

STRATEGIC LAND USE PLAN  
AMENDMENT NO. 12/2015  
Per 89.340 RSMo (2000) As Amended  
CERTIFIED COPY



CITY OF ST. LOUIS  
**PLANNING & URBAN  
DESIGN AGENCY**

FRANCIS G. SLAY, Mayor

*Susan A. Stauder* *Feb. 4, 2015*  
SUSAN A. STAUDER, CHAIRMAN DATE  
PLANNING COMMISSION  
File No. PDA-155-04-COMP

**Final Approved February 4, 2015**

**To:** City of St. Louis Planning Commission

**From:** Don Roe

**Subject:** Amendment of the Strategic Land Use Plan (2005) of the St. Louis Comprehensive Plan  
*(Amendment #12 -- Cass Ave., Jefferson Ave./Parnell St., Montgomery St., N. 22nd St. Redevelopment Area)*

**Date:** February 4, 2015

### Executive Summary

The Presentation and Public Hearing for proposed Amendment #12 of the Strategic Land Use Plan of the St. Louis Comprehensive Plan will be held at the February 4, 2015 Planning Commission meeting. The public review period opened on January 13, 2015 and will end on February 4, 2015.

The proposed amendment is based on a proposed Chapter 99 Blighting Study and Redevelopment Plan that was initiated by the Land Clearance for Redevelopment Authority (LCRA) of the City of St. Louis. The Redevelopment Plan for the Cass Ave., Jefferson Ave./Parnell St., Montgomery St., N. 22nd St. Redevelopment Area would facilitate the long-term development of an approximately 142-acre area and as the site for a relocated facility for the National Geospatial-Intelligence Agency.

The proposed amendment proposes changing four of the proposed Redevelopment Area's existing Strategic Land Use Categories to a fifth category -- Opportunity Area. This would, in effect, mean that the entire Redevelopment Area would be classified as an Opportunity Area.



## Recommended Action

That the Planning Commission **adopts and approves Amendment #12 of the Strategic Land Use Plan of the St. Louis Comprehensive Plan.**

## Background

The Strategic Land Use Plan (SLUP) was initially adopted on January 5, 2005 and has been amended subsequently as part of the St. Louis Comprehensive Plan. Section 3.48.100.A of the St. Louis City Revised Code provides that “the adoption of a Comprehensive Plan or of any part, amendment, revision, extension or addition shall be by resolution of the Planning Commission carried by the affirmative votes of a majority of all the members of the Planning Commission at a regular or special meeting thereof.” Prior to adoption or amendment, the Planning Commission shall conduct a public hearing as part of the review and approval process. Adoption and all amendments to the SLUP have been implemented according to procedures required by City Code and Section 89.360 RSMo. (2000).

The attached Exhibit “A” provides background information and a rationale for the proposed SLUP amendment. This document has been available for public review on PDA’s website (<https://www.stlouis-mo.gov/government/departments/planning/planning/adopted-plans/strategic-land-use/Amendments.cfm>) since January 13, 2015. More detailed information has been compiled and will be presented in the following narrative, and a presentation will be made by PDA staff at the February 4, 2015 Planning Commission meeting. The final resolution for SLUP Amendment #12, as approved on February 4, 2015, is available at PDA’s office and on PDA’s website.

- The proposed SLUP amendment is based on a proposed Chapter 99 Blighting Study and Redevelopment Plan for the Cass Ave., Jefferson Ave./Parnell St., Montgomery St., N. 22nd St. Redevelopment Area. The Redevelopment Plan would facilitate the long-term development of an approximately 142-acre area and as the site for a relocated facility for the National Geospatial-Intelligence Agency.
- The Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22nd St. Redevelopment Area is approximately 142 acres in size and is located in the St. Louis Place and Carr Square neighborhoods. It is located northwest of Downtown and is in the heart of the NorthSide Regeneration Area, a large TIF district that includes large concentrations of blighted properties. It is also located in an area covered by A Plan for the Neighborhoods of the 5th Ward, a Neighborhood Plan adopted by the Planning Commission in March 2002. The Redevelopment Area includes 554 parcels -- comprising approximately 106 acres -- and rights-of-way -- comprising 36 acres. The site includes a portion of the former Pruitt-Igoe housing development and an area extending northward to the alley located south of St. Louis Ave., between N. Jefferson Ave./Parnell St. on the west and N. 22nd St. on the east.
- The majority of the Redevelopment Area consists of vacant land. 82.5 acres of the Redevelopment Area’s 106 acres of land is vacant land (77.8% of the land). Other significant land uses include industrial (6.9 acres) and residential (6.2 acres). Most of the residential uses are single-family buildings. Other land uses include institutional and commercial. Larger noteworthy uses include Faultless Healthcare Linen, 1615 N. 25th St.; The Rhema Church, 2233 Cass Ave.; True Grace Baptist Church, 2319 Cass Ave.; Grace Hill Head Start, 1819 N. 22nd St.; and Ameren, 1420 24th St. The Redevelopment Area is in poor condition. A

significant number of the Redevelopment Area's buildings are currently vacant. Of the 138 buildings in the Redevelopment Area, 10 of the buildings (7%) were classified as being Dilapidated, while 72 of the buildings (52%) were classified as being Major Repair. A field survey of the Redevelopment Area was conducted by PDA staff in January 2015.

