
City of St. Louis

DOWNTOWN

DEVELOPMENT

ACTION

PLAN



Adopted by the St. Louis City Planning Commission
December 15, 1999

City of St. Louis

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Background Documents

(available from the Planning and Urban Design Agency and Downtown Now!)

- I. Market Position Analysis for Downtown St. Louis*
- II. Phase II Downtown Development Action Plan: Understanding the Physical Setting and Market Opportunities*
- III. Downtown and Waterfront Capital Investment in Major US Cities (1999-2000)*
- IV. Parking Tables*
- V. Summary of Total Development Costs both Public and Private*
- VI. Financial Feasibility Analysis*

Executive Summary

St. Louisans must be concerned about the future of Downtown St. Louis. They must invest in the future by remaking Downtown into a vibrant center of activity that is the economic engine for the region. The overarching purpose of the St. Louis Downtown Development Action Plan is to provide an Investment Plan that combines physical, market, economic, and political actions to shape a new vision for the Downtown's future. The Plan is an ambitious \$1.12 billion program intended to capitalize on Downtown St. Louis' strengths, and propel it to a new status as a model for how downtowns must prepare to compete in the New Economy.

The Importance of Downtown

Across the U.S., downtown areas are remaking themselves with dramatic increases in downtown residential activity, significant levels of new employment, and ongoing efforts to make downtown areas more attractive and appealing for visitors, workers, and residents. For the St. Louis region to compete as one of the country's major metropolitan areas, revitalization of Downtown St. Louis is an essential step.

Regardless of where local residents reside — in Kirkwood, Clayton, Chesterfield, Belleville, Affton, or Collinsville — the defining image of St. Louis for them and others across the country is Downtown St. Louis. Revitalization of Downtown is critical to maintaining a positive image for the region's 2.5 million people.



The Gateway Mall connecting the Arch Grounds west through the heart of Downtown provides a grand open space and relief from the built environment.

In traditional terms, the need for a healthy, revitalized Downtown can be further explained by a quick examination of the various roles Downtown plays for the region.

- Downtown is the public face for the region. It is what others see and what they use to form their opinions about the region.
- Downtown is the economic hub and commercial engine of the region.
- Downtown is the most concentrated employment center of the region, with 90,000 jobs.
- Downtown represents a huge public and private investment.
- Downtown is the cultural and celebratory heart of the region.
- Downtown is an important regional attraction.

The defining image of the St. Louis metropolitan region is Downtown St. Louis.

This Development Action Plan will put Downtown St. Louis at the forefront of the New Economy. No other city in North America has yet implemented these ideas on a large-scale urban basis.

- Downtown is potentially an education center for the region.
- Downtown is the region's information technology center.

Downtown in the New Economy

Downtown's importance and role must be viewed in a new and different way. The overriding need to revitalize Downtown St. Louis comes from the role it must play in the New Economy.

The New Economy is denoted by high technology, instant communications, rapidly growing entrepreneurial companies, and, most importantly, an environment that values 'livability.' To compete in the New

Economy, a metropolitan area must focus on a new set of priorities that include:

- A '24 hour 7 day a week' mentality that values access to services, the workplace, home, and entertainment around the clock, providing flexibility to workers unconstrained by 9-to-5 workdays.
- An understanding that tomorrow's jobs will more likely be created by small to medium sized companies than traditional corporate giants.
- Access to high speed communications links in the office and at home.
- The availability of educational resources in convenient and accessible locations.
- Greater focus on environmentally sound practices, such as walking and the consolidation of services into designated, accessible areas.
- A living environment that is unique, attractive, and appealing, especially to younger people who are the backbone of New Economy businesses.

Downtown St. Louis has the opportunity to be a place where leading edge high technology business occurs, linked by a state-of-the-art communications system. It can also be a place where new residential communities, linked into the high-speed communications infrastructure, can attract the next generation of young, dynamic information workers.



The Washington Avenue Loft District is a key redevelopment focus area of the Plan.

The Downtown Development Action Plan is grounded in the proven premise that livability is imperative to a downtown's economic health. Downtown livability, fostered by new and revitalized residential areas, new quality tourist attractions that extend tourists' stay, a major education center adding to after-work activity, and an attractive, coherent physical environment, will drive job and business growth in the New Economy.

No other city in North America has yet implemented these ideas on a large-scale urban basis. This Development Action Plan will put Downtown St. Louis at the forefront of the New Economy and position it and the region for on-going success.

Redevelopment Goals

The redevelopment goals for the Downtown Core include:

- Increasing the number of residents Downtown to obtain the critical mass needed for a vibrant and synergistic environment.
- Interweaving residences, stores, work environments, public/institutional, and cultural venues throughout the Downtown into a true mixed use community.
- Defining new parks and plazas that interconnect to the entire Downtown Open Space system through a system of pedestrian streets.

In the new Downtown St. Louis, pedestrians get top priority.



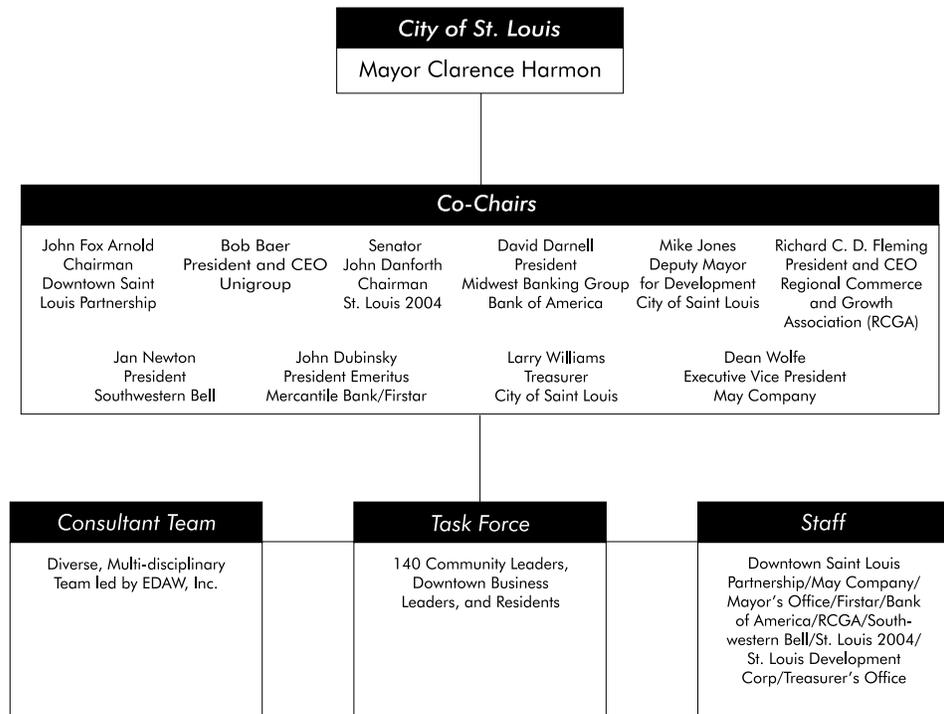
- Improving Downtown streets to create a strategic pedestrian and bicycle network, increase usability by all modes of travel, and provide a cohesive image for the public network of Downtown.
- Providing a human scaled environment.
- Ensuring that the new Mississippi River Bridge is a catalyst for economic development in the region and the City of St. Louis.

The Downtown St. Louis Development Action Plan details the focus and timing for these redevelopment goals.

The Planning Process

This Action Plan builds on the work of the 1993 Downtown St. Louis Strategic Plan. The Plan sets an agenda for development activity that could be substantially completed or underway by 2004.

The Master Planning effort was led by Downtown Now!, a unique public/private partnership convened on October 15, 1997 by St. Louis Mayor Clarence Harmon. Its charge was to recommend the changes needed to renovate and re-energize Downtown St. Louis as the heart of the region.



This collaboration consists of the Downtown Saint Louis Partnership, the Regional Commerce and Growth Association (RCGA), Saint Louis 2004, the St. Louis Development Corporation (SLDC) and the City of St. Louis. Downtown Now!, through Phase One of the Master Planning process, worked with Mayor Harmon and appointed co-chairs, task force members, numerous stakeholders, and citizens to complete this effort.

After vision and mission statements with related principles and priorities were established by Downtown Now!, the process

expanded to include a team of international, national, and local consultants, led by EDAW, Inc., each with a distinct expertise in solving complex urban problems. This team formulated the physical framework, transportation and urban design plans, target markets, and specific implementation actions that will lead to revitalization of Downtown St. Louis through 2004.

Throughout the planning process, Downtown Now! team members met with more than 1,200 citizens representing a wide range of groups to get their input and feedback on the Plan. This outreach effort

Addressing Downtown's Needs

Specifically, the Downtown St. Louis Development Action Plan addresses the following needs:

- *The need for more housing Downtown.* Having a critical mass of approximately 10,000 people living Downtown is the single most important thing that can be done to improve the overall business environment of Downtown St. Louis.
- *The need for increased office space,* carefully added as demand dictates. The Plan predicts that demand for new class A office space in Downtown will amount to approximately 500,000 square feet, built in phases of 250,000 square feet, by 2004.
- *The need to address resident and business concerns,* such as security, parking, and traffic.
- *The need to recruit new businesses* to the Downtown area.
- *The need for a new visitor attraction* to provide another destination for tourists and residents of the region.
- *The need to improve streets and sidewalks throughout Downtown,* to facilitate movement and to provide a variety of experiences for visitors.
- *The need for more educational resources in convenient and accessible locations.*
- *The need to leverage Downtown as a regional information technology center.* As home to Southwestern Bell and other major telecommunication companies, Downtown is a major hub on the national information super highway. Wired buildings should allow tenants and residents access to the latest technology.

has resulted in a Plan that truly reflects the wishes and hopes of the St. Louis community.

The Downtown Development Action Plan provides the tools needed for Downtown St. Louis to capitalize on its *Center City* role, not only as the premier office location in the region, but also as a retail, entertainment, housing, institutional, and cultural hub.

The Plan is designed to complete initial redevelopment efforts by the end of 2004. This tight timeframe underscores the need for immediate action and the urgency of making changes in order to compete in the New Economy.

The Plan concentrates redevelopment efforts on focus area districts and a series of programs that will have the greatest immediate impact on the Downtown area. It is anticipated that the visibility of these projects and the changes they spawn will demonstrate the potential of Downtown in the 21st century and lead to greater levels of public and private investment beyond 2004.

Downtown St. Louis has the potential for being one of the most visually attractive downtowns in America. While it has all of the elements to achieve this goal, it has not yet put them together to create the complex and distinctive chemistry characteristic of all great urban places. There is too much

emptiness, too many gaps in the urban fabric, too few pedestrian friendly environments and streets, too much visible decay and neglect and too little softness.

The Action Plan proposes a comprehensive program of physical improvements to the street and open space environments to counter these impressions. Key components of the Plan include:

- Long-term streetscape improvements to all streets within the Downtown Core, including an intensive tree planting program on the city streets.
- Significant improvements to the Gateway Mall to realize the extraordinary civic potential of what is one of the most remarkable landscape investments in any city.
- A vigorous intervention is proposed in the Old Post Office District, to reverse the current situation of dereliction and vacancy.
- New residential districts.
- A series of new open spaces and trails.
- Covering of the depressed lanes of I-70 that currently separates the Gateway Mall and the Arch Grounds with a landscaped deck.
- A major parking construction program to support the new development.

- Changes to the proposed new Mississippi River Bridge and to the 22nd Street corridor to integrate them visually, physically, and economically with Downtown.
- Landscaping of the the major freeway approaches into the City to emphasize civic pride and identify a sense of arrival to Downtown St. Louis.

The Framework Plan

The Framework Plan provides the physical structure for Greater Downtown St. Louis.

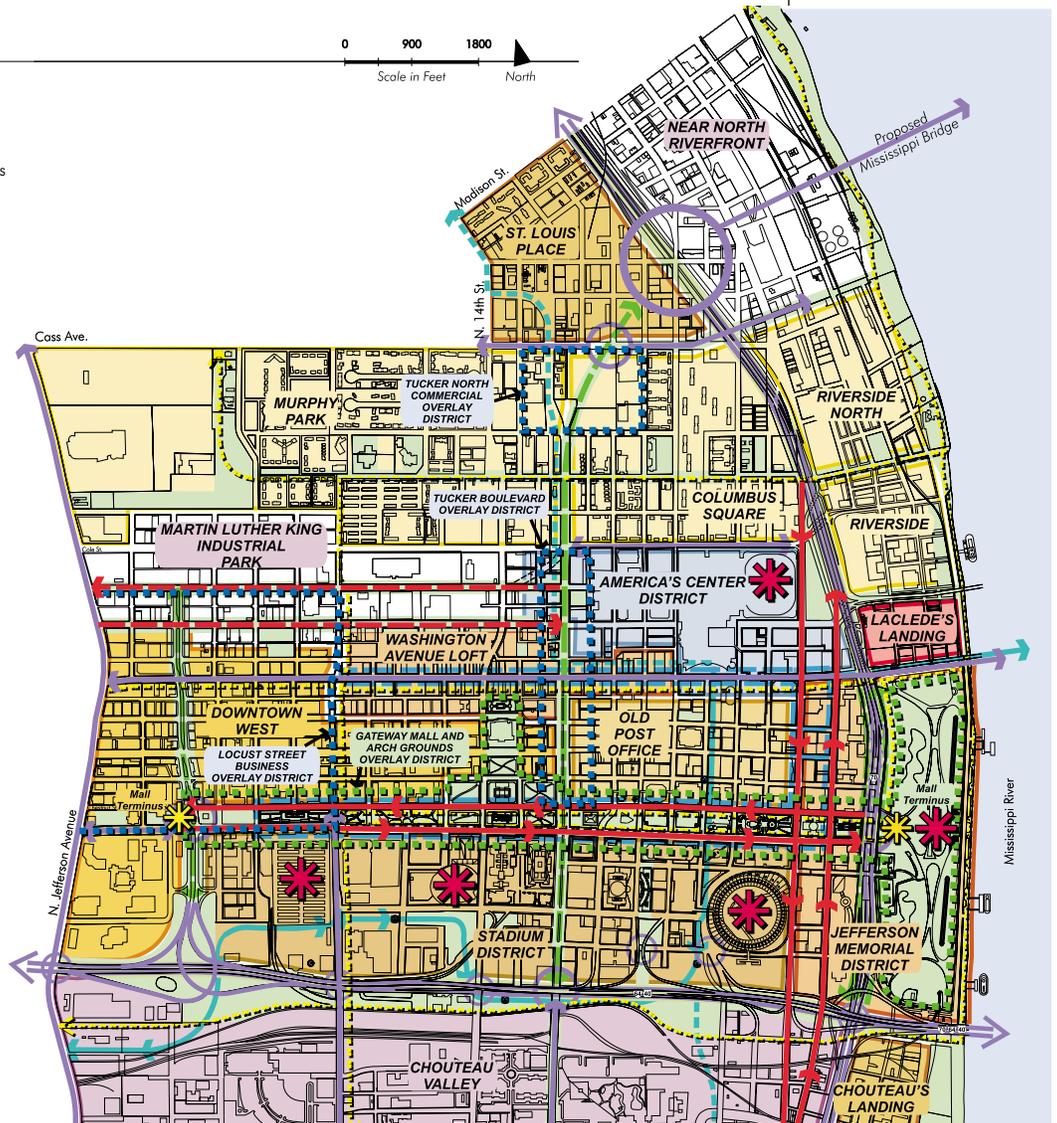
The Framework Plan includes:

- Districts that provide specific, identifiable nodes within the Downtown Core.
- A Market-Driven Program that provides a basis for early intervention actions.

Composite Framework Plan

Key:

-  Major Attractions and Event Centers
-  Open Space
-  Interstate Corridor Improvements
-  Boulevard or Parkway
-  Primary Two-Way Traffic
-  Primary One Way Traffic
-  Downtown Shuttles
-  Existing MetroLink
-  MetroLink Expansion
-  Bicycle Routes
-  Gateways into Downtown



- A transportation framework that provides regional connectivity with signature boulevards and parkways and varied local connectivity within the existing street grid.
- An extensive Open Space Framework that provides active and passive recreational opportunities and significantly enhanced pedestrian and bicycle connectivity.

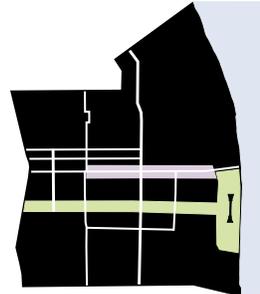
The Focus Areas

The Plan focuses on four Downtown Districts and one Downtown-wide program that are designed to serve as catalysts for both short- and long-term redevelopment activities. These Districts are identified in the adjacent diagrams.

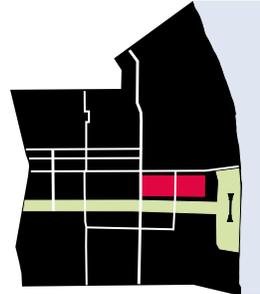
This physical 'ladder' created by improvements to the Gateway Mall and its surrounding streets and to Washington Avenue form the edges of this ladder. The north-south pedestrian and retail streets identified in the Plan create the 'rungs' of this ladder, ultimately creating a network by which the catalyst focus areas identified in the Plan are connected.

By creating this initial street improvements framework, coupled with catalyst focus area investment, ultimately all areas within the Core of Downtown will be revitalized, providing a dynamic and vibrant urban environment in Downtown St. Louis.

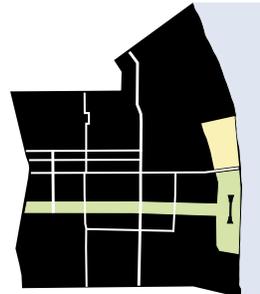
- Washington Avenue Loft



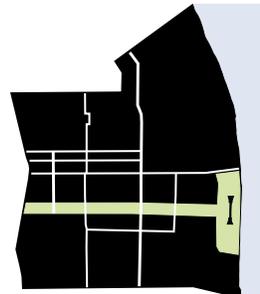
- Old Post Office District



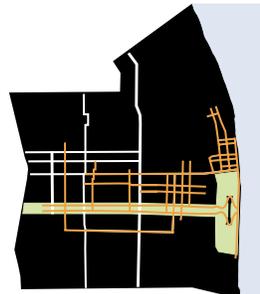
- Laclede's Landing/Riverside District



- Gateway Mall and Arch Grounds District



- Streets for People Program



These focus areas were selected for initial redevelopment emphasis because:

- They are visible, well trafficked areas where significant improvements will be seen and appreciated by Downtown workers, residents, and visitors.
- Each contains strong existing assets on which redevelopment activities can build.
- Each offers the best opportunities to create market driven and market rate products in the first phase of revitalization.
- Each offers significant potential for new and improved business, retail, and/or residential uses.
- Given existing conditions in these Districts, any significant improvement will demonstrate that Downtown can successfully move in new directions and achieve dramatic, positive change.
- The overall Streets and Streetscape program ensures access to these focus areas and contributes to an overall revamped image of Downtown as a pedestrian-friendly, inviting place to visit, live, and work.

Each of these focus areas is described on the following pages.

Washington Avenue Loft District

Washington Avenue, which runs east and west through the Downtown area, forms a link between the Riverfront and Downtown West. Located along Washington Avenue are key Downtown destinations, such as Laclede's Landing, the TWA Dome, America's Center, the Convention Headquarters Hotel, and the City Museum.

The Washington Avenue Loft District is defined by Delmar Boulevard on the north, Locust Street on the south, North Ninth Street on the east, and North 18th Street on the west.

Within these boundaries exist some of Downtown's most historic and architecturally significant buildings, many of which are being rehabilitated for use as residential loft units, retail, and entertainment centers, home to artists, students, and young professionals. The District's nightlife has also blossomed in recent years, with numerous avant garde nightclubs sprouting up on the street



Historic buildings along Washington Avenue provide opportunities for urban loft living.

The District has become one of the region's most popular entertainment destinations on weekends.



Pedestrian enhancements along Washington Avenue will provide a unique character for the District.

level of these same buildings. The District has arguably become one of the region's most popular entertainment destinations on weekends.

While change is taking place here, the pace of change is too slow and the need for physical improvements to support retail and pedestrian activities is critical. More residential units are needed to attract a critical mass of people who will inhabit the District day and night. More parking is needed for visitors and residents alike. Sidewalk improvements are needed to accommodate the needs of pedestrians and retail establishments.

The redevelopment of the Washington Avenue Loft District will demonstrate both the livability of Downtown areas and the ability to convert older structures to modern uses.

Revitalization Goals

- Increase the number of residential units/variety on Washington Avenue.
- Promote Washington Avenue as one of Downtown's retail streets.
- Provide services for the residents of the District.
- Provide dedicated and secured parking for residents.
- Provide open space amenities for residents.
- Improve on the public image of the District through comprehensive streetscape improvements and special programs.
- Provide a unique mix of retail and cultural uses that will make Washington Avenue a regional destination.

Six Year Market-Driven Program

- 700 loft rehab for-rent units.
- 300 loft rehab for-sale units.
- 200 new infill rental units.
- 100 new infill for-sale units.
- 435,500 sq. ft. of live/work, incubator business, retail, and office space.
- 2,526 structured parking spaces within six structures.

Year One Projects

- Complete schematic design, design development, and construction drawings of the Phase One Streetscape for construction to begin in 2000. This includes Washington Avenue west of Tucker Boulevard and some of the connection north-south streets between Lucas and St. Charles.
- Prove the viability of the loft market by facilitating redevelopment and supporting demand for space, with the goal of three to five significant conversions of warehouses to loft apartments, with accompanying parking in an area of close proximity.
- Issue RFP and induce development of the Merchandise Mart building.
- Amend city ordinances to enable building owners and tenants to expand the use of banners, awnings, and signage through an efficient permitting process.

The Old Post Office District

The Old Post Office District is at the geographical center of Downtown St. Louis. The district is bounded by Washington Avenue on the north, Pine on the south, Broadway on the east, and Tucker Boulevard on the west. In the middle of this District is the Old Post Office, the local landmark around which revitalization of this area will occur, turning it into a mixed use, vibrant District that supports students, office workers and residents.



The Old Post Office building is situated at the center of the Downtown Core.

The District serves as a hub for Downtown, with bus routes beginning and terminating near the Old Post Office. MetroLink stops are close by and major access streets, including Olive, Pine, Broadway, and Tenth Streets, bring a steady flow of traffic through the District. Thousands of Downtown workers pass along these streets daily.

The condition of the buildings and other infrastructure in the District at this time is deplorable. Several large facades are deteriorating rapidly due to deferred maintenance, thus creating an unsightly and uninviting atmosphere for pedestrians and vehicular traffic. Retail storefronts stand vacant, with more establishments closing each month. Pedestrian amenities are few and poorly marked.

Redevelopment plans call for reuse of the Old Post Office as an educational center, creation of a public square, rejuvenation of the surrounding blocks for office and retail purposes, adequate parking, and an extensive streetscape program.

The Old Post Office is a local landmark around which revitalization will occur.



A new plaza will provide an urban open space amenity north of the Old Post Office building.

Revitalization Goals

- Bring 24-hour-a-day, seven-day-a-week street level activity back to the heart of Downtown.
- Provide ground level and upper level uses on those blocks immediately adjacent to the Old Post Office building within six years.
- Retain an educational use for the Old Post Office building.
- Improve the 'walkability' of streets in the District by design, business recruitment and promotion of designated pedestrian and retail streets.
- Provide adequate parking for redevelopment activities within the District.
- Promote the District as the 'heart of Downtown' from which all of Downtown is an easy 10-minute walk.

Six Year Market-Driven Program

- 110,000 square feet of institutional use for the Old Post Office building.
- 250,000 square feet of new class A office space possibly within the Old Post Office District or Gateway Mall District.
- 250 - 390 residential units.
- 75,000 square feet of destination and neighborhood retail and service uses.
- Approximately 2,800 structured parking spaces.
- An undetermined amount of class B office space.
- A 100 - 150 room boutique hotel.

Year One Projects

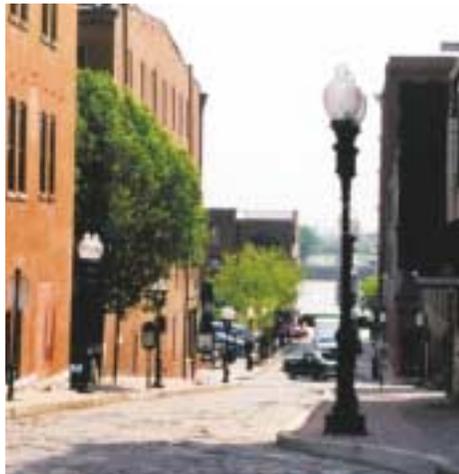
- Downtown Now! may seek to obtain control of the Paul Brown/Arcade/Wright block and the Century/Syndicate block.
- Downtown Now! may seek to obtain control of the half block immediately north of the Old Post Office that has been identified as a plaza site.
- Ensure that the Convention Headquarters Hotel deal is secured.
- Ensure that an educational institution is committed to locating in the Old Post Office building, given that known conditions are met.

- In the event Downtown Now! obtains control of the above mentioned blocks, formulate a short-list of developers and issue an RFP.
- In the event Downtown Now! obtains control of the above mentioned blocks: Simultaneous with the RFQ/RFP process, stabilize the exteriors of the buildings on the Paul Brown/Arcade/Wright and Syndicate/Century blocks in order to remove the barricade fencing currently blocking the street and head lease ground floor space for retail uses.
- Identify funding and initiate an RFP for the streetscape design of 8th and Olive Streets.
- Encourage local, state and federal office uses within the District.
- Form a retail management entity for the Old Post Office District that will promote business retention and expansion, recruit retailers, market the District, and regulate storefront renovation that fits with the character of the pedestrian and retail streets within the District.

Laclede's Landing/Riverside District

Development of the area immediately north of the Gateway Arch grounds has always been seen as a key component of any Downtown revitalization plan. This area, located north of Washington Avenue and south of O'Fallon Street between I-70 and the river has long held great potential as both an entertainment center and as a Downtown residential mecca. Other Downtowns located along waterways take full advantage of these assets, placing mid rise units where residents can enjoy the beauty and vitality of life on the water. Similar opportunities exist in Laclede's Landing and Riverside North.

Laclede's Landing is already successful, thanks to long-term planning, consistent leadership, and an incremental development strategy championed by the Laclede's Landing Redevelopment Corporation.



Laclede's Landing provides street corridor views to the Mississippi River.

The Laclede's Landing/Riverside District will create new options for Downtown residential living, expand and enhance current entertainment and dining opportunities.

Several restaurants and nightclubs have been located here for years. The President Casino on the Admiral boat plans to relocate to a spot just north of Laclede's Landing. Planet Hollywood reports its Laclede's Landing store among its most profitable anywhere.

This action plan seeks to build on that success and extend the District northward to include existing industrial and vacant property. Key development activities will include rehabbing historic buildings for loft, office and retail uses, expanding the District's entertainment facilities, creating new residential units and providing support services for residents and workers. All development will remain consistent with the District's unique architectural character, including cobblestone streets, brick structures, and beautiful vistas of the river and the Arch from different locations.



Laclede's Landing will offer a variety of residential unit types.

The Laclede's Landing/Riverside District will create new options for potential Downtown residential living. It will expand and enhance current entertainment and dining opportunities. The District Plan will demonstrate the ability of Downtown planners to put historic industrial areas to modern, productive use.

Revitalization Goals

- To build upon and support the existing efforts of the Laclede's Landing Redevelopment Corporation.
- To establish Laclede's Landing/Riverside/Riverside North as the premier Downtown, riverside neighborhood living opportunity in St. Louis.
- To establish additional entertainment , residential, and mixed uses that build upon the existing uses and activities in the District.

Six Year Market-Driven Program

- 1,064 units of new and rehabilitated residential units.
- A 200,000 sq. ft. urban entertainment center.
- 50,000 sq. ft. of neighborhood retail.
- 1,129 parking spaces within 2 new structures to accommodate development within the District.
- 42,500 sq. ft. of entertainment retail.

- A child care facility to support the new residential environment.
- 3.6 acres of park and open space.

Year One Projects

- Work with residential developers to develop the first group of housing units between Dr. Martin L. King Drive and Carr that is responsive to the density and design inherent in the District, and allows for east-west pedestrian and visual connections through the development to the River.
- Complete pedestrian improvements under I-70.
- Acquire land and buildings between Carr and O’Fallon for residential development in these Districts.
- Work closely with the President Casino to ensure adequate design review of entry points to a newly relocated Admiral Casino boat, as well as on the proposed parking structure.
- Work with the new hotel developer to achieve a site plan that is responsive to the density and design inherent in the District.

Gateway Mall and Arch Ground Open Space District

Every great city has a grand place where citizens and visitors come together to celebrate, to admire the urban setting, and to appreciate the beauty of the area. The Gateway Mall, beginning at the Arch Grounds and extending westward in a wide green urban park space to 22nd Street, provides such a place for St. Louis.

Development and enhancement of this grand urban space is perhaps the most visible and important aspect of the Downtown Action Plan. Development activities will focus on eliminating pedestrian barriers, expanding the green space where possible, improving traffic flows around the Gateway Mall, and creating an environment of activity marked by frequent and regular events and activities that attract Downtown workers and others around the clock.

The Downtown Action Plan for the Gateway Mall and Arch Grounds builds upon the grand scale of this public space, providing

Every great city has a grand place where citizens and visitors gather. The Gateway Mall provides such a place for St. Louis.



Kiener Plaza provides a venue for outdoor performances on the Gateway Mall.



The civic area of the Gateway Mall is an ideal place for Downtown festivals.

Downtown St. Louis and the entire St. Louis region with a first class landmark that will be recognized throughout the world.

