

## In the evolution of a town,

neighborhood, or community there comes a point when the decisions of the past, the conditions of the present, and the prospects for the future converge and an approach to maintaining and enhancing the social, economic, and physical prosperity of that region must be addressed. The Fifth Ward of St. Louis has reached this important crossroads and has initiated the process of assessing its resources and the role it will play within the larger framework of the St. Louis metropolitan region. This planning document is the result of a community coming together, rolling up its sleeves, and taking a close, tough look at the strengths, weaknesses, and opportunities within and assisting in the formulation of goals and solutions for the future.

Across the metropolitan region, there are many examples of once vibrant neighborhoods and communities that have sustained themselves on the strength of grassroots efforts including the development and activity of local neighborhood associations. For many years, the infrastructure of the Ward and the city has deteriorated and the overall business and residential population has steadily decreased. Steps have been taken to reverse this trend. The City of St. Louis hired a consulting team led by EDAW, Inc. Their report, the [City of St. Louis Downtown Development Action Plan](#) was fundamental to identifying the opportunities and constraints facing Downtown St. Louis and developed an approach to invigorating growth and development in the city. The St. Louis 2004 initiative to improve urban conditions has been developed in time for the one-hundred year anniversary of the

1904 World's Fair held in St. Louis. This anniversary has spawned a number of design, planning, construction, and beautification projects throughout the city. Streetscape improvements along Washington Avenue and the enhancement of the multi-use trail system along the City's riverfront that links into a regional system of trails are just some of the initiatives underway that seek to elevate the standard of living for all St. Louisans. This period of concern and "self-assessment" on a citywide level has been the impetus for many positive efforts including this plan for the neighborhoods of the Fifth Ward. Change is underway in this community, as it is in many areas of the city. The project team seeks to provide the Fifth Ward with a guide that will synthesize and guide the many construction and redevelopment efforts that are already occurring in the Ward. This document should be viewed and utilized as a tool to assist in the redevelopment of a proud and vital area of the City of St. Louis, an area teeming with potential and now poised to become a strong and vital place to live, work, and recreate into the 21st century.



## Project Goals

The community of the Fifth Ward can take pride in that this plan was accomplished because of their involvement throughout all phases of the planning process. This plan is a synthesis of the community's goals, dreams, and needs for the future balanced with technical expertise from the consulting team, an investigation of economic realities, and feedback from city planning entities.

During initial data collection meetings with the community throughout the months of September to October 1999, the project team sat with residents at

neighborhood meetings and asked them to share their thoughts on the strengths, weaknesses, and opportunities of their neighborhood and the overall ward. Meeting notes were taken at each session by the project team as individuals commented during question and answer sessions. Additionally, each informational packet provided at community meetings contained a response sheet soliciting input from residents on a variety of issues.

Based on the feedback received by the project team, the following goals were developed and carried forward as the guiding principles of the planning efforts in the Fifth Ward.

### *Project Goals*

- Create a Strong, Vital Community
- Provide Social Outlets for Youth and Adults
- Create a Self-Supportive Town
- Preserve the Existing Fabric
- Use Transportation as a Resource
- Provide Multiple Styles and Prices of Housing
- Create an Appropriate Urban Density
- Create a "Clean", Beautified Community
- Attract Residents, Tourists & Businesses to the Community
- Provide Strong Progressive Education/Training Options For All Ages
- Be Visionary, Not Reactionary

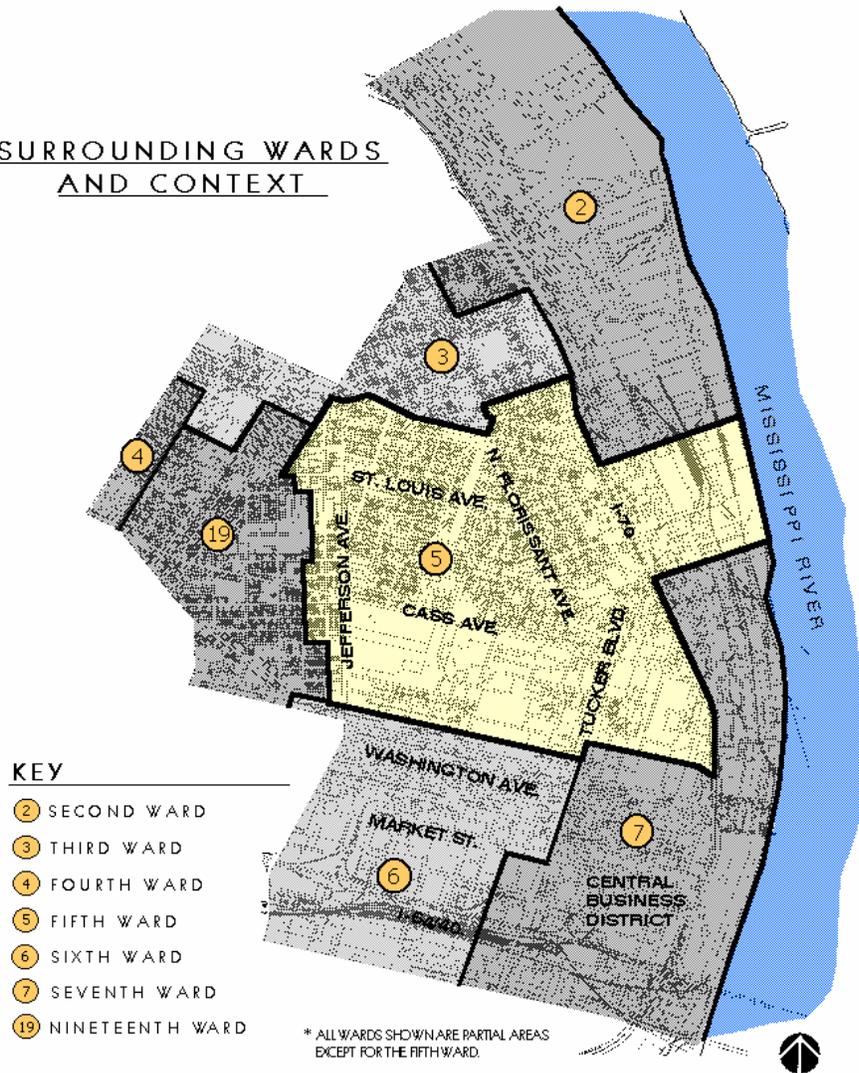
## Project Boundaries

The Fifth Ward, consisting of approximately 1500 acres, is located north of downtown St. Louis.

The numbers in the brackets [#] represent the code assigned to each neighborhood by the City of St. Louis. The southern edge of the ward runs along Dr. Martin Luther King Drive to Cole (just north of the TWA Dome), up I-70, then across Tyler to the Mississippi River. Its western border cuts through the JeffVanderLou neighborhood [59] on Elliot, Glas-

gow and Leffingwell. Its northern boundary takes Palm from Natural Bridge, up to Destrehan, down I-70, back to Palm where it meets the river. The eastern edge is mainly I-70, except where the Near North Riverfront neighborhood [64] overlaps the ward, making the Mississippi River the boundary, between Tyler and Palm. The Fifth Ward is bordered by the Second and Third Wards to the north; Sixth and Seventh Wards to the south; and the Nineteenth Ward to the west.

### SURROUNDING WARDS AND CONTEXT



## Composition of Neighborhoods

Those neighborhoods located entirely within the Fifth Ward are:

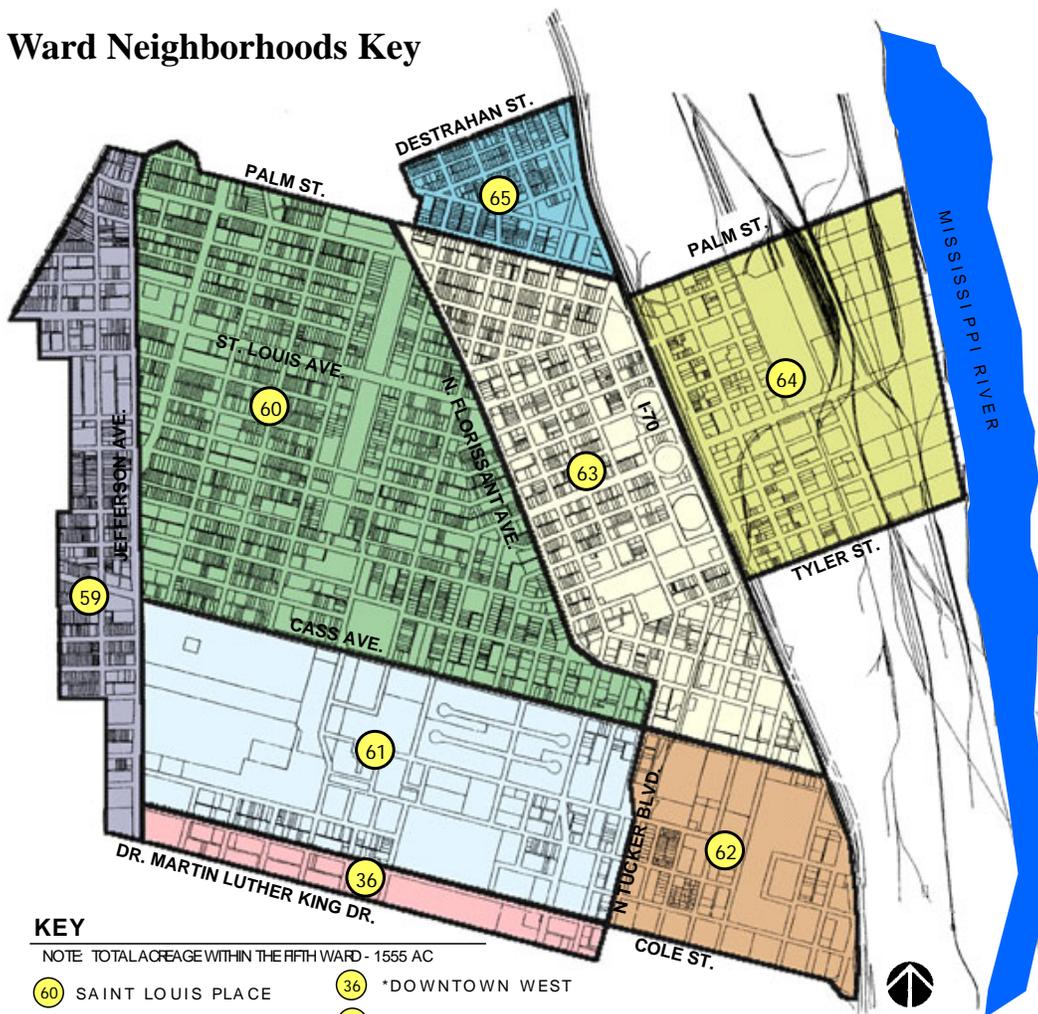
- Saint Louis Place [60]
- Carr Square [61]
- Columbus Square [62]
- Old North St. Louis [63]

Those neighborhoods which overlap the boundary,

thus having only a portion within the ward, are:

- Downtown West [36]
- JeffVanderLou [59]
- Near N. Riverfront [64]
- Hyde Park [65]

### Fifth Ward Neighborhoods Key



**KEY**

NOTE: TOTAL AREA WITHIN THE FIFTH WARD - 1555 AC

- |                          |                           |
|--------------------------|---------------------------|
| 60 SAINT LOUIS PLACE     | 36 *DOWNTOWN WEST         |
| 61 CARR SQUARE           | 59 *JEFFVANDERLOU         |
| 62 COLUMBUS SQUARE       | 64 *NEAR NORTH RIVERFRONT |
| 63 OLD NORTH SAINT LOUIS | 65 *HYDE PARK             |

\* NOTE: ONLY PORTIONS OF THESE NEIGHBORHOODS ARE WITHIN THE FIFTH WARD



## Demographics

The last decade began with 11,049 people residing in the Fifth Ward. By 1997 the population declined to approximately 8,932 residents. If the demographic trends of the 1990s persist, it is projected that by 2002 approximately 45% of the residents will be wage earners between 30 and 64 years of age. It is also predicted that the number of children in the Ward under 5 years of age will decline from 1,226 in 1990 to 586 by 2002.

According to the U.S. Census, the majority of the 6,423 households in the four core neighborhoods of the Ward were family households (4,866) in 1990. Of these, females headed 1,562 of the households. Female headed households with children represented 28% of the households in St. Louis Place, 33% in Carr Square, 28% in Columbus Square, 11% in Old North St. Louis.

In 1990, there were 6,151 housing units in the four core neighborhoods of the Ward. Of that number 69% were occupied and 31% vacant. The median housing value ranged from \$93,750 in Columbus Square to \$14,999 in Carr Square and Old North St. Louis. Rent in the area ranged from a median low of \$223 in Old North St. Louis to a high of \$351 in St. Louis Place.

When the highest level of educational attainment was examined, the 1990 Census data showed that 21% of the residents had completed high school compared to 27% citywide. "Some High School" was reported on surveys (see Section One of the

Appendix for more school information) prepared by the planning team to be the highest level of educational attainment by 26% of the residents in the area compared to 21% citywide.

Currently, there are 11 public schools and one parochial school providing educational instruction in the Fifth Ward. Five of the public schools, Ames Visual and Performing Arts, Gateway Elementary School of Math, Science and Technology, Gateway Middle School of Math, Science and Technology, Carr Lane Visual and Performing Arts, and Pruitt Military Academy, are magnet schools and two, Henry and Jackson, are Schools of Opportunity. Magnet Schools offer a special curriculum, such as science technology or performing arts, capable of attracting substantial numbers of students of different racial backgrounds and generally not offered to students of the same age or grade in the same local education agency. Schools of Opportunity are schools that have been designated to receive additional resources and support in an effort to improve the test scores of their students. For example, in the Schools of Opportunity the school year was extended several weeks into the summer to enhance student achievement. Because of a special partnership between the St. Louis Public Schools and local businesses, some adults in the Ward can receive computer training at Jefferson Elementary School. This particular school has served as a model in the Ward. (see Section One of the Appendix for more school information)

In general, the residents are employed in a wide range of occupational fields. The majority of them are employed in sales, technical and administration

or the service industries. Median household incomes for the four core neighborhoods are projected to range in 2002 from a high of \$41,085 in Columbus Square to a low of \$11,813 in Carr Square.

## Market Demand Analysis

### Residential Market

When modern, professionally managed, market rate and low to moderate income rental developments are available, surveys find that occupancy levels remain high. In addition, new market products are quickly absorbed. Despite demographic projections of continued population loss, there is a demand for new, high quality multifamily housing. People are seeking improved housing conditions within their neighborhoods. Many potentially new and former residents are interested in the community. Improved housing options would slow or stem the population losses projected.

### Retail Market

Current residents and employees in the area generate demand for about 100,000 to 125,000 square feet of convenience retail space. This indicates that there is support for a supermarket and additional convenience shopping space. In addition, the former Schnucks store is adequately scaled and would be replaced rather than augmented in a retail redevelopment program.

A rough analysis of potential demand for restaurant space indicates support for about 35,000 to 40,000 square feet. Over time, if the market adds residents,

employees, conventioners and dome attendees, this level of demand could rise.

### Hotel Market

The Fifth Ward offers potential family visitors easier access and parking to downtown's attractions and the rest of the region. Shuttle buses to night events could increase use in new hotels alleviating concerns about crime. Land values in the Fifth Ward suggest that it might be able to compete with many downtown offerings with lower room rates.

### Industrial Market

Pent up citywide demand, coupled with the need to relocate several businesses due to the new Mississippi River Crossing indicate there is plenty of additional market potential for industrial development. An ideal location for this type development would be east of I-70 and north of the proposed retail and residential areas. The interstate would serve as a valuable buffer between industrial uses and residential/commercial uses. Over the next five years, 10 to 15 acres of land should be developed with industrial/light manufacturing uses. Assuming a conservative floor area ratio (FAR) of 0.20, this would be equivalent to 90,000 to 130,000 square feet of building area.

The recommendations proposed will show development above and beyond the current market demands. Projects such as the New Mississippi River Crossing and the proposed MetroLink expansion will be the catalyst for inevitable growth. The development programs listed in this plan accommodates the inevitable growth potential.

## Catalysts for Redevelopment

This design process will yield a series of recommendations for new development in the Fifth Ward. For the most part, these recommendations will be presented according to the neighborhood in which they will occur. There are concepts developed by the project team based upon community input and feedback that should serve as additional catalysts for redevelopment and investment in the Fifth Ward. These ‘Proposed’ Catalysts’ transcend neighborhood boundaries and the key design intents of these projects are presented here.

### **Boulevard and Streetscape Improvements.**

Landscape beautification and streetscape enhancements can be thought of as the final touch added to a project upon completion of larger components. However, given the capital expense associated with these type of projects, their impact on subsequent development, and the instant impact they bring to a community, boulevard and streetscape improvements should be considered as one of the first development projects in the ward.

### **North Florissant Retail Corridor**

The proposed retail corridor along North Florissant Avenue is a unique component as its full development is contingent upon the completion of Programmed Catalysts such as the new Mississippi River Bridge Crossing, and the MetroLink expansion

as well as an increase in residential population in the ward and surrounding areas. This project lends itself to the ‘chicken or the egg’ analogy as the corridor development can serve to drive further development in the ward, yet the development itself is driven by the completion of other projects in the ward and beyond.

The recommendations for the North Florissant retail corridor include the creation of a new grocery store, restaurants, a movie theater, office space, and numerous retail stores. These amenities, while driven by a current market demand, are also factors that new residents consider when deciding on a location to buy a new home or business owners consider when setting up their operations. A strong retail/commercial corridor also brings jobs to the community and helps achieve the goals of attracting residents, businesses, and tourists, and creates a self-supportive town.

### **Large Land Use**

The project team recommends a large land use (shown in white with red hatch on the proposed land use map, page 1-19) be explored and pursued in this



*The proposed retail hub along North Florissant.*

portion of the St. Louis Place neighborhood to stabilize the Fifth Ward and surrounding communities and to ensure that positive economic growth will continue to occur here.

- The proposed large land use should be determined by any or a combination of the following:
  - a. A subsequent revision to this Plan;
  - b. Chapter 99/100/353 process;
  - c. Community Unit Plan or Planned Unit Development.All of these will be subject to future review and determination by the Planning Commission.



*Opportunities for open space recreation.*

- Future development should respect the surrounding land uses, especially the schools and residential neighborhoods. Future land uses should be compatible with these facilities and should not detract from the quality of their adjacent open space.

## **Carr Square Neighborhood Planning Issues**

As the result of development patterns within Carr Square, the predominant land users are multi-family housing and institutional. Carr Square becomes a key neighborhood within the Fifth Ward providing

good transition from the dense downtown west development to the south to the single family housing to the north. Much of the redevelopment that has taken place is due to the Housing Replacement Project that the St. Louis Housing Authority has commissioned McCormick-Baron to implement, called Murphy Park Phases 1, 2 and 3. These new multi-family homes are the nucleus for redevelopment in the form of new town home clusters. These new homes provide a seamless blend of market rate, assisted and public funded housing alternatives. The clusters of town homes provide safe enclaves for parking and improved streetscapes.

There are approximately sixteen (16) acres of land available for future development, five (5) of which front N. 14<sup>th</sup> Street with the old Carr School. This area is suggested to be office/incubator business development. The remaining eleven (11) acres are multi-family. It is important to respect the surrounding housing development patterns. The introduction of single family housing in this area may not be practical given the opportunities for single family development in other parts of the ward. Single family home development would also yield approximately 50% less homes than is currently anticipated. It is imperative that the city, housing authority, developer and community interest groups move towards the completion of redevelopment of Carr Square to insure the progress of previous developments in providing infill development in keeping with the surrounding architecture.

## **Columbus Square Neighborhood Planning Issues**

Columbus Square is a remnant neighborhood with limited opportunity for expansion. Upon completion of the bridge project, the borders of the neighborhood will be defined by I-70 to the east, the bridge to north and west and Cole Street to the south. This neighborhood has historically been the closest community to the Central Business District of St. Louis, which makes it attractive for those seeking an urban living environment. This proposal provides additional multifamily housing stock to aid in defining Columbus Square as a residential community. It will also be imperative to preserve land for replacement housing as the result of the demolition of Cochran Towers. The goal is to develop additional housing within the Columbus Square neighborhood. The transportation developments will essentially turn Columbus Square into an island within the Fifth Ward; the intent of these recommendations is to make the area self-supportive and a desirable urban mixed-use community. The scale of the neighborhood will be greatly improved by allowing the city block geometry to continue through thus improving security and adding defensible space. Due to the nature of public housing, this area will probably require future design studies, solicited by the housing authority.

### **St. Louis Place Neighborhood Planning Issues**

The St. Louis Place neighborhood is the largest of the four neighborhoods located entirely within the boundaries of the Fifth Ward. It also has the highest percentage of vacant land in the entire ward at nearly 45%. Many single family residences are located within this area although light industrial uses have

begun to appear within the community as well as along the fringes bordering Jefferson Avenue. St. Louis Place Park provides a spectacular ‘front yard’ for residences along Rauschenbach Avenue and 21<sup>st</sup> Street. Opportunities for in-fill housing on a larger scale exist here.

MetroLink expansion is proposed for North Florissant Avenue and this will serve as an opportunity for new mixed use, commercial, and residential development. St. Louis Place lends itself to a more modern style of mixed-use development architecture that compliments retail development in Old North St. Louis. Transitional zoning, the use of different zoning designations to ease the transition from high intensity areas to lower intensity areas, is an important consideration when moving from areas of light industrial and retail commercial on the neighborhood fringes into the heart of the residential core.

### **Old North St. Louis Neighborhood Planning Issues**



*Improvements along North Florissant in St. Louis*

The Old North St. Louis neighborhood has a long and proud history in the City of St. Louis.

## Executive Summary

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Neighborhood association activities have helped bring about positive improvements in the community in the form of housing rehabilitation and restoration. Crown Candy Kitchen has been the anchor of the St. Louis Avenue and 14<sup>th</sup> Street Mall area for many years.

The development of the North Florissant corridor will create many opportunities for retail development and will increase the market demand for housing. New in-fill housing should be developed in the areas bounded by St. Louis Avenue to the north and North Florissant to the west. The neighborhoods should be buffered from development and a minimal number of North Florissant Avenue crossings should be developed to avoid conflict with the MetroLink development.

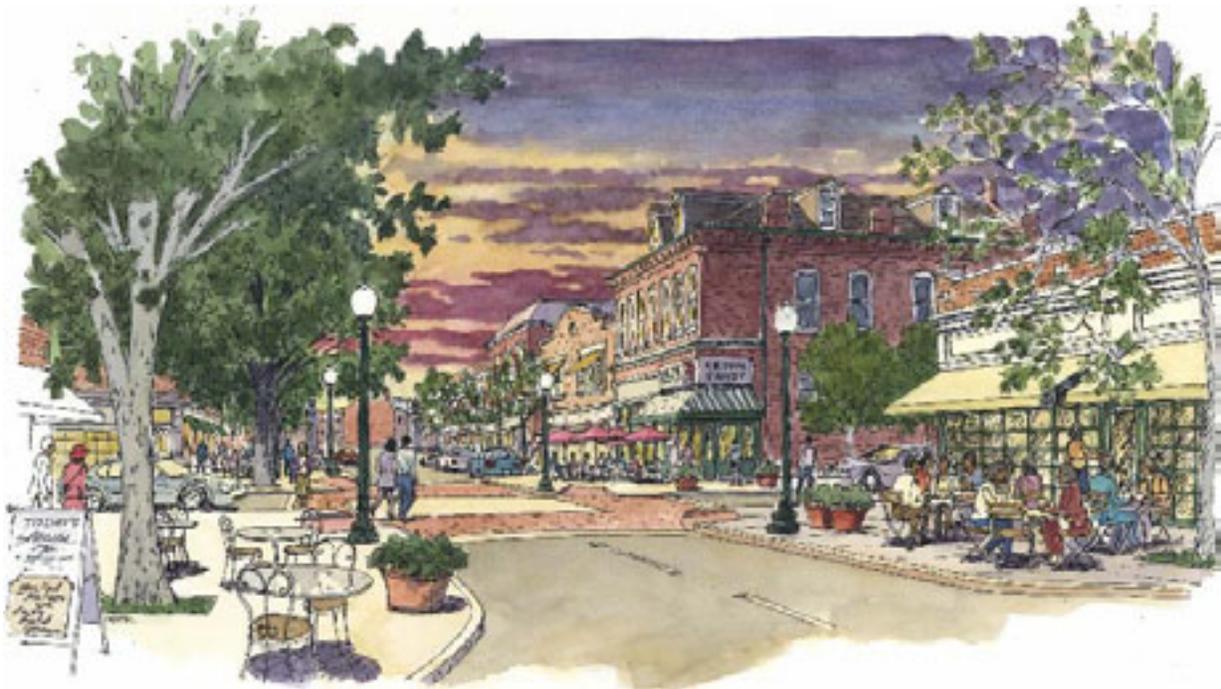
The opening of the 14<sup>th</sup> Street Mall should encourage reinvestment in this area and create a unique shop-

ping and dining district within the ward. Careful selection of site furnishings to celebrate the historic significance of this area should be considered.

## Parks and Streetscape Recommendations

The following park spaces are recommended for improvements as part of this planning effort:

- Pocket parks near the terminus of the new bridge at O'Fallon and Tucker (shared with Columbus Square)
- New park in Columbus Square at 7th and Cass
- New park along Interstate 70 in Columbus Square
- Jackson Park
- Family Learning Center off of Carr Street in Carr Square
- Park at the intersection of Jefferson and Parnell



(see illustration below)

single sites and districts.

The following streets have been identified for street-scape and right-of-way enhancement and development.

- St. Louis Avenue
- North Market Street
- Cass Avenue
- North Florissant Avenue
- Jefferson Avenue
- Cole Street between Interstate 70 and North Tucker Boulevard

## Potential Historic Properties

A preliminary evaluation of the Fifth Ward results in recommendation of several properties that are potentially eligible for National Register of Historic Places. In addition to the single sites, there are three areas for potentially eligible listing as National Register of Historic Places Multiple Property which combines



# Summary of Development Proposals

The following chart indicates the total proposed development in this plan report.

