



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

FRANCIS G. SLAY, Mayor

PDA-155-04-CMP

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 #14 -- Forest Park Southeast Neighborhood)

Date: May 27, 2016

Executive Summary

Proposed Strategic Land Use Plan Amendment #14 is a proposal to amend the City's Strategic Land Use Plan of the St. Louis Comprehensive Plan for an area consisting of a large portion of the Forest Park Southeast neighborhood, as well as small portions of two adjacent neighborhoods, Midtown and Botanical Heights. The study area is generally bounded by Interstate 64, S. Vandeventer Ave., the Union Pacific Railroad right-of-way and S. Kingshighway Blvd.

The Presentation and Public Hearing for proposed Amendment #14 of the Strategic Land Use Plan (SLUP) was held at the May 4, 2016 Planning Commission meeting. The public review period opened on April 12, 2016 and ended on May 18, 2016. No comments were received during the public review period.

Proposed SLUP Amendment #14 is based on two documents recently prepared for Park Central Development, a community development corporation that serves the area, by H3 Studio, a consulting firm. The first document is a neighborhood plan, "A Vision for the Forest Park Southeast Neighborhood". The second document is a draft of a proposed zoning overlay district, "Forest Park Southeast Form-Based District". Park Central Development and H3 Studio staff, along with a 15-member steering committee, worked closely with residents, business owners and local political and civic leaders to prepare a comprehensive vision for the future of the area that would also create a foundation for a form-based district in the future.



In order to reflect this neighborhood vision, a number of changes are proposed in the City's SLUP. All of the changes included in proposed SLUP Amendment #14 involve revising the Strategic Land Use Categories for certain designated areas within the study area.

Recommended Action

That the Planning Commission **adopts and approves Amendment #14 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" document provides background information and recommendations for the proposed SLUP amendment. This document has been available for public review on PDA's website (<http://www.stlouis-mo.gov/planning>) from April 12, 2016 through May 18, 2016.

- Proposed Strategic Land Use Plan Amendment #14 is a proposal to amend the City's Strategic Land Use Plan (SLUP) of the St. Louis Comprehensive Plan for an area consisting of a large portion of the Forest Park Southeast neighborhood, as well as small portions of two adjacent neighborhoods, Midtown and Botanical Heights. The study area is generally bounded by Interstate 64, S. Vandeventer Ave., the Union Pacific Railroad right-of-way and S. Kingshighway Blvd.
- Proposed SLUP Amendment #14 is based on two documents recently prepared for Park Central Development, a community development corporation that serves the area, by H3 Studio, a consulting firm. The first document is a neighborhood plan, "A Vision for the Forest Park Southeast Neighborhood". The second document is a draft of a proposed zoning overlay district, "Forest Park Southeast Form-Based District". Park Central Development and H3 Studio staff, along with a 15-member steering committee, worked closely with residents, business owners and local political and civic leaders to prepare a comprehensive vision for the future of the area that would also create a foundation for a form-based district in the future.
- As documented in the neighborhood plan, the planning process included numerous public meetings, open houses, charrettes and interviews. The neighborhood plan includes a series of recommendations that will improve the general welfare, perceptions, identity, safety, livability and quality of life for residents in the study area. The vision statement for the neighborhood plan states as follows: *"We are a strong Community that wants to continue building a sustainable neighborhood around our central location, urban history and cultural diversity. By 2025, we see Forest Park Southeast as an economically-vibrant, mixed-income Community with access to a variety of living options; transit, bicycle and recreation amenities; and employment opportunities!"*

