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Strategic Plan, 1993

Downtown St. Louis

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(SUMMARY OF 3 PART SET)

DOWNTOWN ST. LOUIS
Downtown St. Louis

EAST-WEST GATEWAY
REFERENCE AREA



DOWNTOWN ST. LOUIS

DOWNTOWN ST. LOUIS STRATEGIC PLAN 1993

Downtown produces twenty-seven percent of the city's general revenues—a percentage projected to grow.

Downtown employs an estimated twenty percent of the city-resident work force.

Downtown is the regional mecca for entertainment and tourism.

Downtown contains almost half the office space within the region.

Downtown offers educational opportunities from pre-school through college.

Downtown represents the historical center of the region's culture.

Downtown will gain new technology as the transportation hub of the region.

Downtown demonstrates the ability of diverse groups to come together.



EAST WEST GATEWAY REFERENCE AREA

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Introduction

Downtown is a critically important part of both St. Louis city and the larger bi-state metropolitan area. It is home to corporate giants and start-up businesses. It is a primary source of economic vitality. With over 92,000 jobs in 1993, downtown is the largest center of employment in the region — providing more than twice the number of opportunities available in the Lambert Airport/McDonnell Douglas area and about four times those in Clayton. More than one-third of all employment in the city is located downtown.

Downtown is cosmopolitan, a place where residents encounter visitors and conventioners from all over the nation and the world at St. Louis Centre or St. Louis Union Station. Together, these projects anchor over 2 million square feet of rentable space, larger than any other retail concentration in the region. Downtown also is the spot where people of all ages and races share the enjoyment of special amenities, take advantage of a full range of educational opportunities and choose from the wide array of housing available for different incomes and lifestyles.

Symbolized by the Arch on the riverfront and professional sports, downtown is in reality a complex mosaic of activities made up of a rich variety of old and new architecture, along with important works of public art, grand and small open spaces. Planning for its future must be thoughtful, balanced and inclusive. Two years ago the City of St. Louis and Downtown St. Louis, Inc. began just such a process. More than 125 people from diverse backgrounds were involved. The result, a strategic plan for downtown, was distilled down to six strategic objectives and seven major goals approved by the Board of Aldermen on January 15, 1993.

That action marked an important formal step in what must continue to be an open private - public collaboration. Further planning for downtown's future should build on existing assets to provide enhanced economic opportunities, assure greater social responsibility, integrate community design objectives, respect tradition and welcome change. ★



Washington Avenue in 1906 looking west from 6th Street. The just-completed Grand Leader Department Store, later Stix, Baer & Fuller and now Dillard's, is visible at the right. Photo courtesy Missouri Historical Society.

Downtown Development: A Brief History

Home to the Osage and Missouri tribes before French settlement in 1764, St. Louis has attracted a diverse population throughout its complex history. Persons of African descent were members of the party that accompanied Pierre Laclede when he founded the village trading post. Native Americans, frequent visitors during the town's early years, kept the peace even though some of them were held as slaves by the French. The first resident priest, chaplain to the Spanish garrison, was Spanish-born; the second came from Germany. The American Colonel George Rogers Clark was first invited to St. Louis in 1778; French Canadians had been here a decade earlier. Jacques Clamorgan (a native of the West Indies of probable Welsh, Portuguese, French and African ancestry) arrived in 1784 to become the village's most flamboyant fur trader and the progenitor of much of 19th century St. Louis' "colored aristocracy." Both Clamorgan and Ester, a mulatto freed by Clamorgan, owned property in what is now Laclede's Landing.

Laclede's Landing is in fact the only surviving portion of the street pattern laid out in the original French survey that extended nineteen blocks along the river at a depth of only three blocks. When fifteen of those blocks were destroyed in the great fire of 1849, buildings were quickly rebuilt to serve the same functions in the same locations facing the river. By 1874 downtown, a linear network filled with movement and noise, stretched a full mile. The depth was still only four blocks.