- As stated previously, the Redevelopment Area is located in an area with large concentrations of blighted properties. Several adjacent uses are solid assets. Examples include The Griot Museum of Black History, 2505 St. Louis Ave.; St. Louis Place Park; St. Stanislaus Kostka Polish Catholic Church, 1413 N. 20th St.; Murphy Park Apartments, 1920 Cass Ave.; DeSoto Park; Gateway Middle School, 1200 N. Jefferson Ave.; St. Louis Fire Department Headquarters, 1421 N. Jefferson Ave.; and Sensient Colors LLC, 2515 N. Jefferson Ave. The main portion of the St. Louis Place National Historic District is adjacent to the area and partially included in the area. As part of the Federal site selection process, an environmental review of the area under the National Environmental Policy Act is underway, which includes a review of historic resources.
- The primary objectives of the Redevelopment Plan are to eliminate the blight within the Redevelopment Area and to facilitate its redevelopment into productive institutional, commercial and/or residential uses. More specifically, the Redevelopment Plan is intended to facilitate the long-term development of the area and a potential new facility for the National Geospatial-Intelligence Agency. The current National Geospatial-Intelligence Agency facility -- an arm of the U.S. Defense Department -- is located at 3200 S. 2nd St., along the Mississippi River near the Anheuser-Busch complex. Due to concerns over the age, condition and security of its existing facility, the agency is looking at several sites in the St. Louis metropolitan area to relocate to. The City of St. Louis proposes to keep the agency and its 3,100 employees in the City by having it relocate to the Redevelopment Area. The average salary of the facility's employees is approximately \$75,000, who collectively pay approximately \$2.3 million in earnings tax to the City. It's expected that the agency will select a site by 2016 and complete its move in 2021 or 2022. The City's Board of Aldermen adopted Resolution #72 on June 6, 2014, requesting that the National Geospatial-Intelligence Agency "make keeping these jobs within the City of St. Louis a top priority as they consider relocation sites".
- The proposed facility would be located north of Cass Ave., although it may require some additional land south of Cass Ave. The proposed land uses for the Redevelopment Area are broadly identified as "Institutional, Commercial and/or Residential Use", as shown in the attached Blighting Study and Redevelopment Plan's Project Area Plan. This designation would also apply if the agency didn't relocate to the site or use any portion south of Cass Ave., although travel on Cass Ave. is expected to be retained.
- In order to prepare the site for the proposed development and demonstrate that the City has the capacity to make the site available for redevelopment, LCRA will, among other tasks, make provisions to acquire the remaining parcels in the Redevelopment Area and make provisions to vacate many, if not all, of the existing rights-of-way in the Redevelopment Area. The City (including LCRA and LRA) and NorthSide Regeneration own most of the land in the Redevelopment Area. However, approximately 25 acres of land will need to be acquired. This includes 54 vacant lots, 9 parcels with vacant buildings, approximately 41 tenant-occupied residential units, approximately 47 owner-occupied residential units and 10 non-residential occupied structures. The proposed development would require the vacation of many, if not all, of the existing streets and alleys in the Redevelopment Area. In addition, the Redevelopment

Plan allows/calls for the relocation of the occupants, demolition of buildings, environmental remediation where necessary, and the relocation of utilities. The overall redevelopment project may cost up to \$1.6 billion.

**Recommendation**

Currently, the Redevelopment Area includes the following five Strategic Land Use Categories, as shown on page 6 of Exhibit “A”: Neighborhood Preservation Area (NPA), Neighborhood Development Area (NDA), Recreational/Open Space Preservation and Development Area (ROSPDA), Institutional Preservation and Development Area (IPDA) and Opportunity Area (OA). SLUP Amendment #12 proposes changing four of the Strategic Land Use Categories -- NPA, NDA, ROSPDA and IPDA -- to the fifth Strategic Land Use Category -- OA. This would, in effect, mean that the entire Redevelopment Area would be classified as an Opportunity Area. The OA Strategic Land Use Category is defined as: “Key underutilized locations where the use of the land is in transition. Location and site characteristics of these areas offer particular challenges/opportunities that could be advantageous to a range of development activity. This designation is intended to be flexible and specific development proposals will be entertained as they present themselves.” The OA designation would accurately reflect both the existing character of the site, as well as provide the needed flexibility for other proposed development projects and proposed land uses if the proposed National Geospatial-Intelligence Agency facility is not built on the site. A summary of the approved changes is shown in the table below. Maps of the existing SLUP and approved SLUP amendment are shown on the following page.