- A complete copy of “A Vision for the Forest Park Southeast Neighborhood”, dated February 12, 2015, is available for downloading from the following Park Central Development webpage:
<http://www.parkcentraldevelopment.org/community/forest-park-southeast/fpse-neighborhood-plan-form-based-district/>
- The future of the study area is based, to some extent, on its strategic location and proximity to adjacent districts and neighborhoods -- many of which are improving or expanding -- and development projects. These include the Washington University Medical Center, the Cortex Innovation District, IKEA, a new MetroLink station at Boyle Ave., the proposed redevelopment of the Federal Mogul site, a cluster of fashionable restaurants and other businesses along Tower Grove Ave., the Botanical Heights neighborhood and Forest Park. All of these assets will make the study area a more desirable location for residents and businesses, but they will also increase development pressure in the study area.
- A series of nine redevelopment principles regarding physical improvements in the study area were established in the neighborhood plan. These include:
 - Ensure that the neighborhood has exceptional connectivity to the Central West End, Botanical Heights, Kings Oak, Tower Grove Park, Forest Park, the Missouri Botanical Garden and other local assets.
 - Increase seamless, multi-modal access to the interstate system, major arterials, MetroLink, MetroBus, and the regional bicycle network.
 - Strengthen the Kingshighway Blvd. and Vandeventer Ave. edges of the neighborhood by making them into great walkable streets.
 - Establish iconic gateways into neighborhood and commercial district from Kingshighway Blvd., Tower Grove Ave., and Vandeventer Ave.
 - Reinforce Manchester Ave. as the main street and central gathering area for the neighborhood.
 - Establish Tower Grove Ave. as a mixed-use, neighborhood street between Manchester Ave., Botanical Heights, and the Missouri Botanical Garden.
 - Build the character of Chouteau Ave. as a grand boulevard and residential edge for the neighborhood with strong bicycle connections to Chouteau Park and Forest Park.
 - Provide a safe, walkable, and integrated street network across Interstate 64 between the neighborhood, MetroLink, CORTEX, Barnes Jewish, and the Central West End.
 - Reinforce the well-established, historic and walkable character of the residential cores of the neighborhood with incremental infill and development.
- The neighborhood plan also includes a framework plan that serves as a guide for development in the area. It includes the following specific elements: development type and character; public realm improvements; and access, circulation and parking.
- The new vision for the neighborhood will ultimately be codified (legally established) and regulated by amending the City’s Zoning Code to establish a form-based district -- an emerging alternative approach to zoning that emphasizes physical form -- rather than land uses -- in its regulations.

Presentation and Public Hearing

The Presentation and Public Hearing for proposed Amendment #14 of the Strategic Land Use Plan (SLUP) of the St. Louis Comprehensive Plan was held at the May 4, 2016 Planning Commission meeting. Presentations were made by Roman Kordal, of PDA, and Matthew Green, a Project Manager at Park Central Development. Roman Kordal's presentation summarized the attached document (see Exhibit "A"), which provides background information and recommendations for the proposed SLUP amendment. Matthew Green's presentation focused on the planning process used for the preparation of the neighborhood plan and draft form-based district. No one appeared during the Public Hearing to make comments or answer questions. The public review period opened on April 12, 2016 and ended on May 18, 2016. No comments were received during the public review period.

Recommendations

In order to reflect the new vision for the neighborhood, a number of changes are proposed in the City's SLUP. All of the changes involve revising the Strategic Land Use Categories for certain designated areas.

The first change -- SLUP Amendment #13 -- was already reviewed and approved by the City's Planning Commission at its April 1, 2015 meeting. A key portion of the study area -- located along Chouteau Ave. and Manchester Ave., near the intersections of S. Sarah St. and S. Vandeventer Ave. -- called Chouteau Gateway -- had its Strategic Land Use Categories changed in order to facilitate the development of Chouteau's Grove, a mixed-use development project proposed by Green Street Development Group, LLC.