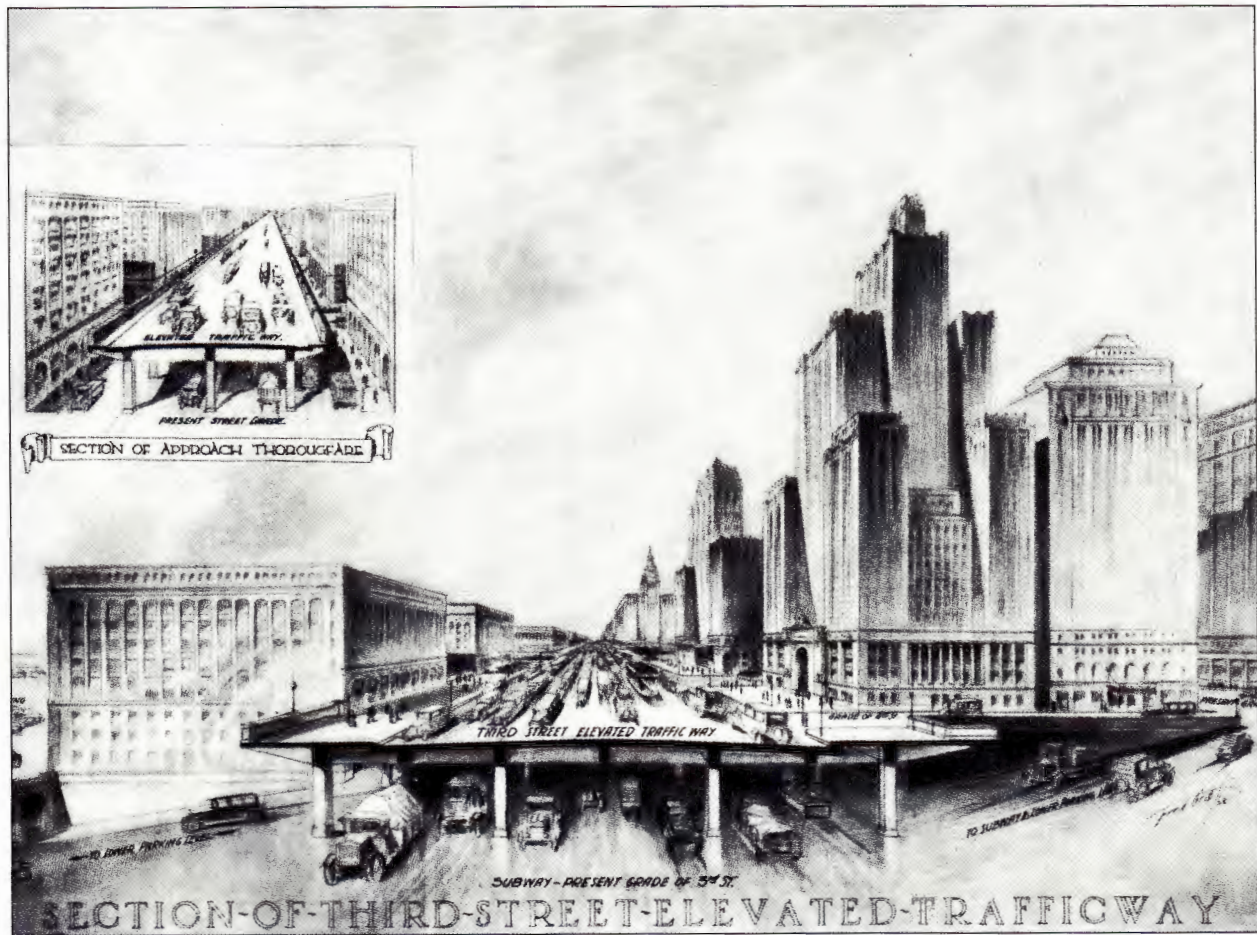
Completion of Eads Bridge in 1874 belatedly brought rails across the Mississippi and stimulated the creation of a new downtown. Passenger and freight transfer operations moved from the river to new facilities clustered near the mouth of the railroad tunnel at 8th and Clark Streets. Real estate values along the river dropped, allowing industry to claim more and more land. New linear development

heading west on Washington Avenue presented a kaleidoscope of jobbing, wholesale and retail activities to attract area residents and the growing number of out-of-town buyers. Soon, perfection of the elevator and steel frame construction would allow office buildings to soar to unheard-of heights, producing urban canyons both admired and abhorred.

By the beginning of the 20th century, downtown had matured into a more complex pattern of interwoven functions and industries. St. Louis beer, shoes, meats, textiles, stoves, chemicals, streetcars, tobacco products, clay products, art glass and a host of other finished products found regional, national and international markets. Union Station, opened in 1894, was the largest railroad terminal in the world; and the fourth largest population in the country took advantage of improved local transit by establishing subdivisions and private places at ever greater distance from downtown. Built by German and Irish immigrants, "walking neighborhoods" such as Soulard and Kerry Patch continued to serve new arrivals from other countries.