Revitalization Goals

- Physically reconnect the Downtown and Gateway Mall to the Arch Grounds and Riverfront.
- Physically improve the Gateway Mall to become the primary axis of Downtown.
- Provide an opportunity for private spin-off investment related to the significant civic investments made along the Gateway Mall itself, resulting in increased value of 'a Mall address' for corporate and residential uses.
- Provide a pedestrian and bicycle system originating from the Gateway Mall, easing movement between the Gateway Mall and Arch Grounds to all Districts within Downtown St. Louis.

- Continue to provide the central venue for St. Louis parades and festivals.

Six Year Market-Driven Program

- Physical improvements to the Gateway Mall are to include public art, comprehensive landscaping, regulating of the block edges on the entire length of the Gateway Mall, and increasing pedestrian amenities.
- 72 high-end residential units.
- A new cultural institution within the District.
- Daily programmed special events.

Year One Projects

- Secure State sponsorship and funding of the landscape deck over I-70 to create a boulevarded Memorial Drive.
- Launch detailed design of Gateway Mall improvements focused on creation of specific improvement opportunities in 2000. This study should identify where additional green space can be used for treelawns and/or additional Gateway Mall space, and ultimately 'straightening' this grand boulevard wherever feasible.
- Work with a congressional delegation to convince the National Parks Service, in partnership with Downtown Now!, to evaluate and develop implementation schedule for recommended improvements to, and more active recreational use, at the Jefferson National Expansion Memorial.

- Following completion of feasibility analysis of the Downtown Smithsonian-affiliate museum in Spring 2000, move forward with implementation, including establishment of board, funding, etc.

Streets and Streetscape Program

One of the goals of the Action Plan is to make Downtown St. Louis a great 'walkable' city. To achieve this goal, a comprehensive program to improve streets and streetscapes throughout Downtown will be implemented.

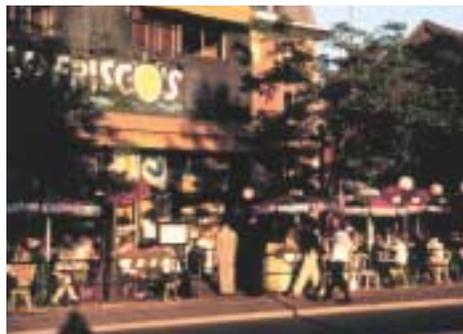
Downtown currently has a confusing collection of streets that do not appear to have much focus and which cause visitors in search of activities to traverse many blocks in search of hidden treasures. Signage is poor and inconsistent. Sidewalks are of varying widths and often do not offer amenities such as benches, lighting, etc. Little attention has been paid in most areas to creating an atmosphere that invites and encourages pedestrian activity.

The Action Plan will focus on creating distinct types of streets for retail, access, pedestrian and special purposes in each of the Downtown Districts. In addition, considerable attention will be paid to establishing an identity for different blocks, using streetscape amenities and design. Standard street lights, traffic lights, pedestrian fixtures, benches, and other pedestrian amenities need to be coordinated in order to portray a unique 'sense of place.'

As a result of this program, pedestrians will find walking in Downtown an inviting, safe, and exciting experience that leads them to centers of activity, provides them with unexpected opportunities for respite, and renews their appreciation of the urban experience.

Revitalization Goals

- Make Downtown St. Louis a great 'walkable city' by creating specific designs for pedestrian and retail streets.
- Identify typical Downtown St. Louis design standards for site furnishings and improvements such as benches, light fixtures, trash receptacles, etc., organized by street typology, that can be used to help portray a unified image.
- Provide adequate maintenance for all street and pedestrian environments.
- Implement specific street reconfiguration and/or traffic configuration changes to improve the pedestrian experience and environment.
- Encourage street level activities such as outdoor cafes, newspaper stands and street entertainers.



Outdoor cafes provide street-level activity.

Six year Market-Driven Elements

- Streetscaping of all Pedestrian and Retail streets in the Expanded Downtown Core.
- Establish a contingency for infrastructure improvements.
- Provide a funding allocation for events programming.
- Establish an overall marketing and promotion program for Downtown.

Year One Projects

- Commence detailed design of the boulevarding of Memorial Drive
- Commence detailed design of Washington Avenue streetscaping.
- Commence detailed design of Lucas, St. Charles and related north/south side streets connecting to Washington as part of Washington Avenue effort.
- Commence detailed design of street and streetscape improvements to Eighth, Ninth, Olive and Locust Streets immediate to the Old Post Office.
- Establish a Downtown Streets Management entity that immediately addresses maintenance of sidewalks, striping and workability of traffic control devices.
- Complete pedestrian improvements under I-70 to Laclede's Landing (Currently underway)

Typology Guidelines

The Downtown Development Action Plan provides a set of typology guidelines to govern the adaptive reuse and redevelopment of buildings, streets, open spaces, and parking in Downtown St. Louis. The guidelines are directed at preserving and enhancing the essential urban design qualities that contribute to the distinctive and memorable character of Downtown and at identifying new strategies for revival.

Economic and Fiscal Impact

The direct economic and fiscal impacts of successful implementation of the plan are substantial. The detailed fiscal impact analysis combines the six year market-driven program with two other Downtown initiatives: the proposed Convention Headquarters Hotel at Ninth Street and Washington Avenue, and the redevelopment of Cupples Station.

After full build-out of the market program and these two projects, Downtown will add some 4,300 residents. Permanent jobs in Downtown will have increased by 9,300 excluding multiplier effects. There would also be an average of 3,400 construction and related jobs created per year in the Downtown area during the construction and development phase over the next six years. These residents and employees, plus added retail and entertainment, will cause general fund tax revenues of the City to rise by a net present value of \$158 million for the 26 years of development and financing projected in this analysis. Including

additional projects such as the Convention Headquarters Hotel and adding multiplier effects, the total tax revenues are estimated at \$523 million during the same 26 year period.

In addition, the net present value of tax revenue increases for the State of Missouri would be \$52 million. Including additional projects such as the Convention Headquarters Hotel and adding multiplier effects, the total tax revenues at the state level are estimated at \$2.7 billion. The detailed market and finance plan is included as a Supporting Document to this report.

Financing and Implementation

This Action Plan includes physical, market driven, and program components that are critical to the success of Downtown St. Louis. These components are based within a six year intense implementation schedule with Year One being 1999.

Total development costs for the Phase One development program (in constant 1998 dollars) are estimated at \$1.129 billion during the six years of 1999 to 2004.

These costs include both private and civic investments. The private component (principally including residential, commercial, and some parking structures) totals \$751 million, while the civic component (including street improvements, preparation of a number of sites for private development, and major enhancements to the Gateway Mall) totals an estimated \$378 million.

In addition to the Phase One program, the economic and fiscal impacts analyzed in this report include the anticipated development program of the St. Louis Convention Headquarters Hotel and the redevelopment of a major portion of Cupples Station. Their 1999 to 2004 development costs, when combined with Phase One, indicate an overall six-year investment in Downtown St. Louis of over \$1.5 billion.

A total financing gap for the private sector during Phase One only is estimated to be \$333.3 million during the six years of the Phase One development program. This gap is determined before any subsidy or incentives programs are considered. Assuming this gap is filled entirely from public, philanthropic and civic initiatives (e.g., tax incentives, historic building tax credits, reduced financing terms, donations of property, etc.), the up-front private sector costs would be reduced by that amount and civic costs would be increased by that amount. This would change initial private investment to \$417.6 million (37% of total Phase One investments) and the civic investment would increase to \$711.4 million (63% of Phase One investments).

The leadership implementation of the St. Louis Downtown Development Action Plan should stand with Downtown Now!. The overall implementation of the entire Downtown Now! Plan will occur through:

- Marketing and performing public relations and community outreach for the Plan.

Total Development Cost...

\$1.129 billion

Private Investment...

\$751 million

Civic Investment...

\$378 million

- Raising funds (from government and private sources).
- Directing implementation of the Plan or doing so through other entities or both.
- Managing and marketing Downtown or assuming that these tasks are performed by others.

Fundamental responsibility for the implementation of the Downtown Plan should rest with the Downtown Now! co-chairs. The present co-chairs group would continue, as it stands today, with an implementation committee made up of two co-chairs representing the City of St. Louis and the Downtown Saint Louis Partnership. In consultation with the full co-chair group, these two co-chairs would retain an Executive Director for Downtown Now!. This Executive Director would have a small staff.

The co-chair group would coordinate plan project funding from governments, institutions and philanthropists, set project budgets, schedules and priorities and would monitor Plan implementation. The co-chairs would lead public relations and community outreach. The Executive Director hired by the co-chairs would provide Downtown Now! with leadership of the entire effort. This person would report to the two

managing co-chairs. The Executive Director would hire and manage the individual focus area project managers, building them into an integrated implementation team.

The new City Planning Commission would be responsible for design review to ensure quality control and that individual projects meet the objectives of the Plan. A non-adversarial design review process would be defined for public and private projects, with a staged review and recommendation process and an effective dispute resolution mechanism.

A Downtown Community Improvement District (CID) was recently adopted for the Downtown area. This CID is to be managed through the Downtown Saint Louis Partnership, will allow special assignments and fees to be imposed to pay for community improvements and services within the established boundaries. The annual levy of assessments is set by an established District Board.

The CID allows for ongoing funding of specified projects such as promotional activities, economic and housing development assistance, maintenance, security and image enhancements in the District.

Summary

The success of this Action Plan, and the resultant revitalization of Downtown St. Louis, will depend on six critical factors:

1. Leadership

Ultimately, the success of this Plan is based on energetic committed leadership and follow through. If the collective civic will to reshape and revitalize Downtown St. Louis is not further strengthened and focused, then the ideas, strategies, and actions contained within this Plan will not happen.

2. Themes

It is imperative that initial revitalization efforts in Downtown be concentrated on those areas identified in the Plan. While there are many projects and physical areas within Downtown St. Louis that need investment and leadership, incremental, focused activity will produce the best results.

3. Catalytic Projects

Within the proposed theme areas, a number of high profile projects have been identified. These projects can serve as catalysts for ongoing and expanded redevelopment activities.

4. Communicating the Vision

A very strong communications program is needed. This Plan will not succeed unless and until public perception changes to accept a new image and purpose for Downtown, one that embraces living, working, and playing there.

5. Adequate funding

Adequate financing will be a critical success factor in the revitalization of Downtown St. Louis. Revitalization can not be achieved without substantial investment from many sources.

6. Weaving It All Together

This Plan recognizes the need to create a new environment in Downtown, a transformation of Downtown's image and attractiveness, intended to change its market positioning both within the region and the nation.

The Time to Act is Now

Downtown St. Louis' future cannot be decided through piecemeal efforts. A comprehensive plan that addresses the current fundamental shortcomings of Downtown in a coordinated manner is the best hope for returning Downtown to its place among America's great urban areas.

The numerous task force members, staff group, co-chairs and consultant team all believe that Downtown St. Louis can once again be a vital center in the Midwestern region. Now is the time for decisive action. Civic, private and philanthropic leaders must all work together to assure the success of Downtown St. Louis in the 21st century.

Section I: Introduction

Purpose: the Vision and the Mission

The City of St. Louis Downtown Development Action Plan communicates specific, six year physical, market, program and policy actions that will allow Downtown St. Louis to re-emerge as the vital urban center of the Region. This plan demonstrates the value of the urban environment and strengthens its role as the place that engages, empowers and celebrates all of the region's diverse populations. The Plan provides the tools needed for Downtown St. Louis to capitalize on and strengthen its role not only as the premier office location in the region, but also as a retail, entertainment, housing, institutional and cultural hub.



Downtown St. Louis is framed by the nationally acclaimed Gateway Arch.

The Downtown Development Action Plan communicates specific six year physical, market, program and policy actions.

The Planning Process

The Plan was developed by Downtown Now!, a unique public-private partnership created in October 1997 by St. Louis Mayor Clarence Harmon to develop a five to seven year plan for revitalizing Downtown St. Louis. Mayor Harmon appointed an initial panel of five co-chairs to lead this process, with additional co-chairs added during the planning process. The co-chairs were as follows:

- Michael Jones, Deputy Mayor for Development, City of St. Louis
- John Fox Arnold, Chairman, Downtown Saint Louis Partnership
- Richard C.D. Fleming, President and CEO, Regional Commerce and Growth Association (RCGA)
- Senator John Danforth, Chairman, St. Louis 2004
- Robert Baer, President and CEO, Unigroup
- David Darnell, President, Midwest Banking Group, Bank of America
- Larry Williams, Treasurer, City of St. Louis
- Jan Newton, President, Southwestern Bell Missouri
- Dean Wolfe, Executive Vice President, May Company
- John Dubinsky, President Emeritus, Mercantile Bank/Firststar, St. Louis.

Input from community leaders, developers, businesses, and citizens was an essential ingredient throughout the planning process.

The planning process was designed to ensure an open, proactive, community-endorsed master plan. A 140-member Task Force representing a broad range of regional stakeholders in Downtown was established. The Co-Chairs and Task Force were charged with developing an achievable master plan for the revitalization of Downtown. This master plan was to build on the work of the 1993 Downtown St. Louis Strategic Plan. The Plan sets an agenda for development activity that could be substantially completed or underway by 2004.

Beginning in October 1997, Downtown Now! held regular meetings with the Task Force and other stakeholders to review the 1993 Downtown St. Louis Strategic Plan, as well as best practices from across the country. Based upon this review, a revitalization strategy for Downtown was developed and summarized into Development Principles and Priorities.



Numerous public meetings were held to receive input on the ideas being formed by the consultant team.



On-site discussions allowed the team to clearly visualize the issues and discuss possibilities.

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

This team of international, national and local consultants formulated the physical framework, transportation and urban design plans, target markets, and specific implementation actions that will lead to revitalization in Downtown St. Louis through 2004 and beyond.

Plan Organization

This document is organized as follows:

- Section I: Introduction (current Section)
- Section II: Downtown St. Louis: The Heart of the Region
- Section III: Regional Overview and Project Context
- Section IV: Development Strategy
- Section V: The Framework Plan
- Section VI: The Urban Design Plan
- Section VII: Catalysts for Redevelopment
- Section VIII-XII: Focus Area Plans
- Section XIII: Typology Guidelines
- Section XIV: Implementation
- Acknowledgments

Section I: Introduction provides a basic overview of the purpose, the process and the organization of the document.

Section II: Downtown St. Louis: The Heart of the Region examines the need for a revitalized Downtown St. Louis and why this Plan is critical at this time.

Section III: The Regional Overview and Project Context establishes a regional and local context on which urban design and district plans are based.

Section IV: Development Strategy looks at how the Plan was developed, its purpose and potential benefits, and the specific market targets it will achieve.



One of several public meetings held throughout Downtown.

Section V: The Framework Plan establishes a framework for districts, transportation and open space within the greater Downtown.

Section VI: The Urban Design Plan explains the fundamental detailed elements and actions needed for Downtown St. Louis to become a great urban center.

Section VII: Catalysts for Redevelopment provides an overview of the focus areas within the Plan.

Sections VIII-XII: Focus Area Plans discuss specific physical or program areas which will be the catalysts for redevelopment within the entire Downtown. These focus areas include The Gateway Mall and Arch Grounds District, the Washington Avenue Loft District, the Old Post Office District, Laclede's Landing/Riverside District, and a Streets for People Program.

Section XIII: Typology Guidelines examines the specific standards developers will be expected to follow in designing and implementing the various components of this Plan.

Section XIV: Implementation lays out the specific time line responsibilities for completion of priority projects, identifies cost estimates, and proposes a finance and management plan for project implementation.

Acknowledgments lists the large team of professionals, civic representatives and volunteers who contributed to this effort.

Supporting Documentation is provided as addenda to the report. This information includes component process documents and back up data supporting the final plan.

Section II: Downtown St. Louis - The Heart of the Region

Why Downtown? Why Now?

The St. Louis region has a population of approximately 2.5 million people. Of that number, approximately 350,000 live in the City of St. Louis. Fewer still — 8,200 people — live Downtown.

Yet, if an outsider were to ask many of the 2.5 million residents of the region where they live, the answer would be “St. Louis.” Pressed further to describe their hometown, many of these people would no doubt begin with the Gateway Arch, the Mississippi River, Busch Stadium, and perhaps Union Station. Regardless of whether residents reside in Kirkwood, Clayton, Chesterfield, Belleville, Affton, or Collinsville, the defining image of St. Louis remains Downtown.

Realistically, that image has become tarnished in recent years. Downtown St. Louis today has suffered from neglect and decline similar to many other Midwestern cities. In the past three years, a number of highly visible studies, plans, and reports have been published about the condition of the St. Louis region and what is needed to prepare it for success in the 21st century.

- Urbanologists Neal Peirce and Curtis Johnson published a detailed analysis of the challenges and opportunities facing the St. Louis region in March 1997 in the *St. Louis Post Dispatch*.



The Gateway Arch located along the Mississippi River provides a unique cultural element for Downtown St. Louis.

- St. Louis 2004 spent two years working with residents and leaders to develop a vision and action plans to improve the region by the 100th anniversary of the 1904 World's Fair.
- The Regional Commerce and Growth Association prepared plans for generating 100,000 new jobs in the region by 2000.
- Countless other groups and organizations have developed separate plans related to various geographic or economic sectors in the region.

All of these studies and plans, however, share a common thread. Each of them recognizes the vital role Downtown plays in the health of the region and each places the revitalization of Downtown at the top of the region's priorities.

Regardless of whether residents reside in Kirkwood, Clayton, Chesterfield, Belleville, Affton, or Collinsville, the defining image of St. Louis remains Downtown.

*A healthy, revitalized
Downtown is essential
because Downtown
plays many critical roles
for the region.*

Why is Downtown so important? According to Peirce...

"The National League of Cities released statistics in 1992 showing that the metropolitan regions with the most massive income differential between centre city and suburbs had been suffering the most in the recession."

"Richard Voith of the Federal Reserve Bank of Philadelphia... found that with few exceptions the better the centre city does the better the suburbs do. Conversely dismal city economic performance is generally reflected in suburban economic activity well below that of suburbs that surround less impacted centre cities."

"H.V. Savitch and his colleagues at the University of Louisville School of Urban Policy... looking at 59 metropolitan areas (27 with centre cities experiencing population loss, 32 with population gain... found that per capita incomes of centre city and suburbs (despite big differential) tend to move in tandem. Self-sufficiency of suburbs, they concluded, 'is an impoverished idea.'... 'Suburbs which surround healthy cities stand a better chance of vitality than those which surround sick cities.' "

Across the U.S. a remarkable renewal of investment in downtowns is taking place, marked by dramatic increases in downtown residential activity, significant levels of new employment, and ongoing efforts to make downtown areas more attractive and



Successful urban parks, like Boston's Post Office Square, are key to the success of any Downtown.

appealing for visitors, workers, and residents. If the St. Louis region wants to maintain its role as one of the country's major metropolitan areas, revitalization of Downtown is an essential step.

Downtown's Many Roles

A healthy, revitalized Downtown St. Louis is essential because it plays many critical roles for the region.

- Downtown is the public face for the region. It is the front door to the region and a symbol of the region's health and vitality.
- Downtown is the region's economic hub and commercial engine. Its businesses buy and sell from other companies across the region. These businesses generate about a third of all tax revenues for the City of St. Louis and millions for the State of Missouri.

- Downtown is the employment center for the region. With 90,000 jobs, Downtown has Missouri's largest concentration of jobs and is the second largest employment hub in the Midwest. Thus, Downtown St. Louis is the single most important employment concentration in the metropolitan region — something that cannot be said of downtown Denver or Detroit, for example.



Substantial seasonal event activity generated by Busch Stadium needs to be captured before and after events in Downtown restaurants, nightclubs and other retail venues.

- Downtown is an important regional attraction. Its proud location on the Mississippi River, the magnificent Gateway Arch, the remarkable Gateway Mall, the unique stock of historic buildings rich in traditions, Downtown's heritage of strategic investments; all provide the basic qualities needed for St. Louis to regain its rightful position as one of the nation's great cities.

- Downtown is the celebratory heart of the region. It is where St. Louisans gather to share great moments, to root for their hometown teams, to celebrate Mark McGwire's home run feats, or to watch a parade .
- Downtown is a regional information technology center. As home to Southwestern Bell and other major telecommunication companies, Downtown is a major hub on the national information super highway. Many of its buildings have been or are being wired with high capacity, fiber optic strands to allow tenants access to the latest technology. The presence of five local exchange carriers within Downtown provides for competitive pricing of building-by-building access to technology. These carriers currently have a substantial base of mainlines in Downtown streets that allow for easy wiring to buildings.



America's Center reflects key investments made in Downtown St. Louis.

*In the New Economy,
'livability' factors will
determine where people
choose to live and work.*

The renewal of Downtown St. Louis is not just Downtown's problem, nor the City's alone. Downtown is a vital asset for the region and the state.

- Downtown has the potential to become an education center for the region. Downtown already has some excellent daycare resources. There is a magnet school in the neighborhood just to the northwest of Washington Avenue. Interesting opportunities exist for a new middle school to be established possibly in association with the St. Louis Public Library or the proposed new museum. St. Louis Community College is headquartered Downtown. Webster University has expanded its educational programs, and is considering developing an international high school.
- Downtown represents a huge public and private investment that has already been made over many years.

Downtown and the New Economy

Beyond the above stated reasons, the overriding need to revitalize Downtown St. Louis comes from the role it must play in the New Economy. Increasingly, factors such as quality of life, character of the environment, convenience of location, access to services, the availability of technology, and a diversity of people and opportunities will determine where people choose to live and work.

Across America, many older cities are remaking themselves to compete in the New Economy. As both the national and global economies become increasingly structured around what Peirce calls "citistates," so St. Louis must position itself. Its traditional role as mid-America's center is one for which the city has always had geography on its side. But Denver, Chicago, Atlanta, and Dallas — all cities with strong commitments to their downtowns — now constitute well-organized competition.

Downtown St. Louis has the potential to be a focal point for the New Economy. It can offer a array of living options that are unique in style and close to places of work and entertainment. New residential communities, linked into the high-speed communications infrastructure, can be developed to attract the next generation of young, dynamic information workers with a quality of life and "livability" unmatched anywhere else in the region.



Construction of the new Federal Courthouse adds to civic architecture in Downtown St. Louis.



Renovated residential loft projects create a unique, attractive living environment.

To compete in the New Economy, a city or downtown area must focus on a new set of priorities that include:

- Residential areas which are close by office and work space, to provide flexibility to New Economy workers who are unconstrained by 9-to-5 workdays.
 - An understanding that tomorrow's jobs will more likely be created by small to medium sized companies than corporate giants.
 - A "24 hour, seven day a week" mentality that recognizes the need to have access to services, the workplace, and entertainment around the clock.
 - Educational resources in convenient and accessible locations.
 - Greater focus on environmentally sound practices and "smart growth" as seen by an increased emphasis on walking and consolidation of services into designated, accessible areas.
- A living environment that is unique, attractive, and appealing, especially to younger people who are the backbone of the New Economy.
 - Access to high speed communications links in the office and at home.
 - Convenience, as defined by centrality of locations, availability of products and services, and proximity to other groups of people with similar points of view.

All St. Louis businesses, whether located in the City, Clayton, or St. Charles County, understand the importance of excellent educational opportunities and a good airport, and are actively involved in promoting their improvement. Business and other community leaders must also appreciate and accept that the future of the region is also dependent on a thriving Downtown area that attracts and retains businesses, residents, and visitors alike.



Downtown Denver's 'LoDo' district has become a gathering place for downtown residents and workers.

Recent private and public investments in Downtown have demonstrated the potential for redevelopment of this important area.

Having lots of people living Downtown is the single most important thing that can be done to improve the overall economic environment of Downtown St. Louis.

Other downtown areas have gone through a similar transformation by attracting and retaining key sectors of the New Economy: technology, media, film/TV, advertising, and imaging. These business sectors have supplemented the traditional financial and professional service mainstay of the downtown economy, providing dynamic growth. It would be an exaggeration to blame these sectors' relative absence in the St. Louis region solely on the poor condition of Downtown. Yet, the lack of an attractive, exciting, and vital downtown environment has certainly hampered the region's economic development. As such, Downtown is a vital asset for the region and the state: it is the public face of the entire metropolitan area as seen by the world.



Laclede's Landing, located on the Mississippi River in Downtown, has already seen the benefits of reinvestment efforts.

Defining a Successful Downtown

The revitalization strategy articulated in this Plan is that the Downtown environment itself must be improved to become a major attractor and generator of new economic opportunities. Enhancing the livability of Downtown thus becomes an economic imperative.

Downtown must be one of the economic engines for the region's future. Residential, employment, retail, and visitor activity must be substantially increased. A critical mass of market activity must be reached in all sectors of the Downtown economy. Physical improvements must be made in combination with aggressive business development programs. Tax incentives, many already in place, must be capitalized on to stimulate new investment Downtown.

The largest employment increases will not come from new corporate headquarters, but from expansions of existing businesses and from new sectors now only marginally located in the Downtown and under represented in the region as a whole. The mass of new employment being created in the information technology, media, imaging, and related areas is typically locating in two quite different types of urban locations: around the urban fringe and in renovated older buildings in the core. While such businesses are found at the edge of the metropolitan area, there are fewer of them in Downtown St. Louis.

A renovated Downtown environment can offer these sectors the kind of leading edge, entrepreneurial, 'hip' business lifestyle not available elsewhere. Further, restaurant and personal service sectors are typically locating in areas around the high rent office district. These sectors are also significantly under represented for Downtown, but are vital components in supporting the 'lifestyle economy.' These extremely agile, and responsive to unique quality and environment, sectors are generating much of the employment growth in other cities.

St. Louis requires an urban core that provides the sense of activity and lifestyle that will further stimulate economic activity.

Comparing to other Downtowns

The Downtown Development Action Plan is a six-year, \$1.2 billion plan to revitalize Downtown St. Louis and make it the hub of the region in the New Economy. Nevertheless, this cost is less than one-half the estimated cost for a new Mississippi River Bridge and equal to that of one additional line extension of MetroLink.

Moreover, these costs are similar to the investments other major mid-western cities have made in their downtowns over the past few years. These cities have made investments in one or more of the following categories of investment:



The investment made in the America's Center in Downtown St. Louis compares to that made in other cities.

- Attractions: museums, performing arts centers, entertainment complexes, sporting venues, etc.
- Development Financing: TIF and other finance mechanisms for projects.
- Civic Amenities: Riverwalks, street, plaza and park improvements, etc.
- Infrastructure: Interstate and local roadway reconstruction/re-alignment, brown-field remediation, parking facilities.

The investment made by these cities includes:

- Cleveland, Ohio: \$1.2 Billion
- Cincinnati, Ohio: \$0.9 Billion
- Detroit, Michigan: \$2.9 Billion
- Indianapolis, Indiana: \$1.9 Billion
- Minneapolis, Minnesota: \$1.2 Billion



The central artery project in Boston, combined with harbor improvements, has totalled approximately \$150 million per year for expenditures over the last decade.

There are good reasons for believing that similar investment will have the desired effect of transforming the image of Downtown St. Louis.; of stimulating the desired level of long-term investment and of promoting substantial increases in the residential and working populations.

The best evidence is supplied by the experience of other cities who have effected a similar transformation. The program being proposed for St. Louis is very similar in both content and overall cost to the kinds of initiatives that have been successfully undertaken in Cleveland, Indianapolis, Milwaukee, Cincinnati, Denver, and other comparable downtowns. If it can happen in these cities, it can and should happen in Downtown St. Louis.

While there is a considerable variation in the capital expenditure programs between individual cities, what is clear is the very significant level of expenditure taking place in the revitalization of downtowns and waterfronts in the U.S. The central artery project in Boston, combined with harbor improvements, has totalled approximately \$150 million per year for expenditures in the last decade.

Typically, the public investment in these cities has been approximately one third to one half of total investments made. As detailed in Section XIV: Implementation, the investment projected for this Plan is well within the range, if not under, what numerous other cities have invested.

Section III: Regional Overview and Project Context

This overview provides the Plan with the physical and demographic context of the greater St. Louis Region and Downtown.

This context establishes the macro setting within which the Downtown Action Plan redevelopment goals and market and physical strategies were developed. A complete detailed analysis of the market and physical conditions is contained within the Phase B report of this planning effort.