	Institutional / Community Facilities (Square Feet)	Single Family <sup>A</sup> 50' Lots (Subdivisible) (Dwelling Units)	Single Family <sup>A</sup> 25-30' Lots (Dwelling Units)	Multifamily <sup>B</sup> (Dwelling Units)	Apartments <sup>C</sup> (Dwelling Units)	Mixed Use <sup>D</sup> (Square Feet)	Retail / Commercial (Square Feet)	Office (Square Feet)	Light Industrial (Acres)	Parks & Recreation (Acres)
Near North Riverfront									13 <sup>1</sup>	
Columbus Square				400 <sup>2</sup>			60000			
Old North St. Louis		201	30		155	105000	75000		6	
Hyde Park			99						6	
St. Louis Place	30000 <sup>3</sup>	356	48	70	160	160000	206000	40000	17	49 <sup>12</sup>
Carr Square	25000 <sup>4</sup>	14		382		140000	150000 <sup>5</sup>	96000 <sup>6</sup>		14 <sup>12</sup>
JVL	12000 <sup>7</sup>		105	18			8000		21	
Downtown West										
<b>Total</b>	<b>67000</b>	<b>571</b>	<b>282</b>	<b>870<sup>8</sup></b>	<b>315<sup>9</sup></b>	<b>405000</b>	<b>499000</b>	<b>136000</b>	<b>63<sup>10</sup></b>	<b>63<sup>11</sup></b>

Notes:

- Consolidation of light industrial parcels excluded from total.
- Includes renovation of Neighborhood Gardens from 220 units to 120 units.
- New church and existing church expansion.
- Family Learning Center.
- Location for two affordable style hotels totaling 300 rooms.
- Considers the remodeling/conversion of two existing buildings (estimated SF).
- Daycare facility.
- Anticipated user split for multifamily is 1/3 market rate, 1/3 assisted housing, and 1/3 public housing.  
290 units considered for market rate.
- Second floor apartments could be commercial use and is shown as Mixed Use on plans.
- Only proposed light industrial sites over 2 acres included in total.
- Excludes parks less than one acre in size.
- Area of open space to be determined by large land use needs.

**Definitions**

**A Single Family**—Defined as any single family residential structure which occupies a lot and is separated from adjacent residences either by a party wall or a side yard. A single family flat is a dwelling unit on one floor, either above or below another dwelling unit.

**B Multifamily**—Defined as buildings with four or more units as per City of St. Louis standards.

**C Apartments**—Defined as the number of potential residential units associated with Mixed Use Development in the Old North St. Louis and St. Louis Avenue .

**D Mixed Use Development**—Buildings that may serve both residential and commercial/retail purposes. Building square footage should be 50% residential, 50% commercial/retail development



## Phasing of Development

Phasing of projects is not easily defined or attached to a timeline. It is for these reasons that projects are identified based on the following criteria and developmental factors:

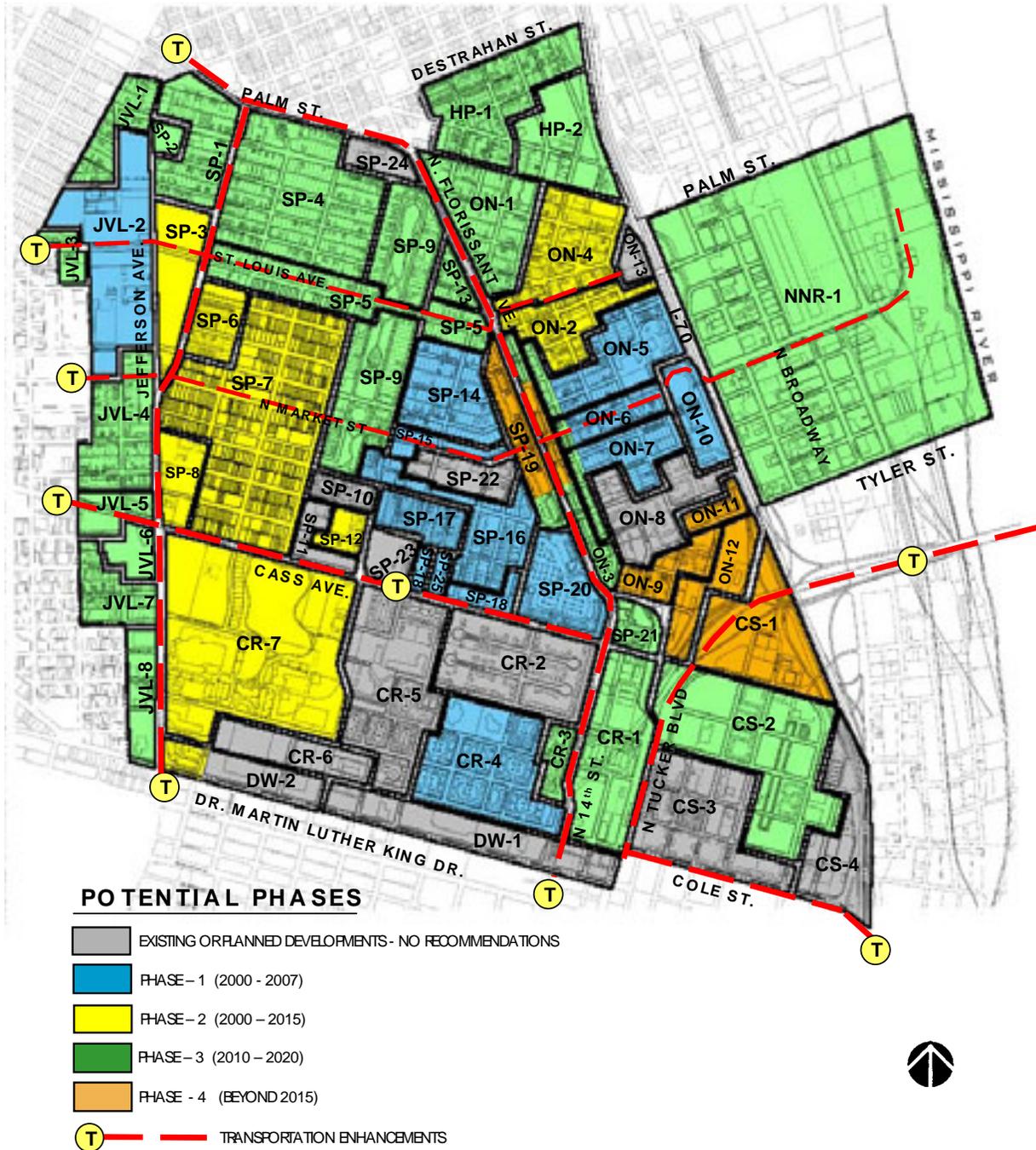
1. Market/community needs today
2. Future market projections
3. Transportation phasing
4. Public funding opportunities
5. Development compatibility
6. Ease of land acquisition/assembly
7. Infrastructure needs
8. Completion of design studies
9. Financing/interest rates
10. Historical factors
11. Environmental issues
12. Political issues
13. Neighborhood 'beautification'
14. Stabilization/safety of adjacent land uses
15. Cost of construction/labor force

These criteria are used as the basis for development to occur in four phases over a 15 to 20 year time frame:

- **Phase 1 (2000-2007)**
- **Phase 2 (2000-2015)**
- **Phase 3 (2010-2020)**
- **Phases 4 (Beyond 2015)**

Due to the ever-changing market place, the timeframe for redevelopment of the Fifth Ward may vary.

 Project Phasing



## Financial Alternatives

One of the key purposes of this report is to provide a variety of funding opportunities for all types of initiatives as proposed in the neighborhood focus sections. The project team feels that it is a priority to discuss the financial alternatives available to residents and business owners that will allow them to sustain, enhance, or expand their investments in the Fifth Ward. These individuals have stayed in the Ward during a time period when many have vacated their properties and sought to do business elsewhere. It is the intent of the design team to not only provide financial alternatives for those who remain in the Ward and to encourage them to remain to do so, but to indicate those opportunities available for individuals or businesses that may be looking to relocate to the Ward. These ventures represent the future tax base of the neighborhoods and their involvement should be encouraged. Section 19 of this report details the criteria for specific programs as well as the level of funding available and applicable uses. Applicable funding strategies have been indicated on the detailed cost analysis presented in each neighborhood specific section. The following is a partial listing of funding initiatives available for various categories of projects in the Fifth Ward.

### Economic Development—Ward Wide Financing Options

There are several Ward-wide financing options based on the development plan. These are designed to encourage a wide variety of redevelopment and to foster economic development for the area. Funds

are available through the state of Missouri, participating financial institutions within the state, loan programs administered by the Small Business Administration and a city business loan pool program.

- Tax Increment Financing—State of Missouri Chapter 99 Redevelopment Project Areas
- Federal American Community Renewal Act
- MISSOURI FIRST Linked Deposit Program
- SBA 504 Loan Program
- St. Louis Development Corporation (SLDC) Revolving Loan Fund (RLF)
- Urban Enterprise Loan (UEL)
- St. Louis Business Fund
- The Sustainable Neighborhoods Initiative
- St. Louis 2004 Incentives

### Strategies To Retain and Expand Business and To Attract New Business

The following is a partial list of funding sources identified by the project team as applicable to assisting existing businesses or new businesses with a variety of expenses.

- Missouri Department of Economic Development Business Facility Tax Credit Program.
- Greater St. Louis Regional Enterprise Zone Tax Benefits.
- Missouri Development Finance Board Infrastructure Tax Credit Program.
- Missouri Department of Economic Development Rebuilding Communities Tax Incentives Program.
- Neighborhood Commercial District Incentive Program – The Façade Program
- Missouri Department of Economic Development Historic Credit Tax Credit

### General Rehabilitation Funds and Renovation Funds For In-fill Housing

There are several sources of homeowners' improvement funds that can be accessed for rehabilitation

and renovation.

- Missouri Department of Economic Development Neighborhood Preservation Act
- Missouri Department of Economic Development Historic Credit Tax Credit.
- Revolving Loan Pool
- Mortgage Real Estate Investment Trust

### **Financing Public Improvements**

Financing these improvements will require a mix of financing sources, including tax increment revenues, state, local and federal funds.

- Tax Increment Financing
- Ward 5 CDBG Funds.
- Missouri Development Finance Board Infrastructure Tax Credit Program
- U.S. Environmental Protection Agency Brownfields Cleanup Revolving Loan Fund Pilots.

### **Financing New Residential**

There are several avenues of financing sources to assure construction and sale of new residential homes. Several financing sources that provide a wide variety of homeownership housing choices have been listed here.

- Tax-Exempt/Taxable Housing Bonds
- FNMA Program
- FNMA Flex 97
- REIT
- Justine Peterson Housing & Reinvestment Corp.
- FHA Financing

### **Tax Credits for Historic Preservation**

- Investment Tax Credit for Historic Preservation (Federal)
- Missouri State Tax Credit for Historic Preservation (State)

## **Relocation**

The Fifth Ward has struggled to achieve and maintain economic, political, and physical stability for many decades. Many of the goals developed from the community during this process speak to pushing the Ward forward and suggest the additional development of new amenities such as residences, businesses, and recreational facilities. While these proposals suggest a brighter tomorrow for the Fifth Ward, change cannot occur on a large scale without making some tough choices.

The project team has made a very conscientious effort to protect and enhance the existing fabric of the neighborhoods and celebrate the historic significance of the community. However, a plan that seeks only to preserve does not do justice to this planning process nor does it encourage future growth, prosperity, and stability. In order to attain the goals set forth throughout the planning process, physical change must occur in the Ward. This raises the difficult issue of the relocation of residences and businesses.

### **Relocation Plan Priorities**

- Relocation should occur only where necessary and unavoidable in the implementation of the plan.
- Relocation should be to a new location within the Ward whenever possible, as close as possible to the existing location.
- Relocation of senior citizens should be avoided whenever possible, but in all cases relocated senior's should be given first priority in newly constructed senior housing developments in the

Ward.

- Relocation assistance, as available, should be used to supplement and enhance, not act as a substitute for, financial efforts and funding assistance by private developers.
- Relocation should be a last resort if it results in the demolition or blighting of an architecturally or historically significant structure, unless said structure may be relocated (moved) intact.

All government criteria and protocols must be met for providing fair and equitable compensation for relocations.

## Implementation

The project team has proposed mechanisms to carry out the objectives of the neighborhood plan.

- Zoning is a tool to implement the proposed land use plan which guides new construction and use of properties.
- An umbrella “Fifth Ward Improvement Association” (FWIA) would provide a vehicle for concentrated and, yet, expanded roles in maintaining minimum housing standards and in marketing the neighborhood as well as in communication about social services and crime prevention activities.
- A multi-purpose Fifth Ward Housing Corporation, FWHC, is suggested as the vehicle necessary to carry out the many and varied housing tasks designed to upgrade, improve, build, and

redevelop strategic blocks and priority areas.

- A Fifth Ward Local Commercial Development Company (LCDC) would provide the mechanism and the incentives to generate increased and upgraded commercial development in the Fifth Ward.

See Section Nine of the Appendix for all chapter maps.

## Organization of the Plan

Given the quantity and variety of information to be presented in this plan, the full document detail has been arranged in chapters in the following order in the appendix:

### **Chapter 1— Introduction**

*Introduces the project team, the objectives of the project from the initial request for proposal, the process, development of community-based project goals, the organization of this document, and a brief discussion regarding what creates a successful community.*

### **Chapter 2— Geographical and Physical Context**

*An introduction to the overall Fifth Ward from historic, geographic, and demographic perspectives. Related plans and proposals are also discussed.*

### **Chapter 3— Strengths, Opportunities and Constraints**

*Describes the factors that make the Fifth Ward a desirable location for redevelopment and investment.*

### **Chapter 4— Demographics and Social Services**

*The existing and projected demographics of the Ward are presented in this Chapter, as well as an analysis of existing social service facilities and the perceived needs.*

### **Chapter 5— Market Study and Needs Assessment**

*The market study investigates the current demands for various markets and land uses, including a park needs assessment and an investigation of child care needs.*

### **Chapter 6— Catalysts for Redevelopment**

*Two types of redevelopment catalysts are possible; those driven by projects already underway in the neighborhoods, and those that are proposed by the project team. Several of these catalysts have been identified and explained in this Chapter.*

### **Chapters 7 through 14— Neighborhood Focus Area Recommendations**

*Each Chapter will detail the specific neighborhood:*

- *History*
- *Existing conditions*
- *Demographics*
- *Project team recommendations*

*The neighborhoods to be discussed include:*

- *Carr Square (Chapter 7)*
- *Columbus Square (Chapter 8)*
- *Old North St. Louis (Chapter 9)*
- *St. Louis Place (Chapter 10)*
- *Hyde Park (Chapter 11)*
- *JeffVanderLou (Chapter 12)*
- *Near North Riverfront (Chapter 13)*
- *Downtown West (Chapter 14)*

*Within each neighborhood focus area, individual districts have been developed to further define project recommendation boundaries. A graphic illus-*

*tration accompanies each neighborhood to show the district boundaries.*

**Chapter 15—  
Parks, Streetscape, Circulation,  
Neighborhood Beautification, and  
Historic Preservation**

*A discussion of improvements for parks, streetscape, neighborhood beautification, circulation and suggestions for historic preservation.*

**Chapter 16—  
Design Standards**

*Design standards will be provided to guide future construction development and protect the historic integrity of the neighborhoods of the Ward.*

**Chapter 17—  
Cost Summary**

*Cost estimates for the proposed district developments.*

**Chapter 18—  
Phasing**

*Phases for the proposed district developments are discussed .*

**Chapter 19—  
Financial Alternatives**

*Recommendations for enabling current home and business owners in the Ward to expand or improve their property, including financial alternatives and recommendations. Funding alternatives for new development projects are also discussed.*

**Chapter 20—  
Implementation**

*The proposed implementation considerations for the development projects are discussed.*

**Chapter 21—  
Map Appendix**

*Enlarged maps with corresponding page number indicating the location in the chapter.*

**Chapter 22—  
Related Links**

*Bibliography—books and internet sources.*

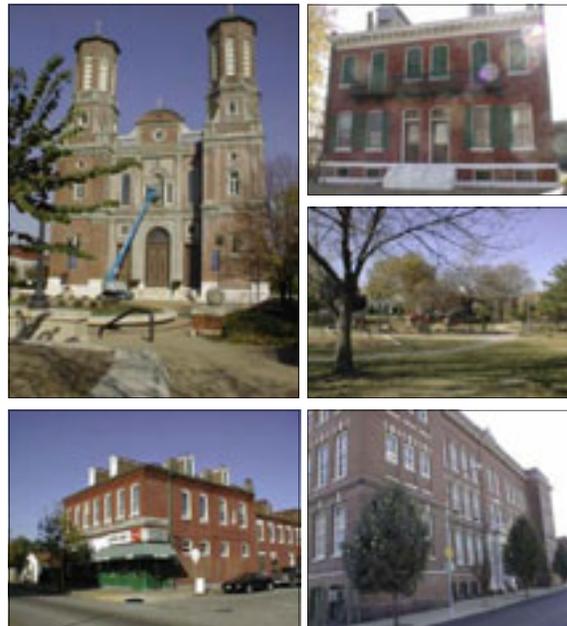
## Purposes of the Planning Effort

The purposes of the planning effort in the Fifth Ward were primarily derived from a set of groundwork ideas developed by Alderwoman April Ford Griffin in conjunction with the Planning and Urban Design Agency. These ideas were formulated prior to discussions with the community and served as the guiding objectives for the report. The heart of the recommendations made in this document, including the ideas, values, and goals of this planning process, was shaped by community feedback received during initial meetings with the individual neighborhoods. This information will be discussed in the next section of this document. The following purposes have been identified:

- Develop a comprehensive plan for the four neighborhoods located entirely within the Fifth Ward—Carr Square, Columbus Square, Old North St. Louis, and St. Louis Place—as well as portions of the adjoining neighborhoods including Downtown West, Hyde Park, JeffVanderLou, and the Near North Riverfront.
- Incorporate the efforts of previous planning initiatives relevant to the Fifth Ward into a plan that provides guidance and vision for all areas of the Ward while carefully considering the needs of individual neighborhoods.
- Develop a marketable package that creates individual projects that can be embraced by developers and can be supported by real and proven funding options.
- Acknowledge the efforts of individual business and homeowners within the Ward who have made im-

provements to the community and develop resources to assist in their continued efforts. Encourage more investment in the community by residents and business owners.

- Promote positive growth and change in the Fifth Ward through the development of neighborhood driven planning objectives and recommendations based upon feedback from the community.
- Create a responsible coordinated plan for growth which should improve and enhance the existing fabric of the neighborhood.
- Interpret the community's vision for the future of the neighborhoods in the Fifth Ward.



## Project Team Composition

The Plan for the Neighborhoods of the Fifth Ward was developed through a unique collaboration between the following entities:

- **Residents, Business Owners, Social Leaders, and Neighborhood Associations of the Fifth Ward**
- **Alderwoman April Ford Griffin**
- **The Planning and Urban Design Agency of the City of St. Louis**
  - Mr. Don Roe, Director of Planning
  - Mr. Raymond Lai, Senior Planner
- **The Schwetye Architects Project Team**
  - Schwetye Architects—project management.
  - SWT Associates—landscape architects / planners.
  - Building Works, Inc.—physical assessments and inventories.
  - Development Strategies, Inc.—existing and future market assessments and implementation strategies.
  - Center for Social and Employment Analyses—existing and future demographic conditions.
  - M.R. Beal & Company—financial alternatives.
  - Wind Engineering—traffic consultants.

- J.W. Nold Company, Inc.—environmental assessment.
- Mimi Stiritz—historical consultant.

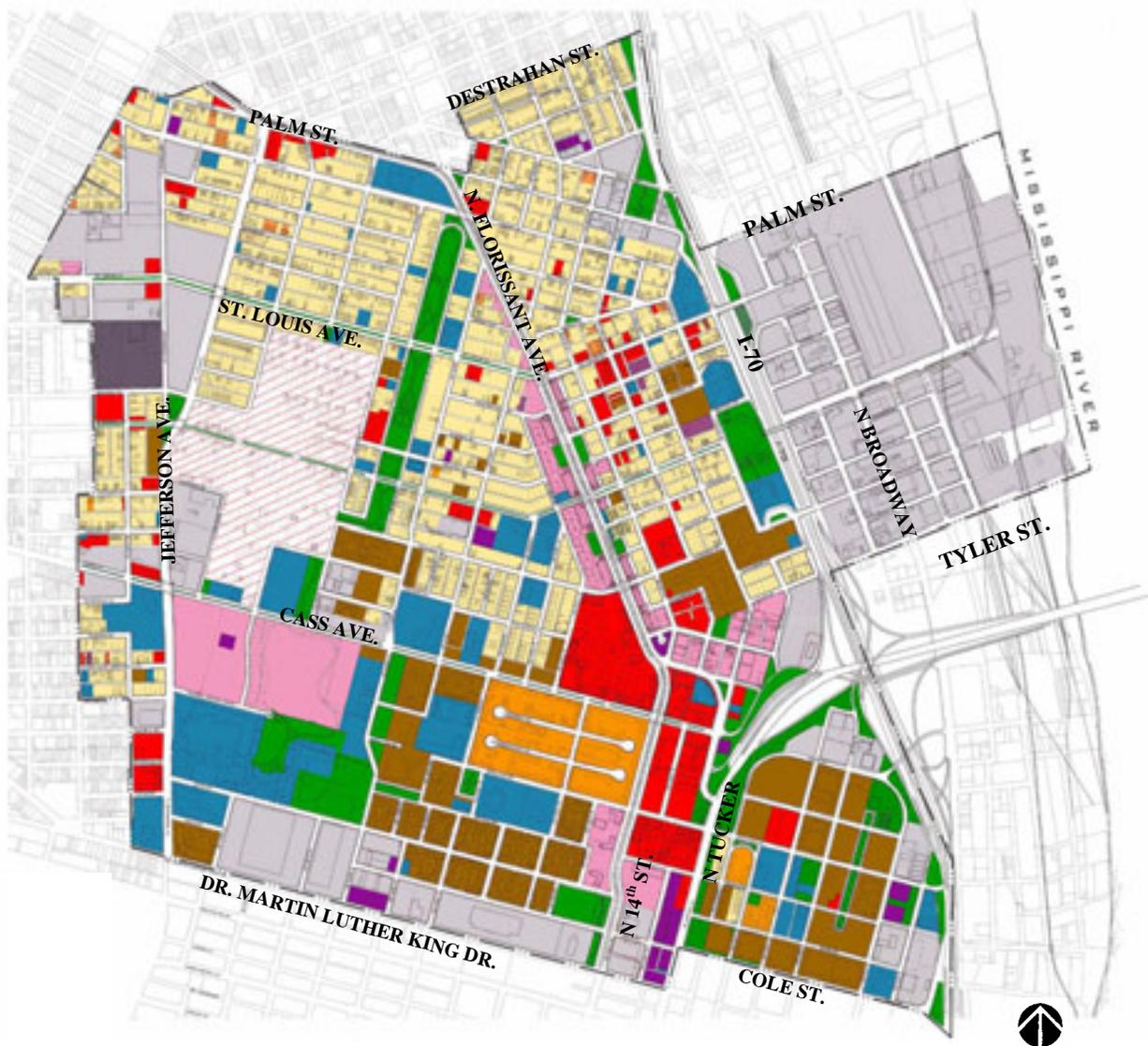
This planning process was developed and executed as a community-based planning approach, allowing for the maximum amount of feedback at each step. It was a priority for the project meetings to be held to solicit comments from each neighborhood individually.

## Summary

The project goals were presented at every meeting from the conceptual design level to the end of the project in order to elicit feedback and to show the community that the planning team carried these ideals throughout the planning process. The plan strives to address each of the goals and to set forth a means to accomplish each.

# Proposed Land Use Map

- LAND USE CATEGORIES**
- SINGLE FAMILY
  - 2 FAMILY
  - 3-4 FAMILY
  - MULTI-FAMILY
  - MIXED USE
  - RETAIL TRADE (MULTIPLE, VARIOUS)
  - OFFICES
  - LIGHT INDUSTRIAL
  - HEAVY INDUSTRY
  - TRANSPORTATION / UTILITIES OR COMMUNICATIONS
  - INSTITUTIONAL / COMMUNITY FACILITIES
  - PARKS & RECREATION
  - VACANT LAND / BUILDINGS



## Geographic and Physical Context

The following will detail the general context of the Ward, dealing specifically with existing conditions. The understanding of these geographical and physical components is critical to the development of recommendations for the Fifth Ward. Topics to be discussed in this Chapter include:

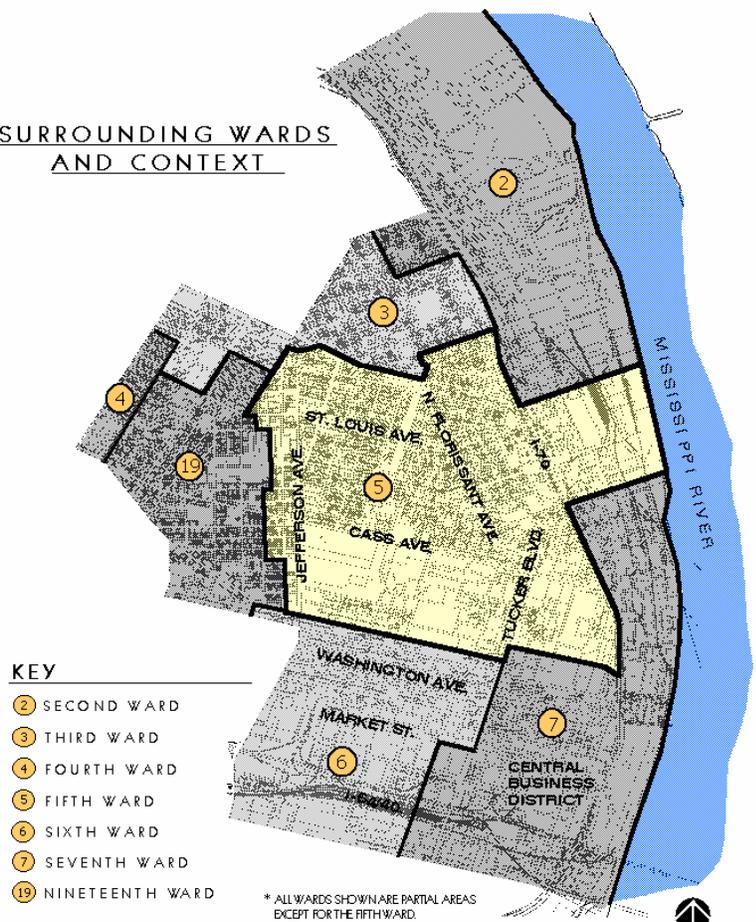
- Ward boundaries
- Composition of neighborhoods
- History
- Circulation and transportation
- Land use
- Zoning
- Environment
- Opportunities and constraints
- Related Plans and Proposals

### Boundaries

The Fifth Ward is located north of downtown St. Louis, sharing a neighborhood boundary with Downtown [35]. The numbers in the brackets [#] represent the code assigned to each neighborhood by the City of St. Louis. The southern edge of the Ward runs along Dr. Martin Luther King Drive to Cole (just north of the TWA Dome), up I-70, then across Tyler to the Mississippi River. Its western border cuts through the JeffVanderLou neighborhood [59] on Elliot, Glasgow and Leffingwell. Its northern boundary takes Palm from Natural Bridge, up to Destrehan, down I-70, back to Palm where it meets the river. The eastern edge is mainly I-70,

except where the Near North Riverfront neighborhood [64] overlaps the Ward, making the Mississippi River the boundary, between Tyler and Palm. The Fifth Ward is bordered by the Third and Second Wards to the north; Sixth and Seventh Wards to the south; and the Nineteenth Ward to the west.