Total regional population in 1900 stood at 649,711. Only 50,040 of that number lived in St. Louis County; many of them belonged to the Million Population Club and the Civic League. Organized in 1902 as a branch of the American League for Civic Improvement, the League's gospel that cleanliness and public beauty pay economic dividends found a rapt local audience. St. Louis optimism couched in fanciful boosterism, "The Gibraltar of American Commerce," saw public vindication in the 1904 triumph of a world's fair that made money and brought more than 20,000,000 visitors.

The suggestion that the city's tattered riverfront should be rebuilt first appeared during this era when Pierre Chouteau, a member of one of the founding families, put forward the reconstruction of the original French village. A quite different scheme designed to regain lost river trade was prepared in 1915 for the River Front Docks & Plaza Association; but the 1928 City Plan proposal for the central



Drawing by Fred Graf from the 1928 Plan for the Central River Front (St. Louis). Drawing courtesy Landmarks Association.

riverfront began with the acknowledgment: “We have grown away from the river.” Monumental solutions proposed in that document underline the formalization of what would be a long, uneasy marriage between City Beautiful city planning and the age of the automobile.

The Depression put an end to visionary plans for the riverfront, but bonds passed in 1923 provided funds for the beginnings of a public mall that would culminate in front of Union Station. The city’s central corridor from Tucker Boulevard (formerly 12th Street) on the east to Grand Boulevard on the west had been densely populated since the turn of the century. By the 1920s, the racially mixed population east of Jefferson shared space with industry, hotels, restaurants, churches, schools, dance halls, taverns and clubs. Known throughout the metropolitan region as the home of ragtime in St. Louis, this portion of downtown was cleared for the mall.

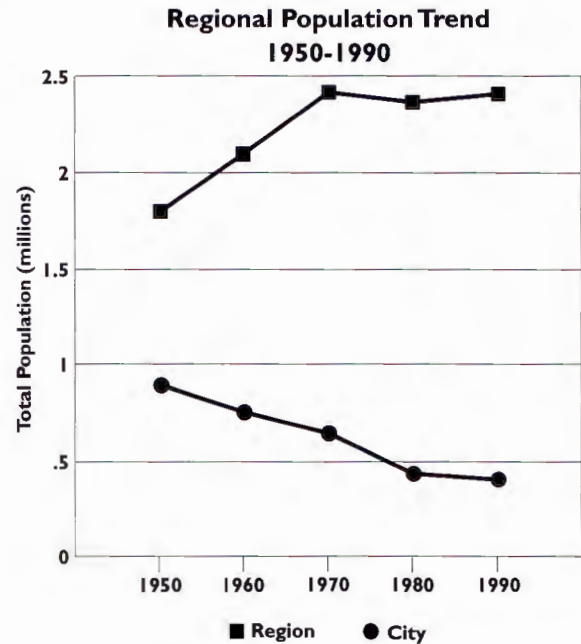
Although opulent fantasy palaces in downtown provided a secondary entertainment node, the “Great White Way” of 1930s escape was centered in Midtown. St. Louis, one of the first major cities to cease annexation, began to experience unpleasant ramifications resulting from city limits frozen in 1876. Population figures dropped six thousand between 1930 and 1940 before Federal defense spending arrived to become a major contributor to the maintenance and growth of the metropolitan St. Louis economy. The 1950 census reported an all-time high of 857,000 city inhabitants. But the gradual dispersal of people and jobs which began during the Depression decade was quickly accelerated by post-World War II Federal policies; Interstate Highways, massive “slum clearance” for public housing projects and FHA loan policies all encouraged suburban development. City population loss between 1950 and 1960 was an alarming 105,000.



Market Street c. 1950 looking west from 16th Street as clearance continues for the Gateway Mall. Union Station is visible at the left. Photo courtesy Landmarks Association.

By 1970, campus industrial parks and regional suburban shopping centers on the fringe of the metropolitan area seriously undermined the city's economy. The era when the downtown stores offered the best selection of goods for the upper and middle classes had passed, and Clayton successfully challenged the city as an alternative site for the location of regional headquarters of large corporations. While regional population continued to grow, the City of St. Louis fell to 18th in rank order with the 1970 census showing a population reduced to 625,000. Unfortunately, decline did not stop there. The number of residents in the city fell to 453,000 in 1980 and to about 380,000 today.