Regional Overview

The City of St. Louis is located on the eastern edge of Missouri just south of the confluence of the Missouri, Mississippi and

Illinois rivers. The City today is a prominent crossroads because:

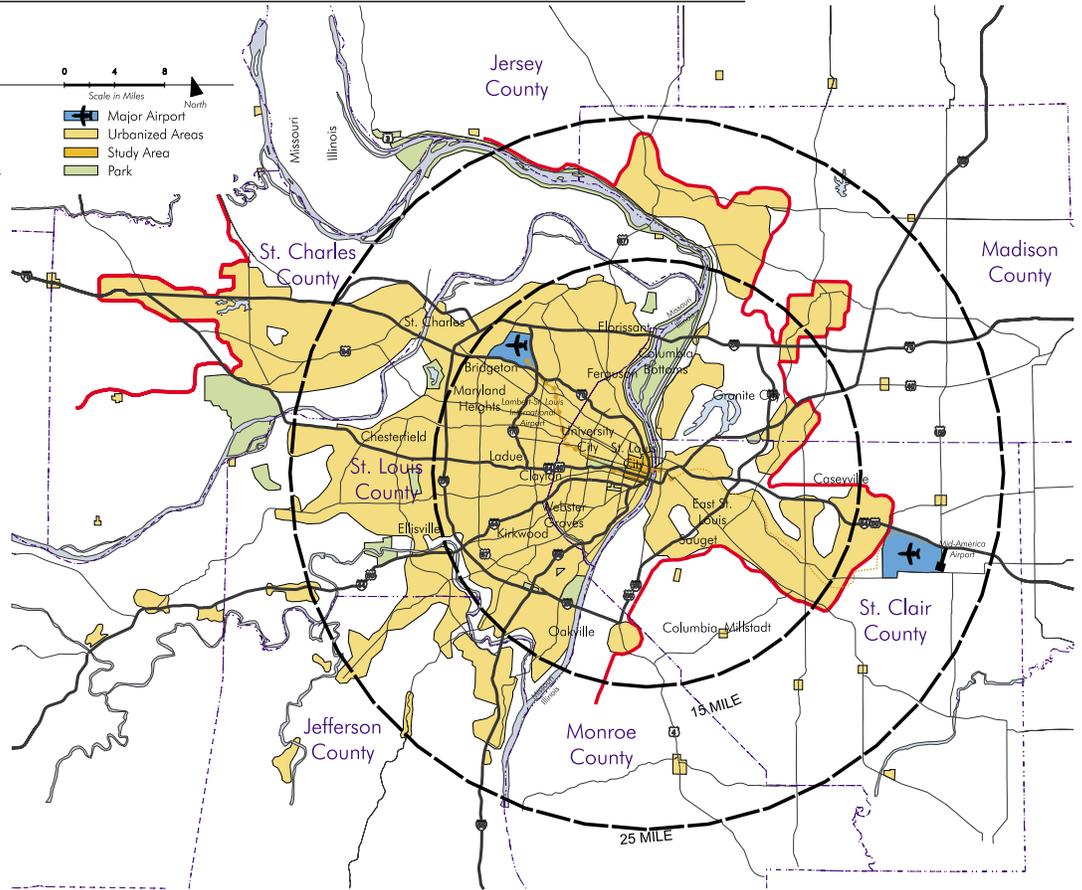
- It is the confluence of Interstates 44, 55, 64 and 70.
- It is the location of the Burlington Northern and Union Pacific north-south rail lines that run through Downtown St. Louis, and the Norfolk Southern and Union Pacific, primary east-west lines through Downtown.

Regional Place

Key:

- Interstate Highway
- MetroLink Light Rail Line
- Proposed MetroLink Line
- Prime Suburban Growth Areas
- - - County Lines

- Scale in Miles: 0, 4, 8
- North
- Major Airport
- Urbanized Areas
- Study Area
- Park





The America's Center/TWA Dome Center is an attraction for tourists, residents and businesses.

Lambert-St. Louis International Airport is the eighth busiest airport in North America for aircraft operations and 14th for passengers. The Airport presently serves 17 carriers and is located 15 miles northwest of Downtown St. Louis. The airport is undergoing a multi billion dollar expansion that will add one runway and 20 gates by 2004. Mid-America Airport is a new facility located in St. Clair County in Illinois. This airport is currently not serving commercial carriers. Other regional airports, defined as those with runways under 8,100 feet, include the Spirit of St. Louis, St. Louis Regional Airport, St. Louis-Downtown Parks, Cahokia, and St. Charles Airport.

Major natural amenities in the St. Louis region include the Missouri, Mississippi and Illinois Rivers, which provide local, regional and national environmental systems and shipping routes. Man-made amenities are

abundant in the region's numerous parks and open spaces. Forest Park, located in the City of St. Louis, is the region's primary urban park.

The St. Louis region ranks 17th in population nationwide and is located within 500 miles of one-third of the United States' population. Much of the urbanized area within the Metropolitan Statistical Area (MSA) lies within a 25 mile radius from the City, with additional concentrated growth extending west into St. Charles County. The entire MSA consists of 6,391 square miles, with a total population of 2.6 million people. Of this, 77% of the population is in Missouri and 23% is in Illinois. A total of 16% of the MSA population lives in the City of St. Louis.

Project Context

The Greater Downtown, as referenced in this Plan, is defined as Cass Avenue and Madison Street to the north, Chouteau Avenue to the south, the Mississippi River to the east and Jefferson Avenue to the west. The Expanded Downtown Core (Core or Downtown Core also) is bounded approximately by Cole to the north, I-64/STH 40 to the south, 22nd Street to the west and the Mississippi River to the east. The Core consists of approximately 546 acres of land.

Current Plans and Proposals

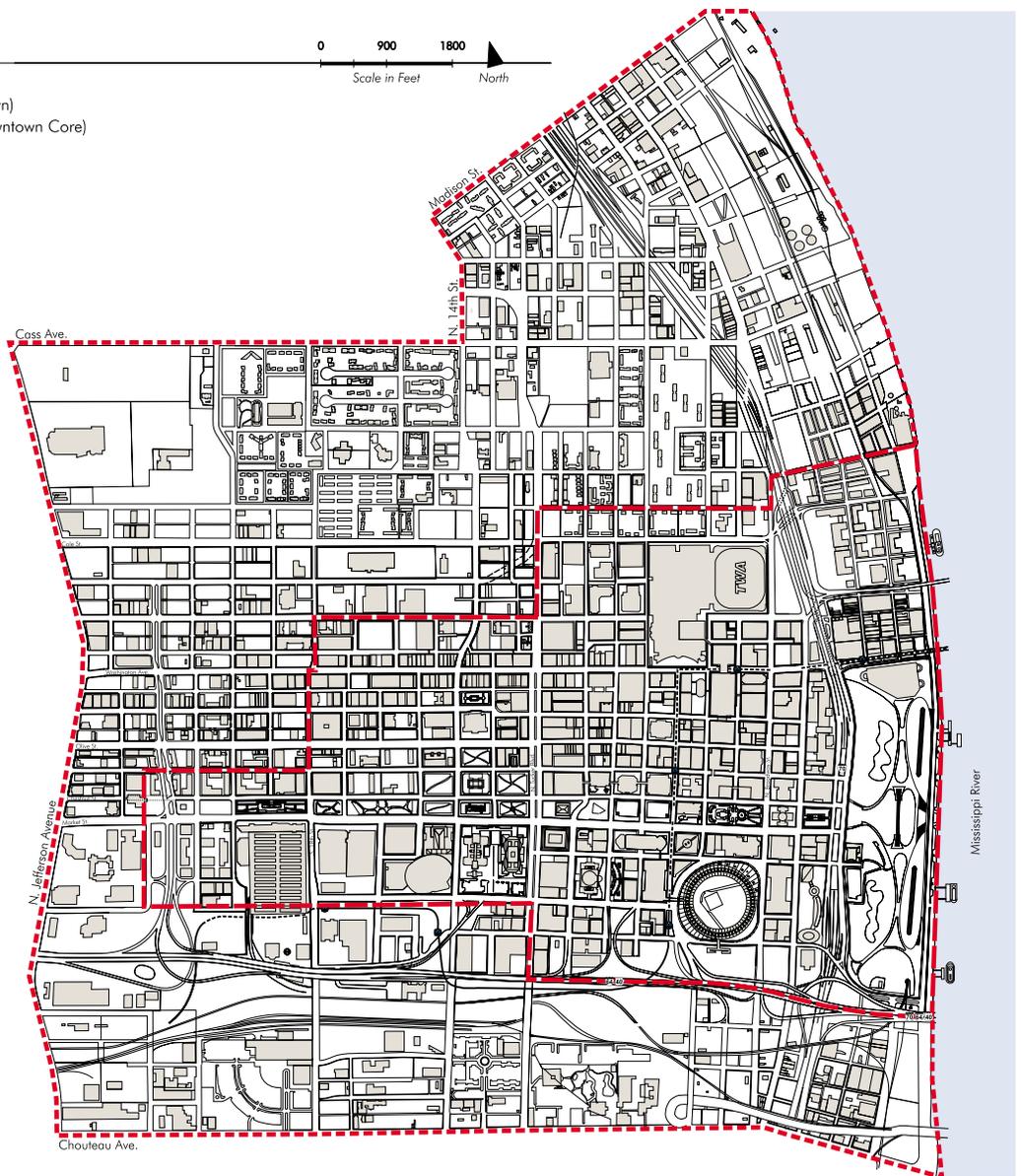
When the consultant team began its work, there were already significant transportation and development projects on the boards. These projects are in the planning and/or construction stages, with implementation expected anywhere from the present to the

year 2015. These projects are important to consider in the larger planning efforts.

Thirty-eight such projects were identified in April of 1998 (the inventory phase of the Plan), with more projects begun after that date.

Project Context

- Framework Plan (Greater Downtown)
- Urban Design Plan (Expanded Downtown Core)





Recent private investments such as City Museum provide a base for further revitalization.

Opportunities and Constraints

Opportunities

Downtown St. Louis has a number of major strengths on which it can build. These include:

- St. Louis is in a strategic location, at the crossroads of rivers, trails and roads; it is the “gateway to the West.” The City is the center of the region and is very near the geographic center of the United States.
- The Mississippi River is a major asset to tourists, businesses, and residents.
- Existing landmarks and attractions, including the Arch, Union Station, Busch Stadium, Kiel Center, Laclede’s Landing and the America’s Center/TWA Dome.
- Downtown employs more than 90,000 workers and several major corporate headquarters.
- An excellent system of roads , interstate highways and public transit that provides access to Downtown from all parts of the region.
- Downtown St. Louis has attractive parks and open space areas, including the Gateway Mall, the Arch Grounds, and many smaller pocket parks.
- Recent private and public investments in Downtown provide a base for further revitalization. These include: as the City Museum, rehabbed loft apartments, the Eagleton Federal Courthouse, expanded FBI and state government offices, the redevelopment of Cupples Station and the Fur Exchange building, the relocation by Southwestern Bell of 800 people to its Downtown location, 240,000 square feet of renovated class A office space in the 500 North Broadway Building, and the planned Convention Center Headquarters hotel.



The Historic Eads Bridge in the background and the MLK Bridge in the foreground provide strong visual impressions along the City’s eastern edge.

- A proposed I-70 Mississippi River Bridge, to be located at the northern boundary of the greater Downtown, will provide better inter-regional connections and will alleviate this type of traffic from flowing through the core of Downtown.

This Bridge provides opportunities to provide a gateway to the Downtown from the north and east, to more easily create a connection between the Arch Grounds and Downtown, and could provide a signature piece of architecture for the City and the region.

Redevelopment Potentials: Current Plans and Proposals

Key:

AREA IMPROVEMENTS:

1. Washington Avenue Redevelopment
2. East St. Louis Riverfront Improvements*
3. Arch to Downtown Connection*
4. Laclede's Landing (various)
5. Cupples Adaptive Re-use Area*
6. Residential Opportunity Zones**

PROJECTS:

7. Hotel at Cupples Station/Stadium*
8. 210 N. Tucker Telecommunications Center
9. Murphy Park*
10. Convention Center Hotel*
11. Marquette Building and Garage*
12. Syndicate Trust Building Re-use**
13. Old Post Office Building Re-use*
14. St. Louis Centre Improvements*
15. Union Pacific Parking Garage
16. Hotel at Fur Exchange Building
17. Permanent Downtown Festival Space*
18. Adams Mark Hotel Parking**
19. Possible I-70 Decking**
20. Eagleton Federal Courthouse
21. MLK Business Park
22. New Transit Signage and Shelters**
23. Multi-Modal Transit Center
24. Opera House*
25. Kiel Triangle Plaza
26. Darst Webbe Redevelopment
27. Union Station Use Additions

INFRASTRUCTURE

28. New Traffic Signalization System*
29. New I-70 Mississippi River Bridge**
30. Eads Bridge Redecking
31. 22nd Street Parkway**
32. MetroLink Expansion
33. Grattan Street Parkway
34. Poplar Street Bridge Approach*

CIVIC IMPROVEMENTS

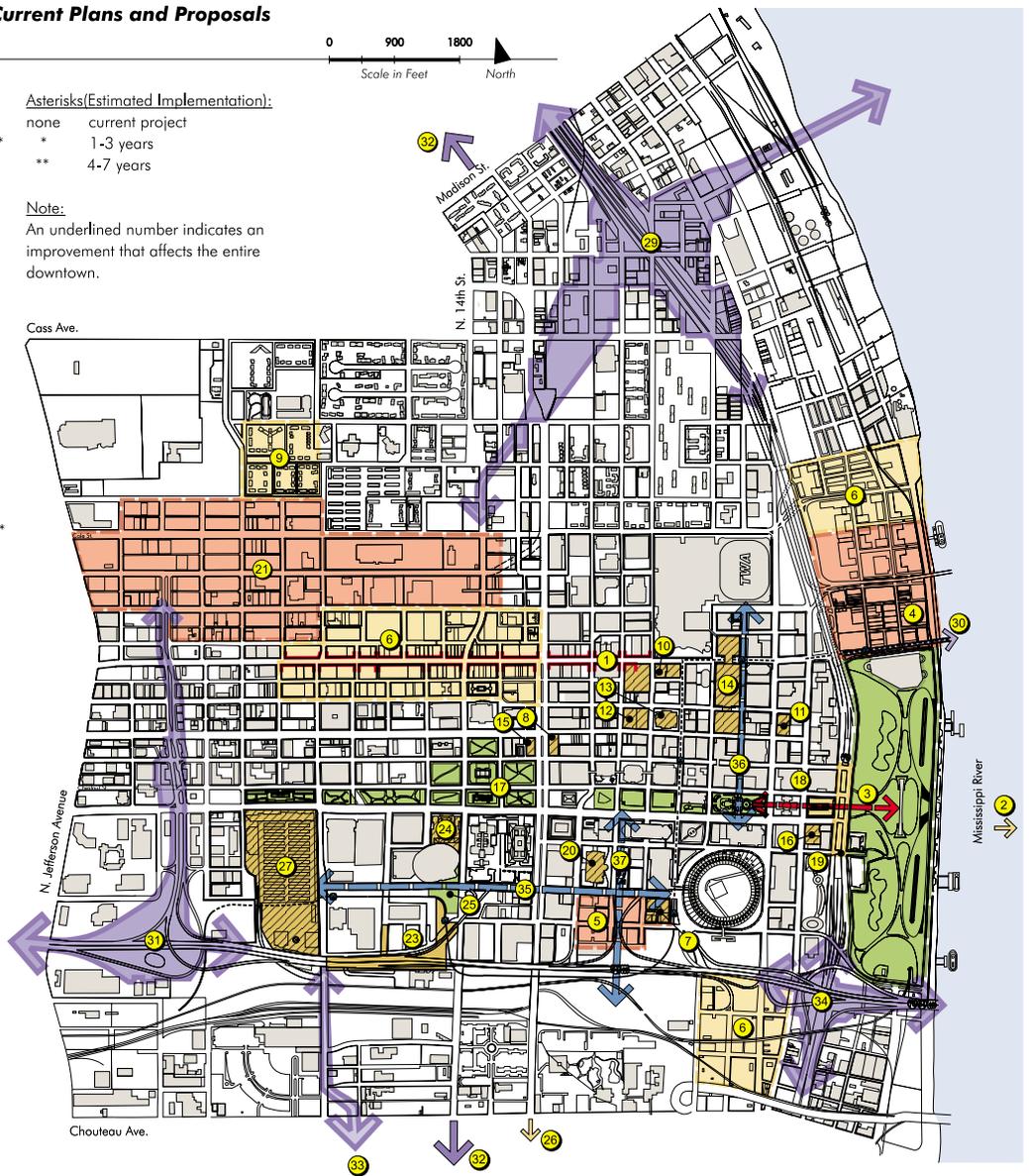
35. Clark Avenue Improvements*
36. 6th Street Retail Corridor*
37. The Federal Courthouse Mall (Mary Miss Designed Park)**

Asterisks(Estimated Implementation):

- none current project
- * 1-3 years
- ** 4-7 years

Note:

An underlined number indicates an improvement that affects the entire downtown.



- The Grattan Street Parkway project will provide direct connections between Downtown and neighborhoods immediately to the south.
- Eads Bridge not only has historical architectural and cultural significance, but its impending reopening to traffic and future possibility to become a regional bicycle connection will reinforce the long standing importance of this structure.
- MetroLink's ridership, since its opening, has surpassed all estimates. This success can be built upon with an expanded system, utilizing Downtown St. Louis as a system hub. A bus system in Downtown provides a wide range of route opportunities, however this system is underutilized. Cleaner running buses, additional passenger amenities, and strong marketing is needed to help people realize the importance of this transportation asset. A proposed multi-modal system at the southern edge of Downtown will provide Amtrak, Greyhound, local bus and MetroLink services.
- Nearby housing and neighborhood redevelopment projects will further support the vitality within Downtown. Beginning at the center of the City and beginning to work outward through these neighborhoods, the City of St. Louis as a whole can once again be a vibrant, economically stable urban center in the Midwest.



Sites within the Greater Downtown are underutilized. These sites are both brownfield sites and previous housing sites.

- Downtown St. Louis was laid out with a relatively compact street grid that provides for ease of vehicular and pedestrian movement. A majority of the Downtown Core is within a 10 minute walk from its center.
- Downtown St. Louis has a wealth of telecommunication infrastructure lines in its streets, waiting to be used. This existing asset will help Downtown St. Louis' rebirth as a 'smart' city.
- Many streets in Downtown St. Louis are currently under-capacity, providing an opportunity for growth and for modified street sections that will provide additional on-street parking and pedestrian friendly environments.
- Downtown St. Louis has numerous historic buildings dating to the turn of the twentieth century. These buildings create the sense of place and identity for Districts within Downtown.

Constraints

Downtown has a solid foundation on which to build its future. However, some crucial elements that are still missing, include:

- Residential Life: Downtown does not have a significant residential population. Having a significant number of people

living Downtown is the single most important thing that can be done to improve the overall business environment of Downtown St. Louis. Downtown residents create the atmosphere of activity and occupation that overcomes concerns about crime and security. They

Opportunities and Constraints

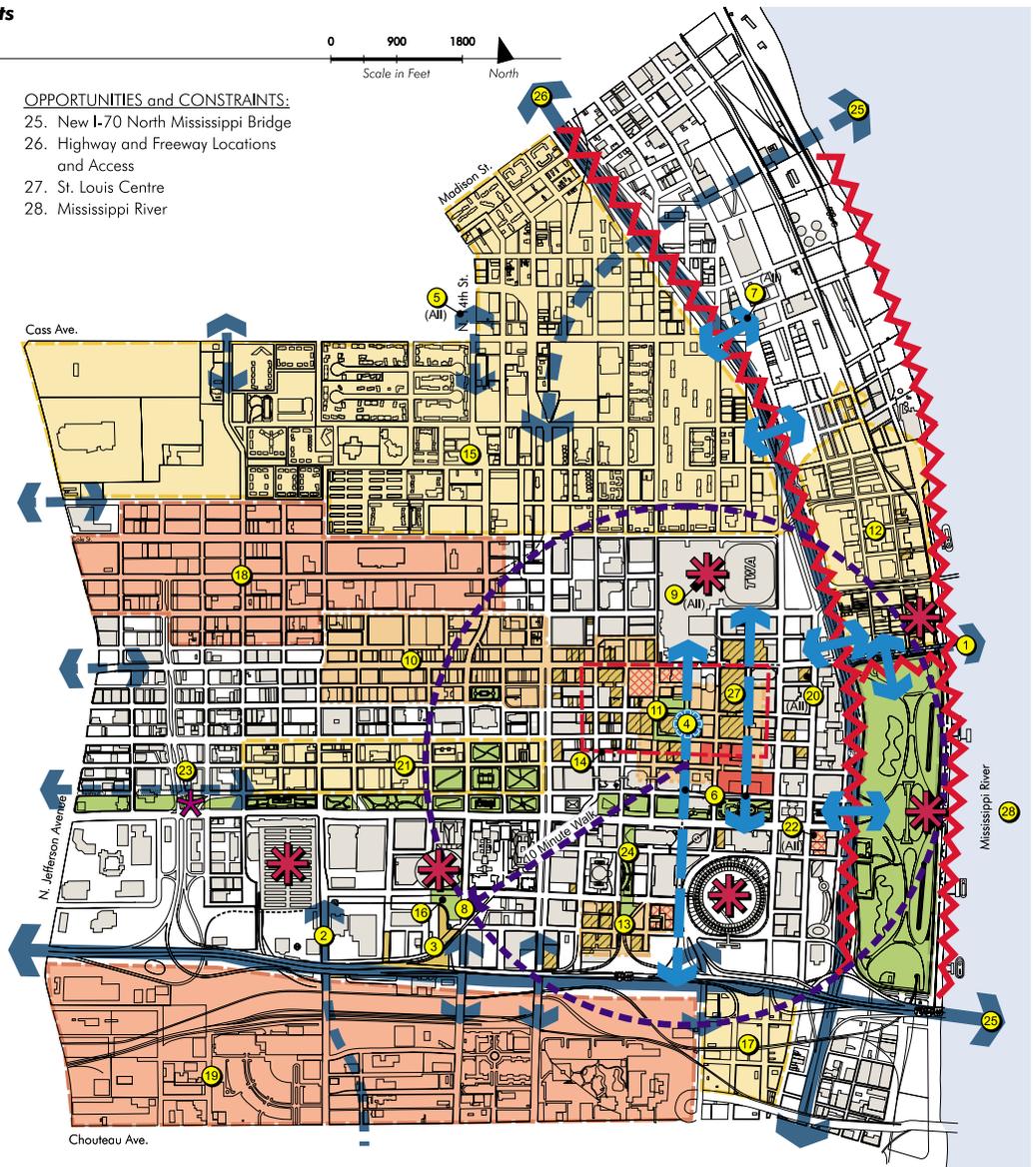
Key:

OPPORTUNITIES:

1. Eads Bridge Re-decking
2. Grattan Street Parkway
3. Multi-Modal Station
4. Downtown Transit Center
5. Improvements of Local Street Connections into Downtown
6. 6th and 8th Streets Streetscape Improvements
7. Pedestrian Connections across I-70
8. Comfortable Walking Distance
9. Regional and Local Attractions
10. Washington Avenue Redevelopment
11. Old Post Office Area Enhancement and Open Space
12. Laclede's Landing and Riverside North
13. Cupples Adaptive Re-use Area
14. Downtown Retail/Services Core
15. Near North Neighborhoods
16. Kiel Triangle Park
17. Eugene Field House Neighborhood
18. MLK Business Park
19. Mill Creek Area
20. Re-use of Underutilized Buildings/Sites in Core
21. Higher End Residential Housing
22. Convention Center Hotels: Gateway, Westin and Fur Exchange
23. Mall Extension and Focal Point
24. Federal Courthouse Mall (Mary Miss Park)

OPPORTUNITIES and CONSTRAINTS:

25. New I-70 North Mississippi Bridge
26. Highway and Freeway Locations and Access
27. St. Louis Centre
28. Mississippi River



complement the daytime business population, increasing demand for retail goods and services and for evening as well as the lunchtime sittings on which good restaurants depend.

A growing residential population has been shown in other cities to generate a 'virtuous cycle' of growth, contributing to and drawing from the strength of the employment sector. Typically, new downtown residents are well-educated, have high levels of disposable income, possess entrepreneurial energy, and have a high rate of business formation and job creation. Downtown St. Louis has an incredible opportunity to capture this residential population in renovated lofts along Washington Avenue, new townhome construction in Laclede's Landing, and a variety of infill units in Downtown West.

- Downtown contains an excessive number of Brownfield sites which require clean up. These can deter development due to remediation costs and unknown conditions. If these sites were cleaned up, development could proceed at a quicker pace.
- The 1% City earnings tax.
- The lack of themed pedestrian environments.

- Negative perceptions about safety and security in Downtown St. Louis are widely held. These can be the greatest detriment to a downtown's survival. Negative perceptions result from: vacant buildings that are neglected and boarded up; streets that are empty after 5 P.M. and on weekends; word-of-mouth comments on perceived crime and homelessness; a crumbling infrastructure including sidewalks in bad shape; and vacant lots that are unimproved.
- The existing development, permitting and regulating process needs to be re-organized in order to assure a straightforward process for any potential developer.
- Perception of a lack of parking by many employers, shop owners and visitors. Statistically, overall parking spaces are not in shortage. However, there are several 'hot spots' within districts where shortages do occur.

Section IV: Development Strategy

Overview

The Downtown Development Action Plan is grounded in the proven premise that livability is imperative to a downtown's economic health. Downtown livability, fostered by new and revitalized residential areas, new quality tourist attractions that extend tourists' stay, a major education center adding to after-work activity, and an attractive, coherent physical environment, will drive job and business growth in the New Economy.

The Downtown Development Action Plan calls for the completion of significant redevelopment projects by the end of 2004. These projects are based on the following stated goals.

Redevelopment Goals

The redevelopment goals for the Downtown Core should capitalize upon the many existing opportunities detailed in Section III. Downtown's key location, the Mississippi River, strong landmarks and attractions, excellent road infrastructure, attractive parks and open space, current public and private investment projects, the presence of Metrolink and a strong workforce base are all catalytic conditions upon which the following redevelopment goals have been established:

- Improve the streets Downtown to create a strategic pedestrian and bicycle network, increase usability by all modes of travel, and provide a cohesive image for the public space network of Downtown.

- Increase the number of residents in the Downtown to obtain the critical mass needed for a vibrant and synergistic environment.
- Define new parks and plazas that interconnect to the entire Downtown Open Space system through a system of pedestrian streets.
- Ensure that the new Mississippi River Bridge is a memorable piece of civic architecture that serves as a catalyst for economic development in the region and the City of St. Louis.
- Retain and expanding existing Downtown businesses and attract new businesses.
- Provide a human scaled, pedestrian environment in all of Downtown.
- Create a stronger tourist experience, including a new attraction to bring people to Downtown and entice them to stay longer.

The Downtown Development Action Plan is an Investment Plan that combines physical market, economic, and political actions to shape a new vision for Downtown's future.



Improved street and sidewalk conditions in Downtown St. Louis will greatly improve the perception and reality of the public environment.

The proposed projects will build on each other, generate increased activity, and ultimately bring about a transformation of Downtown's image and attractiveness.

- Facilitate the use of the Old Post Office for educational purposes.
- Provide substantial telecommunications infrastructure and related development incentives to promote "high-tech" growth and livability in Downtown.
- Promote rehabilitation of the existing historic building stock and new development that is sensitive to these existing historic structures.
- Interweave residences, stores, work environments, public/institutional, and cultural venues throughout the Downtown into a true mixed use community.
- Enhance the overall Downtown environment, through the establishment of a downtown management entity which coordinates building renovation, streets and streetscape improvements, and special events and activities.
- Revive retail activity Downtown.



Historic buildings provide an irreplaceable resource that substantially adds to the character of Downtown St. Louis.

Achieving these goals will create a Downtown that is...

- The vibrant heart of the region.
- A place of diversity, excitement, and civic pride.
- A place that provides a competitive business advantage through technology and livability.
- An educational, cultural, arts, and entertainment center of the region.
- A place of design excellence.
- A place that encourages conservation and environmental protection.

Market Program

Overview

The overarching purpose of the St. Louis Downtown Development Action Plan is to provide an Investment Plan that combines physical, market, economic, and political actions to shape a new vision for Downtown's future. Key to this purpose is to understand the current market and then encourage new market opportunities that will ultimately lead to an established competitive advantage for Downtown.

The Regional Economy

The St. Louis metropolitan area population has experienced moderate growth of 4.2% over the last nine years while employment, which is the best measure of economic

performance, has grown by 11.0% during the last eight years. St. Louis, along with other Midwest locations, has been unable to attract significant in-migration. Employment growth has come from increased participation of the existing population in the labor force. This results in a population to employment ratio which, at 50% in 1997, was one of the highest among the country's metropolitan areas.

Growth has come from many sectors in the region's diverse economy. Top performers of the current decade (1990 through 1997) include the amusement and recreation, child care, high tech manufacturing, health care and professional services sectors with growth rates of 70%, 61%, 58%, 40% and 37%, respectively. The region is projected to show continued strong employment gains for the 1997 through 2005 period, with health care and tourism related sectors as leading gainers. This is based on intra-regional data and projections over the last few decades. The St. Louis region continues to lag behind national growth averages.

Relevance to Downtown

A strong regional economy creates real estate opportunities. The City in general, and Downtown in particular, has to create environments that will allow capture of their fair share of those opportunities. The existing natural and man-made infrastructure of the City, combined with good access, creates promising opportunities that must be enhanced by concerted work on revitalization if such capture is to be attained.

The investment climate in Downtown St. Louis is complex and has a higher degree of financial risk than is found in many locations. At the same time, the market studies supporting the Downtown Plan clearly demonstrate that high levels of occupancy can be achieved if the right mix and quality of civic and private products are supplied.

There have already been gains in various real estate products in the City over the last five years. The Martin Luther King Industrial Park has attracted new employers; infill residential product, mostly single family, in neighborhoods around Downtown, bringing new home owners to the City.

On Washington Avenue, historic buildings have generated strong interest from local and national players for redevelopment because of their unique history, architectural quality and the availability of historic tax credits. These early activities in market driven urban revitalization provide a basis for future activity.

Within the Downtown market, the Plan identifies areas where the first thrust of development should be focused. These were chosen for two primary reasons:

- Areas in which development would have the highest impact on Downtown's revitalization – Laclede's Landing/ Riverside District, Washington Avenue Loft District and the Old Post Office District, and/or

Market studies supporting the Downtown Plan clearly demonstrate that high levels of occupancy can be achieved if the right mix and quality of civic and private products is supplied.

During the next six years, ...Downtown's challenge is to capture a growing share of the projected metropolitan area demand for housing.



Current residential loft activity on Washington Avenue confirms the potential for substantial housing investment in Downtown over the Plan period.

- Sites that offer the best opportunities to create market driven, market rate products in the first phase of revitalization—Laclede's Landing/Riverside District, Washington Avenue Loft District and the Gateway Mall.

The following paragraphs summarize the Downtown real estate market opportunities through 2004, identified by product type.