SURROUNDING WARDS AND CONTEXT



### Composition of Neighborhoods

Those neighborhoods located entirely within the

## Geographic + Physical Context

Ward are:

Saint Louis Place [60]

Carr Square [61]

Columbus Square [62]

Old North Saint Louis [63]

Those neighborhoods which overlap the boundary, thus having only a portion within the Ward, are:

Downtown West [36]

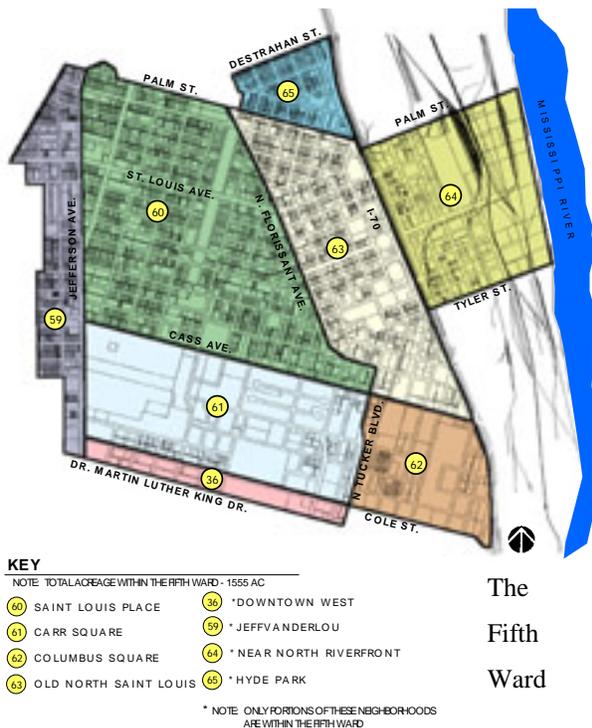
JeffVanderLou [59]

Near North Riverfront [64]

Hyde Park [65]

## History

### Fifth Ward Neighborhood Key Map



has a rich history and relationship to the city and region. The City of St. Louis was incorporated in 1822 by an act of the State Legislature. Following the incorporation, and by the 1830s, subdivision activity became evident northward and westward from the City limits.

A portion of the Fifth Ward, a part of what is known today as the Old North St. Louis District neighborhood, was first developed in 1816 by William Chambers, William C. Christy and Thomas Wright. They incorporated the area into the Village of North St. Louis and the boundaries were the present Monroe, Hadley, Montgomery Streets and the Mississippi River. Chambers, Christy and Wright created the village from the northern two thirds of the original St. Louis Commonfields as laid out by Pierre Laclede. The village was to provide sites for mills similar to those in New England hometowns of the village's first settlers. By 1841, the Village of North St. Louis was absorbed by the City of St. Louis. Further north, in 1848, the Thomas Wright Estate subdivision extended the area known as the North St. Louis Village area westward.

Between 1830 and 1850 the area continued a rapid growth. Large numbers of immigrants, particularly from Germany and Ireland flocked to the area. German immigrants, many from the German city of Bremen, settled along Bellefontaine Road. A survey of the area, commissioned by the four principal property owners, was done in 1844. By 1850 the town of New Bremen was incorporated. By 1856, the City of St. Louis absorbed this thriving industrial town. Today a portion of this area is known as the Hyde Park area of the Fifth Ward.

The entire area of the city known today as Downtown West was part of the original village that Laclède founded in 1764. It was used as a common agricultural field. In the 1840s, a large number of Germans immigrated to the area and it became a thriving residential site. In following years there was a rise in eastern European immigrants and in the early twentieth century African Americans from rural Missouri and Arkansas called this area home. Today the area in the Fifth Ward is used as industrial, not residential.

By about 1830 the subdivision known as Carr Square opened. German Protestant immigrants first settled the neighborhood. They were followed by Irish, Italian, Polish and Jewish. The German Catholics settled around Eleventh and Biddle Streets. Other Germans settled north of Cass, an area called Little Paderhorn. Two waves of Irish immigrants came to settle in the Ward. The first group congregated in the area that later became St. Patrick's parish at Sixth and Biddle. The second wave settled around Eighteenth and O'Fallon Streets, north of Carr Square. This area, first established in 1840, became known as Kerry Patch because the Irish in the second wave emigrated primarily from County Kerry, Ireland. The German Protestants around Carr Square began a westward migration in the 1880s and were supplanted by Orthodox Jews. The Italian community grew near Seventh and Carr Streets in the early twentieth century. By the 1920s, the area included immigrants from most western European countries, and new immigrants from Russia, the Balkans and African Americans.

The area known as the Near North Riverfront by the 1820s became a busy place as an outfitting post for trappers and explorers of the west. The steamboat traffic was growing rapidly. After 1840, a portion of the Near North Riverfront provided high-density tenement housing for immigrant workers who had come to the area to work in the industrial center of the city. Predominant firms were the St. Louis Grain Elevator, St. Louis Sugar Refining Company, St. Louis Shot Tower, Excelsior Manufacturing Company, several icehouses, furniture factories, and planing mills. The Municipal Docks were also built in this area of the Ward in 1918 to take advantage of developing barge traffic following World War I. Today this area is predominately industrial.

In the area known today as Columbus Square there has been a continued predominate residential area. It wasn't until after the 1840s that the area between 12<sup>th</sup> Street and the Mississippi River provided high-density tenement housing for immigrant workers including Germans, Irish, Italian, and Polish. This area has remained largely residential in character with large numbers of Blacks arriving in St. Louis during the Depression and World War II. The area known as Saint Louis Place was a subdivision known as the Union Addition. The Addition was platted by John O'Fallon and others and extended westward to Jefferson Avenue and northward to Hebert. It lay on the western edge of the Village of North St. Louis. The subdivision surrounded its namesake park. By 1850 the City of St. Louis annexed the St. Louis Place neighborhood. By the mid-to-late 19<sup>th</sup> century, St. Louis



Place was a fashionable, prestigious area particularly around St. Louis Avenue. Many larger residences were built in the 1850s along the street. In the 1880s larger residences began to surround St. Louis Place Park. At this same time, the area religious and ethnic mix changed. Mainly German and Irish immigrants later were followed by Polish immigrants followed by African Americans. By 1920 St Louis Place began to change, reflecting the changing immigration patterns of St. Louis. Because of the socioeconomic conditions, the growing attractiveness of the suburbs and increased crime, the area deteriorated.

The neighborhood known today as the JeffVander-Lou neighborhood of the Fifth Ward is an area named for James E. Yeatman, a prominent St. Louisan of the nineteenth century. He was a philanthropist and civic leader. The actual layout of the streets of the area dates back to the early 1800s. The Fifth Ward area in 1875 north of Cass Avenue and west of Jefferson as far north as North Market Street was largely vacant with some industry evident. Beyond North Market Street to St. Louis Avenue and west toward Glasgow was an area of small, detached dwellings in the Penrose Tract. Most of the existing multi-family buildings were built before 1920 and were primarily of brick.

The earliest surviving architecture has its roots in New England, mimicking that of the Colonial and Federal style of Boston and Philadelphia. These houses were primarily built on Chambers, Madison, Benton and Warren Streets, west of Hadley. In the area from the river west to Twelfth Street, row houses were built as high-density tenement quarters for immigrants. West of Twelfth Street, German-

built brick houses in the Greek revival style were prevalent. The houses of the Kerry Patch area were cheap, one-room structures. The St. Louis Place neighborhood was a rise to fashionable Victorian-style houses in the 1880s, around St. Louis Place Park, which was the biggest park in the Ward. The southern portion of the park was the home of the city reservoir from 1850 to 1870.

When the rail came into play, the industrial area along the riverfront was well served by the Burlington Northern, Norfolk and Western, and the Terminal railroads. A horse drawn omnibus line ran on Broadway from the Courthouse to the north ferry landing. After the Civil War, horse-drawn car line tracks were laid on principal streets, which were converted to cable and later electric lines. The city docks, built around 1918, also occupy this area. This is a very busy and prosperous industrial area even today.<sup>1</sup>

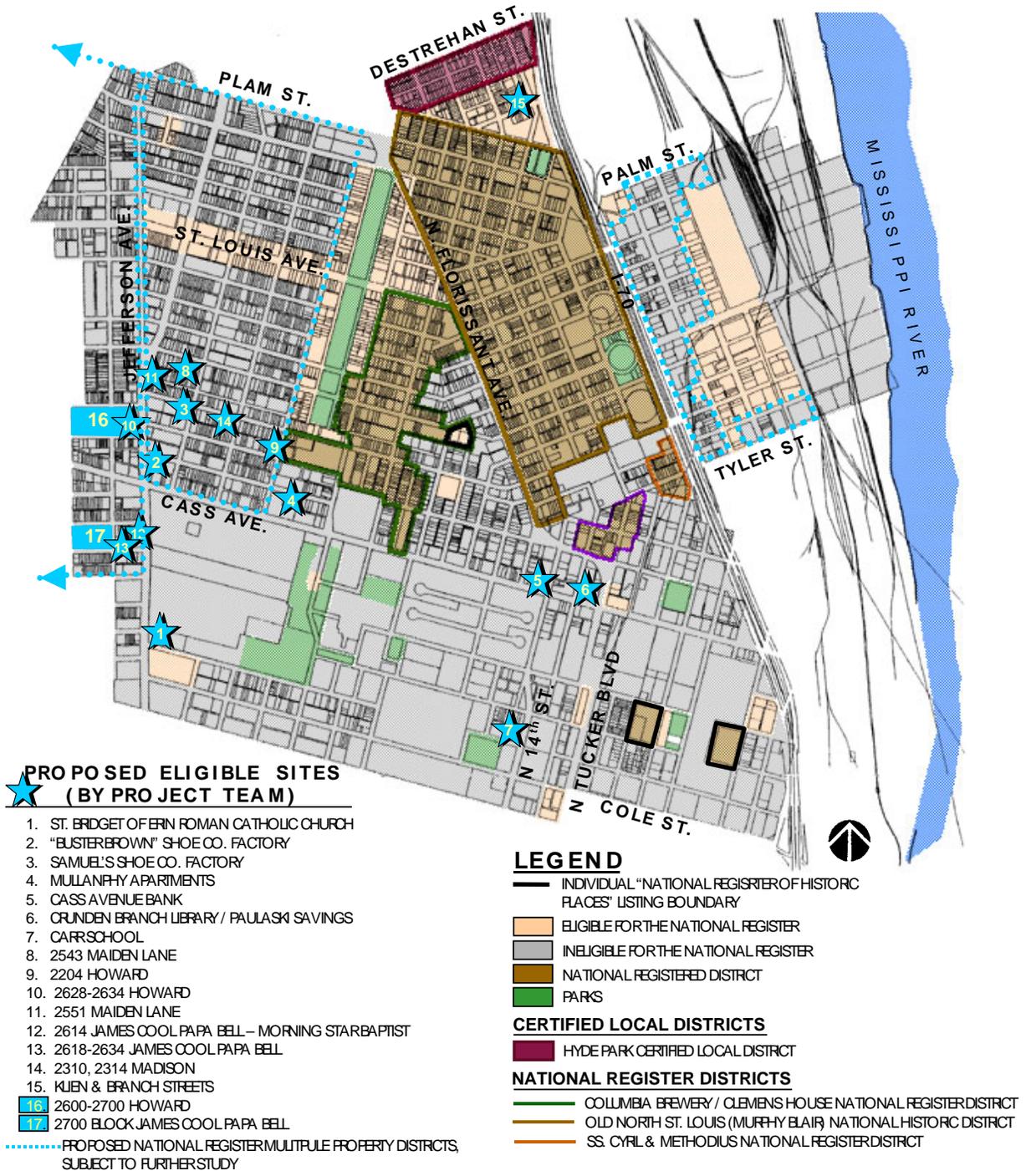
### **Circulation/Transportation**

A general assessment with respect to vehicular and pedestrian traffic has been made of the roadways, pedestrian ways, and circulation conditions within the Ward. Traffic counts were not taken for this analysis; however, the existing conditions were observed and reviewed in conjunction with existing infrastructure plans and information that was gathered from available public sources. Recommendations were developed using this information in con-

<sup>1</sup> Historical information presented in this section was excerpted from text written by Norbury Wayman and posted on the website:

<http://stlouis.missouri.org/neighborhoods/history>

Existing Historic Districts and City Landmarks



## Building on the Strengths of the Fifth Ward

There are many reasons to look to the Fifth Ward for future development and to have hope for its long-term success. Although neglect and deterioration have plagued this part of the city for many years, there are several factors that can facilitate its revival and return to prominence as home to some of the City of St. Louis' greatest neighborhoods.

### Strengths And Opportunities

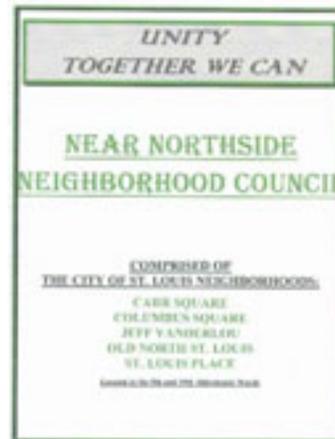
#### Involvement Of Residents and Neighborhood Organizations

Some of the greatest assets to the Fifth Ward community are the grassroots neighborhood organizations aimed at improving the quality of the life in their community. The efforts of these entities require the dedication, commitment, and skills of unpaid volunteer members to bring about change. These individuals often log many hours in the evenings and weekends to help meet their objectives.



The historic Clemens house in the St. Louis Place neighborhood is just one of the many historically significant structures in the ward.

The neighborhoods of the Fifth Ward are fortunate to have strong, visionary organizations to champion their causes and concerns. With multiple groups operating in close proximity, however, it is important that a sense of unity is maintained and that initiatives benefit multiple areas of the Ward when possible. Strong, active neighborhood associations in the Fifth Ward have helped bring about positive change and should factor into the future growth of the community.



Neighborhood organizations are key entities in fostering growth and change in the ward.

#### Historical Assets

One exceptional quality of the Ward derives from its abundance of historic structures. As one of the first areas to be settled in the City of St. Louis, the Ward has many historically significant landmarks and districts. In an era when urban sprawl dominates the development of cities and rural farms are suddenly the settings for new towns and cities, it is unique to find an area with historical significance and charm.

The most evident indicator of the history of the Ward is found in the architecture of the buildings and residences. The quality of the craftsmanship in a majority of the buildings is apparent even to the untrained eye. A unique housing market based on this style has been developed for both new and rehabbed homes, especially with the resurgence of the Sou-lard, Lafayette Square, and Benton Park neighborhoods in the City of St. Louis. Additionally, the Ward is distinguished by a rich variety of building types and styles. The existing building stock in the Ward sets an important precedent for the potential types and styles of future housing and buildings and will allow for the celebration of the community's architectural history. Each focus area of this report will highlight the specific history of the targeted neighborhood.

The Ward's history as evidenced by landmarks and cultural sites are significant to the evolution of the City of St. Louis and to the ethnic heritage of the Ward. They are important identifying elements for a community, as they create a sense of pride and identity among residents. Cultural centers and museums celebrate and chronicle historical events and figures, and can serve as strong presence in a neighborhood.

### Adjacencies

The Fifth Ward is situated in a unique position to the Central Business District of St. Louis. The Ward is the first to the north of the CBD and many of the north-south streets that run through the Ward continue into downtown. This provides quick and easy access for residents to the amenities of downtown St. Louis, which includes sporting venues, cultural

activities, and entertainment districts. Residents with jobs in the CBD find they have a quick commute to and from home. With gas prices rising and continued sprawl leading to snarled traffic on the region's highway system, there is a renewed interest in urban housing. The Fifth Ward has the potential to absorb a great deal of new housing that will appeal to this type of homebuyer.

### Opportunities And Constraints

An opportunity can also be a constraint. These double edged scenarios not only have the ability to further develop the Fifth Ward, but at the same time, limit the development. As an example, the Mississippi River serves as an opportunity for the river-front development and as a source of commerce. Yet, it is a fixed border to the community and represents the extent of any market service area for new development.



*The Central Business District and the Gateway Arch are unique backdrops for residents of the ward.*

The project team has identified a series of factors that may serve as opportunities and at the same time constraints for future development in the Fifth Ward.

### Transportation System

The next ten to fifteen years will bring significant changes, led by transportation system expansions and improvements that will alter the physical layout of the Ward and the way the area is used by residents and visitors. The new Mississippi River Crossing will land there, offering new entry and exit points to Interstate 70 and direct access to Illinois. Although this development will cause the displacement of some of the businesses within the Fifth Ward, the bridge should serve as an important component in attracting commercial, industrial, and retail businesses as highway access and visibility are significantly enhanced. Subsequent improvements to adjacent exit ramps and viaducts will also improve the transportation conditions in this area.

The East-West Gateway Coordinating Council has recommended that the MetroLink light rail system should expand through the Fifth Ward along North Florissant Avenue in approximately fifteen years. This will provide an excellent opportunity for Ward residents to access many areas of the St. Louis metropolitan region, and for commercial and retail development along the North Florissant corridor.

Although the proposed transportation improvements in the Fifth Ward will not be implemented for many years, their impact on the Ward will be significant and should be viewed as an opportunity for growth and improvement. A pro-active approach to retain-

ing those businesses displaced by the bridge development should be pursued to ensure the long-term economic vitality of the area.



*Future transportation developments such as the Metro-Link expansion will change the way residents and visitors move through the 5th Ward.*

### Availability Of Vacant Land And The Future Potential For Its Use

Although the present tracts of vacant land that are prevalent in the Fifth Ward are an eyesore to the community and a symbol of failed initiatives, these properties represent a blank slate on which the future of the community can be built. The cost to remove existing buildings and infrastructure is a financial hurdle that developers must often clear before construction can begin. The Fifth Ward contains many parcels that are already clear, which puts these locations on



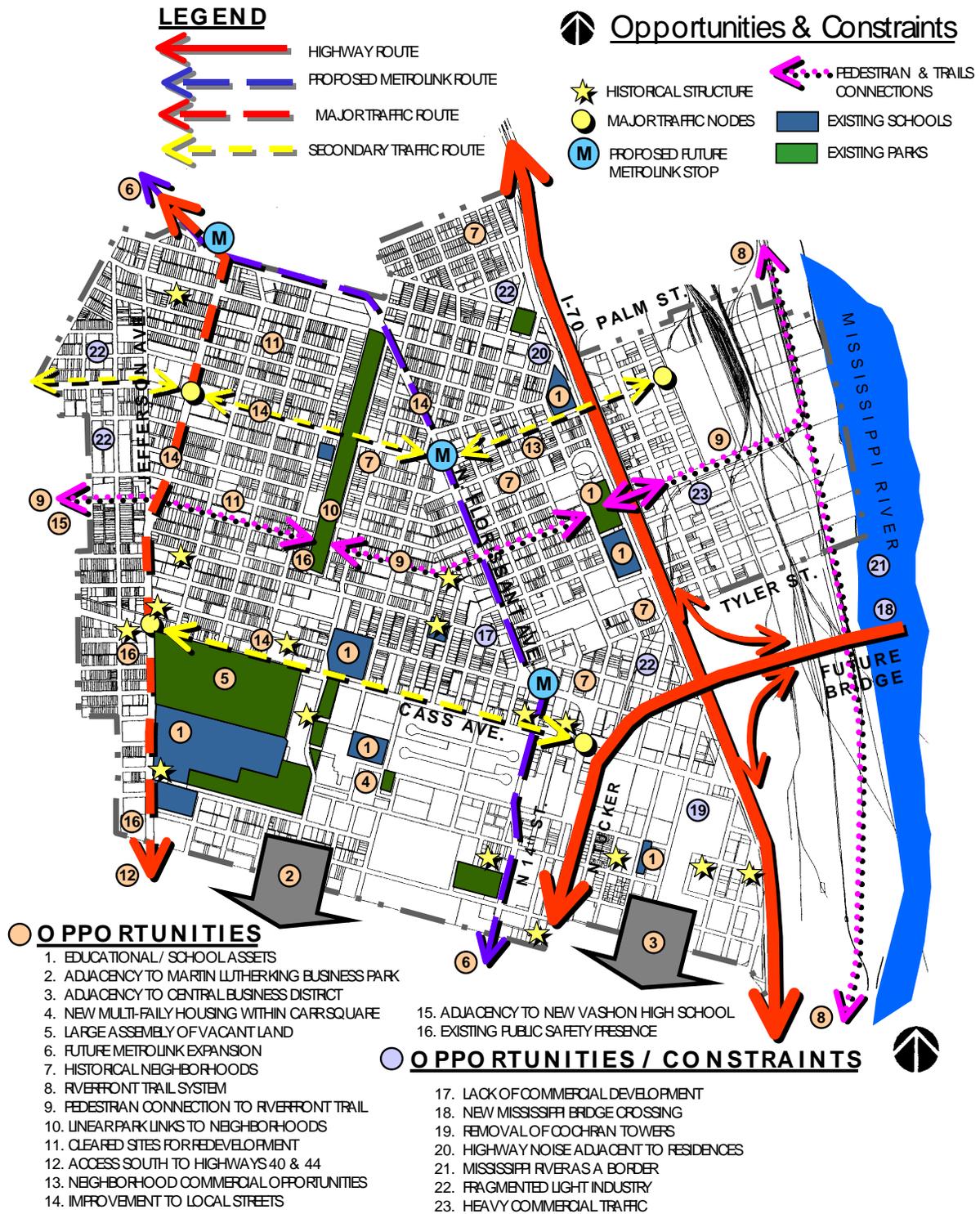
a

*Vacant land, although an eyesore, represents future development opportunities for the ward.*

faster track towards redevelopment. The careful planning of the potential land uses for these areas is an important step in the long-term financial prosperity of this area.

The map on the following page illustrates other areas of opportunities and opportunities/constraints.

See Section Nine of the Appendix for larger map within this Chapter.



## Catalysts for Redevelopment

The Fifth Ward is an area that is ready for redevelopment and growth. As noted in previous Chapters, this change is already occurring and is visible in many forms throughout the community. The demographic and market studies conducted for this study indicate the existing demand for various types of development based on the current and projected demographic data. This analysis indicates a current demand for residential, retail, and industrial development that is not being met. Recommendations from this plan in combination with ongoing development in the Ward should serve to meet this demand. An important point of consideration, however, is the amount of vacant land in the Ward as it relates to market-driven demands. Simply put, there is a greater supply of vacant, developable, land in the Ward than there is a demand for its use. This is a factor that will not change unless the market changes significantly. A development catalyst could serve as a means to increasing the market demand for other land uses such as residential, retail, or industrial development.

There are several points to consider that may serve to initiate development in the Ward. The following statements characterize the need for a catalyst to jump start these planning initiatives.

- 1 In general, the existing deteriorating physical conditions of the Fifth Ward are not acceptable to the residents and does not promote a strong sense of community.
- 2 The residential population of the Fifth Ward

has seen significant decline over the course of many decades.

- 3 One of the most prominent needs identified by the community for the Fifth Ward during public meetings was the development of new housing opportunities.
- 4 In order to support the development of significant quantities of new housing and other market-driven initiatives, large-scale planning ideas are needed as a catalyst for development. Future generations of Ward residents as well as new home and business investors need stronger reasons to consider the Fifth Ward home.
- 5 The significant amount of vacant land in the Fifth Ward, especially in the St. Louis Place neighborhood, lends itself to the development of large-scale ideas as catalysts for the overall redevelopment of the Ward.

The project team has identified two types of catalysts that will impact the Fifth Ward over the course of the next decade and beyond. These have been called ‘programmed catalysts’ and ‘proposed catalysts’.

## Programmed Catalysts

Those developments to take place in the Fifth Ward that have been predetermined and are driven by entities outside of the project team have been designated as ‘Programmed Catalysts.’ These developments are not based on the project team’s recommendations and will occur regardless of the findings of this report.

The following is a summary of programmed initiatives underway in the City of St. Louis and their potential impact on the Fifth Ward.

**The New Mississippi River Bridge Crossing:**

- Provides accessibility to the metropolitan region for residents and businesses located within the Ward.
- Creates opportunities for retail and commercial development as a result of the area's increased visibility. A market for commuter hotels, restaurants, and gas stations in the Fifth Ward is developed with the construction of the bridge.

**The Expansion of MetroLink Light Rail:**

- Improves accessibility to the Central Business District and points beyond for residents and employees of the Ward.
- Makes the Ward a more desirable place to live because of easy access to public transportation.
- Creates opportunities for retail, commercial, and streetscape development along North Florissant Avenue, especially in areas around proposed MetroLink stations.

**Improvements to Washington Avenue:**

- Increases the residential housing stock in an area immediately adjacent to the Fifth Ward, thus creating more market demand for commercial / retail development in the Ward.
- Proposed amenities will create a unique night-life and entertainment district within walking

distance of the Ward.

**Continued Growth and Development of Laclede's Landing:**

- Increases the residential housing stock in an area immediately adjacent to the Fifth Ward, thus creating more market demand for commercial / retail development in the Ward.
- Enhances an already-thriving nightlife / entertainment district within the city, thus creating more social opportunities for Ward residents.

**22nd Street Parkway Development:**

- Improves accessibility to Interstate 64 / Highway 40 and Interstate 44, especially for truck traffic, thus making the western portion of the Ward a desirable location for light industrial / warehousing uses.

**One-way Pairings of Delmar and Martin Luther King Boulevards:**

- This modification will improve circulation from Jefferson Avenue to the new bridge, Interstate 70, and the Central Business District. This will be especially important to truck traffic in the Ward.
- It will serve to control the streets trucks use in the Ward and alleviate congestion.