This continued exodus occurred during a period when the metropolitan population remained virtually unchanged. Regional population growth from 1970 to 1992 (some 21,000 people) stood at less than one percent; so, for the past two decades, the upshot has been a steady shift out of the city and into the suburbs with approximately the same number of people simply being spread out over a far larger area. But this historic pattern of growth westward from downtown may finally be reaching its limits; suburban growth to the south and



southwest is constrained by the rugged terrain of the Ozark foothills. The vast floodplains of the Mississippi and Missouri Rivers preclude growth to the north. Readily buildable portions of St. Charles County are rapidly being filled as its suburbs extend some 40 miles from downtown St. Louis.

Meanwhile, the relative proximity of the so-called bluff communities in Illinois has been discovered by a growing number of households and a wide variety of businesses. Completion of the Interstate beltway in Illinois should accelerate the pace and help reposition downtown at the geographic and population center of the region. Consultants for the Illinois and Missouri Departments of Transportation are currently evaluating locations for a new bridge spanning the Mississippi scheduled to open in 2002. These major vehicular projects combined with the expansion of MetroLink on the east side will help refocus downtown's centric position. ★



Strategic Objectives and Major Goals

The *Downtown St. Louis Plan 1993* draws upon the suggestions, opinions and knowledge of many citizens, business persons, residents, property owners, public officials and consultants to define six **Strategic Objectives** and seven **Major Goals** for downtown. Whereas the Strategic Objectives relate broadly to all elements of the plan, the Major Goals correspond with the basic land uses or activities which define the form and function of downtown. Following each Major Goal statement is a background discussion of relevant history, major influences and trends, current status and prospects for achievement of that goal. Specific **Implementation Policies and Strategies** are then recommended for each Major Goal.

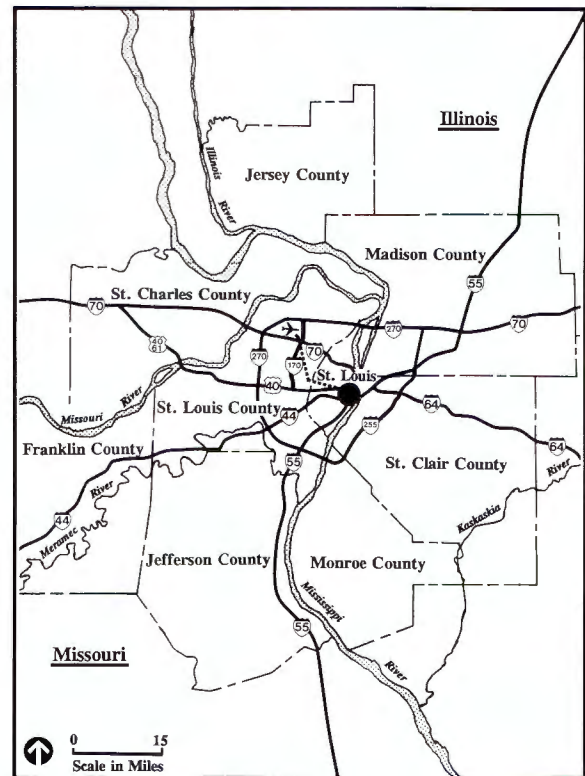
STRATEGIC OBJECTIVES

The following Strategic Objectives set the tone of the plan and underlie its other elements. Recognition and understanding of these Strategic Objectives are fundamental to understanding the *Downtown St. Louis Plan 1993*.

Strategic Objective One: The Heart of the Region

A shared appreciation of its special role and importance within the greater St. Louis region is of critical importance if downtown is to achieve its potential.

Downtown is now and must continue to be a symbol and the focus of a shared regional identity. It must be a place that is loved and enjoyed by all of the region's citizens — those of all ages, incomes and lifestyles, those from Illinois as well as Missouri and those from the suburbs as well as the city. It should be the one place most recognized and remembered as St. Louis by those who are not citizens of the region, and this impression must be a positive one.



Location within the St. Louis Metropolitan Area. Graphic by Development Strategies.



Afterhours at the Saint Louis Brewery. Photo by Suzy Gorman.