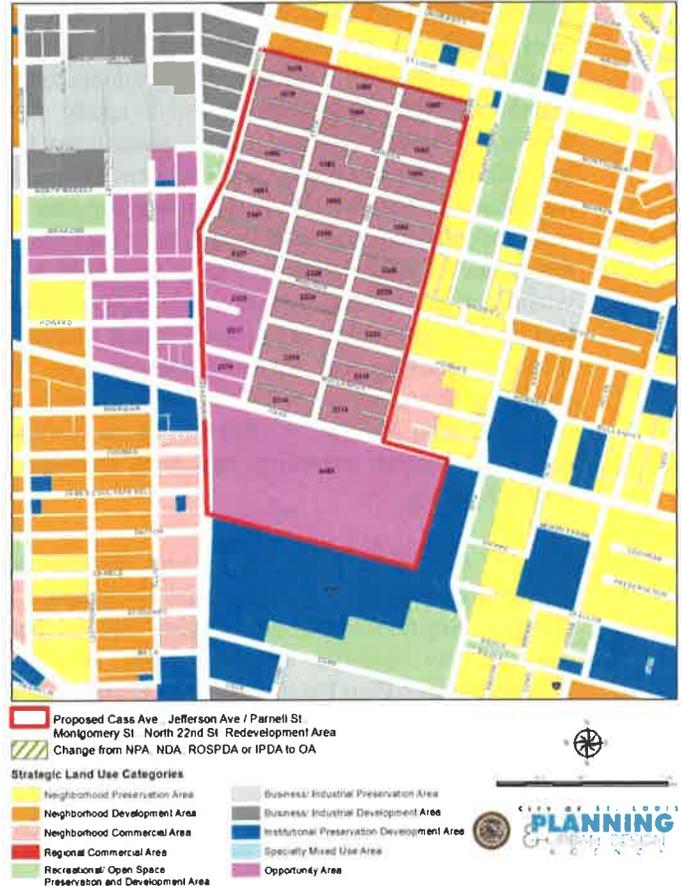
**Table of Approved Strategic Land Use Map Changes -- Amendment #12**

Description of Area or Project	Neighborhood Name	Nbr #	City Block #	Current SLUP	Approved SLUP
Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22 <sup>nd</sup> St. Redevelopment Area	St. Louis Place Carr Square	60 61	1078 1079 1080 1081 1082 1083 1084 1085 1092 1093 1094 1095 2314 2315 2318 2319 2324 2325 2327 2328 2329 2345 2346 2347	NPA NDA ROSPDA IPDA	OA

Existing Strategic Land Use Plan



Strategic Land Use Plan Approved Amendment #12



Please note that larger-scale versions of the above maps are shown on pages 6 and 7 of Exhibit “A”.

## Comments

Public comments were solicited via public notices in The City Journal and St. Louis Daily Record on Tuesday, January 13, 2015. Written and oral comments were made at the Public Hearing and prior to the hearing in care of Roman Kordal by e-mail at [kordalr@stlouis-mo.gov](mailto:kordalr@stlouis-mo.gov), by postal mail to Roman Kordal, City of St. Louis Planning and Urban Design Agency, 1520 Market St., Suite 2000, St. Louis, MO 63103, or by fax at (314) 613-7014. The public notice referenced a link to background information on SLUP Amendment #12 that was available on PDA’s website (<http://stlouis-mo.gov/planning>). (See Exhibit “A”).

Written comments by e-mail, postal mail or fax were accepted prior to the Public Hearing. Sheila Rendon opposes this project and feels the community would be better served by infill. She has been in this community for over 50 years and relocation will be financially unreasonable. Joyce Cooks stated she had not been informed of all that’s going on in Ward 3 and worries that this process is not for the public good, but rather land banking for the private gain of Paul McKee.

