. Their median income is \$62,100. Despite their upper middle incomes, they are very cost conscious. Bookstores and coffee shops are anticipated to appeal to this group as may upscale furniture stores featuring unique furniture and home accessories. A portion of this group may be interested in new as well as historic single-family homes in the area, especially in neighborhoods convenient to a variety of recreational opportunities as well as convenient to quality parochial, private or newer public schools. Four percent of Midtown's workforce is estimated to be in this cluster.

Cluster 19. - "Upscale Suburban Fringe Couples" These are well-educated professional and white-collar employees living a relatively affluent lifestyle due to either no or grown children and dual incomes. They tend to be conservative and to prefer life in the fringes of suburbia in single-family homes. Their median income is \$51,400. Their cultural and entertainment interests are generally suburban and mid-market in orientation. Many have only recently moved into their homes and, as such, do not represent strong candidates for near-term housing in Midtown. However, its members, who represent four percent of Midtown work force, are likely targets for moderate-priced decent quality lunchtime dining facilities.

Cluster 22. - "Upscale Blue Collar Families" Primarily blue-collar in employment, this cluster is dominated by high school graduates who head large suburban families.

They are typically empty nesters whose employment opportunities are somewhat limited. This is a middle-income group with a median household income of \$47,500. They are often actively involved in various home improvement projects, and tend to do much of their own vehicle maintenance as well. They tend to be a fairly conservative group and, in Midtown, represent six percent of the workforce but no residents. Other than for lunchtime errands and moderately priced lunch-related dining needs, we do not anticipate that this segment of Midtown's workforce represent significant retail potential for Midtown.

Cluster 26. - "Aging Couples in Inner Suburbs" This is a highly-skilled blue-collar group whose members have weathered the economic downturn of the early 1990's and who enjoyed a resurgence of employment. They are a mix of married couples, singles and single parents and a few have children still at home. They are generally high school graduates and employed in skilled trades or in the service professions. With a median household income of \$34,600, they are low-middle income. They tend to live in more densely settled areas of the inner suburbs in single-family housing. Like Cluster 22, this group represents six percent of Midtown's workforce and likely provides support for area lunch facilities, card and gift shops and similar lunchtime activities.

Cluster 30. - "African-American Singles and Families" This group is primarily comprised of African-Americans who tend to represent approximately 75 percent of its membership. Members are employed in a mix of service, white-collar and blue-collar jobs. Their housing often consists of attached single-family, duplex or flats. Its members have a high incidence of college enrollment. Income levels are low middle at \$35,000. Household composition is primarily single parent and singles. As a whole, members of this cluster tend to be strong sport fans and avid purchasers of recorded music. Representing five percent of the area workforce, its members may be likely candidates for moderately priced multi-family rental, low-cost townhouse-style affordable single-family housing in the area.

Cluster 36. - "College Town Singles" This group is primarily composed of 18-24 year olds on limited budgets and highly educated but possibly underpaid professionals. Both groups have a taste for prestige products that are often beyond their means. They are highly mobile and generally live in rental, often very dense housing. They are a mix of college graduates and persons with some college. Their employment tends to be in service industries or as white-collar office workers. While their median income is estimated to be \$19,700, with the majority of the cluster's membership likely to be college students, many of which have parental or other support to meet their housing and basic food costs, a relatively high proportion of their income may be available for discretionary purchases.

While representing only one percent of the area workforce, this group accounts for 16 percent of the resident base in Midtown. Retail facilities such as furniture and accessory stores featuring small-scale (apartment size) furnishings and low cost but "unique" accessories will be popular with this group. The group is also estimated to be avid patrons of coffee shops and ethnic eateries that offer quality food for carry out and dining-in at modest prices. Trendy but moderately priced clothing stores will also appeal to this group as will both used and new book and music stores. High-density rental apartments featuring roommate style bedroom arrangements will appeal to this group, especially if offered with access to high-speed internet connections.

Cluster 45. - "Ethnically Mixed Urban Singles" Often found near urban universities, this cluster includes many singles with few children. It is a mixture of races and transients. Claritas, Inc. describes it as a "poor man's Bohemia." Its members are generally lower middle income with a median household income of \$21,200 for primarily one-person households residing in higher density apartments. It is also one of the less educated clusters, with many members lacking even high school educations. An estimated nine percent of area workers and 37 percent of area residents are in this cluster. Their occupations are often in the marginal service industries such as night clerks, cleaning services etc.

Cluster 47. - "Inner-city Single Parent Families" This cluster is one of the lowest income, least educated clusters found of any scale in both the worker and resident population of Midtown. It is comprised of predominately African American singles and single parent families. High unemployment and public assistance are prevalent economic challenges for this cluster and the scarcity of discretionary income is important relative to prospects for Midtown's retailers. This group is also one of the larger groups found, representing 10 percent of workers and 24 percent of residents. The median household income of this group of is \$16,500. Employment is primarily in service and blue-collar occupations.

Cluster 45 and 47 are the largest in both the workforce and resident populations in Midtown. Together they represent 20 percent of the workforce and 61 percent of the residents in the area and are represented in nearly equal numbers in both worker and resident base (approximately 9,800 members in each). Creation of affordable, quality housing is estimated to be an ongoing and significant need for a large proportion of the area's current residents as is provision of modestly priced food and clothing facilities. The challenge for retailers in the area will be to maintain a mix of goods at prices attractive to and affordable by the diversity of incomes and household types in the area.

## **Residential Market**

### **Multi-Family Rental**

A significant portion of the Midtown housing market is for multi-family rental units. More than 69 percent of Midtown's housing is in buildings of ten or more units and 79 percent of its occupied housing stock is rental. A study of the rental market in the central and northern portions of the city by Applied Real Estate Analysis (AREA) for the HOPE VI Revitalization Application for Blumeyer Homes in the spring of 2001 found the rental market in the area to be very strong. In their survey of income-restricted and market-rate multi-family properties, as well as age-restricted properties, they found occupancy rates ranging from 96 to 100 percent, with waiting lists often lengthy at income and age-restricted senior developments.

The AREA study concluded that demand for new housing in the general area around the Blumeyer Homes site (near the eastern edge of Midtown) will primarily come from the neighborhoods south of I-70 and north of Route 40. Within this area, the substantial base of households with incomes less than sixty percent of the regional median provide substantial potential for filling well over 400 units of low-income and tax credit multi-family rental units in the area.

The AREA study also concluded that there was demand for market-rate rentals as

well, recommending the following rents for market-rate units to be located near the Grand Center arts district and Saint Louis University, generally north and east of our study area:

The AREA report indicates that the recommended rents may be attractive to price-sensitive households who otherwise find it difficult to find housing to meet their needs in this area of the city and notes further that the rents will be very competitive with both existing and rehabilitated rental development elsewhere in the area. McCormack Baron has submitted an application for low-income housing tax credits

| Unit Type     | Rent Range  |
|---------------|-------------|
| One-bedroom   | \$525-\$550 |
| Two-bedroom   | \$650-\$700 |
| Three-bedroom | \$750-\$800 |

to the Missouri Housing Development Commission to build additional rental housing on approximately 60 lots in the McPherson Redevelopment Area. An absorption pace of 4-5 units per month or 48-60 per year is anticipated for the market-rate units in the Saint Louis University area.

We generally concur with AREA concerning the ability to reach market-appropriate rents for new-construction rentals; however, from prevailing asking rents at a cross-section of apartments tracked by Apartmentguide.com, we see higher rents in both Grand Center and the Saint Louis University area. We also note that as one moves westward in Midtown, rental rates increase such that those in the existing and often renovated historic properties overlooking Forest Park itself command rents substantially higher than those on the east edge of Midtown. Specifically, rents are approximately 50 percent higher for units overlooking the Park than units close to Saint Louis University, with units midway between running 20 percent higher than those on the east. As such, additional new and or rehabilitated units in the middle and western parts of Midtown should be priced appropriately higher. The pace of absorption for market-rate rental units in the middle and western portions of Midtown would be expected to at least equal, if not surpass those projected by AREA for developments near the eastern end.

Over time, and especially with the new focus on the redevelopment of Grand Center, rental levels in the east end of Midtown will be expected to rise. However, the issues of proximity to the city's fine Forest Park recreation and open space facility, the Washington University Medical Center and Euclid Ave. commercial activity will continue to exert an upward pricing trend on both rental as well as owner units at the west edge of Midtown.

### **Multi-Family Condominium**

There is evidence that the demand for condominiums remains strong in Midtown. This is based on a review of the July, 2001 Demand Analysis for the Condominium Market prepared by the Planning & Urban Design Agency, the Central West End Condominium Market Study completed in the spring of 2000 by the Planning & Urban Design Agency and Working Solutions, Inc. and discussions with local brokers. Of the study area's 4,000 parcels, about 30% or 1,308 parcels have a condominium land use.

The 2001 analysis predicted that demand for condos through 2005 would be flat to

increasing. The worst-case scenario predicted decreases in condo demand through 2005 in five of the eight census tracts that generally make up an area including and slightly larger than Midtown. Its best-case scenario predicted that demand would double in each tract except for one resulting in a demand for 2,073 additional condo units by 2005.

The 2000 study demonstrated that the Central West End is one of the most prominent condo markets in the metropolitan area. Although prices are not as high as in some of the surrounding suburbs, prices have risen significantly in the last three years and units are selling much faster than in other areas. The study suggests that the Central West End compares strongly to competing areas, such as Clayton and University City, in both the range of condos that it offers and the neighborhood context in which those choices are found. Price levels and days on market both showed the strength of the condo market. Price variations of condominium units would be expected to follow the same pattern described for the single family and rental markets.

There seems to be an appeal that holds residents to the area, although the study data shows that no one geographic location represented a primary market for potential buyers. The demographics support the notion that empty nesters and other professional households without children represent the majority of the condo market, with the median size of households being 1-2. Only 9 percent of the households in the study had children under the age of 18. The demographics of the area show diversity in the distribution of age, gender and race. The median age is generally over 40 and households are educated and professional or retired professionals. Median incomes range from \$50,000 to over \$100,000.

Although area residents tended to have higher incomes levels, the study shows that a range of household incomes was found, suggesting that people are finding housing options to allow them to take advantage of the area's amenities. The most common price range for existing condo owners in the area was \$50,000-\$150,000, with the next most common price range being in the \$150,000 to \$250,000+ range. Over 75% of these residents owned two or three bedroom units, with two bedrooms being the most common size. Greater than 75% of the survey respondents ranked large amounts of light, outdoor space and private laundry facilities as the most important unit characteristics.

We concur that there is a market for additional condos in Midtown. Current market activity bears this out. The Westin Group is in the process of purchasing 28 existing rental units from McCormack Baron in the McPherson Redevelopment area to convert to condos priced at \$110,000 to \$150,000 for two bedroom units and more for the three bedroom units. Due to differing boundaries within the MLS data, we have not determined the specific number of units in the area, but recent sales history of units selling for more than list price suggests that the market is growing.

#### **Detached Single-Family**

Values of owner-occupied homes were highest in 1990 in the areas immediately adjacent to Forest Park, decreasing as one moves east. In 1990, the median value of homes in census tract 1124 located adjacent to Forest Park was reported by the Census as \$228,000, decreasing to less than \$42,000 in Tract 1193 located between North Sarah St. and North Grand Blvd.

According to research reported by AREA, the north side of St. Louis was the focus of a variety of new single-family home developments during the last decade, marketed to a broad spectrum of household incomes. Sale prices for these homes tended to range from \$70,000 to \$180,000. AREA recommends pricing for single-family detached homes in the Blumeyer site area between \$150,000 and \$180,000 and

| Census Tract | Summer/Fall 2000 | Winter/Spring 2001        | Change |
|--------------|------------------|---------------------------|--------|
| 1124         | \$225,000        | \$200,000                 | -11.1% |
| 1191         | \$125,000        | \$114,500                 | -8.4%  |
| 1192         | \$154,000        | \$138,500                 | -10%   |
| 1193         | N/A              | \$28,000 (very few sales) |        |

anticipates initial absorption between one and 1.2 homes sales per month. This price range and absorption is also recommended by AREA for other locations in this area beyond the Blumeyer

site, with the pace of sales to increase as the market is able to see an increasing mass of new homes at Blumeyer.

A tracking of sales over the twelve months from late spring 2000 through late spring 2001, as reported by e-Neighborhoods and iPlace, Inc. find the following for Midtown's census tracts:

The pricing pattern of homes sold in Midtown is similar to that for the pricing of rental apartments - values decrease as one moves from west to east. The magnet of Forest Park, coupled with the concentration of generally well-maintained and often fully refurbished and renovated historic buildings with a mix of retail and service facilities at St. level in the western most part of Midtown has generally contributed to both the high values found in this part of Midtown. As such, it is likely that this area will support new construction at higher values. New single-family construction

## Retail and Related

### Spending Potential.

Based on Claritas data, the per household spending potential in both Midtown and the City of St. Louis is significantly less than that of the average U.S. household across many expenditure items and types of retail stores. In contrast, the region as

|                            | Midtown <sup>1</sup> | St. Louis | St. Louis MSA |
|----------------------------|----------------------|-----------|---------------|
| Population (2000)          |                      |           |               |
| Number                     | 16,604               | 348,189   | 2,603,607     |
| Per Square Mile            | 7,832                | 850       | 407           |
| Spending Potential         |                      |           |               |
| Selected product lines     |                      |           |               |
| Amount (millions)          | \$174                | \$2,893   | \$30,143      |
| Per Square Mile (millions) | \$80                 | \$7       | \$5           |
| Selected store types       |                      |           |               |
| Amount (millions)          | \$131                | \$2,237   | \$20,270      |
| Per Square Mile (millions) | \$60                 | \$5       | \$3           |

a whole compares favorably across most expenditure categories and store types with the national averages. Midtown and St. Louis are lower due, in large part, to the concentration of relatively low-income households.

<sup>1</sup> Population provided by St. Louis Planning & Urban Design Agency

However, measuring spending potential only on a per-household or per-capita basis misses the large cumulative spending potential that results from the density of households in Midtown and St. Louis compared to the typical suburban market. There are nine times more people per square mile in the Midtown than in the city and 19 times more in Midtown compared to the region.

The over 16,000 residents of Midtown may have a retail spending potential of at least \$186 million across all categories of retail. For 16 types of retail stores, which represent approximately 70 percent of total retail expenditures, area residents may

have a spending potential of over \$131 million. This would support nearly 500,000 square feet of retail space.

When the spending potential density of area residents is compared to either the city or region, Midtown's strength as a place in which to offer a variety of goods and services becomes obvious. The spending potential for 16 primary store types found among Midtown residents is more than 11 times that of city residents and more than 19 times that of regional residents. Thus, the fact that Midtown residents may have a median income that is only 64 percent that of the regional median is more than compensated for by the sheer density of its population and their aggregated spending potential. This potential is even more significant when the area's large workforce as well as its large base of undergraduate and graduate college students is considered.

As indicated by the above, and by our review of the underlying demographic aspects of demand, there are a wide variety of retailing and service opportunities that may be appropriate for location in Midtown. Adequate support for such uses can be derived not only from its present residents, but also from its workforce, and the visitors to the area's many institutions, whether educational, medical or cultural.

#### **Property Performance.**

Throughout the city and region, in well-located and well-maintained shopping centers, vacancy has been holding steady at favorable levels in recent years according to Reis, Inc. As of year-end 2000, Reis reports that the average vacancy rate in the region was 8 percent, up from 7.4 percent in 1999 but the same as in 1998. Colliers Turley Martin Tucker reports a similar stability with some property types showing small recent gains while others experienced slight declines. That source reported year-end 2000 average vacancies of 10.2 percent, up from 7.9 percent a year earlier, with increases reported for both anchor and non-anchor segments.

With regional retail occupancy generally stable among well-located, well-maintained developments, absorption volumes over time are reported by Reis to have closely matched the volumes of completed construction. Regionally, construction volumes through this year are projected by Reis to decline somewhat over recent years, with net absorption following.

Regionally, rent performance is reported to feature small annual gains, generally below the rate of inflation. Rents increased strongly in 1999 and, like occupancy and absorption, the average asking rents decreased slightly. As of year-end 2000, Reis reported average asking rents for non-anchor space in investment grade unenclosed shopping centers of \$17.76 per square foot with effective rents averaging \$16.92 per square foot. This source anticipates modest gains of less than one percent for both for the year.

For neighborhood shopping centers built in the 1980's in the region, Reis reports the average non-anchor asking rent as \$14.26 per square foot. The vacancy rate for such centers is reported as 2.7 percent. Centers constructed during the early 1990's are reported to have an average non-anchor asking rent of \$16.53 and a vacancy rate of 5.3 percent. Those constructed since 1994 average \$18.35 per square foot with a 2.3 percent vacancy rate. The overall asking rent across neighborhood centers surveyed by Reis in the St. Louis region is \$13.51, with a vacancy rate of 4.5 percent.

An examination of trends within the city itself as of the first quarter this year by CB Richard Ellis, across over 2.6 million square feet of inventory tracked in the city by that company, indicate vacancies over 18 percent and an average maximum rent of \$12.15. Representatives of that brokerage firm describe Midtown as a "land locked market" in which new retail construction has been minimal and occupancies of quality space in locations near demand generators, generally high. The company reports that well-located retail facilities are in high demand and rents for such facilities are generally running between \$16 and \$20 per square foot. This more localized viewpoint indicates that Midtown compares favorably to regional trends. This is supported by information provided by representatives of THF Realty relative to information provided about Lindell Blvd. Marketplace, Midtown's newest shopping Center.

THF Realty reports asking rents at Lindell Blvd. Marketplace for small shop space are as high as \$17 per square foot while larger anchor-size spaces have asking prices of \$12.00, triple net. Phase 1 of the center opened in the late 1980's and, with 93,220 square feet, has remained well occupied since that time, rarely experiencing vacancies of more than five percent.

Phase 2, of 43,648 square feet, suffered a major vacancy of anchor space when the 15,958 square foot Group Health Plan relocated in 1998. This is a large-scale space that has been primarily designed and used for medical office and its configuration is reported to make it difficult to accommodate the smaller size of tenants reported to be seeking locations in this part of the city.

Among the types of tenants reported to be seeking space in this part of Midtown are bookstores, music stores, dining/bars, coffee houses, internet cafes and recreational oriented retailers. Most seek space less than 10,000 square feet with the majority seeking less than 5,000 square feet.

With the exception of the office-style vacant space, this now 15-year old center has similar asking rents and vacancy patterns to the much newer City Plaza in the north part of the city, according to information provided by Reis, Inc. City Plaza, constructed in 1998 has a similar mix of neighborhood-style stores (grocery, small restaurants, video etc.). While rents in place at this newer center tend to be somewhat higher than those at Lindell Blvd. Marketplace, this differential is primarily due to the fact that the rents represent new space and new tenants rather than lease renewals of existing established tenants. The lowest non-anchor rent in that center is \$15 compared to \$11 at Lindell Blvd. Marketplace. The highest existing rent at City Plaza is \$16 for non-anchor space compared to \$17.75 at Lindell Blvd. Marketplace. City Plaza is reported to be 100 percent leased.

Although the Lindell Market Place provides needed retail and services to Midtown the limited mix of store types and the perception of a lack of area security limits the customer draw and opportunities to achieve a more substantial build-out of additional phases.

## Office and Related

The national trend shows the office market weakening at a rapid pace. Since the cyclical low vacancy rate of 8.5% was reached in the third quarter of 2000, vacancies have been increasing, adding more than 1% per quarter, leading to a third quarter 2001 vacancy rate of 13.0%. With the new supply now in the pipeline coming on-line, Grubb & Ellis analysts predict that the vacancy rate may top out at 15 to 16% by the end of 2002, but if absorption activity remains negative, meaning the market is getting pulled out of balance at both ends - supply and demand, they say it could reach the 18% peak that defined the bottom of the market during the 1990-1991 recession. It is expected that as a nation we may have a year of contraction ahead of us before job creation will kick-start the demand for office space.

Colliers reports that the St. Louis metropolitan area's office market reached a record 1.7 million and 1.9 million square feet of absorption respectively, in 1999 and 2000. In the first half of 2001, the absorption was 672,000 SF, which when annualized represents a 21% decrease from the last year's high. The third quarter was the first quarter since 1998 that showed a negative absorption rate of 21,000 SF, with more space being vacated than occupied. Construction in the first half of 2001 added 1,079,000 SF of office space to the inventory and third quarter added 316,000 SF more. With construction and negative absorption combined, the vacancy rate rose from 9.6% at mid-year to 10.3% at the end of the third quarter. Asking rental rates averaged \$22.87/SF for Class A and \$18.67/SF for Class B. The construction pipeline is expected to continue to deliver more product and push up the vacancy rate.

After accounting for 20% of the region's absorption in 2000 (compared to 4% in 1999), Colliers analysts report that only Downtown St. Louis recorded negative absorption for the first full nine months of 2001. Most of these losses were in Class A space, bringing that vacancy rate up to 12.2%, while the Class B rate was at 13.2% at the end of the third quarter, 2001. Despite a lower average rental rate of \$21/SF, additional large moves out of the city, such as Husch, Eppenger and Ernst & Young's move to Clayton by the end of this year will continue to increase current vacancies.

Given the prime position of the Technopolis focus area within the Midtown study area, there is an opportunity to capitalize on the need of the surrounding institutions and related businesses for specialty space, such as wet lab space or other specialized space for the biotech industry. There may also be an opportunity to provide space for new expanding tech companies growing out of the incubator program, but note that national demand for space for the technology and telecommunications sectors slowed substantially in 2001.

# Conclusions on Real Estate Development Opportunities

Our analysis suggests that there are significant opportunities for additional residential and retail development throughout the Midtown district.

## **Residential**

The residential market will continue to be characterized by persons aged 20-25 years and 55 years or greater and educated, professional households. Midtown has been attractive to these segments and, with the ongoing efforts to reenergize Grand Center and strengthen the Euclid Ave. area, this appeal is expected to grow. We anticipate that the greatest housing opportunities will be those that cater to singles and households without children.

Single person households: We anticipate that the greatest housing opportunities will be those that continue to focus on the area's appeal to singles and households without children. Housing designed to work for roommate situations as well as for couples seeking private work spaces are likely to be well-received by such households. A variety of price points will be necessary to address the needs of the income-constrained undergraduate and graduate student populations as well as to serve the base of younger entrants into the workforce who may be drawn to the area because of its unique concentration of university-based lifestyles and related socializing opportunities.

Student-aged housing market: Both the concentration and growth of this age group in Midtown (20 percent of area residents are aged 20-24 compared to 7.6 percent citywide and 6 percent regionally) indicate there may be substantial prospects to develop housing designed for this end of the market. There are approximately 4,500 Saint Louis University graduate students that cannot apply for housing on campus because of the lack of supply. The greatest demand for on-campus housing is from undergraduates who want to remain on campus. As such, opportunities to provide either university-sponsored or privately initiated housing exist near the campus. Specifically, such housing could be designed and priced (i.e., The Coronado Place development) to appeal to income-restricted graduate students, but also to attract young professionals as well as empty nesters who may be able to afford higher cost, more upscale housing in a mix of rental and ownership configurations.

Mature household / Empty Nestor market: Opportunities will exist to appeal to empty nester households who seek to transition from the lifestyles associated with detached housing in either the city or its suburbs to the more maintenance-free lifestyle associated with apartment or condominium living. Such households may be drawn to Midtown as a location with a large concentration of educational, cultural and entertainment activities in an intense urban environment. This market segment is most likely to be drawn to upscale condominiums as well as upscale rental housing.

Affordable housing market: Affordable housing continues to be in great demand in Midtown. New housing development on the redevelopment blocks in Midtown should include affordable as well as market-rate housing as part of the mix. Opportunities to create affordable and near market rate housing within the study area could provide home ownership opportunities for area renters and allow some

area employees the chance to live closer to work.

Senior housing market: Seniors living on their own represented 17 percent of all households in Midtown area in 2000 and 78 percent of all single householders in the study area compared to 56 percent in the city as a whole and 45 percent for the region. While this may reflect a concentration of senior housing within the study area, it also suggests a continuing market for housing attractive to seniors as well as for support services for this age group. There may be potential to create senior housing integrated with supportive health care in Midtown, given the concentration of health care facilities there and slow the pace of decline in this population age group in Midtown. Given the strong growth experienced in Midtown of people in their pre-retirement years, there may be opportunities to create housing appealing to the most active seniors, facilitating the retention of this population subcomponent as it transitions into retirement in the next several years. The recent development of the 96-unit McCormack House at Olive St. in Westminster Place is a version of this type of housing for low and moderate-income seniors. Additional housing of this type may be warranted.

Family Households: In the neighborhoods around Midtown there are a number of housing initiatives being undertaken that will increase the supply of single-family homes. This includes the new housing that may take place with the HOPE VI revitalization of Blumeyer Homes. These initiatives could help stabilize the area's stock of such homes and may serve to increase the base of family households. However, issues and perceptions associated with school quality and safety are likely to continue to limit the area's appeal to middle income families with school age children. The opening of the new Cardinal Ritter High School at Spring and Delmar Blvd. in Grand Center, the new Vashion High School Campus within one mile northeast of Midtown and the new Schlafly branch library in the Central West End will enhance K-12 educational facilities and opportunities in the area. These could enhance the desirability of the Midtown for families.

Housing Values: The excellent values that have been achieved and maintained in Midtown's historic neighborhoods edging Forest Park provide an anchor point from which to build other higher market-rate and moderate market-rate housing. Additionally, plans for the redevelopment of Blumeyer Homes and the Forest Park Southeast project will provide additional affordable and moderate market-rate housing adjacent to the northeast end and southwest ends of Midtown helping to stabilize these edges of Midtown.

### **Retail**

In addition to 17,000 residents, Midtown contains approximately 50,000 workers and a university student population in excess of 14,000. The market includes an existing residential population that is young and well educated. There is a growing population of two income households as well as an affluent population of empty nesters in the prime earning years. Residential retail spending potential suggests that the current residential population alone can support approximately 200,000 square feet of new retail within the area.

We would recommend that additional space be provided on a neighborhood scale, creating nodes of activity in key areas. Community input clearly identified a desire for affordable sit down restaurants, retail and services, as well as for inexpensive,

trendy gathering spots and retail that could serve the growing student population and younger institutional staff. A mix of higher-end and more moderate priced retail and restaurants would bode well for the Euclid Ave. area and in the Grand Center as it is redeveloped. Current residents near Euclid Ave. have expressed a desire for more moderately priced retail, such as Crate and Barrel and the GAP, as well as basic services.

### **Hospitality Industry**

With the focus on entertainment in the Grand Center redevelopment area, the recent renovation of the Chase Park Plaza, the new Barnes-Jewish hotel and the current nationally depressed state of the hospitality industry, it would not be prudent to suggest additional hotel or major entertainment competitive venues in other parts of the study area.

### **Office**

The softening national, regional and local office market indicators, combined with the current activity in downtown St. Louis and just east of the study area, as well as in the proximate suburbs suggests that general office space is not a feasible way to reenergize this area in the short term either. The exception would be choice opportunities to provide specialized niche office space, concentrated within the previously defined Technopolis area, such as Biotech facilities that would benefit from the proximity to the Washington University Medical Center and Saint Louis University.

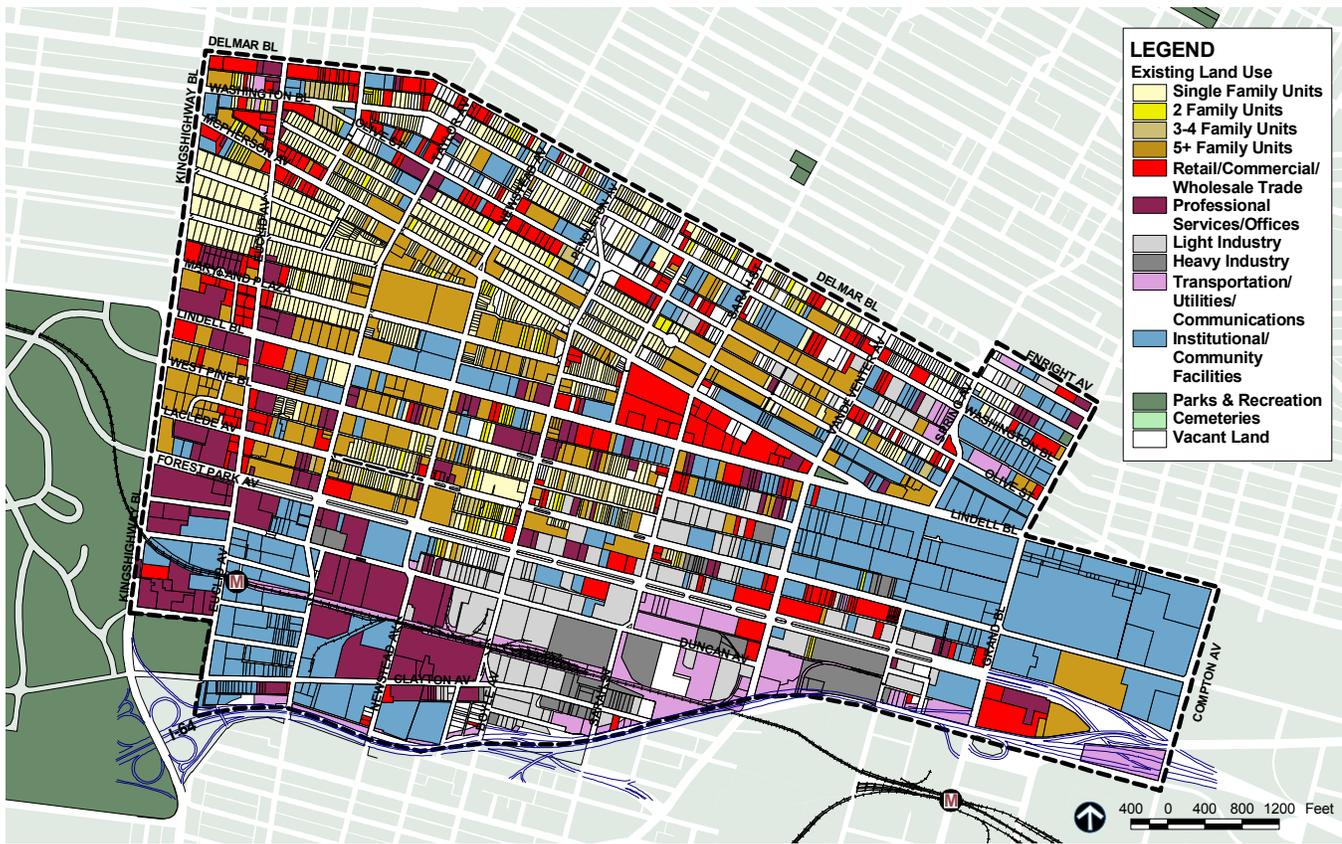


Figure 4.1 Existing Land Use

NOTE: Existing land use information was collected and provided by Planning and Urban Design Agency staff. It is based on a "windshield survey" conducted during the summer of 2001. As part of that survey, all parcels in the study area were examined from the street to determine what each parcel was being used for. These observations were compared with existing City land use records and, where necessary, were revised. In those cases where more than one land use was present on a parcel, a decision was made as to which was the dominant land use primarily based on the estimated value of the individual land uses. (For example, in the case of a building with a restaurant on the ground floor and a dwelling unit on the upper floor, the parcel was classified as "Retail/Commercial/Wholesale Trade.")

## 4. *EXISTING LAND USE*

Midtown developed as an urban neighborhood in the late 1800's and early 1900's. Its early pattern of development (meaning the types and location of land uses as well as the size, design and construction quality of buildings) was greatly influenced by development at Saint Louis University and Forest Park. The University relocated from downtown St. Louis to its campus near Grand Blvd. and Lindell Blvd. in 1888. The construction of high quality homes followed and included some of St. Louis' elite families. A similar wave of residential development followed the 1904 World's Fair in Forest Park. The park and its recreational as well as cultural features proved to be a lasting attraction for families settling in Midtown. Its central location in St. Louis and its superior access to the metropolitan area were factors that made the Midtown area an ideal location for manufacturing.

Growing up around these residential and employment anchors were retail shops, places of education, places of worship, theaters, music halls and other entertainment venues. Some of these land uses were oriented toward serving the neighborhood but others had a city-wide market. Taken collectively, these uses formed a rich urban environment that provided a high standard of living for all of its residents.

Like any historic urban district, Midtown has experienced changes to its functional role in the city and to its physical form. While some of the influences that shaped the community's development over 120 years ago are still influential today, there are new regional trends, market realities, social changes that also shape Midtown and its future.

This chapter describes in detail Midtown's current land uses (see Figure 4.1) and conditions. This survey and analysis of Midtown's physical assets and weaknesses will provide the context for creation of the development strategy and identification of development opportunities in later chapters.

| Land Use                                | Acres         | % of Total Ac |
|---|---------------|---------------|
| Single Family Units                     | 135.2         | 12.1%         |
| 2 Units                                 | 13.8          | 1.2%          |
| 3-4 Units                               | 12.7          | 1.1%          |
| 5+ Units                                | 145.4         | 13.1%         |
| Retail/Commercial                       | 102.0         | 9.2%          |
| Services/Office                         | 109.3         | 9.8%          |
| Light Industry                          | 108.4         | 9.7%          |
| Heavy Industry                          | 72.0          | 6.5%          |
| Transportation/Utilities/Communications | 71.0          | 6.4%          |
| Institutional                           | 281.2         | 25.2%         |
| Parks & Recreation                      | 1.0           | 0.1%          |
| Cemeteries                              | 0.0           | 0.0%          |
| Vacant Land                             | 61.5          | 5.5%          |
| <b>Total</b>                            | <b>1113.6</b> | <b>100.0%</b> |

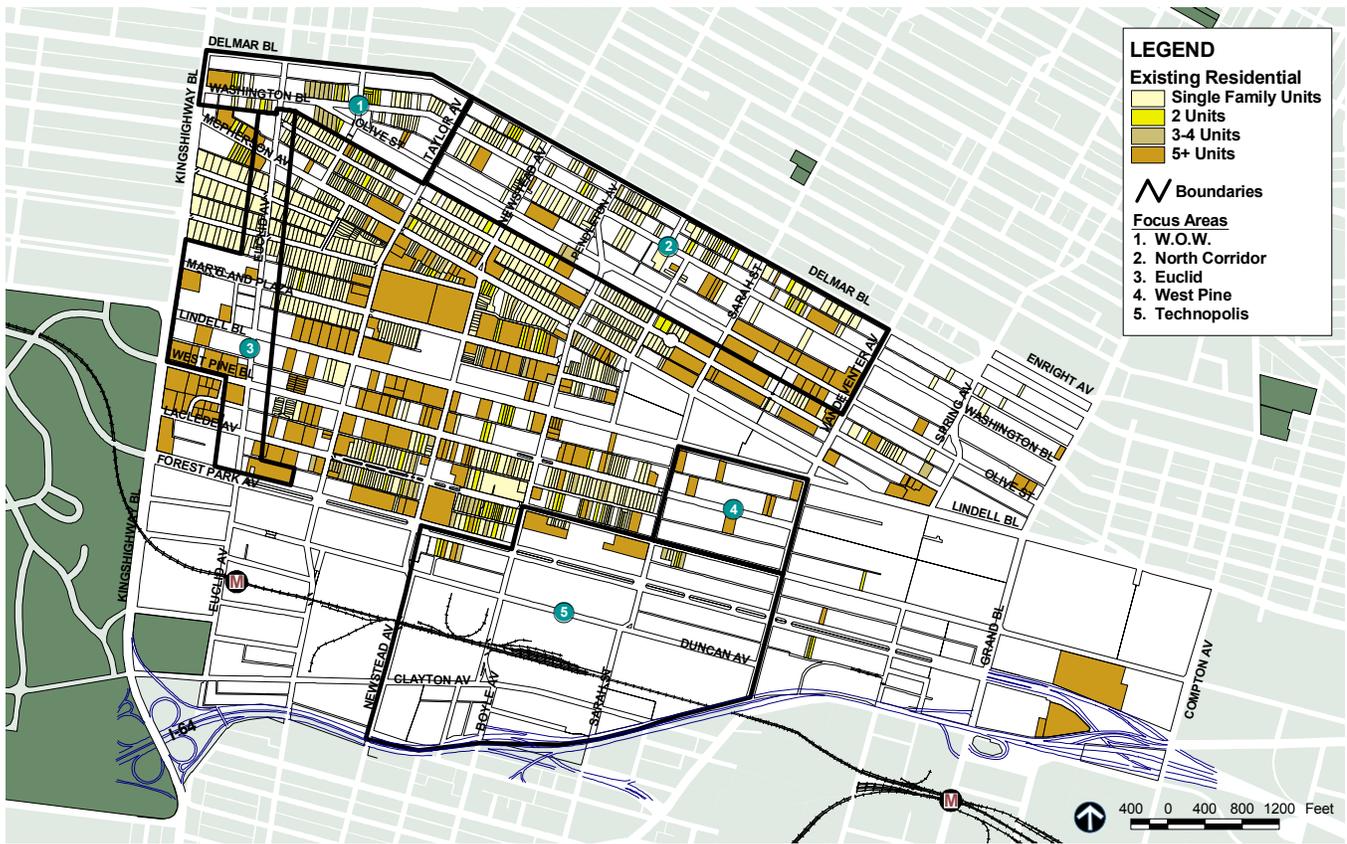


Figure 4.2 Existing Residential

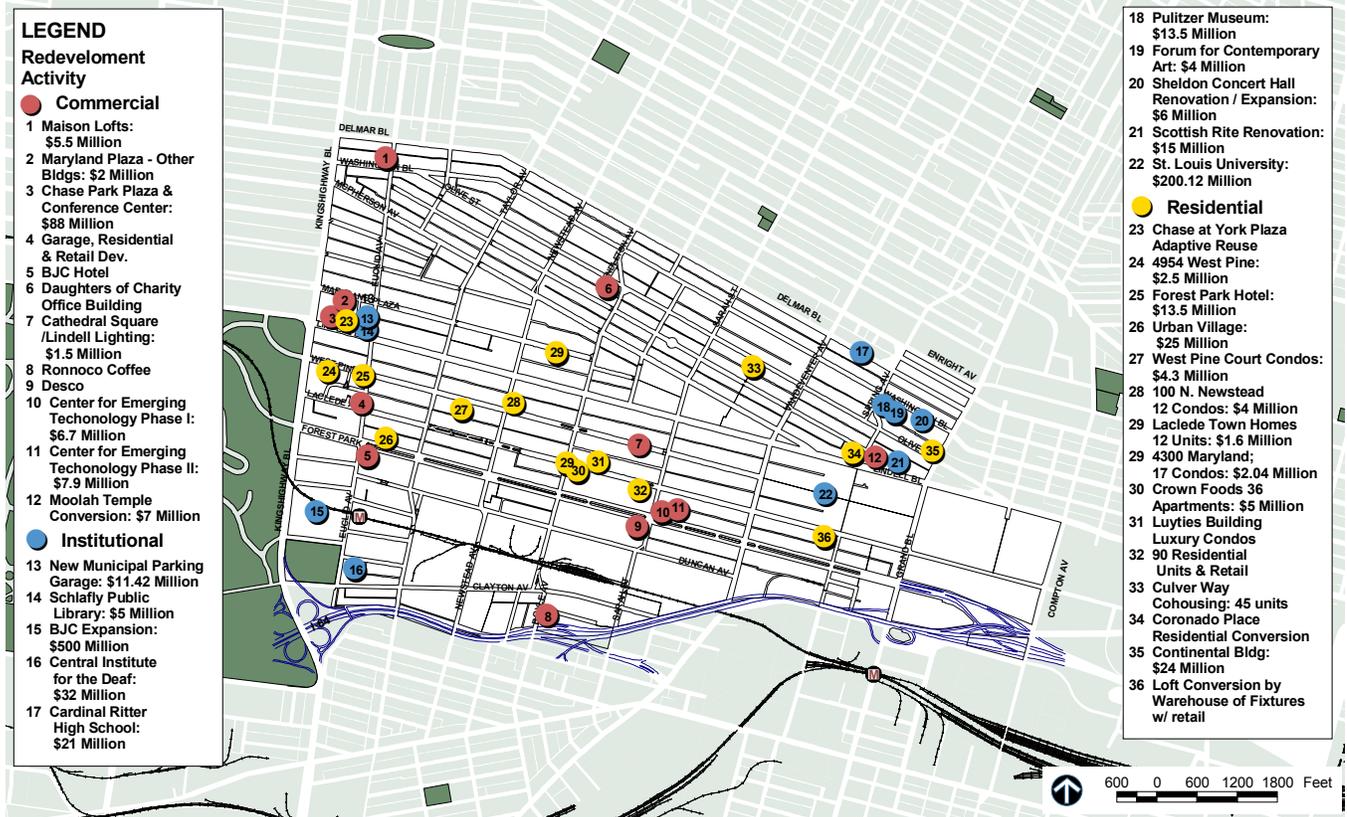


Figure 4.3 Redevelopment Activity

# Residential

Most of the housing in Midtown is renter occupied (79% rental to 21% owner occupied). Even so, the types of housing in Midtown cover a relatively wide range with single family residences, loft conversions, senior housing, low-income apartments, dorms, and vintage luxury high-rise buildings (see Figure 4.2). The residential areas of Midtown are organized into district subareas defined by housing style, density and value.

In general, higher density properties (containing five or more dwelling units) are located on the west side of the study area, near the Washington University Medical Center (WUMC) and Forest Park. A large concentration of these buildings is in the area bounded by Kingshighway Blvd., Forest Park Ave., Newstead Ave., and Maryland Ave.. These buildings tend to be luxury vintage buildings built during the peak of Forest Park’s popularity. As buildings from a previous era they tend to have insufficient parking for current use. There are three other predominantly multifamily building areas in Midtown - West End Terrace at Taylor and Maryland Aves.; Westminster Place, affordable apartments along Olive St. and Westminster Place west of Vandeventer Ave.; and several large buildings on the east side of Midtown along Lindell Blvd. that house students attending Saint Louis University.

Outside these areas, Midtown’s housing is predominantly low density (containing less than 5 units). Midtown has a large number of single family and small multifamily buildings that are around 100-years old. Their rich detail and quality of construction helps define the distinct character of Midtown. Property values for these homes are generally higher on the west side and south of Olive St., an area that includes several historic private streets and cul-de-sacs. Values are lower north of Olive St. where there are many vacant lots and buildings suffering from deferred maintenance.

Senior housing and other group homes in Midtown tend to be located north of Westminster Place in the North Corridor focus area. Several homes are associated with adjacent religious institutions including Greater Bethlehem Apartments, Mercy Seat Apartments and the Mary Ryder Home. In addition, the Westminster Place home is located in the North Corridor.

The vacancy rates for both owner occupied and rental housing in Midtown are relatively low (2.3% and 7.4% respectively). This suggests that there is demand for new housing. That is also evidenced by several recent development projects and proposals in Midtown. Figure 4.3 shows the locations of recently constructed, proposed and planned new residential developments.



*single family residential*



*2 unit residential*



*4 unit residential*



*5+ unit residential*

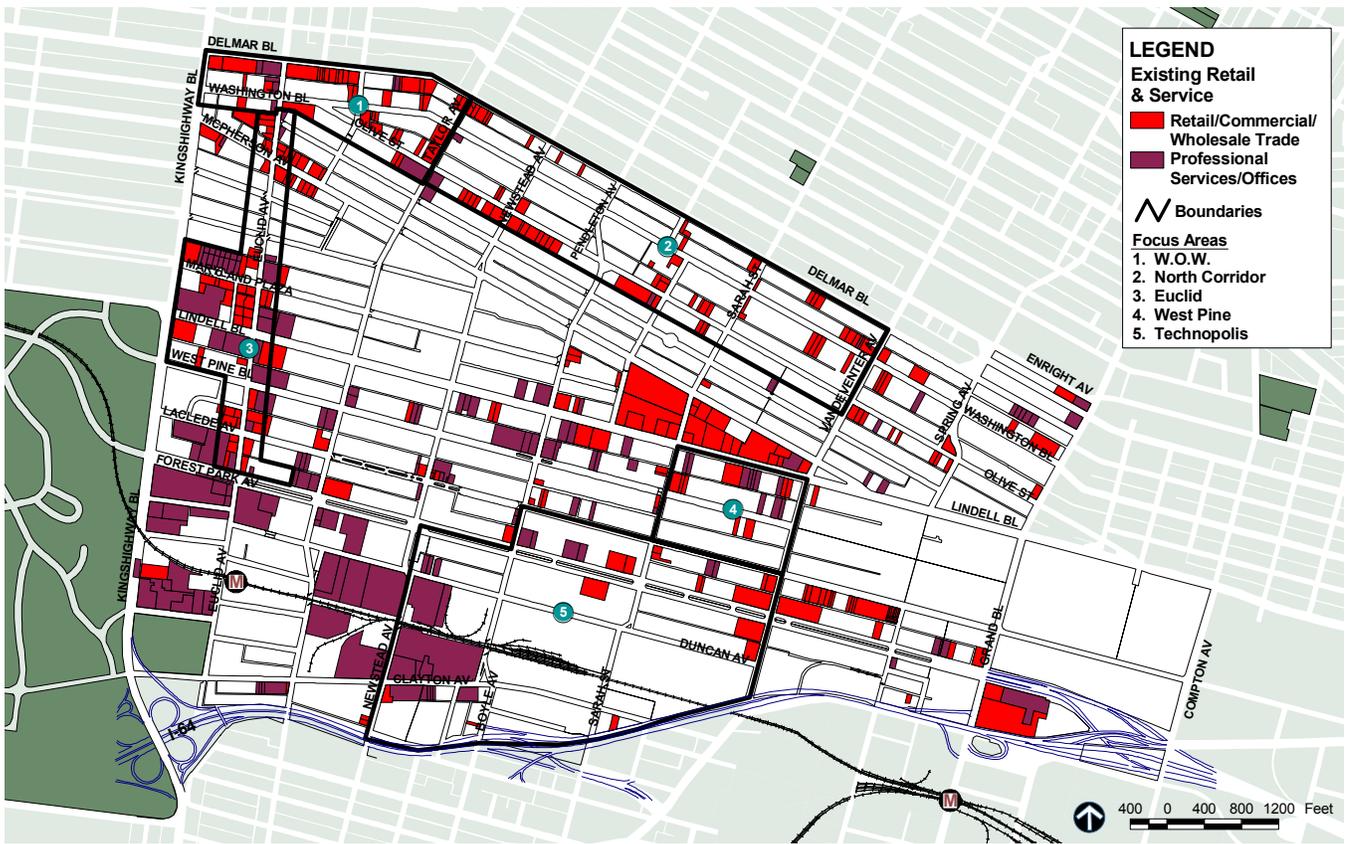


Figure 4.4 Existing Commercial



*Best Western Hotel*



*American Red Cross office building*



*Maryland Ave. retail*

## Retail, Office and Other Commercial

While Midtown has very attractive urban retail Streets, existing retail offerings are limited in terms of type and price of goods. The mix of establishments is focused on restaurants and daily goods such as grocery items. As seen in Figure 4.5, Midtown has two main retail areas - Euclid Ave. and the Lindell Market Place.

Euclid Ave. caters to the medical center's employees and students and to Midtown residents. The mix of stores is concentrated in ethnic and other restaurants, boutique retail and antique stores. The area includes a Straub's grocery, a relatively upscale store, at Maryland Plaza at Kingshighway Blvd. Lindell Market Place, on Lindell Blvd. at Sarah St., is a 93,000 s.f. community shopping center anchored by a Schnucks grocery. Other tenant space is occupied by general goods and service providers. Physically, the Lindell Market Place is relatively well designed for a small urban shopping center in terms of its fit with the neighborhood. As discussed below, shopper's complaints have to do with tenancing, maintenance and the quality of the retailing. Midtown also has two smaller centers - Forest Park Center, a small strip center anchored by a drug store at located at Taylor Ave. and Forest Park, and the Delmar Blvd. Schnucks center located just north of Midtown on Kingshighway Blvd.

Most residents and employees go outside the Midtown area for some or most of their retail needs. This is true even in the grocery category, which is represented well in Midtown. Residents shop outside the area for goods not available from Midtown shops and to find what they consider better quality and selection. Shoppers specifically mentioned they use the Galleria Mall, the City of Clayton, and the shopping area south Midtown on Kingshighway Blvd. Saint Louis University even provides weekend shuttle buses for students to shop at centers outside of Midtown.

The market analysis indicates that there is untapped retail demand in Midtown. The aggregate income and spending patterns of residents and employees could support more than double the amount of retail currently located in Midtown. Euclid Ave. and other Streets in Midtown have the space and infrastructure to be great walkable retail Streets. Their ability to attract shoppers outside of the community is already demonstrated by the restaurants.

However, the ability to attract retail to Midtown is complicated by a number of factors. One is the dual nature of Midtown's market. It includes concentrations of both relatively high and low-income households. Neither are in sufficient numbers to define the market for many general retailers. To have sufficient market to support a store these retailers face the need to appeal to these divergent groups of consumers with their different tastes, buying power and shopping practices. The kind of issue this raises may be behind the complaints about service and selection at the Lindell

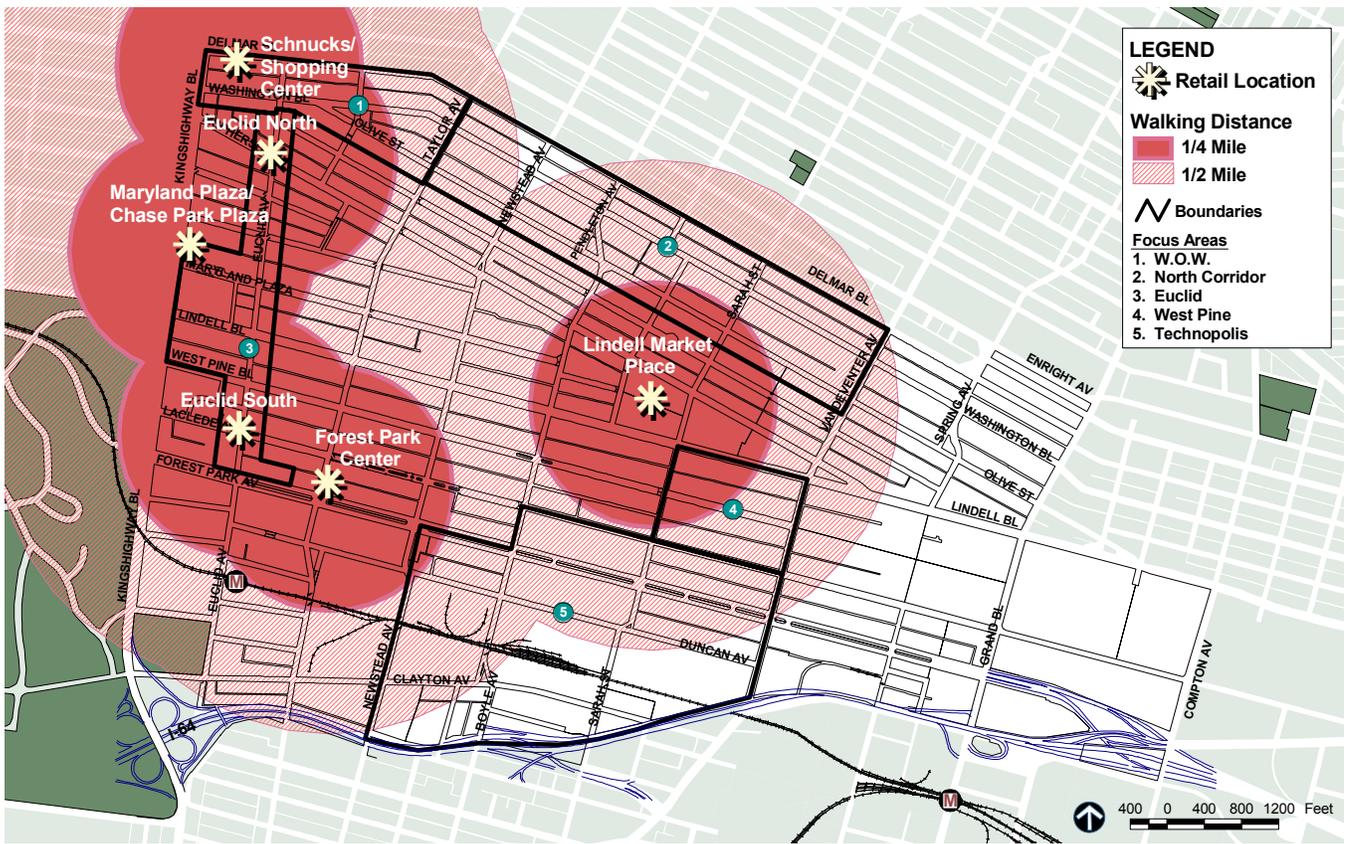


Figure 4.5 Walking Distance To Existing Retail Centers



Lindell Market Place



Maryland Plaza



Schnucks (Kingshighway/Delmar)



Forest Park Center

Market Schnucks.