**St. Louis 2004 / Downtown Now Initiatives:**

- The current focus on the revitalization of the City of St. Louis, especially with the 100-year



anniversary of the World's Fair in 2004, has put a great emphasis on development efforts. This has resulted in numerous studies of development potential for the downtown and surrounding areas. These efforts should continue to encourage development in areas immediately adjacent to the Fifth Ward, thus strengthening the entire area.

## Proposed Catalysts

This design process will yield a series of recommendations for new development in the Fifth Ward. For the most part, these recommendations will be presented according to the neighborhood in which they will occur. There are several concepts developed by the project team based upon community input and feedback that should serve as additional catalysts for redevelopment and investment in the Fifth Ward. As is true with any of the recommendations made in this planning study, careful consideration of existing conditions, including land use, zoning, and demographics must be made to ensure the long-term success of these initiatives. Insensitivity to these issues can lead to land uses that do not benefit the community or are in conflict with the goals of the planning study. These 'proposed catalysts' transcend neighborhood and planning district boundaries. The key design intents of these projects are presented here.

### **Boulevard and Streetscape Improvements**

Landscape beautification and streetscape enhancements can be thought of as the final touch added to a project upon completion of larger components.

However, given the capital expense associated with these type of projects, their impact on subsequent development, and the instant impact they bring to a community, boulevard and streetscape improvements should be considered as one of the first development projects in the Ward.

### *Capital Expense*

The creation of a landscaped median and the expansion of the street right-of-way represents a significant financial undertaking and mobilization of construction activity. Infrastructure components such as power lines, curbs, and other utilities may need to be relocated. These expenses must be considered.

### *Impact on Subsequent Development*

An expanding right-of way means that building setbacks and lot sizes will be impacted. It is not good planning to develop new commercial / retail corridors along a street prior to the expansion of the street right-of-way. This is not to say that development cannot occur without the boulevard and streetscape enhancements occurring first, but consideration must be given to the proposed locations of new right-of-way so that new businesses or residences do not conflict with the goal of street enhancements.

### *Instant Impact for the Community*

For many years, the conditions within the Fifth Ward have been left to deteriorate. Residents have not had a clean, beautified community to call home. The development of landscaped medians and enhanced right-of-ways will provide the opportunity

for instant visual improvements. Infrastructure improvements such as the repair of sewer systems are important projects for the vitality of a community, but do little to inspire civic pride. A project such as the development of street improvements and boulevards will not only bring the necessary improvements to the streets, right-of-ways, and utilities of the Ward, but will also foster pride in the community as residents begin to see that change is occurring. This can serve as a tool for gaining consensus on future development projects and serve to spur additional activity in the Ward.

### **Retail Development along North Florissant**

While current market analysis suggests that retail development can be occurring in the Ward, the development of a retail corridor along North Florissant Avenue is a unique component. The full development of this area is contingent upon the completion of programmed catalysts such as the new Mississippi River crossing and the MetroLink expansion, as well as an increase in residential population in the Ward and surrounding areas.

The recommendations for North Florissant Avenue include the creation of a new grocery store, restaurants, a movie theater, office space, and numerous retail stores. These amenities, while driven by a current market demand, are also factors that new residents consider when deciding on a location to buy a new home or business owners consider when setting up their operations. A strong retail/commercial corridor also brings jobs to the community and helps achieve the goals of attracting residents, businesses, and tourists to the community and creating a self-supportive town. Development

should be sensitive to the highly residential character of this area, especially in the Old North St. Louis (Murphy Blair) Historic District neighborhood. Proposed retail depths allow for a minimal amount of disturbance to the surrounding community.

Small green park spaces shown on the plan along the retail corridor on North Florissant have been included for a few reasons. First, they provide green-space relief to the highly urban composition of this area upon completion of the MetroLink expansion and commercial/retail development. They also serve to provide future opportunities for additional retail development should the market drive the need for these types of amenities. As mentioned in Chapter Five of this report, more retail/commercial development has been shown on the plan to accommodate the potential future need if the market should strengthen.

### **“Large Land Use Area” in St. Louis Place Neighborhood** (see map page 1-19)

As this parcel represents a significant land use void within the Fifth Ward community and has almost unlimited development potential, the project team looked closely at many options for the use of this space. Public meetings conducted throughout the planning process yielded many recommendations for the various types of activity that residents would like to see developed. One request that was made by many residents was the development of more residential housing. Another request that was made by

many was the development of more recreational opportunities in the Ward. Given the adjacency of the site to numerous educational facilities and surrounding residential areas, the site lends itself to the development of a recreational amenity. The project team presented recommendations for a nine-hole teaching style golf course during the planning process in response to some community support for that type of facility. This type of facility could also serve as a catalyst for further investment in the Ward as housing and commercial/retail development are likely to be developed in conjunction with such a facility. However, the space requirements of a nine-hole course are such that some housing relocation would be needed to achieve the full build-out of the facility. This idea met with some resistance from the community, especially the relocation issue.

Recognizing that any development of this large tract will have significant impact on the area and the complex issues involved, further study is warranted. However, due to the time frame for the current study, a more in-depth study should be carried out at a later date to determine the nature of this large land use.

The recommendation for a large land use should be explored and pursued in this portion of the St. Louis Place neighborhood for the stabilization of the Fifth Ward and surrounding communities and for continuous positive economic growth.

- The proposed large land use should be determined by any or a combination of the following:
  - a. A subsequent revision to this Plan;

- b. Chapter 99/100/353 Process;
- c. Community Unit Plan or Planned Unit Development.

All of these will be subject to future review and determination by the Planning Commission.

- Future development should respect the surrounding land uses, especially the schools and residential neighborhoods. Future land uses should be compatible with these facilities and should not detract from the quality of their adjacent open space.

### Other Proposed Catalysts

There are several other factors that make the Ward a desirable location for development, but are not specifically tied to programmed projects. These are worth mentioning for they represent future opportunities.

### St. Louis Place Park Development

Streetscape improvements around the St. Louis Place Park should help create a more park-like setting for one of the city's most unique urban greenspaces. Recommendations from this report also include new and rehabbed housing along the park. This type of development may serve to transform this area and lead to the further development of residential and neighborhood commercial amenities in adjacent areas.

### Vacant Land in the Fifth Ward

A staggering amount of the Ward's land is vacant.

While this may occur in large pieces, such as the Pruitt-Igoe site, or in smaller-scale situations, like open lots between viable housing, vacant land represents opportunity for someone who has an interest in development. It is easier to develop vacant land given that there are little or no structures to demolish and remove. Thus, vacant land in the Fifth Ward should be a primary target for developers and stimulate the execution of projects throughout the neighborhoods. Although an eyesore to residents and business owners, the vacant land represents significant opportunities for the community and a catalyst for future development.

### **The Location of the Fifth Ward**

By virtue of its simple geographic location, the Ward is a prime area for redevelopment. The Central Business District of St. Louis is immediately south of the Ward. Interesting destinations such as Washington Avenue, Laclede's Landing, the TWA Dome, and the America's Center are in proximity. Although these locations are not in the Ward itself, residents and businesses should be attracted to the prospect of living near the heart of a city that has begun to revitalize its urban core. There is a city-wide need for more opportunities for housing and business locations. The Fifth Ward is strategically and geographically positioned to absorb a considerable amount of this demand.

### **Efforts of Neighborhood Groups and Associations**

The continued efforts of these entities will ensure that the projects identified in this report as well as on-going and other future initiatives are executed

and completed to the satisfaction of the community. There is no greater resource than a community that gets involved in various causes. This not only fosters unity, but creates an educated public to rally behind the implementation of specific programs or mount opposition to potentially detrimental developments.

### **National Register Historic Districts**

Just as the establishment of a National Register Historic District was a catalyst in the Soulard and Lafayette Square neighborhoods, additional National Districts in the Fifth Ward will catalyze historic preservation efforts and stimulate complementary development.

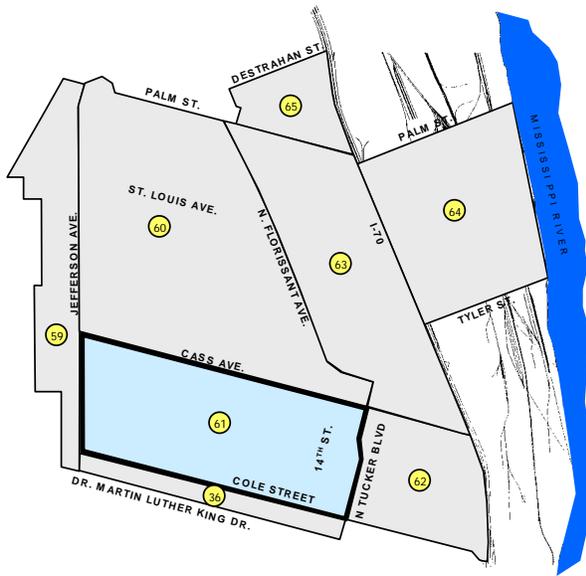
### **Summary**

Planning for today and meeting the current market demand are important issues for the stabilization of a community. However, a planning effort that does not look to the future with vision is not serving the community's needs and does not prepare the area for the long-term. The Fifth Ward of St. Louis needs a stimulus to bring about the positive change that so many residents seek. In an area that has long been in decline, large-scale planning ideas should be considered. Wholesale change is rarely positive; the improvements resulting from the developments discussed in this Chapter should be executed with an extreme sensitivity to the existing framework of the neighborhood. There are difficult choices ahead for this community, but the outcome should be a Fifth Ward that existing and future residents, business

owners, and visitors can be proud to call home.



## Carr Square Focus Area



### Recommendations for Development Districts

#### CR-1

The general boundaries for CR-1 are:

- North: Cass Ave.
- East: N. Tucker Blvd.
- South: Cole St.
- West: N. 14th St.

This district lies between two heavily-traveled commuter routes and the proposed MetroLink expansion, Tucker Blvd. and 14<sup>th</sup> Street.

Much of the existing land use is light industrial and commercial. Upon the completion of the bridge for the Mississippi River crossing, (the Mississippi River Crossing Plan as depicted here is subject to change based on the new Mississippi River Crossing

Plan) this district should be uniquely positioned to take advantage of the terminus of the bridge onto Tucker Blvd. or 14<sup>th</sup> Street. Due to this terminus, five small businesses will need to be relocated. The project team’s recommendations are based on the termination of the bridge occurring at Tucker rather than 14<sup>th</sup> Street.

### Recommendations

- In an effort to preserve as much light industrial and commercial property as possible, a large portion of this district should remain in its current use. However, the opportunity for two family-style hotels, for example Holiday Inn Express etc., would be sited south of O’Fallon Street and would provide approximately 300 rooms (Building Type L). These hotels would offer lower rates for families and travelers. Some demolition and relocation may be necessary.
- The proposed hotel development would also lead to the development of family-style dining opportunities.

#### CR-2

The general boundaries for CR-2 are:

- North: Cass Ave.
- East: N. 14th St.
- South: O’Fallon St.
- West: Hogan Ave.

This area represents the existing O’Fallon Place

neighborhood and has previously been renovated as a multifamily community.

**Recommendations**

- No changes to this district are recommended.

**CR-3**

The general boundaries for CR-3 are:

North: O’Fallon St.

East: N. 14th St.

South: Carr St., Biddle St.

West: N. 15th St.

At the north end of the district is a 5-story vacant brick warehouse building. A significant portion of the district is vacant. Land Reutilization Authority (LRA) has approved the sale of the northern block of the area at the intersection of N. 14th and O’Fallon Streets (the northeast corner of the district) for a new air pollution control office and monitoring station.

**Recommendations**

- The south portion of the district is the site of the vacated Old Carr School, recommend for placement on National Register of Historic Places.
- It is recommended, due to the adjacent Metro-Link and 14<sup>th</sup> Street corridor as well as the proposed hotels to the east, that the area be converted to an office development (Building Type L), providing opportunities for incubator businesses, development, suites, and rehab opportunities for the Old Carr School. Some relocation and demolition may be required.

- This district should provide good transition and serve as a buffer to the multi-family housing to the west.
- Other opportunities for the Old Carr School are business development training center, immigrant/working class museum, community information center, job placement offices, apartments, and a doctor’s office/clinic.
- 96,000 SF of new and renovated building area could be available.
- Keep new buildings in character with existing historical structures.

**CR-4**

The general boundaries for CR-4 are:

North: O’Fallon St., Biddle St., Carr St.

East: N. 15th St., N. 14th

South: Cole St.

West: N. 18th St.

This neighborhood was previously defined by Carr Square Village, which was the first public housing development in St. Louis. Multi-family housing, the Carr Square community center, and the Connect Care facility define the area. Redevelopment of three of the blocks of Carr Square Village were completed between 1991-1993 as part of a Hope I grant. Three (3) blocks of the remaining Carr Square Village have been demolished by 2001.

**Recommendations**

- It is recommended that the street grid be contin-



ued and re-established to define three development areas for new multi-family housing in keeping the previous development to the east. This should yield 144 residences (Building Type K1, K2).

- Carr Square Park represents the eastern edge of the district. Currently, it is underutilized and lacks amenities. Renovation and construction of new facilities are suggested to make this a more inviting park to use. This is critical to the re-establishment of the neighborhood and stabilization of the new housing to the west.
- The community center should be upgraded architecturally, along with the surrounding grounds, to accommodate improved recreation activities.
- With the re-establishment of the street grid, continuation of the streetscape design standards should be closely observed.

**CR-5**

The general boundaries for CR-5 are:

North: Cass Ave., O’Fallon St., Biddle St.

East: Hogan Ave., N. 18th St.

South: Cole St., Carr St.

West: N. 19th St., N. 20th St.

Previously the site of the Vaughn Housing development which is undergoing redevelopment as part of a Hope VI initiative and is being replaced by the Murphy Park Phases 1, 2, and 3. Most of the district has been redeveloped as part of Murphy Park Phases 1 and 2, providing new townhouse clusters with park-

ing on the interior of the development.

**Recommendations**

- No changes to this district are recommended.

**CR-6**

The general boundaries for CR-6 are:

North: Carr St.

East: N. 19th St.

South: Cole St.

West: N. 23rd St.

Much of this district is currently under redevelopment by Balke Brown & Associates and is a continuation of DW-2 in the Downtown West neighborhood. This area is the northernmost portion of the light industrial/warehousing development from the Downtown West neighborhood. Retail development expansion plans between 19<sup>th</sup> and 20<sup>th</sup> Streets along Carr Street are underway.

**Recommendations**

- Consideration should be given to streetscape improvements on Carr Street in keeping with improvements along 20<sup>th</sup> Street.

**CR-7**

The boundaries for CR-7 are:

North: Cass Ave.

East: N. 20th St.

South: Carr St., Cole St.

West: N. 23rd St., Jefferson Ave.

The northern portion of the district was previously



the site of the Pruitt-Igoe housing development.

This district is significant in that it contains the greatest number of educational facilities of any district in the Ward.

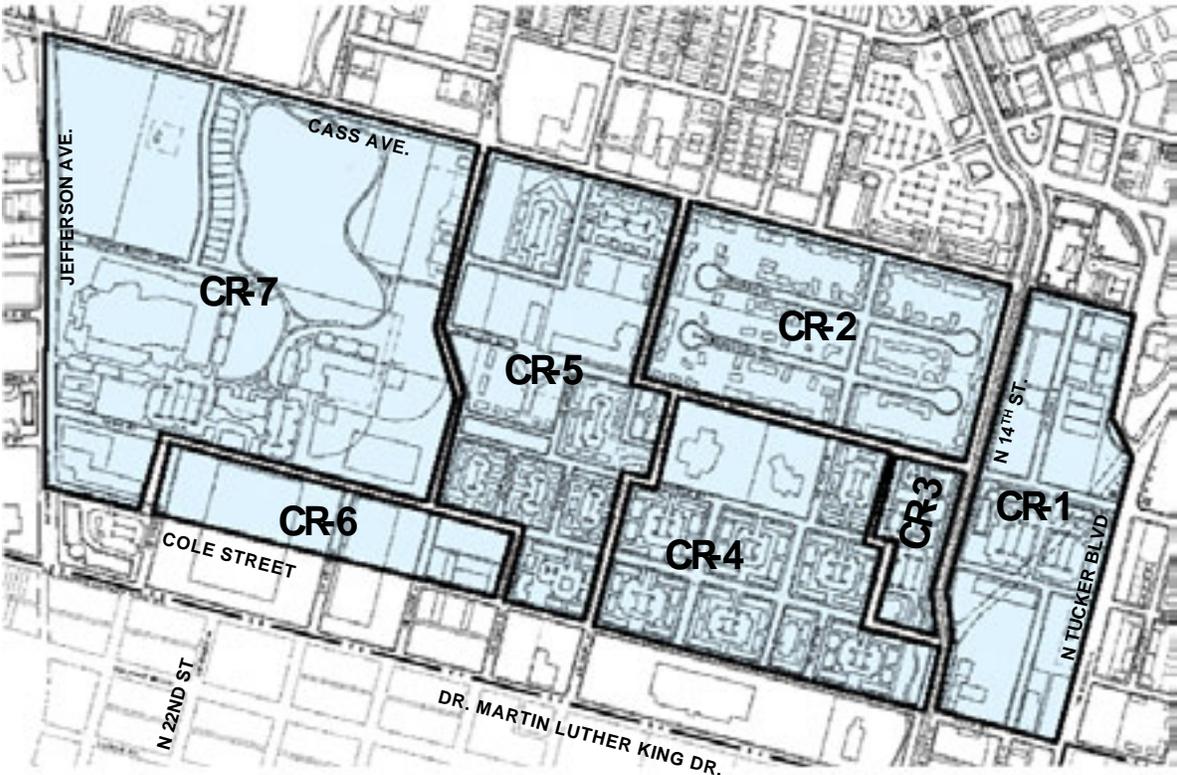
### **Recommendations**

- It is critical to maintain these schools as a collective campus-like environment, providing linkage between facilities and also to the communities to the north, east, and west.
- The northern portion of the district should provide 35 acres of redevelopment.

Multiple land uses are recommended for this area,

- St. Bridget of Erin is recommended for placement on the National Register of Historic Places.

See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.

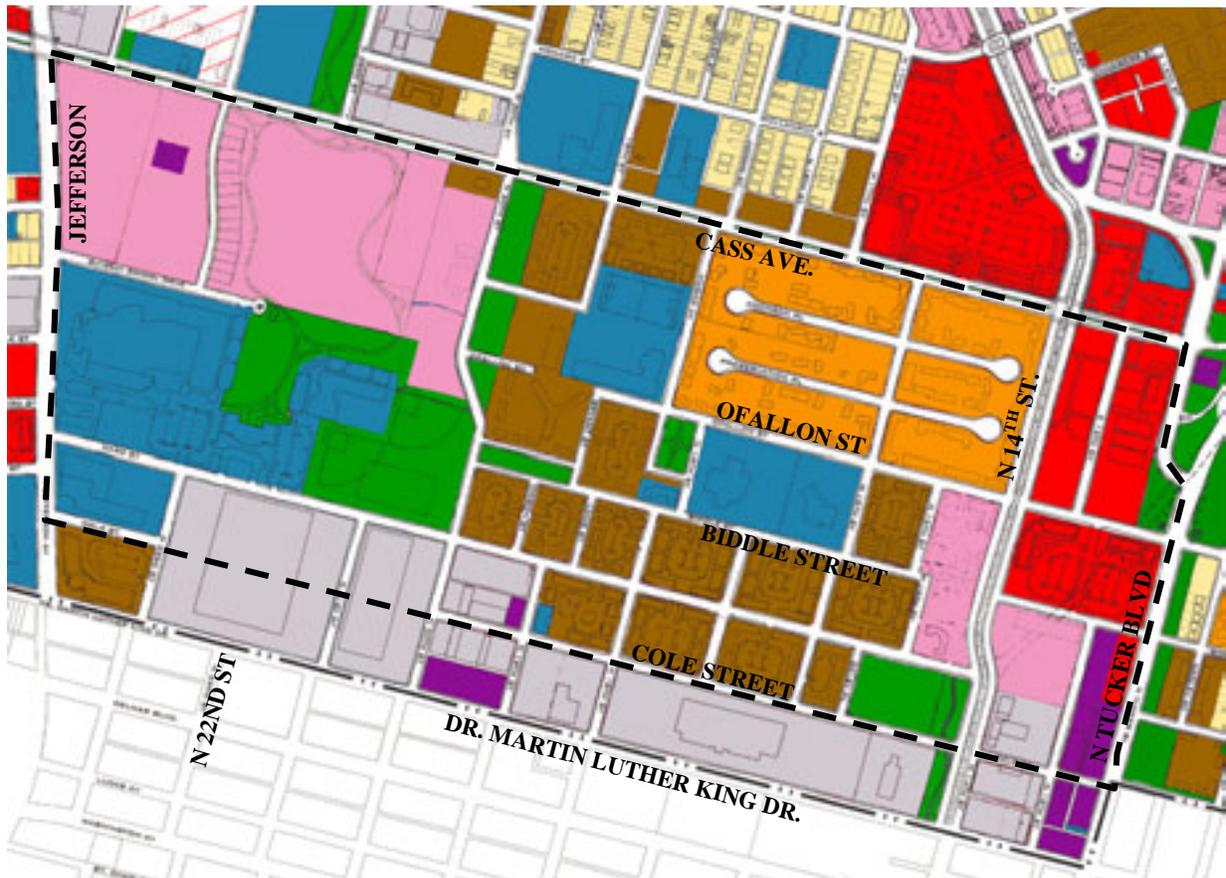


**Carr Square Development Districts — See Map Appen-**



LAND USE CATEGORIES

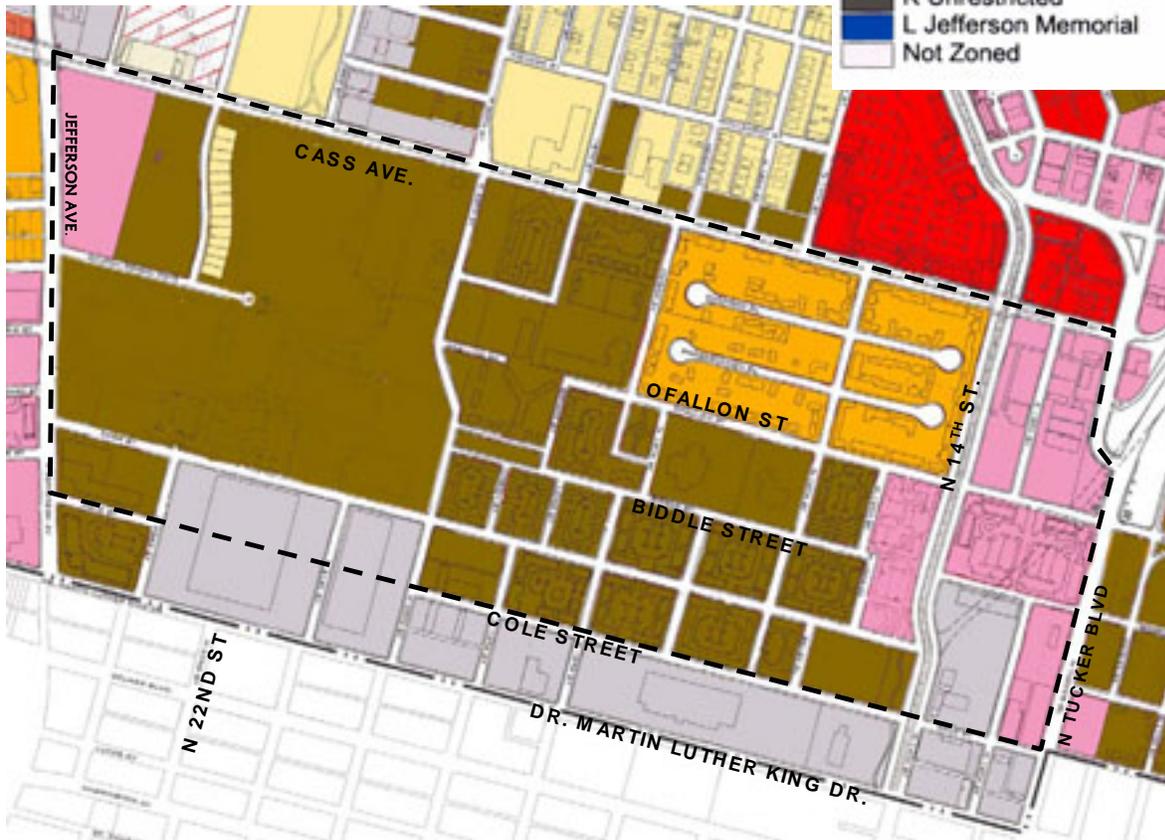
- SINGLE FAMILY
- 2 FAMILY
- 3-4 FAMILY
- MULTI-FAMILY
- MIXED USE
- RETAIL TRADE (MULTIPLE, VARIOUS)
- OFFICES
- LIGHT INDUSTRIAL
- HEAVY INDUSTRY
- TRANSPORTATION / UTILITIES OR COMMUNICATIONS
- INSTITUTIONAL / COMMUNITY FACILITIES
- PARKS & RECREATION
- VACANT LAND / BUILDINGS



Proposed Land Use

Zoning Legend

- A Single Family
- B Two Family
- C Multiple Family
- D Multiple Family
- E Multiple Family
- F Neighborhood Commercial
- G Local Commercial And Office
- H Area Commercial
- I Central Business District
- J Industrial
- K Unrestricted
- L Jefferson Memorial
- Not Zoned



**Proposed Zoning**

## Columbus Square Focus Area



preserved within this district.

- This district should serve as transition and buffer to the adjacent highways.
- Easy access to the Near North Riverfront should be made available by an underpass under I-70, linking Columbus Square via Cass Avenue.
- Future consideration should be given to a high-visibility user that would benefit from this transportation crossing, such as a three-story office building or hotel (Building Type L). Additional buffering along the proposed highway easements should be considered as part of the highway proposal for landscape and potential sound walls.

### Recommendations for Development

#### Districts

##### CS-1 (A Portion of the Old North St. Louis Neighborhood)

The general boundaries for CS-1 are:

North: Howard St.

East: N. 11th St/I-70

South: Cass Ave.

West: Hadley St.

Much of the existing land use is light industrial and will be disrupted as a result of the new bridge.

There will be an opportunity for 40,000 SF of commercial property available along Cass Ave.

(Building Type L).