Residential Market

Based on demographic growth projections of local and syndicated sources as well as on historic real estate trends, the projected annual demand for housing in the region is approximately 13,000 units. However, Downtown is not reaching its fair share of

this development. Residential building permits issued in the City have increased from approximately 415 in 1992 to 1,100 in 1995 and more than 900 in 1996. During the next six years, the City's and specifically Downtown's challenge is to capture a growing share of the projected metropolitan area demand for housing.

This lack of Downtown residential absorption is as much a function of lack of supply as lack of demand. The Zimmerman/Volk Associates, Inc. (ZVA) *Market Position Analysis for Downtown St. Louis* Study points to significant latent demand for Downtown housing if it is appropriately located. The ZVA Study indicated an annual absorption potential of approximately 800 rental and over 300 ownership units in a great variety of rent and price ranges targeting a wide range of renters and buyers.

The Plan projects that focused stimulation of the residential market in the target areas of the Washington Avenue Loft District, the Laclede's Landing/Riverside District, the Old Post Office District and the Gateway Mall and Arch Grounds District supports an anticipated total of 2,700 new units over six years. This total will include a mix of renovated loft and new construction, including both rental and for sale units.

Current residential loft activity on Washington Avenue and interest in construction in the Laclede's Landing/Riverside

District confirms the potential for substantial housing investment over the Plan period. The Downtown residential population of approximately 8,200 is currently too low to support the level of support services desirable for the self-sustaining growth that will broaden the market beyond urban pioneers. A full range of singles, households without children, empty nesters, long-term visitors and people new to St. Louis must all be present to comprise a mature downtown residential market as seen in other cities. Nonetheless, the initial threshold population of 10,000 residents typically necessary to initiate self sustaining residential growth can be achieved within this planning period.

The proposed residential units would be distributed as follows:

- Washington Avenue Loft District
1,300 units
- Laclede's Landing/Riverside District
1,064 units
- Old Post Office District
255 units
- The Gateway Mall District
72 units

In addition, another area for additional residential development outside the six year market-driven program is Downtown West, which provides opportunities for loft rehabilitation and extensive new infill development.

Office Market

The regional office market is healthy, having recovered from the overbuilding of the 1980's. Occupancies of class A and B space exceed 90%, and annual net absorption averaged 740,000 square feet over the last six years. Approximately 45% of net absorption occurred in speculative buildings while the remaining 55% was in build-to-suit buildings.

Downtown St. Louis represents approximately 45% of the region's class A and B stock. In some of its best structures occupancies exceed 95%. However, there is also a high proportion of older and deteriorated class C and D buildings, which are poorly occupied and bring Downtown's overall office occupancy to about 83%.

High occupancies and increasing lease rates in class A structures will soon raise the value of existing class A buildings to levels justifying investment in new construction. On this basis, the Downtown plan recommends that 500,000 square feet of new class A office space be developed over the next five to six years. The Plan identifies preferred sites for class A office locations and recommends that space is phased in at 250,000 square feet at a time with preleasing to ensure against over-building.

The market for renovated office space is extremely hard to predict, and no targets have been included in this Plan. Nonetheless, some renovated space will be in

The Plan identifies preferred sites for class A office locations and recommends that only 250,000 square feet of this space is phased in at a time.

demand, particularly for the kinds of 'wired building' activity now taking place. This type of space would most likely occur in the Old Post Office District and the Washington Avenue Loft District due to the building types and availability of existing telecommunication infrastructure links.

Retaining and encouraging the expansion of existing businesses is crucial. Much of the growth in downtown employment is going to come from companies already in Downtown St. Louis. Regular surveys, particularly of larger employers, should be undertaken to determine their satisfaction with the Downtown and of their expansion needs.

The Plan recommends the active recruitment of major businesses who are present in the region but who have no Downtown presence. There are many such corporations who could be enticed to make a contribution to the health of the entire region in this way. Unlike many other city regions, there is not a wide gap between Downtown St. Louis office rents and those in the suburbs, so no great financial hardship is involved. The commitment by even a few such companies could make a great difference in the financial feasibility of some of the new and renovated office space projects contemplated in the Plan.

Similarly, increasing the presence of Federal, State and quasi public agency office functions in Downtown is a means of making viable otherwise marginal new

development projects. The Federal Government is operating under a directive to take office space in downtowns and in historic buildings eligible for tax credits, something which should be vigorously exploited to the benefit of Downtown St. Louis.

Retail Market

The St. Louis metropolitan area has a healthy retail market, with only 7.0% vacancy. The City of St. Louis retail stock registers 9.0% vacancy, while Downtown, in contrast, has a very high 43% vacancy. This is a significant challenge. The role of Downtown retail however, goes beyond serving customers and tax revenue generation. Retail also serves the dual role as the most effective means of street improvement in any redevelopment effort, and the best means of creating connectedness between major Downtown anchors.

The 90,000 workers Downtown provide a substantial base market for retail sales. Increasing the residential population will improve immediate retail demand. However, any significant transformation of retail Downtown will require a coordinated program of improvement to sections of key streets with retail potential like Washington Avenue, Olive and Sixth Street. Such retail streets in other cities have characteristically become the centers for restaurants and specialty retail such as galleries, design goods, housewares and fashion boutiques that cater to a metropolitan market. The potential to create a "Design Center" showcase in



St. Louis Centre provides Downtown retail activity, however many of the storefronts are currently vacant.

one of the large warehouse buildings along Washington Avenue should be explored.

Downtown retail vacancies are concentrated in St. Louis Centre and in various ground level spaces within the Central Core. To improve Downtown retail occupancies, functional issues need to be addressed at these locations. St. Louis Centre requires a detailed study that will recommend a specific market repositioning strategy. Downtown Now! should appoint a contact person to work with the current owners to develop a work plan to revitalize this facility.

Downtown's core retail streets should be managed by a single entity to assure good tenant mix, tenant retention and targeted marketing of these streets. With focus on food and entertainment as well as destination tenants (jewelry, designer clothing, etc.), it will appeal to a mix of visitors, Downtown employees and residents from the entire region.

The market program projects that once Downtown redevelopment is underway with street improvements, etc., approximately 16,000 square feet of reconfigured retail space can be leased in Year One. This will increase annually to approximately 30,000 square feet in Year Four and tapering to 18,000 square feet in Year Six. The total amount of retail for the six year market program is 147,500 square feet of space. This is exclusive of special destinations such as 300,000 square feet of merchandise mart space and a 200,000 square feet new entertainment venue.

The types of retail space should be distributed in the following manner in order to meet the needs of new Downtown residents: approximately 10,000 square feet of new neighborhood serving retail facilities, in new and rehabilitated structures, should be introduced initially, gradually increasing to 18,000 square feet mid-way through the program implementation and tapering to 15,000 square feet in Year Six. This should occur in areas of new residential development, such as the Laclede's Landing/ Riverside District, the Old Post Office District and the Washington Avenue Loft District. The total amount of neighborhood retail for the six year market program is 90,000 square feet of space. This level of retail activity will largely occur after residential units are under construction because retail never leads residential development in this type of urban situation.

The investments in downtown streets will begin with a set of gateway, pedestrian and retail streets.

Moreover, this component includes funds for implementation and promotion efforts which would attract investors, identify and secure gap financing, encourage business retention and attraction, and promote greater activity in Downtown St. Louis.

More tourists, longer stays and higher spending along Downtown's retail streets and within department stores and shopping centers can be anticipated as the city capitalizes on the growing market for city destined tourism. The significant increase in hotel accommodations, discussed below, will further assist this trend.

Hotel Market

Much of Downtown's revitalization success will be linked to the success of the City's convention facility, America's Center and new hotel development particularly tied to this important facility. Currently four major hotel properties are either slated for or under development. Completion of these projects would create the critical mass of rooms that is necessary for attracting the most lucrative conventions. The planned Convention Headquarters Hotel at



The first phases of redevelopment at Cupples Station will add office space and 254 hotel rooms to Downtown.

Washington Avenue and Ninth Street (1,081 rooms), the Westin St. Louis Hotel at Cupples Station (254 rooms), the Drury Inn on the Fur Exchange block (364 rooms), and a planned Hilton in the Riverside District (+/- 400 rooms), will satisfy Downtown's near-term need for new hotel development. In addition, other hotel sites are under consideration, such as at the Edison Brothers Warehouse.



Additional new attractions, such as City Museum, will continue to draw tourists to Downtown.

Visitor Market

A new visitor attraction, such as the proposed Smithsonian Affiliate Museum, will draw tourists from the Arch and other attractions to the Gateway Mall, extending their stay Downtown and contributing to a vital urban environment.

Institutional Market

A key element of the Plan that will add to both day and night time activity in the heart of Downtown is the establishment of a higher education and training center currently proposed for the Old Post Office building. An educational center will provide Downtown residents and workers with access to an important component of the

New Economy. Business development and training opportunities for employees near their place of work is extremely important to business retention and expansion efforts. These training, development and continuing education opportunities provide an educated and diverse labor market that results in a stronger local and regional economy. It will also ensure a higher level of activity Downtown at all hours. And, it will return to productive use one of the region's most prominent and historically significant buildings.

Other educational institutions, such as daycare centers, and public and quasi-public agencies should also be targeted for rehabilitated space in this District. Additional magnet or charter schools should also be located in the greater Downtown.

Industrial Market

The metropolitan area's excellent location and already healthy economic climate present significant industrial real estate opportunities. The industrial space market has been strong in the region with average current vacancy below 6.0%. The City of St. Louis is the region's strongest industrial sub-market with 36% of the metro area's stock, which has a very low 3.5% vacancy rate. The City absorbed 1.1 million square feet of new industrial floor space in 1997.

Assuming appropriate sites can be made available, Downtown could absorb one third of the City's projected 1.8 million square feet (600,000 square feet) of

demand for new industrial space over the next five to six years. This is based on market trends and available space. Areas especially attractive for industrial development include the existing concentrations of such space along Dr. Martin Luther King Drive and along the interstate highways radiating from Downtown, especially south of the I-64/STH 40 corridor, in Chouteau Valley.

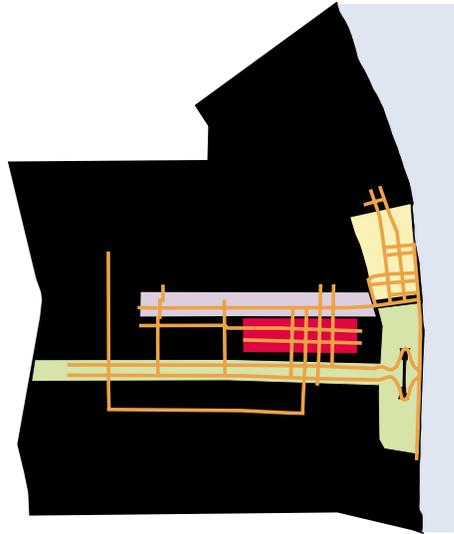
Physical Development Strategy

Making Downtown St. Louis a safe, friendly, and inviting place for pedestrians is an overriding requirement for livability. The Plan will create a Downtown in which the pedestrian is given first priority. It is only by promoting strong active street life that the energy of a downtown can be infectious.

Much of what the Plan proposes is a comprehensive program of physical improvements to Downtown Core streets and significant improvements to the Gateway Mall to fully realize the extraordinary potential of what is one of the most remarkable public spaces in any city.

The investments in Downtown streets will occur through a set of gateway, pedestrian and retail streets. These streets will form the primary network within Downtown, allowing for connectivity between and within districts. This physical 'ladder' created by improvements to the Gateway Mall and its surrounding streets and to Washington Avenue form the edges of this ladder. The north-south pedestrian and retail streets identified in the

*The Downtown
Development Action Plan
is a six-year, \$1.2 billion
plan to revitalize
Downtown St. Louis and
position it as the hub of
the region in the New
Economy.*



Four catalyst geographic focus areas and one focus program will provide the ladder of improvements intended to physically join the various districts in Downtown.

Plan create the ‘rungs’ of this ladder, ultimately creating a network by which the catalyst focus areas identified in the Plan are connected.

By creating this initial street improvements framework, coupled with catalyst focus area investment, ultimately all areas within the Core of Downtown will be revitalized, providing a dynamic and vibrant urban environment in Downtown St. Louis.

The catalyst focus areas identified in the Plan were chosen for various reasons.

- An area in need of immediate, strategic investment due to an extreme high level of current disinvestment (Old Post Office District).

- An area where investment is happening, and additional, focused investment will provide, in the short term, the framework of vibrant districts (Washington Avenue Loft District, Laclede’s Landing/Riverside District, and the Gateway Mall and Arch Grounds District).

The retail streets will have wider sidewalks for cafes and window shopping. Pedestrian streets will be outfitted with appropriate lighting, pavement materials, amenities such as trash receptacles and benches, and with wayfinding devices that provide a sense of safety and control for pedestrians.

In addition to this ladder of street improvements, major thoroughfares including Tucker Boulevard, 22nd Street and Memorial Drive will become gateways to Downtown. These gateways, bringing visitors, workers and recreators to Downtown, will be enhanced with signage, public art, and other amenities to make the entranceways to Downtown significant and distinctive.

Other streets will be used as access streets, requiring improvements to curbs, loading areas, lighting, etc. The major streets alongside the Gateway Mall are to be narrowed while adding bicycle lanes, pedestrian promenades and other pedestrian amenities. I-70 is to be covered with a landscaped park deck between the Gateway Mall and the Arch Grounds to provide for easy pedestrian movement.

The design of the new Mississippi River Bridge and of the 22nd Street Parkway, as recommended in the Plan, will integrate these transportation corridors visually, physically, and economically with Downtown. The major freeway approaches into the City will be landscaped to emphasize civic pride and create a sense of arrival to Downtown St. Louis. A major parking construction program will support new development.

In the new residential districts and along the riverfront, a series of open spaces and trails are proposed. In addition intensive tree planting programs on the Downtown streets, they will begin to reduce the harshness of too much of the present urban landscape.

Economic and Fiscal Impact

The direct economic and fiscal impacts of successful implementation of the plan are substantial. The detailed fiscal impact analysis combines the six year market-driven program with two other Downtown initiatives: the proposed Convention Headquarters Hotel at Ninth Street and Washington Avenue, and the redevelopment of Cupples Station.

After full build-out of the market program and these two projects, Downtown will add some 4,300 residents. Permanent jobs in Downtown will have increased by 9,300 excluding multiplier effects. There would also be an average of 3,400 construction and related jobs created per year in the Downtown area during the construction and development phase over the next six years.

These residents and employees, plus added retail and entertainment, will cause general fund tax revenues of the City to rise by a net present value of \$158 million for the 26 years of development and financing projected in this analysis. Including additional projects such as the Convention Headquarters Hotel and adding multiplier effects, the total tax revenues are estimated at \$523 million, during this same time 26 year period.

In addition, the net present value of tax revenue increases for the State of Missouri would be \$52 million. Including additional projects such as the Convention Headquarters Hotel and adding multiplier effects, the total tax revenues at the state level are estimated at \$2.7 billion.

(Background documents relating to the market and finance information are available from the Planning and Urban Design Agency and Downtown Now!.)

Keys to Success

The success of this Plan and the resulting goals and strategies will only be achieved if revitalization of Downtown St. Louis incorporates six critical factors:

1. Leadership

The success of revitalizing any downtown depends on energetic, committed leadership and follow through. If the collective civic will to reshape and revitalize Downtown St. Louis is not focused, then the ideas, strategies, and actions contained within this Plan will not happen.

2. Focused Investment

It is imperative that initial revitalization efforts in Downtown be concentrated on those areas identified in the Plan. Incremental, focused activity will produce the best results. The Plan identifies the particular areas within Downtown that need and will respond to aggressive intervention.

3. Catalytic Projects

Within the proposed focus areas, the Plan identifies high profile projects that will catalyze redevelopment activities. Completing these projects is critical to overall success.

4. Communicating the Vision

A very strong local and national communications program, built around the focus areas and catalytic projects, will promote Downtown as the center of the region and a great place to live, work and play.

5. Adequate funding

Revitalization cannot be achieved without substantial investment from many sources. Public officials, foundations, non-profit organizations, bankers, developers, and business people must be willing to invest in Downtown St. Louis. The many local, state and federal tax incentives provide a good base for private and additional public investment.

6. Weaving It All Together

This Plan recognizes the need to create a new environment in Downtown, one that is both appealing and attractive, exciting and entrepreneurial, respectful of history yet attuned to the keys for future success.

The Plan proposes a transformation of Downtown's image and attractiveness to change its market positioning within the region and in the nation. The proposed projects will build on each other, generate increased activity, and bring about this transformation.

The Time to Act is Now

The numerous task force members, staff group, co-chairs and consultant team all believe that Downtown St. Louis can once again be a vital center in the Midwestern region. Now is the time for decisive action. Civic, private and philanthropic leaders must all work together to assure the success of Downtown St. Louis in the 21st century.

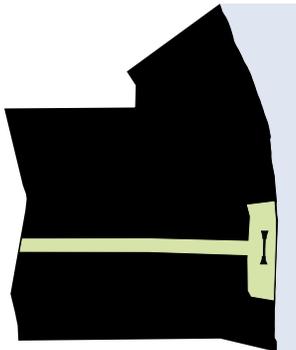
Section V: The Framework Plan

The Diagrams

Downtown St. Louis is defined by physical, natural, and cultural amenities that create a logical framework for the directions of this Plan. This diagrammatic framework includes four key components: *the spine, anchors and events, connectors* and *the focus areas*. Each of these is described below.

The Spine

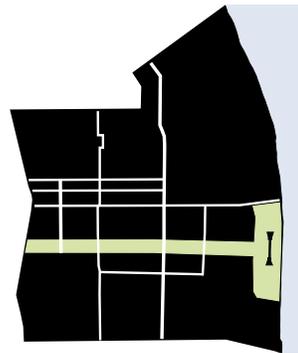
The Gateway Mall and Arch Grounds form the central organizing element in Downtown St. Louis from which all other activity originates. The Mall and Arch Grounds first and foremost are a grand open space connecting the Mississippi River with Downtown St. Louis. This *Spine* provides a central landmark for Downtown and a reference point for all major traffic, transit, bicycle, and pedestrian movements.



anchors and events, shown here in red, are to include the Laclede's Landing/Riverside and Washington Avenue Loft Districts, as well as America's Center, the Old Post Office, Busch Stadium, Kiel Center, and Union Station. The principle anchor in Downtown St. Louis — the Arch — is a focal point of Downtown's spine.

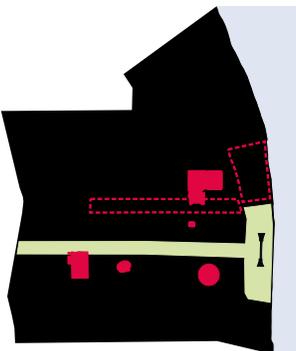
Connectors

Primary Connectors within Downtown, aside from the Gateway Mall, occur at Eighth Street, Tucker Boulevard, 18th Street, 22nd Street, Dr. Martin Luther King Drive, Delmar, Washington Avenue, and Clark Avenue. Each of these strategic connectors provides key traffic, bicycle, and pedestrian movements that link the various anchors and events within Downtown. This system of connectors joins with the organizing Gateway Mall and Arch Grounds, resulting in the movement framework for Downtown St. Louis.



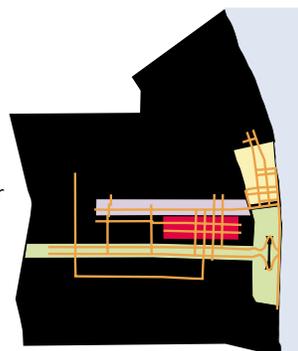
Anchors and Events

Every major urban center has a series of *Anchors and Events* where daily activity is generated. Downtown's



The Focus Areas

Focus Areas for the plan have been specifically



chosen to ensure a synergy of movement and activity throughout Downtown St. Louis. These four areas — The Gateway Mall and Arch Grounds District, Washington Avenue Loft District, Old Post Office District and Laclède’s Landing/Riverside District, — present unique opportunities for strategic investment that will result in a vibrant urban environment. In addition, a focused Streets for People Program will improve the public realm, providing the necessary pedestrian and street enhancements between the focus areas.

The Framework Plan provides the physical structure for Greater Downtown St. Louis. The Framework Plan includes:

- Districts that provide specific, identifiable nodes or neighborhoods within the Downtown Core.
- A Transportation Framework that provides regional connectivity with signature boulevards and parkways which then connect to the local street grid.
- An extensive Open Space Framework that provides active and passive recreational opportunities and significantly enhanced pedestrian and bicycle connectivity.



Open space in Downtown St. Louis.

Districts

Districts or neighborhoods are terms used to describe a geographic area in a city by its primary land use types, such as a residential neighborhood like Murphy Park, or by a significant landmark feature, such as America’s Center or the Gateway Arch.

Sixteen districts or neighborhoods have been identified in the Framework Plan, each with a strong locational, land use, or historical identity. In addition, four overlay districts have been identified.

Existing neighborhoods at the northern edge of Downtown, including *St. Louis Place*, *Murphy Park*, and *Columbus Square*, will continue to undergo revitalization. The development of the new Mississippi Bridge will have a profound impact on these neighborhoods, providing improved access and distribution to the greater region as well as becoming significant gateway neighborhoods leading to the Downtown Core.

Several new neighborhoods will connect with existing neighborhoods to form a residential ring around the Downtown Core, helping to re-establish this layer in the urban fabric and support urban vitality.

Downtown West is one of these new neighborhoods, with 22nd Street as its front door. This mixed-use neighborhood will provide a great opportunity to establish a significant concentration of Downtown housing. Existing historic buildings will be turned into lofts, and varied retail and entertainment establishments will be focused on 22nd Street, Washington Avenue and Olive.

Existing commercial uses will continue, with market forces deciding whether office or residential concentrations fill out the area west of 22nd Street. Downtown West will include medium density townhouse development stretching from new high-rise

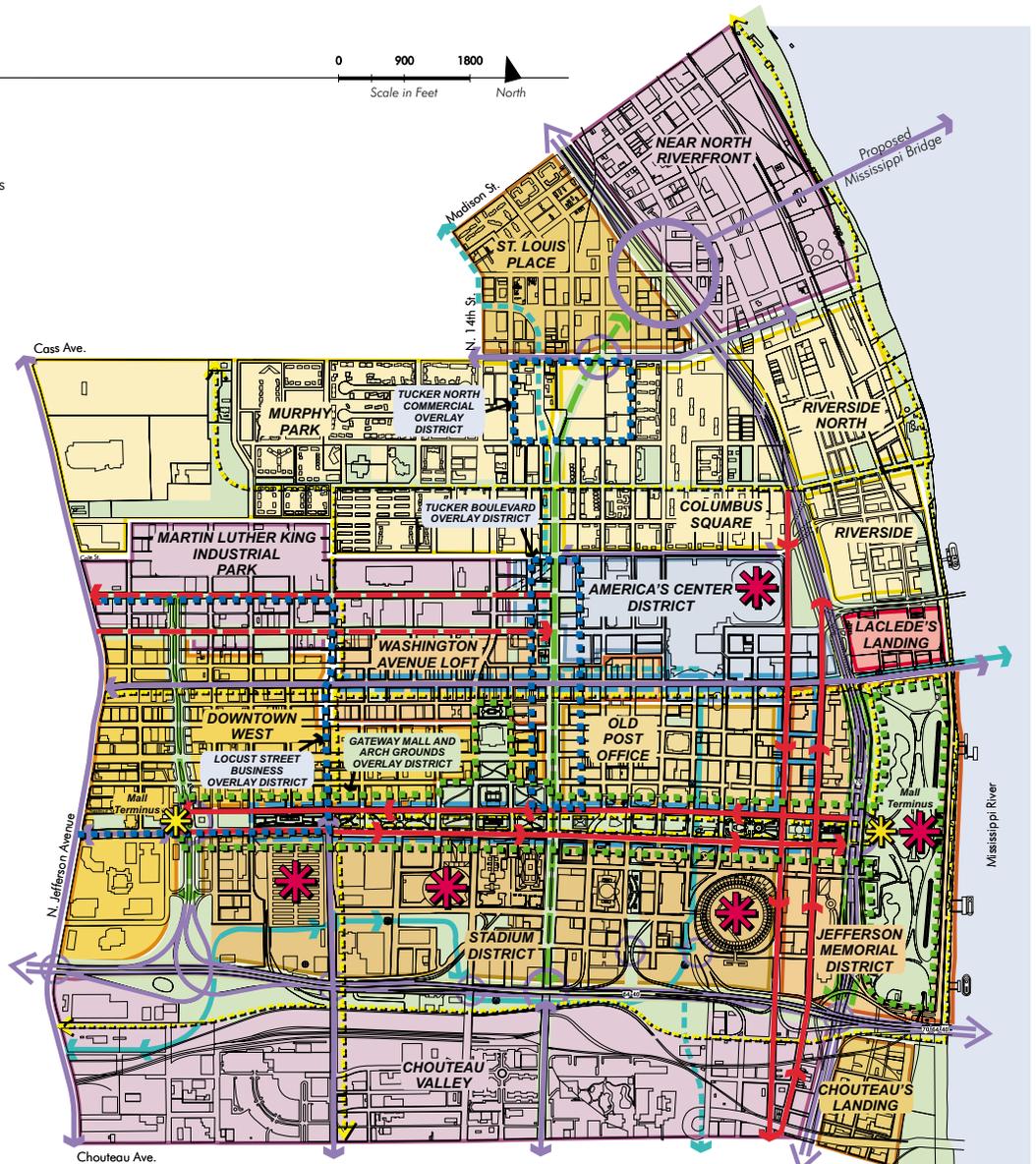
construction along the Mall north to Washington Avenue.

Riverside and Riverside North are two other neighborhood opportunities for Downtown residential uses along the river, with new apartments, condominiums, and townhouses planned there. Some rehabilitation of

Composite Framework Plan

Key:

-  Major Attractions and Event Centers
-  Open Space
-  Interstate Corridor Improvements
-  Boulevard or Parkway
-  Primary Two-Way Traffic
-  Primary One Way Traffic
-  Downtown Shuttles
-  Existing MetroLink
-  MetroLink Expansion
-  Bicycle Routes
-  Gateways into Downtown



existing buildings at the north edge of Riverside North will provide a buffer from existing industrial activities to the north. Reconnecting residential living to the river's edge is a key component of the Plan, connecting the City's history to its future.

The south edge of Riverside will consist of hotels that support *Laclede's Landing* and other Downtown retail, restaurant, and entertainment venues and activities. The already established *Laclede's Landing* will continue to grow through conversion of buildings into lofts, retail space, offices, and urban entertainment venues.

The *Washington Avenue Loft District* is quickly becoming Downtown's first true mixed use district. Loft rehabilitation and new infill residential construction, in conjunction with existing light industry and new ground floor retail will provide this mix. The *Old Post Office District* in the heart of Downtown offers an extraordinary amount of potential with underutilized buildings and sites that, when revitalized, will provide a synergy of office, residences, learning and cultural opportunities.

The *Jefferson Memorial District* extends from the Arch Grounds to Broadway and includes the riverfront lands, residential uses, and hotels. The *America's Center District* includes the City's convention center and football stadium, the TWA Dome. The District also includes support uses, such as hotels and parking, along with a few businesses. The residential uses and Downtown hotels are concentrated between Memorial

Drive and Broadway. The *Stadium District* follows Clark Street, which connects Busch Stadium on the east to Union Station on the west, with Kiel Center and many of the City's civic uses located along the way. A new federal courthouse building for Downtown St. Louis and a jail facility will both abut Clark Street. This district is also a "gateway," with many local and freeway connections into Downtown from the south.

The *Near North Riverfront*, *Martin Luther King Industrial Park*, *Chouteau Valley*, and *Chouteau's Landing Districts* are locations for existing and new light industrial, distribution, and corporate headquarters.

Several key overlay districts will provide specialized services. The *Tucker Avenue North Commercial Overlay district* will provide neighborhood services for the near north neighborhoods and provide a gateway to Downtown from the new Mississippi River Bridge. A new business center is envisioned in the *Tucker Business Overlay District*, playing upon its central Downtown location on an improved Tucker Boulevard.

Finally, the *Gateway Mall and Arch Grounds Overlay District* provides the backbone to the entire Plan. This grand open space provides the clearest orientation for all of Downtown from which traffic, transit, bicycle, and pedestrian movements disseminate. This overlay district, in concert with the *Old Post Office District*, the *Washington Avenue Loft District*, and the *Laclede's*

Landing/ Riverside District are the key focus areas for the revitalization of Downtown. These districts will be discussed in greater detail in Sections VIII through XI.