Another complicating factor is that the most likely model for development that would support the type of stores desired by Midtown shoppers is an automobile oriented shopping center. This type of center requires a prominent location with easy access by car. They emphasize convenience for the driver over the pedestrian. Traditionally what shopping center developers consider design strengths are just the opposite of the kinds of attractive walkable environments that are Midtown's strength. Although a new model for shopping centers is emerging where they resemble urban shopping districts more than buildings in parking lots, it is unlikely that such a center would be developed in a market as challenging as Midtown's in the near future. If a new typical center were to be added to the Midtown area, it would be ideally located if it were able to be convenient to Midtown shoppers but not in a location that is destructive to Midtown's character.

Another complicating factor is the lack of large parcels for retail use. Retail sites tend to be infill or reuse locations. Sites large enough for typical new retail development are located on the periphery of the study area in locations that are currently marginal or intended for other uses such as Technopolis. One possibility for a location that could physically accommodate a new center would be replacement of the existing center at Delmar Blvd. and Kingshighway Blvd. with a new expanded center. This center has been threatened with the closing of its anchor tenant, Schnucks grocery, in the past. Demolition of the existing center and addition of adjacent parcels could create a site large enough for a modern typical shopping center development at a location that has relatively good access and in a location that could support the other development recommended for Midtown in the following chapters.



Figure 4.6 Existing Industry and Technology



Laclede Gas



Central West End MetroLink Station



DESCO Property



Center for Emerging Technologies (CET)

# Industrial and Technology Based

"Technopolis" is the name given to a 470 acre biomedical industry and research park proposed for portions of the industrial area between the Washington University Medical Center, Saint Louis University, the Saint Louis University Health Services Campus and the Missouri Botanical Garden. This area currently contains manufacturing, light industrial, contractors, distribution and utility uses. These industries and their related employment have declined in past decades. In response, St. Louis institutions, businesses and government have prepared a plan to turn this area into a major employment center that will transition from traditional industry to technology and information based businesses.

Within Midtown, the Technopolis plan identified an area centered on Sarah St. and roughly bounded by Newstead Ave., Lindell Blvd., Vandeventer Ave. and I64/40 as the Forest Park Research Campus. The plan called for land assembly for redevelopment targeting land near WUMC between Newstead Ave. and Boyle Ave. and near Vandeventer Ave. and Duncan Ave. on the east side of the area. Advantages to creating a technology-based research park at this location include:

- A central location within St. Louis with good access to the regional market beyond the city's boundary.
- Proximity to the Washington University Medical Center and Saint Louis University, institutions that offer synergies for the type of businesses desired in the park. These synergies include access to leading researchers, the potential for spin-off enterprises and access to skilled work force.
- Existing buildings that are adaptable to the needs of technology based businesses, and a supply of land that could be redeveloped for new state of the art facilities.
- Proximity to attractive residential neighborhoods with retail and cultural amenities for employees.
- Existing infrastructure, including fiber-optic cable and ample access to the interstate and transit network.

The plan emphasized forming an organization to carry out its implementation. The organization would be a joint venture of the City and the three primary biomedical institutions. The objectives of the organization would be land assembly, development facilitation, stewardship of the image for the park, and managing the establishment of the value added services deemed critical to the success of the park. These services include venture financing, R & D and technology transfer programs and business services.

## Recent and Proposed Activities

The Center for Emerging Technologies (CET), a not-for-profit entity with office and business incubator facilities at Sarah St. and Forest Park, has been a leader in creating the value added services called for in the Technopolis plan. CET also has taken on a role promoting and facilitating development that is consistent with the Technopolis vision. Development of Technopolis is crossing into its next phase where City and institutional collaboration will be needed to begin the more ambitious land assembly and development activities envisioned by the plan.

### **CET**

*"The Center for Emerging Technologies is a not-for-profit entity organized in 1995 to develop specialized services, and facility infrastructure to help accelerate growth of successful advanced technology companies in the St. Louis Region. The Center is a public-private-academic partnership. The mission of the Center is to be a primary force in positioning the St. Louis region as a worldwide center of advanced technology industries and knowledge-based economic development."*

*<http://www.emergingtech.org/>*



CET's main facility, located at 4041 Forest Park Ave., is a 42,000 square-foot renovated multi-tenant building. It offers custom office space and fully-equipped wet and dry science labs as well as shared facilities including laboratory equipment (autoclave, pure water, dark room, etc.), business facilities (conference rooms, library, break rooms, loading dock) and equipment (copy machines, voice mail, video conferencing, audiovisual equipment). The facility operates as an incubator for technology business start-ups.

The DESCOCO Group recently purchased the multi-story industrial building on the southwest corner of Sarah St. and Forest Park from Goodwill Industries. Although this project is currently on hold, they plan to rehabilitate this building for wet lab space to accommodate high technology businesses.

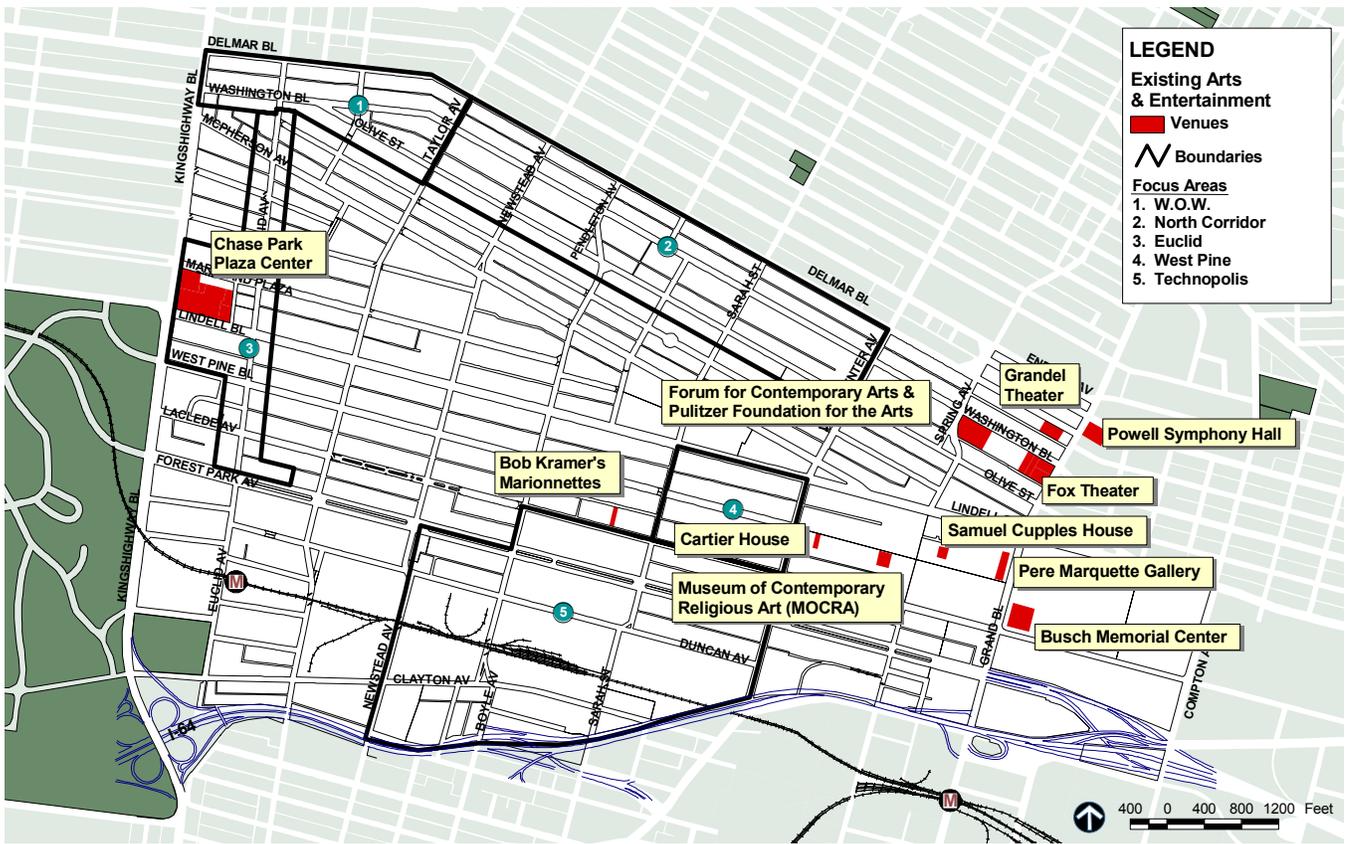


Figure 4.7 Existing Arts and Entertainment



Chase Park Plaza Cinemas



Fox Theater



Grandel Theater

## Arts & Entertainment

Cultural and entertainment uses in the study area, as well as the entire City of St. Louis, are centered in Grand Center, generally bounded by Enright Ave., Lindell Blvd., Grand Blvd. and Vandeventer Ave.. This area's history as an arts and entertainment district dates back to the early 1900's when several theaters were constructed. Several of the original structures from this time period and subsequent years remain in use today. Powell Symphony Hall (formerly the St. Louis Theater), the renovated Fox Theater, and the Grandel Theater all continue the tradition of live music and theater in Grand Center with performances produced by the St. Louis Symphony, St. Louis Black Repertory Company, and traveling Broadway productions.

The Grand Center, Inc., founded in 1987, is a not-for-profit urban redevelopment corporation charged with reestablishing Grand Center as St. Louis' arts and entertainment district through redevelopment and promotion efforts. It was estimated that in the year 2000 more than 1.3 million people visited Grand Center to enjoy the diverse variety of arts programming available in this cultural district. In addition to these cultural opportunities, Grand Center, Inc. is actively trying to attract complimentary retail, restaurant and residential uses.

There are several external influences that impact the Grand Center district. First, the district directly abuts the main campus of Saint Louis University. The university's students, faculty and employees represent a major market in terms of their support for retail, entertainment, residential and other uses. Abutting Grand Center on the north is the Veteran's Administration Hospital complex and the Arthur Blumeyer public housing complex. An application was made to the U.S. Housing and Urban Development Agency in July of 2001 to redevelop the Blumeyer Homes and surrounding neighborhood with a \$166 million revitalization plan. Replacing the existing homes with a stable mixed-income neighborhood will provide additional economic support for the Grand Center district.

Additional arts and entertainment uses are also located in other locations of study area. Bob Kramer's Marionettes located at 4143 Laclede Ave. provides puppet making classes for students and performs shows at venues throughout the study area. First run movies can be viewed at the recently rehabilitated Chase Park Plaza Cinemas, which houses five screens.

There are two prominent additions to the arts and entertainment scene within the study area, both located in Grand Center. The Forum for Contemporary Art is slated for completion in 2003. This is a non-collecting museum that "presents the visual art of our times along with public dialogues, collaborative arts events, publications and educational programs designed to encourage a greater understanding of contemporary art."<sup>1</sup> Adjacent to the Forum for Contemporary Art is the Pulitzer Foundation for the Arts. This building houses the private art, book and periodical collections of Joseph Pulitzer Jr., as well as space for seminars and educational programs.



*Bob Kramer's Marionettes*



*Powell Symphony Hall*



*Forum for Contemporary Art and Pulitzer Foundation for the Arts*

<sup>1</sup> Grand Center web page <http://www.grandcenter.org/tour13.html>

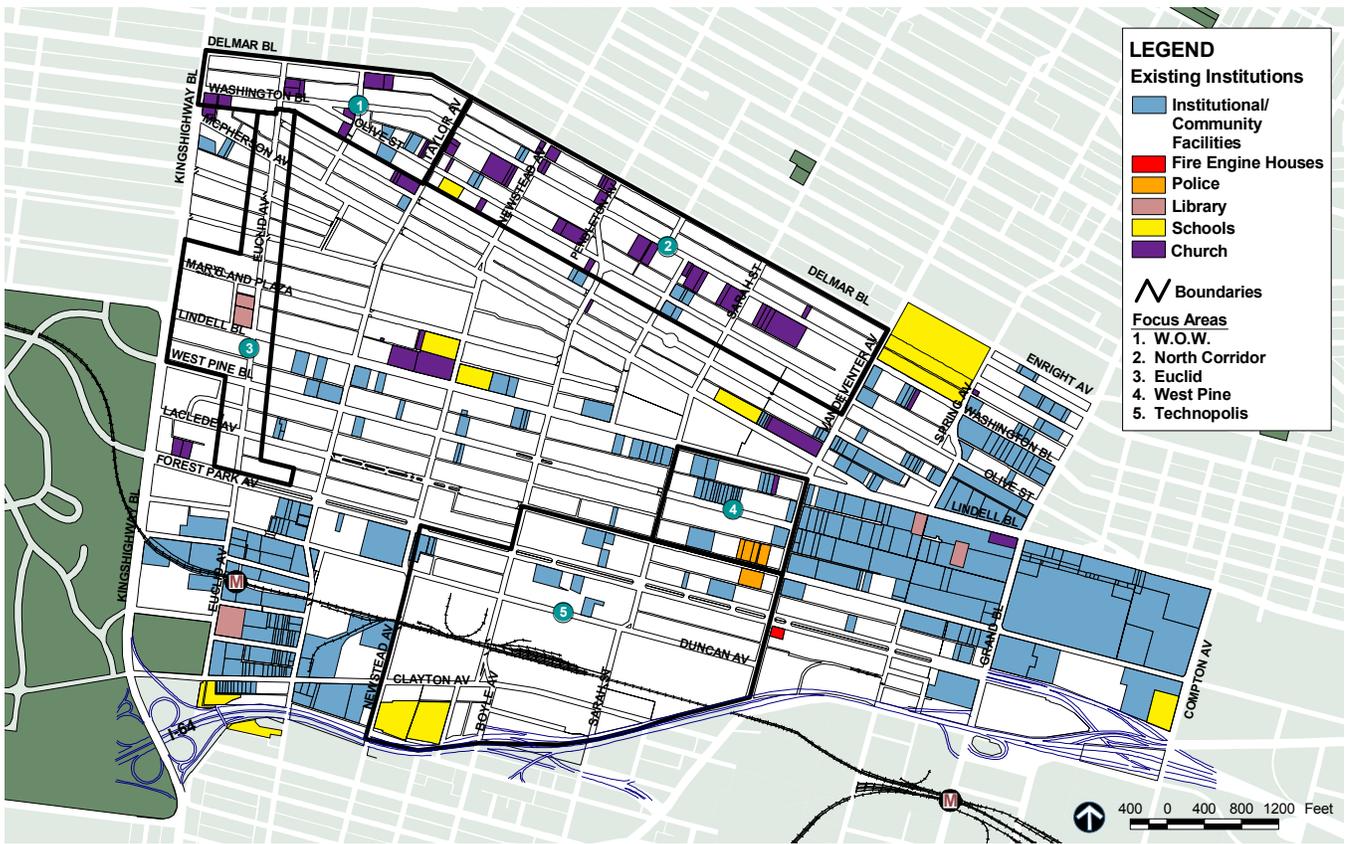


Figure 4.8 Existing Institutions



*Cathedral Basilica of St. Louis*



*Schafly Library*



*Saint Louis University*



*Washington University Medical Center / Barnes-Jewish Hospital*

# Institutional

## University Related

The two largest institutional uses in Midtown are Saint Louis University and the Washington University Medical Center. Saint Louis University has been a fixture in the study area for many years, having established its main campus on Grand Blvd. in 1888 (see Figure 4.8). In the 2000-01 academic year, more than 11,112 undergraduate, graduate and professional students were enrolled in the school. In addition to its academic facilities, the university owns residential buildings used for student housing and some commercial property in and adjacent to the study area.

The Washington University Medical Center (WUMC) is spread over 12 blocks in the far southwest corner of the Midtown study area. WUMC includes many institutions within its boundaries, including the Washington University Medical School, Barnes-Jewish Hospital, St. Louis Children's Hospital, the College of Pharmacy and the Central Institute for the Deaf to name a few. In addition to medical uses, the campus also includes affiliated medical and administrative office space and parking facilities.

The Washington University Medical Center Development Plan guides the future growth within the WUMC and surrounding areas. This plan was developed by the Washington University Medical Center Redevelopment Corporation (WUMCRC), which is charged with implementation of the plan. In the 1970's and 1980's the WUMCRC actively participated in the redevelopment of the Euclid corridor and surrounding residential areas north of Forest Park Blvd. Today, the agency is helping coordinate and provide assistance for housing development and rehabilitation, and business improvement services in the Forest Park Southeast neighborhood (South of the Medical Campus).

## Schools

There are several public and private schools within the Midtown Study area (see Figure 4.8). St. Louis public schools include Stix and Waring elementary schools. The St. Louis School District also owns the Field School building at Olive St. and Taylor Ave. This building will be used temporarily as a holding school while others in the area receive repairs. The School District doesn't have plans to open the school following these repairs, but this study includes recommendations for reestablishing the school as a neighborhood servicing facility (see Chapter 7). There are no public middle schools in Midtown, but the Metro Academic and Classical High School is located at 4015 McPherson and is a magnet school that attracts bright students from throughout the metropolitan area.

There are also several private schools within the study area. Elementary schools include St. Louis Cathedral School. Private high schools include Rosati-Kain and Cardinal Ritter College Prep. Central Institute for the Deaf, includes nursery, preschool, primary, and middle school education for children from ages birth to 15 years old.

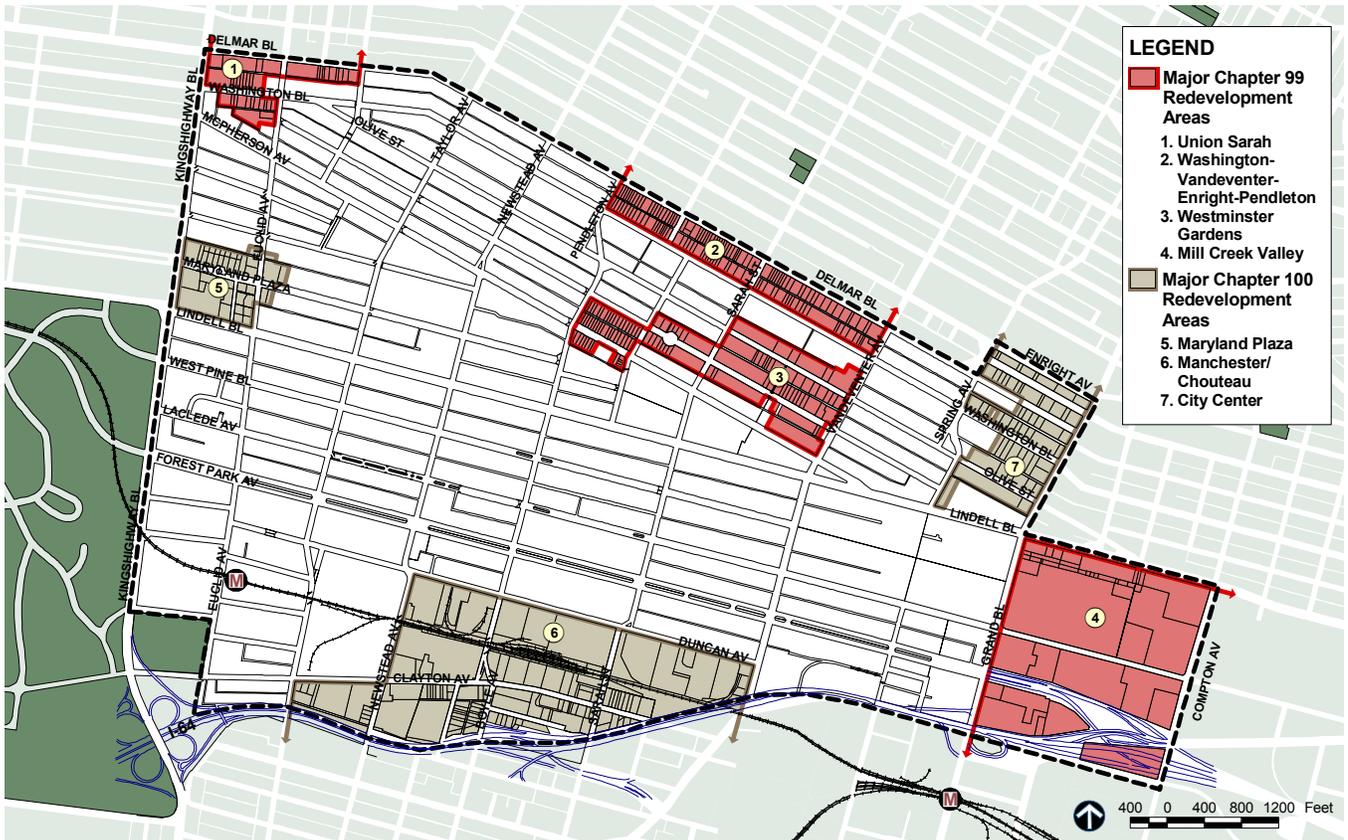


Figure 4.9 Chapter 99 & Chapter 100 Redevelopment Areas

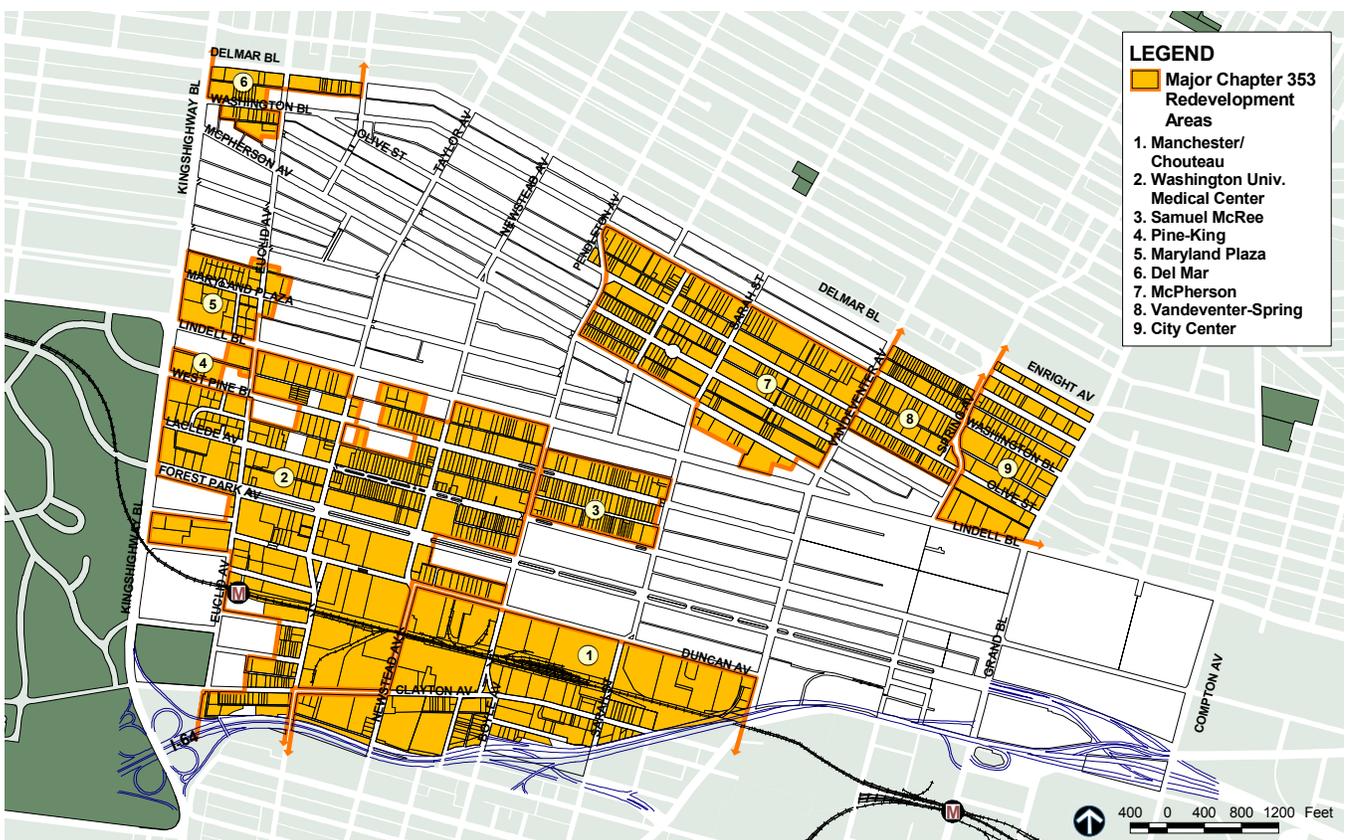


Figure 4.10 Chapter 353 Redevelopment Areas

### **Fire and Police**

City of St. Louis Police Department has two facilities within the Midtown study - a supply division and a fleet service facility. Both buildings are located on West Pine Blvd. east of Vandeventer Ave. Police services within Midtown, District 9, are provided from the Central Patrol Division (4th, 5th, & 9th Districts) at 919 N. Jefferson.

There is one St. Louis Fire Department station located within the study area at the southeast corner of Forest Park and Vandeventer Ave.

### **Libraries**

The newly constructed Schlafly branch library at Lindell Blvd. and Euclid Ave. serves the Midtown area and surrounding neighborhoods. The Schlafly branch replaced the Lashly branch with three times the seating and parking space of the old branch, expanded hours, a new auditorium, and a bigger collection. This new 22,000 square-foot facility is located in a three-level building that will also include 5,000 square feet of retail space and a 430 space parking garage. Saint Louis University and WUMC also have library facilities that are accessible to the public.

### **Social Service Agencies**

There are many different social service providers located in the Midtown study area. Several prominent agencies include Goodwill Industries, Salvation Army, Independence Center, the Alliance for the Mentally Ill, and the West Central Outreach.

### **Neighborhood Organizations**

There are many neighborhood-based organizations actively working in Midtown. Figure 1.4 shows the names and service boundaries of several of community development organizations and special business districts in Midtown. Figure 4.10 shows the locations of Major Chapter 353 Redevelopment Areas. The redevelopment plans associated with each of these areas is administered by an urban redevelopment corporation whose purpose is to “acquire, construct, maintain and operate a redevelopment project or redevelopment projects in accordance with the provisions of this law.” Each corporation must make a declaration that it “has been organized to serve a public purpose,” and is “organized for the purpose of the clearance, replanning, reconstruction or rehabilitation of blighted areas, and the construction of such industrial, commercial, residential or public structures as may be appropriate” (<http://www.moga.state.mo.us/statutes/chapters/chap353.htm>).

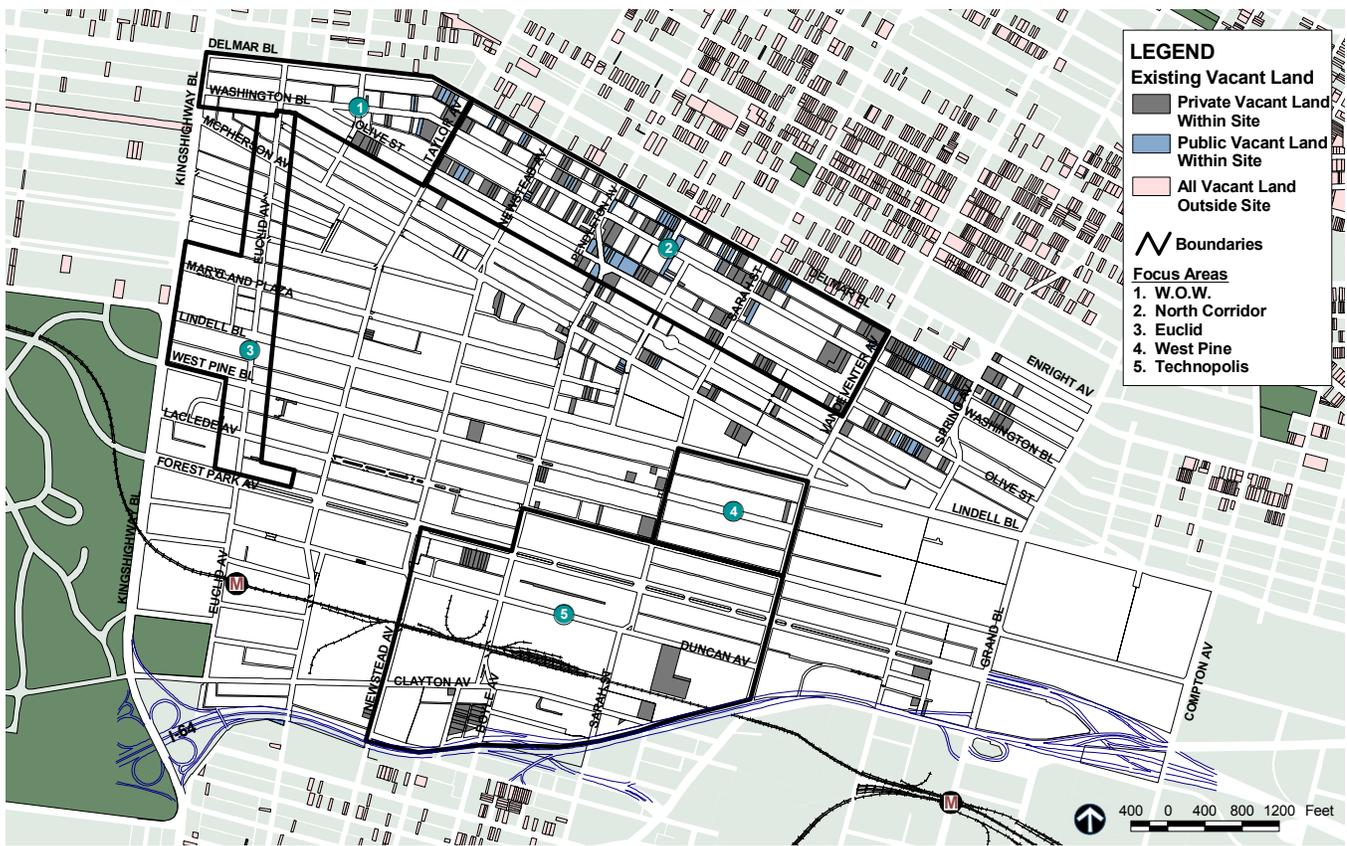


Figure 4.11 Existing Vacant Land

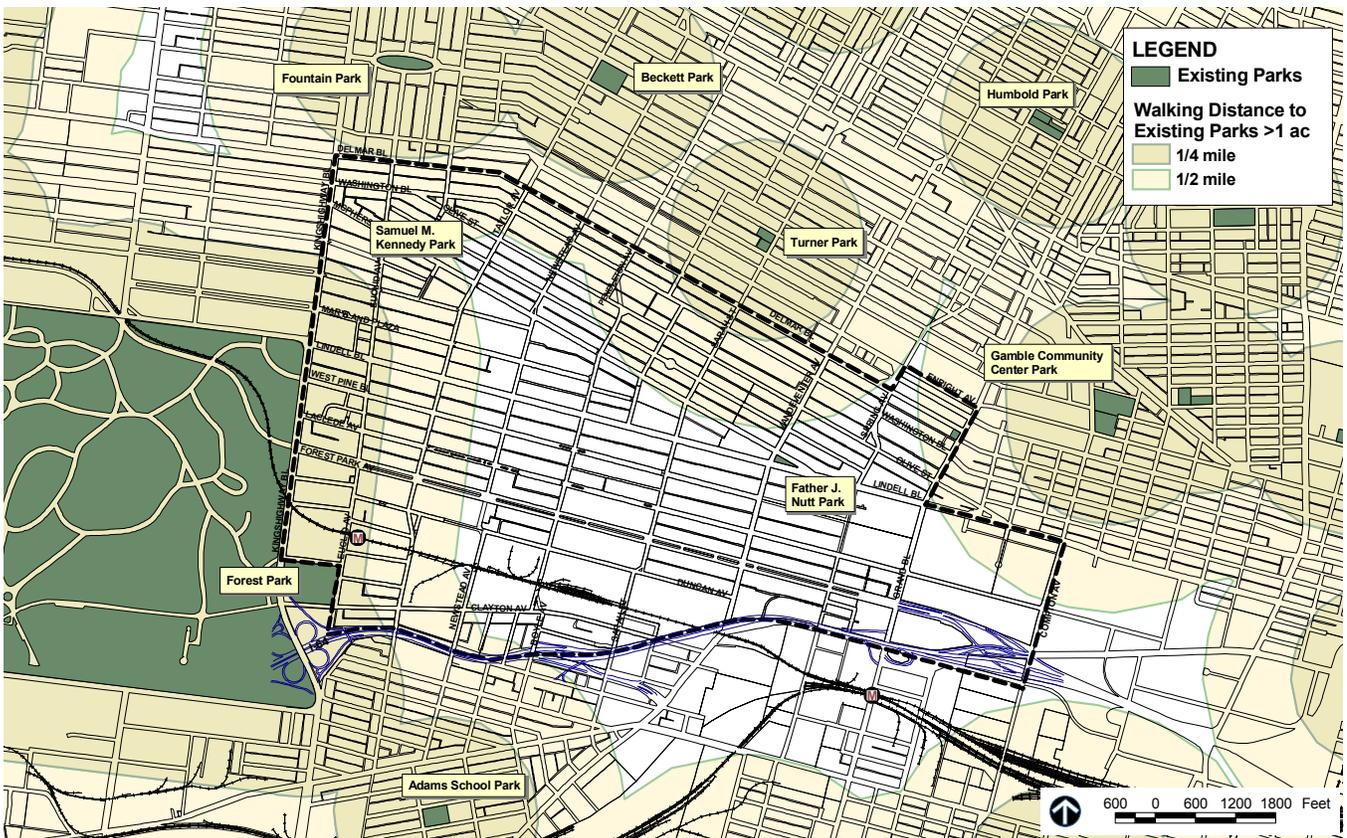


Figure 4.12 Walking Distance Area to Existing Parks Greater than 1 Acre

## Vacant Land

Individual sites and clusters of vacant land occur through Midtown, but largest concentration occurs in the residential area north of McPherson Ave. (see Figure 4.10). This section of the study area has experienced economic decline for over three decades, which in turn has contributed to the current state of abandonment, deferred maintenance and subsequent razing of buildings. These conditions are even more prevalent in the neighborhoods Academy, Fountain Park, Lewis Place and Vandeventer Ave. north of Midtown, as seen on Figure 4.11.

The vacant land is owned by both private entities and the City of St. Louis through its Land Reutilization Authority. Although this land is currently a blighting influence on the study area, it also represents an opportunity for future development and repair of the physical and social fabric of the study area. City ownership of parcels and larger assemblages should enable redevelopment efforts to occur sooner and with more ease. To date, however, the real estate market has been reluctant to consider the redevelopment potential of this land and rebuild. The preceding sections identify several projects that have been constructed or are planned in the Midtown area that include utilization of some of the vacant land.

## Parks and Open Space

There are two existing parks in the Midtown study area. Samuel M. Kennedy Park is located at the intersection of Olive St. and Washington, and Father Maurice J. Nutt C.Ss.R. Park is located where McPherson and Lindell Blvd. meet. Both parks are extremely small, irregularly shaped and offer more in terms of passive space than any active programming. In addition to city parks, Saint Louis University has its own athletic fields, recreational facilities, and open space. However, since these spaces are designated mainly for their students and employees, it was not listed on the maps.

There is an appreciable deficiency of neighborhood scaled-park space in the Midtown study area. Sound planning practice calls for every residence to be within  $\frac{1}{4}$  to  $\frac{1}{2}$  mile (corresponding to 5 and 10 minute walks) of an appropriately scaled neighborhood park of one-acre or more. Figure 4.12 shows that most of Midtown is not served by a park with even a  $\frac{1}{2}$  mile. Neither existing park counts toward the standard noted above because they are both under one-acre in size.

There are other neighborhood scaled parks surrounding Midtown, but these are located in other neighborhoods and it is unlikely that residents from Midtown would use these facilities. A small portion of Forest Park exists on the east side of Kingshighway Blvd. and just south of Barnes Jewish Hospital Pl. The predominant features of this park include walking paths, the Richard C. Hudlin Tennis Courts, and a public playground just east of the courts. Forest Park is located immediately west of the study area and has pedestrian and vehicular access at West Pine Blvd. at-grade and at Clayton Ave. below-grade. However, due to traffic volumes, the sizeable distance to cross, and the fact that many of Forest Park's uses are located within the interior of the park, Kingshighway Blvd. serves as both a physical and mental barrier. Also, Forest Park is a community-scaled facility meant to serve many neighborhoods and it does not replace the need for neighborhood scaled parks in the Midtown area.

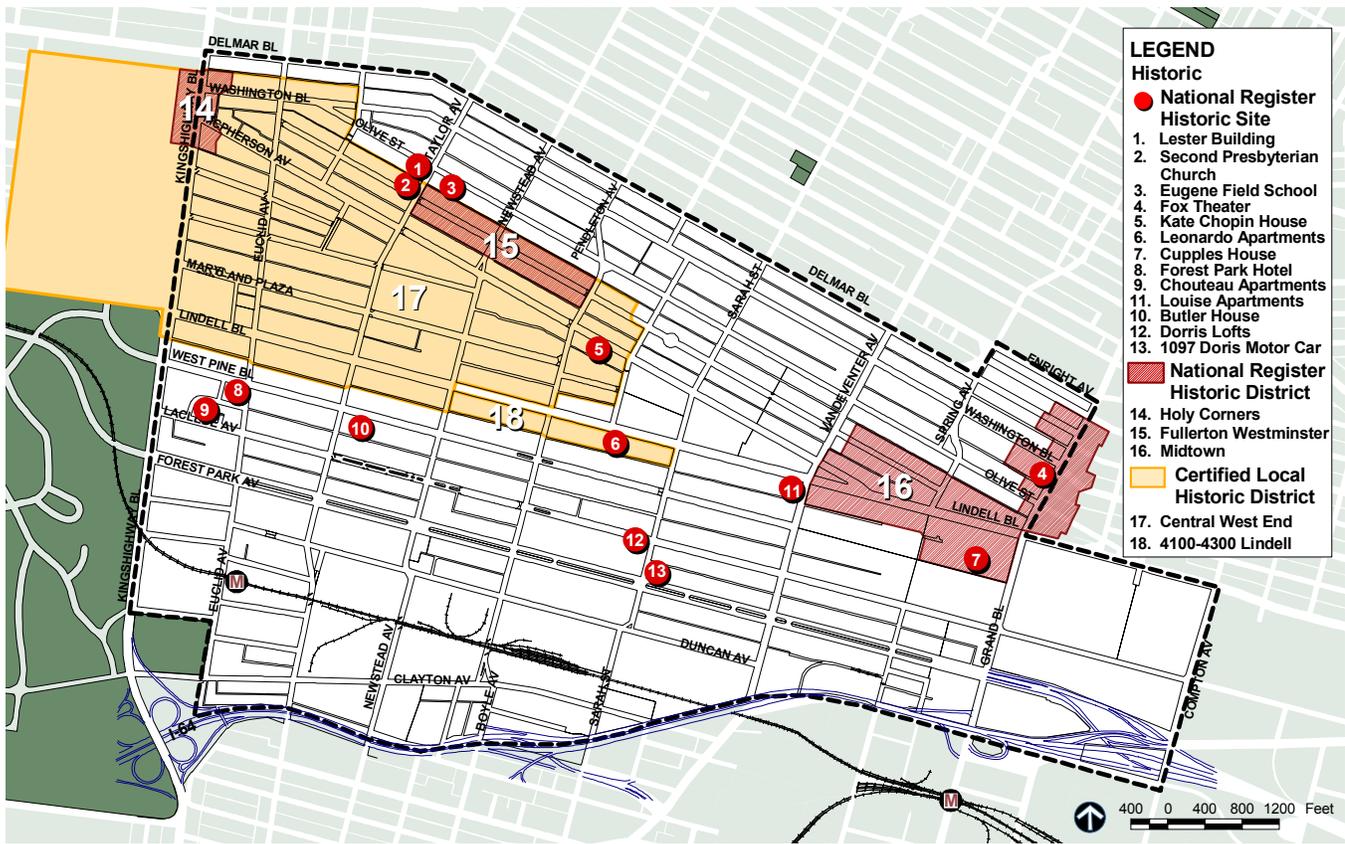


Figure 4.13 Existing Historic Resources



Field School



Forest Park Hotel



1097 Doris Motor Car (CET addition)



Lister Building

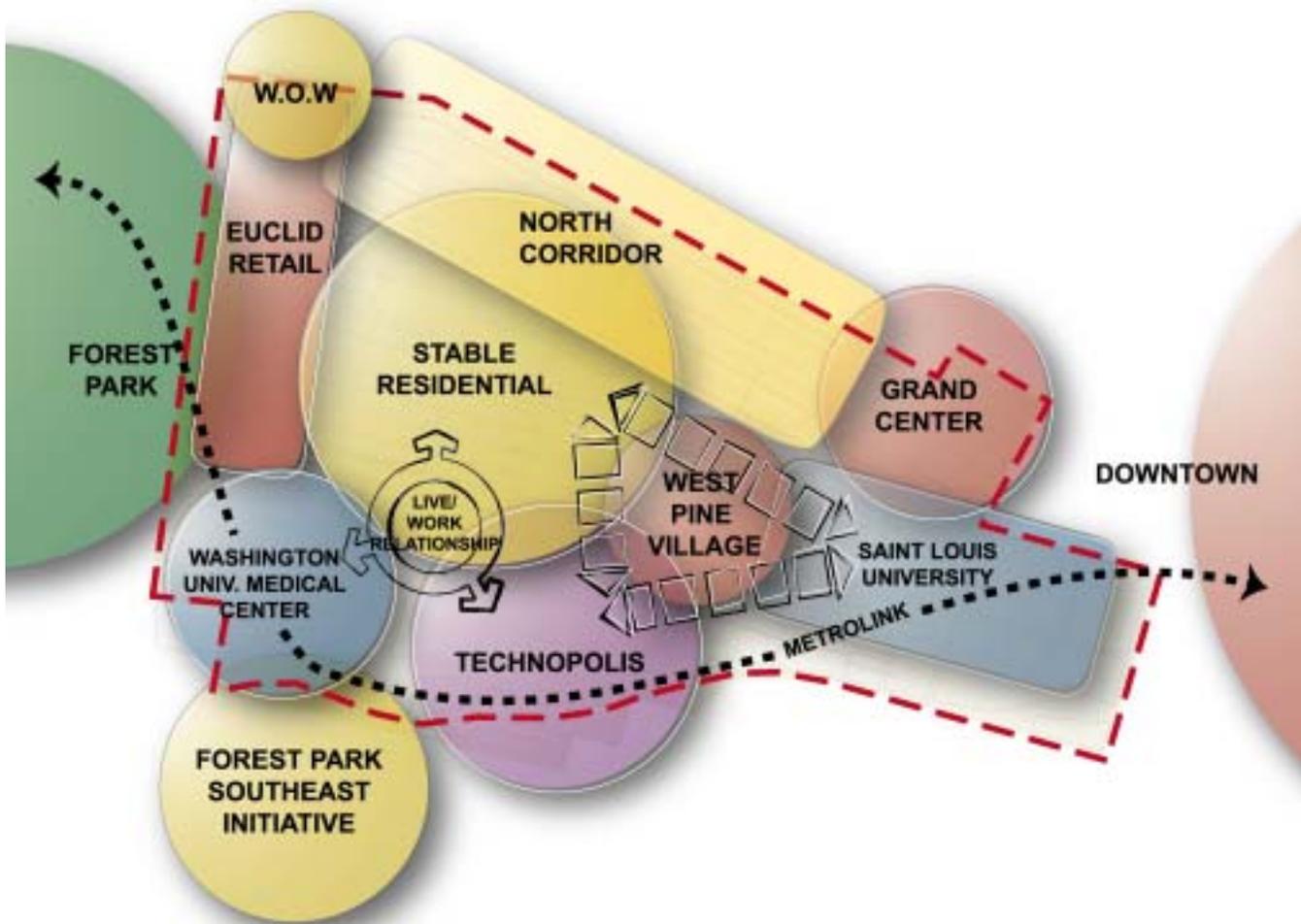
## Historic Resources

As mentioned earlier in the report, the Midtown study area began taking its current form beginning in the 1880's. It was at this time that Saint Louis University moved their campus to Grand Blvd., the elite of St. Louis followed with construction of finely crafted homes, and then an additional wave of development followed the activities of the 1904 World's Fair in Forest Park. Between 1900 and 1920 came the development of the theaters and concert halls that formed the city's art district. Each successive wave of development through the years has left its impression on the Midtown. Much has changed in the over 120 years of its development as an urban district, but what remains are the beautifully designed buildings that tell the story of Midtown's past.

There are three National Register Historic Districts within the Midtown study area: Midtown, Fullerton Westminster Place and Holy Corners (see Figure 4.13). There are also two certified local historic districts, the Central West End district and the 4100-4300 blocks of Lindell Blvd. These designations protect the construction and integrity of these historic resources and provide incentives and resources for maintenance and rehabilitation.

There are also 13 National Register Historic Sites within the corridor. These buildings are a testament to the quality of design and construction of many different types of buildings, including single- and multi-family housing, factories, schools, churches and theaters.

Another area within the Midtown study area with a rich history, but lacking official designation is the Gaslight Square Area. Gaslight Square is the name given to an entertainment district that flourished during the 1950's and '60s on Olive St. near Whittier St. This district was home to many night clubs, theaters, comedy and music clubs, restaurants and bars where national entertainment acts were regular performers. What remains today is a collection of deteriorated structures along portions of two blocks of Olive St.. However, in Chapter 5 the details of a redevelopment proposal are provided that would help ensure the survival of the remnants of this once thriving district.



The five focus areas:

- **Technopolis:** A new technology-based industry and employment district for Midtown and St. Louis
- **West Pine :** A new mixed-use “urban village” linking Saint Louis University, Midtown and Technopolis
- **Euclid:** An attractive urbane retail district serving the study area, WUMC, Universities and Technopolis
- **North Corridor:** A revitalized single-family residential area built around a reopened school, new parks and the historic Gaslight Square
- **W.O.W:** A revitalized mixed-use neighborhood and gateway to Midtown built around preservation and adaptive reuse of architecturally significant buildings, new mid-rise housing, a public marketplace and improvement of a public park

Figure 5.1 Conceptual Redevelopment Strategy



## 5. *OVERALL STRATEGY*

The previous chapters set the context for the Midtown Strategic Development Plan - community vision, market and existing conditions. They frame the issues facing Midtown’s revitalization in terms of opportunities to be captured and problems to be overcome. The strategy for Midtown responds to these issues with recommendations for development, design and land use changes and initiatives.

These recommendations are organized around specific geographic “focus areas” in the community that were deemed to be the most strategic in terms of potential impact, the potential threat from inaction, the potential for leveraging of other efforts, timing and potential spin-off effects. As shown in Figure 5.1, these focus areas are the seams connecting Midtown’s various anchors - the institutions, stable residential neighborhoods and existing retail - and the complementary initiatives in Grand Center and Forest Park Southeast.

The following principals link the individual pieces of the plan and constitute an overall framework of strategic objectives for Midtown.

### **Be Responsive to the Community’s Vision:**

The stakeholders of Midtown expressed a vision of what they value in Midtown and of what they would like their community to become. Using these ideas, captured in the vision statement, to guide and evaluate the strategic plan is important for fostering trust among the parties whose support is needed to carry out the plan and for building confidence in Midtown’s future. The vision emphasizes collaboration to generate mutual benefits for the residential, institutional, commercial and employment bases that make up Midtown. It also emphasizes preserving and creating distinct places, diversity, and quality in development, environment and the public realm.

### **Build on the Existing Assets:**

Midtown has compelling assets that include its location, access, residents, businesses, built environment, history, neighborhood amenities and institutions. These assets should form the basis for the future. This does not preclude introducing new uses or types of development, but it recognizes that there are solid building blocks in place that could be used to create value, attract investment and be the foundation for expanded stability of the surrounding area.

**Understand the Real Estate Market Conditions:**

Sound city planning is not just physical design. It must take into account the economic and social forces that help determine a project's viability. The strategy must be responsive to market realities so it leads to implementation by private as well as public investment and does so in a timely and efficient manner.

**Identify Projects that can be a Catalyst for Additional Investment and Neighborhood Change:**

The term catalytic project is being used in this study to describe public/private development initiatives that can help change the perception and reality of an area. These projects can push the area past the "tipping point" where the stability, attractiveness and value of the area will continue to attract additional residents and investment. The strategy attempts to identify such a project in each focus area. These projects were determined to be of a size, scale, use and design that will provide an immediate and lasting positive impact on the surrounding neighborhood.

**Design Projects to Create Places:**

One of Midtown's greatest assets is its collection of great places – residential blocks, retail nodes, pedestrian friendly Streets and campuses. New development, especially on some of the predominantly vacant blocks within Midtown, should add to this list of great places through quality urban design and a lively mix of uses. Creating a unique sense of place can be accomplished in many different ways, such as creating inviting places for people to meet and participate in community life, the placement of identifying markers which announce the entry to an area, the unified design of street amenities and the form and character of new buildings.