Busch Stadium. Photo courtesy St. Louis National Baseball Club, Inc.

**Strategic Objective Two:
A Place of Diversity and Excitement**

Cultural diversity as well as diversity of activity, form and function instill downtown with special character and make it an exciting place to live, play, shop and visit, as well as work.

A meeting place for people of different races and backgrounds, incomes and skills, downtown should symbolize the diversity of our region and of our broader national society. At the same time it should offer a wide array of employment opportunities, diverse places to shop, and housing for a variety of lifestyles and incomes. Its cultural, sports and tourist attractions should appeal to residents of the region and visitors alike.

**Strategic Objective Three:
Design Excellence**

The design of downtown's buildings, landscaping, public art, open space, streetscape and visible infrastructure, and the interrelationship of all of these elements of the physical environment must contribute to a shared sense of beauty, comfort and identity.

High quality architectural and landscape design will give primary consideration to the quality of the pedestrian experience; be mindful of the downtown skyline from a variety of perspectives; carefully integrate old and new buildings with respect for different architectural styles and forms; use high quality, attractive and durable materials; and give proper attention to details of lighting, shade, reflection, and visual communication.

St. Louis Union Station and "Meeting of the Waters". Photo by Robert C. Pettus courtesy Landmarks Association.



**Strategic Objective Four:
Conservation and Environmental Protection**

By its very nature, a successful downtown will preserve important architectural and historic resources, achieve employment densities efficiently served by public transit, and maintain a compact mixed-use environment.

These and other special characteristics of downtown contribute to reduced energy consumption, recycling and reuse of building materials and other resources, and reduced air and water pollution.



Bee Hat Company building on Washington Avenue.
Photo by Robert C. Pettus courtesy Landmarks Association.

Mesker Park in Laclede's Landing. Photo by Gary R. Tetley.





The Shrine of St. Joseph with Columbus Square housing in the foreground. Photo by Bishop Photography, Inc.

**Strategic Objective Five:
Interdependence of Downtown
and City Neighborhoods**

While downtown is and should be downtown to the region as well as the City of St. Louis, recognizing and strengthening the physical, economic, functional and financial ties between it and the rest of the city are critical to both.

The fact that downtown supplies over one fourth of the revenues to city government while housing only about 2 percent of city residents, combined with the fact that downtown provides fully a third of all jobs

in the city, dramatizes the critical influence of downtown on city finances and in providing jobs for its citizens. Since projections indicate this dependence will grow rather than decline in the future, city investment in a strong downtown is clearly in the city's best interest. At the same time, downtown depends on city residents to supply a significant proportion of its retail patronage and employees for its diverse businesses, institutions and government agencies. Finally, downtown is the natural and optimum place of employment, shopping and recreation both for downtown residents and residents of immediately surrounding neighborhoods.

**Strategic Objective Six:
Ongoing Plan Advocacy**

The intense involvement of some 125 persons in creating this plan, representing a broad cross-section of interests and expertise, must be extended to the process of its implementation.

The shared understanding of this group and its advocacy of the plan as a tool for long-term betterment of downtown must not be lost. An inclusive organization should be created from this base of volunteer commitment to support and advocate formal adoption of the plan by the city and implementation of its strategic objectives, major goals, policies and strategies. This same organization can assist in monitoring implementation progress and then recommend plan amendments in response to changing trends and circumstances.



Public officials come together for ribbon-cutting at America's Center. Photo courtesy Mayor Bosley's office.

MAJOR GOALS

The **Major Goals** establish the direction of the plan in relation to the primary land uses and activities of downtown. Each of the seven Major Goals of the *Downtown St. Louis Plan 1993* is given a working context via a thorough discussion of relevant history, major influences and trends, current status and prospects for achievement of that goal. Recommended **Implementation Policies and Strategies** to achieve these goals follow the discussion of each goal.



Lambert Pharmaceutical Building at 21st Street and Locust in 1895 now converted to mixed use including housing.

MAJOR GOAL ONE: HOUSING

Expand significantly the amount of housing in and adjacent to downtown in the interest of creating a well-rounded downtown community and stronger linkages between employment, shopping, entertainment and pedestrian activity.

A wide variety of expanded housing opportunities must be introduced to the marketplace in conjunction with other *Downtown St. Louis Plan 1993* efforts to enhance the overall quality of life. Development of a focused, aggressive downtown housing policy could do more to advance the long-range objectives of this plan than any other single action.