Chair Stauder commenced the Public Hearing on Wednesday, February 4, 2015 by having Roman Kordal present item 4, *PDA-155-04-CMP – Strategic Land Use Plan Amendment #12 – Conduct Presentation & Public Hearing – Cass Ave., Jefferson Ave./Parnell St., Montgomery St., N. 22<sup>nd</sup> Redevelopment Area*. He provided a PowerPoint overview of the proposed amendment to the plan and summarized the handouts that had been previously provided to the Commissioners, previously available on the City's website, and available to the public at this meeting. Following his presentation, members of the public were invited to speak. Alderman Tamika Hubbard provided her comments in support of the NGA project and the amendment to the SLUP. Shirley Baker spoke next and expressed her opinion that too much land was being required, and that she was opposed to the project and plan modification. Virginia Druhe indicated she was concerned about the cost associated with the project and generally opposed to it. Isaiah Hair said that he had seen plans come and go and was opposed to the project. Pastor Jonathan Davis expressed his frustration that he had been told eminent domain would not be used and now it was proposed, that his asking price was \$3 million for his property, and that he was opposed to the project. James Meinert indicated his belief that the plan should be oriented to foster housing and small businesses. Otis Williams responded to comments from the public regarding expectations of NGA and the relationship between NGA, LCRA, Northside Regeneration LLC and Paul McKee. As there were no further comments from the public present, Chair Stauder noted that written comments had been received and would be placed in the record, and closed the Public Hearing.

If SLUP Amendment #12 is approved, all approved items will be placed in the Planning Commission files and the City's computer-based Geographic Information System (GIS) will be updated with the changes. Notification of Amendment #12 to the SLUP map will be certified by the Chairman and conveyed as required by City Code and Missouri statute, in keeping with changes to the Comprehensive Plan for the City of St. Louis, to the following City entities: Board of Aldermen, City Register, and Recorder of Deeds with a complete set of prior amendments, original document, and updated map of the entire City which reflects all the amendments.

PDA promotes the use of the Strategic Land Use Plan of the St. Louis Comprehensive Plan as a citywide document and the published printed maps have stimulated much discussion as a tool that depicts the urban character of areas of the City and also shows areas with opportunities for various types of investment.

SLUP information is available on PDA's website. The printed version directs one to the website for updates. The website allows people to zoom in to view specific areas of the City, as viewing the entire City is difficult on the computer. This update will make close-in views accurate and up to date. Printed map copies are available at a fee.

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## **Requested Action**

That the Planning Commission **adopts and approves Amendment #12 of the Strategic Land Use Plan of the St. Louis Comprehensive Plan** -- as shown on the table and map -- inclusive of all prior amendments.

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NOW, HAVING COMPLIED WITH ALL PROCEDURAL REQUIREMENTS, THEREFORE, BE IT RESOLVED BY THE CITY OF ST. LOUIS PLANNING COMMISSION AS FOLLOWS:

1. All prior amended versions of the Strategic Land Use Plan are ratified.
2. Having conducted a Public Hearing, Amendment #12 of the Strategic Land Use Plan of the St. Louis Comprehensive Plan -- as shown on the table and map -- is hereby adopted and approved.
3. The Director of Planning of the Planning and Urban Design Agency is hereby directed to seek and affix the signature of the Chairman of the Planning Commission to the relevant materials as certification of action and of the copies and distribute copies of the materials to the Board of Alderman, the City Register, the Recorder of Deeds and make any other required notifications or filings of this amendment as a part of the Strategic Land Use Plan.

The motion before the Planning Commission approving Resolution PDA-155-04-CMP was approved by a vote of eight in favor, one against, on February 4, 2015.

BY THE PLANNING COMMISSION

 Chair

Dated at St. Louis, Missouri on February 4, 2015

# Exhibit A

## Proposed Amendment #12 of the Strategic Land Use Plan (SLUP) of the St. Louis Comprehensive Plan

The City of St. Louis Planning Commission is holding a Public Hearing on Wednesday, February 4, 2015 at 5:30 p.m. at 1520 Market St., Suite 2000 regarding Amendment #12 of the Strategic Land Use Plan (SLUP) of the St. Louis Comprehensive Plan at its regular meeting.

The SLUP is the City's general land use plan that covers the entire City. It categorizes each city block into one (sometimes more) broad land use/development category, known as a Strategic Land Use Category.

A table containing descriptions and information on the proposed changes for the area is shown below. In addition to background information, there is a map showing the geographic boundaries of proposed land use changes for the Area.

Written and oral comments on the proposed Amendment #12 can be made at the Public Hearing. Comments also can be made prior to the hearing in care of Roman Kordal by e-mail at [kordalr@stlouis-mo.gov](mailto:kordalr@stlouis-mo.gov), by postal mail at Roman Kordal, City of St. Louis Planning and Urban Design Agency, 1520 Market St., Suite 2000, St. Louis, MO 63103, or by fax at 314-613-7014. These comments will be forwarded to the Planning Commission for their review at the Public Hearing and before a vote on the proposed Amendment #12. For further information, please contact Roman Kordal at 314-657-3872.