Transportation

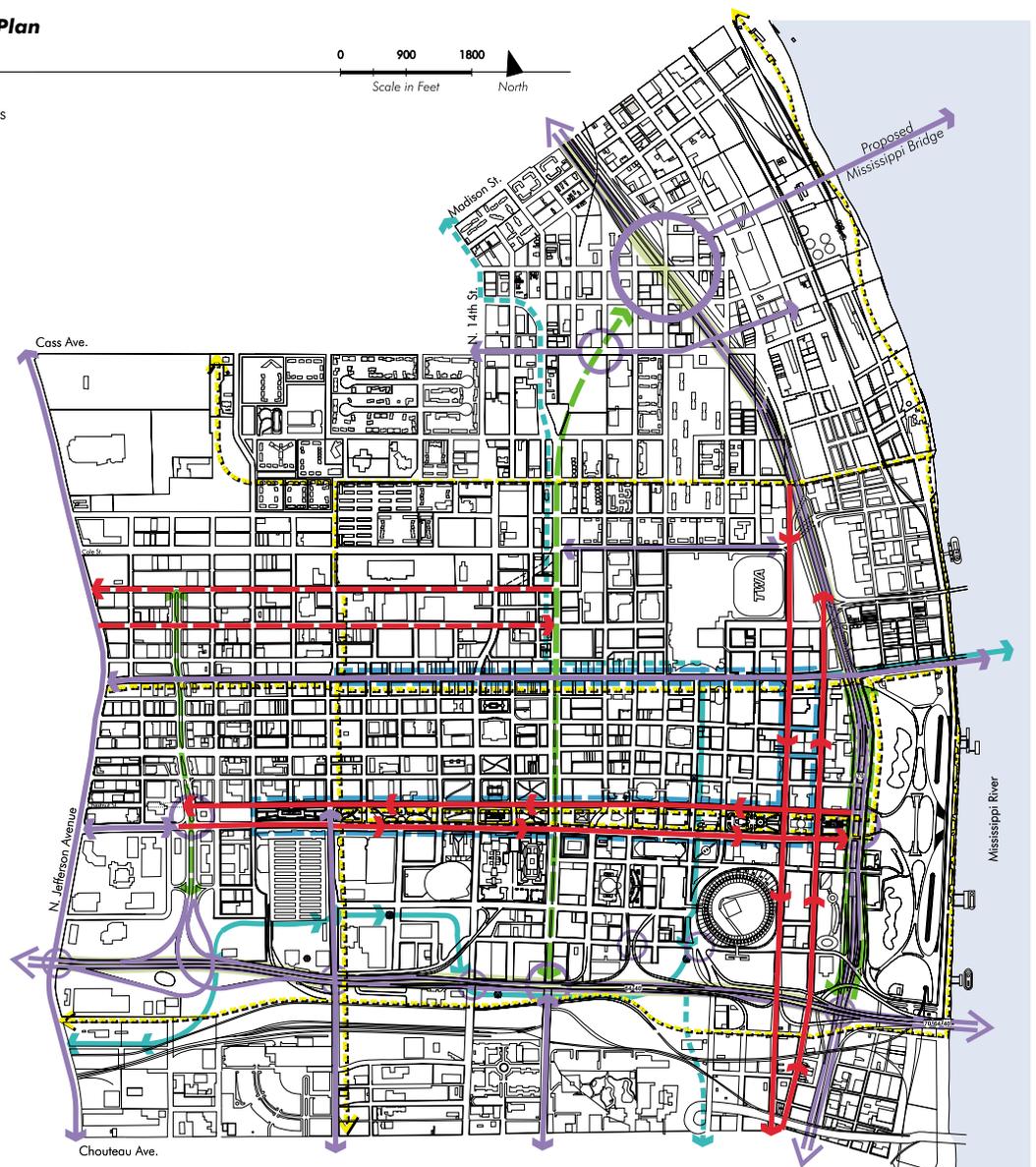
The Transportation Framework connects Downtown's venues and activities with each

other and the rest of the region via a system of signature boulevards, parkways, and gateways incorporated into the existing grid system. In addition, the system provides for a pedestrian-friendly environment where pedestrian traffic becomes the preferred mode of transportation in the Downtown Core.

Transportation Framework Plan

Key:

- Interstate Corridor Improvements
- Boulevard or Parkway
- Primary Two-Way Traffic
- Primary One Way Traffic
- Downtown Shuttles
- Existing MetroLink
- MetroLink Expansion
- Bicycle Routes
- Gateways into Downtown



Mississippi Bridge and Northern Gateway

The transportation project that will have the most significant impact on the Downtown and the region since the completion of the Arch is the construction of a new Mississippi River bridge and an I-70 interchange. The interchange will impact access points to Downtown St. Louis from the north and east.

The proposed bridge is being constructed to relieve traffic crossing the Poplar Street Bridge and to provide a new regional Interstate 70 configuration. In doing so, the new bridge will change traffic flows through the region, alter how and where visitors enter the Downtown Core, and provide new opportunities for the revitalization of the north side of Downtown.

The interchange for this new bridge is to occur within the northeastern portion of Downtown, resulting in visual, economic, and social impacts to neighborhoods on the north side of Downtown. The Plan calls for 'world class' design excellence for this major new visual feature entering the landscape. The bridge should be designed with a quality to complement the historic Eads bridge to the south.

The interchange itself should be designed in such a way to minimize the adverse impacts typically associated with the construction of such a major new facility. The design should incorporate substantial landscaping to indicate a gateway to and from St. Louis. The

arterial-type entrance at Tucker Boulevard is to be featured as one of Downtown's Gateway Boulevards.

This gateway will connect with Cass Street and lead directly into Tucker Boulevard, which is to become the central north-south boulevard connector in Downtown.

Multiple access and distribution points from this new system through Downtown will ensure the highest possible use of the existing street grid system for ease of movement.

The Plan established the following basic criteria for development of the bridge and interchange:

- The interchange's height should be minimized.
- The interchange connection with Downtown should be designed as a freeway to arterial type connection.
- The design of the interchange and related off ramps should maintain to the highest degree the existing predominant street grid within the surrounding neighborhoods.
- A grand entrance to Downtown from the north should occur at Tucker Boulevard.
- The design of the structures and other elements related to the project should be consistent with visual, urban design and maintenance requirements of an urban setting.

22nd Street Parkway Gateway

A future gateway boulevard at 22nd Street includes at-grade, complete on-off movements at I-64/STH40 connecting to Market and Chestnut Streets. The reconstruction of existing on/off ramps and 22nd Street will

create a grand boulevard entry at the west end of Downtown.

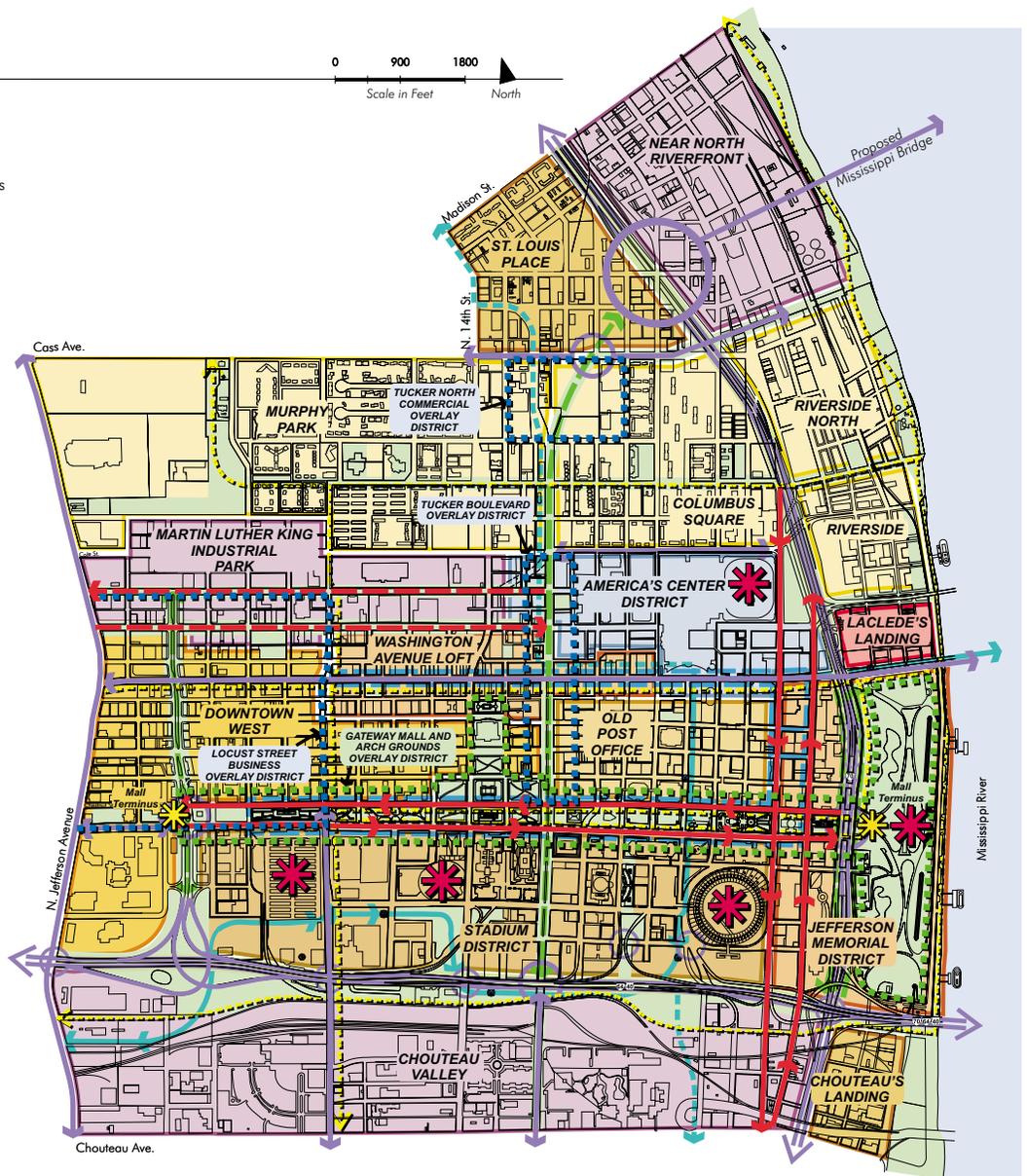
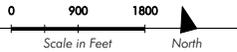
Memorial Drive Gateway and the Gateway Mall

Memorial Drive will become an eastern gateway boulevard entry into Downtown

Composite Framework Plan

Key:

-  Major Attractions and Event Centers
-  Open Space
-  Interstate Corridor Improvements
-  Boulevard or Parkway
-  Primary Two-Way Traffic
-  Primary One Way Traffic
-  Downtown Shuttles
-  Existing MetroLink
-  MetroLink Expansion
-  Bicycle Routes
-  Gateways into Downtown



through the construction of a boulevard over I-70. The boulevarding of Memorial Drive will also allow Downtown and the riverfront to be reconnected via the existing street grid. Foremost, all three of these north-south boulevard gateways will connect to a reconfigured Gateway Mall, which is the grand urban space of the region.

This network establishes signature gateways and a linked boulevard and parkway system, with landscaped medians and treelawns.

Regional and Local Improvements

Improvements will be made to the regional connections from I-64/STH40 to Downtown. Local vehicular connections from south neighborhoods to Downtown will be improved with the construction of the Grattan Street parkway connecting to Downtown via 18th Street. At least one circulator shuttle will loop through Downtown, using the Mall as its primary path, with an additional shuttle planned as future development activity increases.



A Riverfront bicycle trail will connects the Katy Trail with Chouteau Valley.

Transit stops will be improved, in order to create clean, transit-friendly environments. Key Downtown streets will be improved with special streetscape treatments in order to enhance the pedestrian and bicycle experience and support district connectivity, completing the ‘green’ network within Downtown. This network of bicycle and pedestrian streets will interconnect with MetroLink, Bi-State buses, and the boulevard and parkway system to help realize a true multi-modal environment.

The proposed/existing bicycle routes will include the following:

- The Riverfront Trail: A path traveling north/south along the River edge leading north from Downtown to connect with the Confluence Greenway and eventually connecting to the Katy Trail and continuing south to I-64/STH40, where it will turn west.
- A path that will travel east/west through Chouteau’s Landing and Chouteau Valley, with the hopes of connecting to future regional trails.
- Additional east/west routes through Downtown along Market and Chestnut, Washington Avenue, Olive Street and Biddle.
- Additional north/south routes along 18th Street.

These routes will be described again in Section VI of the report.

Open Space

The importance of open spaces within the Downtown Core can not be overemphasized. Open spaces provide both active and passive recreational opportunities and significantly enhanced pedestrian and bicycle connectivity. They provide a critical

element of the “livability” which this Plan seeks to create and sustain Downtown.

An “emerald necklace” of open space will surround Downtown from Chouteau Valley to the south, the Riverfront to the east and

Open Space Framework Plan

Key:

Open Space



through a series of smaller parks, parkways, and boulevards to the north and west. The boulevard and parkway system mentioned above contributes to this network. This network is mapped in the Open Space Framework Plan. The network picks up on the extraordinary Boston concept of an 'Emerald Necklace' Open Space System, providing the necessary 'green' framework for livability, sense of place and regional recreation connectivity. This framework includes a clear connection between the Gateway Mall and the Arch Grounds and the River, providing Downtown St. Louis with the grandest urban open space of any Downtown.

Section VI: Urban Design Plan

Overview

The Urban Design Plan provides a more detailed look at the physical improvements in the Downtown Core area and builds on the broader ideas and structure described in the Framework Plan for land uses, transportation, open space, and districts.

The Urban Design Plan components include:

- Building Use
- Open Space
- Pedestrian and Bicycle Circulation
- Streets and Streetscape
- Transit
- Parking
- Programs

Building Use

Existing Conditions

The following are the key building use issues in the Downtown Core.

- Retail and services, including eating and drinking establishments, make up 8.4% of uses in the Core. These uses primarily occur between Chestnut, Lucas, I-70 and Tucker Boulevard, although not at a critical mass needed for adequate urban activity levels. The greatest critical mass of ground level retail activity occurs within Laclede's Landing.
- Hotels are typically concentrated between Memorial Drive and Sixth Street, in a corridor adjacent to the Arch Grounds.



- Government uses are concentrated between Chestnut, 10th, Clark and Tucker, and total 2.7% of all ground level uses in the Core.
- Housing makes up a very small portion of the total use in the Downtown Core, at 2.4%. Housing is found primarily on the northern edge of the Core, in the Columbus Square Neighborhood, and within Mansion House along the Arch Grounds.
- The 1.5% of manufacturing and distribution uses within the Core are located at its edges.
- Ground level vacancies, at 5.0%, are primarily concentrated at the Cupples Warehouse complex south of Clark Avenue (currently under renovation) and within the area bounded by Pine, Eighth, Lucas and Tucker.
- Lack of ground level uses in the Core is primarily attributed to the large number of existing surface parking lots.
- The largest amount of upper level building use is office space, at 25.3%. The concentration of office space constitutes a 'central office core.' This area is bounded by Walnut, Fourth, Tucker and Lucas. Another smaller concentration of office uses is located within Laclede's Landing.



Grand civic structures are found in a concentrated area within Downtown.

- The second largest upper level building use includes hotel space and related convention activities, at 18.6%.
- The third largest upper level building use is parking, at 15.4%.
- Significant gaps in retail activity along street fronts, has led to a lack of pedestrian interaction and activity on Downtown streets. These gaps are typically caused by large surface parking areas, opaque, un-articulated building facades, or a high percentage of vacant storefronts.
- There is an unusually low concentration of mixed use activities needed to create a 24 hour, 7 day a week environment. The highest void in this mix is the absence of residential uses in Downtown.
- Lack of overall maintenance of both underutilized private buildings and of public spaces. Streets and sidewalks are often in poor condition with non-operable traffic and street lights.
- High vacancies in class C and D office space within the core.

Recommendations

Building use plans have been developed to illustrate the preferred uses for both the ground/street level and upper levels of all buildings.

Ground Level Building Use

Preferred ground level building uses are identified on the Plan below. Downtown is anchored by the 'civic center.' This area is loosely bounded by 10th and 18th, Clark, and the Mall. It extends north to St. Charles Street between 13th and 14th streets.

Within this area, the wealth of historic and newer civic structures provides an aura of

stability and leadership for the region.

These uses will continue to serve this purpose under this Plan and will be strengthened by the new Thomas Eagleton Federal Courthouse building and the St. Louis Justice Center.

In other parts of Downtown, the Ground Level Building Use Plan identifies locations which are ideal for retail uses. Specific 'Retail Streets' will be created during the Phase I implementation of this Plan, in order to provide street level activity between critical destinations. These 'Retail Streets' include Sixth, Seventh, Olive, and

Ground Level Building Use Plan

- Key:
- | | |
|--|--|
|  Civic |  Hotel/Convention |
|  Services |  Parks/Open Space |
|  Office |  Manufacturing/Industry/Distribution |
|  Retail/Restaurant |  Transportation/Communication/Utility |
|  Entertainment/Recreation |  Institutional |
|  Residential |  Parking |



Washington. Ground level retail activities will not be limited to these streets; however, these four streets offer the greatest potential as retail streets and consequently will be targeted for initial recruitment and long term retention of retail businesses. Other ground level uses include services, hotels, and office space.

Ground level building use along certain other streets will be dictated by the nature of those streets. 'Pedestrian Streets,' identified in the map on page nine, are also encouraged to have retail, restaurant, and in general, storefront activity for pedestrians. Streets that are primarily 'service/access streets,' such as Pine, St. Charles, and Lucas, act as local east-west service/access/ circulation streets due to their locations within greater Downtown and the needs of local businesses. Similarly, 10th Street is a local north-south service/access street Downtown. Ground level building use there is typically limited to service and loading docks and entrances to parking structures.



Water features within open space provide opportunities for impromptu gatherings.

Major entertainment and event venues will possibly be reshaped in the not too distant future. Possible expansion of the America's Center to the west, along with the new Convention Headquarters Hotel will lead to a much higher level of pedestrian traffic that will help to stimulate activity along Washington Avenue and around the Old Post Office.

Preliminary ideas for a new baseball stadium are emerging as well. Any new baseball venue should be as close in proximity to the existing Busch Stadium location as possible to maintain this dynamic urban draw for Downtown.

Upper Level Building Use

The Upper Level Building Use Plan on page five identifies a concentration of office, loft living, and mixed use opportunities. The 'office core' bounded by Broadway, Walnut, Tucker, and Washington provides the greatest concentration of office space in Downtown St. Louis. Class A office space will border on Broadway, the Gateway Mall, and blocks immediate adjacent to these streets, with Class B and C space intermingling within this framework. The Gateway Mall and Broadway act as corporate front doors, providing prestigious addresses to Class A office buildings in Downtown.

The Upper Level Building Use Plan identifies a mixed use area within the Washington Avenue Loft District. Viable businesses exist in the District, and opportunities for residential loft conversion or new infill development sites with upper floor residential units have been identified. This mixed use designation also occurs in Laclede's Landing.

Redevelopment of Cupples Station, currently underway, will act as a strong catalyst for mixed use activity in the Clark Street area. Uses include a new Westin hotel, office space, residential and parking. This development, in close proximity to Kiel Center,

the new Eagleton Federal Courthouse, and Busch Stadium, has the potential to create a vibrant and unique District within the southern blocks of Downtown.

A significant amount of new residential development is possible north of the Gateway Mall, in Downtown West and opportunities for office infill exist in the area south of the Gateway Mall and west of Union Station along 22nd Street.

Upper Level Building Use Plan

Key:

	Civic		Residential/Office
	Services		Hotel/Convention
	Office		Manufacturing/Industry/Distribution
	Retail		Transportation/Communication/Utility
	Entertainment/Recreation		Institutional
	Residential		Parking



Open Space

Existing Conditions

Open space conditions within the Downtown Core include:

- The extensive 80-acre Jefferson Memorial Expansion and Arch Grounds dominates Downtown and especially the riverfront.
- The Gateway Mall and abutting parks account for approximately 30 additional acres of open land in Downtown.
- Many of the open spaces are underutilized because of National Park Service restrictions on the Arch Grounds and under-programming at other locations. The most actively programmed spaces include Kiener plaza and the adjacent May amphitheater, where approximately 92 festivals occur throughout the year. During some festivals, streets are closed to accommodate both festival venues and attendees. Lunch hours in the summer months draw large numbers of office workers from adjacent buildings who take advantage of the open spaces.
- Hardscaped plazas which exist in Downtown vary in size from a building setback area that has been paved (such as the plazas to the north of buildings located along the south side of the mall), to more intentional spaces (such as the Mercantile Bank Plaza located at Seventh and Locust).

- There is a lack of a regional open space trail system to tie Downtown to the rest of the metropolitan area.
- The Mississippi riverfront and Choteau Valley provide key regional linking opportunities. The potential for these two corridors is not fully realized.
- There is a lack of an identifiable signage and wayfinding system to direct residents and visitors to Downtown open space.
- Limitations on use of the Arch Grounds do not allow for active recreational use of this immense urban park.
- There is a lack of facilities and coordinated programming of the Gateway Mall, resulting in a highly underutilized asset.



Passive, softscaped open space in downtowns is needed to offset the often callous built environment.

Recommendations

Open space plays a critical role in weaving together the various uses and components that compromise a thriving Downtown. The Open Space Plan identifies how different types of existing and proposed open spaces within Downtown tie all districts to each other via a network of parks, plazas, boulevards, pedestrian/retail streets, and bicycle routes.

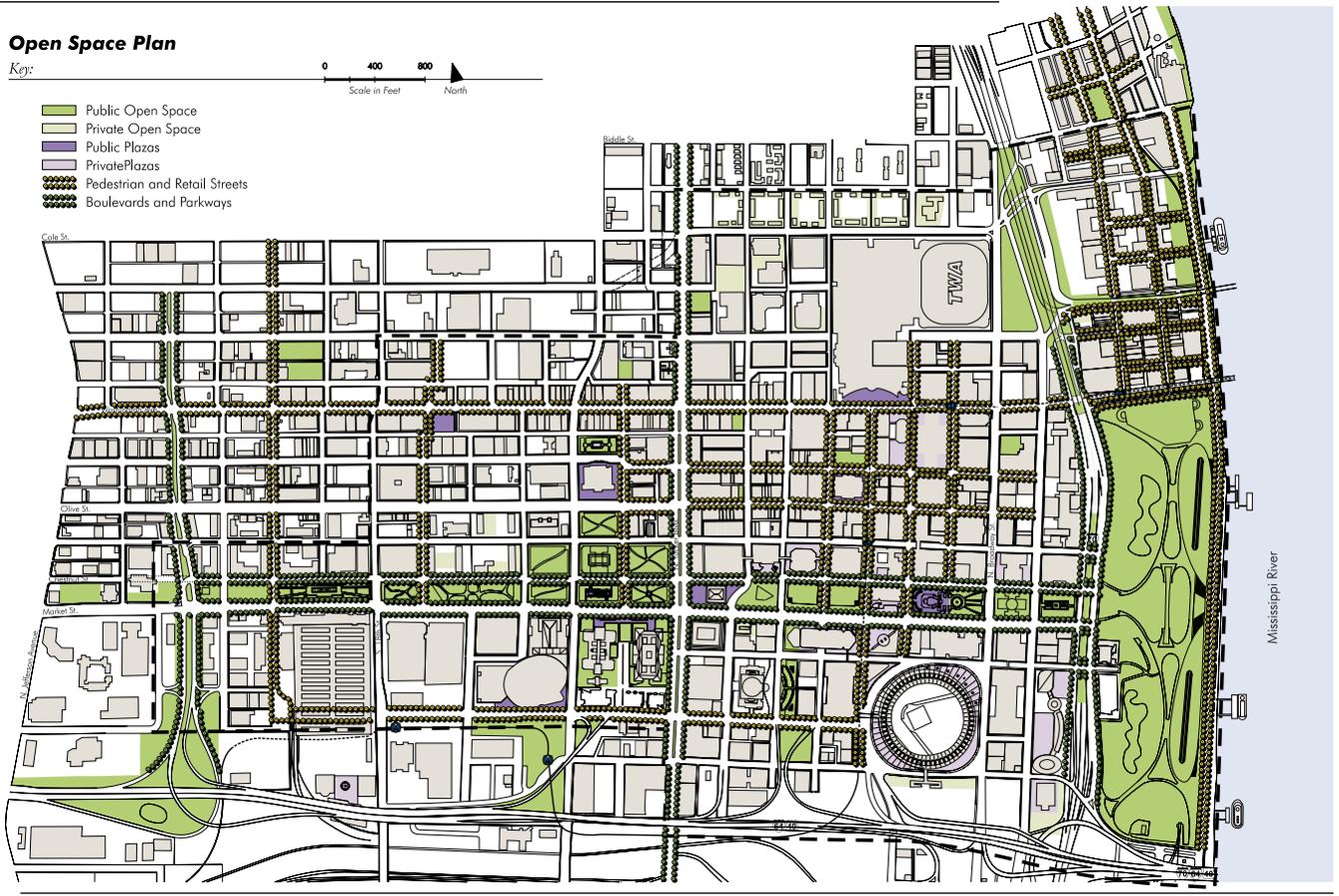
These open space types include City and Federal parks, such as the Gateway Mall and Arch Grounds, which serves as the predominant open space element in Downtown. Private and public plazas like

those at the Firststar and Wainwright office buildings are existing examples in Downtown St. Louis. Boulevarde streets with heavily landscaped medians, many proposed in this Plan, add to the open space. These locations include Tucker Boulevard, Memorial Drive and the 22nd Street Parkway. Highly amenitized and landscaped pedestrian and retail streets, as identified in the Circulation Plan, will further connect the public and private opens spaces, creating a continuous network that adds economic and personal value to the Downtown environment.

Open Space Plan



- Public Open Space
- Private Open Space
- Public Plazas
- Private Plazas
- Pedestrian and Retail Streets
- Boulevards and Parkways



“Streets moderate the form and structure and comfort of urban communities.” – Allan Jacobs -Great Streets

The Urban Design Plan proposes the following major open space improvements:

- Establish programs, events and policies that encourage greater use of the Gateway Mall and Arch Grounds.
- Encourage private development incorporate plazas and softscape pocket parks into their developments that tie into a larger public system.
- The City should work aggressively with landowners to purchase key pieces of open space that will add to the total connectivity of the open space system.
- Publish a Downtown and Regional Open Space Map that promotes the use of open space for recreational and educational purposes.
- Strive for regional open space connections to the Riverfront Trail through Downtown at Riverside, Laclede’s Landing, the Arch Grounds and Ead’s Bridge. Make regional connections to



Existing Downtown St. Louis street conditions include closed traffic lanes, poor pavement conditions, lack of functioning street and traffic lights, and overall lack of unique aesthetics.

the south through proposed trails in Chouteau’s Landing and west along Chouteau Valley. These Downtown open space connections will tie into the larger regional ‘emerald necklace’ identified in the Framework Plan.

- Institute a tree planting program through the City Forestry Department, schools or special interest groups in order to enhance these urban open space connections.

Circulation: Pedestrians and Bicycles

Existing Conditions

Downtown St. Louis has a wonderful opportunity to be a great pedestrian environment. The relatively small block size and compactness of the urban core makes it eminently walkable. The Core’s center at Eighth and Pine lies within a half-mile, or roughly a 10-minute walk, of any other point in the Core. In addition, a five minute walk from MetroLink stations provide easy access to much of the Core. These assets, combined with existing bus facilities and the existing open space network, provide a substantial base from which to begin improvements. Those elements which must be overcome to realize this great pedestrian environment include:

- Poor pavement conditions, lack of handicapped accessibility, boarded up or solid ground floor windows, and poorly working street and pedestrian lights all contribute to a non-friendly pedestrian

environment. In some cases, a full block of sidewalk has been closed by construction or demolition fencing.

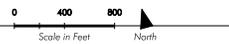
- There is a lack of unified street and pedestrian lighting.
- Pedestrian indicators at some signalized intersections are poorly maintained.
- There is a lack of pedestrian and bicycle amenities such as benches, trash receptacles, kiosks, transit facilities, bike racks, wayfinding signage, etc.

- Too many boarded up, vacant or barricaded ground floor storefront or sidewalk environments exist.
- There is an inadequate network of bicycle routes within Downtown. Currently, the Riverfront Trail extends north of Downtown, and an on-street route is located on Washington Avenue east of Tucker. This route then turns south on Tucker and moves west along Olive Street to Jefferson.

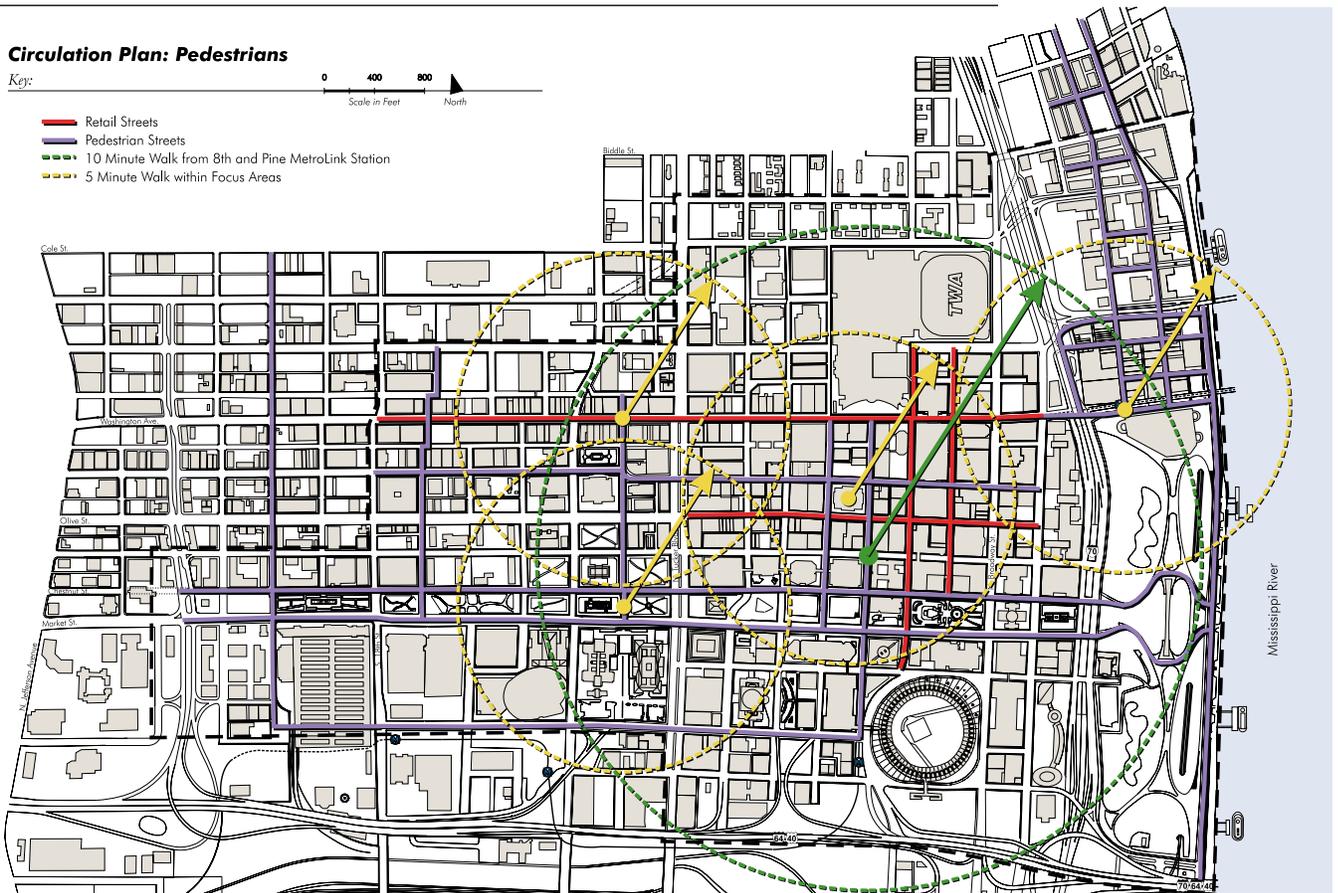
MetroLink stops must be in working condition, clearly identifiable through their design and signage, and safe through maintained lighting and security presence.