#### Recommendations

- All light industrial that can remain should be

##### CS-2

The general boundaries for CS-2 are:

North: Cass Ave., O'Fallon St.

East: N. 7th St., N. 6th St.

South: Biddle St., Carr St., O'Fallon St.

West: N. 9th St., N. Tucker Blvd.

A majority of this property is controlled by the St. Louis Housing Authority (SLHA), encompassing Cochran Gardens, Towers, and Plaza. It is anticipated that all but one of the high rise towers in Cochran, which is currently the elderly housing, are to be demolished within the next five years, making way for new development. 290 new multifamily units are proposed on approximately 27 acres. The existing Cochran Plaza will remain, with minor modifications to allow re-establishment of the street

grid. The quantity of housing recommended is determined by the SLHA. Both the Neighborhood Gardens and the parcels east of the complex have become a forum for deviant activity.

### Recommendations

- The Neighborhood Gardens complex is on the City and National Historic Register and is recommended to be rehabbed and converted from its existing 220 units to 120 units.
- A central greenspace should define this neighborhood, allowing pedestrian-friendly linkage to both the existing park located north-east and the community center.
- Inclusion of neighborhood commercial/dining is encouraged within this district totaling 20,000 SF.
- As part of this district, the need for parking for Neighborhood Gardens will be satisfied within the block east of the complex and will include a small vest pocket park.
- It is recommended that the vacated Schnucks grocery store be removed given the bridge development. This parcel should be considered for multi-family housing (Building Types K1, K2) as part of the need for relocating mixed income housing from Cochran.

### CS-3

The general boundaries for CS-3 are:

North: O'Fallon St., Carr St.

East: N. 9th St., N. 7th St.

South: Cole St.

West: N. Tucker Blvd.

Currently, multifamily townhomes that define Columbus Square are located within this district. The Shrine of St. Joseph's also serves as a defining element within Columbus Square. Stabilization of this district will rely upon the future development to the north.

### Recommendations

- The existing conditions of this area should be enhanced and improved, but not significantly altered.
- Streetscape improvements and a linear parkway should be considered along north Tucker Boulevard.
- The elimination of the on-grade parking lot at Tucker and Cole Street and development of a vest pocket park in its place would help provide aesthetic control, become an amenity for the neighborhood, and establish a gateway into the CBD from the new bridge.

### CS-4

The general boundaries for CS-4 are:

North: N/A

East: I-70

South: Cole St.

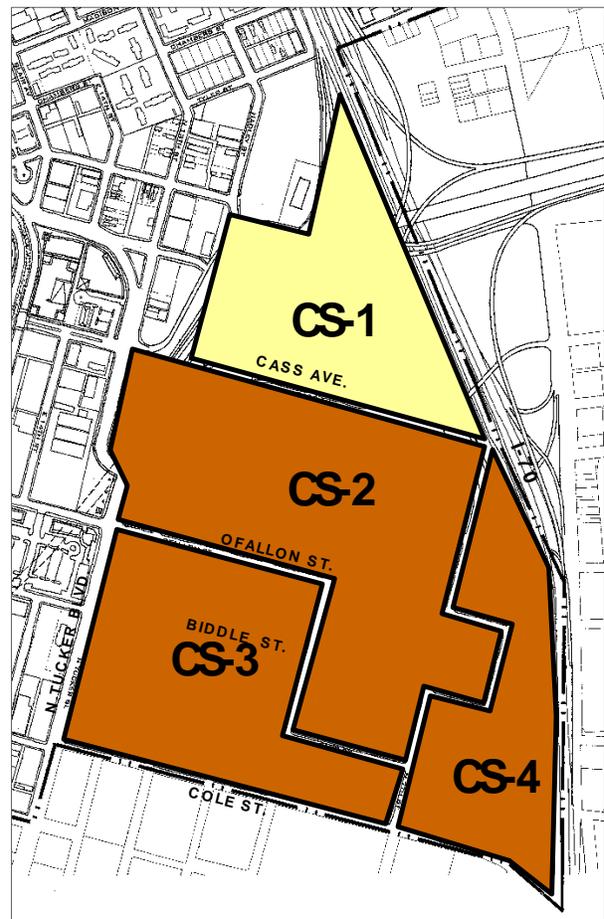
West: N. 7th St., N. 6th St.

The existing development is light industrial/commercial. St. Patrick's Community Center is also located here.

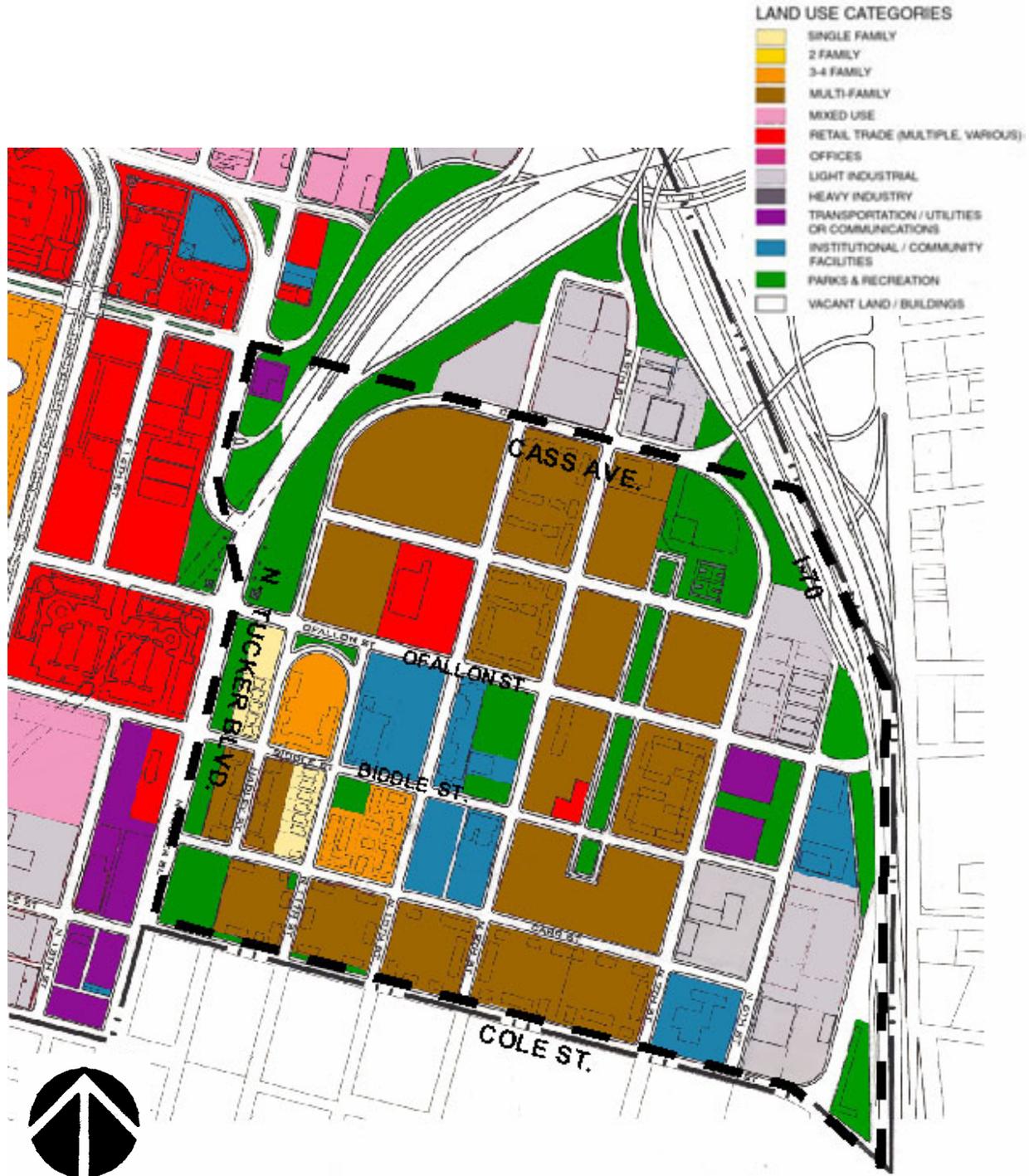
**Recommendations**

- This district is adjacent to the TWA Dome immediately to the south of Cole Street and provides opportunity for support services for the convention center and TWA Dome.
- This edge of Columbus Square provides additional buffering to I-70 and is characterized by a warehouse-style architecture. It appears to be of solid construction. This district provides additional opportunities for mixed-use development within the neighborhood.

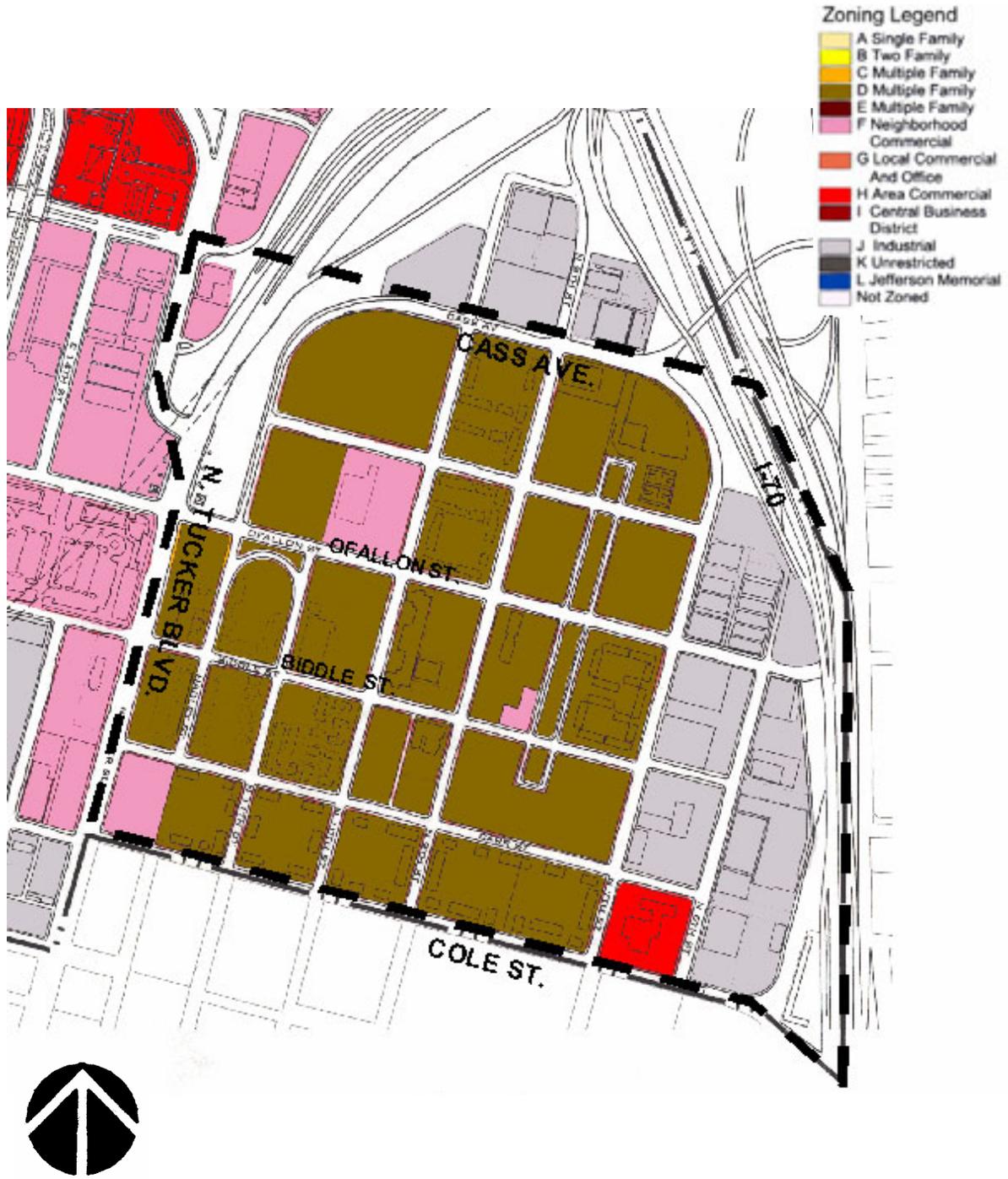
See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.



**Columbus Square Development Districts**  
See Map Appendix

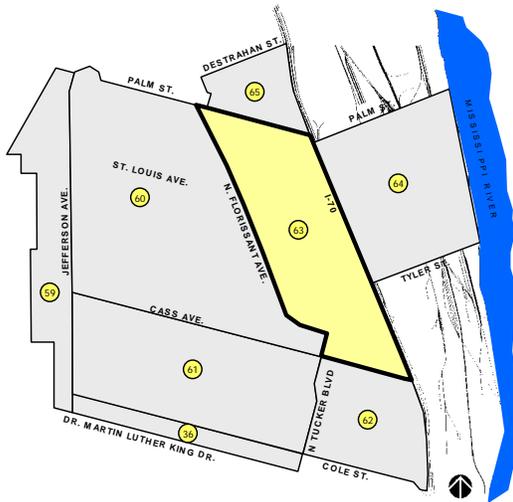


Proposed Land Use



**Proposed Zoning**

## Old North St. Louis Focus Area



(Building Types A, B and C. See Chapter 16 for specific building types with specific lots)

- The northwest corner of this district provides the visual terminus to the St. Louis Place Park to the south. It is recommended that landscape and visual improvements be made to the existing White Castle Restaurant.
- The closing of Wright Street and 19<sup>th</sup> Street along North Florissant is recommended to avoid unwanted through traffic.

### Recommendations for Development Districts

(see District Map on the following page)

#### ON-1

The general boundaries for ON-1 are:

North: Palm Street,

East: Blair Avenue,

South: Wright Street,

West: North Florissant

The area is located within the Old North St. Louis (Murphy-Blair) National Register Historic District and primarily consists of residential development.

#### Recommendations

- Many of the blocks which are existing 25' lots are characterized as having vacant parcels requiring new infill residential development. If there is a new subdivision development with replatting, sub-dividable 50' lots are allowable.

<sup>1</sup> See Section Eight in the Appendix for citations of historical

#### ON-2

The general boundaries for ON-2 are:

North: the alley south of Wright Street,

East: Hadley Street and I-70, the alley between 13th and 14th Street

South: St. Louis Ave., the alley just south of St.

Louis Ave., Montgomery St. and Warren St.

West: Blair Ave., North Florissant Ave., and the alley in between.

This area is well known for the St. Louis Avenue and 14<sup>th</sup> Street Mall shopping district, which includes the popular Crown Candy Kitchen. It is located within the Old North St. Louis (Murphy-Blair) National Register Historic District.

#### Recommendations

- St. Louis Avenue and a portion of 14<sup>th</sup> Street south to Warren Street is to receive a new streetscape renovation entailing period light fixtures, landscaping, and new paving treatments. The revitalization of this area is critical

for neighborhood retail and dining opportunities. 14<sup>th</sup> Street and the crossing at Montgomery Street should be reopened for vehicular traffic.

- Two-story infill mixed-use development is recommended. The development allows for opportunities of 65,000 SF of retail/office and restaurant on the first floor. There are opportunities for 40 apartments or other commercial on the second floor. Building Type H which allows for either apartments or other commercial above the commercial/retail is recommended.
- Single family infill opportunities also exist. (Building Types B and C. See Chapter 16 for specific building type with specific lot size)
- Utilize ornamental monuments to architecturally define the portion of Old North St. Louis between North Florissant and the new bridge crossing at I-70.
- Parking for visitors should be accommodated both on the street and behind buildings and should be well-designed to accommodate ornamental features such as walls and columns. It is recommended that commercial vehicles should not be allowed along St. Louis Avenue to avoid conflicts with pedestrians and given the narrow width of the road in this area.

### ON-3

The general boundaries for the ON-3 are:

North: St. Louis Ave., Chambers Street

East: alley between N. Florissant Ave. and Blair

Ave., Blair Ave.

South: Mullanphy Street

West: N. Florissant Ave.

The western border of Old North St. Louis fronts North Florissant and the future MetroLink extension from downtown. It is located within the Old North St. Louis (Murphy-Blair) National Register Historic District.

### Recommendations

- This linear 7.8-acre district is proposed for mixed-use development. Existing historical brick buildings should remain if future MetroLink plans can be accommodated. The existing buildings will help to define the proposed mixed-use infill.
- Recommend two and a half story buildings with 60' retail depths to provide opportunity for 105,000 SF of retail/commercial within seven buildings and a 140 potential apartments above. (Building Type H) Small retail stores, restaurants and service-oriented businesses will provide a unique opportunity for lively development along North Florissant.
- The buildings should allow for pedestrian connections from North Florissant into ONSL and parking to the east.
- There are two MetroLink stops proposed. The East/West Gateway Coordinating Council proposed a stop at the intersection of Blair and North Florissant/Mullanphy. The project team proposes a stop at the intersection of St. Louis Avenue and North Florissant. This stop would

allow for additional stimulation to the local economy by providing opportunities for small retail/commercial services development.

- On-street parking should be provided along North Florissant.
- Through streets should be reduced to North Florissant to accommodate a more pedestrian friendly and safer environment in combination with MetroLink.
- North Market Street is the midpoint of this district and should be identified with neighborhood markers, signage, or other ornamental features.
- The southern end of the district will provide parking lot opportunity as well as a transfer station for Bi-State buses for the MetroLink.
- The development should be mixed-use development along North Florissant. (Building Type H)

**ON-4**

The general boundaries for ON-4 are:

North: Palm St., Wright St.

East: Hadley Street

South: the alley just south of Wright Street

West: N. Florissant Ave., Blair St.

It is located within the Old North St. Louis (Murphy-Blair) National Register Historic District.

**Recommendations**

- This predominantly residential area should con-

sist of 25-30' wide lots, providing the opportunity for 30 infill homes. (Building Types A, B and C. See Chapter 16 for specific building type with specific lot size)

- All the properties on the south side of Palm and fronting Palm should be used for industrial purposes. This would be consistent with the industrial uses on the north side of Palm. The area is also accessible to I-70. (Building Type J)

**ON-5**

The general boundaries for ON-5 are:

North: the alley just south of the St. Louis Ave., Warren St., and Montgomery St.

East: 11th St./I-70

South: Benton St., the alley just south of Benton St.,

West: the alley between North Florissant Ave. and Blair Ave., Blair Ave., the alley between 13th St. and 14th St., and 13th St.

South of the St. Louis Avenue and 14<sup>th</sup> Street commercial district is a primarily residential enclave that includes the Grace Hill campus and elderly housing. Varied lot sizes are used within the existing residential fabric. This area is primarily characterized by mostly vacant blocks with some sporadic commercial uses. This area is located within the Old North St. Louis (Murphy-Blair) National Register Historic District.

**Recommendations**

- There is opportunity for residential infill on these existing 25 foot wide lots. If there is a new subdivision development with re-platting,



new sub-dividable 50 foot wide lot sizes are allowable. (Building Types A, B and C. See Chapter 16 for specific building type with specific lot size)

- No removal of existing structures is recommended.

#### **ON-6**

The general boundaries for ON-6 are:

North: the alley just north of North Market St.

East: Hadley St.

South: the alley just south of North Market St.,

West: the alley between N. Florissant Ave. and Blair Ave.

This area of North Market Street currently has a landscape median down the middle of the street, providing a pedestrian-friendly environment that terminates at Jackson Park to the east. This area is located within the Old North St. Louis (Murphy-Blair) National Register Historic District.

#### **Recommendations**

- This narrow district should become the catalyst for a pedestrian spine that runs the entire east-west length of the Fifth Ward, linking the various neighborhood districts. This important feature allows for a prominent housing style defined as Building Type G.
- Consideration should be given to additional beautification in the form of paving treatments, lighting, and new landscape to help unify this corridor.

#### **ON-7**

The general boundaries for ON-7 are:

North: the alley just north of Monroe St.

East: Hadley St., N. 13th St.

South: Clinton St., Madison St., the alley just south of Monroe St., Chambers St.

West: Blair Ave., 14th St., the alley east of N. Florissant Ave.

This mostly vacant area was previously residential in use.

#### **Recommendations**

- In keeping with the goals of the community, providing more residential development was desired. Where new subdivisions are contemplated, parcels re-platted for 50' widths are allowed. (Building Types A, B and C. See Chapter 16 for specific building type with specific lot size)
- This area should continue to repopulate the ONSL community, allowing more users for the adjacent neighborhood commercial areas.

#### **ON-8**

The general boundaries for ON-8 are:

North: the alley just north of Clinton St., Madison St., Clinton St.

East: Hadley St., I-70, N. 13th St., N. 14th St.

South: Howard St., Madison St., Chambers Ave.

West: Blair Ave.

Located in the southern portion of ONSL, the newly renovated Bristol Place and the Murphy Blair Apartments are located here. Other users in this area are

light industrial. This area is not located within the Old North St. Louis (Murphy-Blair) Historic District. Hy-Cee is located along Blair and Madison and currently has plans to close Clinton Street to the north and expand on to half of an existing residential block. The existing trucking company along Chambers St. has been considered a nuisance by adjacent residents due to idling trucks along the street and trucking traffic. This neighborhood will benefit as a result of improved transportation and retail development, and infill housing to the north.

**Recommendations**

- No changes to the district are recommended.

**ON-9**

The general boundaries for ON-9 are:

North: Howard St., Tyler St.

East: Hadley St., N. 13th St.

South: Howard St., Mullanphy St.

West: N. 14th St./ Blair Ave.

This small district is home to the Mullanphy Immigrant Home and is defined primarily by the Mullanphy National Historic Register District. Currently, light industrial, single-family homes, and offices are located within this district.

**Recommendations**

- The existing buildings should be preserved for a variety of developments.
- Any infill development in this district should be a mixed-use type and should be sensitive to the historic nature of this area. (Building Type H)

- There is a potential for 16,000 SF of mixed-use development within the vacant parcels and consideration should be given for restorations.

**ON-10**

The general boundaries for ON-10 are:

North: Benton St.

East: 11th St./I-70

South: Madison St.

West: Hadley St.

Jackson Park, Webster School, and Grace Hill Neighborhood Services define this unique district.

**Recommendations**

- Consolidation of the park and school property is proposed.
- With the development of the proposed Mississippi River crossing, as depicted here but which is subject to change as the bridge project progresses, 11 Street will no longer be a viable commuter route into downtown. Missouri Department of Transportation has made recommendations for this area which include maintaining the roadway near the school. The project team recommends taking a closer look at this area to consider developing a greenspace buffer between the school and the highway
- Screening/buffering should occur along the I-70 and the neighborhood edges to mitigate the sound and to enhance those areas.
- Webster School currently cues 8 buses along



this street which will require a new drop-off along Madison Street. Large expanses of asphalt and roadways and the 3 warehouses within this district should be returned to park land, benefiting Webster School.

- Jackson Park serves as the east-west visual terminus to Market Street and provides pedestrian access via a pedestrian bridge crossing to the Near North Riverfront. This important connection should be carefully considered during the new bridge construction as potential connection to the riverfront bike trail.

#### ON-11

The general boundaries for ON-11 are:

North: Chambers St., just south of Hadley St.

East: 11th St./I-70

South: Tyler St.

West: N. 13th St.

This area is defined by the SS. Cyril and Methodius National Register Historic District.

#### Recommendations

- It is recommended that the historic district expands to the west to capture a small block bounded by Chambers St. to the north, Hadley St. to the east, Tyler Street to the south, and 13th Street to the west.
- Infill residential is recommended. Where new subdivision developments are contemplated, parcels re-platted for 50' widths are allowed, yielding 21 new units. (Building Types A, B and C)

- Screening/buffering should occur along the I-70 and light industrial edges to mitigate the sound and to enhance those areas.

#### ON-12

The general boundaries for ON-12 are:

North: Tyler St.

East: N. 11th St., Hadley St.

South: Howard St., Cass Ave.

West: N. 13th St., Hadley St.

The area is defined by the new bridge development. (The Mississippi River Crossing Plan as depicted here is subject to change based on the bridge process) This existing district is currently divided by the abandoned railway that transitions on to grade from the existing trestle, thus limiting its development potential. Upon construction of the new Mississippi River Bridge, the removal of this structure will occur, leading to the development of new light industrial parcels.

#### Recommendations

- An approximately 5.6 acre site should be created for light industrial uses at the Northeast corner of the district. (Building Type J) This area will provide good transitions on the southern border of Old North St. Louis to the highway interchange.
- Removal of the existing residence may be required to develop light industrial infill.

#### ON-13

The general boundaries for ON-13 are:

North: N/A

East: N. 11th St./I-70

South: St. Louis Ave.

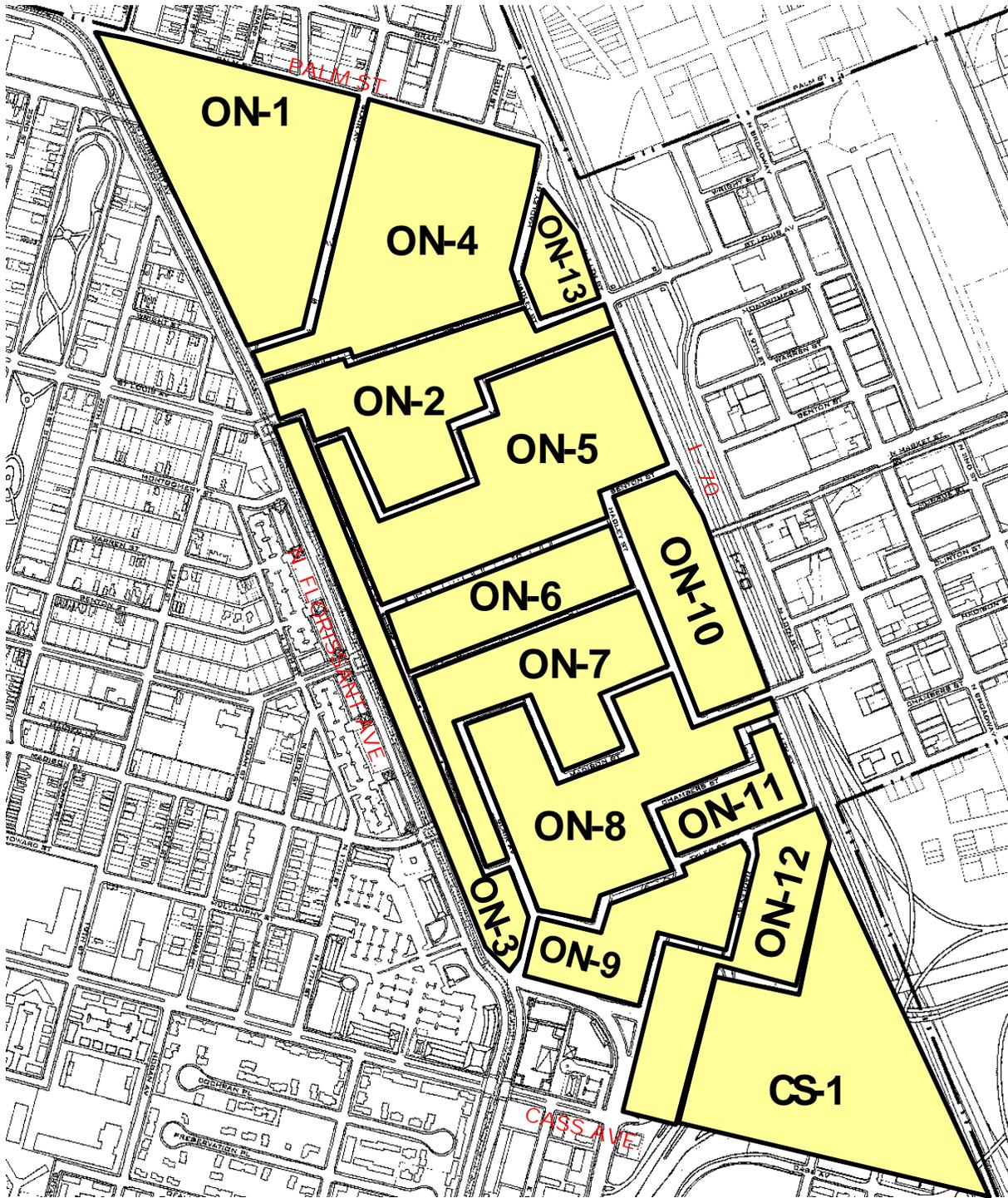
West: Hadley St.