**Table of Strategic Land Use Map Changes -- Amendment #12**

Description of Area or Project	Neighborhood Name	Nbr #	City Block #	Current SLUP	Proposed SLUP
Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22 <sup>nd</sup> St. Redevelopment Area	St. Louis Place Carr Square	60 61	1078 1079 1080 1081 1082 1083 1084 1085 1092 1093 1094 1095 2314 2315 2318 2319 2324 2325 2327 2328 2329 2345 2346 2347	NPA NDA ROSPDA IPDA	OA

**Proposed SLUP Amendment #12**  
**Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North**  
**22nd St. Redevelopment Area**  
**Background Information**

Proposed Strategic Land Use Plan Amendment #12 is a proposal to amend the City's Strategic Land Use Plan (SLUP) of the St. Louis Comprehensive Plan for an area located in the St. Louis Place and Carr Square neighborhoods.

Proposed SLUP Amendment #12 is based on a proposed Chapter 99 Blighting Study and Redevelopment Plan that was initiated by the Land Clearance for Redevelopment Authority of the City of St. Louis (LCRA). The Blighting Study and Redevelopment Plan for the Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22nd St. Redevelopment Area is intended to facilitate the long-term development of the area and a potential new facility for the National Geospatial-Intelligence Agency. The approximately 142-acre site (including rights-of-way) includes a portion of the former Pruitt-Igoe site and an area extending northward to the alley located south of St. Louis Ave., between N. Jefferson Ave/Parnell St. on the west and N. 22nd St. on the east.

The Redevelopment Area is located northwest of Downtown and is in the heart of the NorthSide Regeneration Area, a large TIF district that includes large concentrations of blighted property.

The majority of the Redevelopment Area consists of vacant land. Other existing land uses include residential (single-family homes and other residential uses), commercial, institutional and industrial. A significant number of these buildings are currently vacant. (See the attached aerial photo for the location of the Redevelopment Area.)

The current National Geospatial-Intelligence Agency -- an arm of the U.S. Defense Department -- is located at 3200 S. 2nd St., along the Mississippi River just south of the Anheuser-Busch complex. Due to concerns over the age and condition of its existing facility, the agency is looking at several sites in the St. Louis metropolitan area to relocate to. The City of St. Louis proposes to keep the agency and its 3,000 employees in the City by having it relocate to the Redevelopment Area. It's expected that that the agency will select a site by 2016 and complete the move in 2021 or 2022.

The proposed facility would be located north of Cass Ave., although it may require some additional land south of Cass Ave. Future land uses for the area south of Cass Ave. have not yet been determined. Thus, the proposed land uses for the entire Redevelopment Area are broadly identified as "Institutional, Commercial and/or Residential Use", as shown in the attached Blighting Study and Redevelopment Plan's Project Area Plan. This designation would also apply if the agency didn't relocate to the site.

In order to prepare the site for the proposed development and demonstrate that the City has the capacity to make the site available for redevelopment, LCRA will need to, among other tasks, make provisions to acquire the remaining parcels in the Redevelopment Area and make provisions to vacate many, if not all, of the existing rights-of-way in the Redevelopment Area.

Currently, the Redevelopment Area includes the following five Strategic Land Use Categories: Neighborhood Preservation Area (NPA), Neighborhood Development Area (NDA), Recreational/Open Space Preservation and Development Area (ROSPDA), Institutional Preservation and Development Area (IPDA) and Opportunity Area (OA). SLUP Amendment #12 proposes changing four of the Strategic Land Use Categories -- NPA, NDA, ROSPDA and IPDA -- to the fifth Strategic Land Use Category -- OA. This would, in effect, mean that the entire Redevelopment Area would be classified as an Opportunity Area. The OA Strategic Land Use Category is defined as: *"Key underutilized locations where the use of the land is in transition. Location and site characteristics of these areas offer particular challenges/opportunities that could be advantageous to a range of development activity. This designation is intended to be flexible and specific development proposals will be entertained as they present themselves."* The OA designation would accurately reflect both the existing character of the site, as well as provide the needed flexibility for other proposed development projects and proposed land uses if the proposed National Geospatial-Intelligence Agency facility is not built on the site. Maps of the existing SLUP and proposed SLUP amendment are attached.