Circulation Plan: Pedestrians

Key:



- Retail Streets
- Pedestrian Streets
- 10 Minute Walk from 8th and Pine MetroLink Station
- 5 Minute Walk within Focus Areas



- Wheelchair ramps are not available at all intersection locations.
- Storm sewer drains placed at corners create hazards for pedestrians. Their openings are large with awkwardly sloping pavement, and they are often without proper grates to shield them. The potential to trip or fall at these drains is very high.
- The sequence of traffic and pedestrian signals is often confusing, because many, but not all, intersection signals provide an exclusive phase for pedestrian walks that occurs when all signals are red. At other intersections, however, walk lights show simultaneously with green lights.
- Some signs within the sidewalks are too low, providing inadequate vertical clearance.
- Some of the openings for trees and planters create unnecessary obstructions and hazards for pedestrians.
- Some curb-to-curb distances on streets are up to 81 feet, exposing pedestrians to an intimidating crossing experience.
- Significant pedestrian-vehicle conflicts have been identified, including:
 - The Washington Avenue connection to Laclede's Landing under I-70.
 - The Market and Chestnut Street intersections with Memorial Drive/I-70.
 - The Eighth and Pine MetroLink stair.
 - Wide crossings at Market Street and, particularly, Tucker Boulevard.

Recommendations

Pedestrians

A hallmark of the world's great cities is that they are wonderfully inviting to pedestrians. Great cities encourage walking from destination to destination along a variety of routes, all of which offer surprises and experiences that are unique and worthwhile.

Creating walkable streets in Downtown St. Louis is critical to the area's success. Pedestrians will have priority within Downtown. Traffic, parking, and transit developments must be designed to improve pedestrian connections. This involves improving the quality of pedestrian facilities, removing pedestrian barriers, enhancing pedestrian connections between activity zones and Downtown Districts, and giving clear design preference to pedestrian needs.

All streets in the Downtown area need improvements to ensure a pedestrian-friendly environment. The Urban Design Plan proposes comprehensive improvements, as listed below.

- Create streets for people, giving priority to the pedestrian within Down-

town St. Louis, particularly on those streets identified as pedestrian and retail streets.

- Provide consistent, level sidewalks made from high quality materials such as decorative concrete, unit pavers, brick or stone. No asphalt paving should be used in pedestrian areas.
- Create a detailed pedestrian plan with supporting streetscape guidelines.
- Ensure intersection treatments include accessible ramps (compliant with

Americans with Disabilities Act - ADA - regulations), clear paint or pavement indicators at crosswalks, and safe, correctly configured storm water inlets.

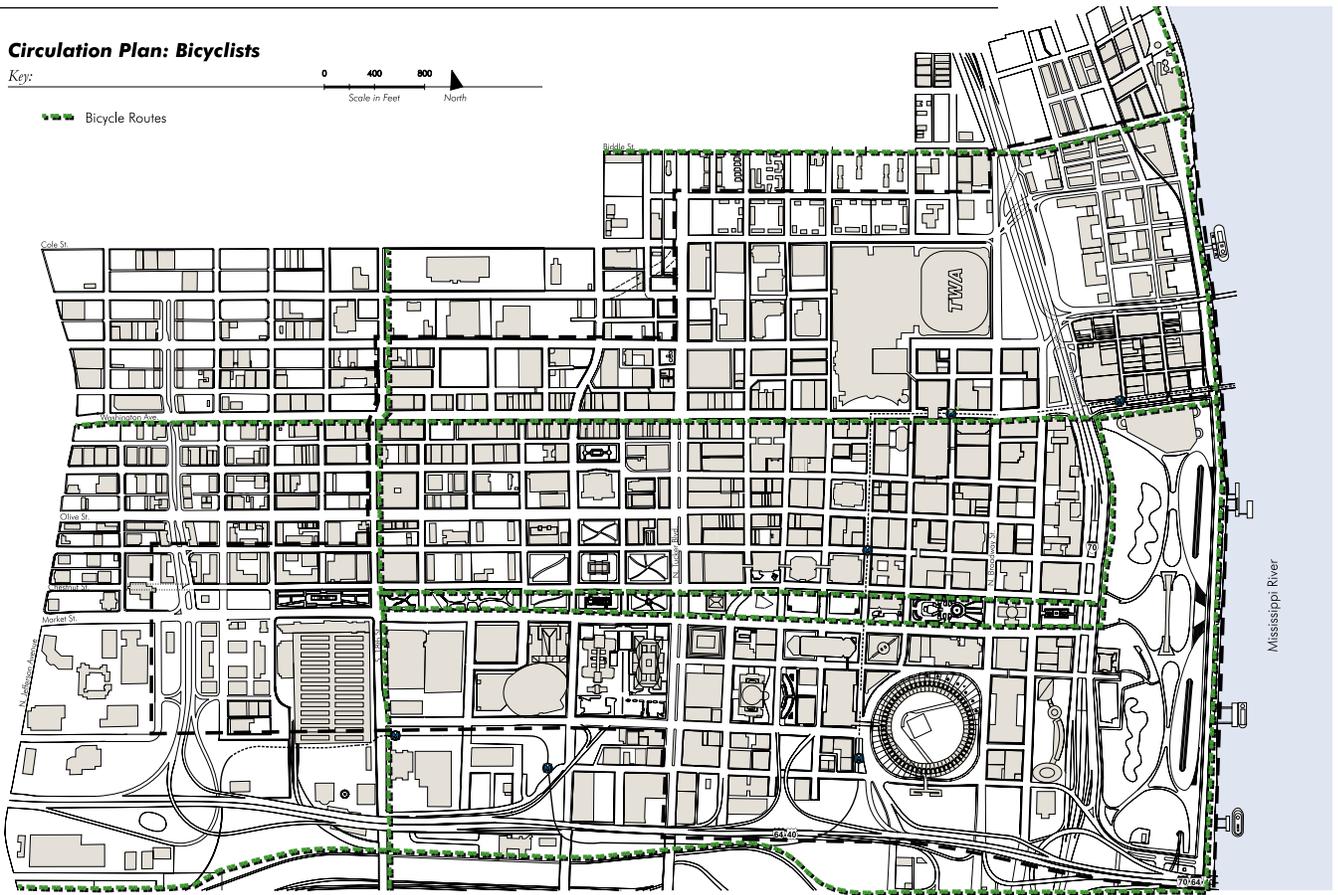
- Provide minimum clear zones along sidewalks (ADA-compliant).
- Provide clear signs and other wayfinding devices for tourists, residents and employees. This signage should identify retail, pedestrian, and bicycle streets, storage facilities, and MetroLink and Bi-State bus stops.

Circulation Plan: Bicyclists

Key:



■ Bicycle Routes



- Maintain cleanliness of sidewalks and streets.
- Maintain adequate lighting for safety and aesthetics.
- Reduce the number of blank walls on buildings, replacing them with appropriate art, murals, etc.
- Provide clear, functioning, and appropriately timed pedestrian signals.
- Minimize the number of curb cuts along pedestrian and retail streets.
- Vary the treatment of walks to support unique experiences based on the character of an individual District.
- Provide minimum but functional curb turning radii at intersections.
- Complete pedestrian improvements under I-70 to Laclede's Landing.
- Complete sidewalk changes as part of adjacent development when feasible.

Certain retail streets and pedestrian streets are designated as centers of activity and corridors of connectivity within Downtown. The design of these streets must allow room for trees and other amenities, sidewalk cafes, and the greater amount of foot traffic assumed for these streets. Sixth, Seventh, Olive, and Washington have been identified as phase one *retail streets*. These streets

are to come alive with active storefronts, appropriate signage, awnings, banners, specialty lighting, and pedestrian amenities. The retail streets will thrive from patronage of Downtown employees, visitors, and residents. These streets are easily accessible from MetroLink, the Bi-State bus system, and current/proposed parking locations in Downtown.

Pedestrian streets will connect retail streets, large events, and destinations. This system will allow for both east-west and north-south movements within Downtown. Streets identified as *pedestrian streets* include Leonor K. Sullivan Drive, Eighth, Ninth, 13th, 17th, 20th, Locust, Clark, and Market and Chestnut (the Gateway Mall). The existing network of small scale streets in Laclede's Landing will remain pedestrian-scaled. However, improvements to current crosswalk conditions there will allow for easier movement within the District. Clear and inviting pedestrian connections must also be provided between Downtown parking structures and destinations.

A 10 minute walk from existing MetroLink stations in Downtown provides access to 90% of the Core. Improvements are needed though, as current access points and signage are non-descript. The access points and signage must be clearly identifiable through color and structural recognition, directing users to their desired destination.

Although not all streets in the Core are the focus for Phase One development, these streets should, at a minimum, be maintained with working light fixtures, traffic lights and crosswalk identification. As implementation continues, these streets should also see improvements that follow with a determined 'kit-of-parts' for Downtown.

Bicycles

Bicycle use in Downtown St. Louis could improve dramatically with clear identification of existing and proposed bicycle routes and provision of adequate facilities. A regional bicycle plan to connect 12 counties in Illinois and Missouri is currently underway. These trails will need to cross the Mississippi River, with the obvious connections being the existing bridges. At least one of these connections should occur Downtown. Eads Bridge is scheduled to reopen by 2001 with two travel lanes in each direction between Downtown St. Louis and Illinois. The bridge will be limited to two lanes of traffic on weekends to allow for increased bicycle and pedestrian usage. The current City design of the bridge improvements could be enhanced with railings as opposed to jersey barriers if funding is secured. A new freeway bridge at the northern edge of Downtown will reduce volumes on Eads Bridge when it is in place. At that time, Eads Bridge could be restriped to one travel lane in each direction to allow space for designated bike lanes across the bridge.



Establishing a clear bicycle system in Downtown St. Louis will provide both local and regional connections.

The bicycle system within Downtown St. Louis will be a combination of designated lanes, signed routes, and off-street paths that will allow for both commuting and recreational access. The routes and lanes are defined as follows:

- A striped, five-foot bicycle lane for east-bound movement on Market Street from 18th Street to the Arch Grounds.
- A grade-separated ten-foot path on the north edge of the Gateway Mall to accommodate westbound movement from the Arch Grounds to 18th Street.
- Connections north along the western edge of the Arch Grounds to Eads Bridge and the north-south Riverfront Trail at Leonor Sullivan Drive via Washington Avenue.
- A recreational, off-street route that connects Leonor K. Sullivan Boulevard through Chouteau Valley to the western portion of the City and the greater regional system.

- A designated route at the northern tip of the Downtown Core to traverse east-west on Biddle Street, connecting to the Riverfront system, proposed trail structure, and western areas.
- A Washington Avenue route providing an east-west connection through Downtown from the Riverfront to Jefferson Avenue and beyond.
- A north-south signed route at 18th Street providing connections from northern neighborhoods to the MLK Business Park, Washington Avenue Loft District, the Gateway Mall, the Chouteau Valley system, and near south neighborhoods.
- Stripe and sign designated bike routes and lanes as soon as feasible.
- Encourage businesses to provide incentives for employees to bike to work.
- Provide an annual bike-to-work day for all Downtown workers, providing incentives and maps indicating those streets to become bike routes.
- Equip buses with bike racks to provide multi-modal opportunities.
- Continue to allow bicycles on MetroLink and at MetroLink stations.
- Begin specific design of bicycle routes within Downtown.
- Increase the number of bike racks at major bus stop locations, public facilities and other visitor destinations to accommodate bike users.

In addition to the recommended routes, the following design and policy elements should be followed:

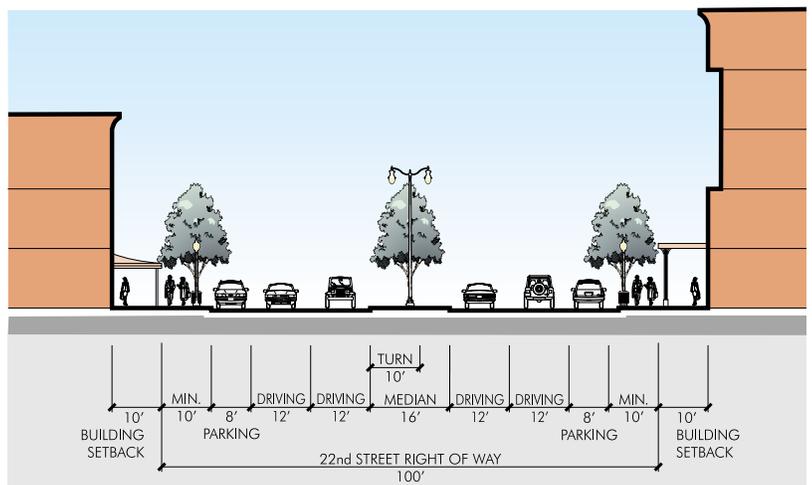
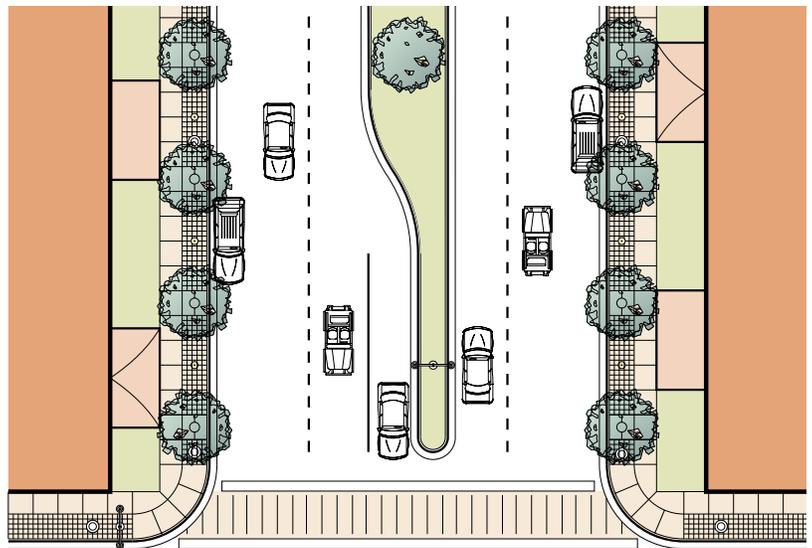
- Coordinate with the regional bicycle system currently being planned in order to assure that the regional system connects to routes Downtown.
- Provide adequate on-street facilities for bicycle storage.
- Survey Downtown employees to determine whether additional accommodations such as showers and lockers are warranted.
- Complete Market/Chestnut bike lanes as part of street improvements.

Street and Streetscape Existing Conditions

- Downtown Streets are primarily organized in a typical grid, with blocks approximately 220 x 270 feet. This tight block size helps the existing one-way streets function reasonably well by minimizing out-of-direction travel.
- Some mega-blocks have been formed for specific developments such as the America's Center and TWA Dome, which obviously inhibit ease of movement in those cases.

- Most streets are currently under 50% of capacity within the Prime Study Area, as they are sized to handle the City's past population of 800,000.
- Street dimensions vary significantly, with anywhere from a 33 foot right-of-way to a 150 foot right of way. The typical downtown street has a 60 foot width from building face to building face.
- The existing Downtown street grid and block size is a tight, compact layout, providing a very walkable Downtown environment where most uses are within a 10-15 minute walk of one another.
- Existing sidewalk conditions are unacceptable, with broken, uneven walking surfaces, very few street trees and site amenities, and no consistent street furnishings or lighting.
- Existing pavement on streets and sidewalks does not meet American's with Disabilities Act (ADA) Standards, nor general conditions for ease of movement.
- Existing traffic and pedestrian signals are not always working, nor do they provide sufficient time for safe pedestrian crossings.
- Maintenance of streets and sidewalks is inadequate, portraying a poor public image to employees, residents, and visitors.

- Existing street lights often are not in working order.
- Pedestrian/bicycle amenities are lacking. Bus shelters, clear signage and wayfinding, benches, trash receptacles, bike racks, and an overall theme or image for Downtown are missing.



Possible prototype for 22nd Street section.

Recommendations

Comprehensive improvements to Downtown St. Louis' streets are needed in order to provide the public investment framework that will support private development. These improvements will:

- Promote continuity between neighborhoods and districts.
- Create specific designs for pedestrian and retail streets.
- Identify standard streetscape design elements for Downtown St. Louis that can be used to help portray a unified image.
- Provide adequate maintenance for all street and pedestrian environments.

Street Types

Different street types have been identified in Downtown St. Louis. Each of these street types have different cross sections and amenity treatments to support the individual character of the street. Specific treatments for streets are identified in *Section XII: Streets for People* of this Plan.

Gateway Boulevards

Gateway Boulevards are major thoroughfares which serve as entryways into the Downtown area. The Gateway Boulevards include 22nd Street, Tucker Boulevard, Memorial Drive, and the streets bordering the Gateway Mall (Chestnut and Market). These streets should have consistent tree plantings along their length, with signature

plantings, signage and sculpture, and unique pavement to occur at the following locations:

- Along the length of 22nd Street from STH40/I-64 to Chestnut.
- Along Tucker Boulevard where it intersects with Cass and at the intersection with Clark and Market.
- Along Memorial Drive between Walnut and Pine created by a new landscaped park over the top of I-70.
- At the edges and along the Gateway Mall, and at pedestrian crosswalks.

Typical Streets

The standard right-of-way dimension in Downtown streets is 60 feet. In most cases, this dimension should be broken down as follows:

- Curb-to-curb dimension of 36 feet to allow for one travel lane in each direction and parallel parking on each side of the street.
- Sidewalks that are 12 feet in width. This cross section provides adequate space for an amenity zone at the curb and a pedestrian clear zone.
- Where a street right-of-way is greater than 60 feet, additional sidewalk space is recommended to accommodate outdoor cafes and street art.

parking over primary streets at all times. Alleys should be a minimum of 16 feet wide and should be paved in concrete or original cobbles.

Alleys that are no longer in use for service and access functions should be reviewed to see if logical mid-block pedestrian connections and related amenities could be added.

Transportation Existing Conditions

Street right-of-ways in Downtown are typically 60 feet. Pavement widths vary widely within a given street. For example, Market street has a curb-to-curb width ranging from 40 to 81 feet in width, and Chestnut varies from 36 to 77 feet in width. Many streets in Downtown were recently repaved, however overall condition of the streets, their sidewalks, lighting and other amenities, could use improvement. In addition:

- Downtown currently has 47 inbound traffic lanes and 61 outbound lanes. Many of the Downtown streets are under capacity, with afternoon peak volumes no more than 50% of their total capacity.
- Traffic controls are in poor working condition, however a \$3 million signal improvement program has been initiated. It will significantly improve and interconnect this control system through the use of fiber optic cables.

- Special event access and circulation is often an issue. Currently, traffic at many key intersections are manually directed due to the existing inefficient control system. Traffic during events is also disrupted due to Bi-state and special shuttle bus traffic designated on certain streets during games.

Recommendations

The transportation component of the Urban Design Plan addresses existing proposals for regional highway systems as they affect Downtown. The plan identifies regional system impacts with solutions that allow access while maintaining the integrity of existing neighborhoods and reconnecting the urban fabric as much as possible. The Plan also addresses the local street system and identifies improvements for existing transit systems.

- Selective streets with reserve capacity will be redesigned to improve the pedestrian environment.
- The boulevard and parkway system will improve the overall image of Downtown.
- Transit amenities and a new shuttle system will enhance visitor and worker mobility.
- Downtown streets will be improved with special streetscape treatments in order to enhance the pedestrian environment and support district identity.

Many of today's underutilized surface streets will take more of the share of tomorrow's traffic load. However, with an expanded network of streets available and a new high capacity connection to Illinois (the proposed I-70 Mississippi River Bridge), the system as a whole will be able to operate within acceptable service ranges. Localized congestion points should be few given the choices offered by the improved network for most trips.

Changes in traffic movements may occur on Market and Chestnut Streets, with a proposal for Market to become a one-way eastbound street and Chestnut a one-way westbound street. Lucas St. will become one-way westbound, and St. Charles one-way eastbound, to accommodate both vehicular movement and loading needs on these narrow streets. Dr. Martin Luther King Drive and Delmar Boulevard will revert to one-way operation between Jefferson and Tucker. Tucker, with a direct link to the new I-70 Mississippi River Bridge, will be a prominent avenue to and from Illinois.

Connections between the major regional highways downtown will be improved due to proposed changes to the 22nd Street Parkway and Dr. Martin Luther King/Delmar couplet on the north and west and the 18th Street connection to the I-55/I-44 interchange via the Grattan Parkway on the south side of Downtown.

Transportation improvements implemented in Downtown St. Louis should:

- Recognize that pedestrian flows are critical to the success of Downtown.
- Maximize the range of choice for travel to and within Downtown.
- Create transportation plans that serve proposed development patterns.
- Make the best use of existing infrastructure investments.
- Maintain, to the maximum extent possible, the existing street grid for clarity and ease of travel.
- Recognize that during peak periods there should be enough activity to produce a modest level of street and sidewalk congestion. Concentration of activity is critical for Downtown St. Louis; a modest level of congestion will add vitality.
- Emphasize freeway connections that fit the character of Downtown and which assimilate smoothly with the street grid (this is critical for the touchdown of the new I-70 Bridge).
- Focus attention on the maintenance of sidewalks, signing, striping, lighting and traffic control devices.
- Capitalize on the positive economic benefits of the new Mississippi River Bridge.

A point-by-point list of the proposed transportation improvements include:

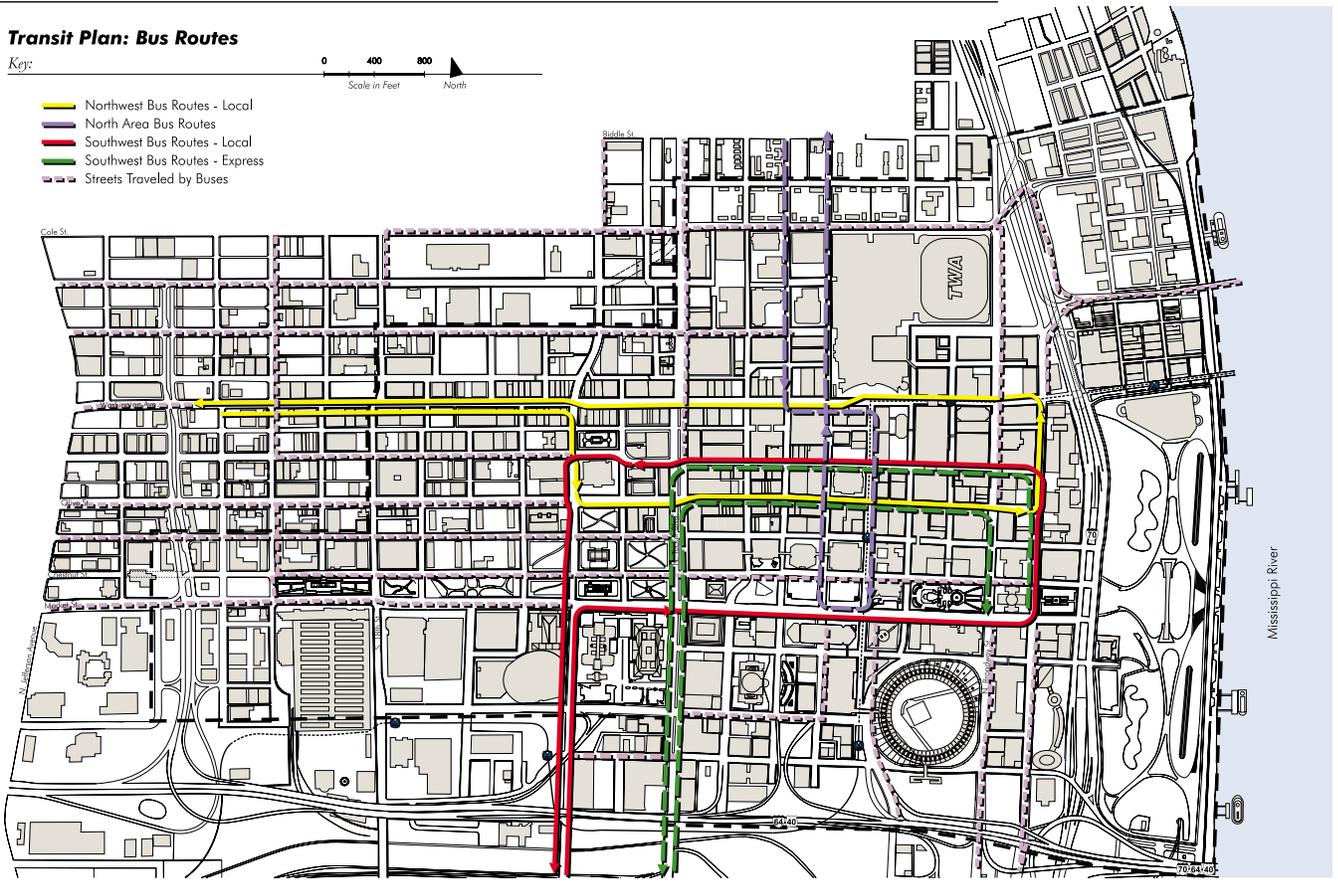
- Downtown Now! should partner with the St. Louis Police Department to prepare an events' operation plan to address large crowd events at the TWA Dome, America's Center, Kiel Center, Busch Stadium and the Gateway Mall. This operations plan should result in clear directions for visitors and attendees of events, leading to a pleasant experience for all involved.
- Modify and enhance key entry points to and from Downtown. Memorial Drive, Tucker Boulevard, and 22nd Street will provide key access points from free-ways. These streets need to undergo detailed design work, incorporating similar signage, landscaping, and civic monumentation to clearly identify 'gateways' to Downtown.
- Begin a specific alignment study of the entire Gateway Mall that identifies block-by-block re-allocation of additional green space gained by traffic reconfiguration.
- Identify the specific streetscape treatments to be used along the edges of the Gateway Mall, building on the established base section.
- Implement a comprehensive streetscape program that includes specific attention to retail and pedestrian streets.
- Begin a detailed study of the redirection of traffic on specified streets.
- Provide necessary traffic signalization adjustments throughout Downtown to maintain adequate traffic movement while providing safe pedestrian crossings.
- Commence detailed design of Washington Avenue Streetscaping for implementation.
- Commence detailed design of Lucas, St. Charles and related north/south side streets connecting to Washington as part of the Washington Avenue project.
- Improve Eighth, Ninth, Olive, and Locust Streets immediately adjacent to the Old Post Office.
- Establish a Downtown Streets Management Entity that immediately addresses the maintenance of sidewalks, striping, and workability of traffic control devices.
- Implement Tucker Boulevard improvements.
- Implement Dr. Martin Luther King Drive/Delmar one-way couplet by the time of occupancy of significant Washington Avenue loft development (within 3 to 4 years or with approximately 500 loft units).

- Convert 9th and 10th Streets to two-way operation north of Washington Avenue no later than completion of the new I-70 Mississippi River Bridge entry ways into Downtown.
- Commence detailed design and construction of 22nd Street, with construction to be completed prior to major construction commencing on the new Mississippi Bridge entryways into Downtown.
- Commence detailed design of the Market/Chestnut couplet.
- Design and construct the Memorial Drive boulevard over I-70 and I-55. Design of this should begin in year 1.
- Plan and design stages of the 22nd Street Parkway to provide for a clear pedestrian environment along 22nd, as well as for crosswalks across 22nd Street.
- Continue efforts with MoDOT/IDOT regarding design of the new Mississippi Bridge and the specific design of the entryways into Downtown St. Louis consistent with criteria adopted by the City of St. Louis.

Transit Plan: Bus Routes

Key:

- Northwest Bus Routes - Local
- North Area Bus Routes
- Southwest Bus Routes - Local
- Southwest Bus Routes - Express
- ▬ Streets Traveled by Buses



Transit
Existing Conditions

Transit conditions within the Downtown Core include:

- Bi-State operates 22 local and 31 express routes on a number of streets in Downtown with 18,000 bus boarding each day Downtown on 2,200 weekday bus trips.
- Stops are typically located at the “near side” of intersections. Sidewalks serve as the waiting area with little or no shelter from the weather provided other than that afforded by adjacent building canopies or doorways.
- Although dedicated transit shelters are provided in select areas (and new structures are currently being installed), many stop locations have insufficient sidewalk space for both a shelter and pedestrian walkway.
- Stops are so poorly marked as to be nearly invisible. Only a small (12” x 18”) sign mounted above “No Parking” signs identifies the stop. These tend to be oriented more to vehicle traffic than to pedestrians or potential passengers. Stops have virtually no passenger amenities such as trash cans, benches, route maps, system schedules or newspaper boxes.
- Buses currently vary in age and style, giving a perception of a non-maintained system.