This area includes the Ames School.

**Recommendations**

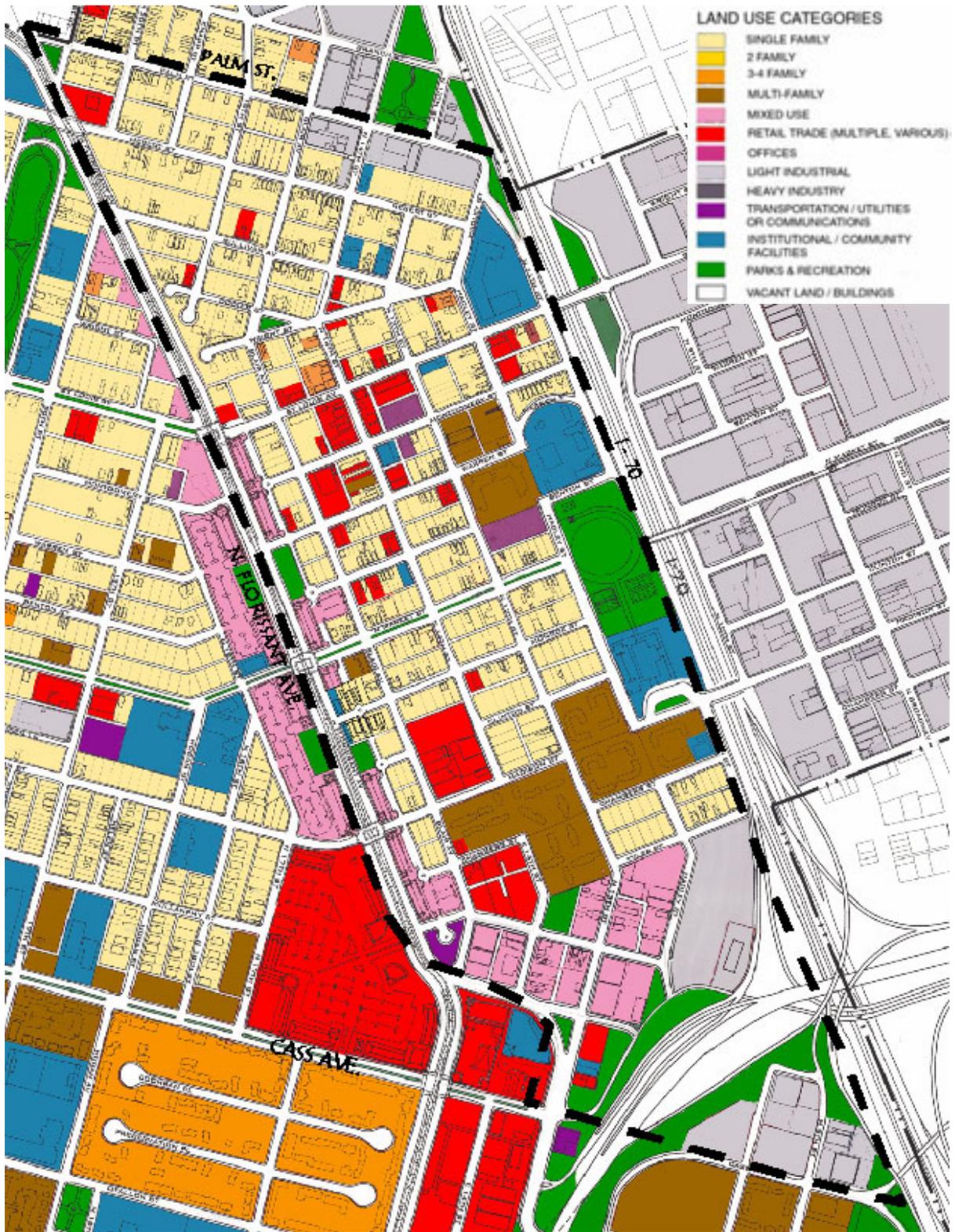
- No changes to the district are recommended.

See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.



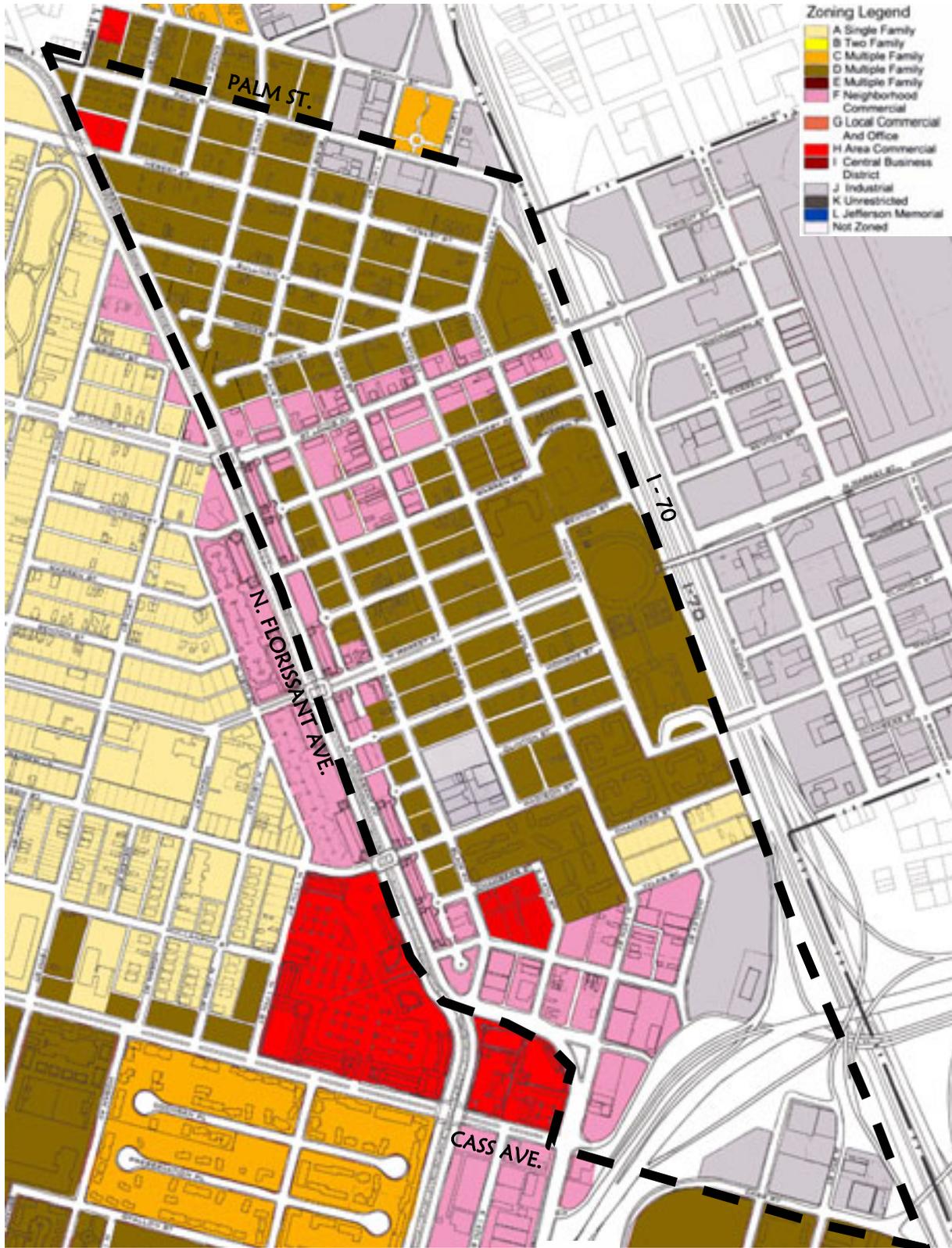
Old North St. Louis Development Districts  
See Map Appendix





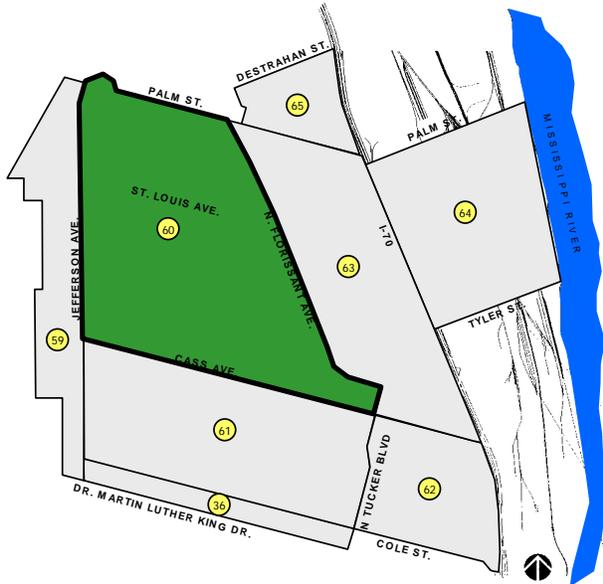
**Proposed Land Use**

Old North St. Louis Focus Area



**Proposed Zoning**

## St. Louis Place Focus Area



surrounding land uses are primarily residential, thus consolidating all of the open vacant parcels to single-family residential would serve to restore the density in this area.

- Provide 33 new units with varied lots sizes from 25-50’ widths. (Building Types A, B and C. See Chapter 16 for specific building type with specific lot size)
- Christ Baptist Church—eligible for National Historic Register.

### SP-2

The general boundaries for SP-2 are:

- North: Hebert St.
- East: Lismore St.
- South: Sullivan Ave.
- West: Jefferson Ave.

### Recommendations

- Develop a 2.3-acre parcel for light industrial uses. This area would lend itself to a low-impact user such as warehousing, storage, residential storage, or other non-disruptive use given its adjacency to residential. (Building Type J)
- Requires relocation of two existing homes and may require demolition to develop the full parcel.

## Recommendations for Development Districts

(see District Map on the following page)

### SP-1

The general boundaries for SP-1 are:

- North: Palm St./Natural Bridge Ave.
- East: Parnell St.
- South: the alley between Dodier St. and University St.
- West: Jefferson Ave., Lismore St.

### Recommendations

- Due to the quantity of existing homes and surrounding light industrial uses, lot sizes require variation to accommodate conditions. Current

### SP-3

The general boundaries for SP-3 are:

North: the alley between Dodier St. and University St.

East: Parnell St.

South: N/A

West: Jefferson Ave.

The Warner-Jenkins industrial development is located on the west side of Jefferson in the JVL neighborhood. This industrial development provides good transition and good access to both Jefferson Ave. and Parnell with access to regional transportation routes (Interstates 40 and 44 from Jefferson Ave.).

#### Recommendations

- Provides the opportunity for an aggregation of light industrial property totaling 15.1 acres. (Building Type J)
- The relocation of 7 homes and some demolition may be necessary.

#### SP-4

The general boundaries for SP-4 are:

North: Palm St., Hebert St.

East: 22nd St., 23rd St.

South: the alley between University St. and St. Louis Ave.

West: Parnell St.

This area is characterized by mostly vacant blocks that provide opportunities for new single-family homes.

#### Recommendations

- This area provides one of the largest opportunities for new single-family homes in the St. Louis Place neighborhood.
- Develop 102 new homes on 50' to 60' lots. (Building Type D)
- No demolition of existing homes is anticipated in this area to achieve development goal.

#### SP-5

The general boundaries for SP-5 are:

North: the alley between St. Louis Ave. and University St., St. Louis Ave..

East: Rauschenbach Ave., 20th St., and N. Florissant Ave.

South: the alley between St. Louis Ave. and Montgomery St., St. Louis Ave.

West: Parnell Ave.

The Black World History Wax Museum is in this area. This portion of St. Louis Avenue is eligible for the National Register of Historic Places and is characterized by large single-family homes as well as institutional land uses. Some existing light industrial and commercial uses fall within this proposed corridor. It is currently used heavily by commercial vehicles to get to I-70. St. Louis Avenue is bisected by the St. Louis Place Park and continues east to the historic Old North St. Louis neighborhood. North and south of this area are park and residential land uses.

#### Recommendations

- St. Louis Avenue be restricted to local traffic



use only and that traffic-calming opportunities be employed in the form of planted medians to provide beautification and prominence to this historical area and thus spur infill single family housing in the remaining parcels.

- 27 parcels would be available for infill housing. (Building Type F)
- Minimal demolition of existing homes are anticipated in this area to achieve development goal.

**SP-6**

The general boundaries for SP-6 are:

North: the alley between St. Louis Ave and Montgomery St.

East: 25th St.

South: Benton St.

West: Parnell St.

This area is comprised mainly of existing homes (single-family) with 25’-40’ lot widths.

**Recommendations**

- This area provides opportunities for 18 infill housing units. (Building Types A—no subdividable lots, B and C. See Chapter 16 for specific building type with specific lot size)
- Demolition of 2 buildings and relocation of 2 businesses is anticipated in this area to achieve development goal.
- This area should be preserved as residential due

to its adjacency to the proposed large land use development to the east and south. Both the north and west boundaries have existing and proposed light industrial land uses.

**SP-7**

The general boundaries for SP-7 are:

North: the alley between St. Louis Ave. and Montgomery St., Benton St.

East: 22nd St.

South: Cass Ave., Madison Ave.

West: Jefferson Ave./Parnell St., 25th St.

The area is composed of mostly vacant parcels (74% of the parcels are vacant in this area while 28 buildings are vacant) and land owned by Land Revitalization Authority (LRA), Land Clearance and Revitalization Authority (LCRA), and Planned Industrial Expansion Authority (PIEA).

**Recommendations**

- This large area allows for multiple points of connection to the surrounding neighborhoods through pedestrian-friendly boulevards in the North Market corridor and provides a continuation of the linear north/south St. Louis Place Park. The entire eastern edge of the large land use will invite the public both visually and actively through the use of walking/bicycling trail.
- A large portion of this district should be used for a large land use (approximately 49 acres) and that use should be determined by any combination of the following: a. A subsequent revision



to this Plan; b. Chapter 99/100/353 process; c. Community Unit Plan or Planned Unit Development. All of these will be subject to future review and determination by the Planning Commission. Specific large land use concepts have been presented in a previous Chapter. (See Executive Summary, Chapter 6 and Chapter 15 for details)

- No demolitions or relocations suggested at this time until further study is complete.
- These individual vernacular buildings should be listed on the National Historic Register: 2543 Maiden Ln., 2204 Howard St., 2310 and 2314 Madison St.
- This area is bisected by North Market Avenue. Boulevard and streetscape improvements should be considered as a component of this development.

#### **SP-8**

The general boundaries for SP-8 are:

North: Madison St.

East: 25th St.

South: Cass Ave.

West: Jefferson Ave.

This area should be desirable because of the easy accessibility to Interstates 40 and 44. This 6-acre area is currently used for light industrial warehousing.

#### **Recommendations**

- Two of the buildings (Buster Brown Shoe Com-

pany Factory and Samuels Shoe Company Factory) are city landmarks eligible for National Historic listing.

- Continue to develop light industry uses in this district. (Building Type J)
- Vacant lots could be used for parking.
- The eastern and northern portions of this site front the proposed large land use and should be upgraded through landscape and ornamental fencing which would provide the appropriate visual link to the neighborhood.

#### **SP-9**

The general boundaries for SP-9 are

North: the alley just south of St. Louis Ave.,  
St. Louis Ave.

East: 20th St., 21st St.

South: Madison St., the alley just south of N. Market St.

West: 22nd St.

St. Louis Place Park, primary open space for the Fifth Ward, runs north to south from the intersection of Hebert and North Florissant and terminating at Madison Street to the south. The park is approximately 14 acres and is lined by institutional development and single-family homes.

#### **Recommendations**

- This district is a portion of a larger area recommended for inclusion on the National Register of Historic Places.

- The house at 2551 Maiden Lane should be listed on the National Historic Register.
- The park is divided by St. Louis Avenue and lends itself well to a housing style appropriate for fronting this unique park.
- Residential buildings should be developed. (Building Type G) The new lots will have garage access from 22<sup>nd</sup> Street to the west and 20<sup>th</sup> Street to the east, thus allowing for the necessary larger lots.
- Screening/buffering along 20th St./22nd St. is recommended.
- Thirty one parcels should be developed for new single-family homes.
- This important greenway provides a strong pedestrian link to the trail system and schools in the southern portion of the ward.
- This development should be considered as an opportunity to enhance the park. A public / private partnership should be explored for maintaining the park. This will encourage continuity between the St. Louis Place Park and the surrounding redevelopment.

**SP-10**

The general boundaries for SP-10 are  
North: Madison St.  
East: 20th St.  
South: Howard St.

West: 22nd St.

This is the site of the old Columbia Brewery that has been previously renovated for apartments. Located within a National Historic District, it is part of the recently completed Murphy Park Phase II development.

**Recommendations**

- No changes to the district are recommended.

**SP-11**

The general boundaries for SP-11 are:

North: Howard St., Mullanphy St., the alley just north of Cass Ave.

East: between N. 22nd St. and N. 20th St., N. 20th St.

South: Cass Ave

West: N. 22nd St.

There is existing light industrial development in this district.

**Recommendations**

- No changes to this district are recommended.

**SP-12**

The general boundaries for SP-12 are:

North: Howard St.

East: N. 20th St.

South: the alley between Mullanphy St. and Cass Ave., Mullanphy St.

West: between N. 20th St. and N. 22nd St.

There is an existing light industrial area on the west.



**Recommendations**

- Opportunity for Murphy Park Phase III development. This area would serve as an appropriate link between Phase I and II development to the south. (Building Types K1, K2)
- Consideration should be given to restoring the old Mullanphy Apartment building, which is eligible for listing in the National Register of Historic Places.

**SP-13**

The general boundaries for SP-13 are:

North: N/A

East: N. Florissant Ave.

South: the alley between Wright St. and St. Louis Ave.

West: 20th St.

**Recommendations**

- Residential and mixed uses are appropriate. 10 new single-family homes (Building Types D and E) or Mixed-Use (Building Type I) to be created.
- Mixed use should be appropriate for all the properties fronting Dodier St. and N. Florissant Ave. This area will be an appealing location adjacent to the proposed mixed-use district to the south along North Florissant Ave. Shopping and public transportation will be readily accessible.

- The remaining area should be residential.
- Adequate screening/buffering should be provided between mixed-use and residential.

**SP-14**

The general boundaries for SP-14 are:

North: the alley between St. Louis Ave. and Montgomery

East: proposed extension of 18th St.

South: the alley between Benton St. and N. Market St.

West: 20th St.

Within this area is the Betty's Walk development. (See the Prior Plans and Proposals Section Four of the Appendix for more information.) Nineteen vacant buildings are on the City's "Suggested Condemned" list.

**Recommendations**

- Develop 73 new single-family homes. (Building Types D and E) This is an opportunity to restore the density of this part of the neighborhood by developing a large pocket of new single family homes. This location is adjacent to nearby shopping and public transportation, yet is insulated from the activity along North Florissant.
- Proposed extension of 18<sup>th</sup> Street will serve as a buffer between the proposed retail development to the east.



**SP-15**

The general boundaries for SP-15 are:

North: the alley between Benton St. and N. Market St.

East: proposed extension of 18th St., half-way line between N. 19th St. and 20th St.

South: N. Market St. and the alley to the south

West: N. 20th St.

**Recommendations**

- 26 new single family homes to be created. (Building Type G) To achieve this, removal of some of the existing buildings that are vacant and in poor condition may be required.
- The development of a landscape median along North Market Street will create an improved setting for new homes along the street. There is an opportunity to restore the density along the street using a unique style of housing to contrast other, nearby single-family and light industrial land uses. This style should provide visual linkage from the Old North neighborhood along North Market Street to the St. Louis Place neighborhood and will front the proposed boulevard streetscape improvements.

**SP-16**

The general boundaries for SP-16 are:

North: the alley south of N. Market St., Maiden Ln., the alley just north of Madison St.

East: 17th St., 18th St.

South: Mullanphy St., the alley between Mullanphy

St. and Cass Ave., Madison St.

West: the alley west of Hogan St., N. 21st St., N. 18th St.

This area is occupied by the Mullanphy Place development (single family residential).

**Recommendations**

- 36 new market-rate single-family homes to be created. (Building Type D)
- This district is currently under development. New single family homes should be designed and built without front entry garages.
- Jackson School should be listed on the National Historic Register.

**SP-17**

The general boundaries for SP-17 are:

North: Madison St.

East: the alley between Helen St. and Hogan St.

South: Mullanphy St. and Howard St.

West: N. 20th St.

**Recommendations**

- This area is an extension of the Brewery Place development to the west and is characterized by rowhouse developments on 25' lots. The existing architectural character should be maintained, lending itself to 48 new infill homes. (Building Types A—50' sub-dividable only, B



and C. See Chapter 16 for specific building type with specific lot size)

**SP-18**

The district is comprised of 2 separate tracts separated by the Clemens House (SP-25), but the general boundaries for SP-18 are:

North: Mullanphy St., the alley north of Cass Ave.

East: N. 17th St., the alley east of N. 19th St.

South: Cass Ave.

West: N. 19th St.

**Recommendations  
(For Both Tracts)**

- This total 4.3 acre area is located north of Cass Avenue and is appropriately positioned for multifamily housing (Building Type K1,K2) and should be considered for the Murphy Park Phase III development. There may be relocation and demolition of 2 existing homes.
- This area could potentially provide up to 70 units in various configurations including off-street parking. New housing should be similar in character to the other Murphy Park developments.
- The east border is along 17<sup>th</sup> Street and would provide a good transition for the proposed retail immediately to the east.

**SP-19**

The general boundaries for SP-19 are:

North: N/A

East: N. Florissant Ave.

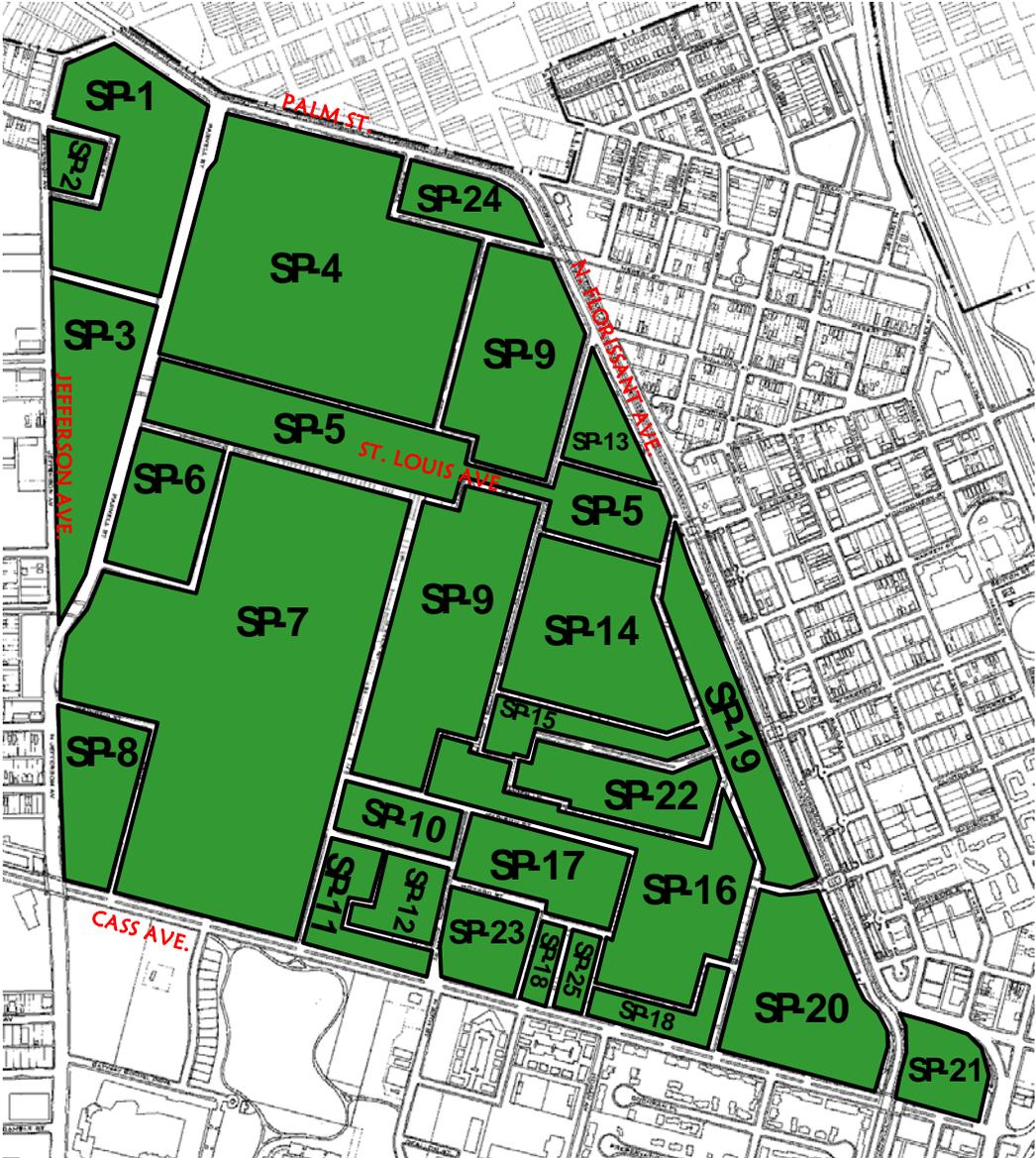
South: Madison St.