**Identify Ways to Cross Boundaries, Stabilize Edges and Connect Communities:**

Midtown has been relatively isolated from surrounding neighborhoods by the Interstate to the south and through the concentration of vacant land along Midtown's northern boundary- the Delmar Blvd., Washington and Olive St. corridors. The "no-mans-land" condition of these northern blocks has undoubtedly added to the crime problems experienced in Midtown. It has led residents to fortify the barrier with cul-de-sacs and private police protection, and led to a self-fulfilling perception that has discouraged investment in properties only yards from Midtown's finest blocks. Revitalization of these boundary blocks strengthens the stable base of the community. It also can build bridges to the communities to the north that undoubtedly have experienced their versions of the same problems as Midtown due to the vacancy of the same corridor. Through filling the physical, land use and economic gaps in these blocks, linkages can be built between the areas north and south of Delmar Blvd. similar to how the Forest Park Southeast initiative will potentially address Midtown's southern boundary.

## **Protect and Enhance Job Growth Opportunities.**

It cannot be understated that a large part of Midtown's success stems from the success of the major institutions and other employers located there. Midtown's residential growth is heavily associated with students and employees of the Washington University Medical Center (WUMC). St. Louis University's growth and investments in its campus are the foundation for stabilization and revitalization of Midtown's east side and Grand Center. Technopolis and the new employers that may locate there present a great opportunity for new residents and markets for Midtown's businesses. The strategy must provide for the continued growth and success of these employers.

### **The Overall Strategy:**

Figure 5.1 illustrates how the pieces fit together. Starting on the south, the future of Technopolis would be drawn from its potential physical and functional links to WUMC and Saint Louis University. Its attractiveness to new businesses is largely driven by its proximity to WUMC and its researchers. It also depends on the quality of the space that can be created and by the attractiveness of Midtown as a place to live. In return, having a successful Technopolis strengthens the position of WUMC and generates new markets for the study area.

West Pine would draw on the market potential from its three surrounding potential anchors - Saint Louis University, the neighborhood and Technopolis. It fills a physical and functional gap by becoming a mixed-use area with housing in new and rehabbed buildings and neighborhood scale retail space for restaurants and shops serving students, neighborhood residents and Technopolis. West Pine also provides additional commercial space becoming the transition to and northern boundary of Technopolis. In return, it creates the type of services that will add to the quality of life of residents, employees and students.

Euclid Ave. would continue its role as Midtown's primary neighborhood retail district. It would also play a role in revitalization of W.O.W., which ultimately can serve as the northern anchor for the Euclid corridor. Joint development of parking could benefit both Euclid Ave. shoppers and residents of the large multifamily residential buildings which lack parking.

The North Corridor and W.O.W. focus areas would be keys to stabilizing the northern boundary of Midtown. Strategically, these areas need to be made into residential extensions of the neighborhoods to the south. They are the primary targets for the housing market available in Midtown. The market analysis reveals that the strongest market is for people in the early and later stages of their lives. It is also possible to attract families with the right housing product and improvement to the study area with amenities such as schools, parks and shopping.

The Midtown Strategic plan knits together the focus areas to make Midtown an area where people of different backgrounds and incomes can all live, work, and recreate in one area. The following chapter describes the focus area strategies in more detail.



Figure 6.1 Focus Areas



## 6. *FOCUS AREA STRATEGIES*

### **FOCUS AREA: W.O.W. (Washington / Olive / Walton)**

W.O.W. is an acronym used to identify the neighborhood surrounding the triangle of land formed by Washington Place, Olive St. and Walton Ave. For the Midtown study, the boundaries of W.O.W. have been defined as Delmar Blvd. on the north, the alley south of Washington Place and Olive St. on the south, Taylor Ave. on the east and Kingshighway Blvd. on the west. To the north of W.O.W. are the Fountain Park and Lewis Place neighborhoods. Some of Midtown's finest residential blocks and private street communities are located to the south. To the east is the Gaslight Square area of Midtown and to the west is a continuation of the official Central West End Neighborhood.

Like other parts of Midtown, the W.O.W. focus area has a rich stock of buildings dating from the last decades of the 1800's and first of the 1900's. Residential uses in W.O.W. are concentrated on Washington Blvd. and include gracious one and two family detached homes. Typically, the buildings east of Walton appear to show more signs of deferred maintenance than do the blocks west of Walton.

Non-residential uses in W.O.W. are generally found along Olive St. and Delmar Blvd. Olive St. includes a collection of architecturally and historically significant commercial buildings, including the Prince Hall Lodge at 4521 Olive St. and the Lister Building at 4500 Olive St. The latter is on the National Register of Historic Places. Several of these buildings appear to be vacant and/or show signs of needed repair. Delmar Blvd. includes a mix of retail, offices, auto uses, marginal commercial uses and associated parking. Schnucks supermarket and a strip shopping center occupy corners at the Delmar Blvd. and Kingshighway Blvd. intersection. There are a number of places of worship located in and surrounding W.O.W., including a cluster of large historic church buildings at "Holy Corners" where Washington Ave. meets Kingshighway Blvd. Vacant land is most prevalent between Taylor and Walton

#### **Revitalization Strategy**

The W.O.W. is a northern "gateway" into Midtown and a critical link between the neighborhoods north of Delmar Blvd., the stable residential neighborhoods south of Washington and the Euclid Ave. commercial area. The vacant land, unoccupied and underutilized properties, and buildings in poor condition in W.O.W. are threats

to the areas to the south. On the other hand, the proximity of W.O.W. to these areas coupled with W.O.W.'s attractive building stock and convenient location make it an attractive development opportunity that could be beneficial to Midtown. W.O.W. is in a position to attract investors who seek to capitalize on the value of the areas just to the south by redeveloping the buildings and land in W.O.W. The following strategy for W.O.W. focuses on building on the assets that currently exist and aggressively seeking opportunities for large-scale new development (see Figure 6.2):

### **1. Repopulate the Neighborhood**

The strategy recommended for W.O.W. calls for developing housing and increasing the number of residents in the neighborhood. New housing would be built on individual infill lots that can fill physical gaps caused by past demolitions. It would also be developed on larger assembled sites the development of which could dramatically transform parts of the neighborhood. This sort of transformation could quickly and clearly add to the critical mass of development necessary to attract on going private investment. The residential strategy is intended to reduce the amount of vacant land and the number of marginal commercial uses through redevelopment. It is to create attractive residential street lined with new households whose presence will increase safety and create a stronger market for a reduced concentration of neighborhood businesses.

Figure 6.2 shows potential infill and large site residential developments. The strategy has capacity for eventual development of over 200 units of new housing in W.O.W. The proposed units are single-family buildings, two-flats and townhouses on Washington Blvd. and Olive St.. Larger, 3 to 6 story multifamily buildings could be developed at Taylor Ave. and Delmar Blvd. (see the Delmar Bend proposal in Chapter 7).

### **2. New Commercial Development**

There are several locations that should be actively redeveloped for new commercial enterprises. The first is the Olive St. commercial strip between Taylor Ave. and Walton. Most of these structures should be retained and some of the existing uses may be appropriate for the neighborhood. However, consistent with the recommendations of the Central West End North Master Plan, new opportunities to attract "businesses that provide support operations for antique shops, interior designers, art dealers, and advertising and creative businesses should be encouraged."

A second opportunity exists for new commercial development on Delmar Blvd. between Euclid Ave. and Walton. One concept is to use a portion of the existing parking lot on the southwest corner of Euclid Ave. for a public market. The marketing concept for "Euclid Market" would need further analysis and public input to determine the types of goods sold, but the physical structure would consist of open stalls similar to Soulard market. The new commercial building shown to the east could be an indoor market and support/warehouse facility, or an unrelated commercial use. A public market would be a regional attraction that would increase the viability of

Delmar Blvd. and Olive St. for other commercial businesses.

### **3. Adaptive Reuse of Existing Structures**

The Midtown plan strongly encourages identifying new uses to occupy the architecturally and historically significant buildings that provide such a strong identity for the neighborhood. Some protections and redevelopment incentives are provided by historic designations, such as the Central West End Local Historic District and the Holy Corners National Historic District (see Chapter 4). Olive St. is not located within a district, but as mentioned above it contains the last significant concentration of high style early 20th century commercial buildings in the area.<sup>1</sup>

Two current adaptive reuse projects in W.O.W. demonstrate that preservation and neighborhood revitalization can work hand in hand. Rehabilitation of the historic Lister Building (4500 Olive St.) for residential and commercial (ground floor) uses has already been initiated by a private developer. Similarly, a private developer has begun work converting the five story commercial structure at 4901 Washington into loft condominiums. Both projects will benefit the neighborhood by attracting new residents and additional investment.

### **4. New Park and Streetscape Improvements**

Samuel Kennedy Park is a very small grassy lot located on the triangle that gives W.O.W. its name. An opportunity exists to close Walton Ave. between Washington and Olive St. to expand the park. Acquisition of the adjacent auto repair is also recommended to facilitate further expansion. By increasing its size and improving its landscaping this park will become more a neighborhood amenity. Streetscape improvements are proposed throughout W.O.W. See Chapter 10 for specific details. The proposed expansion of the park is not intended to affect Cornerstone Baptist Church and Daycare at 4700 Washington Place.

### **5. Improved Access at Olive St. and Walton**

Road closures currently prohibit east-west vehicle movements on Washington and Olive St. at Walton and north-south movements on Walton at Olive St. In conjunction with the redevelopment measures noted above, the Midtown plan advocates for reopening Olive St. and Washington as through Streets to improve east-west access for the repopulated W.O.W. neighborhood and employees and shoppers driving to new commercial businesses envisioned. The Plan maintains the vehicle prohibition on Walton between Olive St. and Westminster Place, but suggests creation of a linear pedestrian plaza in the future where now there is only pavement.

<sup>1</sup> Central West End Master Plan Phase II February 1996

## **6. Acquisition to Support the Redevelopment of Vacant, Underutilized and Incompatible Uses**

The future vision of W.O.W. represented in the development strategy is a revitalized neighborhood setting with safe and stable residential blocks, new shopping opportunities, employment opportunities and improved park space. There are several existing uses and buildings that are incompatible with this vision either because of their use or current location. The redevelopment plan (see Figure 6.2) assumes acquisition of these uses and replacement with uses that contribute to and benefit the greater study area. The list of incompatible uses includes:

- Commercial structures on the northwest, southwest, and southeast corners of Taylor Ave. and Delmar Blvd. (Pawn shop, vacant commercial, etc.)
- 4605 Washington Place (midblock abandoned gas station)
- 4614-4662 Washington Place (auto repair)
- 4700 Delmar Blvd. (abandoned gas station)
- 4710 Delmar Blvd. (pawn shop)
- 4718 Delmar Blvd. (Rothman's restaurant)
- 4722 Delmar Blvd. (novelty company)

## **7. Housing Rehabilitation Assistance**

The redevelopment strategy calls for an infusion of resources into the W.O.W. focus area in the form of new development. Ultimate success will also rely on the ability to strengthen the existing residential blocks on Washington. Some incentive for improved maintenance will come as a spill over as building owners see the other investment being attracted to the area and the chance to benefit from this. It may also take additional resources to encourage the participation of existing homeowners. A coordinated marketing effort led by an active community organization in the area could inform building owners of the existing housing assistance programs and encourage their participation.

## **FOCUS AREA: North Corridor**

The North Corridor is the focus area of Midtown bounded by Delmar Blvd. on the north, the alley south of Olive St. on the south, Vandeventer Ave. on the east and Taylor Ave. on the west. The North Corridor is primarily a residential neighborhood that borders other residential areas to the north (Lewis Place & Vandeventer Ave. neighborhoods) and south. The North Corridor shares a western boundary with W.O.W., discussed above, and the Grand Center arts and entertainment district to the east.

The North Corridor should remain and be enhanced as a residential area. The existing housing stock consists many of the original homes constructed in this area. Most of these structures are single-family detached residences. New single-family residential has also been built on vacant lot on Delmar Blvd., but these buildings were designed to be much more "suburban" than the surrounding housing stock. Denser housing types have also been developed recently in the North Corridor. For instance, the Westminster Place development by McCormack Baron includes multi-family buildings, and there are several church sponsored group living buildings within this focus area.

There is little commercial development within the North Corridor. That which remains is generally smaller scale service-oriented, wholesale or light industrial businesses that area located on Olive St. and Washington near Vandeventer Ave.. For Olive St., the current state of affairs is a vast departure from what was in the 1950's and 1960's the center of street Louis' thriving Gaslight Square entertainment district. All that remains of this district is a collection of architecturally significant vacant buildings on the block between Boyle Ave. and Whittier St. In addition, Saint Louis University's Manresa Center, a conference and retreat center purchased in 2000, is located at 4012 Washington Blvd., one block west of Vandeventer Ave..

North Corridor also has a significant concentration of places of worship. There are 13 churches, one temple and one fellowship center located within the corridor. Two of the churches, Greater Bethlehem and Mercy Seat, have developed senior/group housing adjacent to their religious facilities. The Daughters of Charity of St. Vincent DePaul Marillac Provincialate is also constructing an office space building at the intersection of Pendleton Ave. and Olive St.

### **Revitalization Strategy**

The revitalization strategy for the North Corridor calls for filling the gaps in the residential development of the neighborhood and creating places of lasting value. Attracting new residents to the area with new housing and new parks are central strategies. Revitalization of this focus area will help integrate it with the stable areas further south and provide a bridge to encourage neighborhoods to the north.

#### **1. Repopulate the Neighborhood**

Similar to W.O.W., a central tenet of the redevelopment strategy for the North Corridor should be to bring residents back into the neighborhood. Attracting families, professionals, students and others to the neighborhood with new infill and larger-scale housing will help repair the "fabric" of the community that has been lost through the demolition of buildings and the blighting influences that result from a loss of population and empty land sitting idle.

The redevelopment plan (see Figure 6.3) includes a large-scale residential redevelopment centered in the historic Gaslight Square area near Olive St. and Boyle Ave.

Another large opportunity to create a large critical mass of new housing exists along Washington at Vandeventer Ave. (see redevelopment plan). Currently this property is occupied by a mixture of vacant land, vacant commercial structures and commercial uses that includes auto, small service/office, Centrex Electrical supply, vacant land.

There are infill residential development opportunities on nearly every block in the North Corridor (see Figure 6.3). There are approximately 5.5 acres of land that are either vacant or underutilized that are shown to accommodate new housing. The plan shows the replacement of mainly single-family detached housing, consistent with the predominant character of homes within the neighborhood. Other options include town homes where several parcels can be assembled to create a larger development opportunity. Another opportunity to utilize vacant land is to sell it to adjoining residential property owners for use as side yard, gardens, garages, etc.

Again, what is critical to the success of infill housing programs is to ensure new buildings are compatible in scale, architectural design, materials, setback from the street, etc. as the surrounding buildings. A new housing program has recently begun on Delmar Blvd. that has resulted in designs that are more suburban in character than is preferred for the Midtown study area. Design guidelines (see Chapter 10: Public Amenities) can inform developers of the appropriate home designs. Additionally, the city can exercise great control over the design of buildings eventually proposed on land it currently owns.

## **2. Create Neighborhood Amenities that could Significantly Add to the Attractiveness of the Area for New Residents**

### **A. Reinstate the Local Public School**

Field School is located at 4466 Olive St. and is owned by the St. Louis School District. The structure is an attractive brick design that earned the distinction of being listed on the National Register of Historic Places. Field School at one point served the Midtown study area, but the loss of school-aged children from the neighborhood resulted in the School District closing the facility. It has been reopened recently as a temporary school that serves children from other District schools that are being rehabilitated.

Saint Louis Public School officials indicated that there are currently too few students within the Midtown area to support full reactivation of Field School. Currently, the District estimates that there are approximately 70 students in the Midtown study area that attend their schools. Two factors may generate additional demand that may warrant the reopening. The first is the residential development program being recommended through this study. Two market segments that appear to be suited to this development are families and young professionals, which one day may have children.

In addition, Saint Louis Public Schools was involved in a lawsuit regarding segregation. This resulted in a ten year, \$180 million state settlement agreement. This agreement requires the state to pay the Saint Louis Public Schools to renovate

and construct schools. Part of this is to encourage roughly 12,000 students that live in St. Louis but go to schools outside of St. Louis to come back into the city's system. The surrounding school districts can phase out of the official desegregation program in two years and Saint Louis Public Schools anticipates a 5% per year return of the 12,000 students.

### **B. New Neighborhood-Scale Parks**

As discussed in Chapter 4, Midtown lacks recreational and open space for the residents, employees and visitors to the area. Park space is one of the essential building blocks of a healthy stable neighborhood and providing additional or rehabilitated parks has been used successfully in other communities to help revitalize an area. Two new parks are proposed in the North Corridor. The first is a 5.2 acre school/community park campus proposed with the reinstating of Field School (see below). The second is a smaller 1.5 acre park associated with a redeveloped Gaslight Square (see Chapter 7).

### **4. Adaptive Reuse of Existing Structures**

As mentioned in the discussion of the W.O.W. focus area, the Midtown plan strongly encourages identifying new uses to occupy the architecturally and historically significant buildings that provide such as strong identity for the neighborhood. The following buildings present opportunities for adaptive reuse:

- The St. Louis Review building at 4375 Olive St. The Archdiocese informed the planning team that the Archdiocese would like to sell this property and move the St. Louis Review offices to another building they own. Residential redevelopment or use as a Parks Department recreation center/office are recommended.
- The remaining Gaslight Square buildings in the 4100 and 4200 blocks of Olive St., where feasible.
- The industrial/warehouse buildings at 3962 and 4000 Olive St. The ability to redevelop these structures as loft conversion residential units should be explored.

### **5. Roadway Improvements**

Three substantial roadway projects are proposed within the North Corridor. The first is the narrowing of Delmar Blvd. to reflect the changing character of development along this street. Single-family housing is currently being built along Delmar Blvd. and the Midtown Plan calls for additional residential growth. In addition, the closing of Delmar Blvd. at Vandeventer Ave. to accommodate the construction of Cardinal Ritter High School will reduce the importance of this roadway for crosstown "through trips". Reducing the number of through lanes to one in each direction with on-street parking will accommodate additional green space and streetscape amenities and help to redefine Delmar Blvd. as a neighborhood street rather than the barrier the street now seems to represent.

The second proposed roadway improvement is the closing of Olive St. between Taylor and Newstead Aves. to accommodate a new Field School Park campus. Street closure would be necessary to accommodate certain programs, such as a baseball diamond. However, a sizeable and beneficial park space could still be provided if it is determined that traffic on Olive St. should be maintained.

The third proposed roadway improvement is the removal of the "Boyle Ave. curve", north of Olive St. Removal of this curved roadway segment will accommodate construction of Gaslight Square Park and will slow traffic in the proposed Gaslight Square residential development (see Catalytic project). Maintaining the Boyle Ave. curve would still accommodate smaller scale park improvements on adjoining vacant parcels.

#### **6. Streetscape Improvements**

Similar to the W.O.W. focus area, streetscape improvements such as the installation of street trees, lighting, crosswalks, etc. are proposed throughout the North Corridor to provide help provide a safe, attractive and functional environment (see Chapter 10 for specific details).

#### **7. Redevelop Vacant, Underutilized and Incompatible Uses**

The future vision of the North Corridor represented in the development strategy is one of a strengthened residential neighborhood. In addition to the larger redevelopment opportunities noted above, there are several existing individual uses and buildings that are incompatible with this vision either because of their use or current location. The redevelopment plan (see Figure 6.3) assumes acquisition of these properties and replacement with uses that contribute to and benefit the greater study area. The list of incompatible uses includes:

- The abandoned gas station at 4112 Delmar Blvd.
- The abandoned gas station /auto repair at 4200 Washington
- The car alarm store at 4375 Olive St.
- The industrial buildings at 3962 and 4000 Olive St.
- The warehouse at 4228 R. Washington

#### **8. Housing Rehabilitation Assistance**

The ultimate success of the North Corridor strategy relies on strengthening the existing residential fabric on Washington, Delmar Blvd. and the side Streets. Some incentive for improved maintenance will come as a spill over as building owners see the other investment being attracted to the area and the chance to benefit from this. It may also take additional resources to encourage the participation of existing homeowners. A coordinated marketing effort led by an active community organization in the area could inform building owners of the existing housing assistance programs and encourage their participation.

## **FOCUS AREA: West Pine**

The West Pine Area is bounded by Lindell Blvd. on the north, the alley south of Laclede Ave. on the south, Vandeventer Ave. on the east and Sarah St. on the west. This area is completely built-out, but there is no single land use or even concentration of several land uses that defines it. Instead, it is patchwork of disparate types of uses, including single-family and multiple-family residential, offices, retail, traditional industries and high-tech businesses, social service agencies and government buildings.

It appears that this area was originally developed as an industrial area, but redevelopment of several properties has occurred on parcel-by-parcel basis. What has been lacking is a coordinated effort to redevelop this area with complimentary uses.

While this focus area is relatively small in a physical sense (three city blocks), it is at the confluence of several forces that help define the range of possibilities for future development. First, West Pine shares a boundary with Saint Louis University along Vandeventer Ave.. The 11,000 students and 4,500 employees and faculty of the university represent a substantial market base for certain types of uses, namely housing and retail. Second, West Pine is part of Technopolis area which is the intended location of high-tech business development. The goal of Technopolis is to transform the traditional manufacturing area generally south of Forest Park Ave. into a vibrant technology-based business community filled with skilled employees. Third, the area west of the focus area is a strong, middle income and higher residential community.

### **Revitalization Strategy**

The revitalization strategy developed for West Pine has been termed the "urban village". What is meant by this term is a 24-hour community with:

- Restaurants, shops and other retail uses creating an active street environment;
- New residential units on the upper stories of buildings providing living spaces for employees in the area and students;
- Spaces for office and the associated jobs;
- Street and sidewalk improvements and amenities that create a safe and attractive environment for pedestrians and bicyclists

Specific components of this strategy, shown on Figure 6.5, include the following:

#### **1. Create a Mixed-Use Community**

The type of vibrant, active community envisioned can only be accomplished through the strategic clustering of complimentary uses. A concentration of new residential units is the base to start from. These residents, in addition to the surrounding residents and employees, will provide the market to support a concentration of new retail uses. Accommodating business space in the community creates a live/work arrangement. The open space and service uses complete to relatively self-contained "village". The key difference between this concept and existing conditions is that the proposed uses are compatible with and help sustain each other. This is not the case today.

## **2. New Housing**

As mentioned above, the housing opportunities envisioned occur mainly on upper stories so that the ground floors can accommodate retail uses. Buildings should be larger in scale, generally three to six stories in height, and should be built to street so they encourage pedestrian activity.

## **3. New Retail Concentration**

The West Pine should be a mixed use neighborhood and active neighborhood center. Ideally it would include residential, office and retail. The types of retail uses envisioned include those that would appeal to the local market of surrounding businesses and residents (existing and future), and Saint Louis University students. Restaurants, coffee shops, convenience stores, personal services and specialty retail would all be compatible with this concept. Parking should be located on street and in the rear of buildings.

The amount and nature of retail proposed for West Pine is distinct from that proposed for Grand Center. West Pine would be a compact district drawing from a very local market. Grand Center, with its proposed cultural and entertainment uses will be more of a city wide and regional draw.

## **4. Adaptive Reuse of Structures**

There are several existing buildings in the West Pine focus area that should be evaluated for their reuse potential. These structures typically have unique exterior design features and building footprints appropriate for commercial reuse. Reusing these structures will help the focus area retain a sense of neighborhood history and identity, as well as help define the design style for new structures. The following buildings should be evaluated:

- 3920 West Pine
- 4010 West Pine
- 3948 Laclede Ave.
- 4001 Laclede Ave.
- 4031 Laclede Ave.

## **5. Redevelop Vacant, Underutilized and Incompatible Uses**

The West Pine “urban village” requires a dense concentration of land uses compatible with the concept of a vibrant live, work, shop neighborhood environment. Many existing properties are inconsistent with this development vision because of their use, their limited utilization of the property, and their location within West Pine. The redevelopment plan (see Figure 7.13) assumes acquisition of these properties and replacement with uses that contribute to and benefit the greater study area. The list of vacant, underutilized and incompatible uses includes:

- The university related office, housing and parking areas from 3901 to 3937 West Pine and the manufacturing business at 3943 West Pine;
- All properties fronting the south side of West Pine between Vandeventer Ave. and Sarah St. (3900 to 4054), which include several industrial companies, a beverage company, apartment buildings and surface parking;
- The public storage facility at 3901 Laclede Ave.;
- The auto and warehouse uses from 3953 to 3965 Laclede Ave.;
- The auto, warehouse, employment agency and other business uses from 3940 to 4030 Laclede Ave.

## **6. Pedestrian Connections**

As mentioned above, the West Pine urban village concept has been designed to serve each of the surrounding markets-Saint Louis University, Technopolis, and surrounding residential - in addition to individuals that would live and work directly within it. Accommodating pedestrian and bicycle accessibility through well designed streetscape improvements and providing inviting connections between West Pine and surrounding areas will be essential to creating the active street environment envisioned for the focus area. Chapter 10 provides additional details on streetscape improvements proposed for West Pine.

## **FOCUS AREA: Technopolis**

As mentioned in Chapter 4, Technopolis is the name that has been given to the biomedical research park planned for the area between the Washington University Medical Center, the Saint Louis University Main (Frost) Campus and Health Sciences Center, and the Missouri Botanical Garden research facility. The portion of Technopolis located within the Midtown Plan area is referred to as the Forest Park Research Campus. The Forest Park Campus is still primarily occupied by manufacturing, light industrial, distribution and utility uses in the study area. There are also segments along Forest Park Ave. that include residential.

### **Redevelopment Strategy**

In 1995 the St. Louis Development Corporation sponsored the preparation of a plan and strategy for Technopolis. Its goal was to transform this traditional industrial area into a premier center for life science and technology businesses. The plan recommended redevelopment projects to start the area's transformation, roadway improvements to facilitate development, and streetscape improvements to create an attractive unified research park.

Over seven years later, the objectives of the plan remain relevant and several of these recommendations have been put into action. Several recent initiatives are also aimed at advancing the development of the technology sector. Two recently formed organizations both have Technopolis issues within their charges: the Central West End-Midtown Community Development Corporation and a high-tech industry taskforce. In addition, the Danforth Foundation recently announced that it would be committing a total of \$117 million in 2003 and 2004 for grants to fund research and commercial opportunities in the plant and life sciences industries throughout the St. Louis region.

Midtown Strategic Plan recommends the following actions to continue implementation of Technopolis:

1. Providing public assistance with land assembly and preparation
2. Improving access to and from the West Via Interstate 40/64

MODot is currently in the design phase for two additional ramps at Boyle Ave. and Tower Grove. These ramps are paired with the existing ramps to and from the east at Boyle Ave., which will provide full access.

3. New MetroLink Station.

Technopolis is located between two MetroLink stations - one at Euclid Ave. and one at Grand Blvd. - that are approximately 1.5 miles apart. The Midtown Plan recommends adding a new station at Sarah St., midway between the existing two stations, to directly serve Technopolis. A new, conveniently located station should add to the area's attractiveness to new businesses and employees. Also, this station, especially if developed with a park and ride facility, could add to the attractiveness as of Midtown as a residential area with easy access to downtown and other employment centers served by MetroLink.

A station at Sarah St. could help promote ridership for MetroLink, an objective of the Bi-State Development Agency, the regional transit planning organization, within the city. The new station also have room to better accommodate connections between bus and train service thereby helping to relieve some of the congestion around the Grand MetroLink station.

The drawbacks to the new station would be redundancy and cost. The focus of Bi-State's planned improvements are to extend MetroLink to unserved areas (west and south of Midtown). A new station along the existing alignment is contrary to this policy. Cost is certainly a consideration with new stations is running between \$2 and \$10 million.

#### 4. Streetscape/Landscape Improvements

Streetscape improvements should be coordinated with the Master Plan and Implementation Strategy from the St. Louis Development Corporation document (1995).

## **FOCUS AREA: Euclid**

Euclid Ave. is a successful commercial corridor on the west side of the Midtown study area. The boundaries of the focus area extend from Forest Park Ave. on the south to the alley north of Westminster Place on the north. Euclid Ave. is Midtown's main neighborhood retail and entertainment district, having a concentration of restaurants, bars, and specialty retail, with a particular focus on antique stores.

As seen in Figure 4.4, there are three concentrations or “nodes” of retail activity along Euclid Ave., with additional stores and other complimentary uses are located along the roadway's entire length. These businesses serve and are supported by the Washington University Medical Center, adjacent offices, and the dense, high-priced residential buildings adjacent to the corridor. In addition, the concentration of stores and mix of businesses enables the corridor to draw customers from the greater city and region.

In addition to having a strong market to draw from, the Euclid Ave. corridor benefits from several physical characteristics and qualities that create an inviting, pedestrian oriented environment. The roadway is relatively narrow with one through lane in each direction and on-street parking provides convenient spaces for customers and a buffer to pedestrians. Architecturally significant buildings and well designed storefronts invite customers in from the street. Landscaping, lighting and public art all add to the quality character of the setting and the distinction of being one of the premier retail destinations in the region.

### **Redevelopment Strategy**

Euclid Ave. is already a thriving retail corridor and the surrounding neighborhood is a successful mixture of residential, other commercial and institutional (medical) uses. There are several opportunities to redevelop vacant buildings or underutilized sites and the private real estate market has been responsive to these. The remaining redevelopment opportunities include methods for improving the parking situation and completing the revamping of the Euclid Ave. corridor streetscape. These components of the redevelopment strategy are discussed in more detail below:

## **1. Improving the Supply of Parking**

One of the main complaints regarding the Euclid Ave. corridor is that there is not enough parking especially for two groups – employees and customers for Euclid Ave. businesses and residents of some of the older multi-family high-rise buildings that do not have their own lots.

Currently there are two city-owned surface lots, private off-street lots and garages and on-street parking spaces. The recent completion of both the Barnes-Jewish Hospital garage and Schafly Library parking garage has increased the supply of public parking. Newly constructed buildings are required to provide parking for the residents. However, many of the older, larger residential buildings were built without parking. Some have not been able to acquire enough adjacent property to build a surface lot or garage.

The only opportunities to increase the supply of parking in the Euclid Ave. district will come from brokering shared use of existing private parking facilities and from new construction that includes extra parking that can be used by the general public. Public investment may be appropriate to assist with the provision of shared parking facilities available to the community. This is not necessarily the case for parking facilities for private residences. The private residential parking would require a negotiated agreement between the new building's developer and the owners/occupants of the private residential building.

## **2. Residential Development**

The block bounded by Lindell Blvd. (north), West Pine Blvd. (south), Kingshighway Blvd. (west) and Euclid Ave. (east) currently has five separate surface parking or surface/garage parking areas. These parking areas currently serve the tenants of the Chase Park Plaza and the other, older residential buildings in the area that were built without their own off-street parking. These properties should be redeveloped with high- and mid-rise residential buildings that compliment the other buildings on the block. The building near the northwest corner of Euclid Ave. and West Pine Blvd. is proposed to also have ground floor commercial.

All new development should provide adequate off-street parking to serve the residents of the proposed buildings. Efforts should also be taken to incorporate additional spaces for use by other residents in the Euclid Ave. neighborhood.

## **3. Commercial Development**

The only major new commercial development proposal is on the northeast corner of Euclid Ave. and Forest Park Ave.. This 10,000 square foot parcel includes Tom's restaurant and a small, constrained surface parking lot on the corner. This corner should be developed for retail with a structure built to the corner that announces the entry into the Euclid Ave. retail district.

## **4. Streetscape Improvements**

Although the Euclid Ave. corridor streetscape is attractive, there are sections where repairs are needed and opportunities to create a more unified, updated appearance. These recommendations are discussed in Chapter 10, Public Amenities.



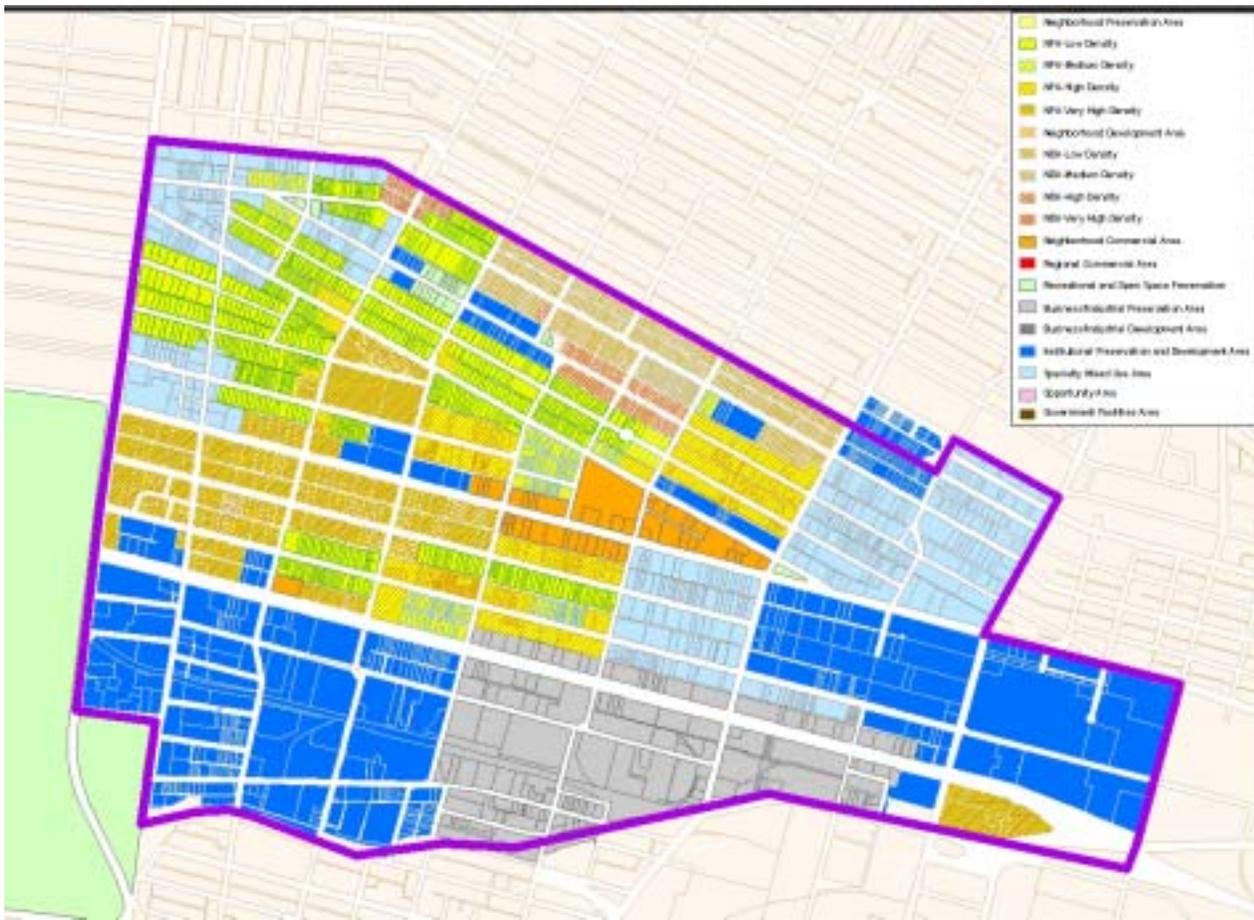


Figure 6.8 Proposed Land Use

| Land Use  | Acres         | % of Total Acres |
|---|---------------|------------------|
| Neighborhood Preservation Area (NPA)                          | 0.0           | 0.00%            |
| NPA-Low Density   | 118.5         | 11.26%           |
| NPA-Medium Density  | 24.2          | 2.30%            |
| NPA-High Density  | 60.3          | 5.72%            |
| NPA-Very High Density   | 104.8         | 9.95%            |
| Neighborhood Development Area (NDA)                           | 0.0           | 0.00%            |
| NDA-Low Density   | 39.4          | 3.74%            |
| NDA-Medium Density  | 4.0           | 0.38%            |
| NDA-High Density  | 10.5          | 1.00%            |
| NDA-Very High Density   | 4.1           | 0.39%            |
| Neighborhood Commercial Area                                  | 31.2          | 2.96%            |
| Regional Commercial Area                                      | 0.0           | 0.00%            |
| Recreational and Open Space Preservation and Development Area | 53.2          | 5.06%            |
| Business/Industrial Preservation Area                         | 130.0         | 12.35%           |
| Business/Industrial Development Area                          | 0.0           | 0.00%            |
| Institutional Preservation and Development Area               | 324.4         | 30.82%           |
| Specialty Mixed Use Area                                      | 148.2         | 14.08%           |
| Opportunity Area  | 0.0           | 0.00%            |
| Government Facilities Area                                    | 0.0           | 0.00%            |
| <b>Total</b>  | <b>1052.6</b> | <b>100.0</b>     |

## Proposed Land Use

Figure 6.8 represents the Proposed Land Use for Midtown. The Proposed Land Use reflects the current land use pattern and identifies appropriate locations for the desired types of new development in each of the Focus Areas and throughout Midtown. The Proposed Land Use Map will guide the evaluation and location of new development within Midtown and indicate which areas should be rezoned to meet the goals and objectives for the area.

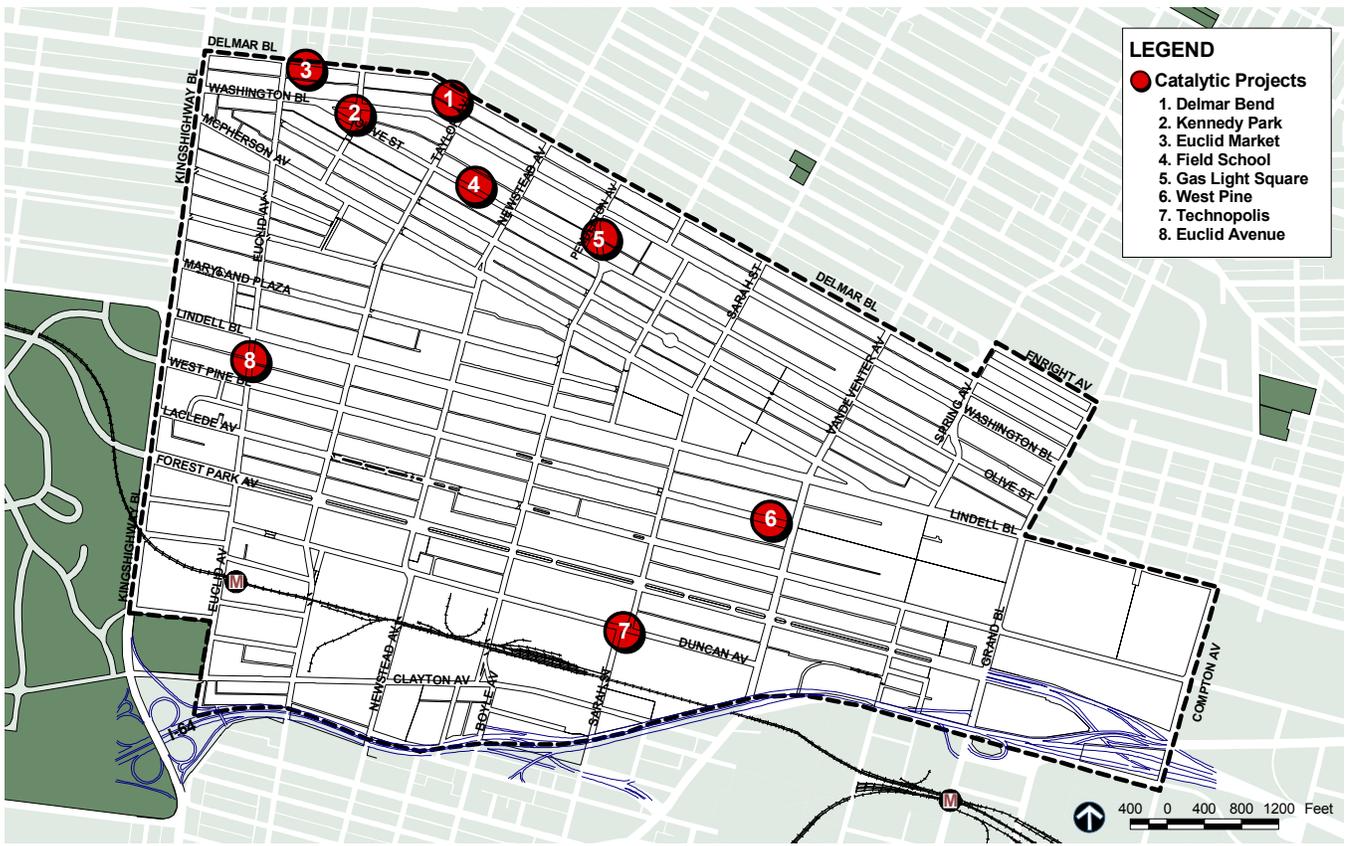


Figure 7.1 Catalytic Projects



## 7. *CATALYTIC PROJECTS*

The term "catalytic project" is being used in this study to describe priority development projects being recommended in each focus area. These projects were determined to be of a size, scale, use and design that will provide an immediate and lasting positive impact on the surrounding neighborhood. In addition to reversing any negative perceptions about an area, each of the catalytic projects is also seen to have the ability to attract further public and private investment to the study area.

### **Catalytic Project 1: Delmar Bend**

As detailed in the W.O.W. redevelopment strategy, the W.O.W. neighborhood has many building blocks of a vibrant, mixed-use neighborhood. It also has the land and rehab-ready buildings necessary to add those key elements that are missing from the neighborhood. Bringing new residents to W.O.W. is the top priority of the strategy. Attracting new residents will be the foundation for further improvement such as the supporting a viable neighborhood business district, reopening the neighborhood elementary school, expanding park space, and attracting private investment in existing buildings.

Delmar Bend is the intersection of Delmar Blvd. and Taylor Ave. where Delmar bends to the southeast and the nature of the street changes from commercial to predominantly residential. The project would have major residential / mixed use new development on all four quadrants of the intersection. Location is a key attribute of this catalytic project. A large-scale residential development will act as a gateway a redefined Delmar Blvd. residential corridor east of Taylor Ave. New housing units on all four corners of Delmar Blvd. and Taylor will act as a bridge between W.O.W. (Central West End) and Lewis Place neighborhood to the north. Also, Taylor Ave. has emerged as a major north/south route for Midtown, and the Delmar Bend site could help anchor the north end of Taylor Ave.

The Delmar Bend proposal would start with a first phase on the southwest quadrant. This location was recommended for the first phase due to its proximity to other W.O.W. development opportunities. It will be buttressed by the strengths of W.O.W. and will help stabilize the study area's northern edge. Also, the phase 1 site is small enough to be reasonably pursued in the near term. The following sections describe the proposed Phase 1 development in more detail:

Parcels: The properties included in Phase 1 are: 4501 through 45031 Washington Place and 4500 through 4530 Delmar Blvd.

Size: The total lot size is approximately 106,000 square feet (nearly 2.5 acres), excluding existing alleys.



Figure 7.2 Delmar Bend Aerial



Figure 7.3 Delmar Bend

Existing Use: Two small commercial buildings are located at the corner of Delmar Blvd. and Taylor Aves. - a pawnshop and a vacant storefront. The remainder of the site is vacant land.

Ownership: The City's Land Reutilization Authority owns three of the parcels. The remaining 10 parcels are owned by nine separate private owners.

Market Considerations: The market study suggests that the greatest residential development opportunities in the north and western portions of the study area will be those with units that are attractive to singles and couples without children. The prospective demand for housing in Midtown also included additional housing for seniors, as well as that for some new single-family detached homes. The Delmar Bend plan could provided a range of housing that touches all of these market segments.

Financial Considerations: Given the lack of new development in W.O.W., it is likely that public involvement in the form of financial incentives will be required, at least in the early phases, to make the Delmar Bend project attractive and viable for a developer. These incentives are necessary to overcome the risk of developing in the first phase of redevelopment of what is currently perceived as a marginal area. Subsidy would also be necessary to ensure that the development includes some affordable housing units. Public involvement and subsidy will be necessary to assemble the site. In the end, the site is large enough to offer a economies of scale to the prospective developer.

### **Phase 1 Initiatives**

1. Assemble the public and privately owned properties in the southwest corner of Delmar Blvd. and Taylor Aves..
2. Offer the site for private development for three different housing types
  - a. Mid-rise (4-6 stories) mixed-use building at the corner of Delmar Blvd. and Taylor Aves.
    - Neighborhood serving commercial on the ground floor
    - Residential above commercial.
    - Building should "hold the corner" to frame the intersection and create a pedestrian friendly environment
    - Plaza and pedestrian amenities at corner, such as landscaping and seating
    - Building heights from four to six stories recommended at key gateway
    - Secured private parking and landscaped areas in the rear and west
  - b. Mid-rise residential building on northwest corner of Taylor Ave. and Washington
    - Orient building toward Taylor Ave.
    - Hold street wall to create a pedestrian friendly environment
    - Building heights from three to five stories on Taylor Ave. consistent with existing pattern of development
    - Parking and landscaped areas in rear with access from the alley



Figure 7.4 Kennedy Park Aerial



Figure 7.5 Kennedy Park

- c. New town home development on Washington Blvd. and new six-flat buildings near bend on Delmar Blvd.
  - Buildings should adhere to design guidelines to ensure all elements of design are consistent with and complimentary to the neighborhood context, i.e. architectural design, building materials, building height and setback, parking location and screening, landscaping, etc.

## **Catalytic Project 2: Expansion of Kennedy Park**

The redevelopment strategy for W.O.W. also includes improvement of Samuel Kennedy Park. This park is currently a small (5,000 square feet), grassy lot located at Washington and Walton. By increasing its size and adding landscaping and other amenities, Kennedy Park can be transformed into a treasured asset of W.O.W. that benefits residents and businesses alike. The proposed expansion is intended to retain and incorporate Cornerstone Baptist Church and Daycare Facilities.

### **Phase 1 Initiatives**

1. Close Walton Ave. between Washington Blvd. and Olive St.
2. Acquire the adjacent auto repair business, which is incompatible with the residential neighborhood character.
3. Reopen Washington Blvd. and Olive St. to through traffic.
4. Convert Walnut Ave., south of Olive St., into a pedestrian greenway.
5. Program the park space to meet the needs of the surrounding community.

Parcels: Properties to be acquired for the park include 4612 through 4662 Washington Blvd.

Size: The total lot area is approximately 46,000 square feet (slightly over one acre), which includes the existing Kennedy Park, portions of Walton Ave. and an adjacent alley to be vacated and the daycare facility at 4700 Washington.

Existing Use: Park space, auto repair and public rights-of-way.

Ownership: The auto repair is privately owned.

Market Considerations: Improved neighborhood amenities, such as park space, should help attract additional residents to W.O.W.



Figure 7.6 Euclid Market Aerial



Figure 7.7 Euclid Market

## Catalytic Project 3: Euclid Market

The third catalytic project proposed for W.O.W. is the development of a public market, referred to in Chapter 6 as Euclid Market. The concept for Euclid Market is to create a regional attraction and neighborhood amenity in Midtown, similar to, but smaller than, the Soulard Market in the City's south side. The location at Delmar Blvd. and Euclid Ave. was chosen because this attraction would provide a fitting anchor to the north end of the Euclid commercial corridor. If it is determined that a market is not feasible on this site, then an acceptable alternative would be active commercial uses or residential above commercial. Any redevelopment of this property should include quality site planning and urban design principles at this important gateway. Buildings should have active first floor uses and be located at the street wall. Parking should be located in rear or sideyards away from Euclid Ave. and Delmar Blvd. Building facades should be well articulated and pedestrian oriented.

The proposed property is currently used as a surface parking lot by the adjacent businesses. The market concept includes construction of a new open-air building, an indoor market/warehouse building and retention of approximately half of the existing parking spaces. Since the market would most likely occur during weekend hours, there should not be conflicts with the business parking needs on weekdays. Shared parking arrangements could also be arranged with the owners of surface lots on the north side of Delmar Blvd., if required.

### Phase 1 Initiatives

1. Explore the market concept further with the property owners, users, and neighborhood /business groups.
2. Market assessment of the types of goods that would be sold.

Parcels: Euclid Market is proposed on the properties that include 4724 through 4804 Delmar Blvd.

Size: The total lot area is approximately 77,500 square feet (1.78 acres).

Existing Use: Surface parking lot.

Ownership: The surface parking lot is privately owned.

Financial Considerations: Establishment and construction of a public market would most likely require coordination and funding from a variety of public, private and institutional resources.



*Euclid Market Concept*



Figure 7.8 Field School Aerial



Figure 7.9 Field School

## Catalytic Project 4: Field School

As noted above, the St. Louis School District is currently using Field School as a temporary facility to accommodate children while their regular school buildings are being rehabilitated. There are two priorities in the Midtown strategy that could be addressed by permanent reopening Field School. First, Midtown is not attractive to families with children in large part due to the lack of quality elementary schools in the area. Also, as Figure 4.10 showed, Midtown is significantly deficient in neighborhood parks. Field School presents the opportunity to create an exemplary public school facility coupled with new park and recreation fields that would benefit the school and the community.

It is understood that the Board of Education will only consider reopening the school if there are sufficient students. However, the park space is needed regardless whether the school is reopened. The presence of the park may make the school that much more attractive as a school facility. Also, the current and planned residential development in the neighborhood and the anticipated return of many students to the St. Louis school system should eventually increase the number of school aged children in this area. Actions should be taken now to ensure adequate space is available to make Field School a neighborhood school showcase.

Parcels: Field School is located at 4466 Olive St. The proposal also calls for closing Olive St. between Taylor Ave. and Newstead Ave., and developing park space on the north side of the block and on part of the south side of the block adjacent to the school. Phase 1 of the school/park campus does not include the Wicke Auto Body property at 4400 to 4416 Olive St. This property could be added in a later phase of development when the business was closed or moved.

Size: Phase 1 of the school park campus would add nearly 5.2 acres to Field School. The future addition of Wicke Auto Body would add an additional 38,000 square feet of park area.

Existing Use: The parcels and uses that would be affected by the Field School campus park are listed below. The buildings appear to be in fair to deteriorated condition and no use appears to represent a major redevelopment opportunity.

| Address             | Use                                     |
|---------------------|---|
| 4413 Olive          | Single family residence                 |
| 4419 Olive          | Service business                        |
| 4449-55 Olive       | Shriner's Hall                          |
| 4477 Olive          | Church                                  |
| 4473 Olive          | Community garden                        |
| 4401, 4421-25 Olive | Surface Parking                         |
| 4440 Olive          | vacant warehouse                        |
| 4448 Olive          | vacant warehouse                        |
| 4426-32 Olive       | House of Faith Fellowship and Warehouse |
| 4436 Olive          | Peace Institute printing buildings      |



Ownership: The City's Land Redevelopment Agency owns two vacant parcels in the assemblage. The remaining 19 parcels are owned by 10 different private owners.

Market Considerations: Quality neighborhood institutions, housing and facilities are necessary ingredients for the attraction of residents and investment to the North Corridor. A rehabilitated elementary school with a campus park that would serve the school and neighborhood could concretely benefit the community as well as improve the perception of this area as a desired place to live. For this reason, the Field School and Delmar Bend catalytic projects may be dependent upon each other. Residents will be drawn to the area in part by its services and amenities, such as schools and parks. Development of both projects in tandem will help ensure their mutual success.