MetroLink shares many of the existing conditions that the bus system does. MetroLink entries are non-descript, hard to notice and inadequately signed. The interiors of terminals could be better signed, through large scale graphics and vibrant coloring. The trains themselves are in good condition, as the system is fairly new, and current stop locations in Downtown provide for easy access to a majority of the Core.

- There are six below street level light rail stations in the primary study area. Most of the Downtown Core is within a five-minute walk of one of these stations. Exceptions include the Riverfront south of Pine Street and the sector north and west of the 10th Street and Washington Street intersection.
- In the winter of 1997/1998, MetroLink averaged 12,000 weekday boarding at the six stations.
- On Saturday, the MetroLink boarding count average was 9,000 and on Sunday about 4,500, excluding special event ridership.
- The Convention Center MetroLink Station is the busiest with about one-third of the downtown weekday boarding. Boarding at Union Station (21%) rank behind the Convention Center and are higher on Saturdays than on weekdays.

Recommendations

Bi-State Bus System

Transit improvements Downtown must be a focus for initial investment. Great downtowns around the country realize the importance of mass transit, alternative types of service, quality of vehicles and stations, and user friendliness of the overall system.

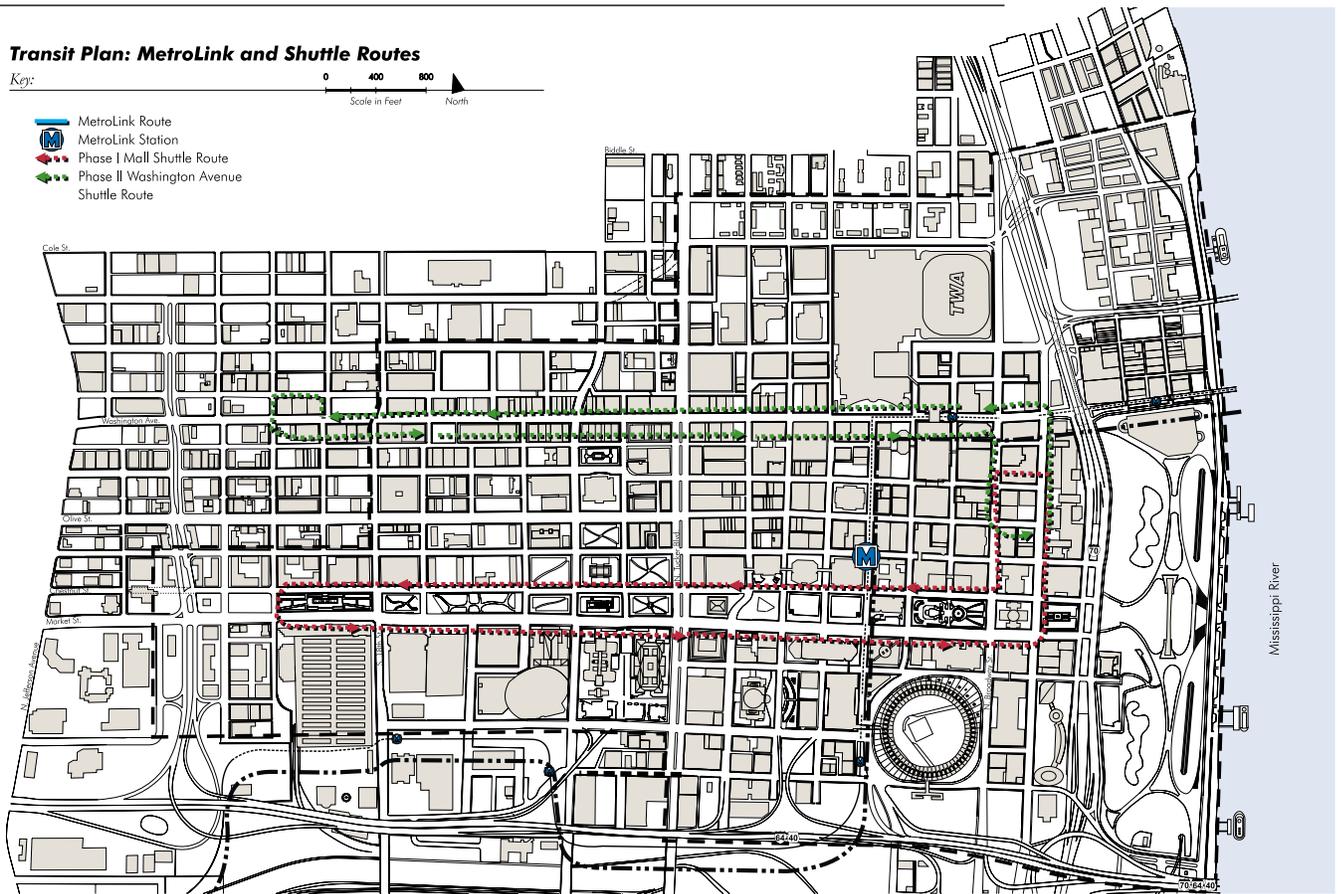
Current bus system conditions in Downtown St. Louis have a negative impact on ridership and on perception of public transit. Improvements to both the physical and perceived status of bus and MetroLink services must be implemented in the short term.

Downtown Now! should work closely with Bi-State to mitigate the fumes and noise of the current bus fleet in the Downtown area. Much greater attention should be given to creating user friendly bus shelters and waiting areas that are clean, well lit, provide ample room for waiting and loading, and provide user amenities such as benches, newspaper racks, trash receptacles and clear signage.

Transit Plan: MetroLink and Shuttle Routes



- MetroLink Route
- MetroLink Station
- Phase I Mall Shuttle Route
- Phase II Washington Avenue Shuttle Route



The targeted redevelopment of the Old Post Office District presents an excellent opportunity to enhance the visibility and bus/bus and bus/rail transfer convenience of Bi-State public transit service. The Old Post Office block is the major crossroad of east-west and north-south metro bus service. It is adjacent to the below grade MetroLink rail system. Ten local bus routes travel on each of the one way couplets that bound this block. In addition, 31 weekday peak period north and northwest express bus routes use Eighth and Ninth Streets and 22 south and southwest express routes use Locust (PM) and Olive (AM) Streets. With a highly visible transit presence, residents unfamiliar with the system and out of town visitors accustomed to transit travel will have a much higher likelihood of finding their desired route, boarding location, and using the system.



MetroLink is a great asset to Downtown, however the portals must be better identified.

Noise problems on Downtown streets caused in part by loud, polluting buses should be mitigated by enacting and enforcing strict air and noise quality standards for all buses that travel in Downtown.

MetroLink

To further enhance the ease of transit access in the Old Post Office District the feasibility of connecting into the existing Eighth & Pine MetroLink shallow tunnel station platforms from the Old Post Office plaza (westbound trains) and across Eighth Street (eastbound trains) should be explored. With the opening next year of a 17-mile MetroLink extension into St. Clair County the Eighth and Pine Station will be near the geographic center of the rail system. The ease and convenience of connecting bus passengers to the expanding rail system would clearly make the Old Post Office District the major transit presence of Downtown St. Louis. Quick, convenient transfers would aid reverse commute trips that tap into the St. Clair county job market. The light rail/bus passenger transfer exposure is much higher at the Old Post Office District than at the multi-modal facility proposed at 15th and Poplar Streets near the Kiel Center MetroLink station. When it is redeveloped, the Old Post Office District will have the comfort and security offered by a high level of all-day activity. Clearly, Downtown St. Louis must be the hub for the regional MetroLink system.

Extending Metrolink north from Eighth and Washington via Washington Avenue and Tucker Boulevard would improve access to Downtown. New I-70 interchange plans should preserve an underground rail alignment that could emerge near the Tucker/O'Fallon intersection. A station in this area would have a high change-of-mode transfer given the easy on/off connection to a new I-70 Mississippi bridge as envisioned in this Plan.

Overall, a coordinated bus and Metrolink signage, wayfinding, and marketing program and system should be designed and installed. A 'how to get to work' promotion should be established that includes maps indicating bus routes, stop locations, Metrolink routes and stop locations, shuttle routes and stop locations.

Downtown Shuttle

A new shuttle service has been identified as a means of providing added internal mobility for Downtown visitors, hotel guests, and workers. It is designed to connect Downtown attractions with accommodations and workplace concentrations in a simple and straightforward way.

Operating on a tight loop, the service will begin at 20th and Market (Union Station), travel east on Market to Fourth Street, north four blocks to Locust, left on Broadway, right on Chestnut, west to 20th. The route will be readily identified with 'The Gateway Mall' for ease of understanding, identity, and way finding.

Attractions along and within a block of the route include Union Station, Kiel Center, City Hall, Busch Stadium, and the Arch Grounds. There is a large concentration of hotel rooms at both ends and a large portion of the weekday Downtown work force is within two blocks of the route. Stops will be every two blocks.

Daytime frequency will be every five or six minutes. Evening service will be every ten to 15 minutes. Hours of operation would be mid-morning to late-evening to cover the lunch, shopping, dinner, sightseeing and personal business hours, Monday through Saturday. Sunday service would be added if there is a demonstrated need. Four buses would be deployed for peak service needs. Specially outfitted buses should be used to highlight the unique nature of this service and distinguish it from standard Bi-State cross-town service.

The service area and frequency of the shuttle are designed to fill a need not readily met by Bi-State bus or Metrolink local and regional service. It is intended to stimulate added Downtown activity by offering a level of mobility and convenience that lies between pedestrian walking range and conventional cross town bus service. Service would be provided fare free during a two-year demonstration period. Future fare structures would depend on the level of public and private financial support pledged after the first year of operation.

A second “Washington Avenue” downtown shuttle service would be inaugurated when the Loft District reaches a sufficient resident base. Buses would travel along Washington between 18th and Broadway with a Locust/Fourth loop at the east end that would overlap the Market/Chestnut shuttle route. The District’s retail shops and restaurants, America’s Center, TWA Dome, Laclede’s Landing, St. Louis Centre, and the Metrolink station at Sixth Street are the primary attractions. Hotels and residences anchor the east and west ends, respectively, and several hotels are located mid-route near the Convention Center.

used to their highest extent due to lack of enforcement of meters.

- Three areas currently experience parking shortages: the civic center area and portions of the office core and loft-warehouse district. To balance supply and demand in these areas requires additional parking. On-street parking in the Core is not adequately utilized.
- On-street parking is not enforced, resulting in over use by the general public and inappropriate use by City employees.
- Not enough adequately placed short term parking is available.
- Often deliveries for offices and retail uses in the downtown occurs during the 9 to 5 hours, resulting in the loss of on-street parking spaces being used by delivery truck parking.

Parking

Existing Conditions

Parking conditions within the Downtown Core are as follows:

- There are roughly 30,000 off-street parking spaces within the Core that currently average 82% occupancy during peak times.
- There are no existing parking requirements stated in the zoning ordinance for the ‘central business district’, which makes up a significant portion of built area within the Core.
- On-street parking was estimated at 7% of the total parking spaces within the Core, with some of these spaces currently not available due to protective fencing surrounding current buildings and not being

Recommendations

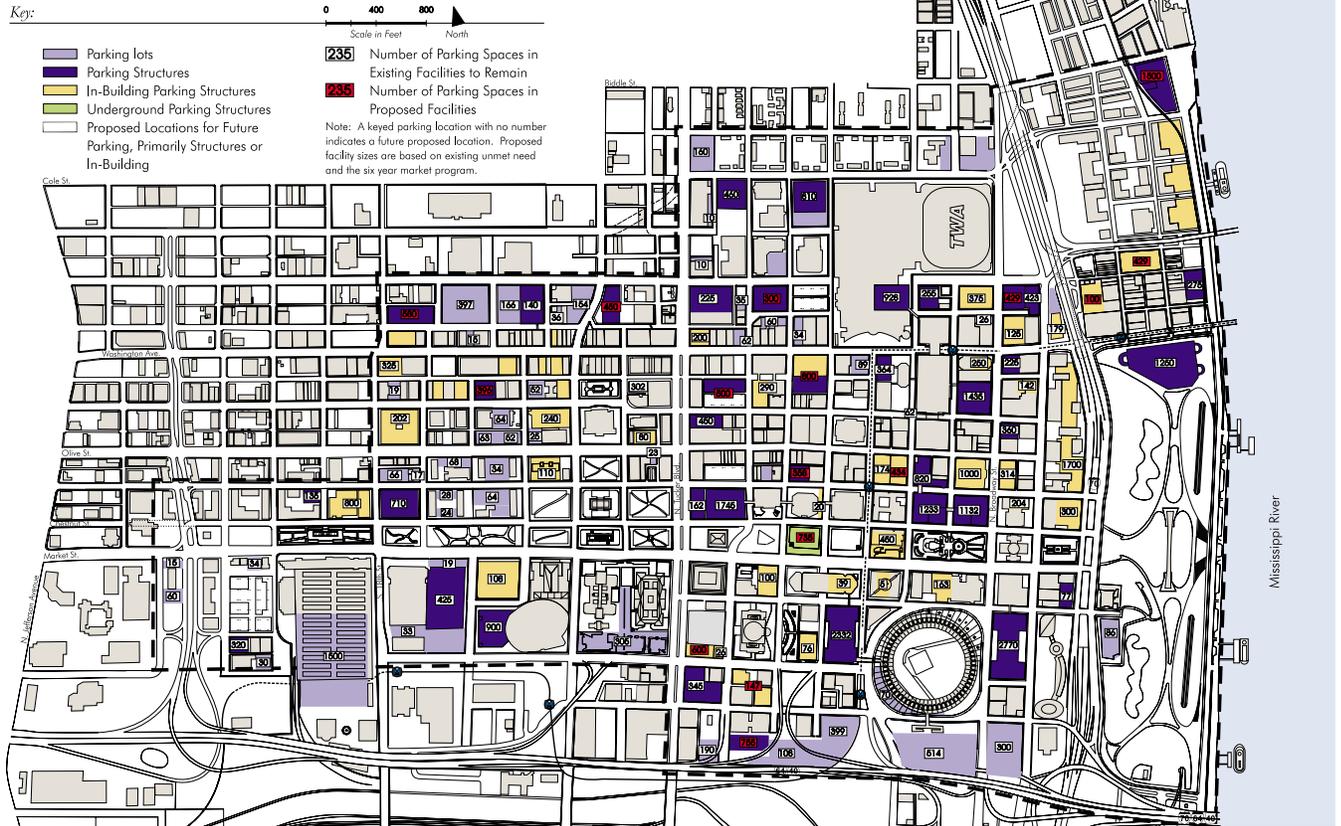
The objective for the Downtown parking system is to provide sufficient but not excessive amounts of parking to meet current and anticipated employee, resident, and visitor parking needs. The target should be to maintain average day-time, off-street occupancy levels of 80%-85%, about the same as current levels. Thus, transit will maintain its approximately 22% share of the commuter market and visitors will have a place to park.

Key features of the Downtown parking system and its administration would include:

- Market rates for on-street, daily, and monthly parking should be implemented.
- Enforcement of and adequate rates for ticketing of on-street parking should be implemented. Otherwise, people will 'not mind' receiving tickets if they are rarely given and when they are given the fines are extremely small. This ultimately results in abuse of on-street parking.
- New office buildings must build (or contribute to the construction of) up to 2.0 spaces per 1000 gross square feet in order to maintain the present transportation mode split.
- Generally, parking provided for employees should be made available after hours and on weekends for special event use. This allowance for shared parking will make the most efficient use of the system and generate the highest revenues for those facilities.

Parking Plan

Key:



- Short-term (less than four hours) parking with appropriate hourly rates (or even meters with rates comparable to curbside rates) should be encouraged in garages with ground level parking and good street-level visibility. This will aid shoppers and other visitors.
- Surface parking lots are not permitted in the core area. Existing surface lots that do remain should provide appropriate lighting and screening for enhanced security and appearance. Existing surface lots in the Downtown Core should be allowed only as a conditional use.
- New garages should be located on designated service/access streets with immediate access to arterials and boulevards that ultimately have good highway access. Garages should not be located on key pedestrian/retail streets and should not provide driveways across key pedestrian/retail streets.
- Maximized on-street parking, improved management of street-side construction, curb-cuts, loading, and transit zones can yield important gains in on-street parking.
- Focus short-term parking at parking meters, with long term employee and resident parking in structures and all-day park-and-ride facilities (utilizing shuttles) at strategic locations just outside of Downtown.
- Concentrate civic employee parking in dedicated lots and structures and not on the streets.
- Establish a policy that restricts deliveries to Downtown businesses to certain streets or access points and certain, non-peak hours when they will not interfere with parking or traffic movement. Where alleys do not exist deliveries and services should be restricted to the hours between 6 pm and 7 am.
- Provide additional, strategically located parking to support development without overloading Downtown with traffic.
- Develop a parking management strategy.
- Develop thematic parking signage for all structures that is attractive and easily identifiable by users.
- Promote parking shuttle systems by encouraging individual companies and/or building managers to provide employee shuttles from remote lots to places of work.
- Rework necessary zoning categories to specify Downtown parking requirements that are on the 'lean side.'

Parking in the commercial office core currently operates at 86% of capacity. More importantly parking reaches capacity in the areas bounded by Chestnut and Olive, Eighth, and Tucker where large numbers of employers are located. Achieving a district occupancy of 80% requires an additional 730 spaces. To fulfill that need and to complete a redevelopment agreement between the City of St. Louis and the State of Missouri, a new underground parking garage (735 spaces) is recommended for the block bounded by Ninth/10th, Market and Chestnut. If necessary, this garage could be expanded east to Eighth Street,

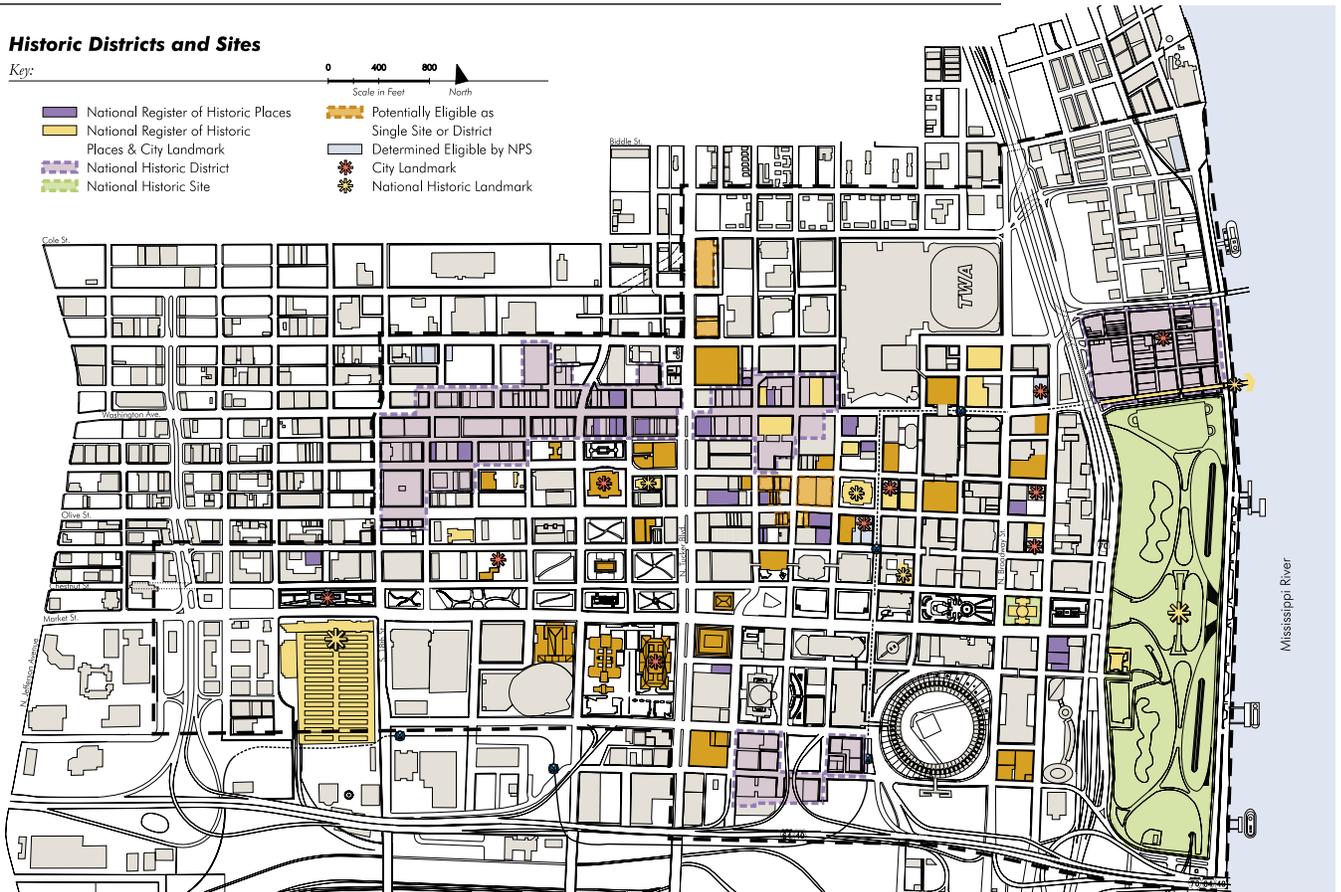
doubling its size. This location provides convenient access to regional highways, minimizes additional auto circulation in the core area, adds pedestrian movement to the Gateway Mall, and minimizes visual impacts of a new large above-ground garage in Downtown.

Within the civic center, a government center parking program is needed to consolidate government employee parking. This district operates at 94% occupancy; given its 1,137 spaces, an additional 200 spaces are needed to bring occupancy to a 80% level. A new garage in the Clark Street

Historic Districts and Sites

Key:

 National Register of Historic Places	 Potentially Eligible as Single Site or District
 National Register of Historic Places & City Landmark	 Determined Eligible by NPS
 National Historic District	 City Landmark
 National Historic Site	 National Historic Landmark



Corridor would do much to meet government's needs and would also offer additional parking for Kiel Center and Busch Stadium events during evenings and weekends. A 600-space garage is currently under consideration by the City Treasurer's Office for the new St. Louis Justice Center to be constructed at Tucker and Clark – this structure would provide a net gain of 200 spaces, sufficient to meet current needs.

In the event that additional parking is needed for America's Center, it should be provided on the block west of the Center bounded by Ninth, Tenth, Lucas, and Convention Plaza. Also, the recommended garage at the Missouri Athletic Club block to serve new Laclede's Landing development (see the Laclede's Landing Focus Area discussion) could serve America's Center events.

Historic Buildings and Sites Existing Conditions

Downtown St. Louis has a wealth of historic buildings that contribute to its image and character. There are several local and national Landmarks within Downtown St. Louis, with more buildings under nomination at printing time. The most significant historic buildings include the Wainwright Building designed by Adler and Sullivan, the Old Post Office building designed by Alfred Mullett and the Gateway Arch, designed by Eero Saarinen.



Downtown St. Louis has a wealth of historic buildings. The detailing of the Chemical Building is shown here.

The existing building stock within the Downtown Core includes about 35 blocks of pre-WWII structures and 82 blocks of post WWII structures. There is the equivalent of 10 blocks of vacant buildings in the areas from the River to Tucker, and I-64/STH40 to Carr Street. Some of these structures are in poor condition due to neglect, resulting in a negative visual and economic impact on Downtown.

Recommendations

The City needs to establish a program and plan to retain these resources before they are lost forever.

Programs and Facilities

Business Retention and Expansion

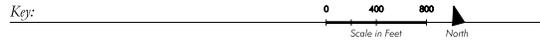
Retention of existing businesses should be the number one priority as part of the Plan's strategic program initiatives. Existing businesses are Downtown for a reason, and proved a basis for further growth and recruitment of complimentary businesses. In addition, replacement businesses are needed to fill empty and underutilized facilities.

A target market group of office uses and general commercial uses should be established based on the specific market pro-

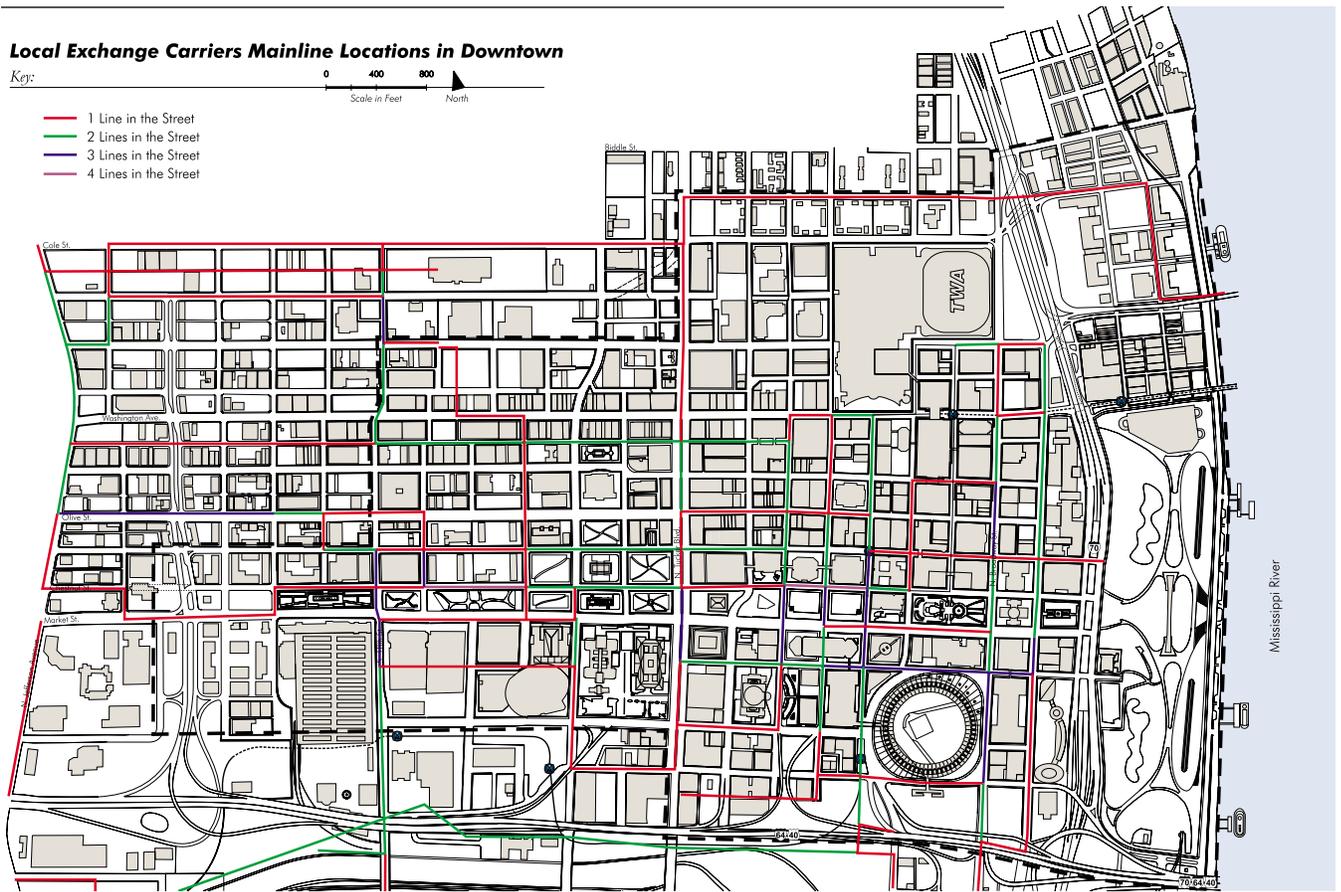
grams identified as part of this plan and the complementary target markets that would support this base program. For example, the proposed concentration of artist studios, galleries and potential art education outreach programs in Downtown need art supply stores, photographic resources and printing businesses as support. This strategy of targeting complimentary businesses is a must.

Over the first six years of the Plan, most of this marketing will be strategic. For example, the importance of 'Smart Buildings' and technology in general is key

Local Exchange Carriers Mainline Locations in Downtown



- 1 Line in the Street
- 2 Lines in the Street
- 3 Lines in the Street
- 4 Lines in the Street



to business retention and recruitment. This and other niche programs that support the overall Plan goals must be made a key selling point for business.

In order to attract new businesses, appropriate space must be provided that is competitive with other regional options. In addition, the 'public face' of Downtown must be improved and related regional marketing of Downtown increased to clearly identify advantages of a downtown location.

A business leaders task force should be established to recruit and retain business for the Downtown Core. This task force would also have on-line access to a real estate data base of available and proposed office locations.

New Cultural Museum for Downtown St. Louis

A special St. Louis Smithsonian Affiliate Museum Project study was undertaken during the Action Plan process. This independent study determined the viability of establishing a new cultural institution in Downtown St. Louis. At the date of this report, the study recommended that the theme should be *American Character and Culture*, an 'idea' museum drawing on the interpretation of American history and experiences from a perspective that is both personal and societal.

After evaluation of numerous sites Downtown, the following two sites were recommended for further consideration.

- Municipal Courts Building.
- Federal Office Building on Market between 15th and 16th Streets.

The study is still underway and will be completed by early 2000. Implementation will follow. This project, and its proposed location along the Gateway Mall, will add to the importance of the Gateway Mall as a place for educational, cultural and recreational venues in Downtown St. Louis. The proposed locations provide easy walking distance to either the Arch Grounds and Union Station along this corridor, as well as to the Old Post Office and Washington Avenue Loft Districts.



The Museum of Westward Expansion under the St. Louis Arch provides one of many cultural opportunities in Downtown.