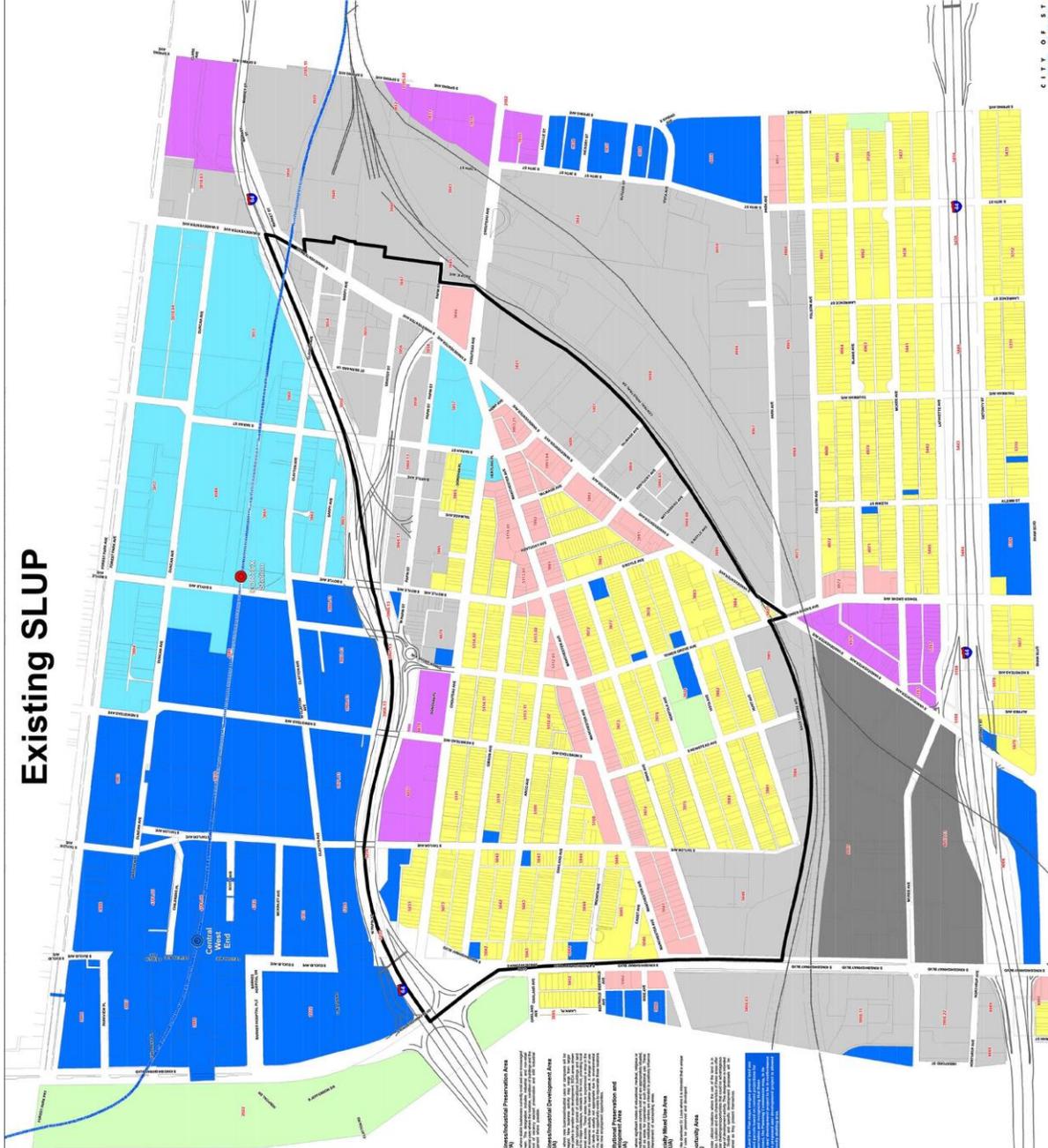
Maps showing the Existing SLUP and Proposed SLUP Amendment #14 are attached. (Please note that larger-scale versions of these maps are included in Exhibit "A"). The Existing SLUP map identifies the current Strategic Land Use Categories for the study area (and adjacent areas), as well as descriptions of all the Strategic Land Use Categories. The Proposed SLUP Amendment #14 map identifies all of the proposed changes of Strategic Land Use Categories for designated areas. Most of the proposed changes occur at the perimeter of the study area, while the interior of the study area generally remains the same. The major changes are as follows:

- Changing the northeast portion of the study area from Business/Industrial Preservation Area (BIPA) to Opportunity Area (OA).
- Changing the western side of S. Vandeventer Ave. from Neighborhood Preservation Area (NPA) to Neighborhood Commercial Area (NCA).
- Changing S. Kingshighway Blvd. from Neighborhood Preservation Area (NPA) to Neighborhood Commercial Area (NCA).
- Designating the southeast corner of Interstate 64 and Kingshighway Blvd. as a Neighborhood Commercial Area (NCA). (This site currently doesn't have a Strategic Land Use Category.)
- Changing Chouteau Park from Opportunity Area (OA) to Recreational/Open Space Preservation and Development Area (ROSPDA).
- Changing Manchester Ave. from Neighborhood Commercial Area (NCA) to Specialty Mixed Use Area (SMUA).
- Changing the northern portion of S. Sarah St. from mostly Business/Industrial Preservation Area (BIPA) to Specialty Mixed Use Area (SMUA).