### **Field School and Campus Park - Phase 1**

1. Reinstate Field School as a permanent neighborhood elementary school.
2. Acquire the land necessary to develop a 5.2 acre recreational/open space campus to serve the school and surrounding community.
  - Adequate space to accommodate sports fields
  - Additional play lot space for younger children
  - Programming could include outdoor classrooms and other learning features, jogging track, neighborhood history markers, etc.
  - Parking and bus loading areas
  - Emergency vehicle access for monitoring and security
3. Close a portion of Olive St. between Taylor and Newstead Aves. to create a continuous campus environment
4. Redevelop St. Louis Review building possibly in conjunction with the park or for private residential use.



Figure 7.10 Gaslight Square Aerial



Figure 7.11 Gaslight Square

## Catalytic Project 5: Gaslight Square Redevelopment

Gaslight Square is the name of the historic entertainment district that thrived along Olive St. near Boyle Ave. in the 1950's and 1960's. This area is now occupied by vacant land and a collection of one and two-story commercial buildings that are vacant or have small service and light industrial businesses. The focus for development of an arts and entertainment district has shifted to Grand Center.

The Midtown Strategy calls for retail development to be concentrated elsewhere in Midtown (i.e. Euclid Ave., West Pine Blvd., Sarah St.). The redevelopment strategy for Gaslight Square, therefore, is largely based on the opportunity to provide attractive, urbane housing that will attract new residents. The use of new park space and the adaptive reuse of historic structures are two tools recommended to help provide a new identity to the redevelopment.

Parcels: The following properties are included in the proposed Gaslight Square Redevelopment: 4200 to 4348 Olive St. (south side of street), 4201 to 4289 Olive St. (north side of street), 4292 to 4310 Washington (south side of street), 515 and 523 Pendleton (west side of street) and 4300 to 4310 Pendleton (west side of street). The vacant parcel at 4280 Washington is excluded from the list of those required for new park space because there is a contract on this property to build a new single-family residence. This parcel could be included in the park if plans for the house are cancelled.

North Corridor Redevelopment Strategy, described in Chapter 6, shows the entire 4100 block of Olive St. as a residential redevelopment opportunity. Despite its importance, this block was purposefully excluded from the Gaslight Square catalytic project to keep the project's focus on those parcels surrounding the proposed park. In addition, McCormack Baron & Associates, Inc., a residential developer and designated developer for the McPherson Redevelopment Area, has already submitted a tax credit application to the Missouri Housing Development Commission to develop new rental housing on the vacant parcels at Sarah St. and Olive St.. Redevelopment of this block would link the Gaslight Square redevelopment effort with McCormack Baron's recently developed Westminster Place on the 3900 and 4000 blocks of Olive St.. These existing redevelopment initiatives and proposals combined with the proposal for Field School result in a nearly full redevelopment of Olive St. within the North Corridor.

Size: The Gaslight Square focus area plan would result in 1.5 acres of new park space and 5.5 acres of new or rehabilitated housing.

Existing Use: The north side of the 4200 block of Olive St. is entirely vacant land, which continues north along Pendleton to Washington. The south side of this block includes a small church building, a small professional office building, the vacant Gaslight Square buildings, parking and vacant land. The 4300 block of Olive St. (south side) includes vacant land on a portion of which the Daughters of Charity is constructing a new office building. The properties on the southwest quadrant of Pendleton and Washington include four vacant parcels and two existing single-family homes.



*Gaslight Square Reuse of Historic Buildings*

Ownership: The City's Land Redevelopment Agency owns four vacant parcels and the Gaslight Square buildings in the project site. The City of St. Louis owns an additional four parcels or portions of parcels that are also devoted to Boyle Ave./Pendleton right-of-way. The remaining 27 parcels are owned by 13 private owners.

Market Considerations: The market study suggests that the greatest residential development opportunities in the north and western portions of the study area will be those focused on the areas singles and childless households. The development strategy for the North Corridor is also geared toward the attraction of families with children. The overall redevelopment strategy for the North Corridor focuses on new housing and quality of life improvements that will be attractive to all of these household types.

Financial Considerations: New residential development in the North Corridor has been relatively small in scale or has required subsidies to make it financially viable. The necessity of incentives is likely to continue until the perceptions about this neighborhood are reversed. This will be accomplished, in part, by repairing the physical "fabric" of this community.

### **Phase 1 Initiatives**

1. Land assembly of the designated redevelopment parcels.
2. Replace the Boyle Ave./Pendleton "curve" with new "T" intersections with Olive St. and add the reclaimed land to the redevelopment parcel.
3. Offer the parcel along the north side of the 4200 block of Olive St. for development as new housing
  - Townhouses and multi-story residential buildings are encouraged given the scale of Olive St. and opportunity to redevelop whole blocks
  - Neighborhood serving ground-floor commercial should be allowed in multi-story residential at select locations, such as on the park space.
4. Develop a 1.5 acre park/open space amenity to serve as the focal point of the new Gaslight Square development.
  - Primarily passive recreation space
  - Ability to provide playlots for younger children
  - Potential to add art features and historical references to Gaslight Square
  - Orient new housing to face the park to improve security
5. Where feasible, reuse the historically and architecturally significant commercial buildings on the south side of the 4200 block of Olive St. for residential development.
6. Support the development of office, neighborhood service and/or civic uses on the southwest and southeast corners of Olive St. and Boyle Ave. to compliment the Daughter's of Charity office building under construction.
7. Support new residential development on the southwest corner of Washington and Pendleton.



Figure 7.12 West Pine Aerial



Figure 7.13 West Pine

## Catalytic Project 6: West Pine

The focus area plan proposes using coordinated development to create an urban village with an active live, work, and shop environment. Despite its relatively small size, identifying a catalytic project and implementing steps is complicated for West Pine. There are a number of properties that could be good targets to lead conversion of the area to more residential use. Development will require cooperation of one or more of the multiple owners that currently control the properties in this area. There are also existing businesses that would be affected by the change in land use proposed by the plan.

The best place to start the conversion of the area would be at either Vandeventer or Sarah St. At these locations the new development would have the opportunity to be close to the two main anchors for the district, the successful residential neighborhood to the west and the University to the east, and these locations are prominent enough to set the tone and perception of the new district.

While it is ambitious in its breadth, the redevelopment plan will most likely occur incrementally. The City can take one of the first steps, one which will set the tone for a unified approach to redevelopment of the focus area, by acting as a facilitator making connections between property owners and developers interested in converting the buildings to residential mixed-use. Saint Louis University could also play a facilitating role by being an early tenant for ground floor commercial/office uses and by placing students in the residential units. Also, Saint Louis University owns the corner parcels on West Pine Blvd. at Vandeventer Ave.

The City will eventually need to implement streetscape improvements in West Pine Blvd. that reflect its new character. This action will demonstrate the City's support of the Midtown plan and their willingness to play an active role in the neighborhood's redevelopment and be an incentive for private development. The primary Streets to be improved are Vandeventer Ave., West Pine Blvd., Laclede Ave. and Sarah St.. West Pine Blvd. may be the highest priority in that the most redevelopment is called for on this street.

Improvements can include:

- Planting of street trees
- Design and installation of decorative street lights
- Street furniture such as benches, waste receptacles, bike racks, etc.
- Screening of off-street parking
- Crosswalk and intersection improvements
- Plaza's and gateway treatments
- Locations for public art

Chapter 10 should be referred to for more specific recommendations on streetscape and public amenity recommendations for West Pine Blvd. Consideration is also being given to designating a bikeway along this roadway. Lastly, West Pine Blvd. provides a direct connection between the focus area and the Saint Louis University pedestrian mall and residential area to the west.



Streetscape improvements on Lindell Blvd. are being designed and will be implemented independently of the Midtown study. Streetscape improvements and enhancements of Sarah St., between Forest Park Blvd. and Lindell Blvd., under Alderman Roddy's instructions, are being designed by a committee. Improvements on Forest Park Ave. should be coordinated with the greater streetscape plan for this roadway.

### **Phase 1 Initiatives**

1. Encourage the redevelopment of properties on West Pine. As mentioned above, the most advantageous places to begin conversion of the focus area would be at Sarah St. or Vandeventer Ave. The market for new residential development, or mixed use residential/commercial, would be greatest at these highly visible locations. Development at Vandeventer Ave. could act as the gateway between Saint Louis University campus and the "village". Development at Sarah St. would benefit from the stability and desirability of the adjacent residential area to the west and the neighborhood character of existing retail and restaurant uses along Sarah St.

Particular attention should be paid to providing quality site planning and building design at both intersections with West Pine since this will set the precedent for future projects. It is recommended that new buildings be sited at or near the adjacent sidewalks with parking placed in the rear yards. The goal should be to create a continuous street wall with as few interruptions from driveways and parking areas as possible. Building facades adjacent to the sidewalk should be well articulated through the use of windows, awnings, variation of materials, piers, planters, etc. to add visual interest. Defining the street with well designed building facades and entrances will provide a sense of enclosure and encourage pedestrian activity.

2. Coordination with the Board of Public Service regarding design and implementation of infrastructure improvements. Streetscape upgrades are already being planned for Sarah St. between Forest Park and Lindell Blvd. Chapter 10 includes streetscape recommendations for Sarah St. pertaining to street light style, landscaping, and general level of right-of-way treatment. The same improvements are also recommended for West Pine and Laclede Ave. so that a sense of identity and continuity is established within the focus area.



Figure 7.14 Technopolis Aerial



Figure 7.15 Technopolis

## Catalytic Project 7: Technopolis

Transformation of Technopolis from a traditional manufacturing district to a biomedical research park has already begun. Large-scale improvement efforts, such as streetscaping, are needed but may be premature unless linked to development or begun once a critical mass of technology based businesses has been established in the park. Attracting these businesses requires an entity focused on the on-going implementation of the research park. Therefore, the catalytic projects identified for Technopolis are more organizational and legislative, than physical in nature:

- Establish a community development corporation whose function would be to actively manage the physical development of Technopolis. Many of the following, necessary activities may fall under the purview of the newly formed Central West End-Midtown Community Development Corporation:
  - Acquisition and disposition of properties for technology based uses;
  - Coordination with the City on infrastructure improvements;
  - Inventory and marketing of available properties;
  - Coordination with the Center for Emerging Technologies to anticipate and accommodate the needs of growing firms;
  - Relocation assistance for viable traditional industrial businesses being moved to accommodate technology businesses;
  - Business attraction and retention activities;
  - Working with property owners and business owners;
- Create a publicly financed acquisition fund to be administered by the community development corporation with assistance from the city. Funding for acquisition related development costs would be available through the proposed Tax Increment Financing District (see Chapter 15) and other federal, state and local government sources such as industrial revenue bonds. In addition, it may be necessary to augment these sources with a dedicated acquisition fund that would make resources available to early entrants of Technopolis.
- Pursue the rezoning of property to minimize the chances of incompatible uses from locating in the research park. Existing zoning within Technopolis does not provide many restrictions in terms of the types of uses permitted. Currently, the private market is determining that there are generally only a few types of uses that are appropriate in this area. However, if market conditions change it may become more difficult to prohibit the types of uses that are incompatible with the Technopolis concept. In the short term it is recommended that the least restrictive district in Technopolis be rezoned to a more restrictive classification (see Chapter 14). Longer term, consideration should be given to the creation of a new district or overlay zone to encourage and regulate high tech uses.
- Complete the feasibility study that has been initiated for the proposed new MetroLink station at Sarah St.. See Chapters 6 and 8 related to the Technopolis Focus Area and Transportation, respectively, for more detailed discussion of the proposed station.



Figure 7.16 Euclid Ave. Aerial



Figure 7.17 Euclid Ave.

## Catalytic Project 8: Euclid Ave.

The primary complaint regarding the Euclid Ave. corridor is the under supply of parking for adjacent residents and businesses. The Midtown study identifies several short- and long-term opportunities for increasing the number of parking spaces. Also, the recent influx of spaces made available by the completion of the Barnes-Jewish Hospital garage and Schafly Library garage should improve business parking conditions.

In addition, it is recommended that the City continue to pursue redevelopment of the parking area owned by the Treasurer's Office (northwest corner of Laclede and Euclid Aves.). As shown in Figure 7.17, it is recommended that this surface lot be replaced with a mixed use development that includes residential, commercial, and a shared parking structure. This publicly-owned property offers the City a tremendous opportunity to ensure the provision of shared parking spaces that could be leased on a long-term basis to adjacent residents. Opportunities to secure financing for the parking structure may be increased due to the potential for multiple users of this property, which include business tenants, business customers, long term residential tenant parking and long term neighborhood resident parking.

Design considerations should ensure that the mixed-use development, especially the structured parking, fit within the context of the surrounding high quality residential and commercial neighborhood. Elements to consider include placing active commercial storefronts on the first floor of all buildings, placing the buildings at or near the sidewalks of adjacent Streets, ensuring materials and design are compatible with adjacent structures and concealing parked vehicles and parking area lighting from adjacent residences.

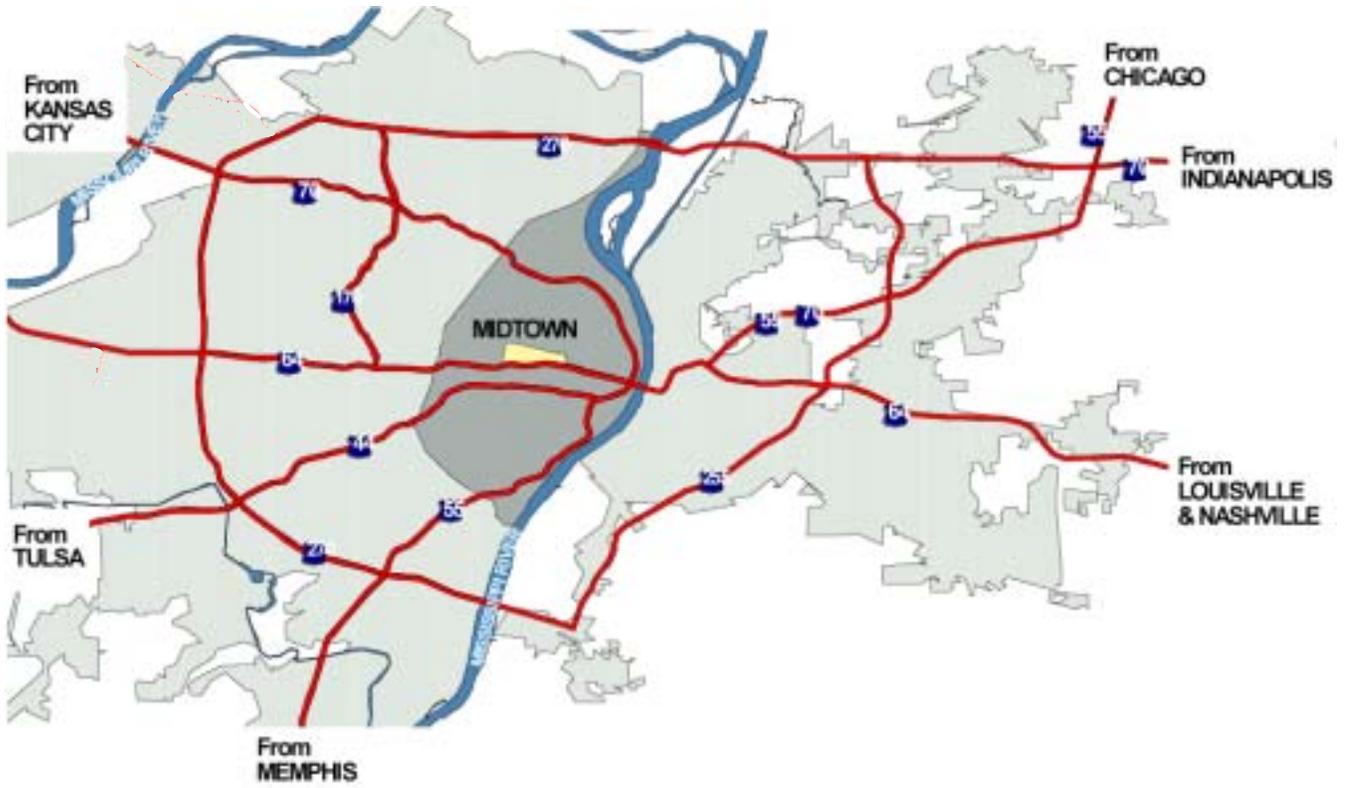


Figure 8.1 Regional Roadway Network

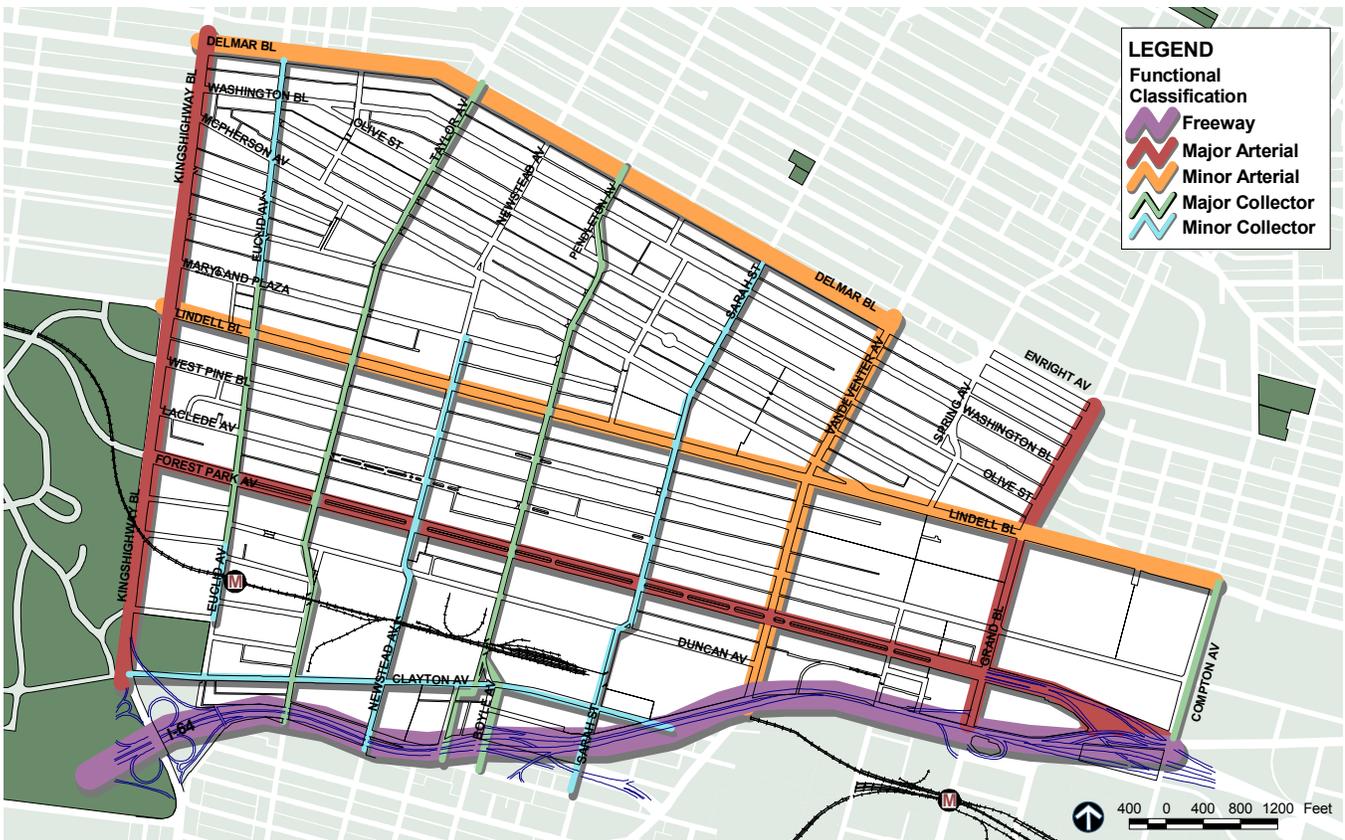


Figure 8.2 Roadway Classification Map



## 8. *TRANSPORTATION & PARKING*

Midtown's future revitalization is well served by excellent roadway access and transit services. Particularly in an urban setting, the ability to move people, goods and resources safely, efficiently and conveniently is an important factor in determining a neighborhood's relative attractiveness.

This chapter describes the existing transportation system in the Midtown area and presents recommendations for improvements. This discussion addresses the topics of the existing roadway network, traffic conditions, alternative modes of transportation to the automobile, and parking. The physical condition of roads in Midtown is discussed in Chapter 9 and recommended streetscape improvements (i.e. lighting, landscaping, etc.) is discussed in Chapter 10.

### **Roadway Classification**

Reviewing the functional classification of Midtown's road system reinforces the need for contiguous facilities. The City of St. Louis has no official classification system, but one was assigned based on each roadway's characteristics, utilization and, most importantly, its function within/connectivity to the region. The primary roadway classifications (Figure 8.2), excluding local Streets, are defined below:

Arterial roadways: Major arterials provide the principal network for serving through traffic flow. They connect major traffic generation areas with the regional arterial (freeway) system. Minor arterials also carry a high percentage of through traffic, though more of it is oriented to the immediate area and there are typically no direct connections to the freeway system.

Examples: Kingshighway Blvd. and Grand Blvd. serve as major arterials for north-south traffic; Forest Park Parkway is the only major arterial for east-west traffic (excluding Highway 40, which is a freeway). Lindell Blvd. and Delmar Blvd. are minor arterials for east-west traffic; Vandeventer Ave. is the only existing north-south minor arterial.

Collector roadways: Collectors serve traffic between the arterials and local roadways. The major collectors are more likely to attract trips from adjacent neighborhoods and may even provide freeway access, whereas minor collectors simply carry traffic from the local Streets in a given area to the adjoining arterials.

Examples: Taylor Ave. and Boyle Ave./Tower Grove Ave. qualify as major collectors serving north-south traffic; Euclid Ave., Newstead Ave. and Sarah St. all act as minor collectors. The only existing east-west collector in the study area is Clayton Road, which is a minor collector.



Figure 8.3 Option 1 - Kingshighway / Tower Grove

- A - Single point urban interchange at Kingshighway Blvd., controlled by one set of signals
- B - Existing Kingshighway Blvd. ramps are removed
- C - New eastbound I-64/40 off-ramp to Tower Grove provided
- D - New westbound on ramp from Tower Grove, additional property needed
- E - Tower Grove realigned to remove sharp turns
- F - Papin terminated with cul-de-sac
- G - Westbound connector road provided between Boyle Ave. and Tower Grove; additional property needed
- H - Length of westbound I-64/40 ramp to Boyle Ave. increased to meet current design standards
- I - Existing access to I-64/40 eastbound from Papin maintained



Figure 8.4 Option 3 - Kingshighway / Tower Grove

- A - Single point urban interchange at Kingshighway Blvd., controlled by one set of signals
- B - Existing Kingshighway Blvd. ramps are removed
- C - New eastbound I-64/40 off-ramp to Tower Grove provided
- D - New westbound on ramp from Tower Grove, additional property needed
- E - Tower Grove realigned to remove sharp turns
- F - Intersection of Tower Grove and Papin remains
- G - Westbound connector road provided between Boyle Ave. and Tower Grove; additional property needed
- H - Length of westbound I-64/40 ramp to Boyle Ave. increased to meet current design standards
- I - Existing access to I-64/40 eastbound from Papin maintained

There are several exceptions to the classifications listed above. Newstead Ave. becomes a local street to the north of Maryland due to street closures, and Euclid Ave. acts as a major collector between Maryland and Duncan Ave. due to the intensity of the adjacent land uses it serves.

The recommended elements of a road system dictate the creation of another north-south arterial between Vandeventer Ave. and Kingshighway Blvd. Given its access to Interstate 64/40 and its connection to adjacent neighborhoods, it would be appropriate to upgrade Boyle Ave. and Tower Grove Ave. from a major collector to a minor arterial. The City Street Department agreed that Boyle Ave. is a favorable candidate for improvement as a north-south arterial.

Upgrading Boyle Ave. could potentially dictate the use of elevated roadway design standards, which could include selective restriction of on-street parking, the provision of turn bays at major intersections, and the elimination of all-way stops in lieu of signalization or side-street stop control. North of Olive St., where Boyle Ave./Pendleton Ave. would serve the proposed Gaslight Square redevelopment (see Chapter 7), it is again proposed to be a major collector. But south of Olive St., this corridor could become an improved means of access for the bulk of the study area.

## Existing Roadway Network

### Interstate 64

The Missouri Department of Transportation (MoDOT) is engaged in a planning process to design improvements to I-64/40 adjacent to Midtown. Although funding for these improvements has not yet been identified, there are several scenarios being discussed with the public. Two alternative scenarios are presented in Figures 8.3 and 8.4.

The reconfiguration of the Kingshighway Blvd. interchange with I-64/40 will include the addition of a new traffic signal which may result in new delays for north-south through movements. However, it will also have superior capacity than the existing configuration and it will lessen congestion on the mainline of I-64/40. In the future, northbound-to-westbound and southbound-to-eastbound movements will be made as left turns, as opposed to right turns on the existing loop ramps, thereby improving the lane utilization (greater dispersal of traffic) in the vicinity of the interchange. Finally, the new signalized intersection will have more separation from BJC Plaza, thereby reducing the impact of spillbacks.

Kingshighway Blvd. will further benefit from the addition of ramps to and from the west on I-64/40 at Tower Grove Ave.. These ramps will provide improved access for the study area and will divert a significant volume of highway traffic off of Kingshighway Blvd., Barnes-Jewish Hospital Plaza, Children's Plaza and Parkview Drive. In particular, motorists traveling to and from the employee garages for the BJC and WUMC facilities as well as the industrialized areas south of Technopolis will benefit from improved access. When the ramps are completed, those motorists will have faster and more direct freeway connections.

In turn, the addition of these ramps would be expected to increase the traffic on Tower Grove Ave. and Boyle Ave., particularly to the south of Forest Park Ave.. Likewise, more development trips from within this area could be attracted to Clayton

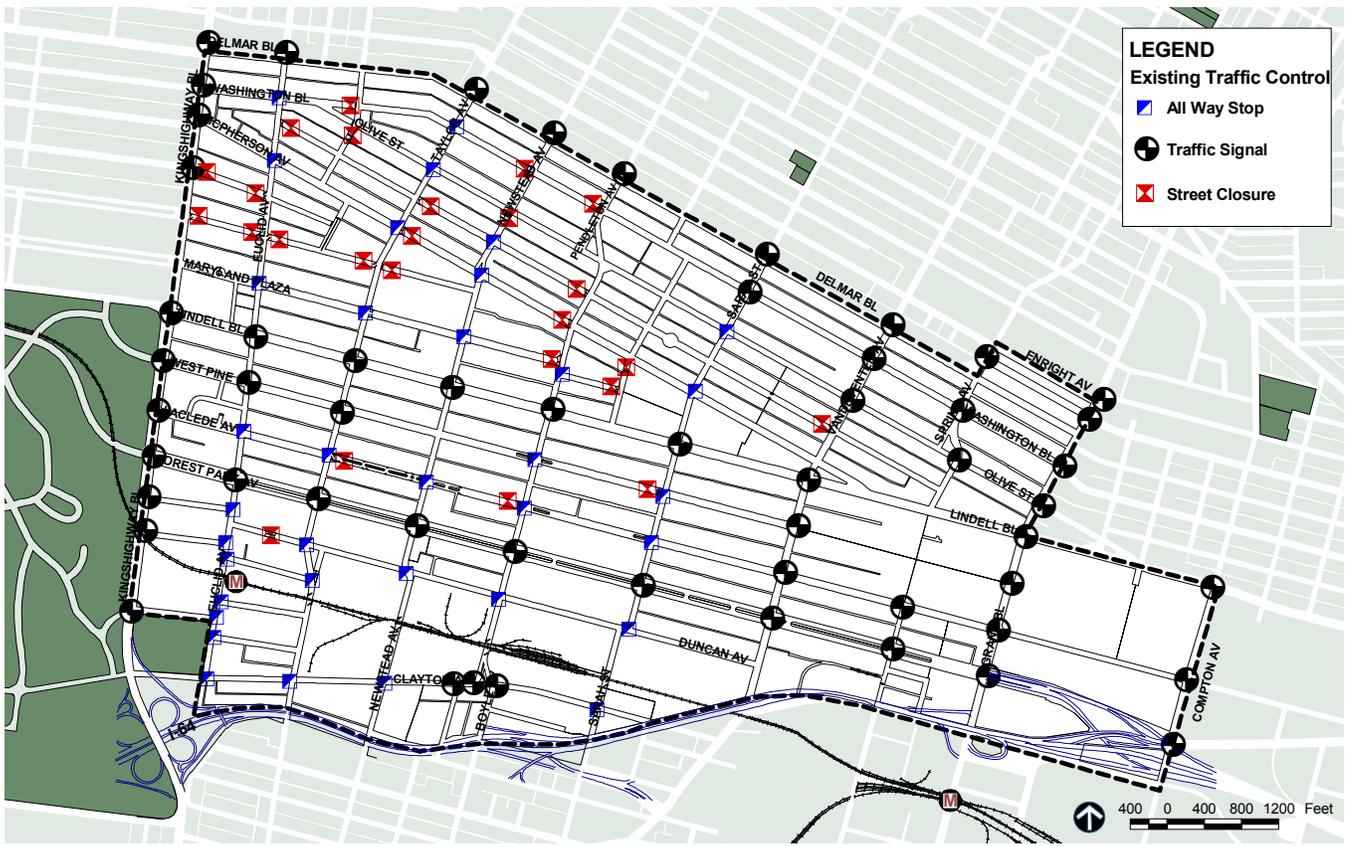


Figure 8.5 Traffic Controls

Road rather than Forest Park Ave.. These impacts may dictate improvements to the intersection of Clayton Road with Boyle Ave., though some of the alternatives currently under consideration (such as Alternative 3) will potentially encourage the use of Tower Grove and Boyle Ave.'s as a one-way couple.

The schedule for the I-64/40 project has been postponed until at least 2007. The closure of Forest Park Ave. (west of Kingshighway Blvd.) is scheduled for 2003 and is supposed to be completed by the end of 2004. Therefore, there shouldn't be any overlap between those two projects, though the Forest Park and Delmar Blvd. closures could occur simultaneously. Both the closure of Forest Park Ave. and, eventually, I-64/40 are expected to shift a significant amount of traffic to parallel roads within the study area, including each other and Lindell Blvd. Further impacts will be felt from the closure of Delmar Blvd. for the replacement of its viaduct over the MetroLink line. These projects will temporarily result in appreciable but undetermined increases in east-west traffic through the study area that will exacerbate existing congestion levels. It should be emphasized that this congestion would not be a by-product of the initiatives proposed in this strategic plan, but it would reinforce the need for optimization of Forest Park Ave. and Lindell Blvd. as arterials.

### **Traffic Control**

The consultant team performed field inventories to identify the characteristics of the existing street system in Midtown. Primary component of these characteristics are the location and type of traffic control devices. As shown on Figure 8.3, Existing Traffic Control, most of the intersections along the major roadways (Kingshighway Blvd., Vandeventer Ave., Grand Blvd., Lindell Blvd. and Forest Park Parkway) are signalized. Signals are also located at isolated locations along Spring, West Pine Blvd. and Clayton Road.

All-way stop control is also prominent within Midtown, particularly along Euclid Ave., Taylor Ave., Newstead Ave. and Sarah St. In many instances, all-way stop control is not warranted but these installations are viewed as calming applications for the surrounding neighborhoods or institutional campuses.

### **Street Closures**

Existing street closures in Midtown are also shown on Figure 8.3. Most of the street closures are concentrated in the residential areas north of Lindell Blvd., though others are located along West Pine Blvd., Laclede Ave. and Duncan Ave. Several new closures are also proposed by Barnes-Jewish Hospital and Washington University Medical Center (WUMC) to create a more self-contained campus for their facilities. From a traffic access and circulation standpoint, it is preferable to keep more of these roads open. However, the medical campus has already been established as a precedent and road continuity in this area is now of less relevance.

It is important to note that the existing closures have a pronounced impact on east-west Streets and traffic flow through the Midtown area. There are currently only four roadways - Delmar Blvd., Lindell Blvd., Forest Park and Clayton - that provide continuous access through the study area. These circumstances have created a notable deficiency in east-west capacity between Lindell Blvd. and Delmar Blvd. As a result, there has been an increased demand on Lindell Blvd. to serve as major east-west route despite the limitations that on-street parking and the absence of adequate left-turn lanes place on this minor arterial.

Revitalization of the W.O.W. focus area, as proposed in Chapter 6, is based on the

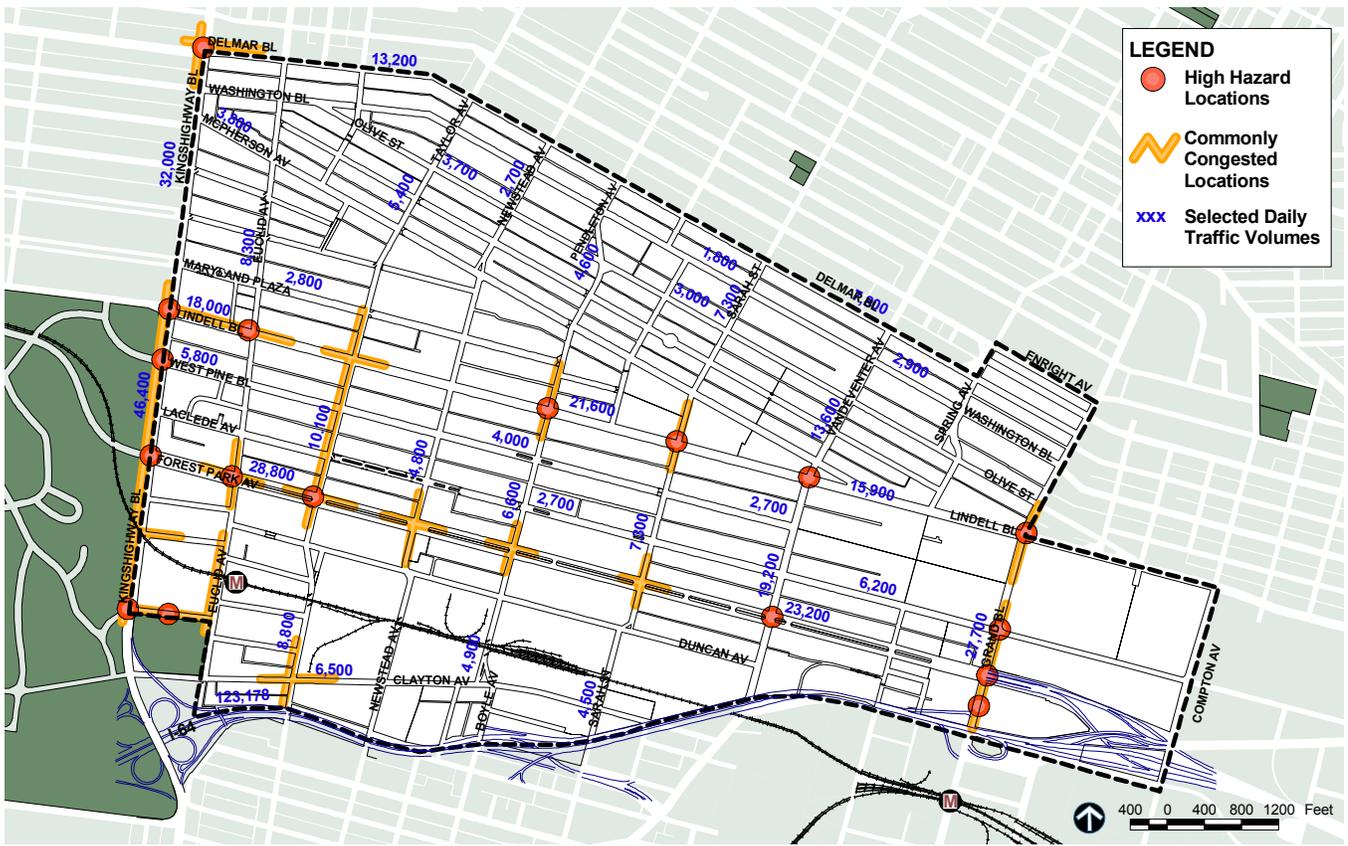


Figure 8.6 Traffic Conditions

attraction of new residents and businesses. It is recommended that the existing street closures on Olive St. and Washington, at Walton, be removed to serve this development and improve east-west traffic access. In the short term this would allow continuous access through the Midtown area via Olive St. However, the proposal to develop a school/park campus at Field School (see Chapter 6 & 7) could ultimately include closing Olive St. between Taylor Ave. and Newstead Ave.

## Traffic Conditions

Traffic and accident data was collected from the City of St. Louis Street Department and the Police Department, respectively, to identify in the study area hazardous conditions. Locations where potentially hazardous locations were identified are based on their recent (January 1999 through May 2001) accident histories in an effort to determine traffic-related issues .

For the purposes of this study, high hazard locations were identified without consideration of their traffic volumes. The number of accidents would typically be expected to increase with the amount of traffic that a roadway carries, so most of the high hazard locations identified correspond with the most heavily traveled roads in Midtown<sup>1</sup>.

Figure 8.4 shows that the locations with the most reported accidents are at signalized intersections along Kingshighway Blvd., Grand Blvd., Lindell Blvd. and Forest Park Ave.. Each of the high hazard locations shown experienced a minimum of 80 accidents during the past two and one-half years, with the highest number (167) occurring at the intersection of Kingshighway Blvd. and Delmar Blvd. These locations also generally coincide with the most heavily traveled intersections. The only high hazard location that is not located on the arterial road system is on Barnes-Jewish Hospital Plaza.

City of St. Louis traffic counts show that Kingshighway Blvd. carries between 32,000 and 46,400 vehicles per day (vpd - a two-way total) within the study area (see Figure 8.4). For comparative purposes, other north-south arterials include Grand Blvd. with approximately 27,000 vpd and Vandeventer Ave. with 13,600 to 19,200 vpd. East-west arterials include Lindell Blvd. with 15,900 to 21,600 vpd and Forest Park Ave. with 23,200 to 28,800 vpd. All of the collectors carry less than 9,000 vpd, with the exception of Taylor Ave. between Lindell Blvd. and Forest Park Ave. (10,100 vpd). MoDOT's 2000 traffic map indicates average daily traffic volumes of 123,178 on I-64/40.

This information was supplemented with field observations conducted by the consultant team during the peak periods in an effort to identify commonly congested locations. Most of the congested locations that were observed coincided with the heavily traveled, high hazard intersections. These intersections represent the "hot spots" within the study area that are represented in Figure 8.4.

Much of the congestion, and perhaps many of the accidents, can be attributed to existing deficiencies in the roadway system. Most notable is the lack of left-turn lanes at many of the major intersections along Lindell Blvd. In fact, the Street Department previously stated a goal to provide left-turn lanes along each arterial

<sup>1</sup> The accident rate (the number of accidents prorated by the roadway's traffic levels) would provide a different measure of a particular location's accident history.



and particularly on Lindell Blvd.

Providing left-turn lanes at major intersections would most likely necessitate the elimination of some on-street parking. While on-street parking is typically a politically sensitive issue, the elimination of some spaces would be beneficial from an operational standpoint by improving motorists' sight distances and providing additional street width that could be made available to achieve other goals, such as the addition of left-turn lanes and/or bikeways. However, it is important to recognize that such restrictions would need to be permanent (as opposed to just during peak periods) in order to avoid potentially hazardous obstructions.

Other improvements that are being considered for the study area include the addition of east-west left-turn phases at the intersection of Kingshighway Blvd. and Lindell Blvd. (these movements are currently prohibited). This modification will lessen the demand for the West Pine Blvd. Dr. through Forest Park, which is ultimately supposed to be eliminated. Consideration is also being given to the conversion of Kingshighway Blvd. and Forest Park Ave. to an at-grade intersection, though a concept has not yet been approved. Finally, traffic signal system upgrades are currently being completed along Kingshighway Blvd. and additional upgrades are scheduled for Forest Park Ave. in the next one to two years. No signal modifications are programmed for Lindell Blvd., though they are needed.

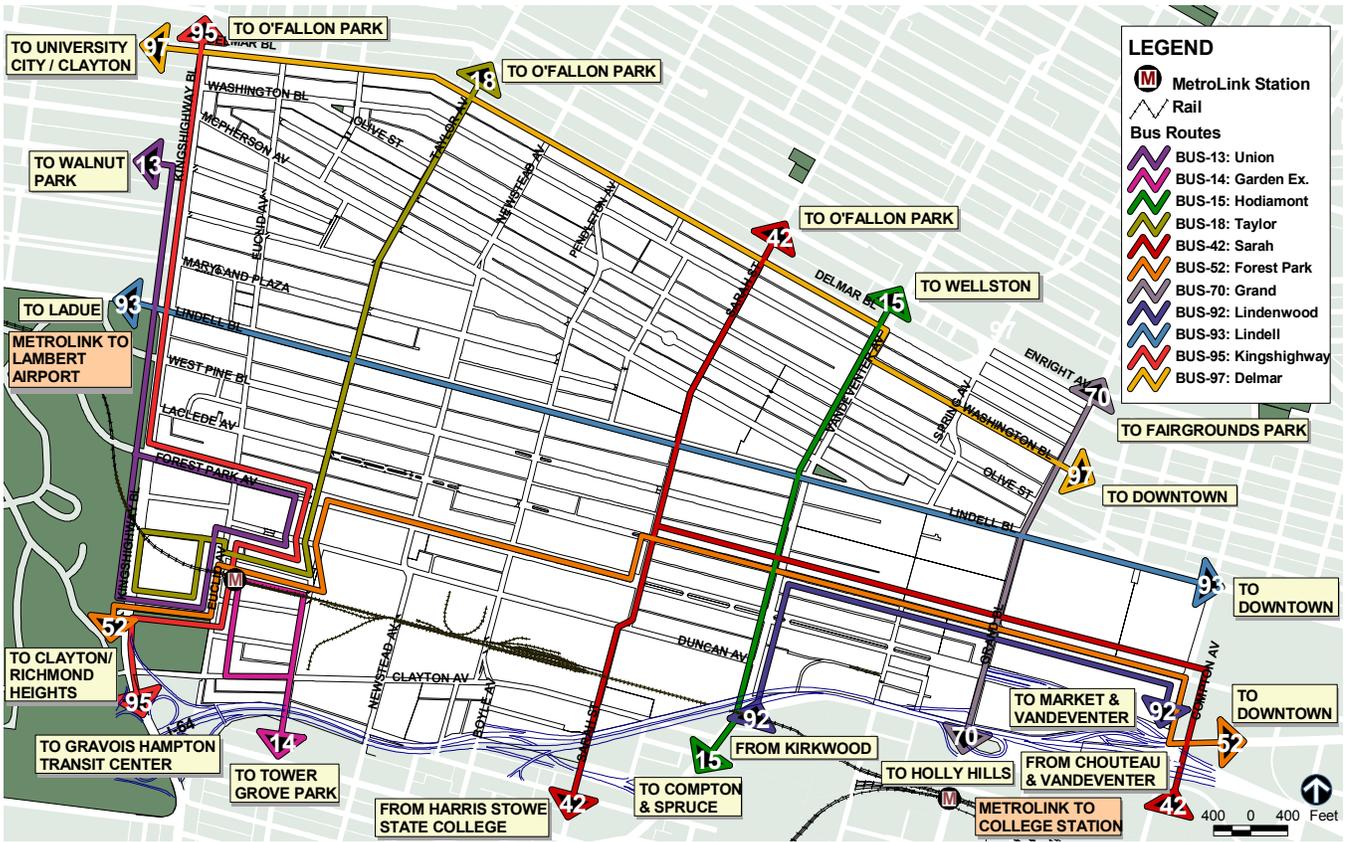


Figure 8.7 Existing Public Transportation Routes

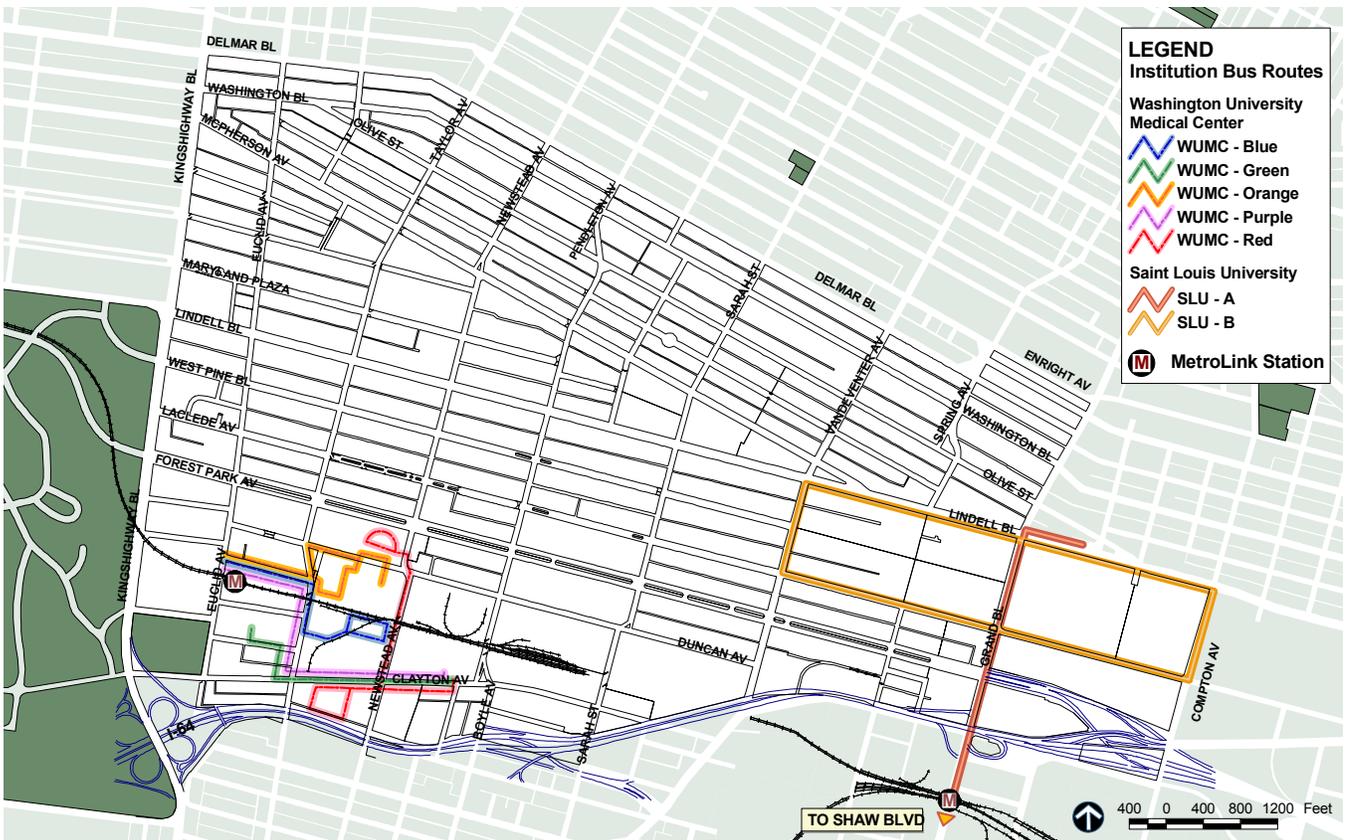


Figure 8.8 Existing Private Shuttle Routes

# Transit

## Buses

The Bi-State Development Agency provides public bus and rail transit services in St. Louis and Figure 8.5 shows the locations or routes and stations in Midtown. This bus route information reflects the system cuts and modifications imposed in October of 2001, which include the elimination of several routes that served Midtown (#1 Vandeventer Ave. and #2 Forest Park Shuttle Bug). Remaining bus routes provide service on all arterials in Midtown and most of the collector roadways.

Five bus routes pass through the WUMC campus and there is a transfer point located along Euclid Ave. in the vicinity of the MetroLink station. WUMC officials have expressed a desire to relocate the transfer point to reduce traffic congestion in the center of their campus. Bi-State has participated in discussions with WUMC officials in which several alternative locations have been discussed. Bi-State prefers the southwest corner of Euclid Ave. and Barnes-Jewish Hospital Plaza for a new facility given it's proximity to the MetroLink station and adequate space to accommodate their needs, i.e. staging area for six buses, customer information services and restrooms for drivers.

The public bus system is augmented by private shuttles serving the Saint Louis University (SLU) and WUMC campuses (see Figure 8.6). Both institutions have expressed a willingness to consider the possibility of allowing shared usage of these shuttles (i.e., with residents and employees in the surrounding neighborhoods), though appreciable obstacles such as security, liability, personal identification and specific routing would need to be addressed.

## Rail

Two MetroLink rail stations currently serve the study area, Central West End station at Euclid Ave. and Children's Place on the WUMC campus and Grand station at Grand Blvd. south of I 64/40 (see Figure 8.5). There have been recommendations made in the past for a third station to serve the central portion of Midtown. As discussed in Chapter 6, the Midtown Plan supports a new station at Sarah St. near Duncan Ave., midway between the existing two stations, to directly serve the businesses of Technopolis, surrounding residences and the western portion of the SLU (Frost) campus.

There are several advantages to a new station at Sarah St., including the opportunity to provide park and ride services and a bus/train interface. If a new station were constructed, Bi-State indicated it may be desirable to reroute some buses that currently use the Grand MetroLink station because of the inadequate station, bus staging and parking facilities at this facility.

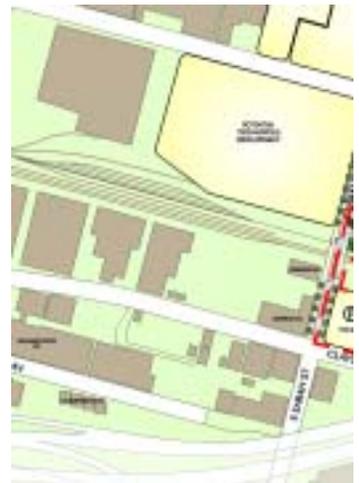
The City of St. Louis Street Department was receptive to the idea of a new MetroLink station at Sarah St., but expressed concerns over possible traffic issues associated with a park and ride facility. Roadway capacity and vehicle circulation would be evaluated based on a specific construction proposal, but a park and ride facility seems appropriate given the good access to this area and the industrial/business character of adjacent land uses.



*MetroLink*



*Forest Park Shuttle Bus*



*Proposed Station at Sarah St.*



Figure 8.9 Pedestrian Generators

## Bicycle Routes

Bicycle Route information was obtained from the City's Board of Public Service. They are currently in the preliminary stages of conducting the Cross Town Bike Path Project, which has a goal of selecting roadways to improve with signage, striping and other modifications for bicycle usage. The routes currently being studied include Delmar Blvd., Lindell Blvd. and Laclede Ave. (see Figure 8.7). Gateway Trailnet was also contacted for regional bike trail mapping information, but nothing formal is available.