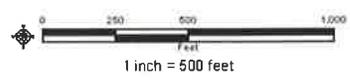
1/15/2015

# Aerial Photography (2012)

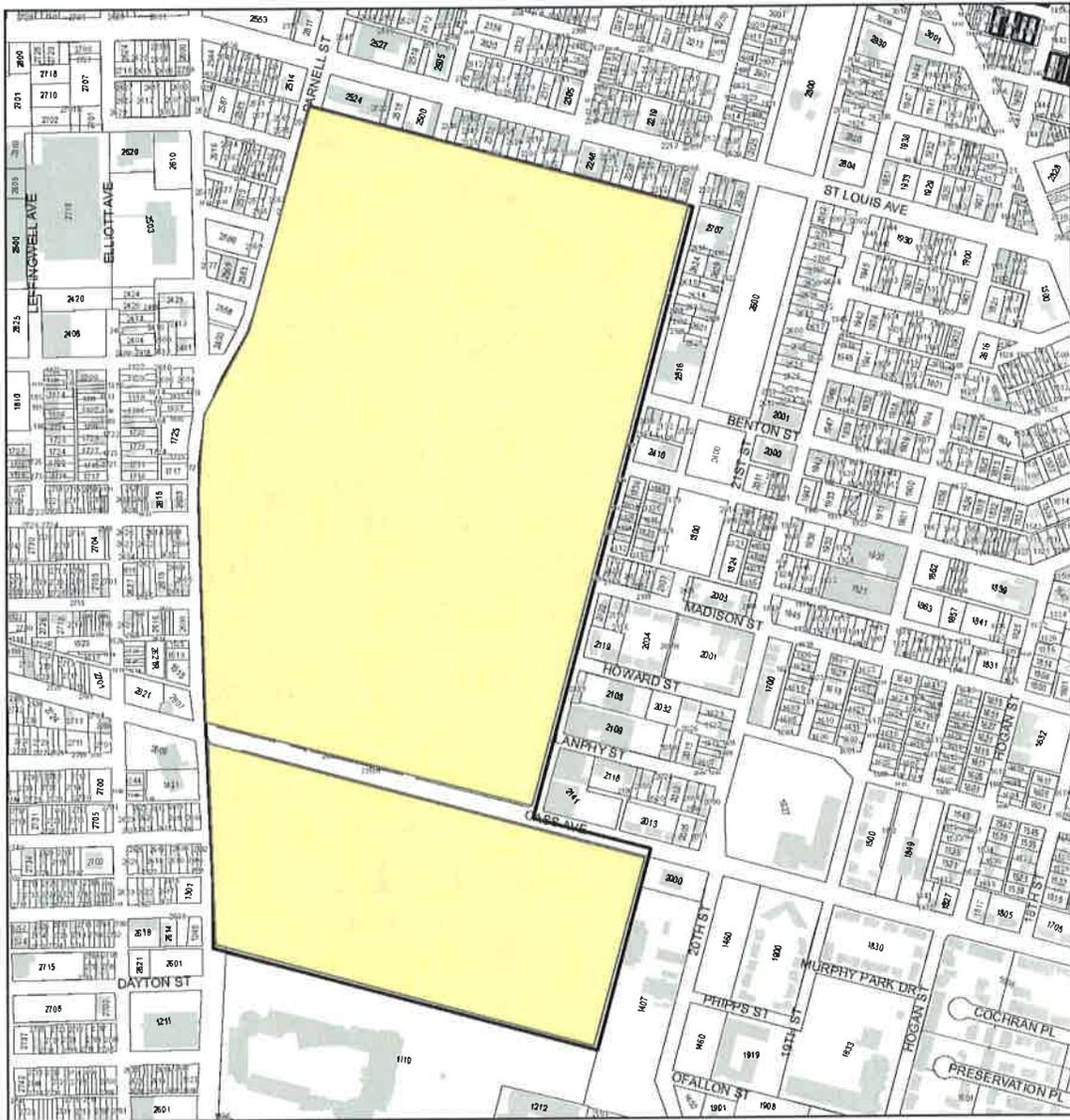


 Proposed Cass Ave, Jefferson Ave / Parnell St, Montgomery St, North 22nd St Redevelopment Area