Current trends in similar urban markets indicate new growth patterns for downtown housing during

the 1990s as choices based on lifestyle begin to reflect the large single and childless population. Many lenders now recognize downtown housing as a sound investment as well as an ideal vehicle to participate in objectives consistent with the Community Reinvestment Act. Although attractive historic neighborhoods such as Lafayette Square, Soulard and Old North St. Louis exist in close proximity to downtown and are vital for its success, these neighborhoods do not offer loft living or new developments designed to capitalize on major downtown assets.

The downtown Loft District is a unique area of inexpensive and architecturally significant loft buildings anchored by downtown's expanding convention center on the east and the developing Grand Center Performing Arts District on the west. These loft buildings offer great potential for exciting living space as well as space for downtown's expanding artist and gallery community. Most initial residential conversion in the Loft District was the result of ad hoc efforts. These efforts should be encouraged; highly individualistic units characterize early residential activity in non-traditional settings. Recent investments, however, have given the area new prominence with the opening of St. Louis' first micro-brewery and completion of high-style living spaces.



Loft space on Washington Avenue. Photo courtesy St. Louis Development Corporation.



Washington Avenue looking east from 17th Street. Photo courtesy St. Louis Development Corporation.

In 1992, the St. Louis Development Corporation initiated contact with a Minneapolis-based organization after the city took ownership of three loft buildings on Washington Avenue. A national leader in the development of affordable live/work space for artists, Art Space has received grants from the Pew Charitable Trust and the National Endowment for the Arts to provide technical assistance to interested communities across the country. The Art Space model combines historic tax credits with low-income tax credits specifically targeted to artists. This merger helps turn vacant historic buildings into economic assets and addresses important social concerns. The Art Space opportunity should be pursued actively.

Another way to encourage development momentum in the Loft District is to increase current incentives for owners who create new market-rate units in existing historic buildings. The city's program of matching grants for 50 percent of the costs of approved facade improvements should be continued for small-scale developments, and a new facade easement program should be developed and

augmented with a full 25 years of tax abatement for certified rehabilitation projects meeting the U.S. Department of the Interior's Standards. This same incentive package should be offered to developers who create housing units in historic office buildings. Landmark office buildings with low occupancy rates in close proximity to MetroLink stations are prime candidates for mixed-use developments that might retain current tenants. Groundwork should be laid now to be ready for improved market conditions.

Kansas City and Pittsburgh offer useful examples of creative downtown housing for St. Louis as does Memphis. Activity in Memphis is particularly intriguing as it combines an active loft conversion process with the massive new development of a planned community next to Mud Island in the Mississippi River. Connected to the downtown area by a bridge and streetcar line, the project offers security, proximity and spectacular views. Units range from small apartments to luxury single-family housing. On the South Bluffs of the downtown area, the same developer is completing another planned community. In each case streets, parks, fountains,

sidewalks and benches were put in place simultaneously with the offering of the initial units. The results are well worth a trip. Similar excursions sponsored by Citizens for Modern Transit early in the planning stages for MetroLink made believers out of skeptics and encouraged the faithful. Kansas City and Minneapolis should be other destinations.

Downtown St. Louis, Inc. has a history of working with apartment managers to review mutual concerns and promote cooperative efforts. Expanded promotion of existing housing opportunities could be coordinated with city staff to help place features on downtown living in the real estate section of the *St. Louis Post-Dispatch*. Focus groups should be scheduled in the future to concentrate on several of downtown's major corporations such as Ralston Purina, Union Electric and A.G. Edwards in order to develop profiles for additional residential markets.