On-street parking restrictions may be needed to accommodate bike lanes on Lindell Blvd. Furthermore, the provision of bike lanes could also potentially preclude the establishment of left-turn lanes, which are necessary to resolve existing vehicular safety and capacity issues (see Traffic Conditions, above). Therefore, it is recommended that alternative east-west routes be investigated, particularly West Pine Blvd., that have lesser vehicular demands. West Pine Blvd. would provide a suitable location for bicyclists to cross Kingshighway Blvd. in order to access Forest Park and it would also serve the SLU Campus, Schafly library and the West Pine "University Village" redevelopment concept (see Chapter 6).

Olive St. also provides a good opportunity to provide an east-west bicycle route through the entire Midtown study area. Currently closed to vehicular traffic at Walton Ave., the proposed Field School park campus development would close Olive St. between Taylor Ave. and Newstead Ave. Therefore, this roadway has relatively low traffic volumes, continuous services and ample right-of-way width to serve bicycles and motorized traffic. It also provides an important connection between existing and proposed land uses that would generate bicycle traffic.

The Cross Town Bike Path project also identified Euclid Ave. as a potentially attractive and appropriate street to provide north-south bikeway connections. It is recommended that Euclid Ave., north of Lindell Blvd., be included in the study to provide continuity along this roadway and connections to the W.O.W. focus area. Design solutions for this area should accommodate bicycle lanes and facilities without displacing on-street parking. In addition, the Streets Department is suggesting that MoDOT modify the existing pedestrian overpass of I-64/40 so that it directly aligns with Euclid Ave. on the north and Chouteau on the south. This would facilitate a continuous north-south connection for bicyclists as well as for pedestrians.

Lastly, it is recommended that Boyle Ave. be evaluated for bicycle use given its roadway characteristics and continuity through the Midtown area.

Although no inventory of existing bicycle facilities was conducted as part of this study, it may be assumed that the presence of two universities, an arts district and a regional park would potentially foster bike usage. Existing bike traffic was not measured, but efforts are already under way by the Board of Public Service and bicycle advocacy groups to provide a system of bike trails, routes and bike lanes that would serve the study area and provide connections to other adjoining neighborhoods. Therefore, it is recommended that standard practices for encouraging and accommodating bike usage be adopted. According to the Municipal Guide to Bikeway Development (1975), typical bicycle support facilities should include the following:

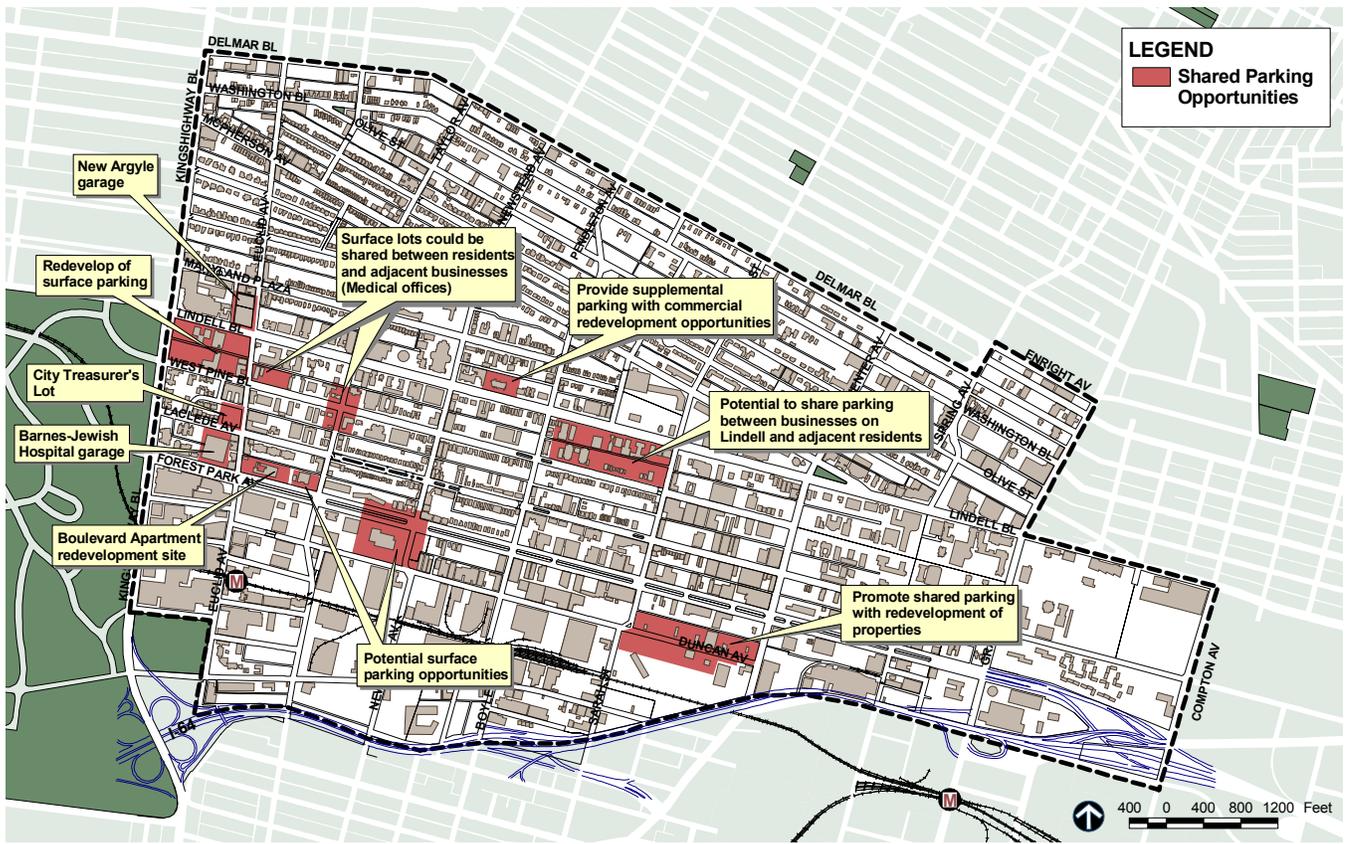


Figure 8.10 Shared Parking Opportunities

- **Bicycle Racks** - Bicycle racks should be provided near the terminal points of commuter bike routes, along bus routes, or in the vicinity of commercial uses including restaurants. These facilities may encourage people to cycle to work or to a point where they could conveniently ride to work on public transit (these facilities are often provided by transit operators).
- **Trash Facilities** - Trash barrels should be provided along bikeways at junctions, rest areas and areas where bicyclists will be stopping. The barrels should be located near roadways so that maintenance crews can service them easily.
- **Rest Areas** - It is desirable to have rest areas or publicly accessible restroom facilities at strategic locations. Where possible, it also desirable to provide benches and picnic tables.

### **Recommendations:**

Evaluate the following roadways for bicycle improvements as part of the Cross Town Bike Path project: West Pine Blvd., Euclid Ave., Olive St., Clayton Ave. and Boyle Ave.

## **Parking**

A cursory evaluation of parking conditions in the Midtown study area was performed (Figure 8.8). In general, it was noted that on-street parking is heavily utilized, particularly in the dense residential areas in the western half of the study area and in the vicinity of the WUMC and SLU campuses. Conversely, there is generally a surplus of parking in the industrialized areas south of Forest Park Ave.

This evaluation included an examination of where off-street parking facilities are located and what land uses adjoin these facilities. The primary emphasis was to identify opportunities for complimentary land uses to share off-street parking, thereby relieving demands for the limited number of on-street parking spaces.

There are generally several requisite conditions that must be satisfied for land uses to be able to successfully share parking facilities<sup>2</sup>. First, and most obvious is the need for all land uses to be in proximity to the shared parking spaces. Second, the peak parking demand for the different land uses must be staggered or occur at different days/times. For instance, it may be possible for an office to share use of the same parking spaces with a restaurant. Offices generally have their highest parking requirements during the weekday business hours and require few spaces on the weekends. Restaurants typically require the most spaces on Saturday and fewer spaces on weekdays<sup>3</sup>.

<sup>2</sup> The Zoning Ordinance currently allows the Zoning Administrator to permit a reduction in the required number of off-street spaces if there is evidence to demonstrate the peak parking demand of the different uses occurs at different times.

<sup>3</sup> The Next American Metropolis - Ecology, Community and the American Dream. Peter Calthorpe. 1993.



## **Recommendations:**

- Remove the street closures on Olive St. and Washington Pl., at Walton Ave., to provide improved access to a redeveloping W.O.W. focus area
- Upgrade Boyle Ave./Tower Grove Ave. from a major collector to a minor arterial given the scheduled access improvements to I-64/40 and connections provided to Technopolis and the surrounding neighborhood. Design and secure funding to construct improvements commensurate with this designation.
- Perform a study of arterial roadways in Midtown, with particular emphasis on Lindell Blvd., to determine the feasibility and requirements of adding left-turn lanes. This study should address the impacts to on-street parking and be coordinated with the Bureau of Public Services' analysis of Lindell Blvd. as a bike route.
- Encourage affected agencies and institutions to take evaluation of shared use of private shuttle buses to the next level, i.e. discussion and analysis of funding, security, liability, and service routes.
- Evaluate the following roadways for bicycle improvements as part of the Cross Town Bike Path project: West Pine Blvd., Euclid Ave., Olive St., Clayton Ave. and Boyle Ave.
- Use the Midtown Strategic Development Plan to garner additional support for the construction of a new MetroLink station at Sarah St. and Duncan Ave. The organizational structure proposed in Chapter 13 could be the organization to advance this proposal since it would represent the interests of various neighborhood stakeholders.
- Conduct a separate parking supply and demand analysis for the high density area bounded by Maryland Plaza, Forest Park Ave., Kingshighway Blvd. and Taylor Ave. Encourage the use of shared parking principles when reviewing new development or redevelopment proposals.



Figure 9.1 Roadway Conditions

**Poor Street Conditions**

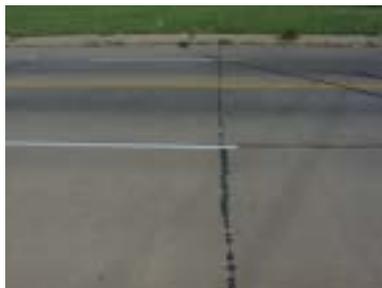
- Portions of asphalt or concrete missing
- Excessive stress cracking of concrete
- Uneven sections of pavement due to settling of subbase
- Areas of spalling concrete

**Fair Street Conditions**

- Small areas of spalling concrete
- Signs of spreading asphalt mat from vehicular usage
- Small areas of asphalt mat missing

**Good Street Conditions**

- Newly laid asphalt pavement overlay, or at least appears to be newly laid concrete paving





## 9. *INFRASTRUCTURE*

Quality infrastructure is basic for community stability and growth. It helps define the location and the intensity at which development can occur. The condition of a neighborhood's infrastructure also reflects on the overall health of an area. It can influence people's perceptions of the location as a place to live and work.

The following chapter summarizes the general condition of infrastructure throughout the Midtown study area. The methodology used to compile this information consisted of windshield surveys and meetings with various City agencies, utility companies and private service providers.

### **Pavement Conditions & Recommendations**

Street pavement conditions were rated from poor to good and the overall condition throughout Midtown can be rated as fair (see Figure 9.1). Several Streets have been recently replaced or had overlay improvements, including those near Barnes-Jewish and Children's Hospitals, Washington University Medical Center, Forest Park Parkway from Boyle Ave. to Grand Blvd., Westminster Place from Euclid Ave. to Sarah St., McPherson from Taylor Ave. to Whitier St., and Grand Blvd. from Forest Park Parkway to Lindell Blvd.

The Streets in the poorest condition, those which show extreme wear and deterioration and are located around Sarah St., Clayton Ave. and portions of Grand Center. These Streets require a full depth pavement replacement. The remaining Streets within the study area will need portions of full depth pavement replacement or pavement overlay. However, the extent of these modifications cannot be determined conclusively from a windshield survey.



Figure 9.2 Sidewalk Conditions

**Poor Sidewalk Conditions**

- Excessive stress cracks
- Spalling concrete
- Small to large sections of concrete missing

**Fair Sidewalk Conditions**

- Moderate stress cracking
- Small areas of spalling concrete

**Good Sidewalk Conditions**

- Newly laid concrete sidewalk or at least appears to be newly laid sidewalk



## Sidewalk Conditions

The condition of the sidewalks is similar to that of Streets. Areas of poor condition are located around Clayton Ave., South Sarah St., Duncan Ave., and Vandeventer Ave. The sections of sidewalk north of Lindell Blvd. on Spring St. and Vandeventer Ave. can also be considered as poor condition. More than half the sidewalks bounded by an area from Kingshighway Blvd. to Compton Ave. and Pershing Ave. to Forest Park Ave. are in poor to fair condition. The area from Taylor Ave. to Grand Blvd. and Forest Park Ave. south are also in poor to fair condition.

Nearly all sidewalks north of Westminster Place from Kingshighway Blvd. to Grand Blvd. are in poor to fair condition. Overall, the sidewalks bounded by Westminster Place, North Vandeventer Ave., McPherson Ave. and Euclid Ave. are in fair to good condition. Sidewalks in the WUMC have been recently improved.

An important funding source for sidewalk improvement is the 50/50 Sidewalk Program. This program splits the construction cost of repairing sidewalks between the city and the property owner. Offered through the City of St. Louis St. Department, the program selects a contractor through the city bid process and prepares an estimate of the work for the property owner. After the property owner approves their participation in the program, work is begun to construct a new sidewalk.



Figure 9.3 Alley Conditions

**Poor Alley Conditions**

- Evidence of excessive settlement of cobblestone subbase
- Excessive portions of asphalt overlay missing/exposing cobblestone subbase
- Extremely poor driveability

**Fair Alley Conditions**

- Moderate settlement of cobblestone subbase
- Small portions of asphalt overlay missing
- Moderate ease in driveability

**Good Alley Conditions**

- Newly laid concrete pavement or at least appears to be newly laid concrete pavement



## Alley Conditions

Overall, the condition of the alleys in Midtown is poor. Existing alleys typically have a cobblestone base and for the most part have been overlaid with asphalt. Based on the windshield survey, alleys given a rating from poor to fair should be replaced.

Some alleys within the study area have been fully replaced with concrete and are generally in fair to good condition. The general location of these alleys is shown in Figure 10.2.

The cost of full reconstruction of an alley is estimated to be \$150 per linear foot or \$150,000 for an average 1,000 foot-long alley. Based on these estimates, the total cost to replace all alleys in Midtown that are currently in poor to fair condition would reach into the millions of dollars. However, determining whether any given alley requires full replacement versus minor repairs requires a detailed case by case investigation.

Funding for alley improvements is limited and the need is great. Possible funding sources for improvements may include:

- Tax Increment Financing Districts
- Coordination with Adjacent Redevelopment Projects
- Neighborhood Improvement Districts
- Special Business Districts
- Capital Improvement Funds - The 'Half Cent Sales Capital Tax' levies a one half percent tax on retail sales in the City of St. Louis. This money is dedicated to capital expenditures and is divided between the 28 Wards (50%), Citywide improvements (20%), major parks (17%), police department (10%), and recreation centers (3%). According to the City of St. Louis' FY2002 budget, the one-half cent sales tax will provide \$319,000 per ward. These funds can be applied at the discretion of each alderman for projects such as street improvements, banners, planters, public art, etc.
- St. Louis Works Fund - Each of the 28 aldermen is also allocated an amount specifically dedicated for improvements to paving, curbs, street trees and sidewalks. In 2002 the St. Louis Works Fund provided \$96,000 per ward for these improvements. These funds could be used by the aldermen pursuant to the alley paving legislation that was passed by the Board of Aldermen approximately five years ago. This ordinance allows alley replacement costs to be evenly divided between the city, the aldermen and the adjacent property owners.



Figure 9.4 Communications Infrastructure

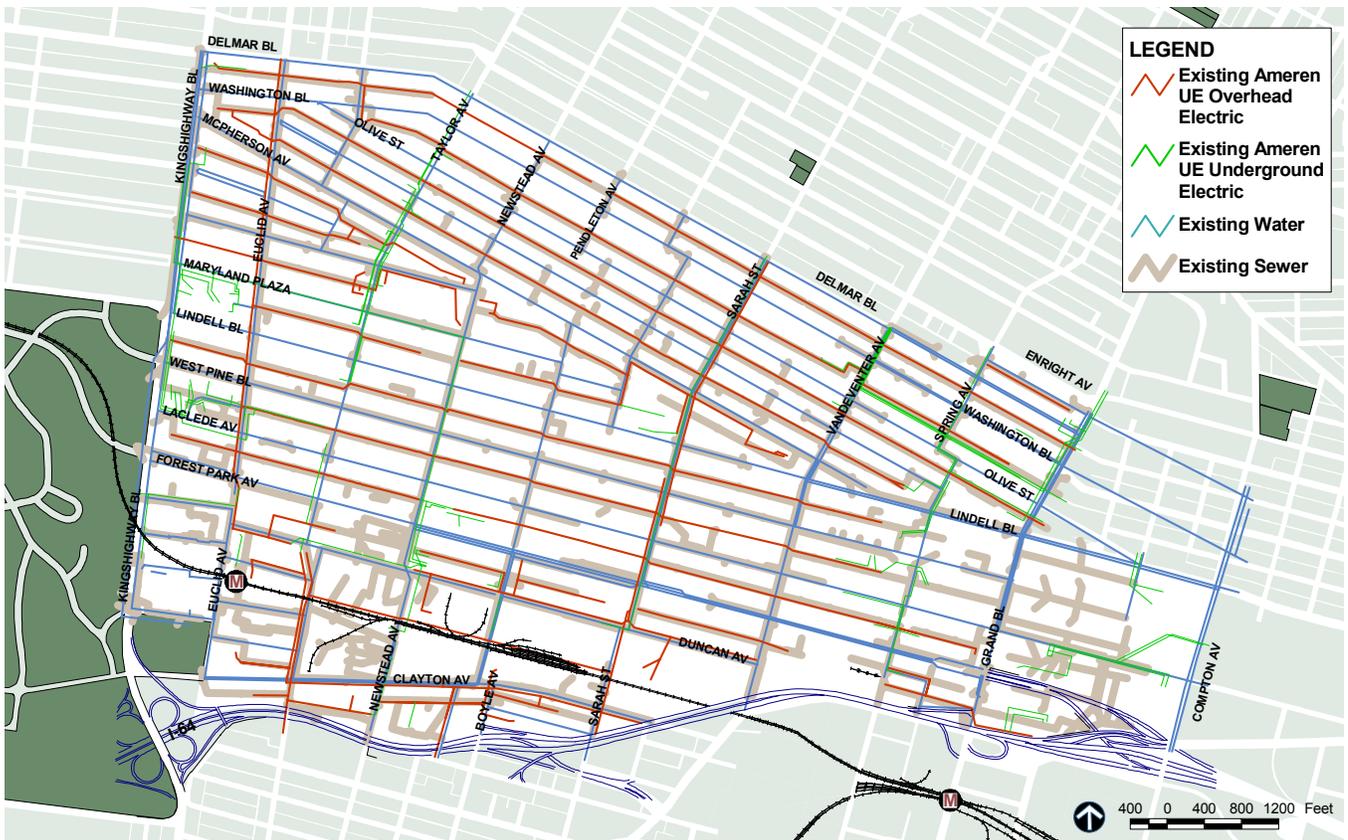


Figure 9.5 Utility Infrastructure

## Street Lighting

Street lighting systems are controlled and maintained by the City of St. Louis, Department of Streets. Street lighting systems were originally installed around 1920 and 1930. They were replaced with cobra style fixtures in the early 1960's. Overall, the area contains a number of different styles of light standards and fixtures (see Chapter 10).

The street lighting circuits and conductors have generally been in use since 1960 and are showing signs of deterioration. Rigid conduit has rusted and is easily damaged by contractors during excavations to install various utilities or replace concrete sidewalks. The insulation surrounding conductors is showing signs of breakdown. In addition, existing lighting substations have been in use as long as most of the street lighting components already mentioned. The Lighting Division continues to maintain and update these street lighting circuits. In turn, the Lighting Division must install temporary spans of wire to clear the faults or opens in the wire. Some of these temporary systems have been in place for over four to five years.

Recent upgrades in decorative lighting have occurred in Grand Center (Fox Theater Area), in the Washington University Medical Center, and the Cathedral Square area. The City of St. Louis Board of Public Service presently has some projects in the design stage or out for bid. On West Pine Blvd. from Newstead Ave. to North Sarah St., a historic decorative lighting project is out for bid. A street lighting project on Lindell Blvd. from Kingshighway Blvd. to Grand Blvd. is in the preliminary design phase. A historic decorative lighting project is soon to be underway on Euclid Ave..

## Infrastructure Systems

### Sewers

The sewer system, which is combined storm water and sanitary sewer, falls within the Metropolitan St. Louis Sewer District. The area is generally served by the Western Mill Creek and Euclid Sewer System, developed from 1880-1900 with major trunk improvements made from 1900-1950. The sewer system is old, but the structural integrity of the sewers is generally in good condition. There is no significant area-wide flooding or ponding recorded for the study area. The capacity of the sewer system and structures are sufficient to supply ample service to customers. Sewer lines are generally located on all Streets providing good coverage of service in the area.

The Metropolitan St. Louis Sewer District currently has no major/disruptive projects scheduled in the study area. The projects being planned within the city consist of internal rehabilitation with minimal associated surface disruption. There are no expected major impacts on the sewer system capacity or structure.

### Water

The water system is owned and operated by the City of St. Louis Water Division. Located along most Streets, the water mains are accessible to residences and businesses in the area. Despite their age of between 75 and 100 years old, the water mains in Midtown generally have a very low break history. Replacement of this aging system will eventually be needed.

## **Gas**

Laclede Gas Company is a private utility company that provides natural gas service to residential and business properties in Midtown. The gas lines are located along most Streets and available to all properties with adequate pressures and flows, and service has been dependable.

Replacement of three main lines is planned within Midtown. These improvements are planned on Vandeventer Ave., from Laclede Ave. to Forest Park Ave.; Westminster Place, from Sarah St. to Spring St.; and Euclid Ave., from Pershing Ave. to Maryland Plaza.

## **Electricity**

AmerenUE is a private utility company providing electrical service to residential and business properties in Midtown. Historically, AmerenUE has maintained good service capacity for both residential and business customers. AmerenUE maintains and operates both overhead and underground lines in the planning area. Subsequent changes in the type or capacity of service is warranted mainly by the demands of the residential neighborhoods and businesses within the study area.

# **Telecommunications**

## **Telephone**

Southwestern Bell Telephone Company primarily provides local telephone service within the study area. The telephone service is provided via overhead lines and underground fiber optic lines. Overall, the overhead lines are located on AmerenUE power poles. The system provides adequate capacity for the current demand. The telecommunication systems, which support Washington University Medical Campus and Saint Louis University-Frost Campus, will continue to be reinforced as these facilities demands increase. Currently, no major capital improvements are slated in the planning area.

## **Cable Television**

Charter Communications provides cable television service to customers in the study area. The service consists of overhead cable lines and underground fiber optic lines. Generally, overhead lines are located on AmerenUE power poles. The existence of both overhead and underground lines along the same Streets can be attributed to the fact that in the past, fiber optic lines were not strung along poles due to their rigidity, and/or lines could have been acquired through purchases of other cable companies. Charter Communications has ample capacity to serve customers in the area.

Upgrades to their systems are planned to begin in January 2002. However, this will most likely be pushed back due to delays in the franchise approval related to the recent purchase of AT&T Communications. Overall, any improvements to the system will be modeled after the existing service. For example, areas with overhead cable will have upgrades to that overhead cable.

## **Internet Service**

Internet service is primarily provided through Southwestern Bell fiber optic lines. However, several other companies also own fiber optic lines in the study area. MetroMedia Fiber Networks lines are currently not live, but lease the lines as an IRU (Indefeasible Right to Use). The planning area is served by a number of T1

Internet providers. These companies have adequate capacity to serve the Midtown area. This service can be quite costly for institutions of higher learning and research facilities, such as Washington University School of Medicine and Saint Louis University. These institutions are exploring the possibilities of using a T2 Internet in conjunction with an IRU (Indefeasible Right to Use). The T2 Internet services provide national broadband internet access for institutions of higher learning and research facilities. The appeal of T2 Internet service is the substantial cost savings this presents to these institutions.

Residential internet clients have a variety of ISP's (Internet Service Providers) to choose from. DSL's (Digital Subscriber Lines) are available for a portion of the Midtown Area, but High Speed Internet Cable Access is not. Expanded service is planned to provide for the increased demand in both DSL and High Speed Internet Cable Access, however, due to security and market competition reasons, this information could not be divulged by the service providers.

A term used with the Internet is "bandwidth". This refers to the capacity of information that can be transferred within a specific frequency range. Broadband service will allow a higher capacity of information to be transferred at once. DSLs (Digital Subscriber Line) and Cable High Speed Internet Access provide broadband width with increased latency (speed in milliseconds). This service is basically transmitted through the phone lines with a number of carriers to choose from. The use of cable for high speed Internet access is similar to DSL, except it does not require access through phone lines. Both DSL and High Speed Cable Internet Access have their own advantages and disadvantages. High Speed Cable Internet Access is currently not available for the Midtown area. However, a good portion of the Midtown area does have access to DSL. As demand increases for these types of Internet connections, it will become more readily available.

## **Design Construction Standards**

The individual utility companies/agencies control the replacement and extension of utility distribution facilities. Overall, the replacement and extension of utility distribution facilities are driven by capacity demands, emergency repairs, and operation-maintenance procedures and policies.

Various utility companies and agencies have developed design and construction standards. Laclede Gas, AmerenUE, telephone, cable television provide their own design and construction within street right of ways and to the building development.

The City of St. Louis Water and City Lighting Divisions, and the Metropolitan St. Louis Sewer District Water provide limited design and construction assistance for distribution facilities replacement or extensions related to new construction. These utility companies/agencies have adopted design and construction standards for compliance by engineers and contractors for new development, which include detailed manuals for design of facilities, and extensive construction details for their standard facilities.

A business entity not strictly adhering to the utility companies/agencies standards must provide justification and receive approval for the design deviations. Their policy of utilizing set standards, and minimizing of deviations is essentially driven by maintenance and operation procedures, and costs for special facilities.





## **General Overview**

The quality of public amenities in Midtown can play an important role in defining the quality of life for community residents. These amenities include, but are not limited to, the location and quality of parks and open space, the condition and character of streets, sidewalks, signage and plantings that comprise the streetscape, the ambiance of roadway and sidewalk lighting and the character and condition of buildings. People are naturally attracted to amenity-rich communities and are more likely to remain and invest in that community, contributing to the long-term stability and vitality. In addition, people are often drawn to an amenity-rich neighborhood from elsewhere in the community, contributing to the local economy through shopping and entertainment-related spending.

This chapter focuses on the quality of existing public amenities in Midtown and recommends measures to upgrade them at a community-wide and site-specific level.



Figure 10.1 Urban Design / Streetscape Character Districts



*City Standard*



*Medical Campus*



*Laclède Ave./  
Newstead Ave.*



*Cathedral Sq.*



*Westminister I*



*Westminister II*



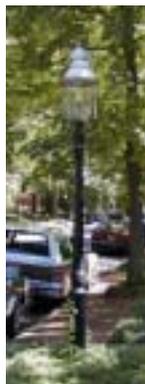
*Grand Center*



*Acorn  
Euclid North*



*Alley*



*Lenox*



*Westminister*



*Winged Griffins*



*Maryland Place*



*Euclid South*

## Existing Conditions

The Midtown Central Corridor is a diverse collection of neighborhoods or "districts" that have each developed their own identity in terms of land use and aesthetics (see Figure 10.1). This is reflected in the architecture, the pedestrian spaces, the roadways and elements such as lighting, vegetation and gateways that comprise the streetscape.

In Midtown, thirteen different types of street light standards are located in just 1/3 of the study area. The remainder of the area contains standard "cobra head" city fixtures. There is no standard sidewalk width or material, site furnishings or signage system throughout the study area. A number of special features exist, including fountains, masonry gateways, special light fixtures, banners and special pavement. There is no predominant aesthetic style. Some Streets are lined with healthy, mature trees while others contain long, continuous sections of scattered, poor condition trees or no trees. Finally, the study area lacks a coordinated signage or "wayfinding" system, lacks a coordinated system of gateways or markers and lacks designated bikeways and pedestrian routes.

There has clearly been a movement in recent years to improve the appearance of key Streets such as Forest Park Ave., Euclid Ave. and Kingshighway Blvd. as well as certain districts such as the Cathedral Square area and Grand Center. The improvements typically include new decorative lighting, gateways, tree plantings and other streetscape elements. There have also been improvements as a result of new developments such as Westminster Place and major capital improvement efforts of Washington University Medical Center and Saint Louis University. While these improvements are important parts of Midtown's success, the study area as a whole has developed a piecemeal appearance, rather than the vibrant, eclectic look that could be achieved with a coordinated, comprehensive framework plan and guidelines. Also, the improved districts function somewhat as islands separate from the rest of the study area.

The addendum to this report describes eighteen distinct physical character districts that can be identified in Midtown. The districts were determined on the basis of the area's predominant land use, architecture, streetscape environment, and special conditions. Districts have a consistent character and a sense of boundary. The elements that make up the character of a district can be used to shape and enhance future growth and development within these districts. This will help further strengthen the existing character of these districts.



Figure 10.2 Proposed Streetscape Design Districts

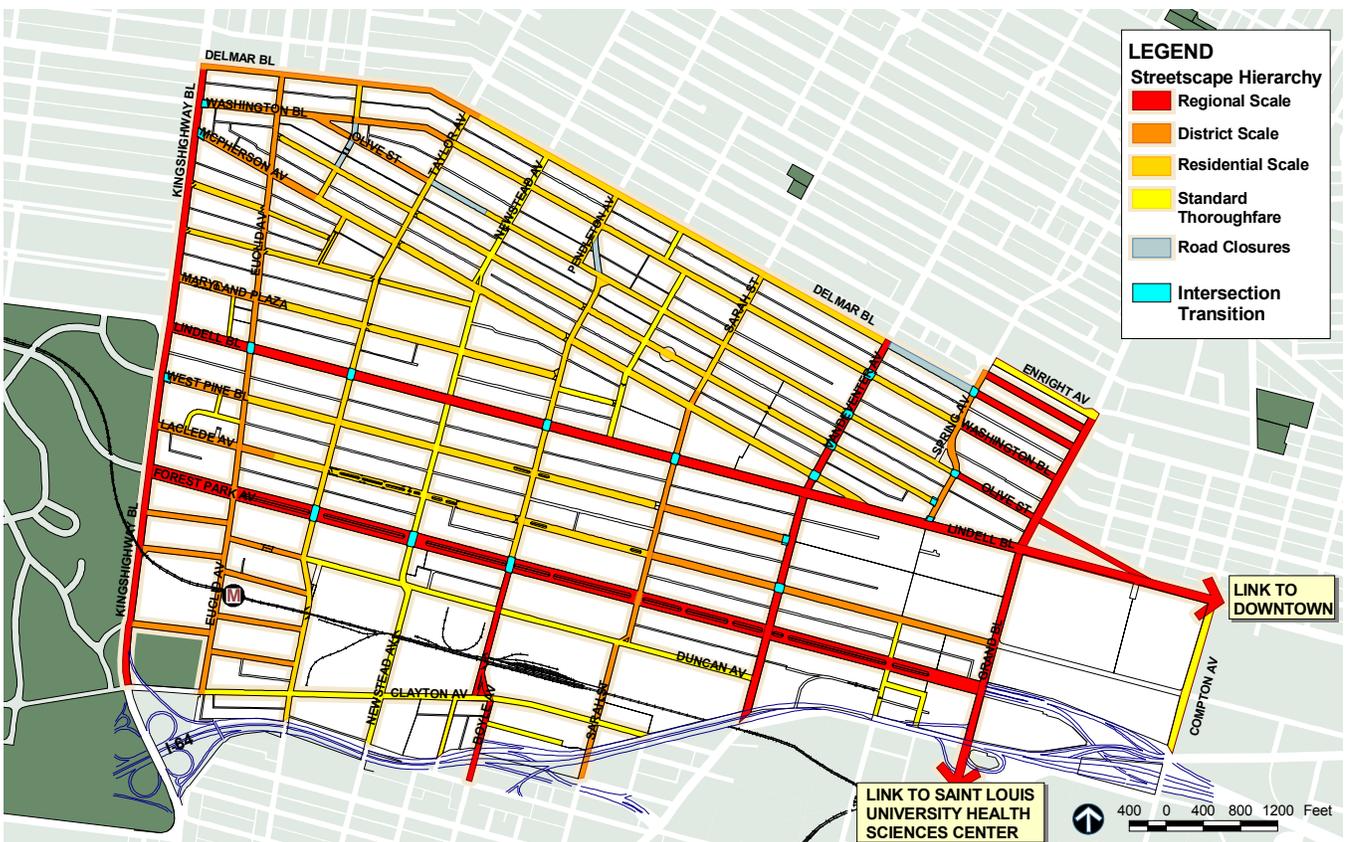


Figure 10.3 Streetscape Hierarchy Plan

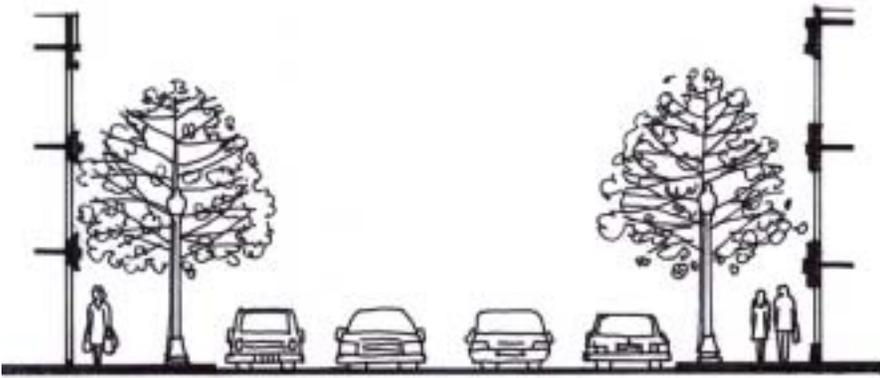
## **Proposed Streetscape Design Districts**

As illustrated in Figure 10.1, the Midtown study area contains many streetscape districts that include a variety of design styles and elements. It is difficult to create a strong visual impact and unify disparate land uses in these smaller districts. Through the use of a streetscape design district plan, not only will similar uses be linked, but areas will achieve a unified appearance, and this appearance will leave a lasting and unique impression on those who live, work and visit the Midtown area.

The Midtown Plan recommends a consolidated set of districts to guide decisions about future streetscape improvements. The proposed districts highlight major institutional areas, neighborhoods, thoroughfares and entertainment districts that make Midtown unique (Figure 10.2). Each of these districts contains a variety of streetscape scales, as illustrated in Figure 10.3, but through the use of district standards these areas can be unified to create a strong sense of place. Each district standard would coordinate streetscape elements through the use of a unified style that is found consistently throughout all streetscape elements, at all scales. The result consolidates the existing patchwork of design districts allowing each distinctive space to retain its own identity as well as create a unified Midtown.

## **Streetscape Hierarchy Plan**

The purpose of the streetscape Hierarchy Plan is to guide the scale and level of development for each street in the study area (see Figure 10.3). This plan addresses all elements of design, including design principles and guidelines for lighting, paving, plantings, public art and building facades. Based upon land use, vehicular and pedestrian traffic, and character, the hierarchy plan classifies each street according to the type of streetscape treatment it should receive. The Midtown study area is divided into four levels of streetscape treatment: Regional Scale, District Scale, Residential Scale, and Standard Thoroughfare. The following pages illustrate the streetscape improvements that are associated with each level of treatment.



Typical Section

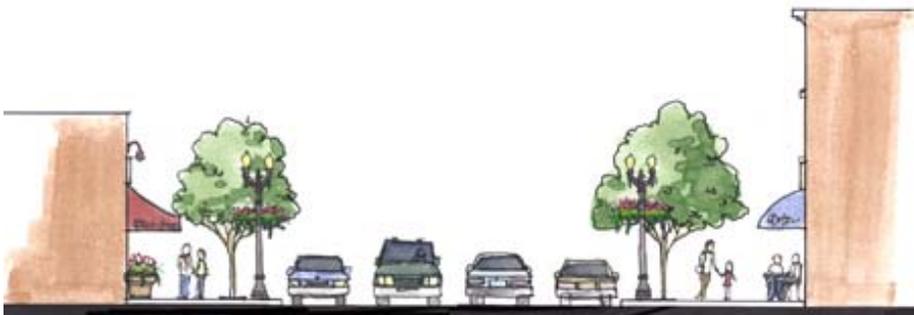
Streetscape Elements:

- Double-globe lights with banners and/or other embellishments
- Street trees
- Pedestrian amenities at key locations
- Large planter beds
- Decorative carriage walk
- Decorative wayfinding signage
- Public art



Built Examples

Figure 10.4 Regional Scale Treatment



Typical Section

Streetscape Elements:

- Double or single-globe lights
- Street trees
- Pedestrian amenities throughout
- Smaller planter beds
- Decorative carriage walk
- Decorative wayfinding signage
- Smaller scale public art



Built Examples

Figure 10.5 Neighborhood Scale Treatment

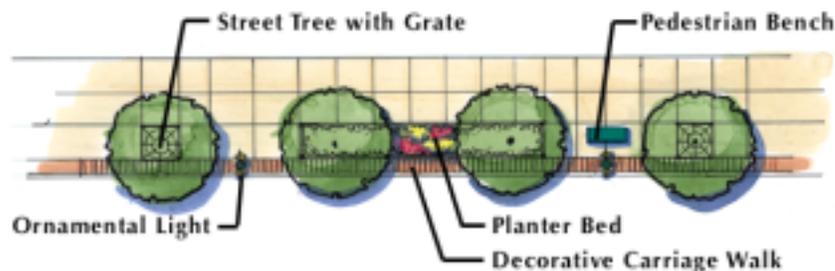
# Recommendations: Streetscape Hierarchy Plan

## Regional Scale Treatment

Streets that have higher vehicular traffic, larger buildings and are primarily commercial will receive a regional scale treatment (see Figure 10.4). Kingshighway Blvd., Forest Park Ave., Grand Blvd., Lindell Blvd., Vandeventer Ave. are regional vehicular thoroughfares and will receive this treatment as well as South Boyle Ave., south of Forest Park Ave., and the Streets within Grand Center. The streetscape elements mostly benefit vehicular traffic, but will include pedestrian amenities at key locations. Elements included in this treatment are: ornamental double-globe street lights, new street trees, special intersection treatments, decorative carriage walk paving, large planting beds, public art, and special wayfinding signage for vehicular traffic. To unify the character of these areas with adjacent areas, the light fixture will be the same as what is currently existing on Grand Blvd. and in the Medical Campus. Special banners with district or neighborhood identification or a unique design could be used as embellishments for these light poles.

## Neighborhood Scale Treatment

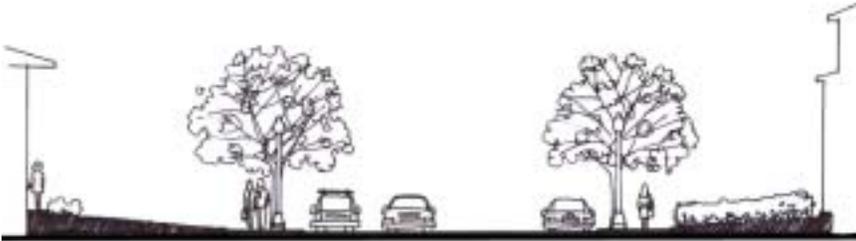
Streets that are somewhat small-scale commercial and mixed-use in nature with high pedestrian traffic will receive a neighborhood scale treatment (see Figure 10.6). Pedestrian amenities will be the focus of the streetscape elements. These elements include: ornamental double or single-globe street lights, new street trees where needed following the St.'s dominant species, a full palette of pedestrian amenities, decorative carriage walk paving, smaller planters, decorative wayfinding signage at key intersections, and unique place-making artwork or signage. The dominant light fixture recommended for these areas is the North Euclid model (acorn style), adding embellishments such as banners or hanging baskets in key locations. Pedestrian amenities should be unified throughout the study area, but can include unique elements for special locations. These elements include, but are not limited to: benches, trash receptacles, tree grates, consolidated newspaper racks, new bus shelters where needed, and special wayfinding signs and markers. Good models for neighborhood scale treatments are located on Euclid Ave. just south of McPherson Ave. and at Maryland Ave.. These areas have focused upon the pedestrian traffic generated from the retail storefronts and restaurants by placing outdoor dining areas, attractive but not obtrusive business signs and facade treatments, colorful plantings and comfortable scaled sidewalks.



*Typical Streetscape Plan*



*Character Sketch*

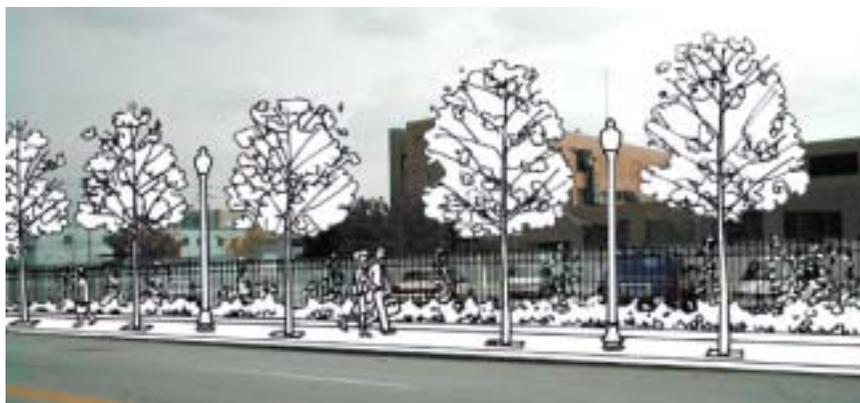


*Typical Section*

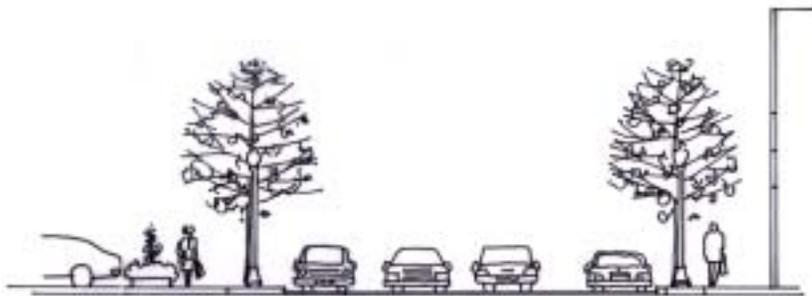
Figure 10.6 Residential Scale Treatment

Streetscape Elements:

- Single -globe light
- Infill street trees (match dominant species)
- Pedestrian amenities at key locations
- Lawn strip along curb at wider setbacks



*Character Sketch*



*Typical Section*

Figure 10.7 Standard Thoroughfare Treatment

Streetscape Elements:

- Single -globe light
- Infill street trees (match dominant species)
- Parking lot screening

## **Residential Scale**

The residential scale treatment is given to areas that are residential in nature with lower levels of pedestrian and vehicular traffic (see Figure 10.6). The quiet, tree-lined street character of many existing neighborhoods will be continued on these Streets. The recommended improvements include: ornamental single-globe street lights, large street trees to continue the dominant species on each street, and sidewalk repair where needed. In areas where the building setback from the street right of way is greater than five feet and the distance from the right of way to the curb edge is ten feet or more, a lawn strip of four or more feet in width should be placed between the sidewalk and curb. This lawn strip will be used for street tree planting and street lights. In areas where the buildings are set at the right of way, the sidewalk should continue to the curb edge.

The newer residential developments along Westminster Place between Sarah St. and Boyle Ave., and along Olive St. between Sarah St. and Vandeventer Ave. are good examples of streetscape character that should be continued on similar Streets. These Streets are lined with good-sized, healthy trees, ornamental street lights that function well for the amount of traffic on the street, and a wide tree lawn strip between the sidewalk and curb. The entrances of these residential neighborhoods are also marked with attractive brick columns with the street names incorporated into the details.

## **Standard Thoroughfare Treatment**

The standard thoroughfare treatment is intended for secondary Streets and Streets with little pedestrian traffic (see Figure 10.7). This treatment applies to areas of varying land uses, but will primarily be used in the Technopolis area. Streetscape improvements include: single-globe ornamental lights (in addition to existing cobra head street lights where needed), new street trees, and sidewalk repair where needed.

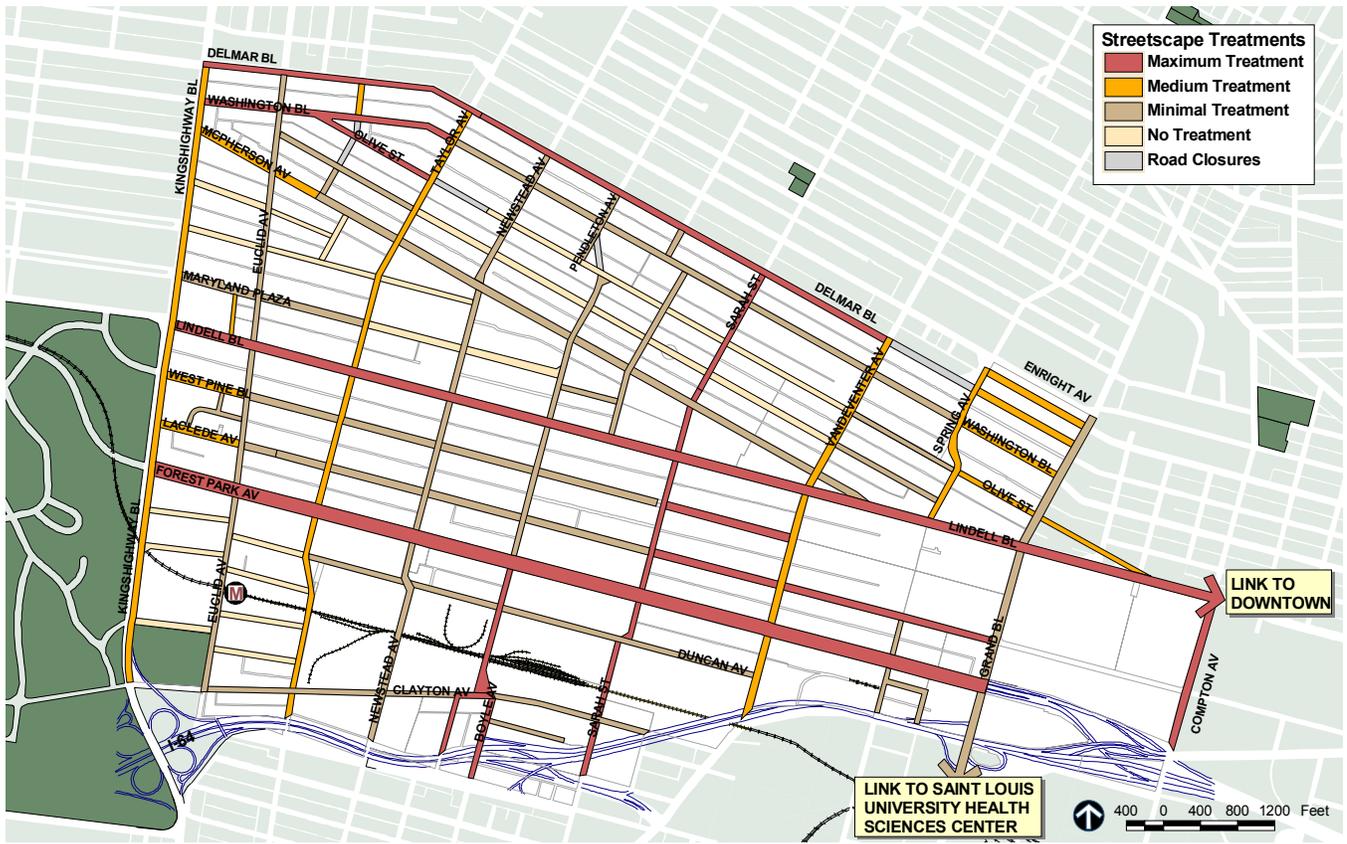


Figure 10.8 Streetscape Action Plan

## Recommendations: Streetscape Action Plan

The Action Plan serves as a blueprint detailing how to implement the streetscape hierarchy plan. This plan is intended to identify Streets by the level of improvements needed, and locate catalytic streetscape projects that will boost other improvements (see Figure 10.8). The Midtown study area is broken down into four types of treatment:

**Maximum Treatment** is given to Streets on which the need for improvement is greatest and those that should be of highest importance. These Streets have poor sidewalk conditions, poor street tree conditions, no distinct light standard, or are Streets of high pedestrian/vehicular impact. Improvements to be considered are: new sidewalks (replacement where needed), new lights, and new or additional street trees. Delmar Blvd., Forest Park Ave. and Lindell Blvd. are major vehicular and visual spines for Midtown. Great attention should be given to the improvement of these corridors to create an attractive and functional front door to Midtown.

**Medium Treatment** is given to Streets where improvement is needed, but is not critical to success of the streetscape. These Streets have been identified as having poor to fair sidewalk conditions, poor or fair street conditions, and inconsistent or no light standards. The recommended level of improvements include: repairing/replacing sidewalks, new lights or a continuation of existing styles, and infill or replace street trees where needed.

**Minimum Treatment** is given to Streets where little improvement is needed. Some of these Streets already have good streetscape elements or character, but may need upgrades to unify or continue streetscape elements. Improvements that are recommended are: sidewalk repair where needed, continuation or upgrade of the predominant light style, and adding street trees where needed. Streets such as Euclid Ave. and Grand Blvd. currently have some successful streetscape qualities, but could use some upgrades in order to unify the corridors.

**No Treatment Needed** refers to Streets where the streetscapes have recently been installed or are in excellent condition. Many of the gated residential neighborhoods, as well as newer residential developments near Westminster Place, fall into this category.



Figure 10.9 Street Light Analysis Map of Lighting Zones



Figure 10.10 Street Light Action Plan

# Street Lights

## Existing Conditions

The selection of light fixtures has a profound impact on the aesthetic character and ambiance of a community. This is true in Midtown. The community contains an abundance of lighting standards including thirteen different styles of ornamental fixtures located in eight different zones (see Figure 10.9). These ornamental fixtures exist on approximately 1/3 of study area streets with the remainder containing standard "cobra head" city fixtures. While this array of styles adds to the eclectic character of Midtown's streetscapes, it appears piecemeal in many instances, especially where multiple fixtures exist on the same street or in close proximity. Opportunity exists to unify some Streets and coordinate future improvements.

## Recommendations

This plan aims to preserve the overall eclectic character of Midtown's lighting while creating a greater sense of unity within neighborhoods or urban design districts. Streets or districts with multiple light standards should be unified and Streets that traverse multiple districts, such as Forest Park Parkway, Lindell Blvd., Grand Blvd. and Kingshighway Blvd. should receive a standardized treatment. Variations of the light standards for each street, such as a double-globe, unique banners or hanging signs, could be used for special areas. The Lighting Action Plan illustrates the recommended lighting concept for the entire study area (see Figure 10.10).