If proposed SLUP Amendment #14 is approved by the Planning Commission, a number of steps would remain in order to establish the proposed form-based district. These include:

- Submittal of a formal form-based district application form.
- Review of the proposed form-based district regulations by City staff.
- Review by the City's Planning Commission.
- A public hearing to be held by the Board of Aldermen's Housing, Urban Development and Zoning (HUDZ) Committee regarding the proposed ordinance to establish a form-based district.
- Approval of the ordinance by the Board of Aldermen and the Mayor.

Existing SLUP



Transportation Legend

- Existing MetroLink Route
- Existing MetroLink Stations
- Proposed MetroLink Station
- St. Louis Railroads
- Interstate Highways

SLUP Amendment Study Area

Strategic Land Use Categories

- High Potential Preservation Area**
This area is identified as having high potential for preservation due to its location, size, and proximity to other strategic areas. It is intended to be preserved for future development or use.
- Neighborhood Development Area**
This area is identified as having potential for neighborhood development. It is intended to be developed in a way that enhances the neighborhood's character and provides for a mix of uses.
- Neighborhood Commercial Area**
This area is identified as having potential for neighborhood commercial development. It is intended to be developed in a way that provides for a mix of commercial and residential uses.
- Recreational Open Space**
This area is identified as having potential for recreational open space. It is intended to be developed in a way that provides for recreational and open space opportunities.
- Regional Commercial Area**
This area is identified as having potential for regional commercial development. It is intended to be developed in a way that provides for a mix of commercial and residential uses.
- Neighborhood Preservation Area**
This area is identified as having potential for neighborhood preservation. It is intended to be preserved for future development or use.
- Neighborhood Use Area**
This area is identified as having potential for neighborhood use. It is intended to be developed in a way that provides for a mix of uses.
- Opportunity Area**
This area is identified as having potential for opportunity. It is intended to be developed in a way that provides for a mix of uses.
- High Potential Development Area**
This area is identified as having high potential for development. It is intended to be developed in a way that provides for a mix of uses.
- High Potential Preservation Area**
This area is identified as having high potential for preservation. It is intended to be preserved for future development or use.
- Neighborhood Development Area**
This area is identified as having potential for neighborhood development. It is intended to be developed in a way that enhances the neighborhood's character and provides for a mix of uses.
- Neighborhood Commercial Area**
This area is identified as having potential for neighborhood commercial development. It is intended to be developed in a way that provides for a mix of commercial and residential uses.
- Recreational Open Space**
This area is identified as having potential for recreational open space. It is intended to be developed in a way that provides for recreational and open space opportunities.
- Regional Commercial Area**
This area is identified as having potential for regional commercial development. It is intended to be developed in a way that provides for a mix of commercial and residential uses.
- Neighborhood Preservation Area**
This area is identified as having potential for neighborhood preservation. It is intended to be preserved for future development or use.
- Neighborhood Use Area**
This area is identified as having potential for neighborhood use. It is intended to be developed in a way that provides for a mix of uses.
- Opportunity Area**
This area is identified as having potential for opportunity. It is intended to be developed in a way that provides for a mix of uses.
- High Potential Development Area**
This area is identified as having high potential for development. It is intended to be developed in a way that provides for a mix of uses.
- High Potential Preservation Area**
This area is identified as having high potential for preservation. It is intended to be preserved for future development or use.



Comments

If SLUP Amendment #14 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 #14 of 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: the Board of Aldermen, the City Register, and the Recorder of Deeds, along with a complete set of prior amendments, the original document, and an 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 for a fee.

Requested Action

That the Planning Commission **adopts and approves Amendment #14 of the Strategic Land Use Plan of the St. Louis Comprehensive Plan** -- as shown on the map -- inclusive of all prior amendments.

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 #14 of the Strategic Land Use Plan of the St. Louis Comprehensive Plan -- as shown on the 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.