West: N. 17th St. and the proposed extension of N. 18th St.

**Recommendations**

- Develop a mixed-use corridor in this 9.8-acre parcel that would be reconfigured to minimize curb cuts onto North Florissant. There may be relocations and demolitions needed to allow for the proposed development. This development will buffer from the heavily traveled North Florissant corridor with the single-family dwellings to the west.
- Provides 100,000 SF of ground level retail/commercial uses with the potential to expand for second-floor businesses. (Building Type I)
- The second and third floors provide the opportunity for 160 apartments.
- It is anticipated that these buildings would be minimum 60' in depth to optimize retail opportunities.
- Convenience shopping amenities as well as neighborhood commercial and storefront restaurants should be encouraged.
- This area is part of a larger development that is continued in the Old North St. Louis neighborhood and is referenced in district ON-3.
- Off-street parking is provided on the west side of the development and should meet the design





St. Louis Place Development Districts  
See Map Appendix



standards. Landscape and lighting should be designed to control the aesthetics and buffer the adjacent residential development, but should not become a visual nuisance.

**SP-20**

The general boundaries for SP-20 are:

North: Madison St.

East: N. Florissant Ave., N. 14th St.

South: Cass Ave.

West: N. 17th St.

It is anticipated that the new Mississippi River bridge and the MetroLink expansion will add to the future marketability of the proposed facilities. The Mississippi River crossing plan as depicted here is subject to change based on the bridge planning process. Additionally, as the Downtown Now plan is being implemented, providing new opportunities along Laclède's Landing and Washington Avenue, the need for retail and commercial uses will increase because of the increased population in this and adjacent areas. This location is strategically located at the heart of the developments already underway.

**Recommendations**

- One of the first developments within the Fifth Ward should be the development of a 14 acre commercial area, yielding 185,000 SF of ground-level retail and 21,000 SF of restaurant space (Building Type L). Minimal relocation and demolition may be necessary to assemble the commercial site.
- This retail development provides exceptional

opportunity for a 60,000 SF retail anchor on the southwest corner of the property. This development is adjacent to the proposed MetroLink stop.

- Within the development is the Cass Avenue Bank, which should be listed on the National Register of Historic Places. It should be considered for a themed restaurant.
- Special consideration of the architectural character of this area should be taken, as well as the scale of the architecture with respect to pedestrians along North Florissant.
- It is imperative to provide a high level of landscape treatment within the development, including the parking lot areas to provide a clean, beautified community.

**SP-21**

The general boundaries for SP-21 are:

North: N. Florissant Ave.

East: N. Tucker Blvd.

South: Cass Ave.

West: N. 14th St.

The area is well-defined by highly-traveled streets.

**Recommendations**

- It is recommended that a four-level, 500-car parking garage be constructed upon completion of the MetroLink expansion near the intersection of N. 14th Street and N. Florissant (at the northwest corner of this development district).



The parking garage should have 18,000 SF of commercial/retail space fronting North Florissant to avoid a dead street façade appearance. The parking garage will be optimized by the shared use of daytime office workers and nighttime theatergoers as well as MetroLink commuters.

- A 40,000 SF office building is proposed at the corner of Cass Ave and N. 14th St. (the southwest corner of the development district).
- The intersection of N. Florissant Ave. and N. Tucker Blvd. (the northeast corner of the district) is uniquely situated to allow for a movie theater, an amenity requested by the community during public meetings.
- The historic Cruden Branch Library (formerly the Pulaski Savings Association, at the intersection of Cass Avenue and E. 14th Street) is eligible for the National Historic Register. It is recommended that a unique restaurant or bar be developed in this location.
- Special attention should be given to themed architectural buildings and should at least meet the requirements of Building Type L.
- There may need to be minor relocations for the redevelopment of this important corner site.

**SP-22**

The general boundaries for SP-22 are:  
North: N. Market St.

East: the proposed extension of N. 18th St.,  
N. 18th St.

South: Maiden Ln.

West: between N. 20th St. and N. 19th St.

This area is located within the Clemens House / Columbia Brewery Historic District.

**Recommendations**

- No changes to this district are recommended.

**SP-23**

The general boundaries for SP-23 are:

North: Howard St.

East: N. 19th St.

South: Cass Ave.

West: N. 20th St.

West: N. 23rd St.

This is the Blewett School campus.

**Recommendations**

No changes to this district are recommended.

**SP-24**

The general boundaries for SP-24 are:

North: Palm St.

East: N. Florissant Ave.

South: Hebert St.

West: N. 23rd St.

This area is home to the Little Sisters of the Poor



elderly housing.

**Recommendations**

No changes to the district are recommended.

**SP-25**

The general boundaries for SP-25 are:

North: Mullanphy St.

East: the alley west of Hogan St.

South: Cass Ave.

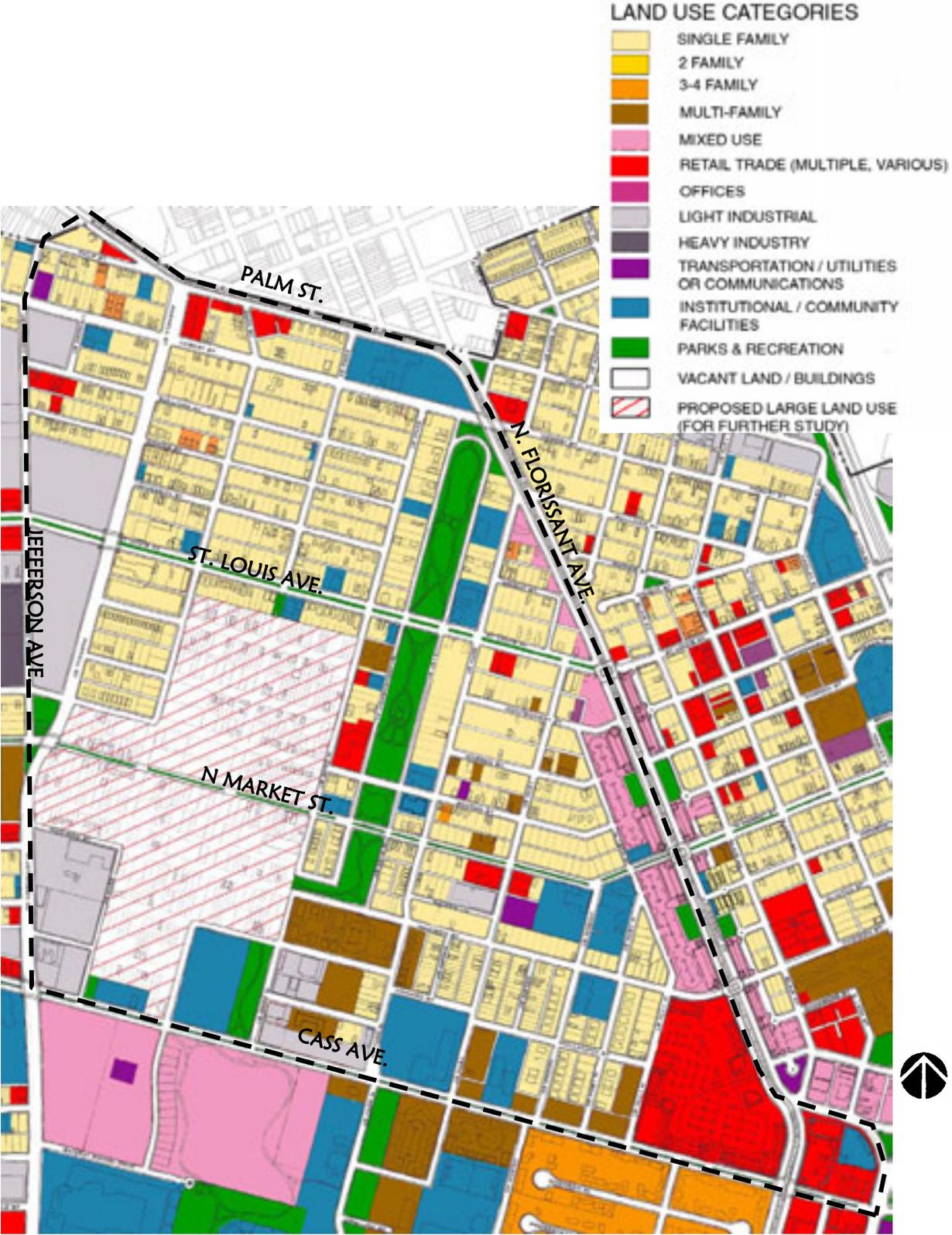
West: the alley east of N. 19th

This area is home to the historic Clemens House and falls within the Clemens House / Columbia Brewery Historic District.

**Recommendations**

- The Clemens House should be preserved and redeveloped as an office/conference facility or a museum.

See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.

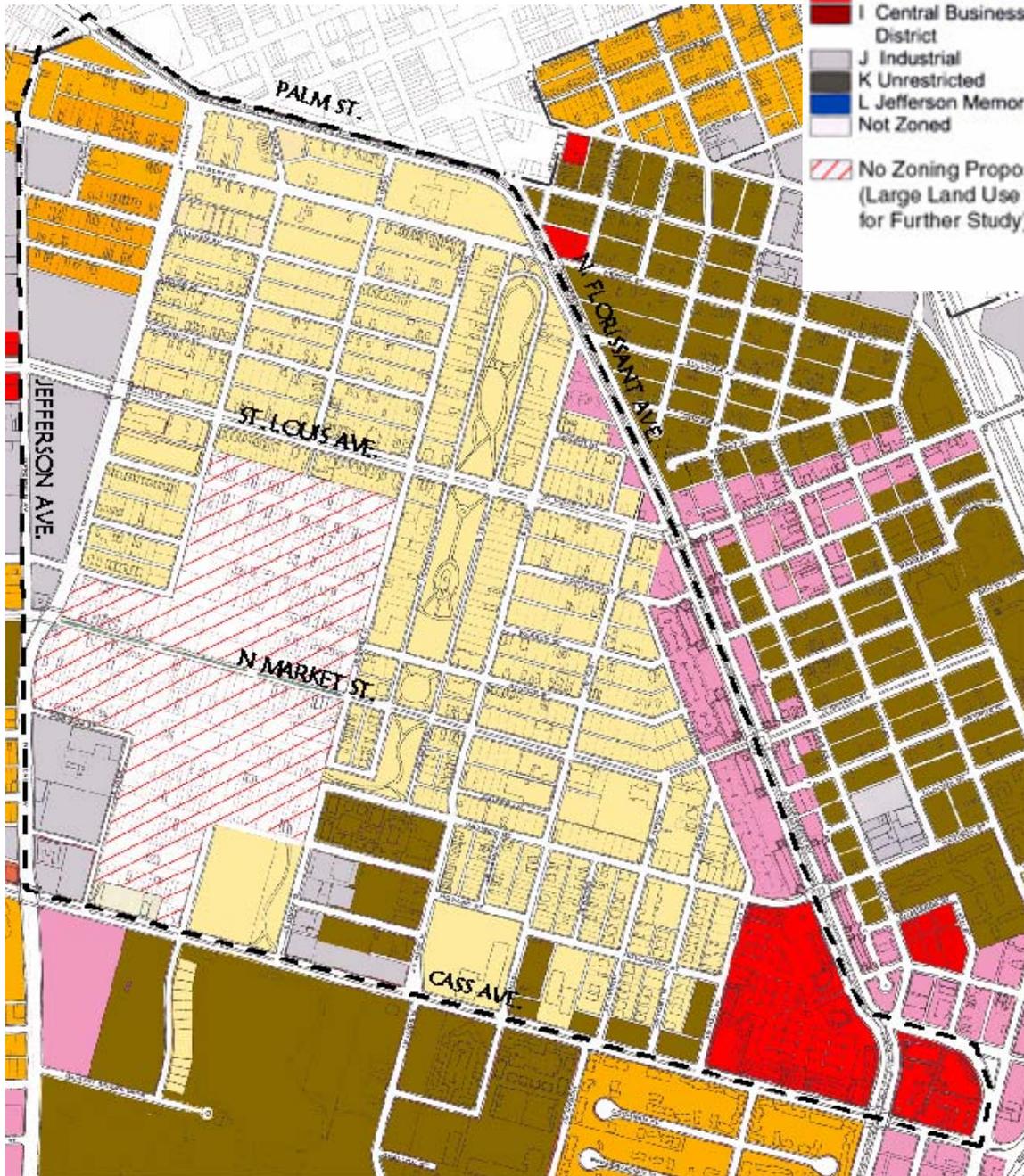


**Proposed Land Use**



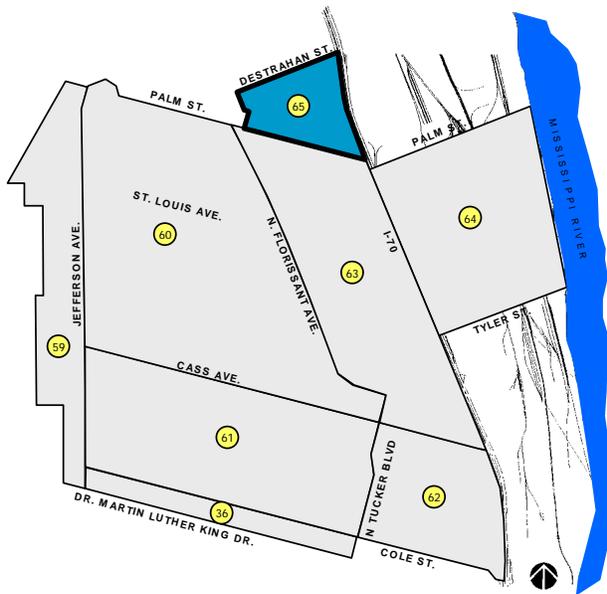
Zoning Legend

- A Single Family
- B Two Family
- C Multiple Family
- D Multiple Family
- E Multiple Family
- F Neighborhood Commercial
- G Local Commercial And Office
- H Area Commercial
- I Central Business District
- J Industrial
- K Unrestricted
- L Jefferson Memorial
- Not Zoned
- No Zoning Proposed. (Large Land Use for Further Study)



Proposed Zoning

## Hyde Park Focus Area



- The portion of the neighborhood south of Angelrod Street is eligible for the National Historic Register. Much of this area is currently single-family residential, with several blocks needing significant infill.
- The infill opportunities within this Hyde Park district allow 85 new homes on lot sizes of 25-30' in width. (Building Types B and C)
- It is recommended that the eastern edge of this neighborhood be screened/buffered by landscape and possible highway soundwalls.

### HP-2

The general boundaries for HP-2 are:

North: Angelrod St., Herder St.

East: N. 11th St./ I-70

South: Palm St.

West: N. 19th St., Blair St.

The existing area is sparsely covered by single-family residential north of Buchanan Street. This area is primarily defined by blocks of existing light industrial.

### Recommendations

- The eastern edge should be screened/buffered with landscape sound wall along I-70.
- North of Buchanan St. there is an opportunity for 14 new homes on lot sizes of 25-30' in width. (Building Types B and C)
- Strodtman Park is to remain but minor improve-

## Recommendations for Development Districts

### HP-1

The general boundaries for HP-1 are:

North: Drestrehan St.

East: N. 11th St./ I-70, Blair Ave., 19th St.,  
Angelrod St., Herder St.

South: Palm St.

West: N. 21st St.

The northwestern portion of the area is in the Historic Hyde Park District. The southeastern portion of this area is in the Old North St. Louis (Murphy Blair) Historic District.

### Recommendations

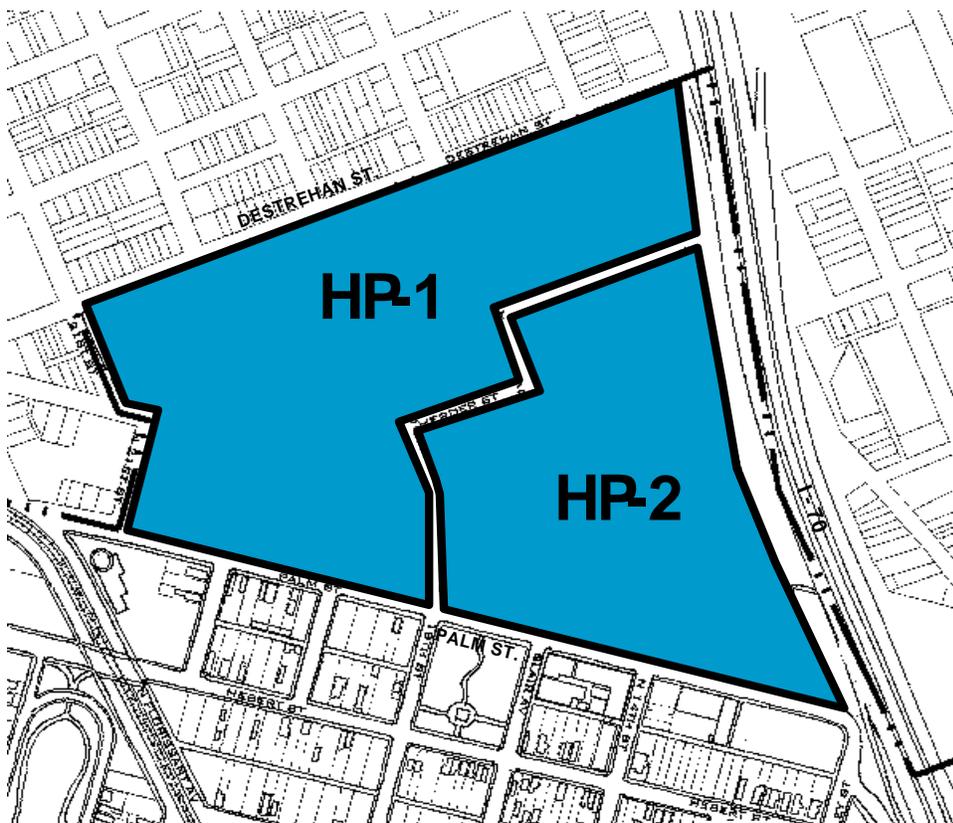
## Hyde Park Focus Area

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ments should be made to the facility.

- The existing residence at the northwest corner of Klein and Buchanan Streets should be explored for historic and architectural significance.
- The three remaining lots on the southwest corner of Blair Ave. and Herder St. should be used for industrial purposes. (Building Type J)

See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.

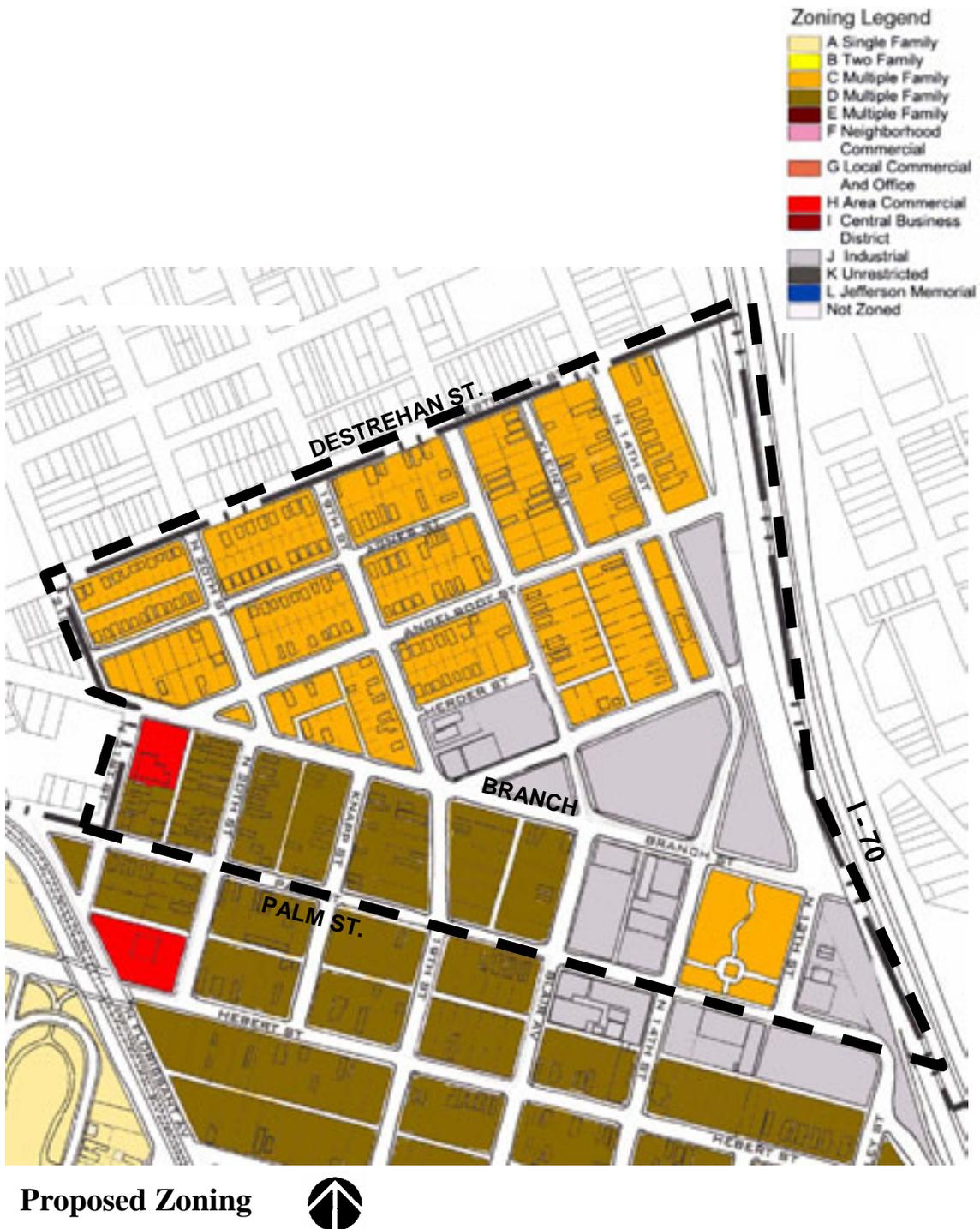


**Hyde Park Development Districts**  
See Map Appendix

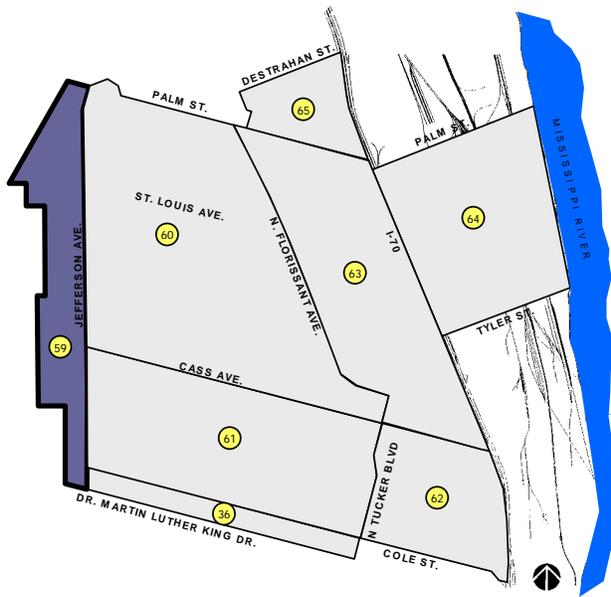


Proposed Land Use





## JeffVanderLou Focus Area



- This area is to remain single-family residential with 25' to 30' lots.
- The southern and eastern borders are flanked by light industrial users and will require appropriate buffering.
- There are very few vacant parcels within this district, thus lending itself to 18 potential infill homes. (Building Type A— 50' sub-dividable only, B or C. See Section 16 for specific building with specific lot size)
- This infill housing relates primarily to the single-family development to the west of Glasgow (Ward 19) and should be maintained to ensure long-term viability.

**JeffVanderLou Development Districts**  
See Map Appendix

## Recommendations for Development Districts

### JVL-1

The general boundaries for JVL-1 are:

North: Palm St.

East: Jefferson Ave., Elliott Ave.

South: the alley between Hebert St. and Sullivan Ave, Dodier St.

West: Glasgow Ave.

This portion of JVL represents the northeast terminus of the neighborhood with altering geometry of the street grid.

### Recommendations

### JVL-2

The general boundaries for JVL-2 are:

North: the alley between Hebert St. and Sullivan Ave.

East: Jefferson Ave., Elliott Ave.

South: Benton St., N. Market St., the alley between St. Louis Ave. and University St.

West: Leffingwell Ave., Glasgow Ave., Elliot Ave.

This area is primarily characterized by existing light industrial uses and large vacant lots.

### Recommendations

Relocation of some structures would be required to assemble 17 acres of new light industrial and 10,000 SF of neighborhood commercial at the corner of St. Louis Avenue and Jefferson Avenue. Building Type



- On the northwest corner of St. Louis Ave. and Leffingwell there is an opportunity for mixed use infill (Building Type H) yielding 3,000 SF of retail/commercial on the first floor. This area would help to serve employees of adjacent light industry and the surrounding JVL neighborhood and act as a hub of activity along St. Louis Avenue. Neighborhood oriented retail and service type establishments such as outdoor coffee shops, cafes, and convenience stores should be considered for this area.

**JVL-4**

The general boundaries for JVL-4 are:

North: N. Market St., Benton St.

East: Jefferson Ave.

South: the first alley south of Howard St.

West: Leffingwell Ave.

A significant portion of the residential housing within the Fifth Ward portion of the JVL neighborhood is found between Jefferson Avenue and Leffingwell, along the southern border of Howard Street and Benton Street to the north. Existing lot sizes range from 25-30' in width. Scattered-site public housing is also found within this area.