*Acorn Style*



*Grand Center Style*



*Gaslight Style*



*Double-Globe Variation*



Figure 10.11 Street Tree Analysis

**Poor Tree Conditions**

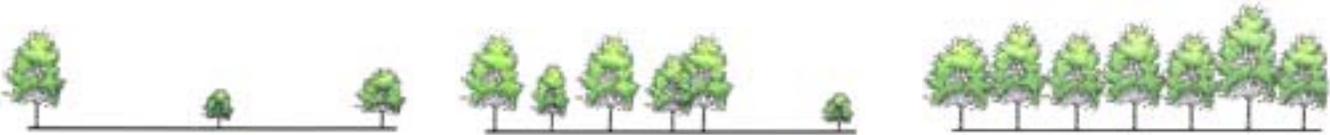
- Blocks with large sections without street trees
- Some Streets may only have a few or sparsely planted trees
- Existing trees vary in size and species

**Fair Tree Conditions**

- Blocks with a variety of mature and young street trees
- Some sections without street trees
- Some trees may be stressed or in poor health

**Good Tree Conditions**

- Blocks with consistently spaced mature street trees in health condition
- Some sections may have young street trees
- Sections without trees are few and infrequent



# Street Trees

## Existing Conditions

As with street lighting, the existence of street trees and attractive landscaping has a profound, positive impact on a community's aesthetic character as well as a sense of community pride for residents. In addition, real estate industry data suggests that property values are often higher on Streets lined with attractive, well-maintained street trees and landscape.

In Midtown, the quality and character of vegetation varies from street to street (see Figure 10.11). Long, continuous sections of Streets exist with scattered, poor condition trees or no trees. Conversely, there are scattered blocks with consistently spaced, healthy, mature trees. Opportunity exists for a coordinated street tree improvement program to improve overall quality, condition and consistency.

## Recommendations

This plan stresses the need for extensive new tree plantings with species that are appropriate for each particular street and land use. For example, high branching, vase-shaped varieties are recommended for commercial Streets where views to first floor shops and associated signage is desired by merchants. Wide branching, larger shade trees are recommended for residential Streets. All new trees should be tolerant of urban conditions and be compatible with existing trees that will remain. Finally, the use of a single species is discouraged to avoid monoculture conditions that may result in mass die-off from a single disease or event. Selection of tree species should be done on a per street basis, continuing the predominant species on each street. On Streets where there is no predominant species, tree selection should compliment the size, shape and culture of existing trees.

| <b>City of St. Louis Forestry Division Recommended Street Trees</b> |                 |                   |                |
|---|-----------------|-------------------|----------------|
| Black Alder   | Bald Cypress    | Littleleaf Linden | Pin Oak        |
| American Hornbeam   | Dawn Redwood    | London Planetree  | Shingle Oak    |
| Green Ash   | Hybrid Elm      | Amur Maple        | Swampwhite Oak |
| White Ash   | Gingko          | Hedge Maple       | Pagodatree     |
| Blackgum  | Goldenrain Tree | Freeman Maple     | Callery Pear   |
| River Birch   | Hackberry       | Paperbark Maple   | Eastern Redbud |
| Kwanzan Cherry  | Honeylocust     | Red Maple         | Serviceberry   |
| Crabapple   | American Linden | English Oak       | Tuliptree      |
|   |                 |                   | Zelkova        |

| <b>Trees with a Minimal Spread</b> | <b>Trees with Showy Flowers</b> | <b>Trees for Under Utility Wires</b> | <b>Trees for Tree Boxes</b>       |                   |
|------------------------------------|---------------------------------|--------------------------------------|-----------------------------------|-------------------|
| English Oak                        | Crabapples                      | Serviceberry                         | English Oak                       | Greenspire        |
| Armstrong Freeman Maple            | Pears                           | Redbud                               | Armstrong Freeman Maple           | Littleleaf Linden |
| Columnar Red Maple                 | Serviceberry                    | Crabapples                           |                                   | Honeylocust       |
| Prairiefire & Sugar Tyme Crabapple | Eastern Redbud                  | American Hornbeam                    | Prairiefire Crabapple             | Hedge Maple       |
| Amer Maple                         | Goldenrain Tree                 | Hedge Maple                          | Gingko                            | Zelkova           |
| Serviceberry                       | Tulip Tree                      | Amur Maple                           | Cleveland Select & Redspire Pears |                   |
| American Hornbeam                  |                                 |                                      | Goldenrain Tree                   |                   |



*Restore architectural details, window and doors*



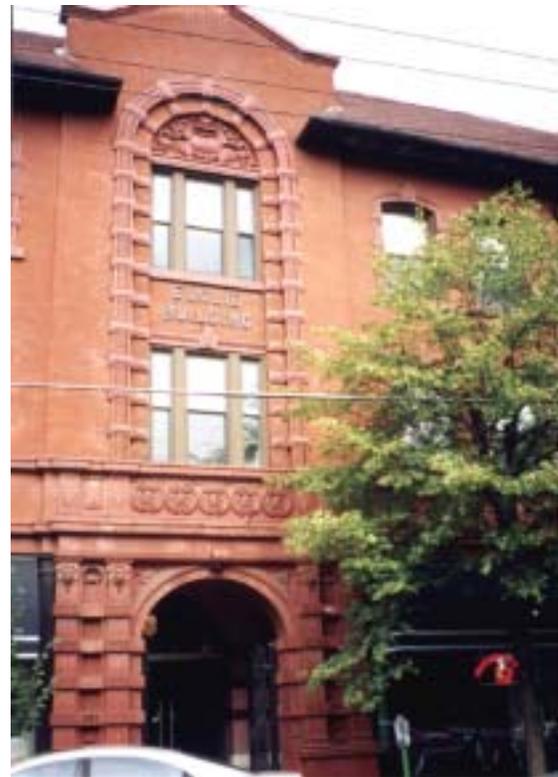
*Add planters to improve appearance*



*Continue horizontal features and window styles*



*Provide attractive signage*



*Preserve historic buildings*

Figure 10.12 Facade Improvement Examples

## Recommendations: Facade Improvement Guidelines

There are many architecturally significant buildings within the Midtown area that are character-defining features to the neighborhood in which they are located. This character should be preserved and built upon to reestablish the vitality and function of a healthy neighborhood (see Figure 10.12). A positive physical appearance of a building, or collection of buildings is a welcoming trait that increases the liveliness of a street. The following guidelines are intended to enhance and improve the existing historic character, while serving as prototypical facade treatments for new development and infill buildings. Historic districts, such as the Central West End Historic District, also provide guidelines with respect to building heights, materials, window size and spacing (<http://stlouis.missouri.org/citygov/planning/heritage/cwestandards.html>).

Windows and doors are the most inviting features of a building, and special consideration should be made to restore the openness of the first floor storefronts. Existing windows and doors should be exposed and free of obstructions. New windows and doors should reflect the original style and maintain the size and shape of the openings. New construction should be designed to continue the prevailing size, shape, and placement of window and door openings.

Distinguishing facade details should not be covered up by signage, building additions, or false facades. Architectural detail should be repaired, replaced and maintained. The design of new buildings can add to the Streets character by reflecting or repeating facade details of existing historic buildings. Similar materials should also be used to achieve a uniform identity. Horizontal lines created by windows, doors, cornice details, and roof lines continued in new buildings creates consistent rhythm throughout the block.

Building signage that is both functional and attractive can become an integral part of the facade appearance. Signs should be integrated with facade elements, not covering up architectural detail. Appropriate locations for building signage are: between the first and second floor windows, on the awnings, or painted directly onto storefront windows. Other alternatives could be attractive sidewalk panels or kiosks where the sidewalk width allows, or projecting / hanging signs that are not too obtrusive or obstruct any views.



Figure 10.13 Gateway Location Map



Existing Neighborhood Marker



Existing Wayfinding



Existing Gateway



Opportunity for Bridge Gateway



Expressway Bridge Example



Existing Gateway

## Recommendations: Gateways

The purpose of gateways and neighborhood / district markers is to identify an area, announce the entrance into a specific region or district, and to create a sense of place. Gateways can be either a three dimensional object such as a sign, collection of buildings, and sculpture, or it can be a distinct feeling or character of a specific location. It is important to create urban gateways to distinguish one district from the next, allowing a person to know where they are. Gateways also celebrate the unique character or significance of a particular neighborhood or district within the larger city. For Midtown, four types of gateways are recommended: Midtown gateway, neighborhood markers, intersection transitions, and coordinated expressway bridge gateways (see Figure 10.13).

**Midtown Gateways** are regional identifiers that serve as a welcoming feature.

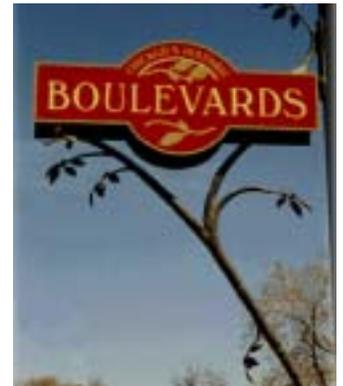
**Neighborhood Markers** are pedestrian scale features that reflect the individual character of a neighborhood, property, or small district.

**Intersection Transitions** help to attractively blend together different streetscape characters or different types of elements, and can be utilized to enhance the intersection or add wayfinding methods. Decorative street signs incorporated into a column, wall, planter or sculptural piece is one such type of intersection transition.

**Coordinated Expressway Bridge Gateways** serve as both a Midtown identity marker and as a wayfinding method for vehicles traveling on the I-40/64 expressway.



*Gateway Example*



*Neighborhood Marker Example*



*Intersection Wayfinding Example*



1. *Serpentine Fence in St. Louis*



2. *Mosaic Bench at Chicago's Navy Pier*



3. *Sculpture at Chicago's Pier Walk, an annual exhibit*

#### Examples of Public Art Features:

- Creative means of screening parking lots or other undesirable views (1)
- Functional Public Art such as a decorative, abstract bench (2)
- Large sculptures or sculpture gardens, possibly highlighting local artists or district themes (3)
- Decorative elements or signs placed along pedestrian corridors (4)



4. *Streetscape Art in Louisville*

## Recommendations: Public Art

Public art has the power to enhance a community in several ways. When displayed in prominent locations it can serve as a place-making tool. Art can also serve as an educational tool, in which a narrative of history, society, and culture of a community is revealed. In addition, public art programs help foster the growth of the art community as well as promoting the journey of artists to a larger regional and national level.

A strong public art policy enables a community to gain recognition for their commitment to the arts. Guidelines can establish the principals and goals for a community's public art, organize community outreach and education programs, and establish funding policies to ensure that resources for public art are available. Constructing a public art advisory board and designing a public art plan allow for criteria with which to choose commissions of new works of art, acquisitions of existing works of art, and reviews of loaned and donated works of art.

The Midtown planning area provides many opportunities to rejuvenate character and identity through public art and art-related features. The development of Euclid Market could incorporate public art, possibly major sculptural works that could serve as focal points at the north and western gateways to Midtown.

Gas Light Square and the old Gas Light District have the opportunity to demonstrate the historic significance of the area as well as celebrate the renewal of a livable community. The history and culture of the district could be revealed on attractive informational panels that line the sidewalks of the neighborhood and into the park. A culture walk incorporating artistic creations by local artists, students or community groups is an excellent way to involve the community. The park also offers a possible exhibition space for temporary, annual or even permanent sculptural pieces.

The Saint Louis University clock tower provides West Pine with a major eastern focal point, and offers the opportunity to mirror a focal point with public art at the western edge of Sarah St..

Forest Park Parkway could be developed as a linear public art corridor that reflects the character for Technopolis. Specialty sculpture in the landscaped medians and possibly at intersections could incorporate a common theme that relates to technology, education, and local industries in the Midtown area. Special lighting effects, computerization, and other high-tech techniques would further enhance the unique character of this art corridor. Also, the roads that bridge over Interstate 64/40 could incorporate artwork that is also used for wayfinding, identifying Midtown.

Two local arts organizations are currently active in Midtown area, the Central West End Association and Alderman Roddy's Arts Committee for the 17<sup>th</sup> Ward. Regional art organizations include the Arts in Transit program sponsored by the Bi-State Development Agency, Art St. Louis, Missouri Arts Council, St. Louis Arts and Education Council and St. Louis Regional Arts Commission. These organizations provide funding opportunities for public art within Midtown.

There are many other arts funding organizations in St. Louis. The Missouri Arts Council, St. Louis Arts & Education Council and the St. Louis Regional Arts Commission all provide a range of grant money for organizations with a commitment to art. Programs, such as the Henry L. and Natalie E. Freund Fellowship, bring



Streetscape Features:

- Ornamental Street Lights
- Street Trees
- Public Art
- Small Planters
- Facade Improvements

Figure 10.14 W.O.W. Neighborhood Plan



Plan

Streetscape Features:

- Ornamental Street Lights with Colorful Banners
- Decorative Paving
- Special Plaza areas with seating
- Public Art
- Planters
- Parking Lot Landscape Screening



Character Sketch

Figure 10.15 Euclid Market

nationally known artists to the area to exhibit and teach. Fine Arts programs at Webster, Washington and Saint Louis University can provide opportunities for student art, as well. Also, art leasing and purchasing programs are available through Art St. Louis. Finally, public/private partnerships serve as a way to fund public art and encourage interaction between governments, residents, and businesses.

The People Project is an example of this relationship in which sponsors adopted pieces of public art for \$5,000, of which fifteen hundred dollars went to the artist and the remaining towards production, transportation, installation and maintenance. Also, Bi-State Development Agency sponsors the Arts in Transit (AIT) program which strives to create “community partnerships and community-oriented transit environments...through a place making approach that integrates public art and urban design with community and economic development initiatives.”

When purchasing art, it is important to remember that the price reflects a variety of factors. Artists’ fees, materials, fabrication costs, installation, and travel are a few of these factors. By understanding these issues, you can lower the purchase cost by choosing a local artist over someone from out-of-state, or hiring a higher risk artist who may be younger and have less experience. By obtaining art on loan, costs are lowered to only shipping and installation.

## **Focus Area Plans**

### **W.O.W. and North Corridor**

For a number of years, Delmar Blvd. has been considered a barrier between the Central West End neighborhood and its neighbors to the north. As mentioned in previous chapters, this plan places high-level importance on bridging this barrier by strengthening the northern edge of Midtown. Importance was also placed on attracting families to the area and providing home ownership opportunities. The amenities envisioned for this area support this overriding goal. The reopening of Field School and the transformation of its grounds into a new "school park" is the highlight of the proposed amenities for North Corridor. The removal of one block of Olive St. between Taylor Ave. and Newstead Ave. allows the creation of a 5.2 acre neighborhood park that will anchor the neighborhood and provide the amenities needed to attract and retain the home-owning families that are desired.

Another major element of note is the narrowing of Delmar Blvd. at Taylor Ave. This intersection is slated for major new development as part of Delmar Bend and would include a traffic circle with a large, central marker such as a fountain or sculpture in the center. East of Taylor Ave., the street cross section will narrow to a residential scale with a wide, tree-lined parkway and ornamental lighting. This treatment will continue to Vandeventer Ave. where the street terminates at the new Cardinal Ritter High School. The section of Delmar Blvd. between Taylor Ave. and Kingshighway Blvd. would retain its commercial character with assorted streetscape improvements.



*Character Sketch*

Figure 10.16 Gaslight Square

Streetscape Features:

- Ornamental Street Lights
- Street Trees
- Small Planters
- Facade Improvements
- Public Art / Historical Markers

*Plan*



Streetscape Features:

- Continue Ornamental Street Lights from North Euclid
- Street Trees
- Small Planters and Hanging Baskets
- Parking Lot Landscape Screening



*Character Sketch*

Figure 10.17 Euclid streetscape



*North Euclid Light Standard*

## **Euclid Market**

The creation of a new market on the southeast corner of Euclid Ave. and Delmar Blvd. will result in a new focal point at this important intersection, forming a gateway from the north and a terminus to the thriving Euclid Ave. commercial district to the south.

## **Gaslight Square**

The historic but dilapidated Gaslight Square district, once the center of a thriving neighborhood, is the centerpiece of proposed amenities in this section of Midtown. The realignment of Boyle Ave. and Pendleton Ave. will create land for a new neighborhood park that could include a new playground as well as public art and interpretive information about the neighborhood's historic musical past. This realignment also creates three-way or "T" intersections that are ideal for neighborhood markers and public art. The new park could also include open space for small neighborhood gatherings. The park location is attractive because of the existing homes that face the park and provide "eyes on the park". When combined with existing churches on Boyle Ave. and Pendleton Ave. and proposed new developments, including the adaptive reuse of the remaining Gaslight Square structure, this area will once again attract and retain the desired mix residents to this neighborhood, including families. Figure 10.16 illustrates this concept.

## **Euclid Ave.**

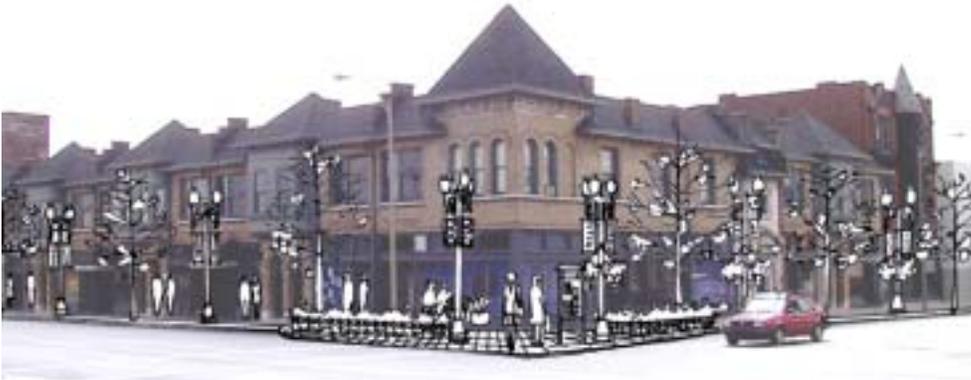
Euclid Ave. from Forest Park Ave. north to Washington Blvd. demonstrates a generally attractive and well-functioning streetscape. The recommendation for improvement consists of upgrading the site furnishings, replacing declining street trees in the south and central areas, repairing aging sidewalks where needed, and continuing the acorn light standard and decorative carriage walk from Washington Place north to Delmar Blvd., and from Lindell Blvd. south to Forest Park. New street trees should replace aging and stressed existing trees between West Pine Blvd. and Lindell Blvd., and infill trees added where needed between West Pine Blvd. and Forest Park Ave. Off-street parking lots along Euclid Ave. and adjacent side Streets should receive landscape screening treatments to include decorative metal fencing, medium and low-growing shrubs, flowering perennials and vines (see Figure 10.17). Business owners should be encouraged to place small planters, outdoor seating/dining, and decorative facade lighting and signage around entrances to attract pedestrian traffic and continue the pedestrian experience.



Plan

Streetscape Features:

- Ornamental Street Lights with Hanging Baskets or Banners
- Street Trees
- Planter Beds
- Decorative Paving at Intersections
- Special Wayfinding Signage



Character Sketch

Figure 10.18 West Pine Neighborhood streetscape



Plan

Streetscape Features:

- Ornamental Street Lights with Specialty Banners
- Street Trees
- Large Planter Beds
- Facade Improvements and Specialty Signage
- Public Art



Character Sketch

Figure 10.19 Technopolis streetscape along Forest Park Ave.

## **West Pine**

The area bounded by Sarah St., West Pine Blvd., Vandeventer Ave., and Laclede Ave. has the potential to become an invigorating and attractive neighborhood destination (see Figure 10.18). The area will capitalize upon the potential pedestrian traffic generated by mixed-use developments, SLU, and adjacent residential neighborhoods. West Pine builds upon the focal point of the SLU clock tower, and continues the pedestrian mall further west to Sarah St. The street will be lined with new street trees, a decorative carriage walk, planting beds, and new pedestrian scale street lights. Special embellishments for the light poles could be hanging flower baskets and or banners.

## **Technopolis / Forest Park Ave.**

As a major arterial through Midtown, and as a forecourt to Technopolis, the streetscape of Forest Park needs to stand out as a linear attraction. Large scale streetscape elements and special embellishments that accentuate the pedestrian and vehicular experience will play an important role in the character of this corridor (see Figure 10.19). The light standard used in the Medical Campus and Grand Center will be linked together along Forest Park. Large, colorful banners or decorative metal signs attached to light poles could line the entire corridor, and also serve as wayfinding by identifying the Medical Campus, Technopolis, and SLU. Special large decorative panels could potentially be placed on building facades lining Forest Park to further identify the area. The medians have the potential to become a special public art corridor, featuring large sculptural art with a technology/education theme, possibly utilizing fiber optics, and special lighting effects. The medians could further be enhanced with decorative patterns of floral and evergreen plantings. Sidewalk treatments could include a decorative carriage walk, large planter beds with decorative metal fencing, and new street trees where needed.

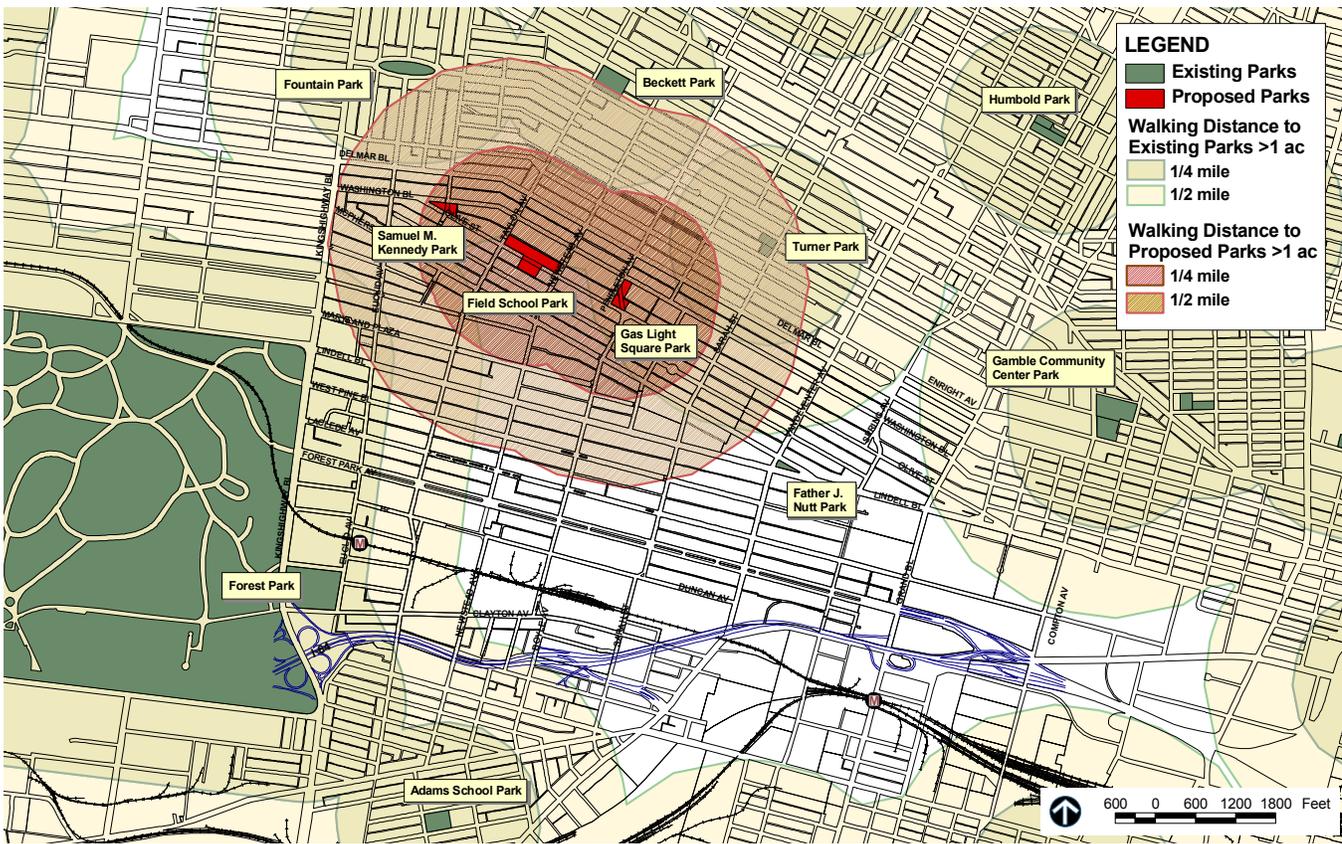


Figure 10.20 Future Parks and Open Space

Park Features:

- 5.2 Acres
- Athletic Fields
- Play Lot
- Improved Paths
- Screening / Buffering of Adjacent Residential Areas



Figure 10.21 Field School Park



Figure 10.22 Gaslight Square Park

Park Features:

- 1.47 Acres
- Public Art / Historic Markers
- Play Lots
- Open Space

# Parks, Recreation and Open Space

## Existing Conditions

Parks and open space are basic components to a successful community and play an important role in attracting and retaining home-owning families with children, a missing ingredient in much of the study area. In Midtown, this basic element is insufficient to serve community needs (see Figure 10.20). 1,293 acre Forest Park, which is immediately west of the study area, has long been relied upon to serve all of the community's open space and recreational needs, resulting in a significant shortage of small-scale, neighborhood parks that should typically be within a five minute, barrier-free walk for neighborhood residents (according to National Recreation and Park Association (NRPA) standards).

While the area is fortunate to be in close proximity to Forest Park and its wonderful array of regional and community-wide attractions, the park is not a viable neighborhood park to the majority of the community. This is due to several factors, including the size and shape of the Midtown area (linear east to west orientation) that results in long walking distances from most residents. Even for the closest residents, crossing heavily traveled roadways such as Kingshighway Blvd. and Lindell Blvd. makes walking to the park a difficult and sometimes dangerous proposition to families with children, the elderly and the rest of the walking community that a neighborhood park is supposed to serve.

The Consultant Team observed that City of St. Louis Parks, Recreation and Forestry Department budget constraints have limited the new park investments throughout the community - including Midtown. Expenditures have been devoted to operation, ongoing maintenance and some upgrades to existing parks. There are, however, opportunities to create new playgrounds and parks, particularly when associated with St. Louis Board of Education properties, if outdated playgrounds that are slated for renovation can be relocated to more suitable locations that best serve the community.

## Recommendations

The goal of this plan is to enhance the study area to meet current NRPA standards. Because Forest Park fills most of the community's needs for regional and community park amenities, this effort is focused on providing additional neighborhood parks. The plan recommends a number of locations where new parks, open spaces and recreational facilities could be created (see Figure 10.21). These new amenities are achieved in a number of ways, including:

- New "School Parks", including a new park at Eugene Field School and potential public use of parts of the new Cardinal Ritter High School campus
- New open space such as the proposed Gaslight Square Park created by relocating existing roadways
- Expansion of existing parks, such as Kennedy Park, through redevelopment efforts.
- Linear community "greenways" that are created through existing and proposed street closures, such as a portion of Walton Ave.
- Gateway plazas that are typically created at geometrically restrictive spaces near intersections, such as traffic circles, triangles and parking "bump-outs" that are typically ideal locations for public art due to their high visibility
- Indoor recreational facilities associated with new development projects.
- A community-wide bike path system, primarily on-street, that would connect to city-wide bike trails and those in Forest Park via West Pine Blvd.(see Figure 10.8).

In addition, proposed changes to Delmar Blvd., aimed to improve pedestrian quality, will also result in improved access to existing parks such as Fountain Park to the north. The rerouting of Delmar Blvd. to accommodate the new Cardinal Ritter High School will also improve pedestrian access to the open space on that campus.

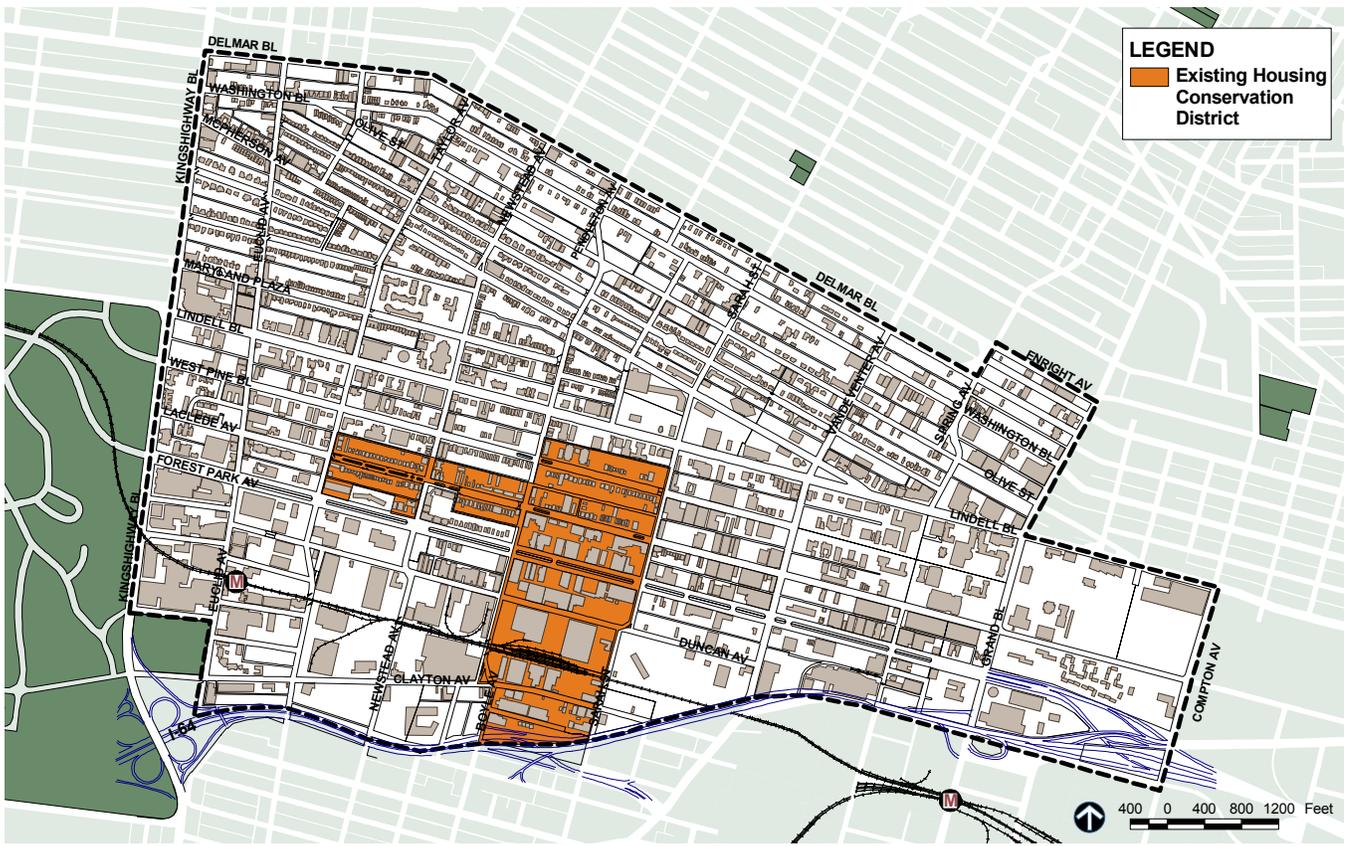


Figure 11.1 Housing Conservation Districts



## ***11. CITY SERVICES***

As seen from the analysis and topics covered in this report, there are many factors that influence the livability and success of Midtown. Equally apparent is the fact that maintaining the quality of life within the study area is the responsibility of all stakeholders. The City of St. Louis takes on a large role in this and every neighborhood within its boundaries. A component of their responsibility is the provision of basic services. Residents, business owners and other community stakeholders provided many comments regarding the delivery of city services in Midtown (see Addendum ). The following chapter addresses some of the issues that have surfaced regarding building inspections, garbage collection and police protection.

### **Building Inspections**

A frequently cited issue regarding the physical appearance of Midtown is the maintenance of private property. Residents expressed frustration by what they perceive as a lack of building maintenance and inconsistent building appearance standards. Complaints registered with the City of St. Louis are received by the Citizen Service Bureau and then passed to the City’s Building Division. Building Division employees inspect each complaint property for violations within 10 days.

If a citation is issued, the property owner has 30 days to make the necessary improvements. If improvements haven’t been made after this time the case is referred to the legal system. According to a Building Division representative, they receive 15-20 complaints per week regarding the maintenance and appearance of properties in Midtown.

A tool available to the assist neighborhoods with property maintenance issues is the “Housing Conservation District” designation. Although, nearly two-thirds of the City of St. Louis is in a Housing Conservation District (HCD), only a small portion of Midtown is (Figure 11.1). A HCD is established to preserve the quality of housing and protect citizens and neighborhoods from structural deterioration which threatens health, safety and welfare. Inspections are required when there is a sale of a residential building or when there is a change of tenant in a residential unit that is located within the HCD. Inspectors check for health and safety factors and issue a Certificate of Inspection to the tenant/owner if the property meets the ordinance requirements.

There are several possible actions that could be taken to improve the level of maintenance in the Midtown area:

- Increase the frequency of regular building inspections. Currently District Inspectors for the Building Division perform visual exterior property inspections on one-third of every ward every year.
- Expand the application of the Housing Conservation District designation to other

areas of Midtown. The process begins when an HCD is proposed by the Alderman in the ward or wards in which the HCD is located. The application is then sent to the Planning and Urban Design Agency which prepares a HCD Bill and a Statement of Feasibility. After a public hearing, passage of the HCD Bill by the Board of Alderman, and approval of the Mayor, the HCD is formally established. Given the relative age of the housing stock in Midtown, it is recommended that the HCD be expanded to include all residential areas outside of those affiliated with the universities. This will help protect the residents and property owners of Midtown from the negative effects of deferred and/or improper maintenance.

- Identify and secure housing rehabilitation assistance funding to encourage proactive building maintenance. Effective marketing of these resources and streamlined processing would also be important aspects of a successful program.

## Trash Collection

The City of St. Louis Street Department (Refuse Division) is responsible for garbage collection for residential properties. Commercial service is provided from two companies, Waste Management or Midwest Waste, and is contracted privately by the property owners. Midtown stakeholders identified garbage collection issues that were consistent with those identified by Refuse Division representatives. The primary concern is the cleanliness of alleys.

Most properties in St. Louis have garbage service from the adjoining alley, but some areas have street pickup. Each area of the City has a week per month when large items such as furniture, appliances, etc. will be picked up. Many residents do not follow this practice and place large items out throughout the month. Another issue has to do with “fly dumping”, or the random placement of trash and debris in alleys from people outside the study area. The City has trash task force of 10 police officers to address these types of issues.

As mentioned above, nonresidential properties privately contract for garbage collection services. Several public comments were made during the planning process about excess trash associated with the restaurants in the Midtown area. The private companies determine the frequency of collection for a given business based on need.

Several recommendations are proposed to improve garbage collection services:

- Increased coordination between the Refuse Division and neighborhood groups, block clubs, etc. regarding garbage collection policies and pickup schedules.
- Increased coordination between neighborhood groups, block clubs, etc. and the Trash Task Force to inform Midtown Stakeholders of what they should do in the event of illegal dumping.
- Encourage participation by business associations in the monitoring and resolution of garbage collection issues.

## Police Protection

The administration of the City of St. Louis Metropolitan Police Department is quite unique. The structure is similar only to that of Kansas City's Department, and dates back to the Civil War. The Governor of Missouri oversees a Board of Police Commissioners. The Board consists of five members, four of whom are appointed by the Governor, and the Mayor of the City of St. Louis. The budget and policies for the Department are established by the Board of Police Commissioners.

The current Chief of Police is Colonel Joseph Mokwa who oversees department operations. The current local head of operations for the Ninth Precinct, which is responsible for the Midtown study area, is Captain Tom Zipf. The Police Department also has a Planning and Development Division, headed by Officer Larry Pattison.

According to interviews with local officers, the demands of the job are increasingly challenging and resources have not kept pace. The entire force has decreased in number from 2,300 officers to approximately 1,400 current officers and recruitment is becoming more difficult as resources and benefits are viewed as being more plentiful outside of the City.

Local Ninth Precinct officers shared that their policing habits have changed. Today they estimate that in a typical hour on duty, an officer will spend close to 50 minutes answering radio calls and 10 minutes for neighborhood patrol, compared to spending 30 minutes on each years ago. Also, in the last ten years they estimate that the number of officers assigned to the study area has decreased by half, roughly from 125 officers 62-64 officers.

Nuisance crimes are considered the biggest problem in the study area. However, the area is also a leader for burglaries and robberies in the City, but incidents are purportedly down 50% from ten years ago. Officers report that robberies peak from 7pm to 2am, coinciding with when the bars let out and where lighting is poor. The paid security force, neighborhood groups and the police had an informal alert system and held monthly meetings to exchange information, but have not been meeting regularly for about a year.

The negative perception of crime in the area is considered one of the largest challenges to overcome. Media coverage is blamed for exacerbating the negative perception of the area, and it is felt that the City of St. Louis rates number one in the FBI overall crime report released in the second week of May only because of the concentrated area considered. Since the City is not part of St. Louis County, the statistics do not get diluted as they normally do in other metropolitan areas. It is believed that the ranking would be closer to the 17th position if the City and County crime statistics were combined.

Several recommendations are proposed for improving police protection and safety:

- Increase coordination between the private security force, the neighborhood groups and the police department and reinstate the monthly meetings.
- Allow zero tolerance for violent crime.
- Maintain properties and target neglected housing with code enforcement and police surveillance to discourage the proliferation of guns, drugs and prostitution.
- Increase the number of police patrolling on foot and on bicycle.
- Maintain working street lights and trim trees so that lighting is not blocked.
- Eliminate panhandling on the Streets.
- Increasing public awareness of the safety measures taken in the area in steps they can take to improve their own safety.
- Replace concrete barriers in the Streets with attractive gates. The barriers are viewed as a security hazard because they provide places to hide.
- Encourage more pedestrian traffic.
- Publish and disseminate information regarding crime hot spots to increase area awareness of current crime patterns.
- Utilize “Safe City”, the St. Louis Metropolitan Police Department’s on line mapping program, as a crime prevention tool.



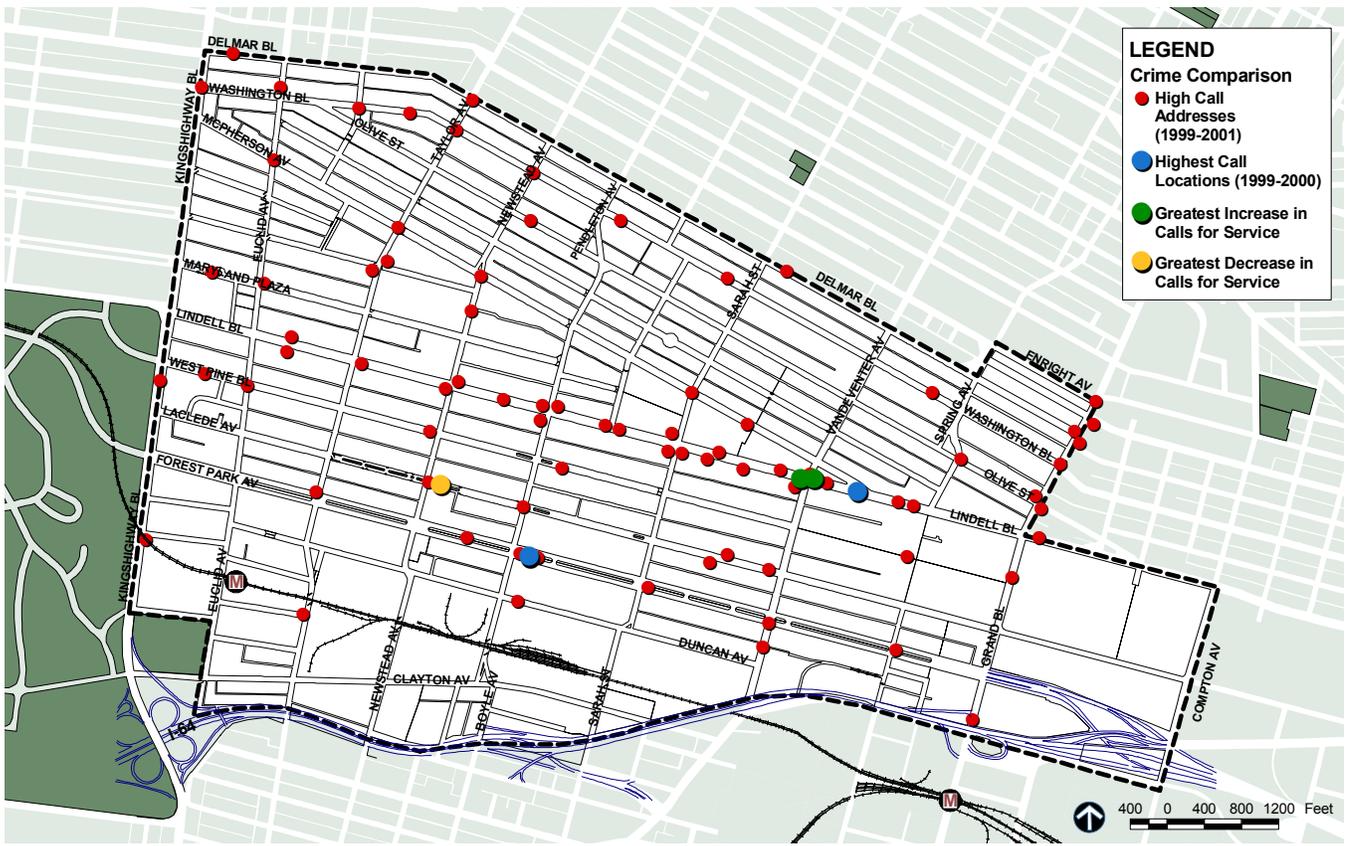


Figure 12.1 Security coverage map



## **12. SECURITY**

This chapter provides a review and analysis of the past and present crime statistics and security issues that have confronted the Midtown area and continues to impact the quality of life and redevelopment opportunities. The focus is to identify architecturally appropriate and financial feasible physical improvements as well as organizational approaches to add to the reduction in actual crime and increased perception of security in Midtown.

Information utilized in this review and analysis has been obtained from a variety of sources including community input, a survey of the areas Special Business Districts and major institutions and from independent resources. Data and information has also been obtained from the U.S. Census, the St. Louis Urban Planning and Design Agency, interviews with representatives of the study's area's, crime statistics from the St. Louis Police Department, and through the utilization of data obtained nationally from a leading marketing information resources company.

### **Assessment of Crime Data**

#### **Types of Crime and Hotspots**

In the course of our research, we have assessed the nature of crime and its impact on the area and have observed that the St. Louis Midtown Central Corridor suffers many of the same problems that are commonplace to many of U.S. cities and include public intoxication, aggressive pan handling, open drug dealing and abuse, gunfire, thefts from vehicles, and the fear accompanying these events. The specific elements we evaluated were the identification of types of crime, nuisance "hot spots" and a comparison of crime activity over the past 2-½ years. In this effort we evaluated data from the St. Louis Police Department. This data lists the locations, by street address, of high numbers of calls for police service.

The number of locations with numbers of calls for service has slightly increased over the recent 2-½ years. Specifically, the data available from the City of St. Louis Police department indicates a 4.5% increase in calls from 1999 to 2001. The greatest increase occurred between 1999-2000, and the recent year shows only an 0.8% increase.

Mapping these high call addresses (See Figure 12.1) we observe that the calls for police service have been concentrated along both Lindell Blvd. and Grand Blvd. Along Lindell Blvd. the largest amount of complaints involve panhandling, public drinking and other quality of life complaints. Along the commercial Euclid corridor, crimes are more likely to involve purse snatching, strong arm or armed robberies. In the northern part of the study area, the types of crimes frequently include

prostitution or crimes related to narcotic sales. In the university and arts neighborhoods, the most common complaints are related to auto theft.

On the map we also differentiated the call information by address as follows:

- The highest number of calls for service,
- The greatest increase in calls for service,
- The greatest decrease in calls for service.

Notably the intersection of Lindell Blvd. and Vandervender is the location of the greatest increase in calls for service.

Based on data supplied by the city's police department, we looked at the quantity of crimes committed over the same six-month period (January – June) in 2000 and 2001. This demonstrates an overall increase in the quantity of crimes. The most significant increases occurred in theft against businesses. This type of crime showed significant increase during business hours.

#### MIDTOWN CENTRAL CORRIDOR REPORTED CRIME

|                             | Jan- June 2001 | Jan – June 2000 | Change        |
|-----------------------------|----------------|-----------------|---------------|
| Total Homicide              | 1              | 1               | 0.00%         |
| Homicide                    | 1              | 1               | 0.00%         |
| Non-Negligent Homicide      | 0              | 0               | 0.00%         |
| Negligent Manslaughter      |                | 1               | -100.00%      |
| Total Rape                  | 0              | 1               | -100.00%      |
| Total Robbery               | 83             | 84              | -2.75%        |
| Highways                    | 64             | 71              | -6.45%        |
| Business                    | 14             | 8               | 60.00%        |
| Miscellaneous               | 7              | 8               | -16.60%       |
| Weapon                      | 60             | 46              | 36.84%        |
| No Weapon                   | 23             | 38              | 45.70%        |
| Total Aggravated Assault    | 54             | 66              | 16.00%        |
| Gun                         | 18             | 21              | -5.60%        |
| Knife                       | 13             | 15              | -7.70%        |
| Other                       | 20             | 28              | -29.20%       |
| Hand                        | 3              | 2               | 33.00%        |
| Simple Assault              | 155            | 154             | 1.00%         |
| Total Burglary              | 145            | 170             | -17.00%       |
| Residential                 | 75             | 80              | -17.00%       |
| Business                    | 45             | 39              | 13.00%        |
| Other                       | 25             | 51              | -49.02%       |
| Total Larceny               | 1281           | 1224            | 5.00%         |
| Total Vehicle Theft         | 247            | 243             | 2.00%         |
| Total Arson                 | 6              | 6               | 0.00%         |
| <b>Total Property Crime</b> | <b>1680</b>    | <b>1643</b>     | <b>2.00%</b>  |
| <b>Total Crime</b>          | <b>1819</b>    | <b>1608</b>     | <b>12.00%</b> |

Data from City of St. Louis Police Department as Neighborhood 38 Central WestEnd

## Security Programs

In addition to the local police department there are currently seven organizations providing security services within the district. These institutions and community-based organizations spend an estimated \$2 million for security patrols and we anticipate that this amount will continue to increase by approximate 20% in 2002. Government and non-profit agencies carry out anti-crime and security initiatives and these organizations include the Neighborhood Stabilization Team (NST), the St. Louis Metropolitan Police Department and Operation Safe St..

Our research included a survey (See Addendum) of the major security providers in the area. We looked at service boundaries, types of security and anti-crime services provided, collaboration between organizations providing security, and the cost of these services to the community. Generally, we found the private institutions have the largest budgets for security. Their activities are concentrated on patrols and guard services (to parking lots and buildings). The Special Business Districts also concentrate funding on patrols, but also work to coordinate activity with the St. Louis police and other community organizations. The Community Organizations are not funded for security. The primary work of these organizations is public awareness and crime prevention.

Institutional organizations within the study area include both Washington University Medical Center and St. Louis University. Both organizations provide private security within their areas of activity. The accompanying security survey shows that these organizations have the largest annual expenditures for security services. Because of the nature of their activities, the major concern of these organizations is auto theft, robbery (in the campus buildings) and nuisance crimes (pan handling, etc.).

The Special Business Districts were established under State of Missouri law primarily to assist commercial districts with a variety of improvements. Neighborhood organizations have also leveraged this legislation in order to provide additional, directed security services to their community. Within the study area, there are four special business district organizations: Central West End North, Cathedral Square, Central West End South, and Central West End Southeast. The current year annual budget for these organizations was almost \$350,000, of which \$263,000 was dedicated to providing security patrols. In addition these organizations coordinate open, monthly meetings between the police department and the community and distribute a newsletter responding to current and important security issues, and monitor crime activity within their districts. The Central West End Association leads the Neighborhood Organizations and works to coordinate and create collaborative opportunities between the Special Business Districts, other community organizations, residents, and businesses. They also act as a liaison to the city government.

The St. Louis Five Year Consolidated Plan Strategy listed many anti-crime and security initiatives. The primary organizations acting within the study area include the *Neighborhood Stabilization Team*. This citywide organization works to coordinate activities among City departments, police, and residents.

In spite of the fact that security budgets are increasing and greater resources are being directed to crime prevention, the rate of crime appears to have the propensity of increasing. This suggests that Midtown stakeholders should embrace a new, coordinated organizational and deployment approach to addressing security.

### Perception of Crime

The kind of security that matters to people is individual and subjective and may differ from the security measured by crime statistics. While there is some relationship between the perception of crime and criminal activity, the most common risks and fears are heightened by signs of criminal activity that are present in their environments. The actual fear of crime is often triggered by graffiti, broken street lights and abandoned cars than by real risk of criminal attack.

Brookings Institute reported that studies show there is a clear connection between urban crime rates and flight of households and businesses to suburbs. A city nets a loss of one resident for every additional crime created within it. Attitudinal surveys have regularly ranked public safety as a leading concern in the selection of residential locations. When New Yorkers were asked to name the most important reason for moving out of the city, the most frequent answer was crime and lack of safety (47.2%). All other reasons, including the cost of living (9.3%) lagged far behind.

The perception of security is also differently experienced by community residents than the perception attributed to the community by outsiders (for example at Washington University Medical Center).

### Crime Trends Analysis

Without significant redevelopment and systemic change in the midtown area, it appears that crime and the perception of safety will continue to adversely impact the area. This assumption is supported by this crime trend analysis.

The trend analysis data in this report comes from the CAP Crime Database. This database is used to accurately assess vulnerability to crimes against persons and property. It is based on a model that scores an area for probability of crime occurrences. The CAP INDEX, INC. develops information for the database by correlating demographic data, survey information and other data with known

| CAP Crime Score                   | 2000 Score | 2005 Projected Score |
|-----------------------------------|------------|----------------------|
| Crimes Against Persons & Property | 149        | 134                  |
| Crimes against persons            | 134        | 129                  |
| Homicide                          | 118        | 123                  |
| Rape                              | 168        | 167                  |
| Robbery                           | 287        | 289                  |
| Aggravated Assault                | 62         | 53                   |
| Crimes against property           | 151        | 135                  |
| Burglary                          | 85         | 78                   |
| Larceny                           | 183        | 164                  |
| Motor Vehicle Theft               | 88         | 79                   |

indicators of crime such as police reports, victim reports, self-reports, and loss reports. Each crime probability is measured as an index, with 100 equal to the national average, so that any score over 100 is above average compared to the nation as a whole. The

database includes indices for perpetrators of major crimes such as homicide, rape, robbery, aggravated assault, burglary, larceny and auto theft. Indices are produced with models similar to those used in economic forecasting. The data has been validated against police reports and business losses due to criminal activity.