Implementing a High Technology Plan

Existing Conditions

St. Louis has the opportunity to become a leader in technology and urban redevelopment and to create an electronic commerce community to tap into a growing global market. Downtown St. Louis provides an excellent opportunity to become the first model “electronic business center” in the world.

Three incumbent local exchange companies, ten long-distance providers, and five wireless carriers serve the St. Louis region.

There are over 386,000 feet of fiber optic cable within the St. Louis City limits. Almost every major street in the Downtown has access to fiber optic cable. A map of general locations of the individual cable locations is available for review in the City of St. Louis Communication Division. A summary view of Downtown fiber optic cable lines is included in this Section.

The City’s primary long distance carrier is Southwestern Bell. AT&T, MCI and Sprint along with Southwestern Bell offer wireless services. The City is currently serviced by five local exchange carriers: Teleport Communications (TCG), Metropolitan Fiber (MFS), Digital Teleport Inc. (DTI), Intermedia Communications Inc. (ICI), and MCI Metro Access. Two to three other companies are considering establishing themselves as facilities-based providers in the City. All the existing five local exchange carriers in St. Louis have the ability to provide service to any building they pass. Getting into a

building is typically not a major problem, and these companies are willing to work with businesses to assure access and service. Working with a business may include providing a lateral of up to two blocks from the carrier’s mainline to reach the outside of a building where a potential hook-up awaits. The presence of five, and potentially more companies should allow for competitive costs/rates. Overall, Downtown St. Louis is well served by a variety of telecommunication providers, offering a great incentive for investment in Downtown.

When completed, the St. Louis electronic commerce community is envisioned to be a comprehensive, digital, fiber optic network providing voice, data, and video communication throughout the Downtown area. The system is planned to enable subscribers to obtain services ranging from standard telephone service to full motion, high-definition digital interactive/multi-media services.

Specific features of this proposed system include:

High Speed Voice/Data/Video/Security Services

The infrastructure should utilize technology to provide services currently unavailable in Missouri such as: native speed Local Area Network (LAN) connectivity; Asynchronous Transfer Mode (ATM), and full and partial Synchronous Optical Network (SONET) rate links — all of which are proven and reliable technologies. This would allow technology solutions to be fully utilized; the technology

infrastructure would not be the bottleneck so typical today in most communities. A series of single-mode, and multi-mode fiber optic cables would be configured into rings to provide reliability and physical redundancy to all customers. This network would support all of the voice, data, video, and security services anticipated for the foreseeable future.

Core Re-Development Areas

The fiber network would encompass all of the areas in the Downtown redevelopment plan, with particular emphasis on the areas containing vacant warehouse structures, such as Washington Avenue and the Old Post Office District. This would equip these structures with state-of-the-art communications facilities, making them attractive as offices for high technology companies and also providing exciting housing opportunities for those who wish to work from home.

Through the envisioned infrastructure network, people would be interconnected seamlessly with information in homes, schools, businesses, and government offices. Residents would be able to access a variety of on-line interactive services, such as shopping, banking, and community information, allowing them easy access to each other, and the information and services they want anytime, anywhere.

Innovative, high paying companies with high technology and communications requirements will be attracted to Downtown as well. One example is film and video

production houses, which require a lot of telecommunications bandwidth. The Downtown St. Louis market plan targets this media sector for growth and this infrastructure is critical to attract this growing industry sector.

Businesses such as decentralized Call Centers will also find Downtown St. Louis attractive, due to a technology literate work force coupled with the smart homes approach and the ability to work from home. This makes it easier for employers to find and keep the necessary skilled people in their companies. With the proposed infrastructure in place, there is no reason St. Louis could not become one of the biggest Call Center locations in the world.

Government Sponsored Projects

Any government public works project should be evaluated for telecommunications infrastructure opportunities, and should incorporate those opportunities into its plans. Some of these steps include:

- Ensuring that all new and rehabbed government buildings (including recreation centers or libraries) have, at a minimum, Level 5 wiring, surge-protected electrical outlets, and cable TV wiring/outlets throughout the building.
- Ensuring that government telephone networks within each building are compatible with the internal PBX system for computer modem use.

- Evaluating the use of government property for wireless antenna sites to minimize the impact of new towers and to foster co-location for commercial and governmental communications where appropriate.
- Facilitating government departments going on-line in order to serve citizens more effectively.
- Sharing information among government departments and elected officials using relational databases and maps.
- Developing more e-mail capabilities for departments and the elected officials amongst themselves and with citizens.
- Coordinating public works activities so that commercial telecom lines could be removed before being damaged, or so empty conduit could be installed in conjunction with street repairs/resurfacing or bridge construction to avoid later trenching or disturbing fresh paving and construction.
- Multiple network access points, such as manholes, vaults, pedestals, remote modules easements, or other methods of accessing networks should be placed outside the building or at the edges in order to connect lateral lines to multiple telecom networks.
- A minimum of two 4-inch conduits with innerduct should be laid between the “access point” and redundant conduit entrances to the building, and from the entrances to the designated “telecom service area(s)” within 50’ of access points.
- Sufficient space on a commonly accessible area of the building should be available to each telecom provider to accommodate their voice/video/data communications equipment in a secure and climate controlled environment. Larger spaces may be needed based on square footage of developed space, and/or number of telecom providers.
- Adequate raceways and space for multiple providers’ lines and equipment, including a telecom specific utility riser, commonly accessible closet space on each floor (for key system support boxes and interfaces), and space above ceilings or below floors for deployment of additional lines or designated conduit if floor or ceiling space is not available.

Tax Assisted Development

Any government-authorized tax-abated development or redevelopment plan — whether office, residential, commercial, or hotel — should include required specifications for inside/outside conduit and wiring components for redundant telecom infrastructure.

- Wiring should be Level 5 cable at a minimum. Electric outlets should be isolated and grounded. Video wiring and outlets, as well as multiple RJ11 phone jacks and RJ45 data jacks, should be made available in all spaces.
- Commercial “Smart Buildings” — which are initially planned with adequate space for multiple-provider telephone lines — reduce potential I-LEC/landlord bottlenecks in serving new business customers and making the buildings attractive to new telecom-dependent tenants.
- Any provider could be hired by a tenant to provide services, making possible options for tenants that may require multiple or redundant services.

Telecommunications Education Program

In conjunction with the Regional Commerce and Growth Association (RCGA), an outreach effort will be directed towards builders/architects, community leaders and economic developers. This will include an education program on the space and design needs of modern telecommunications systems, which include the following actions:

- Seek the private sectors input on the feasibility of the development/redevelopment “telecom component.”
- Charge the RCGA’s Telecom Task Force with obtaining studies or statistics in the marketability of ‘smart’ buildings versus regular non-high-tech developments.
- Enlarge raceways in commercial buildings. Rooms in the middle of each floor should be set aside for multiple sets of electronic equipment; the electrical outlets to support them and 24-hour emergency access by telecom providers.
- Facilitate access to potential clients by building telecom infrastructure through the Downtown streets. Make it more viable for companies to continue investing in the community.
- Prewire residences for cable, computers, modems, web TV, and high-speed data transfer.
- Create “smart buildings” that attract high-tech occupants with high-tech jobs. This equates to increased tax revenues and business licenses.
- Work closely with local telecommunications companies and Webster University in creating a state-of-the-art wired building in the Old Post Office. This effect, with possible incentives, could become a national example of creative building re-use for educational purposes.

Create Telecommunications Task Force

The City of St. Louis should follow through on the following actions:

- Create inter-departmental task forces within local government to review and recommend telecommunications issues and opportunities.
- Invite industry representatives to meet and discuss their short and long-range plans.
- Establish a contact person to provide important public works information to the telecom industry.
- Coordinate private deployment schedules with public works plans to avoid street line damage and conflicts with paving schedules.
- Provide a methodology and list of contacts to notify the private sector about Public Works timetables and ‘at risk’ sites which may require demolition and reconstruction.
- Serve as a substitute for “Missouri One Call” in which many local governments do not participate.

The collective implementation of the above recommended technology infrastructure actions will clearly put St. Louis on the map and provide a real competitive advantage for the Downtown area and region as a whole.

Education

Education is the fundamental resource of the New Economy and Downtown St. Louis must offer educational opportunities at all levels that demonstrate this competitive advantage. At the pre-school and daycare level, Downtown is already providing some excellent resources. These resources need to be better promoted in conjunction with the residential marketing program to assure potential residents that Downtown is child-friendly.

Additional public and magnet schools should be explored. Interesting opportunities for a middle school provision exists in association with the St. Louis Public Library, and a proposed new museum could provide the basis for unique educational programming. Webster University has expressed interest in developing an international high school as a component of their larger commitment to Downtown. Such a high school could also provide an educational resource for St. Louis students from the central city neighborhoods and elsewhere.

Webster University’s interest in locating in the Old Post Office building constitutes an important component of the higher educational strategy for Downtown. The direction of their programming towards professional, business and continuing education can provide a useful and unique competitive advantage for Downtown employees and residents.

The Plan also calls for the commitment by other regional educational institutions to a Downtown presence. Other cities have been very successful in attracting appropriate academic functions - business and professional schools, art and design departments and continuing education - from their regional universities to locate in a downtown location.

Chicago has been particularly successful in that regard and now has some 45,000 students obtaining their higher educations along the State Street corridor. Additionally, students are some of the best downtown residents possible; they eat out and stay out late, adding to the sense of safety and overall vitality of the urban environment. A coordinated approach to marketing the major regional educational institutions on the benefits of a downtown presence must be made as a component of this Plan.

Management

Without leadership and management no plans can be realized. Downtown Now! must maintain overall direction for implementation of the Plan. Downtown Now! must work closely with the Downtown Saint Louis Partnership, SLDC and the City as joint public/private partners of this Plan throughout Phase One implementation. RCGA, St. Louis 2004 and other local organizations and neighborhood groups will provide support roles in marketing and implementation of the Plan.

Management of the physical improvements, marketing, business retention and recruitment, physical maintenance and services will take place through the recently passed Community Improvement District (CID) for Downtown St. Louis. This legal entity should retain District Managers as needed to focus on revitalization of key sections of Downtown. Adequate staffing within the City and the Partnership is needed to assure smooth implementation.

This leadership ladder needs to include an overall Director, an overall Project Manager, District Managers, and appropriate support staff with expertise in areas such as fundraising, real estate, urban design, on going service and maintenance, business retention and marketing. This leadership is described in greater detail in Section XIV: Implementation.

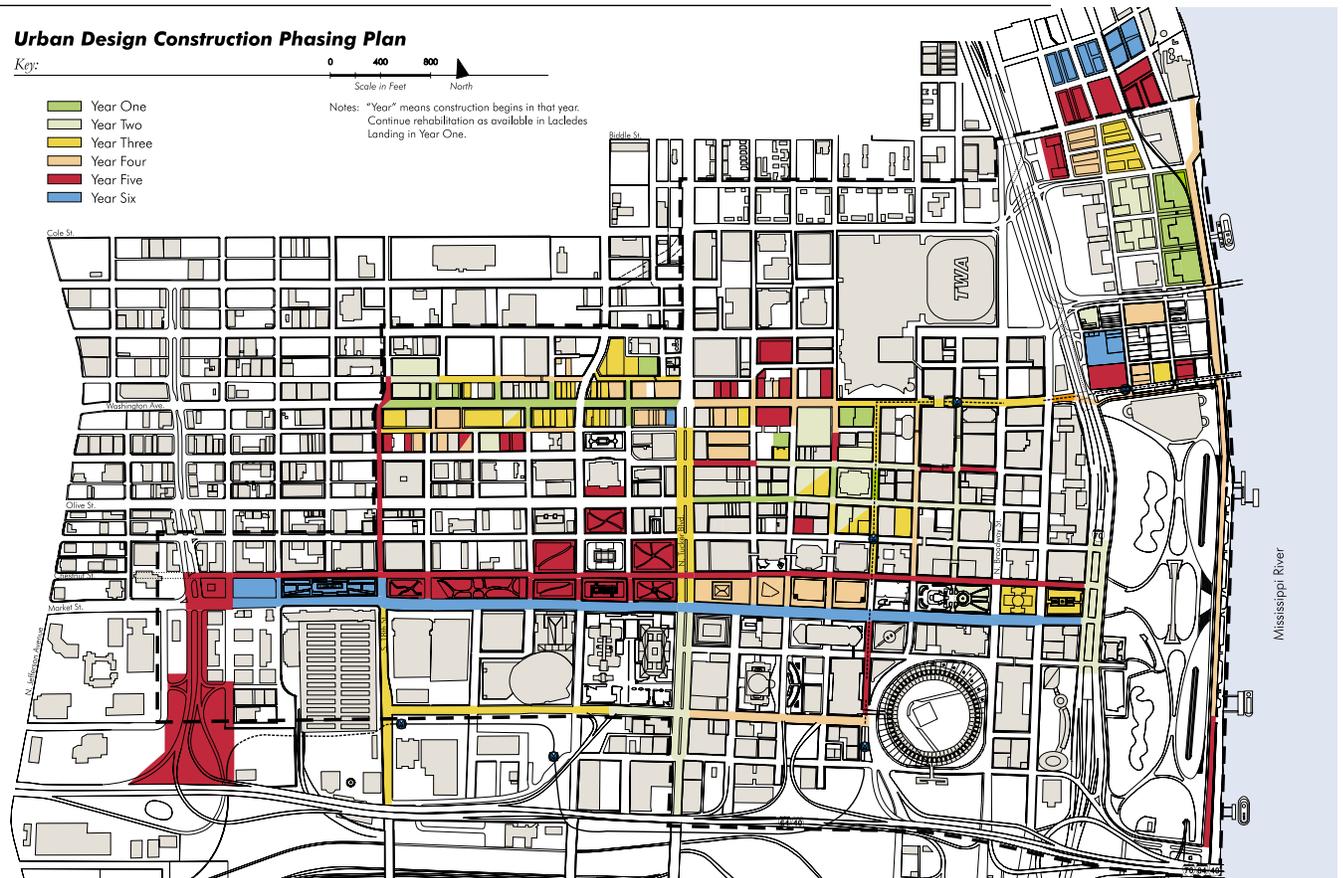
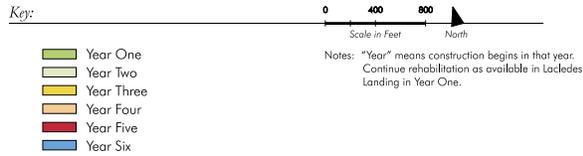


Retail space in the St. Louis Centre should be carefully inventoried and marketed to maintain an adequate mix of retail and restaurant venues.

Implementation Actions Economic Vitality

- Establish a series of Downtown improvement/ Management Districts, as a part of the recently established Downtown Community Improvement District (CID), to lead revitalization efforts.
- Establish a retail management entity within the CID.
- Maintain an accurate inventory of all commercial space in the Downtown area to be used in the active pursuit of new businesses
- Encourage special public/private partnerships for office, retail, and residential recruitment.
- Ensure joint efforts between regional and local economic development organizations on Downtown development.
- Establish a business retention and recruitment program within the CID.
- Work with owners/managers of existing class B space to find dedicated, nearby parking for their tenants/workers.

Urban Design Construction Phasing Plan



- Make Downtown visitor friendly by updating tourism pamphlets and other information to market the 'retail streets,' shuttle program, and local festivals.
- Cooperate with other regional entities to cross-market the advantages of both Downtown and other parts of the region.
- Appoint a residential committee to market both new infill and rehabbed buildings in areas designated for for-sale and for-rent residential use.
- Market and coordinate festivals to promote activities during every weekend of the warmer months.
- Create a marketing handbook of itineraries for visitors that focuses on a variety of interests and market segments.
- Study the impact of capping or reducing the employee tax.



Police on bicycles increase safety and provide a more personable level of service to citizens and visitors.

- Establish and promote a 'Smart Building' policy for Downtown that requires all new construction to be 'smart buildings,' and provides incentives for rehabilitation of existing buildings as 'smart buildings.'

Services

- Establish close working relationships among the Police Department, Downtown merchants, and residents to coordinate a community policing effort.
- Have specific officers assigned to the Downtown Core.
- Concentrate Police on Bicycles within the Downtown Core and on pedestrian streets.
- Organize resident-led neighborhood crime-prevention programs.
- Ensure that solid waste removal is timed, along with deliveries, not to impede the peak hour flow of activities on streets and sidewalks.
- Sustain adequate maintenance of public areas, including sidewalk and crosswalk surfaces, street and pedestrian lights, and all Downtown signage. A clean, cared for appearance of the Downtown is essential.

- Support parks maintenance through corporate or organizational assistance. (For example, a few times a year the Busch Stadium grounds crew might ‘sweep the Gateway Mall,’ using their equipment to improve the quality of the turf areas of the Gateway Mall. These times could be advertised and used as an educational tool to show how the Cardinal’s turf is maintained to perfection.)
- Promote the Downtown Library, its special collections, and new arrivals as a key Downtown asset.
- Ensure the success of the one-stop-permitting process that is currently underway.
- Study and revise Downtown zoning districts to ensure they support the goals of this Plan.
- Recruit regional hospitals to establish Downtown clinics offering convenient service to both employees and residents.
- Establish a design review process, through the new Planning Commission, that requires all projects to be submitted for City review, beginning at the schematic design stage, so that Downtown urban design, transportation, land use, streets and pedestrian objectives can be met early in the process.

Education

- Secure an educational venue for the Old Post Office.
- Pro-actively recruit educational institutions to establish Downtown campuses and outreach programs. Survey both the institutions and Downtown businesses/employees to gain input on the design and content of potential programs.
- Establish a job training and placement program for existing and potential City and Downtown residents.
- Coordinate all educational and job training efforts with existing nonprofit organizations in the St. Louis region.
- Cooperate with City and regional schools to promote educational visits and programs in and about Downtown.
- Establish adequate child care and latchkey programs Downtown for employees and residents.
- Talk with existing educational users in or near Downtown to assess their needs.
- Research the potential of a partnership between a local university and a Downtown School.

- Establish a Life Long Learning Strategy geared toward Downtown employees and residents.
- Implement a riverside trail system and urban archaeological park, that explains the history, importance, and evolution of the riverfront and Downtown St. Louis since its inception.
- Develop a new cultural institution Downtown that will have the quality and stature to attract long-term visitation and funding.

Section VII: Catalysts for Redevelopment

Overview

The St. Louis Downtown Development Action Plan focuses on four Downtown districts and one Downtown-wide program that will serve as catalysts for both short- and long-term redevelopment activities. They are:

- Washington Avenue Loft District
- Old Post Office District
- Laclede's Landing/Riverside District
- Gateway Mall and Arch Grounds District
- Comprehensive Streets for People Program and other programs.

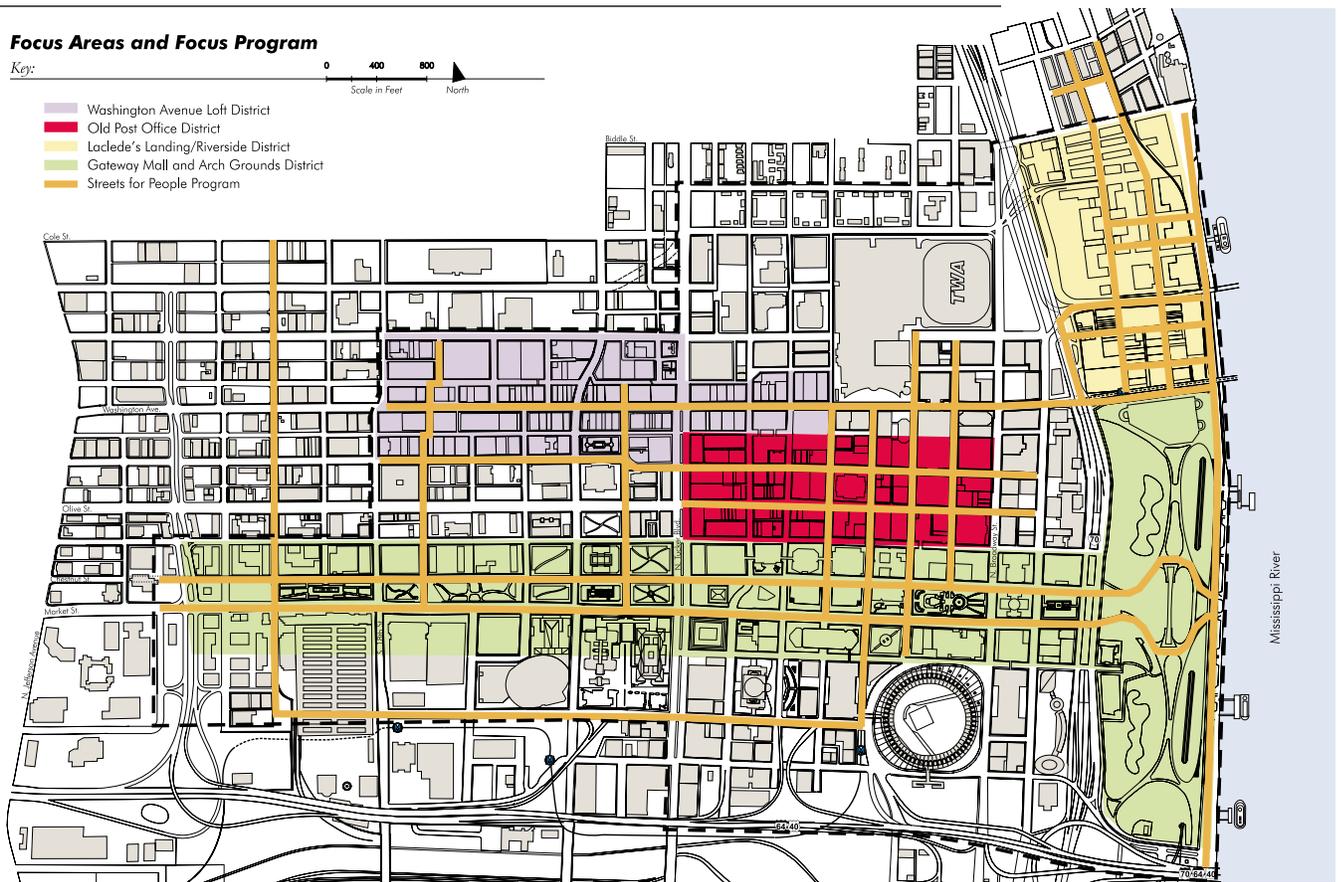
These focus areas and programs were selected because:

- They are visible, well-trafficked areas where significant improvements will be seen and appreciated by Downtown workers, residents, and visitors.
- Each contains strong existing assets on which redevelopment activities can be built.
- Each offers significant potential for new and improved business, retail, and/or residential uses.

Focus Areas and Focus Program

Key:

- Washington Avenue Loft District
- Old Post Office District
- Laclede's Landing/Riverside District
- Gateway Mall and Arch Grounds District
- Streets for People Program



- The overall Streets for People program ensures access to these focus areas and contributes to an overall revamped image of Downtown as a pedestrian-friendly, inviting place to visit, live, and work.

Washington Avenue Loft District

Washington Avenue, which runs east and west through Downtown forms a link between the Riverfront and Downtown West. Located along Washington Avenue are key Downtown destinations, including Laclede's Landing, the Trans World Dome, America's Center, the future Convention Headquarters Hotel, and the City Museum.

The Washington Avenue Loft District is defined by Delmar Boulevard on the north, Locust Street on the south, North Ninth Street on the east, and North 18th Street on the west.

Within these boundaries exist some of Downtown's most historic and architecturally significant buildings. Many of these buildings date back to the turn of the century, when they housed the city's booming garment industry. Today, these same warehouses and factories are being converted into attractive loft apartment and condominiums home to artists, students, young professionals and empty nesters.

The District's nightlife has also blossomed in recent years, with numerous avant garde restaurants and nightclubs sprouting up on the street level of these buildings.



The City Museum is a main attraction of the Washington Avenue Loft District.

While change is taking place, the pace of change is slow, and the need for physical improvements to support retail and pedestrian activities is critical. More residential units are needed to attract a critical mass of people who will inhabit the District day and night. More parking is needed for visitors and residents. Sidewalk improvements which are needed to accommodate pedestrians and retail establishment.

The Old Post Office District

The Old Post Office District is located in the heart of Downtown St. Louis. It is defined by Washington Avenue on the north, Broadway on the east, Pine Street on the south, and 12th Street on the west. In the middle of this District is the Old Post Office building, an historic structure that has struggled in recent years to find an appropriate use.



The Old Post Office building will become the 'icon' structure for redevelopment of this District.

The District serves as a transportation hub for Downtown with bus routes beginning and terminating near the Old Post Office. Metrolink stops are close by and major access streets, including Olive, Pine, Broadway, and Tenth Streets bring a steady flow of traffic through the District. Thousands of Downtown workers pass along these streets daily, gaining a consistently poor perspective on Downtown's condition.

The condition of the buildings and other infrastructure in the District is unacceptable. Facades are deteriorating, enabling the unsightly barricading of sidewalks and some driving lanes. Retail storefronts stand vacant, not capitalizing on the amount of street level activity found here. Pedestrian amenities are few and poorly marked.

Redevelopment of this District is absolutely vital to the creation of an image of Downtown as a vibrant, thriving place. Plans call for reuse of the Old Post Office as an educational center, creation of a public square, and rejuvenation of the surrounding blocks for mixed use purposes.

Laclede's Landing/Riverside District

Development of the area immediately north of the Gateway Arch Grounds and along the Mississippi River has always been seen as a key component of any Downtown revitalization plan. This area, located north of Washington Avenue and south of O'Fallon Street between I-70 and the river, has long held great potential as both an entertainment center and as a Downtown residential neighborhood. Other downtowns located along waterways take full advantage of these assets, placing higher density units where residents can enjoy the beauty and vitality of life on the water. Similar opportunities exist in Laclede's Landing, Riverside, and Riverside North.

Laclede's Landing is already successful, thanks to long-term planning, consistent leadership, and an incremental development strategy championed by the Laclede's Landing Redevelopment Corporation. Several restaurants and nightclubs have been located here for years. The President Casino on the Admiral riverboat plans to relocate slightly north of the MLK Bridge. Planet Hollywood reports its Laclede's Landing restaurant among its most profitable anywhere.



The historic character of Laclede's Landing provides an identifiable District image.

This action plan seeks to build on that success and extend the District northward to include existing industrial and vacant property. Key development activities will include rehabbing historic buildings for loft, office and retail uses, expanding the District's entertainment facilities, creating new residential units and providing support services for residents and workers. All development will remain consistent with the District's unique architectural character, including cobblestone streets, brick structures, and beautiful vistas of the river and the Arch from different locations.

The Laclede's Landing/Riverside District will create new options for Downtown residential living. It will expand and enhance entertainment and dining opportunities; and it will demonstrate the ability of Downtown planners to put historic industrial areas to modern, productive use.

Gateway Mall and Arch Grounds District

Every great city has a grand place where citizens and visitors come together to celebrate, to admire the urban setting, and to appreciate the City's beauty. The Gateway Mall, beginning at the Arch Grounds and extending westward in a wide green swath to 22nd Street, provides such a place for St. Louis. Long term redevelopment could see the Gateway Mall extending to Jefferson.

This unique asset is bounded by Chestnut Street on the north and Market Street on the south. It serves as the front door for many of the region's most prestigious corporate addresses. The region's parades follow this route along the Gateway Mall, holiday lights and displays are centered here, and festivals of all kinds attract thousands of visitors to this Downtown greenway.

Inconsistent planning in the past has prevented this grand space from extending uninterrupted from the river all the way to Union Station. In particular, access from the Gateway Mall to the Arch Grounds is made difficult by the barrier of Memorial Drive and the submerged lanes of I-70.



Events along the Gateway Mall add vitality to Downtown St. Louis.

The width of Market Street similarly serves as a barrier to pedestrians seeking to utilize the green space of the Gateway Mall. Little or no room has been provided for bicyclists to allow them to travel the Gateway Mall from the river westward.

Enhancement of this grand urban space is perhaps the most visible and important aspect of the Downtown Development Action Plan. Development activities will focus on eliminating pedestrian barriers, expanding the green space, improving traffic flows around the Gateway Mall, and creating an environment of activity marked by frequent and regular events and activities that attract Downtown workers and others around the clock.

Streets for People Program

One of the goals of the Action Plan is to make Downtown St. Louis a great “walkable” city. To achieve this goal, a comprehensive program to improve streets and streetscapes throughout Downtown will be implemented.

Downtown currently has a very clear grided street system. However, these streets often do not provide a sense of orientation or place within downtown. This often results in visitors traversing many blocks in search of hidden treasures. Signage is poor and inconsistent. Sidewalks are in poor condition and do not offer amenities such as benches and pedestrian lighting. Little attention has been paid in most areas to creating an atmosphere that invites and encourages pedestrian activity.

The Action Plan will focus on creating distinct types of streets — for retail, pedestrians, access, and logistical purposes — in each of the Downtown districts. In addition, considerable attention will be paid to establishing an identity for different blocks, using streetscape amenities and design.

As a result of this program, pedestrians will find walking in Downtown an inviting, safe, and exciting experience that leads them to centers of activity, provides them with unexpected opportunities for respite, and renews their appreciation for the urban experience.

The following sections describe specific plans for each focus area. Initial recommendations for Year One and Years Two through Six are also included.

It should be remembered that this Action Plan is intended to be a catalyst for ongoing development activities Downtown. These focus areas will provide the impetus that will change perceptions, attract investment, and return Downtown St. Louis to its former stature as one of America’s great urban areas.



Enhanced pedestrian environments like this one in Denver create urban ‘livability.’

Each Focus Area will be discussed in detail in the sections that follow, broken out into the following categories:

- Overview
- Existing Environment
- Revitalization Goals
- Development Program
- Land Use/Building Use
- Urban Design
- Pedestrians and the Street
- Parking
- Implementation Actions