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## Project Area Plan



### Exhibit C Project Area Plan

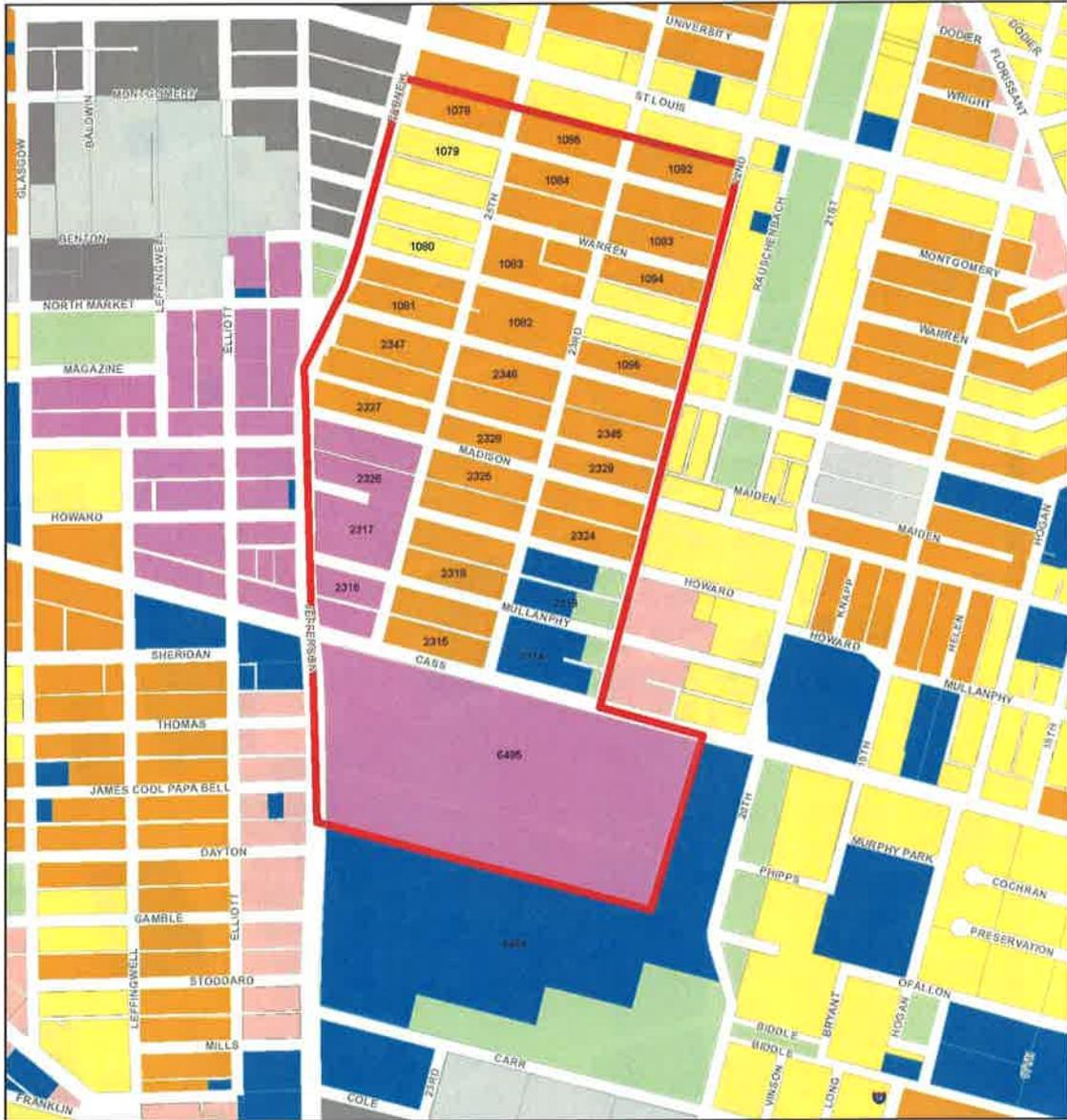
Cass Ave., Jefferson Ave/Parnell St., Montgomery St., North 22nd St. Redevelopment Area

#### Proposed Land Uses

- Institutional, Commercial and/or Residential Use
- Project Area Boundary
- Buildings
- City Block Number



# Existing Strategic Land Use Plan



 Proposed Cass Ave., Jefferson Ave./ Parnell St.,  
Montgomery St., North 22nd St. Redevelopment Area