Using data supplied from Claritas we can assume the following trends for the Midtown Central Corridor. Compared to national trends, St. Louis will experience a modest decrease in crime in the next five years. Importantly, the data demonstrates only an increased score in Crimes against Persons.

## **Recommendations**

### **Organizational Collaboration**

Consequently we are suggesting within the context of organizational collaboration that a new umbrella organization focus on security as a primary activity in short and long range terms. For the next three years (short range) a committee (Taskforce) would focus on improving the coordination of the private security activities and public safety efforts and to improve communication, advance public safety strategies and leverage the various security activities. The strategic planning efforts of the umbrella organization should explore systemic changes to security prevention and force deployment with the goal being to establish a single entity that would coordinate security efforts and crime prevention including contracting for private and/or public security services.

The Downtown Partnership provides an interesting security force deployment model, which has been studied by the Central West End Association for implementation in Midtown. This program operates with an annual budget of \$681,000 and impacts the 100,000 persons employed in the central business district and the 8,000 residents. It is estimated that over \$2 million dollars is allocated annually for security activities in Midtown by the major institutional stakeholders and special business district and community organizations. If these dollars were pooled and the Downtown Partnership model implemented, greater efficiencies in deployment and prevention would in all likelihood be achieved.

### **Community Policing**

The Midtown area has advanced in creating opportunities for community collaboration in security issues. Although, organizational boundaries create limitations and redundancies, strategies for community policing and security activities are present. Community policing, as we view it, seeks to redefine the ends as well as the means of policing. The fundamental goal is to reduce crime. But community policing also includes preventing crime, reducing fear of crime and providing courteous, responsive services to residents and businesses.

Community policing strategies include foot patrol, team policing, and administrative decentralization to store fronts. Community policing strategies work to prevent crime and create positive perceptions of security simultaneously.

### **Use of Technology**

Emerging opportunities exist to use technology to pro-actively address crime and crime prevention. Products and programs are currently available to provide a variety of different services.

- Reverse 911- calls are made back to community and community institutions on urgent crime issues and trends.
- Cell Phones- the common use of cell phones and their current and potential links to police and security services is a great benefit to community awareness and involvement in crime prevention
- GIS Mapping of crime trends and web-based distribution of data
- Web-Based communication of urgent and on-going crime activity, crime trends, and crime prevention strategies.

### **Crime Prevention Through Environmental Design**

The Crime Prevention Through Environmental Design (CPTED) program promotes an approach that emphasizes reducing fear of and the incidence of crime through thoughtful design of the built environment and land use. In CPTED, design takes in the physical, social, management and policing aspects of places. There are three closely related core concepts in the CPTED approach: access control, surveillance and definition of territory<sup>1</sup>. Access control uses explicit and spatial means to keep would be offenders out of an area. Surveillance uses means to create the perception that places are closely observed thereby increasing the risk to criminals that their activities will be seen and stopped. Territoriality uses the physical definition of space to create the perception that use of the space is controlled and to give community members an effective sense of proprietorship over the space.

Each of the catalytic projects is designed to conform to these principles. For example, in Delmar Bend buildings are brought to the street to increase the opportunity for observation of street activity and definition of public and private realms. Parking is put in secure lots in the rear of buildings. In Kennedy Park, the park is opened to the street and surrounding houses to increase community surveillance and proprietorship of the site. The park also creates a neighborhood center to increase interaction and awareness of neighbors. Euclid Market takes an empty lot and occupies it with active users and proprietors. Care will need to be taken to secure the site when it is not in use without creating a "no mans land" in the area between Delmar Bend and the retail node at Kingshighway Blvd. The street lighting standards and streetscape designs here, and throughout the study area, are intended to increase the visibility of pedestrians as well as create an attractive environment. Overall, the strategy for W.O.W. uses repopulation of the area to increase the presence of residents who will be stewards of this neighborhood that forms the northern boundary of Midtown.

<sup>1</sup> Crime Prevention Through Environmental Design. Timothy D. Crowe. 2000. National Crime Prevention Institute, Louisville, KY.



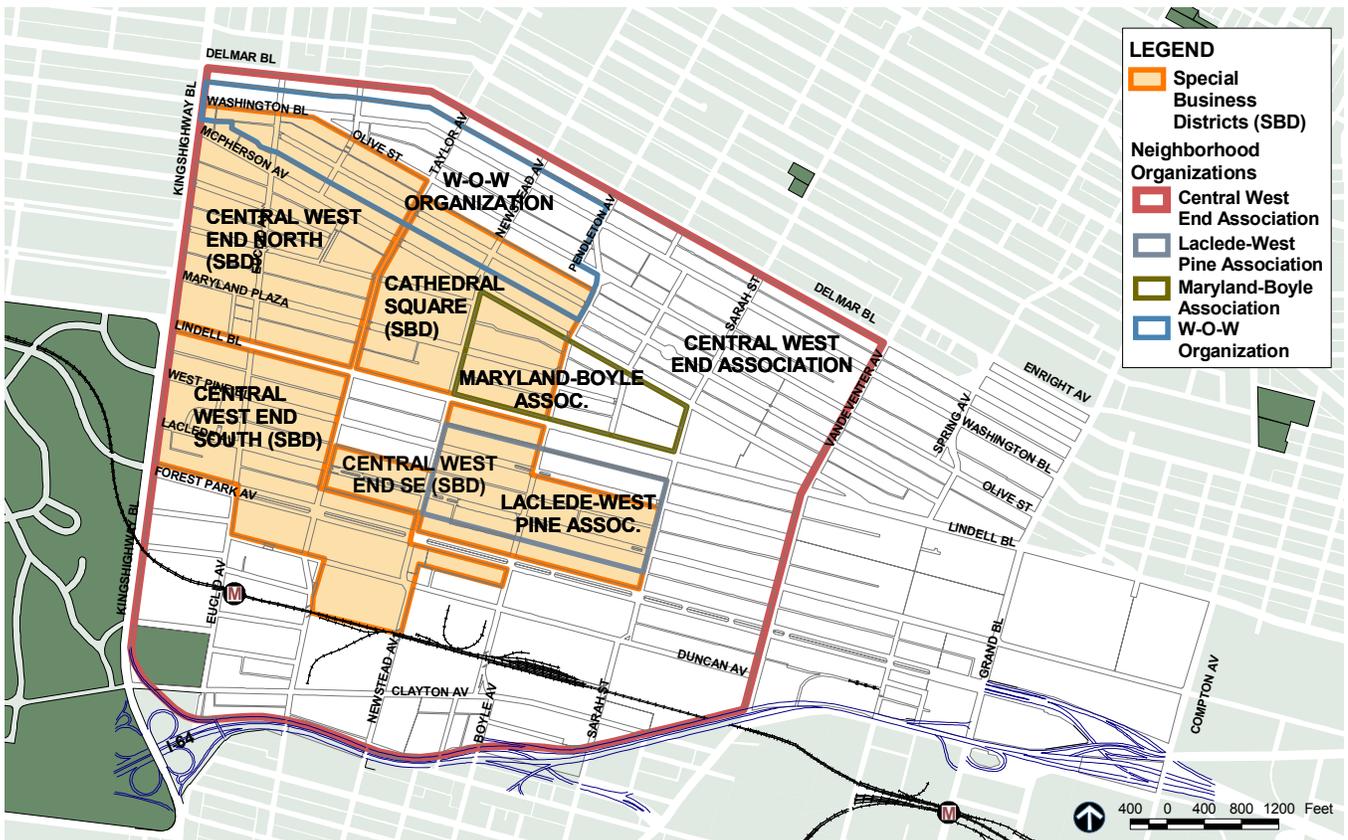


Figure 13.1 Neighborhood Organizations and Special Business Districts (SBD)

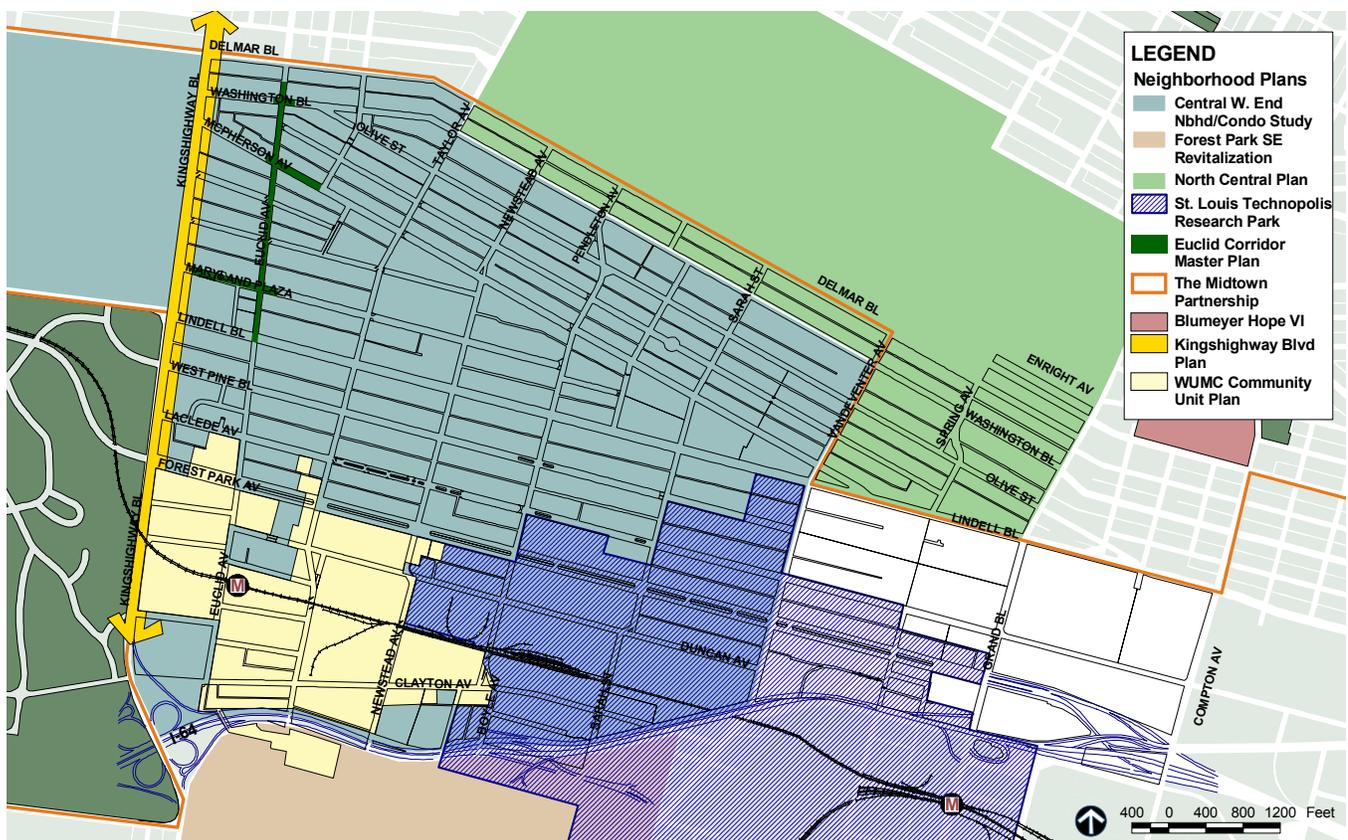


Figure 13.2 Neighborhood Plans



# *13. COMMUNITY ORGANIZATION*

## **Organizational Structure**

A broad goal of the Midtown Strategic Development Plan is to create efficiencies among multiple neighborhood improvement efforts through coordination and creativity. The Plan includes recommendations for its implementation and its success will require dedicated leadership and a disciplined application of the action steps. The capacity to achieve these objectives will be conditioned upon the availability of an empowered group, its capacity to implement and the extent of commitment from a broad array of dedicated stakeholders and their organizations.

The planning approach used to address these challenges and opportunities integrated stakeholder input through steering committee meetings, one-on-one interviews and public workshops and presentations. This input has provided the planning team with insights as to the balance that needs to be maintained between supporting the initiatives of the existing constituted stakeholder organizations and in establishing a parallel effort focused on common district-wide concerns. Additionally this engagement included a variety of tasks designed to result in a redevelopment strategy that incorporates various land uses and infrastructure recommendations with real estate market and financial implementation tools. The successful implementation assumes that the Steering Committee can “hand off” the plan to a mentoring organization that will coordinate its execution within certain timelines while preserving a commitment to predictable outcomes.

In a planning and development context, it is important to recognize the achievements that have been accomplished in the Midtown area and the diversity of the existing organizations and the resources that these organizations and their stakeholders have committed to the area. To a great degree the broad mix of land uses and historical development patterns drive this organizational diversity. Based on our research and interviews, it appears that the goals of each of the existing organizations were primary driven by their individual needs and geographies and, therefore, were tightly focused on either a residential, institutional, educational, or cultural pursuit. Growth has occurred in all these areas bringing physical edges closer and increasing the need and demand for complementary uses that include more residential, cultural and retail offerings. It is also widely recognized that this residential, cultural and retail growth is driven by larger targeted audiences that are attracted to the area by existing as well by the promise of jobs, educational and research offerings, cultural and entertainment venues. The combination of this broad a spectrum of uses contributes to a quality of life that benefits all stakeholders’ interests

Although the existing organizations have been historically driven their individual needs share a common vision - a better quality of life in the Midtown area - and

their missions have complementary objectives. There is general consensus that improved security; the areas physical redevelopment and right-of-way enhancements are all common goals. Each organization has dedicated significant resources towards these activities and their budgeted allocations generally are divided into security, landscaping and administrative costs categories.

The recognition of common goals while duplicating efforts suggests the potential of inefficiencies in the deployment of resources and diminishment of leveraging financial and political resources. The physical linkage of areas is a driving force behind the Midtown redevelopment strategy and as edges of nodes of influence, redevelopment areas and projects grow closer and link, the organizational lines should also blur and disappear.

Ultimately the seamless implementation of each aspect of the redevelopment strategy should improve the physical conditions and the quality of life within the Midtown area and therefore positively impact residents, employees and the major public, private and not-for-profit stakeholders. The area will consequently be better positioned to compete regionally for a larger share of the market for housing, jobs, and entertainment and retail dollars and nationally for research capital and accompanying jobs and facility investment.

It can be argued that the greatest potential for new jobs and a critical mass of redevelopment within the Midtown area can be accomplished by focusing on clustering new research facilities within the Technopolis portion of the project area and a new emerging business leadership council is focusing on this opportunity. The recruiting and development strategy that emerges from this initiative must be sensitive to the competitive nature of the market and the importance of quality of life dynamics that influence the attraction of a quality work force that sustains the development and commercialization of the research.

The St. Louis Regional Chamber & Growth Association (RCGA) has identified five industry clusters, including plant and life sciences that they believe are appropriate for the region and that will contribute to the creation of wealth and support the growth and expansion of virtually every sector of the region's economy. Midtown stakeholders should collaborate with the RCGA in establishing a strategy for clustering activities within the Midtown district and leverage the quality of life characteristics that research and technology sponsors seek when selecting locations.

In this effort it will be important to analyze the quality of life drivers and efforts of competitive areas (Austin, Boston, Ann Arbor, etc) and regions (Research Triangle, North Carolina, Life Science Corridor, Michigan, etc.) and to develop a recruiting program that includes support with facilities, venture capital availability and workforce development. This strategy should have a clear vision, realistic goals and dedicated resources sufficient to achieve agreed upon objectives.

The Organization Chapter has three primary elements:

- Inventory of existing organizations
- A map depicting geographic boundaries
- Recommendations for creating a comprehensive Midtown organization

## **ORGANIZATIONAL INVENTORY**

The area has a wealth of organizational activity that covers a very broad spectrum of interests from major cultural, educational, research and health care institutions to substantial neighborhood based groups and local block units and condominium associations. Since kicking off the initiative two new organizations have emerged and both focused and specific targeted area and activities. The Central West End-Midtown Community Development Corporation (covering the 17<sup>th</sup> Ward north of I-64/40) is charged with area enhancement and stimulating development, and a the second emerging civic group, a high tech industry taskforce, will focus on promoting the high-tech industrial base particularly in the areas of medical and life sciences. Typically, the focus of each organization is to support its primary agenda and advance existing programs.

### **Institutional:**

**Grand Center Inc.** - This organization has the ambitious goal of facilitating the revitalization of the Grand Center Neighborhood. Neighborhood activity is concentrated on North Grand Blvd. Neighborhood boundaries are on the south by St. Louis University, Broadway on the East, Forest Park on the west, continues North of Enright to St. Alphonsus “Rock” Church.

**Washington University Medical Center** - Providing healthcare and medical education, and committed to medical research for over 109 years, Washington University Medical Center is located within a 12-city block area at the eastern edge of Forest Park and is bounded on the west by Kingshighway Blvd. Total employment exceeds 6,559 not including the affiliated private practice faculty of more than 1,700.

**St. Louis University/SLU** – St. Louis University is a private Jesuit university with a student population of approximately 14,000-student body and a faculty of 1,800. Its campus comprises approximately 400 acres and is located in the southeast portion of the district and its borders include Lindell Blvd. (N), North Compton (E), Vandeventer Ave. (W) and the 164 corridors (S).

**The Center for Emerging Technologies** - This public-private-academic partnership is located in a 42,000 square foot facility at 4041 Forest Park and provides the infrastructure and support services to advanced technology companies in the St. Louis Region. University of Missouri and the Missouri Department of Economic Development financially underwrite its operations.

**Central West End-Midtown Community Development Corporation** – The charge of this organization is the enhancement of the environment and to stimulate development by addressing security, appearance, public art, capital improvements and quality of life issues. This is a 501(c) (3) organization and its primary source of revenue support is a three-year commitment Community Development Block Grant allocation of \$100,000 annually. Area boundaries generally follow the 17th Ward with I-64/40 on the south.

**Technology Taskforce** - A stakeholder group has emerged that is focusing on creating a high-tech industry base in the area bounded by Vandeventer Ave., I-64/40, Forest Park and Boyle Ave. and promoting the new Metrolink stop at Sarah St. south of Forest Park Blvd.

**Special Business Districts:**

The state of Missouri created subdivisions as special business districts. Their primary work is to provide and support security initiatives within the study area.

**CWE North SBD** - The centerlines of Lindell Blvd., North Taylor Ave., Olive St., Washington Ave., and North Kingshighway Blvd.

**Cathedral Square SBD**

North-Westminster Place (to alley on north)  
South-Center of Lindell Blvd.  
East-Center of Boyle Ave.  
West-Center of Taylor Ave.

**CWE South SBD**

North-Lindell Blvd.  
South- Forest Park Blvd.  
East-Taylor Ave.  
West-Kingshighway Blvd.

**CWE Southeast SBD**

North- Sarah St. runs west along West Pine Blvd. to Boyle Ave. Turning north along Boyle Ave. to the south side of Lindell Blvd. going west along Lindell Blvd. to Newstead Ave. to West Pine Blvd. turning west on West Pine Blvd. to Taylor Ave.  
South- Forest Park to Taylor Ave.  
East- Along Sarah St. from West Pine Blvd. to Forest Park  
West- Newstead Ave. from Lindell Blvd. to Forest Park, including the areas of Laclede Ave.

**Neighborhood Organizations:**

Neighborhood organizations are abundant within the study area. The organizations include:

**Central West End Association-** This is the organization, which has the strongest link to city government agencies. It works closely with other community organizations to represent the area to the city.

North- Delmar Blvd.  
South- Highway 40  
East- Vandeventer Ave.  
West- City Limits

**West Pine /Laclede Association** covers the area from Sarah St. to Newstead Ave. of Laclede Ave. and West Pine Blvd. This organization works in close association with the Central West End Association.

**Maryland-Boyle Association** covers the area of Lindell Blvd. to Paershing from Sarah St. to Newstead Ave. This organization is closely linked to the Central West End Association and the Cathedral Square SBD.

**W-O-W Organization** covers the area of Washington, Olive St., and Westminster Place from Kingshighway Blvd. to Pendleton Ave. It was organized as part of the implementation of a planning project for the Olive St.-Taylor Ave. triangle and sponsored by the Second Presbyterian Church.

## **BACKGROUND**

In 1998 the St Louis Community Development Agency and The Neighborhood Stabilization Team prepared a proposal to promote better coordination in the Midtown District. That report characterized the district as having complex development challenges and opportunities. Given the diversity of interests and organizations there is a strong need for coordinated leadership with a strong emphasis on promoting the existing reinvestment trends. The report proposed the creation of an advocacy group that could promote and coordinate development in the district. This new initiative was not intended to replace any existing organizations or usurp control and would be considered a coordinating council.

This proposed organization; the “Midtown Partnership” would be incorporated as a 501(c)(3) and would be patterned after the St. Louis Downtown Partnership. The Downtown Partnership supports businesses and residents in the Downtown and Downtown West neighborhoods and serves several functions including supporting downtown development, marketing downtown, organizing special events, and administering a Community Improvement District (CID) and a security patrol program. It is actually composed of four non-profit corporations with shared staff and a common Board of Directors.

This proposal and its recommendations were not implemented. The large number of neighborhood organizations involved, governance structure proposed and financial requirements are three primary challenges associated with the proposed organization approach.

Through the course of our stakeholder and public input process, the recurring theme relative to organizational issues was the preservation of the status quo. The common rationale supporting this position was that a new organization would result in a duplication of efforts and would dilute the resources and diminish services, particularly those associated with neighborhood security. Ironically, an unanticipated consequence of the existing environment with its multiple organizations results in the duplication of efforts that is feared with the creation of a new umbrella entity.

Although the numerous organizations working within the district are well organized and effective their view is “internal” to their defined areas and this results in a myopic perspective towards shared concerns. Additionally the district includes portions of four wards with the elected Alderman who are justifiably focused primarily on the needs of their individual wards and rely on aldermanic courtesy to impact adjacent areas. The challenge associated with this initiative is to implement a district-wide strategic plan with short, mid and long- range objectives and with an organizational capacity to address systemic issues.

The implementation of the Midtown Strategic Development Plan provides an opportunity to “link” the areas of development and organizational activity and will identify a series of priority issues that will need to be addressed and advanced.

These will be issues that are common to all stakeholder groups and will provide a common agenda. The organizational capacity to systematically address the challenges associated with accomplishing a common agenda is not currently vested in an existing organization.

## **RECOMMENDATIONS**

We are recommending the establishment of an umbrella organization empowered by the existing stakeholders groups to execute the implementation strategy. The timely creation of this umbrella organization is critical to its success and in maintaining the momentum that the planning initiative has created. We are recommending that the Steering Committee commence planning for a new approach to organizational support immediately following the rollout of the Midtown Strategic Plan. The first step in this planning process requires that the Steering Committee formally adopt these recommendations. An appropriate forum for this action could be a full day retreat that would provide adequate time to achieve consensus and establish a time schedule to achieve major “next steps”.

The major “next steps” in the process that the Steering Committee must address in these initiatives include the following:

- Identify additional partners to serve on the Advisory Board.
- Establish a common mission and vision and achievable goals
- Roll-out a proposed committee (Taskforce) structure and assignments
- Provide appropriate documentation of the structure and responsibilities.
- Secure financial commitments, staff and administrative support.
- Organize a community caucus to roll out the initiative and elect residential representatives.

### **Specific organizational recommendations include the following:**

**Structure:** Umbrella organization with a Board of Directors and small committee (Taskforce) structure not to exceed four committees (Taskforces).

**Governance:** This could be an ad hoc council or forum with an Advisory Board or a formal corporate governance structure with a profit or not-for-profit status and a Board of Directors.

**Term:** This organization would have an opened-end term and be initially driven by an 18-month strategic planning process and a three-year committee (Taskforce) structure.

**Participation:** The board will have one representative from each of the existing Steering Committee stakeholders group. Two area residents and/or business representatives will be elected from each of the sub areas (identified in the plan) through a community caucus. One representative will be appointed by each of the four aldermen for a total of four.

**Responsibilities:** The board will include delegating responsibilities to the committees (taskforces), monitoring results and mandating accountability.

**Committee Structure:** The board will establish four subcommittees (Taskforces) each focusing on a single common issues impacting all stakeholder and resident interests. Suggestions for the four committees are security, development, marketing and strategic planning.

- Security: This task would be to improve coordination of the private security activities and public safety efforts and to improve in communication, advance public safety strategies and in leverage the various security activities.
- Development: This task will focus on monitoring the short-range development opportunities and activities identified in the plan and will focus on maintaining a comprehensive list of on-going redevelopment initiatives and by monitoring time schedules and critical paths.
- Marketing/Image: This committee will monitor the activities and progress of the Security and Development Taskforces and will create a public relations outreach effort that shares positive information with the news media and general public.
- Strategic Planning: This committee should research existing organizational structures and associated costs and prepare recommendations for creating a single organization with broad representation and benchmarks designed to fulfill the expectations of each member group.

**Staff and Support:** An Executive Director should be hired or assigned to this initiative and will coordinate the activities of the Board and Committee Taskforces. That person will be provided with an office and the administrative support sufficient to maintain a focus on the primary job responsibilities.

**Community Caucus:** A community caucus should be held for the purpose of presenting the roll out of the umbrella organization and to elect residential representatives. This meeting should open with an overview of the plan and the explanation of the structure and charge of the organization. The audience will then break into groups organized by sub areas and each sub area will elect two residential representatives to represent that sub area on the Board. Those representatives must reside in their respective sub area.

**Mission/Vision/Goals:** Prior to the caucus, the Steering Committee should establish principles and parameters that should direct and guide this process. This will expedite the governance and implementation process and enable the umbrella organization to focus on the primary tasks, timetables and outcomes.

Based on our analysis and the feedback received from the stakeholders we are suggesting the following draft:

**Mission:** To enhance the redevelopment potential in the Midtown community by expediting the implementation of the Midtown Strategic Development Plan. This will be accomplished through increasing organizational capacity, establishing clear priorities and leveraging existing resources.

**Vision:** To create a vibrant, safe, accessible district that offers a high quality of life where people select to live, work, shop, dine and seek educational and cultural opportunities and spiritual enlightenment.

**Goals:** Improve the quality of life through physical development and community collaboration.

Stakeholders and member organizations should recognize that embarking on a redevelopment planning process requires a tolerance for taking risks and tenacity in achieving results. When a common set of goals is established and resources are aligned to sustain an efforts achieving predictable outcomes is probable. Further planning and development initiatives in the Midtown area should be driven by a principle of achieving predictable results that can include:

- A safer community
- The benefits of increased property values
- Higher percentage of home ownership
- Greater affordable rental housing opportunities
- Improvement in the availability of retail goods and services
- Greater job opportunities in life sciences, high tech and bioscience industries.



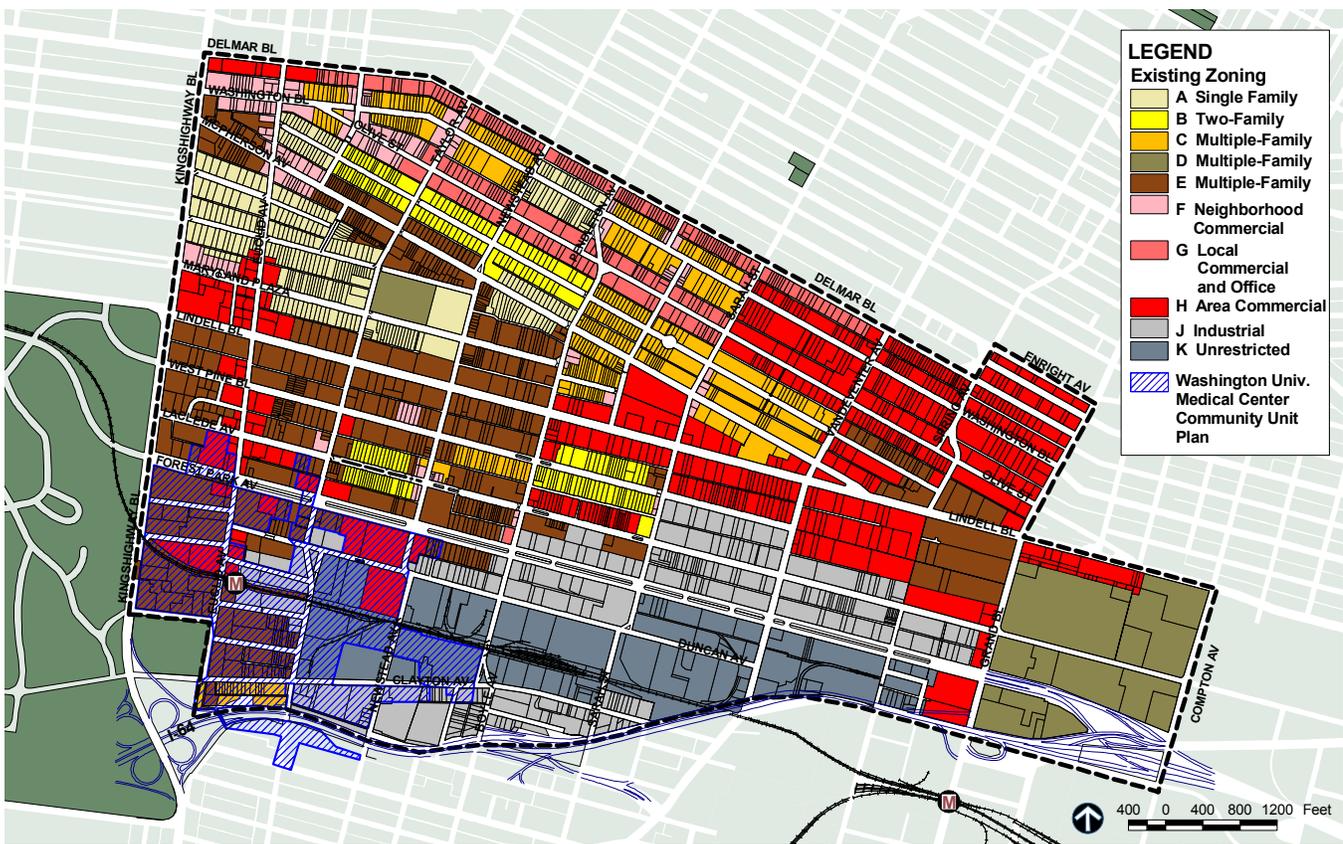


Figure 14.1 Existing Zoning

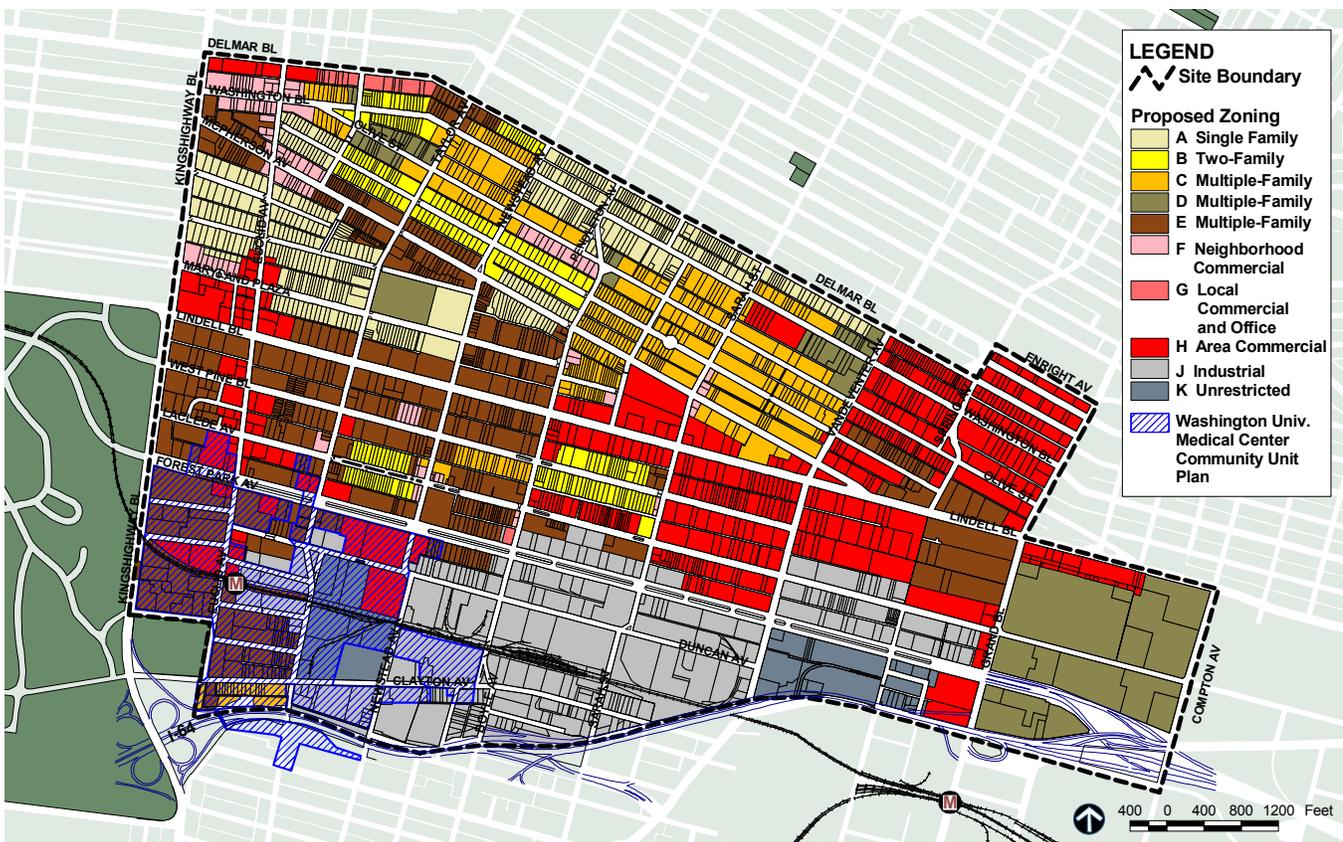


Figure 14.2 Proposed Zoning



# 14. ZONING REGULATIONS

Title 26 of the Revised Code of the City of St. Louis governs zoning within the City of St. Louis. The zoning code classifies residential development into five residential districts (“A” through “E”), five commercial districts (“F” through “I”), two industrial districts (“J” and “K”). The Zoning Ordinance also regulates the location and operation of bed and breakfast establishments through a separate district. Figure 14.4 at the end of this chapter summarizes the use and bulk regulations of each district. As seen from this chart, the “A” district is the most restrictive in terms of the uses that are permitted within it and the “K” district is the least restrictive. In addition, the use classification is generally “cumulative” in that the uses in any given district are also permitted in each subsequent or more intensive use district. For instance, all uses permitted in the “C” district are also allowed within the “D” through “K” districts.

Each property within the Midtown planning area, and the entire City, is classified within at least one of the zoning districts (Although relatively rare, it’s possible for different portions of the same parcel to be classified with different zoning districts). Figure 14.1 is an existing zoning map of the Midtown planning area.

The Midtown Plan includes recommendations for the type and intensity of development to occur on specific parcels. In some cases existing zoning permits the recommended land use - for instance, construction of a new house in the “A” Single Family residential district. There are also instances where the proposed land use is inconsistent with the regulations of the applicable zoning district. There are also cases where a zoning change is recommended to prohibit uses from being developed that would be inconsistent with the Midtown Plan. The appendix contains a table summary of the St. Louis Zoning land use regulations. The following text tries to summarize the zoning issues that arise from the future land use plan:

### **W.O.W. and North Corridor**

The W.O.W. and North Corridor focus areas are primarily residential in character and include homes, places of worship, park space, limited commercial and other non-residential uses. The future land use plan recommends further strengthening of this character by increasing the number of residential units and park space, and focusing new commercial uses at select locations. Existing zoning, however, still reflects the historic pattern and intensity of development that characterized W.O.W. and North Corridor from their inception.

Properties on Delmar Blvd. are zoned within the “G” Local Commercial and Office District and “H” Area Commercial zones. Properties on Washington Ave. are primarily within the “A” Single Family and “C” Multiple Family districts. Between Sarah St. and Vandeventer Ave., properties on Washington are zoned within the

more intensive “H” Area Commercial district. Properties along Olive St. are generally within the “F”, “G”, and “H” commercial and office districts. These zoning classifications generally allow the type of development proposed by the Midtown Plan, but they also allow more intensive uses that may no longer be compatible with the context of the study area. Therefore, a general recommendation for W.O.W. and North Corridor focus areas is to downzone areas to be consistent with the existing and proposed uses. In general, as property as acquired for redevelopment, areas planned for residential should be rezoned generally within the “C” Multiple-Family District, which will permit the dense, urban type of residences proposed. Property currently owned by the City and Land Reutilization Authority should be rezoned to reflect the proposed land use as soon as is feasible.

Specific recommended zoning changes are as follows:

The future character of Delmar Blvd. from the "Delmar Bend" to Vandeventer Ave. is residential. This length of Delmar Blvd. could be rezoned to the “A” Single Family or “B” Two-Family districts. The new mixed-use development proposed for the Delmar Bend catalytic project area generally conforms to the “E” Multiple Family district. However, given the scale of this development, it is recommended that it be processed as a Planned Unit Development district.

Residential areas along Washington Ave. are predominantly zoned in the “A” and “C” districts. The “C” district allows townhouses and multiple family housing, although these focus areas overwhelmingly consist of one and two-family homes. Therefore it is recommended that several residential areas be down zoned to “A”, which will accommodate the new infill residential proposed but eliminate the chances of a large building, out of scale and context with the neighborhood, from being constructed.

Olive St., between Taylor Ave. and Sarah St. is proposed for residences and park space. This property is zoned within the “G”-Local Commercial and Office District, which will accommodate the type of development proposed. However, it will also permit much more intensive uses that wouldn't be compatible with the future plan.

Washington near Vandeventer Ave. contains a significant amount of vacant land with some single family and institutional uses. This area could be rezoned to the “D” district to allow higher density residential and commercial development as a conditional use.

Several north-south Streets have properties zoned in the “F” Neighborhood Commercial district. This district allows neighborhood serving retail, service and office uses as permitted uses. It also allows bars, taverns, package liquor stores, theaters, etc. as conditional uses. These uses are inconsistent with the proposed future development of W.O.W. and North Corridor focus areas and should be prohibited from occurring. Therefore, it is recommended that these properties be rezoned within the “A” to “C” zoning districts.

The recommended zoning changes reflected in Figure 14.2 and discussed above would result in several commercial uses and multiple-family residences becoming legal nonconforming uses. Chapter 26.16 of the Zoning Code regulates

nonconforming uses. In general, these uses would be allowed to continue and the building would be able to be maintained so long as the use, or another equally nonconforming use, does not discontinue its operation for over one year. After one year the use of any structure would have to conform to the regulations of the district in which it is located.

### **West Pine**

The West Pine Focus Area is an area that has experienced several iterations of redevelopment and the resulting character of development is truly mixed use. There are over 8 types of land uses represented in this three block area. The existing zoning includes “H”Area Commercial and “J”Industrial.

The future land use plan for this area proposes a more focused development scheme with a combination of new ground floor commercial space (retail, offices, service) and upper floor dwelling units. Zoning recommendations include:

Rezoning the entire West Pine area, except for the Center for New Technologies, to the “H”Area Commercial District would accommodate the mixed-use development character proposed. This rezoning may create several legal nonconforming uses, such as the existing manufacturing businesses and public storage facility. However, these uses would be allowed to continue as long as the use, or another equally nonconforming use, does not discontinue its operation for over one year.

The “H” District allows building heights of over eight stories. Buildings of this size would most likely include garage parking. The proposed development plan for this focus area proposes buildings with fewer stories, generally three to six stories, that could accommodate parking in surface lots at the rear of buildings.

The “H” zone requires buildings in excess of 7,500 square feet to be processed as conditional uses. Nearly all proposed buildings would exceed this size. It is recommended that a revision to the zoning ordinance be considered that would increase the maximum building size that would be permitted "as of right".

In a discussion with the Zoning Administrator, it was noted that current parking requirements may not be adequate to meet demand for the type of development proposed in West Pine. In particular, the parking requirements for retail stores and banks/offices appear to be low compared to general industry standards. In addition, there is currently no requirement for visitor parking associated with multiple-family units.

Inherent in the design of the West Pine. Urban Village concept is the goal of creating an activity district that is inviting and accessible to pedestrians and bicyclists in the surrounding neighborhood, Saint Louis University and Technopolis. In addition, this area is well served by Bi-State bus service and this planning study proposes a new MetroLink station at Sarah St. All of these factors may mitigate the need for additional parking.

### **Technopolis**

As indicated in Chapter 6, Technopolis is planned to become a high-tech employment center in what is now a traditional industrial area. Technopolis is predominantly zoned within the “J” Industrial and “K” Unrestricted Districts. The “J” district permits all uses except a lengthy list of very heavy processing and manufacturing type uses, such as acid manufacture and petroleum refining. The “K” Unrestricted District, as its name indicates, offer few restrictions to they types of uses allowed.

Similar to other focus areas, the redevelopment strategy proposed by the Midtown Plan could be accommodated by existing zoning. According to the Zoning Administrator, recent technology developments have been adequately accommodated in the “J” district. However, neither the “J” or “K” district includes standards, use restrictions or other controls that specifically govern high tech uses nor prohibit properties from being redeveloped with non-high tech uses.

Currently, the private market is determining that there are generally only a few types of uses that are appropriate in the Technopolis area. Changes in future market conditions may increase the viability of this area for additional types of uses, thereby making it more difficult to create a concentration of complimentary high tech uses without some form of development control. In the short term it is recommended that the areas zoned within the “K” district be rezoned to the “J” to avoid the potential the types of incompatible uses allowed by this district.

Other cities have created a new district or overlay zone to encourage and regulate high tech uses. In the early stages of Technopolis' development, this may be interpreted as undue extra regulations and confusing in the context of St. Louis zoning. It is only recommended at a later stage and then only in response to specific issues or objectives.

### **Euclid Corridor**

The Midtown Plan seeks to reinforce the multiple-family residential and commercial orientation of development in the Euclid Corridor focus area. The chief zoning concern that has been raised for Euclid is the existing lack of parking for both principal types of uses. Chapter 8 on Transportation identifies several methods for helping alleviate the current parking shortage in the Euclid Corridor.

The public off-street spaces provided by the new Barnes-Jewish Hospital garage at Forest Park and Euclid Ave. and the new garage associated with the Library at Lindell Blvd. and Euclid Ave. should improve the parking shortage. In addition, Chapter 8 identifies opportunities for uses to share existing parking facilities. It is recommended that the City and/or Central West End Association and/or Euclid Business Association authorize the preparation of a full parking study for the Euclid Corridor that would document in more detail the number and location of existing parking spaces, demand generators and peak demand periods.

Property in the Euclid Corridor is predominantly zoned within the “E” Multiple Family District and the “H” Area Commercial District. New development proposed for the corridor will be required to provide off-street parking in accordance with zoning. As indicated in the West Pine area, parking requirements for retail stores and banks/offices appear to be low compared to general industry standards. In addition, there is currently no requirement to provide parking to accommodate multiple car households or visitor parking with multiple-family units.





Figure 14.3 Social Service Providers

### Social Service Providers

The concentration of social service providers within the area is perceived by some Midtown Constituents as a problem for the neighborhood. The City asked the consultant team to analyze how the Zoning Code treats social service providers as part of the Midtown Plan. Our findings indicate that the Zoning Code does not have language that specifically permits or prohibits social service uses such as methadone clinics and soup kitchens. The Zoning Administrator indicated that as a matter of policy, these types of uses are considered "conditional uses" wherever they are proposed. Processing as a conditional use allows the Planning Commission, Board of Public Service and general public to review the proposal for appropriateness and compatibility with the surrounding neighborhood at a public hearing.

In addition, the Zoning Code does not provide direction on how to treat uses involved in the sale of used items, such as thrift stores. Again as a matter of policy, the Zoning Section has processed these types of uses as conditional uses. This provides the City with some discretion and oversight to control issues such as the hours of operation and outdoor storage.

Applicants that are denied a conditional use permit have the option to appeal to the Board of Adjustment. The Zoning Administrator estimates that nearly half of these cases are decided in court and that the City loses a majority of these cases. A recommendation of this report is to revise the Zoning Code to specifically address in which districts and under what circumstances different types of service providers would be allowed.

| District                                 | Purpose   | Permitted Uses   | Conditional Uses   | Building Height   |
|--|---|--|--|---|
| A – Single Family Dwelling District      | N/A   | Single-family dwelling; two-family dwelling; conversion town houses; publicly owned parks, playgrounds and libraries; accessory structures; temporary buildings for construction; signs; babysitting center.   | Bed and breakfast guesthouse and homestay; cemeteries; churches; farming and truck gardening; government buildings; greenhouses; hospitals; parking facilities; museums; schools; utility stations.  | 2.5 stories or 35 feet (buildings); 85 feet (church, school, government building).                              |
| B – Two Family Dwelling District         | N/A   | Any use permitted in the "A" single-family dwelling district; two-family dwellings; semi-detached two-family dwellings; conversion town houses; accessory structures; temporary buildings for construction.  | Same as those in the "A" single-family districts.  | Same as those in the "A" single-family districts.   |
| C- Multiple-Family Dwelling District     | N/A   | Any use permitted in the "B" two-family dwelling district; town houses that front a public street; multiple-family dwellings; parks or playgrounds; accessory structures; temporary buildings for construction.  | Any uses from the "B" two-family dwelling district; bed and breakfast inn; day care centers; town houses.  | 3 stories and 45 feet (dwelling accessory structures); 85 feet (church, school, government building, hospital). |
| D – Multiple-Family Dwelling District    | Maintain older medium density residential districts and preserve older architectural styles.  | Any use permitted in the "C" multiple-family dwelling district; canopy; accessory structures; temporary buildings for construction.  | Any uses from the "C" multiple-family dwelling district; neighborhood retail; restaurants, services; financial institutions; greenhouses; hotels; nursing homes; offices (not exceeding 3,500 square feet); boarding houses; telephone.  | 3 stories and 45 feet (dwellings and hotels); 85 feet (church, school, government building, hospital).          |
| E – Multiple-Family Dwelling District    | Establish and preserve medium density residential districts, including high density commercial and residential uses.  | Any use permitted in the "D" multiple-family dwelling district; hotels; accessory structures; temporary buildings for construction.  | Any uses from the "D" multiple-family dwelling district; neighborhood retail; restaurants, services; financial institutions; general and professional offices.   | 8 stories or 100 feet (buildings).  |
| F – Neighborhood Commercial District     | Establish and preserve commercial and professional facilities to provide convenient shopping and servicing establishments for neighborhood residents.   | Any use permitted in the "E" multiple-family dwelling district; bed and breakfast inn; homestay, guesthouse; neighborhood retail, restaurants, services; financial institutions; general and professional offices; accessory structures; temporary buildings for construction; any permitted use exceeding 3,500 sq. feet provided it is not within a commercial structure.                      | Any uses from the "E" multiple-family dwelling district; neighborhood taverns and liquor stores; parking lots; private clubs; restaurants (carry-out); theaters; commercial uses similar to those permitted in Section 26.40.026; any permitted use exceeding 3,500 sq. feet within a commercial structure; fuel station; service windows for customers in cars. | 3 stories or 50 feet (buildings); 85 feet (churches, school, public building, hospitals, institutions).         |
| G – Local Commercial and Office District | Establish and preserve areas that accommodate a wide range of businesses catering to the needs of the general public.   | Any use permitted in the "F" neighborhood commercial district; taverns and liquor stores, neighborhood services; livery stables; milk distributing and bottling plants; restaurants; telephones; sheet metal shops; wholesale business; accessory structures; temporary buildings for construction; any permitted use exceeding 7,000 sq. feet provided it is not within a commercial structure. | Any use from the "F" neighborhood commercial district; commercial use similar to those permitted in Section 26.44.020; any permitted use exceeding 7,000 sq. feet within a commercial structure; service windows for customers in cars; carry-out restaurants; outdoor pay telephones.   | Same as those in the "F" neighborhood commercial district.  |
| H – Area Commercial District             | Establish and preserve general commercial areas consisting of shopping centers and commercial strips, accessible by car, to diversify types of goods and services to a large consumer population. | Same as those in the "G" local commercial and office district.   | Any use from the "G" local commercial and office district; commercial use similar to those permitted in Section 26.48.020; service windows for customers in cars.  | Same as those in the "E" multiple-family district.  |
| I – Central Business District            | N/A   | Allows all uses except noxious chemical and salvage yard.  | Outdoor pay telephones.  | 200 feet (buildings).   |
| J – Industrial District                  | N/A   | Same as those in the "I" central business district.  | Outdoor pay telephones.  | Same as those in the "E" multiple-family dwelling district.   |
| K – Unrestricted District                | N/A   | Unrestricted district buildings and premises may be used for any purpose not in conflict with any ordinance of the city regulating nuisances or Section 26.60.025.   | Acid, cement, lime, gypsum, plaster-of-paris, fireworks, fertilizer, glue and fuel manufacturers; potash refining; garbage; fat rendering; petroleum refining; salvage storage; smelting or refining of metals; stockyards or abattoir; outdoor pay telephones.  | Same as those in "H" area commercial district.  |
| L – Jefferson Memorial District          | N/A   | Any use permitted in the "I" central business district.  | N/A  | Same as those in the "I" central business district, except any portion of a building exceeding 751 feet.        |

Figure 14.4 Zoning Table

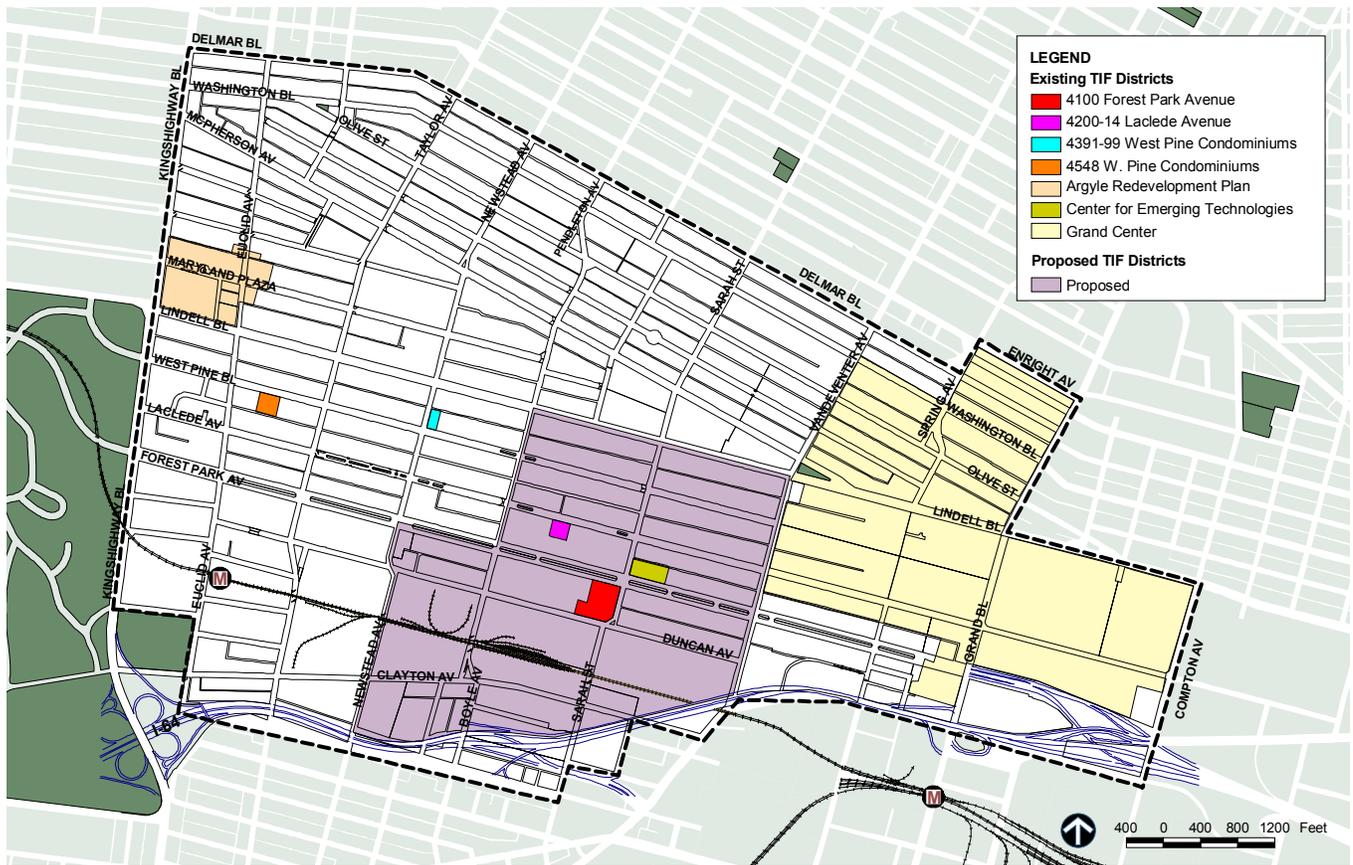


Figure 15.1 Existing and Proposed TIF districts



## 15. *FINANCE*

This chapter outlines the financial issues and alternatives involved with implementation of the proposed physical improvements. Costs related to major infrastructure investments are estimated and recommendations for funding that may be used to begin improvements within the five focus areas are suggested. In addition to identifying financing options for these improvements, the chapter discusses possible prioritization and phasing of the improvements. This information will be instrumental in seeking traditional and nontraditional funding sources that might include grants, special assessments, membership funding, corporate support, income-producing projects, and tax breaks.