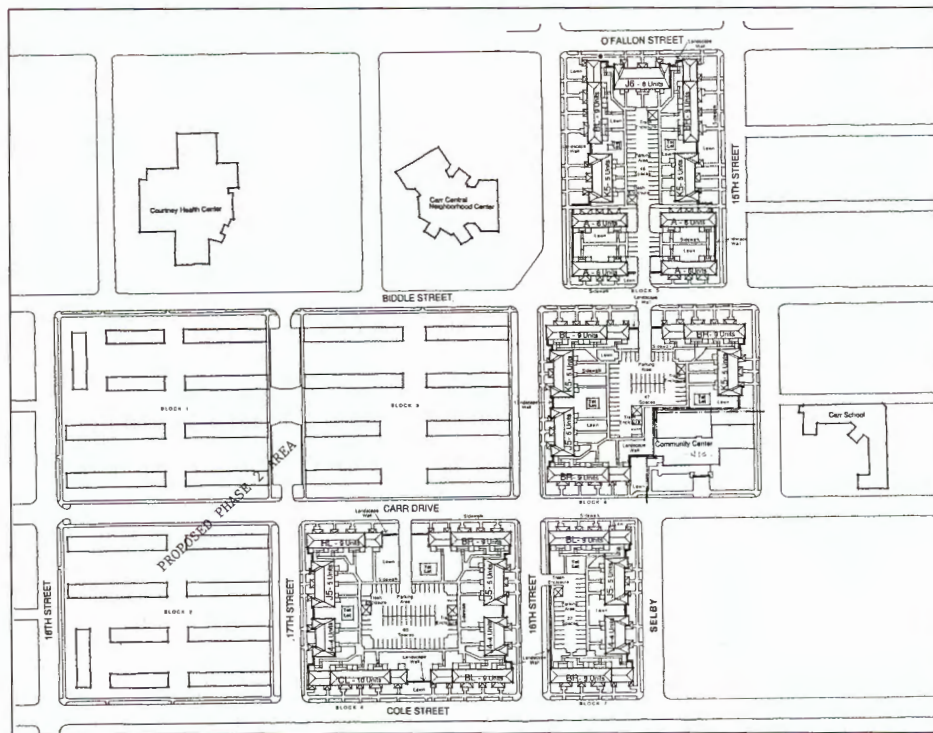
In general, people choose market-rate housing for three basic reasons: uniqueness, value and environment. Downtown has the potential to excel in all three. Downtown also has an obligation to share



O'Fallon Place Apartments. Photo courtesy McCormack Baron.

Looking southwest from the Public Library at 14th Street in 1959. The Ford Apartments are at the left; construction of the Plaza Square Apartments is underway at the right. Photo by Alexander Piaget courtesy Landmarks Association.





Phase one of the redevelopment of Carr Square Public Housing to provide for-sale units will start in 1994. Site plan courtesy McCormack Baron.

the responsibility for low- and moderate-income housing within its boundaries, but renovation of existing public housing must be accompanied by expanded social resources and educational opportunities and enhanced public safety measures. Efforts to improve housing must be augmented by efforts to employ residents in the downtown workplace and then retain them as downtown citizens.

The U. S. Department of Housing and Urban Development has approved the St. Louis Housing Authority's application for a two-phase plan that will demolish most of the now-vacant Vaughn public housing high-rise complex. Two buildings housing elderly tenants will remain. Other units will be replaced by 222 new townhouses plus certificates that can be used to rent from private landlords.

Several endangered historic properties within the boundaries of the *Downtown St. Louis Plan 1993* should be studied for conversion to affordable housing. An urgent example is the magnificent but vacant Carr School in Downtown North. This project could combine historic tax credits, low-income tax credits and special grants from sources such as the

National Trust for Historic Preservation's Inner Cities Venture Fund.

When given a choice, low-income people select housing based on precisely the same criteria as those with more resources. Prospective purchasers and renters buy or lease an environment. This includes security, good schools, shops, public improvements, restaurants, parks, etc. Notable downtown housing successes in all price ranges throughout the country emphasize these common attributes. The expansion of choice in affordable downtown housing is key to a healthy community. Downtown must also continue to attempt to find solutions to the complex problems of the homeless. Corporate involvement in St. Patrick's Center goes far beyond generous financial support. It is this level of commitment that will be needed in order to improve systemic social problems including low-income housing.

Downtown residents and nearby neighbors form the base population on the streets. They are the people who draw and define the image of downtown. They are the people who are or will become loyal,

regular patrons of downtown business. They are the people who will be the strongest advocates for the desired, but elusive, 24-hour urban lifestyle. Without a strong and diverse resident population, downtown will continue to be dependent largely upon work-week commuters, crowds from special events and conventioners. This is not enough.