**Recommendations**

- Sites for additional 46 infill units can be developed. (Building Types A—50' sub-dividable only, B and C. See Section 16 for specific building type with specific lot size)
- A half-block area along Jefferson Avenue has

been designated as multi-family, which will yield 18 homes. (Building Types K1, K2)

- North Market, which is recommended to become a boulevard street, provides an east-west linear connection to open space amenities and schools within the ward. It is anticipated that this will become a safe pedestrian link between the Nineteenth Ward to the west and the Fifth Ward.
- The area is bordered by light industrial on both the south and north. It is important that this residential development district be connected to the neighborhoods to the west.
- The 2600 and 2700 blocks of Howard Street are recommended for the National Register Historic District.
- 2628-2634 Howard Street are recommended for the National Register Historic District.

**JVL-5**

The general boundaries for JVL-5 are:

North: the first alley south of Howard St.

East: Jefferson Ave., Elliot Ave.

South: Cass Ave., Sheridan Ave.

West: Leffingwell Ave.

**Recommendations**

- The existing parcels on the northwest corner of Jefferson Ave. and Cass Ave should remain



commercial uses with new structures. (Building Type L)

- The remaining parcels within the Development District, approximately 4.2 acres, should be for light industrial uses with proper screening/ buffering from nearby residential. (Building Type J)

### JVL-6

The general boundaries for JVL-6 are:

North: Sheridan Ave., Cass Ave.

East: Jefferson Ave.

South: the alley between Thomas St. and James “Cool Papa” Bell Ave.

West: Elliot Ave., area between Leffingwell Ave. and Elliott Ave.

This is the home of the St. Louis Fire Department training center and museum. Expansion of the facility is expected to occur one half-block south of Thomas Street. This public facility provides additional awareness and stabilization of public amenities within the ward.

### Recommendations

- No changes to the district are recommended.

### JVL-7

The general boundaries for JVL-7 are:

North: Sheridan Ave., Thomas St., the alley between Thomas St. and James “Cool Papa” Bell Ave.

East: area between Leffingwell Ave. and Elliott Ave.

Elliott Ave., Jefferson Ave.

South: Dayton St.

West: Leffingwell Ave.

### Recommendations

- Area to remain residential in character with 25-30’ wide lots. This will yield a potential for 41 new infill homes. (Building Type A—50 ‘ subdividable only, B or C. See section 16 for specific building type with specific lot size)
- No demolitions or removals of existing homes anticipated. This area needs further stabilization to the south and west.
- The 2700 block of James “Cool Papa” Bell is recommended for a National Register Multiple Property District. (See Section 15—Historic Preservation for definition)
- 2618-2634 James “Cool Papa” Bell is eligible for National Register status.
- 2614 James “Cool Papa” Bell—Morningstar Baptist Church is recommended for the National Register.

### JVL-8

The general boundaries for JVL-8 are:

North: Dayton St.

East: Jefferson Ave.

South: Dr. Martin Luther King Dr.

West: Elliott Ave.

This narrow development area has excellent access to Jefferson Avenue. The south portion of the development area is home to a district police station, which fosters a sense of safety to residents.

### **Recommendations**

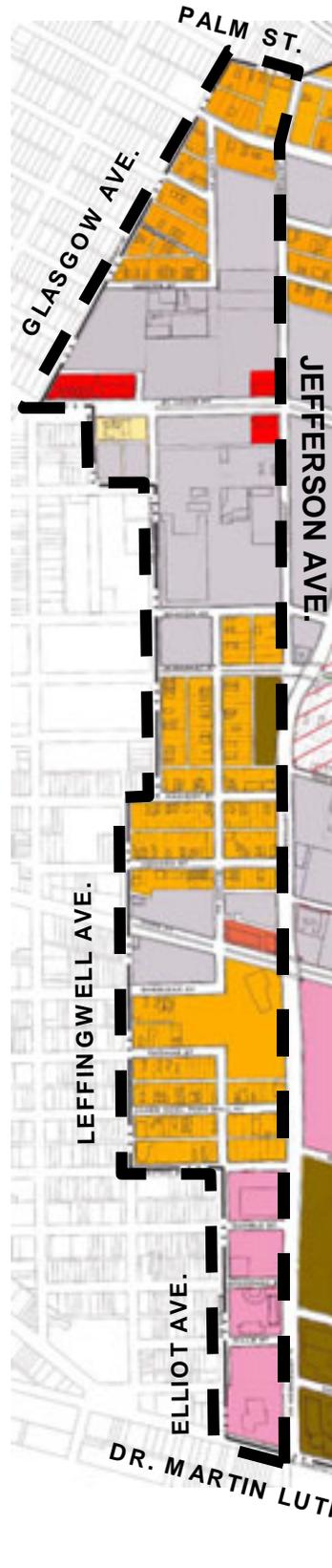
Given this location's proximity to schools, the police station and housing developments in the Fifth and Nineteenth Wards, accessibility by bus and location along a major commuter route, there is a potential for neighborhood commercial services such as a daycare center. Removal of one structure may be necessary. (Building Type L)

See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.



**Proposed Land Use**





**Zoning Legend**

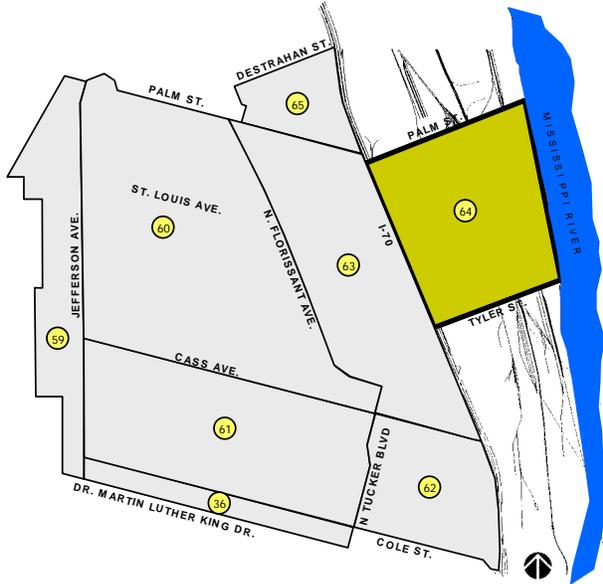
- A Single Family
- B Two Family
- C Multiple Family
- D Multiple Family
- E Multiple Family
- F Neighborhood Commercial
- G Local Commercial And Office
- H Area Commercial
- I Central Business District
- J Industrial
- K Unrestricted
- L Jefferson Memorial
- Not Zoned



**Proposed Zoning**



## Near North Riverfront Focus Area



### Recommendations for Development Districts

#### NNR-1

The general boundaries for NNR-1 are:

North: Palm St.

East: the Mississippi River front

South: Tyler St.

West: I-70

#### Recommendations

- This area east of I-70 is also being studied as an overall river front plan, distinct from this study.
- Light industrial uses should be the predominant land use for this area.

- A total of 12 acres for light industrial use could be made available by reconfiguring land use and some street closures. This would make more industrial land available for new businesses and those business to be displaced by the bridge development. These sites are not calculated into the total net gain of light industrial. (see Proposed Land Use Map) There may be relocation and some demolition to accomplish this.
- Adaptive reuse of the existing residential buildings for commercial uses to support the industries and employees is recommended.
- The North Broadway Industrial Corridor, Tyler St. north to Palm; 10th St. east to 1st St., is recommended for inclusion in a National Register Multiple Property District. (See Chapter 15—Historic Preservation for definition)
- Since the proposed riverfront bike trail will cross the eastern edge of the neighborhood, it is recommended that the above-grade railroad truss on the south side of North Market Street be reused and extended north to meet the pedestrian bridge which crosses over I-70 to Jackson Park. The new Mississippi River bridge, as depicted here but which is subject to change based on the bridge planning process, will require that the pedestrian bridge be rebuilt. Therefore, this trail would serve as a connection to the Fifth Ward neighborhoods.
- The addition of an on / off ramp at St. Louis Avenue is proposed by the Missouri Department

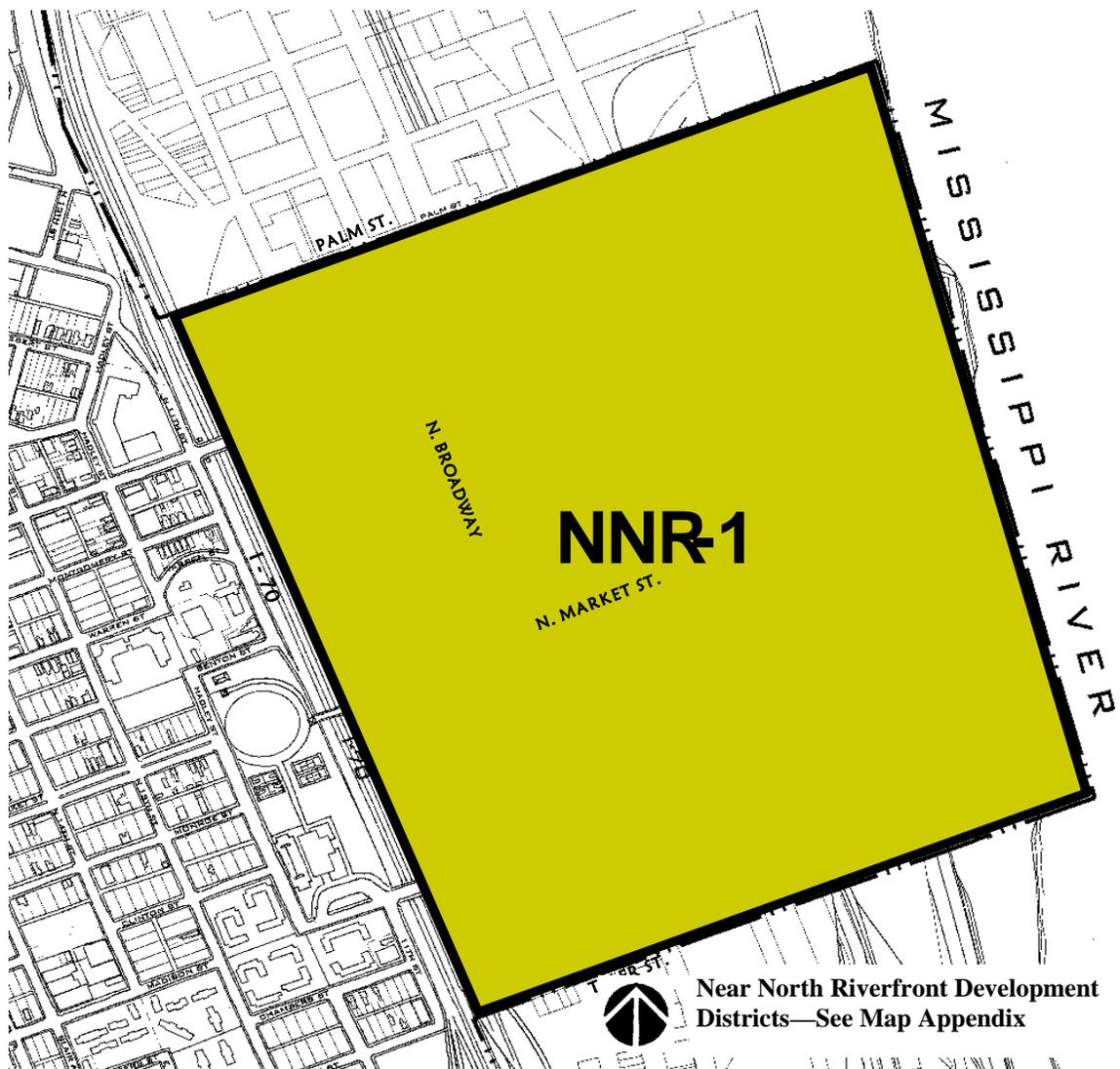
## Near North Riverfront Focus Area

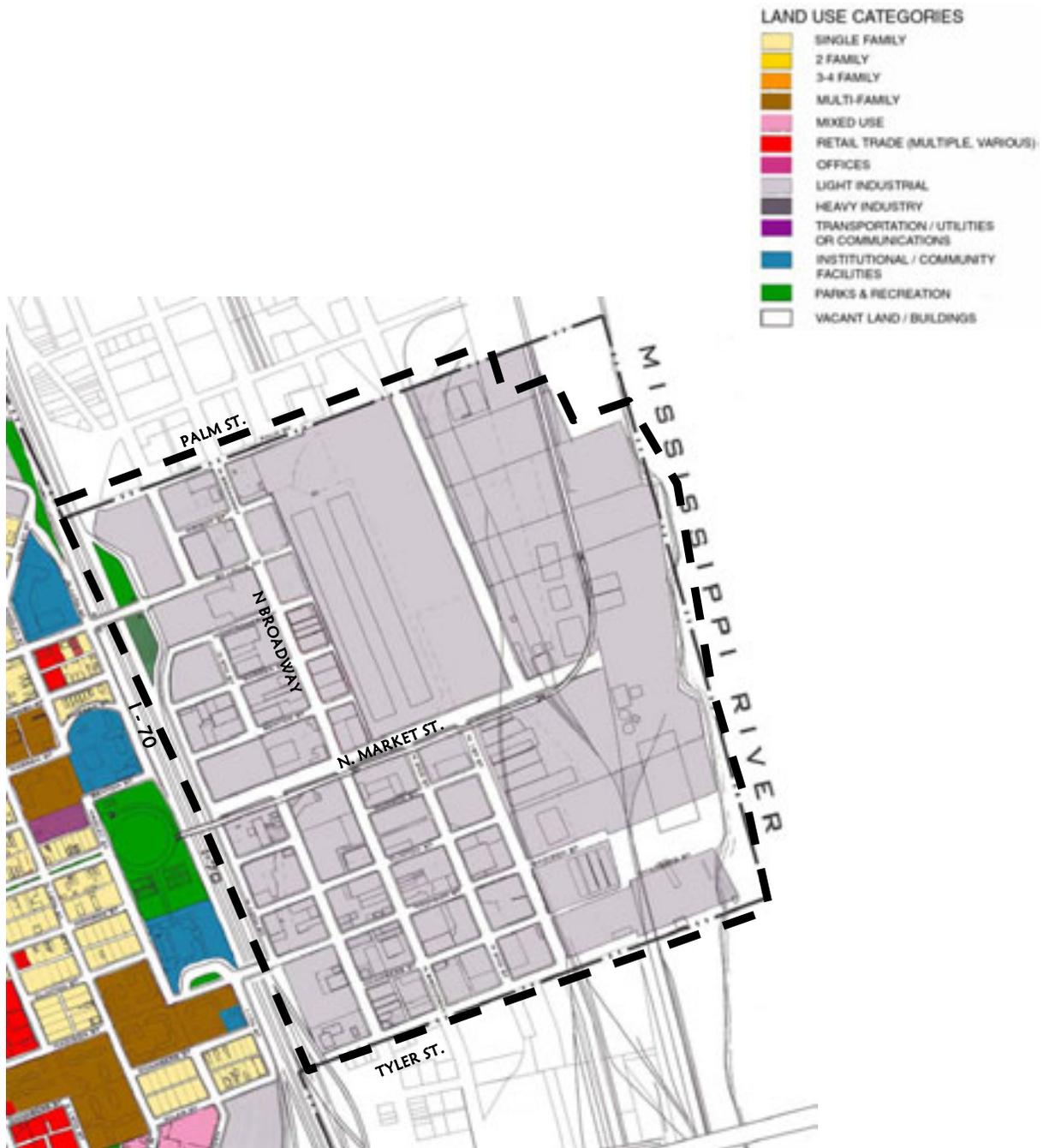
of Transportation to improve highway access. No westbound truck traffic should be permitted beyond 11<sup>th</sup> Street on St. Louis Ave.

- The existing right-of-way on 10<sup>th</sup> Street should be reduced to allow for a landscape buffer along I-70 for improved aesthetics into the city and views from the western portion of the Fifth Ward. This should be considered during the new bridge development project.
- Many of the streets in this neighborhood are in

poor condition and require new curbs, improved lighting, and sidewalk enhancements. In an effort to revitalize this part of the community, streetscape improvements and closer monitoring of truck regulations should be implemented.

See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map,





**Proposed Land Use**

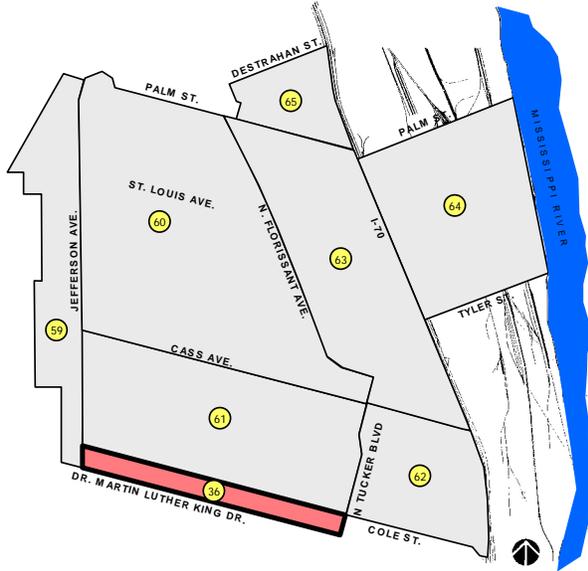
**Zoning Legend**

- A Single Family
- B Two Family
- C Multiple Family
- D Multiple Family
- E Multiple Family
- F Neighborhood Commercial
- G Local Commercial And Office
- H Area Commercial
- I Central Business District
- J Industrial
- K Unrestricted
- L Jefferson Memorial
- Not Zoned



**Proposed Zoning**

## Downtown West Focus Area



### Recommendations for Development District

#### DW-1

The general boundaries for DW-1 are:

North: Cole St.

East: N. Tucker Blvd.

South: Dr. Martin Luther King Drive

West: N. 20th St.

This is the northern edge of the Downtown West development area and currently has light industrial and commercial land uses.

#### Recommendations

No changes to this district are recommended.

#### DW-2

The general boundaries for DW-2 are:

North: Cole St.

East: N. 20th St.

South: Dr. Martin Luther King Drive

West: Jefferson Ave.

This area, a continuation of Districts CR-6 and CR-7, is comprised of the existing and proposed Balke Brown & Associates warehousing development.

#### Recommendations

- Develop the 3-acre parcel at the corner of Dr. Martin Luther King Drive and Jefferson Avenue (the site of the existing RV Park) into a new two to three story elderly housing development with 125 units. Projections are that by the year 2002 (See Section One of the Appendix), 13% of the Ward population will be 65+ and may need more housing. This area, being across from the police facility, will be safe. It will be convenient because of the close proximity to the proposed mixed use area along Jefferson Ave. and there is easy access to transportation. There is also opportunity for seniors to become mentors for the educational entities within walking distance. In addition, this parcel would provide architectural definition for the corner.

This recommendation has been included as part of District CR-7 as it relates to the educational and recreational recommendations for Carr Square.

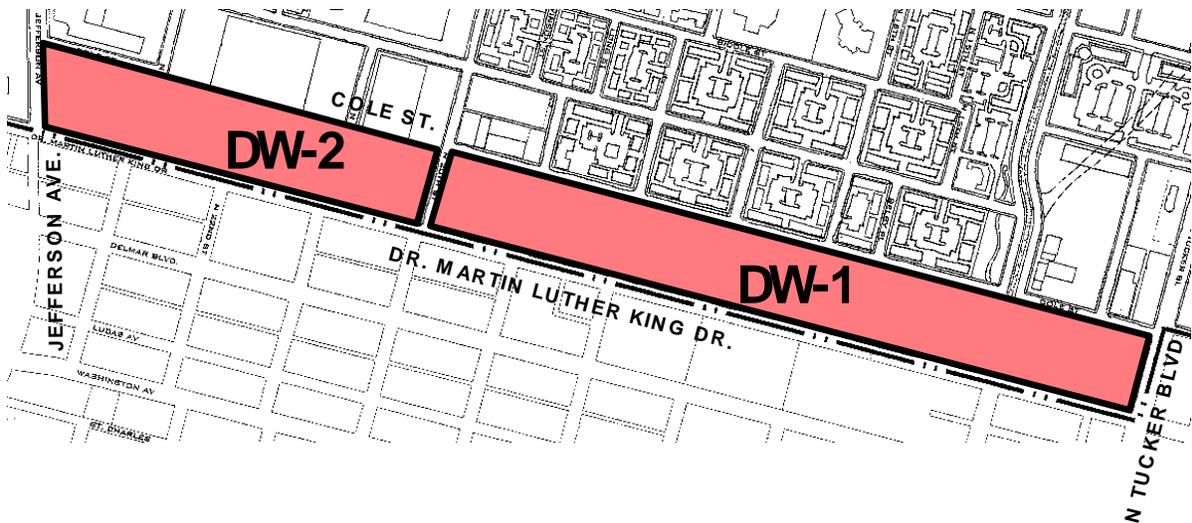
The financial analysis for this development is

## Downtown West Focus Area

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included in the Carr Square tabulations. Refer to Chapter 7 of the Appendix for additional detail.

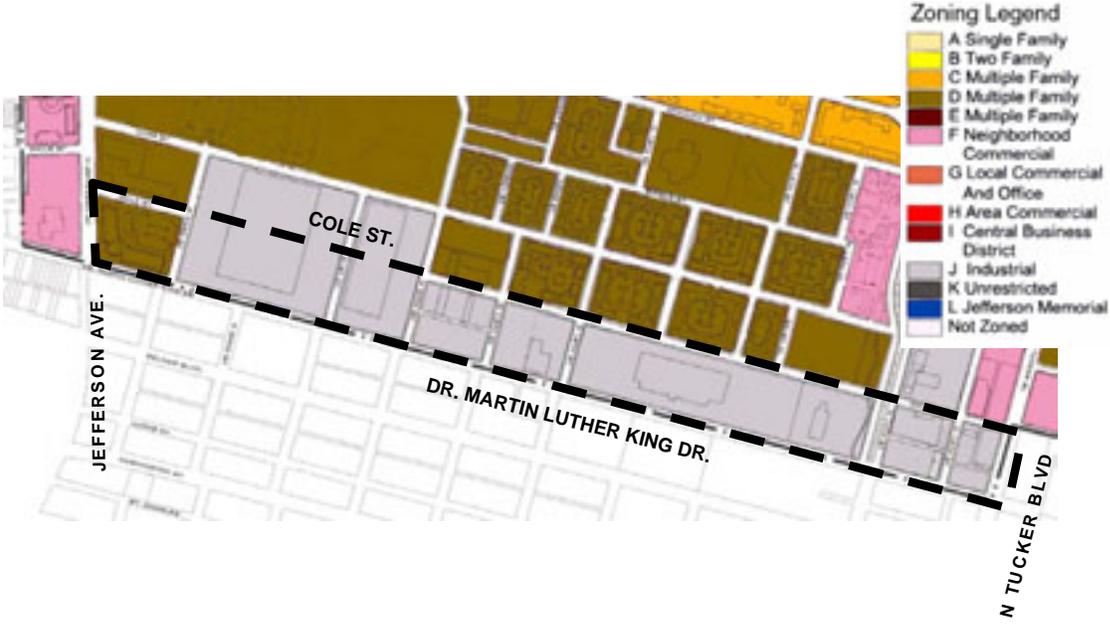
See Chapter 22 of the Appendix for all section maps including the entire Proposed Land Use map and the Proposed Zoning map.



Downtown West Development Districts—See Map Appendix



Proposed Land Use



Proposed Zoning



## Phasing Issues

Due to the ever-changing market place, the phasing of projects is not easily defined or attached to a timeline. It is for these reasons that projects are identified based on the following criteria and developmental factors:

1. Market/community needs today
2. Future market projections
3. Transportation phasing
4. Public funding opportunities
5. Development compatibility
6. Ease of land acquisition/assembly
7. Infrastructure needs
8. Completion of design studies
9. Financing/interest rates
10. Historical factors
11. Environmental issues
12. Political issues
13. Quality of life needs “beautification”
14. Stabilization/safety of adjacent land uses
15. Cost of construction/labor force

Areas of phasing opportunities are indicated on the following map. These projects could be further defined into finer phases based on the developer’s needs/insertion into the market place. In an effort to provide a realistic strategy to phasing and possible time frames the following approach was used:

### Phase 1 (2000-2007)

- Convenience Retail - 125,000 SF
- Restaurants - 40,000 SF
- Light Industrial - 15 Acres

- New Housing (non-subsidized) - 450 Units
- New Subsidized Housing - 125 Units
- St. Louis Ave. Improvements (E. of Florissant)
- Completion of Cass Ave. Improvements
- North Market Improvements
- Open Space Improvements

### Phase 2 (2000-2015)

- Convenience/Mixed Use - 125,000 SF
- Restaurants - 20,000 SF
- Light Industrial - 20 Acres
- New Housing (non-subsidized) - 250 Units
- Subsidized Housing - 250 Units
- Office Development - 90,000 SF
- North Florissant Phase 1 Improvements
- St. Louis Ave. Improvements (W. of Florissant)

### Phase 3 (2010-2020)

- MetroLink Expansion
- Mississippi Bridge Expansion
- Budget Style Hotels
- Mixed Use Development - 200,000 SF
- Restaurants - 20,000 SF
- Movie Theater/Parking Garage
- Light Industrial - 10 Acres
- New Housing (non-subsidized) - 500 Units
- Subsidized Housing - 250 Units
- North Florissant Phase 2 Improvements
- Jefferson Ave. Improvements

### Phase 4 Beyond 2015

- Mixed Use Development - 100,000+ SF
- Commercial - 100,000+ SF
- In-fill Housing

## Phasing

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- Light Industrial - 7+ Acres
- In-fill Commercial within Historical Area

One key phasing issue is the streetscape infrastructure improvements for St. Louis Avenue, N. Market Street, Cass Avenue, Jefferson and North Florissant. These projects should be considered prior to or during the redevelopment of adjacent phases. Streetscape improvements should be considered as catalysts for development and should be implemented to improve aesthetics, safety and as identification for revitalization. These improvements are identified by phase.

Another key issue taken under consideration as part of the approach to phasing is adjacency to existing new development and the ease of defined developable areas. For example, areas which do not have expanses of continuous vacant lots are not as attractive to a developer seeking to simplify construction mobilization. Reassurance of existing adjacent land improvements such as street improvements or new housing would provide some sense of security for further development

The proposed Phasing Plan takes into consideration that overlap of development opportunities can take place. No one phase is more or less important than another, but is simply a response to market demands, land availability and other development factors that will stimulate growth. The priority of the first phase was to not only satisfy the current market place, but to stabilize the existing assets. This plan makes every effort to avoid an erratic approach to development. Areas that require in-fill housing within historic districts will move at a much slower pace than

large new residential developments. It is for these reasons that placing a phase to such development areas may not be realistic, but instead will continue to progress as stabilization continues.

 Project Phasing