Tax increment financing (TIF) will be described in greater detail to illustrate, in general terms, how there may be an opportunity to establish a larger TIF district. The intent is to offer an alternative to tax abatements and to show how another financial tool may allow for more coordination of redevelopment efforts within a specific area. The TIF district could do this by establishing a plan that would accommodate multiple development projects within the targeted area. The actual redevelopment plan would need to be refined through a public input process before the city would be advised to actually move forward with the TIF.

### **Market-Driven Opportunities**

Retail and residential development have been identified as the two primary market-drivers in Midtown. Specialized commercial space for technology industries and office uses in the Technopolis area located between Saint Louis University and the Washington University Medical Center presents an additional opportunity for development.

The market study estimates that the existing Central West End/Midtown retail trade area suggests that current conditions could support 200,000 to 300,000 feet of new retail. A very modest capture of the existing worker and commuting student populations could potentially support even more retail and service development. The housing market information suggests that there are opportunities for development of for sale and rental housing targeting empty nesters, young professionals, single workers, students and seniors.

Currently the average local market rents for both the retail and residential sectors may be below a point where they will support the costs of constructing speculative new construction. Therefore some incentives will likely be necessary to promote initial redevelopment efforts.

# Public/Private Development Investment

The initial development projects in each of the focus areas are likely to need public as well as private financial participation. To illustrate how such projects may be structured financially and the order of magnitude of public involvement, we analyzed a prototypical mixed-use (residential/commercial) project as recommended for the West Pine area.

The following proforma (Figure 15.2 ) and development cost estimate (Figure 15.3) reflect why private market activity may not have undertaken the redevelopment of such a project to date. This model is intended only to illustrate the general economics involved, and all assumptions have been based on market averages. Although the actual numbers will vary based on current market conditions, these estimates do depict a significant gap that supports the validity of public/private partnering to assist in the redevelopment of the area. Only with a public contribution of 10% or more of the estimated total project cost do the numbers begin to approach traditional lending benchmarks. The return on equity in the first five years still would not meet traditional investment standards, but should improve as rent rolls increase over time.

**Figure 15.2 - DEVELOPMENT PRO FORMA Building**

**Mixed-use Retail / Residential**

|   | YEAR 1             | YEAR 2             | YEAR 3             | YEAR 4             | YEAR 5             |
|---|--------------------|--------------------|--------------------|--------------------|--------------------|
| AGGREGATE RETAIL GROSS SQUARE FEET                  | 27,000             | 27,000             | 27,000             | 54,000             | 54,000             |
| ESTIMATE ANNUAL RENT PER SQUARE FOOT                | \$15.50            | \$15.50            | \$15.50            | \$17.05            | \$17.05            |
| GROSS RENT FROM RETAIL                              | \$418,500          | \$418,500          | \$418,500          | \$920,700          | \$920,700          |
| RESIDENTIAL UNITS                                   | 30                 | 30                 | 30                 | 60                 | 60                 |
| ESTIMATED MONTHLY RENTS 820/S.F.                    | \$1,025.00         | \$1,025.00         | \$1,025.00         | \$1,127.50         | \$1,127.50         |
| GROSS RENT FROM RESIDENTIAL \$1.25/S.F.             | \$369,000          | \$369,000          | \$369,000          | \$811,800          | \$811,800          |
| <b>INCOME</b>                                       |                    |                    |                    |                    |                    |
| GROSS INCOME  | \$ 787,500         | \$ 787,500         | \$ 787,500         | \$1,732,500        | \$1,732,500        |
| VACANCY RATE 15% - NON COLLECT                      | \$(118,125)        | \$(118,125)        | \$(118,125)        | \$(259,875)        | \$(259,875)        |
| EFFECTIVE GROSS RENT                                | <b>\$ 669,375</b>  | <b>\$ 669,375</b>  | <b>\$ 669,375</b>  | <b>\$1,472,625</b> | <b>\$1,472,625</b> |
| <b>EXPENSES</b><br>(10% increase estimated in yr 4) |                    |                    |                    |                    |                    |
| Maintenance/Repair/ Mgmt (\$2.00)/S.F.              | (\$54,000)         | (\$54,000)         | (\$54,000)         | (\$118,800)        | (\$118,800)        |
| Insurance (\$0.25)/S.F.                             | (\$6,750)          | (\$6,750)          | (\$6,750)          | (\$7,425)          | (\$7,425)          |
| Property Taxes                                      | \$(74,286)         | \$(74,286)         | \$(74,286)         | (\$150,283)        | (\$150,283)        |
| <b>TOTAL OPERATING EXPENSES</b>                     | <b>(\$135,036)</b> | <b>(\$135,036)</b> | <b>(\$135,036)</b> | <b>(\$276,508)</b> | <b>(\$276,508)</b> |
| <b>NET OPERATING INCOME</b>                         | <b>\$ 534,339</b>  | <b>\$ 534,339</b>  | <b>\$ 534,339</b>  | <b>\$1,196,117</b> | <b>\$1,196,117</b> |
| <b>DEBT SERVICE (P&amp;I)</b>                       | <b>(\$482,453)</b> | <b>(\$482,453)</b> | <b>(\$482,453)</b> | <b>(\$980,685)</b> | <b>(\$980,685)</b> |
| <b>CASH FLOW</b>                                    | <b>\$ 51,886</b>   | <b>\$ 51,886</b>   | <b>\$ 51,886</b>   | <b>\$ 215,432</b>  | <b>\$ 215,432</b>  |
| <b>PROJECTED EQUITY INVESTMENT</b>                  | <b>\$1,150,375</b> | <b>\$1,150,375</b> | <b>\$1,150,375</b> | <b>\$2,338,375</b> | <b>\$2,338,375</b> |
| <b>CASH-ON-CASH ROI</b>                             | <b>4.51%</b>       | <b>4.51%</b>       | <b>4.51%</b>       | <b>9.21%</b>       | <b>9.21%</b>       |
| <b>DEBT COVERAGE RATIO</b>                          | <b>1.11</b>        | <b>1.11</b>        | <b>1.11</b>        | <b>1.22</b>        | <b>1.22</b>        |

**Figure 15.3 - DEVELOPMENT COST ESTIMATES Building**

Mixed-use Retail / Residential

| USE OF FUNDS         |             |        |                      | SOURCES              |                     |
|----------------------|-------------|--------|----------------------|----------------------|---------------------|
|                      | UNIT        | PRICE  | TOTAL                | PRIVATE              | PUBLIC              |
| LAND ACQUISITION     | 78,750 / SF | \$3.17 | \$ 250,000           | \$ 250,000           | \$                  |
| SITE PREPARATION     |             | \$2.50 | \$ 196,875           | \$ 101,875           | \$ 95,000           |
| CONSTRUCTION         |             |        |                      |                      |                     |
| Phase I              | 54,000 / SF | \$100  | \$ 5,400,000         | \$ 5,400,000         | \$                  |
| Site Improvements    |             |        | \$ 540,000           | \$                   | \$ 540,000          |
| Phase II             | 54,000 / SF | \$110  | \$ 5,940,000         | \$ 5,940,000         | \$                  |
| Site Improvements    |             |        | \$ 594,000           | \$                   | \$ 594,000          |
| <b>TOTAL PROJECT</b> |             |        | <b>\$ 12,920,875</b> | <b>\$ 11,691,875</b> | <b>\$ 1,229,000</b> |

|                                 |                     |
|---------------------------------|---------------------|
| <b>PRIVATE FUNDING Phase I</b>  |                     |
| EQUITY (20%)                    | \$1,150,375         |
| FINANCING                       | <u>\$4,601,500</u>  |
| <b>TOTAL PHASE I</b>            | <b>\$5,751,875</b>  |
| <b>TERMS</b>                    |                     |
| AMORTIZATION                    | 25 YEARS            |
| RATE                            | 9.50%               |
| ANNUAL DEBT SERVICE             | (\$482,453.18)      |
| <b>PRIVATE FUNDING Phase II</b> |                     |
| EQUITY (20%)                    | \$ 1,188,000        |
| FINANCING                       | <u>\$ 4,752,000</u> |
| <b>TOTAL PHASE II</b>           | <b>\$ 5,940,000</b> |
| <b>TERMS</b>                    |                     |
| AMORTIZATION                    | 25 YEARS            |
| RATE                            | 9.50%               |
| ANNUAL DEBT SERVICE             | (\$498,232.64)      |

|                              |                  |
|------------------------------|------------------|
| <b>TAXABLE VALUE PHASE I</b> |                  |
| \$ 1,021,900                 | \$ 606,753       |
| Commercial                   | Residential      |
| <b>REAL ESTATE TAX</b>       | <b>\$ 74,286</b> |

Phase I - Estimated Incremental Increase: **\$68,470**

|                                       |                   |
|---------------------------------------|-------------------|
| <b>TAXABLE VALUE PHASE I &amp; II</b> |                   |
| \$ 2,067,340                          | \$ 1,227,483      |
| Commercial                            | Residential       |
| <b>REAL ESTATE TAX</b>                | <b>\$ 150,283</b> |

Phase II - Estimated Incremental Increase: **\$144,468**

The City can be instrumental in assisting with site assembly or with site improvements. For instance, the prototype project example (which assumes that 27,000 square feet of first floor retail and 30 rental units are built out in Phase I and the same amount in Phase II, includes a \$1.23 million public contribution for site preparation and site improvements, or just under 10% of the total projected project cost.

The annual estimated rents generated for Phases I and II can provide the necessary cash to cover the anticipated debt service, but it will be difficult to entice private investment, as the projected cash-on-cash returns are less than 10% (Figure 15.2). If more favorable lending rates can be secured, the cash-on-cash return will improve as the debt service is decreased. Annual commercial rents of \$15.50, increasing by 10% to \$17.05 in year 4 for the ground floor have been used to run these estimates. Apartment rents have been set at \$1.25 per square foot, increasing 10% to \$1.38 per square foot in year 4. These rates are reflective of the average rents reflected throughout the region, but substantial marketing efforts will likely be required to fill the space, despite the strong demographics, as the area is not located on major thoroughfares. Note that aggressive pre-leasing efforts were assumed so that absorption occurs upon or close to completion.

In this example TIF may be used as a tool to generate the funds for the site preparation and improvements and begin to provide some of the desired linkage, as well as

serve to make the project financially more feasible. Looking at only the projected incremental increases in real estate taxes generated from this project generated (\$68,400 in the first three years and \$144,000 annually with the completion of Phase II, Figure 15.4) and assuming a TIF debt service coverage of 1.25, it would be expected that the incremental increase of real estate taxes alone would repay this initial investment within roughly 12 years. The capture of an additional 50% of the incremental increases of payroll, earnings, utilities and sales taxes allowed under TIF would further shorten this recovery period for the cost of the proposed site improvements to be made within the area to help attract this new development.

It is anticipated that a project like this, and other complimentary development projects will create activity and excitement to attract and draw a greater number of out of the area consumers that can overtime help to support more new market-driven retail and residential opportunities. The important roles that education, public safety, leadership and image play in determining the economic prosperity of an area need significant recognition. Therefore it is imperative that attention be given to the substantial and sustainable improvement in each of these areas as a prerequisite for market driven economic growth. The safety and organizational chapters of this plan provide some recommendations for improving public safety and providing leadership for the corridor.

## **Public Infrastructure Investment**

One of the major driving elements of this planning initiative is the identification of specific action oriented recommendations that can be expeditiously implemented simultaneously, will link development nodes and that will stimulate a cycle of investment within the Midtown district. Within the plan we have articulated focus areas strategies and identified specific catalytic projects that can be phased over a predictable timeframe. As previously stated these projects were determined to be of a size, scale, use and design that will provide an immediate and lasting positive impact on the surrounding neighborhood and therefore improve the perception of each area. Along with perception comes reality and investment follows investment.

Recognizing that the initial funding sources will be limited and a critical mass of reinvestment is necessary in areas where market forces need support we have selected three projects along the northerly edge of the Midtown District and one project that will reinforce the spine of the area and provide important linkage between Saint Louis University and the Technopolis. The first step in stimulating development activity are the infrastructure improvements that are described and illustrated in Section 7 (Catalytic Projects) and the costs of these improvements, estimated on the following matrix should be considered essential public-sector reinvestment responsibilities.

| Catalytic Projects Development Costs for Physical Improvements (Public) | Delmar Bend | Field School | Gaslight Square | West Pine   | Technopolis |
|---|-------------|--------------|-----------------|-------------|-------------|
| Physical improvements   | \$100,000   | \$2,019,700  | \$1,768,875     | \$3,402,320 |             |
| Land Acquisition  | \$530,000   | \$1,347,000  | \$1,557,500     |             | \$1,000,000 |
| Total Estimated Costs   | \$630,000   | \$3,366,700  | \$3,326,375     | \$3,402,320 | \$1,000,000 |

| POSSIBLE FUNDING SOURCES                 |           |             |             |             |           |
|--|-----------|-------------|-------------|-------------|-----------|
| State Brownfield Tax Benefit             |           |             |             |             |           |
| Tax Increment Financing                  | \$239,000 | \$500,000   | \$500,000   | \$850,000   | \$500,000 |
| Community Development Block Grant        | \$126,000 | \$1,500,000 | \$1,500,000 | \$1,276,160 |           |
| Industrial Revenue Bonds                 |           |             |             |             |           |
| Special Business Districts               |           |             |             | \$1,276,160 |           |
| St. Louis Public Schools                 |           | \$366,700   |             |             |           |
| Developer's Equity for Partial Land Acq. | \$265,000 | \$673,500   | \$778,750   |             |           |
| Philanthropy                             |           | \$326,500   | \$547,625   |             | \$500,000 |
| Community Improvement Districts          |           |             |             |             |           |
| Neighborhood Improvement Districts       |           |             |             |             |           |

#### CATALYTIC PROJECT PHYSICAL IMPROVEMENT COSTS

|                            | Cost   | Unit         | 1 WOW |           | 2 Field School |           | 3 Gas Light |           | 4 W. Pine |           |
|----------------------------|--------|--------------|-------|-----------|----------------|-----------|-------------|-----------|-----------|-----------|
|                            |        |              | Quant | Cost Est. | Quant          | Cost Est. | Quant       | Cost Est. | Quant     | Cost Est. |
| New Roadway                | 500    | LF           | 0     |           | 230            | 115000    | 565         | 282500    |           | 0         |
| Curb Replacement           | 27     | LF           | 0     |           |                | 0         |             | 0         | 5560      | 150120    |
| Asphalt resurfacing        | 1      | SF           | 0     |           | 13100          | 13100     |             | 0         | 305400    | 305400    |
| Bump-outs at corner        | 2700   | corner       | 2     | 5400      | 4              | 10800     | 10          | 27000     | 24        | 64800     |
| Street narrowing           | 150    | LF           |       | 0         |                | 0         |             | 0         |           | 0         |
| Traffic signal reloc       | 90000  | intersection |       | 0         |                | 0         |             | 0         |           | 0         |
| Traffic signal replacement | 120000 | intersection |       | 0         |                | 0         |             | 0         |           | 0         |
| Street light relocation    | 6000   | light        |       | 0         |                | 0         | 5           | 30000     |           | 0         |
| Street light replacement   | 10000  | light        |       | 0         |                | 0         |             | 0         | 222       | 2220000   |
| New cul de sac             | 20000  | cul de sac   |       | 0         | 1              | 20000     |             | 0         |           | 0         |
| Street demo                | 35     | SY           |       | 0         | 34200          | 1197000   | 29000       | 1015000   |           | 0         |
| New sanitary and storm     | 75     | LF           |       | 0         |                | 0         |             | 0         |           | 0         |
| New water main             | 60     | LF           |       | 0         |                | 0         |             | 0         |           | 0         |
| Alley replacement          | 150    | LF           | 350   | 52500     | 902            | 135300    | 1060        | 159000    | 1360      | 204000    |
| New sidewalk               | 5      | SF           | 4900  | 24500     | 2250           | 11250     | 8075        | 40375     | 55600     | 278000    |
| New park                   | 100000 | acre         |       | 0         | 5              | 500000    | 1.7         | 170000    |           | 0         |
| Street trees               | 750    | tree         | 23    | 17250     | 23             | 17250     | 60          | 45000     | 240       | 180000    |

A funding strategy for these improvements must include an analysis of the economic impact that will result from the fulfillment of the real estate developments described in each project and should calculate the revenues generated through tax increments and cash flow from the proposed mix of uses. The sources of project funding should include a reasonable balance of right-of-way capital improvements dollars from the City of St. Louis for 50% of the cost and possibly through the use of HUD Section 108 funding for the balance. The use of Section 108 funding will require pledging community Development Block Grant funding as a loan guarantee. Alternatively these infrastructure improvements could be funded through the creation of TIF Districts. The private reinvestment that will occur in these project areas would produce increases in property, utility and income taxes and a revenue stream to support the bond financing necessary to complete the essential infrastructure

## **A Strategic Approach for the Use of TIF**

Tax increment financing (TIF) is a powerful tool that allows municipalities the opportunity to self-finance their urban redevelopment programs. As the number and variety of federal assistance programs for urban redevelopment has decreased over the years, states throughout the US have followed the lead of California and Minnesota in adopting legislation to authorize the use of TIF. Although some municipalities have been slow in creating TIFs, there are now many examples of how TIF has been successfully implemented and has become an indispensable part of urban redevelopment strategies.

TIF funds are generated by increased property tax revenue resulting from the new economic development that occurs within the TIF area. TIF funds can pay for public improvements and other economic development incentives that help achieve a wide range of urban redevelopment goals, such as the elimination of blight and other adverse conditions, the retention and enhancement of existing development, and the attraction of new investment and development. Often future revenues are leveraged to build the infrastructure to encourage the redevelopment in that area, and then the TIF funds are used for repayment.

As previously mentioned, the TIF tool is only one element of the financial repertoire available within the overall Midtown Strategic Redevelopment Plan. St. Louis has used TIF primarily on a project specific basis that encompasses only that specific project site, but has recently approved the Lafayette Square TIF District to help implement that area's planned improvements. Within the Midtown Strategic Redevelopment Study Area, we believe there exists an opportunity to apply the tax increment finance (TIF) tool to a larger district project area once again. The purpose of this recommendation for the designation of a TIF district that takes the form of a broader redevelopment plan, representing yet another departure from the more common project specific application of the TIF used to date in St. Louis, is to help illustrate the wider application of this tool and the potential benefits. This new approach to public policy relative to the public resources needed to encourage new development in a targeted district, is beginning to be applied as in the Lafayette Square TIF project area.

## **Evaluation for TIF Eligibility**

Based upon a review of the current conditions and factors present in the area, we believe that the potential exists for designation of the property as a TIF district in accordance with the provisions of the TIF Act as amended by the Missouri Legislature. Portions of the area may be categorized as a conservation area that may become blighted, while the Technopolis component is considered an economic redevelopment area. For evaluation purposes, the redevelopment that occurs in the district should not solely be focused on the redevelopment of commercial businesses. The concern as stated in the Real Property Tax Increment Allocation Redevelopment Law, updated May, 1998 is that these businesses do not unfairly compete in the local economy. Furthermore, any economic development should serve the public interest by discouraging commerce, industry or manufacturing from moving their operations to another state, by resulting in increased employment in the municipality, or by resulting in preservation or enhancement of the tax base.

Additionally, we suggest that there be a set of guiding principles to be used to set eligibility requirements for this application of the TIF vehicle, which should include the following:

1. The TIF should not adversely impact the City's general fund
2. It should hold the schools harmless from any impact
3. The benefits should be used to strengthen the entire district
4. It should provide a substitute for tax abatement incentives

## **Boundary Refinement**

The proposed TIF District boundary was selected based on the location of existing TIF Districts, redevelopment plans, the location of tax exempt properties and community goals expressed in the plan. The proposed district is bounded by Lindell Blvd. on the northern edge, I-64/40 as the southern edge, Vandeventer Ave. as the eastern edge and the western boundary of Technopolis on the west (Figure 15.1).

These boundaries were selected, in part, to assist in firmly establishing a life science and research node of activity in Technopolis. Establishing a high-tech employment center here will have many positive long-term impacts on the economic, social and physical conditions throughout Midtown. The proposed boundary would also support establishment of the West Pine "Urban Village", a mixed-use residential/retail project that will also invigorate and attract addition investment in the study area. These recommended boundaries may be further refined as the redevelopment plan is established.

## **Redevelopment Plan**

By statute the TIF district must take the form of a broader redevelopment plan. Therefore we have examined the area and relevant data and have recommended the boundaries listed above with the goal of targeting a district for the desired development of a 24-hour live/work neighborhood.

It is recommended that roughly 50% of the increments captured be invested in site specific redevelopment efforts that will help build a concentration of biotech facilities, while roughly 25% be applied toward the streetscape and lighting improvements that will help create linkages, and the remaining 25% be used to support projects that enhance the livability and the sense of community in the study area.

The intent of the recommended TIF redevelopment plan objectives is to build off of the St. Louis Regional Chamber and Growth Association (RCGA) and the immediate institutional and The Center For Emerging Technologies accomplishments. It is generally recommended that the area south of Forest Park Ave. be targeted for the potential further development of the bioscience and high-tech industries, as has been previously researched and endorsed over the last seventeen years. The district area north of Forest Park Ave. should be a focus area for weaving together residential and neighborhood commercial enhancements in order to support the business growth in the southern portion of the district.

City intervention for land assemblage would be recommended to prepare other key sites for redevelopment within the TIF district. Although currently on hold, The

planned DESCO wet-lab space is envisioned as being the first large specialized project in Technopolis filling a niche market and capitalizing on the proximity to the Washington Medical Center, Saint Louis University and the Center for Emerging Technologies. We estimate that the market could absorb another similar sized project that would be a complimentary build out of additional wet lab and specialized office space in a larger area that could be designated as a TIF district. Also, housing, retail, and/or mixed-use projects to further advance the "University Village" 24-hour neighborhood live/work concept could be promoted as part of the TIF urban redevelopment plan. Site assemblage efforts followed by a request for proposals would jump start activity. A unified or complementary treatment of the streetscape should be a requirement of all subsequent development in the area, or could also be the planned public contribution to further entice activity in the TIF district.

Please refer to the attached maps that depict the recommended TIF boundaries, the existing land use, the existing and proposed zoning, the recommended general land uses, including the proposed physical improvements.

It will be essential to tie the TIF recommendations to a plan that is generated through the public process, and conforms to the redevelopment strategy. This strategy is required by the Act to demonstrate that any economic development should serve the public interest. Any recommended improvements should benefit the larger area, and help foster a 24-hour live/work neighborhood and while further enticing the desired types of private investment within the gap areas.

Many locales view TIF as the most effective current tool that allows their local government to more proactively pursue their rebuilding and reinvestment goals. Once larger St. Louis TIF districts begin to show the benefits of applying this particular financing mechanism, the city may decide to establish additional TIF districts, as logically applies. With appropriate planning, multiple TIFs could provide an opportunity to port funds between the adjacent districts in order to achieve common and/or complimentary goals that benefit both districts and the greater area.







## **Character Districts**

## **Stakeholders Interview Summaries**

## **Results of Workshop**

## **Security Survey Summary**



Street Character

*Euclid South*



*Euclid North*



# Street Character

## Methodology

The Urban Design Districts were determined and delineated by studying and analyzing land use, architecture, streetscape environment, and special conditions. These factors determine districts that have a similar character and a sense of boundary. By determining what elements make up the character and boundary of a district, these elements can be used to shape and enhance future growth and development within these districts. This will help to further strengthen the existing character of these districts. Below is a description of the various Urban Design Districts

## Euclid South

Land Use: Land use is a mix of one and two story commercial buildings and high rise multi-family residential.

Streetscape: The streetscape environment along the commercial areas, has common elements such as exposed aggregate sidewalks, lighting, and Ash street trees. Sidewalks vary in width, but provide enough room for pedestrian access as well as outdoor seating for restaurants. Some elements are starting to show their age such as sidewalks where patches have been replaced, but were not finished like surrounding exposed aggregate sidewalks. The Ash trees are approaching their maturity and may start declining in the future.

Special Conditions: none

Future Potential: The renovation to the Forest Park Hotel will help strengthen the West Pine/Euclid corner. Streetscape enhancements along Euclid Ave. from West Pine Blvd. to Lindell Blvd. would greatly increase the pedestrian experience.

## Euclid North

Land Use: The majority of buildings are two story with retail / restaurants on the first floor and apartment or offices on the second. The area has a high concentration of galleries and antiques stores.

Streetscape: Wide sidewalks provide space for both pedestrians and café seating. Sidewalks are exposed aggregate. There is a consistent lighting style of a single acorn lamp. On-street parking provides a buffer for pedestrians. Street trees along McPherson are consistently spaced and provide one of the nicest tree lined sections of the three Euclid areas. North of the Euclid / McPherson intersection, the streetscape weakens with a lack of street trees.

Special Conditions: The bollards and fencing in front of Balabans and other restaurants not only provide the function of protection from automobiles, but is a visual asset for the sidewalk.

Future Potential: The northern portions of Euclid Ave. can be strengthened with streetscape improvements.

## Euclid Central

Land Use: The majority of buildings are two story with retail / restaurants on the first floor and apartment and offices on the second.

Streetscape: Wide sidewalks provide space for both pedestrians and café seating. Sidewalks are exposed aggregate. There is a consistent lighting style of a single acorn lamp. Street trees are showing signs of stress and may be on the decline. On street parking provides a buffer for pedestrians. Parking along with the cobblestones slows down traffic and provides for a safer pedestrian environment.

Special Conditions: The dominant feature is the fountain in the middle of Maryland and the cobblestone paving. The fountain sets the design tone for the area and the cobblestone is repeated at the intersections and entrances to the area. Historic lighting acts as a gateway at the two entrances along Euclid Ave.

Future Potential: Additional infill street trees would strengthen the pedestrian experience. An infill building across Euclid Ave. from the new library would complete the urban edge of Euclid Ave.

## McPherson - Pershing - Maryland

Land Use: Single-family housing with a mix of multi-family especially in the southeast portion of the area.

Streetscape: Some of the best tree lined Streets of the Midtown area are located here. Most Streets have a green strip between the curb and the sidewalk. Most of the Streets are closed or private Streets. The closed Streets limit traffic, especially east and west. Lighting styles vary from cobra heads, to the Cathedral area lights, to historic style lighting on the private Streets. The lack of traffic and the tree-lined Streets provide for a pleasant pedestrian walking environment. A pedestrian hazard exists where street trees have raised adjacent sidewalks.

Special Conditions: Entry gates and columns, to private Streets, provide architectural and visual interest.

Future Potential: The infill of street trees on some Streets would strengthen the streetscape environment. The slowing of traffic on the north / south Streets would provide for a safer pedestrian environment.



*North Corridor*



*Euclid Central*



*McPherson-Pershing -Maryland*



*Westminster*

# Street Character

## North Corridor

Land Use: The majority is single-family housing especially along Washington Ave. Delmar Blvd. and Olive St. are also a mix of commercial and residential. Although there are strong pockets of buildings and housing, the area is characterized by intermittent vacant lots or vacant buildings.

Streetscape: Sporadic areas have good sidewalks and street trees. However, many areas have poor sidewalk conditions and lack street trees.

Special conditions: Many of the existing houses, buildings, and churches are architecturally significant and can be used as a context for future development.

Future Potential: Many of the building along Olive St. are architecturally significant and may have potential to be restored. New infill housing should be designed to compliment historic styles. Many of the new infill housing is "suburban" style houses with driveways that do not fit within the urban context.

## Westminster

Land Use: Single-family and multi-family housing. New developments, such as Westminster Place, have built housing within the same architectural style of the neighborhood and the urban context. Other rehabs of existing housing has strengthened this area, as well.

Streetscape: street trees of Ash and Honeylocust through Westminster Place are consistently spaced and in excellent condition. Other Streets vary in the condition and quality of street trees, but most have at least a fair rating of existing trees. Sidewalks are in fair to good condition. A consistent lighting style of a single acorn style lamp is present within Westminster Place and adjacent areas.

Special Conditions: Brick and iron columns mark the entrances to Westminster Place.

Future Potential: There is still potential for infill housing and rehabilitation of existing housing. The connections to the commercial portions of Lindell Blvd. need to be strengthened along Sarah St. and Boyle Ave.

## Grand Center

Land Use: Mix of institutional, single-family, multi-family, and commercial. Vacant lots are common in the western portion of the area.

Streetscape: The streetscape is very strong in areas adjacent to Grand Blvd. Although the sidewalk is somewhat narrow, there is a consistent lighting style and street trees. The sidewalk has also darkened over time. Other areas lack good sidewalks or good street trees.

Special Conditions: The treatment of sidewalks within Grand Center is different than other parts of Midtown. Concrete with added silicon cause the sidewalks to darken and the overall sparkle effect is lessened.

Future Potential: There is an enormous potential for the area with new development such as the Pulitzer Foundation for the Arts, rehabilitation of the Continental building, and the plans for new housing. Improved connections to SLU and additional infill housing need to continue. Spring Ave., leading to the center of SLU, is a poor pedestrian environment. Sidewalks are narrow, there are no street trees, and traffic, when present, is fast.

*Grand Center*



*SLU Campus*



*Lindell Blvd. East*



*Lindell Blvd. Central*



## **SLU Campus**

Land Use: Mostly institutional with multi-family (student housing), and commercial.

Streetscape: The district is centered on the pedestrian environment of the SLU campus. Lindell Blvd. and Forest Park Blvd. are their own separate districts. Laclede Ave. connects many of the commercial businesses and should be a pedestrian friendly environment. Laclede Ave. is relatively narrow, with narrow sidewalks and a lack of street trees, except near Grand Blvd.

Special Conditions: The strength of the district is the existing architectural style of entry gateways, fencing, paving, and monuments. This style provides a context for future development.

Future Potential: Lindell Blvd. and Forest Park Blvd. need to connect aesthetically and visually with SLU. This is already happening along Lindell Blvd. and can be strengthened along Spring at Forest Park Blvd. Infill potential exists along the west part of Laclede Ave. A unified and pedestrian friendly streetscape needs to be created along Laclede Ave.

## **Lindell Blvd. East**

Land Use: Mostly institutional with multi-family and commercial.

Streetscape: Near Grand Blvd., the streetscape is fairly unified and pedestrian-friendly with wide sidewalks and healthy plantings of Honey Locust street trees. The streetscape edge is also visually interesting due to landscaping and architectural detailing on buildings. The western portion of the streetscape is not as strong due to the presence of more curb cuts, less street trees, and loss of architectural cohesion.

Special Conditions: SLU entry monuments provide a sense of entry and boundary for the SLU Campus. The ratio of the streetscape width, and height of the buildings near Grand Blvd., is appropriate and creates a strong urban feel.

Future Potential: The western portion of the Lindell Blvd. streetscape needs to be strengthened to create a unified streetscape and pedestrian environment between Vandeventer Ave. and Grand Blvd. The connection with Spring and Lindell Blvd. needs to be strengthened for pedestrian use.

## **Lindell Blvd. Central**

Land Use: Mostly commercial with some multi-family.

Streetscape: Overall streetscape environment is weak in this district. Street trees are rated as fair. There are portions without street trees and trees that appear stressed. A strong urban edge to the street is lacking due to numerous parking lots and building setbacks. The large volume, and often high speed, of traffic contributes to a weak pedestrian environment. This is further enhanced with the lack of on-street parking that could buffer pedestrians from traffic.

Special Conditions: The monuments and fencing at the Schnucks plaza provides a possible architectural context for future streetscape elements.

Future Potential: A consistent urban edge needs to be created along Lindell Blvd. This can be accomplished by placing future buildings closer to the street, screening parking lots with landscaping and walls, infilling street trees, and reducing curb cuts.

*Lindell Blvd. West*



*Pine/Laclede Ave. West*



*Pine/Laclede Ave. East*



*Sarah St./Laclede Ave.*



*Forest Park Parkway East*



### **Lindell Blvd. West**

Land Use: A mix of multi-family, commercial, and institutional.

Streetscape: Streetscape is generally good in this district. A strong urban edge is created by consistent placement of buildings along the street. Street trees are fair to good. There is a mix of young and mature street trees, although there are some portions without street trees. Pedestrian environment is fair. Although traffic volume is high along Lindell Blvd., street trees and on-street parking provide a buffer from traffic. Sidewalks are generally wide and in good condition. A weakness is the lack of street lights. Cobra lights provide lighting.

Special Conditions: The building architecture is a strength as it provides visual interest and design context for future development. Gateways exist for entry into other districts. Lighting at the Cathedral and at Euclid Ave. marks the entry into their respective districts.

Future Potential: Infill of selected lots will complete the urban edge. Infill of street trees and installation of street lighting will unify the streetscape environment.

### **Pine / Laclede Ave. West**

Land Use: Mostly multi-family, with single-family and commercial.

Streetscape: Good sidewalks, fair to good street trees, a consistent urban edge, and slower, lower volume traffic make for a fair to good streetscape and pedestrian environment. The east-west Streets have a stronger pedestrian environment than north-south Streets. North-south Streets have narrower sidewalks, and traffic along Taylor Ave. is heavier. Streetscape lighting supplements cobra lighting and is the same style as Euclid South.

Special Conditions: Many of the homes have been converted to office space. Thus, the area has a residential character, but with different uses.

Future Potential: An infill of additional street trees would strengthen the overall streetscape.

### **Pine / Laclede Ave. East**

Land Use: A mix of multi-family and single-family with some commercial and institutional.

Streetscape: Very similar to West Pine Blvd./Laclede Ave. West, with the difference being the increased number of single-family housing. Most of the homes have porches. The porches allow a perceived transition between public street space and private home space.

Special Conditions: An entire block of Laclede Ave. has a landscaped median. Laclede Ave. and West Pine Blvd. have landscaped medians at selected intersections to mark the entry to the Streets.

Future Potential: An infill of additional street trees would strengthen the overall streetscape. Infill or existing vacant lots would complete the urban edge, especially at key intersections. Pocket parks would allow residents a place to walk with their children. Some yards are heavily landscaped while others are not. Landscaping by more home owners would contribute to the overall streetscape environment.

### **Sarah St. / Laclede Ave.**

Land Use: Mostly commercial with some multi-family.

Streetscape: Overall streetscape is poor. Although there are numerous buildings, the majority are not architecturally significant and do not contribute to the overall aesthetic appearance of the street. Street trees are poor to fair. Sidewalks are also fair to poor.

Special Conditions: There are great views of SLU and the downtown skyline looking down Laclede Ave. and West Pine Blvd.

Future Potential: The district is isolated between the West Pine Blvd./ Laclede Ave. East and SLU Campus. The district needs a stronger connection to surrounding districts, especially the SLU Campus.

### **Forest Park Parkway East**

Land Use: Commercial

Streetscape: Large buildings provide a consistent urban edge, but do not provide architectural interest. Street trees are generally fair. Near Grand Blvd., there is a lack of trees, but further west there is a consistent spacing of street trees, especially in the median. The trees, however, are Maples and show signs of stress. Sidewalks are fair but are adjacent to the street. This proximity and fast traffic makes the pedestrian environment on the sidewalk less than ideal. Cobra lights provide lighting.

*Forest Park Parkway West*



*Technopolis*



*Medical Campus*



Special Conditions: A wide landscape median with canopy trees and areas of seasonal color.

Future Potential: Additional street trees and plantings of Oak in the median would strengthen the overall streetscape. Infill of buildings in selected locations. As buildings are redeveloped, the facades need to be architecturally interesting. Since so many districts abut the Parkway, a sense of entry into these areas would mark these districts from the Parkway.

### **Forest Park Parkway West**

Land Use: Mix of commercial, institutional, multi-family, and single family.

Streetscape: Street trees are fair to good, except at Kingshighway Blvd. Plantings of Oaks and Maples in the median and sides present a consistent canopy. The Maples are showing signs of stress and decline; however, the Oaks are just starting their best years. The pedestrian environment is fair to good with good sidewalks that are buffered from traffic by on-street parking and street trees in a green strip. Cobra lights provide lighting.

Special Conditions: A wide landscape median with canopy trees and areas of seasonal color. Euclid Ave. and Taylor Ave. have architectural markers at Parkway intersections.

Future Potential: An enhanced streetscape environment near Kingshighway Blvd. would strengthen the connection with pedestrian oriented Euclid Ave. Pedestrian crossings across the Parkway need to be enhanced to keep a strong connection north and south of the Parkway.

### **Medical Campus**

Land Use: Institutional, commercial.

Streetscape: A unified, coherent streetscape is present from Kingshighway Blvd. to Euclid Ave. The location and coordination of street trees, lighting, paving, and other elements is the most cohesive streetscape in Midtown. Other parts of the district that do not have the "Medical Campus" streetscape still have a fair streetscape environment. Most have good sidewalks and fair street trees.

Special Conditions: Special paving and planters add architectural detail and visual interest to the street. Some intersections and key areas are marked with special landscape plantings or ornamentation.

Future Potential: The areas east of Euclid Ave. need to be connected with the same streetscape elements as the areas west of Euclid Ave.

### **Technopolis**

Land Use: Commercial / Office

Streetscape: Streetscape environment is generally poor in this area due to narrow sidewalks, lack of street trees, and lack of architectural interest of building facades.

Special Conditions: none

Future Potential: The facades and architecture of new or redeveloped buildings needs to be carefully integrated within the streetscape because of the limited widths on many Streets.

# Security Survey Summary

Organizations Surveyed Include:

## INSTITUTIONS

- I. Name of Organization:** **Washington University Medical Center**  
Address: 660 South Euclid Ave.  
St. Louis, MO 63110  
Phone: 314- 362-5575  
314-360-5575 (pager)  
314-362-4801 (Fax)  
**Contact:** **John Ursch**
- II. Name of Organization:** **St. Louis University Dept. of Public Safety**  
Address: St. Louis University  
221 North Grand Blvd. Rm. 15  
St. Louis, MO 63103  
Phone: 314-977-3000  
**Contact:** **Jack Titone, Director**

## SPECIAL BUSINESS DISTRICTS

- III. Name of Organization:** **CWE North SBD**  
Address: 16 Portland Place  
St. Louis, MO 63108  
Phone: 314-361-5423  
**Contact:** **Jack Byrne**
- IV. Name of Organization:** **Cathedral Square SBD**  
Address: 4371 Westminster Place  
St. Louis, MO 63108  
Phone: 314-652-3093  
**Contact:** **Karen Lane**
- V. Name of Organization:** **CWE South SBD**  
Address: Real Property Associates  
4961 LacLede Suite 102  
St. Louis, MO 63108  
Phone: 314-361-1984  
**Contact:** **John McElwaine**
- VI. Name of Organization:** **Central West End Southeast SBD**  
Address: 4244 West Pine Blvd.  
St. Louis, MO 63108  
Phone: 314-991-5233  
Fax: 314-991-5282  
E-mail: [skip\\_smith@us.schindler.com](mailto:skip_smith@us.schindler.com)  
**Contact:** **Skip Smith**

## COMMUNITY ORGANIZATIONS

**VII. Name of Organization:** **Central West End Association**  
**Address:** 634 North Grand Blvd. Suite 424  
St. Louis, MO 63103  
**Phone:** 314-612-5188  
**Contact:** **Paris Bouchard, Security Committee Chair**

**Question 1:** Define the street boundaries of your organization:

**I. Washington University Medical Center**

North- Forest Park Blvd.  
South- Chateau  
East- Boyle Ave.  
West- Kings Highway

**II. St. Louis University**

North- Olive St.  
South- Forest Park Ave.  
East- Compton Ave.  
West- Vandeventer Ave.

**III. CWE North SBD**

The centerlines of Lindell Blvd., North Taylor Ave., Olive St., Washington Ave., and North Kingshighway Blvd.

**IV. Cathedral Square SBD**

North- Westminster Place ( to alley on north)  
South- Center of Lindell Blvd.  
East- Center of Boyle Ave.  
West- Center of Taylor Ave.

**V. CWE South SBD**

North- Lindell Blvd.  
South- Forest Park Blvd.  
East- Taylor Ave.  
West- Kingshighway Blvd.

**VI. CWE Southeast SBD**

North- Sarah St. runs west along the 42XX block of West Pine Blvd..to Boyle Ave. Turning north along Boyle Ave. to the south side of Lindell going west along Lindell Blvd. to Newstead Ave. to West Pine Blvd..turning west on West Pine Blvd.to Taylor Ave.  
South- Forest Park to Taylor Ave.  
East- Along Sarah St. from West Pine Blvd..to Forest Park  
West- Newstead Ave. from Lindell Blvd. to Forest Park, including the 42XX block of Laclede Ave.

**VII. Central West End Association**

North- Delmar Blvd.  
South- Highway 40  
East- Vandeventer Ave.  
West- City Limits

**Question 2: Describe Primary Activities of organization / department and size of full-time and part-time staff**

|      | <b>Organization</b>           | <b>Primary Activities</b>   | <b>F/T Staff</b> | <b>P/T Staff</b> |
|------|-------------------------------|---|------------------|------------------|
| I.   | Washington Univ. Medical Ctr. | Provide Physical Security, law enforcement, emergency response, crime prevention services to campus | -                | 54               |
| II.  | St. Louis University          | Unavailable   |                  |                  |
| III. | CWE North SBD                 | Provide Security Patrols  | -                | 1*               |
| IV.  | Cathedral Square SBD          | Provide Security related services   | -                | 7**              |
| V.   | CWE South SBD                 | Provide Security Related Services   |                  | -                |
| VI.  | CWE Southeast SBD             | Primary- Provide security related services<br>Secondary- Capital Improvements                       | -                | -                |
| VII. | Central West End Association  | Provide Security Related Services   | 1                | **               |
|      | <b>SUBTOTALS</b>              |   | <b>1</b>         | <b>62</b>        |

\*Security Patrols are off- duty police officers. Staff is p/t admin. Only

\*\*Volunteer Staff only

**Question 3: Provide details of operational budget for past 3 years.**

**Operational Budget**

|      | <b>Organization</b>           | <b>1999</b>        | <b>2000</b>        | <b>2001</b>        | <b>2002 Projected</b> |
|------|-------------------------------|--------------------|--------------------|--------------------|-----------------------|
| I.   | Washington Univ. Medical Ctr. | \$1,200,000        | \$1,100,000        | \$1,100,000        | \$1,500,000           |
| II.  | St. Louis University          | Unavailable        | Unavailable        | Unavailable        | Unavailable           |
| III. | CWE North SBD                 | \$97,993           | \$103, 223         | \$112,228          | \$167,380             |
| IV.  | Cathedral Square SBD          | \$73,000           | \$80,625           | \$81,410           | \$95,635              |
| V.   | CWE South SBD                 | \$100,000          | \$100,000          | \$100,000          | \$100,000             |
| VI.  | CWE Southeast SBD             | \$50,000           | \$50,000           | \$50,000           | NA                    |
| VII. | Central West End Association  | NA                 | NA                 | NA                 | NA                    |
|      | <b>SUBTOTALS</b>              | <b>\$1,520,993</b> | <b>\$1,433,848</b> | <b>\$1,443,638</b> | <b>\$1,863,015</b>    |

**Question 4: Percentage of budget allocations for Security, Landscaping, Admin., Other Security Budget**

|      | <b>Organization</b>           | <b>1999</b>        | <b>2000</b>      | <b>2001</b>      | <b>2002 Projected</b> |
|------|-------------------------------|--------------------|------------------|------------------|-----------------------|
| I.   | Washington Univ. Medical Ctr. | \$800,000 (Est)    | \$700,000 (Est)  | \$700,000(Est)   | \$1,000,000 (Est)     |
| II.  |                               |                    |                  |                  |                       |
| III. | CWE North SBD                 | \$91,669           | \$94,051         | \$105,000        | \$120,000             |
| IV.  | Cathedral Square SBD          | \$35,000           | \$38,000         | \$35,000 (Est)   | \$46,000              |
| V.   | CWE South SBD                 | \$75,000           | \$75,000         | \$75,000         | \$75,000              |
| VI.  | CWE Southeast SBD             | \$47,500           | \$47,500         | \$47,500         | NA                    |
| VII. | Central West End Association  | NA                 | NA               | NA               | NA                    |
|      | <b>SUBTOTALS</b>              | <b>\$1,049,169</b> | <b>\$954,551</b> | <b>\$962,500</b> | <b>\$1,241,000</b>    |

**Landscaping Budget**

|      | <b>Organization</b>           | <b>1999</b>    | <b>2000</b>    | <b>2001</b>    | <b>2002 Projected</b> |
|------|-------------------------------|----------------|----------------|----------------|-----------------------|
| I.   | Washington Univ. Medical Ctr. | NA             | NA             | NA             | NA                    |
| II.  | St. Louis University          | Unavailable    | Unavailable    | Unavailable    | Unavailable           |
| III. | CWE North SBD                 | \$0            | \$0            | \$0            | \$0                   |
| IV.  | Cathedral Square SBD          | \$0            | \$0            | \$0            | \$0                   |
| V.   | CWE South SBD                 | \$5,000        | \$5,000        | \$5,000        | \$5,000               |
| VI.  | CWE Southeast SBD             | \$0            | \$0            | \$0            | NA                    |
| VII. | Central West End Association  | NA             | NA             | NA             | NA                    |
|      | <b>SUBTOTALS</b>              | <b>\$5,000</b> | <b>\$5,000</b> | <b>\$5,000</b> | <b>\$5,000</b>        |

Administration Budget

|      | Organization                  | 1999            | 2000            | 2001            | 2002 Projected  |
|------|-------------------------------|-----------------|-----------------|-----------------|-----------------|
| I.   | Washington Univ. Medical Ctr. | NA              | NA              | NA              | NA              |
| II.  | St. Louis University          | Unavailable     | Unavailable     | Unavailable     | Unavailable     |
| III. | CWE North SBD                 | \$4,200         | \$4,200         | \$4,200         | \$4,200         |
| IV.  | Cathedral Square SBD          | \$2,000         | \$2,000         | \$2,000         | \$2,000         |
| V.   | CWE South SBD                 | \$7,500         | \$7,500         | \$7,500         | \$7,500         |
| VI.  | CWE Southeast SBD             | \$2,500         | \$2,500         | \$2,500         | NA              |
| VII. | Central West End Association  | NA              | NA              | NA              | NA              |
|      | <b>SUBTOTALS</b>              | <b>\$16,200</b> | <b>\$16,200</b> | <b>\$16,200</b> | <b>\$16,200</b> |

**Question: Three most common security concerns**

|                               | Assault | Auto Theft | Auto Clout | Auto Sticker | Burglary | Larceny | Robbery | Violent | Nuisance |
|-------------------------------|---------|------------|------------|--------------|----------|---------|---------|---------|----------|
| Washington Univ. Medical Ctr. | ●       | ●          |            |              |          |         | ●       |         |          |
| St. Louis University          |         |            |            |              |          |         |         |         |          |
| CWE North SBD                 |         | ●          |            | ●            |          | ●       |         |         |          |
| Cathedral Square SBD          |         | ●          | ●          |              |          |         | ●       |         |          |
| CWE South SBD                 | ●       |            |            |              |          |         | ●       |         | ●        |
| CWE Southeast SBD             | ●       |            |            |              | ●        |         |         |         | ●        |
| Central West End Association  |         |            | ●          | ●            |          |         |         |         | ●        |

**Question 6: Method by which you share common security issues and report crime to the police, other government agencies and community organizations.**

1. Monthly meeting , open to the public, with Commissioners and commander of police district in which SBD is located.
2. Personal phone calls
3. Neighborhood stabilization officer works directly to communicate and build relationships with community , police, etc. Neighborhood Stabilization Officer is active in community forums
4. Monthly review of crime reports in district

**Question 7: Describe your organization’s crime prevention and crime awareness activities. Include frequency.**

- I. Washington University Medical Center  
Student, faculty, employee, etc., orientation sessions  
In service training sessions
- II. St. Louis University  
Unavailable
- III. CWE North SBD  
Community Newsletter  
Tracking and analysis of crime reports for CWE North Neighborhood
- IV. Cathedral Square SBD  
Supplemental patrol hired 5 days/week for 6 hour shift  
Monthly meeting with security firm president  
Direct communication with police district commander  
Annual Newsletter  
Annual Town Hall Meeting (least successful)  
Direct participation in Block Associations

- V.     CWE South SBD  
        Board members maintain contact with community
  
- VI.    CWE SouthEast SBD  
        Security Alert bulletins are handed distributed, monthly, by the West Pine /Laclede  
        Neighborhood Association.
  
- VII.   Central West End Association  
        Frequent communication with local police  
        Frequent communication with block leaders  
        Work with police and community to identify problems (“problem houses, abandoned buildings,  
        etc)—work with police to solve