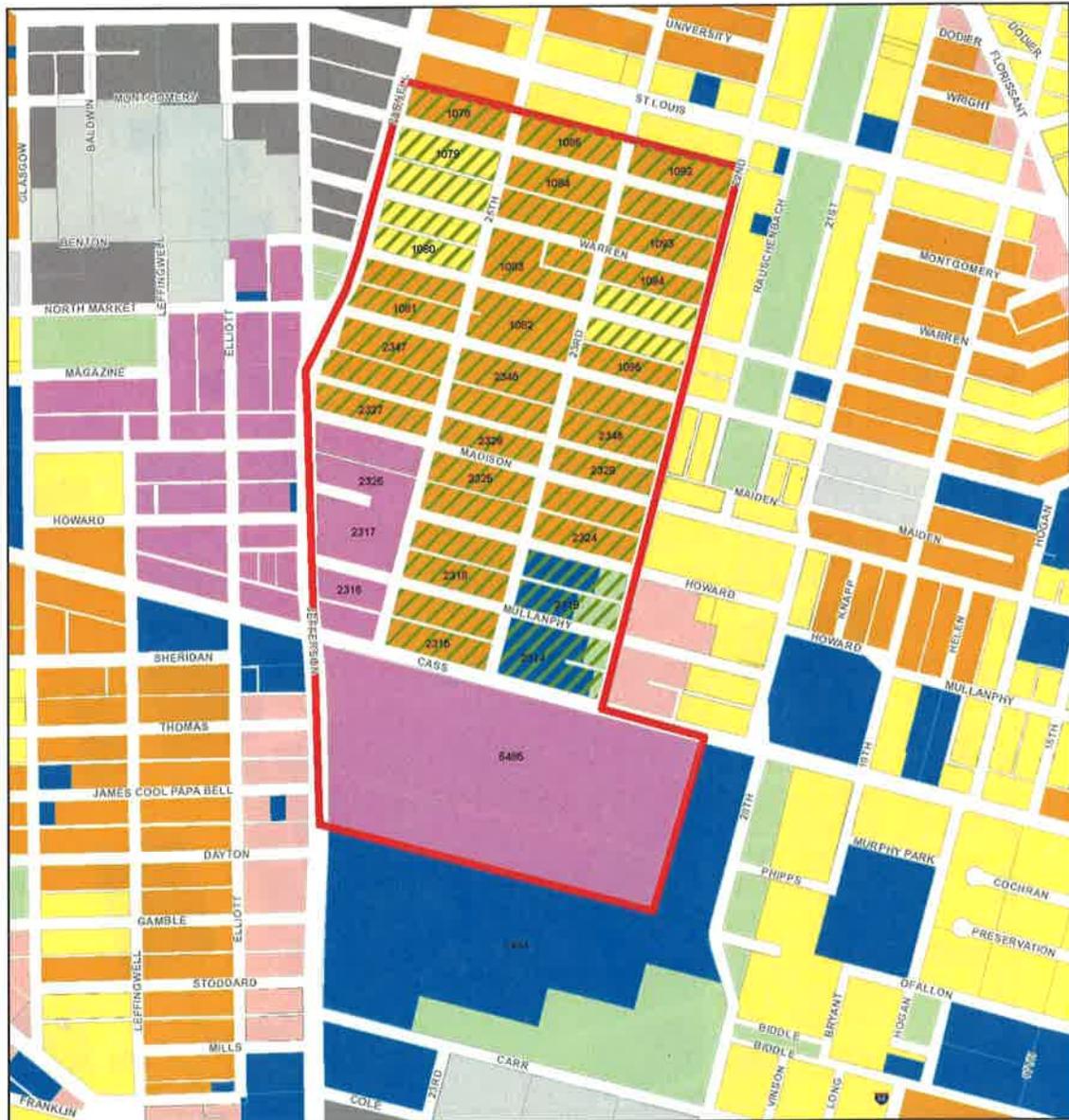
### Strategic Land Use Categories

- |   |   |
|---|---|
|  Neighborhood Preservation Area                                |  Business/ Industrial Preservation Area      |
|  Neighborhood Development Area                                 |  Business/ Industrial Development Area       |
|  Neighborhood Commercial Area                                  |  Institutional Preservation Development Area |
|  Regional Commercial Area                                      |  Specialty Mixed Use Area                    |
|  Recreational/ Open Space<br>Preservation and Development Area |  Opportunity Area                            |



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# Proposed Strategic Land Use Plan Amendment #12



- Proposed Cass Ave., Jefferson Ave./ Parnell St., Montgomery St., North 22nd St. Redevelopment Area
- Change from NPA, NDA, ROSPDA or IPDA to OA

### Strategic Land Use Categories

- |  |  |
|--|--|
| <span style="background-color: yellow; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Neighborhood Preservation Area                            | <span style="background-color: grey; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Business/ Industrial Preservation Area      |
| <span style="background-color: orange; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Neighborhood Development Area                             | <span style="background-color: darkgrey; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Business/ Industrial Development Area   |
| <span style="background-color: pink; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Neighborhood Commercial Area                                | <span style="background-color: blue; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Institutional Preservation Development Area |
| <span style="background-color: red; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Regional Commercial Area                                     | <span style="background-color: lightblue; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Specialty Mixed Use Area               |
| <span style="background-color: green; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Recreational/ Open Space Preservation and Development Area | <span style="background-color: purple; display: inline-block; width: 15px; height: 10px; margin-right: 5px;"></span> Opportunity Area                          |



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