Implementation Policies and Strategies for Increased Downtown Housing Opportunities

- 1. Develop and market a wide range of incentives for owners and developers who create new living units in existing historic buildings.** These could include the full 25-year tax abatement and matching grants for approved facade improvements. Initiate a program so that the city can accept and administer preservation facade easements.
- 2. Develop marketing programs that emphasize the advantages and diversity of downtown housing.** Focus group research of major downtown employers should be used to develop profiles for additional market-rate housing in existing or new buildings.
- 3. Support development of government policies that strive to solve the multiple problems of the homeless and expand the Homeless Services Network to jurisdictions outside the City of St. Louis.**
- 4. Continue to work with the St. Louis Metropolitan Police Department and private security to provide a real neighborhood environment for downtown residents.** The establishment of sub-stations, extended beat patrols and police on bikes are effective new programs.
- 5. Work with the Housing Authority, tenant management groups and all other interested parties to upgrade existing public housing and establish an action**

program to help employ residents of these communities.

- 6. Prepare proposals for innovative demonstration projects combining affordable housing and historic buildings and submit them to a variety of likely funding sources.**
- 7. Develop a constituency for renovated housing and planned new communities through field trips to outstanding developments in other cities.**
- 8. Continue efforts to construct new housing opportunities close to downtown's major attractions including the river, Union Station and the Gateway Mall.**
- 9. Work with the city, the Board of Education and the private sector to improve the downtown environment for housing by supporting good schools, more shops, parks and weekend activities.**

Photo by Gary R. Tetley.



**MAJOR GOAL TWO:
OFFICE ANCHORS**

Maintain and strengthen downtown's key position in the region's office market and assure that this position is maintained over the long term by retaining, facilitating the expansion of, and recruiting corporate headquarters, service and professional firms, and government agencies and operations.

Attainment of this major goal requires that policies and programs be implemented that keep downtown competitive with suburban office centers and that allow downtown to adapt and change in response to evolving market forces and new technologies.

Photo by Mike Bizelli for Ralston Purina.



Central to maintaining downtown's overall competitiveness in the region's office market will be to address the special needs of the three principal groups of office users which not only anchor the downtown office market but also serve as a catalyst to attract a wide variety of other types of office users to choose a downtown location:

- 1. Corporate headquarters.** The present concentration of regional and national headquarters offices of firms represents a wide variety of industries (retailing, consumer food products, financial services, utilities, etc.). They occupy diverse facilities ranging from high density headquarters office towers in the core to recent infill and rehabilitation complexes in downtown west to the more expansive urban "campuses" of firms at the edges of downtown.
- 2. Legal and accounting firms.** As key advisors to most businesses and, in the case of lawyers, with unique ties to downtown's concentration of federal, state and local government operations, especially the courts, these and other professional firms greatly influence the overall attractiveness of downtown for various other businesses.
- 3. Offices of the federal, state and local governments.** Concentrated in downtown for reasons of historic origin and current operating efficiencies afforded by their physical juxtaposition, these entities represent a major component of downtown office employment. In the case of federal agencies, this pattern is reinforced by policies requiring that first consideration be given to historic properties and to downtown locations when these facilities are moved.

While these three major groups of office users comprise a critical base of downtown employment, a vast array of other types of office-based firms are attracted by their presence. These firms are large and small; they pay high rents and low, and they provide much of the overall diversity and vitality of downtown.



Edison Brothers Stores Corporate Headquarters. Photo by Robert C. Pettus courtesy AIA St. Louis.

In addition to being the largest concentration of offices in the region, downtown's prominence in 1993 is further demonstrated by the fact that it provides almost 40 percent of the total Class A space available for general occupancy and about 60 percent of the region's total inventory of major owner-occupied office headquarters facilities.

Class A Office Buildings	7,000,000 square feet
Class B Office Buildings	7,200,000 square feet
Owner-Occupied Buildings	5,700,000 square feet
<hr/>	
Total Downtown	
Office Inventory	19,900,000 square feet

This current inventory of some 20 million square feet of effective, generally competitive office space, is approximately half of the region's total inventory of office facilities.

Data cited above demonstrate the important position downtown occupies within the larger regional office market. This is especially noteworthy because growth in the region's economy is increasingly affected by growth in the service sector as opposed to



Southwestern Bell complex. Photo by Robert C. Pettus courtesy AIA St. Louis.

manufacturing activities. Non-governmental offices are estimated to house an estimated 120,000 to 150,000 employees in the region, or as much as 13 percent of all regional employment. About half of all office-based employment is located in downtown St. Louis and this, in turn, comprises about three-fourths of all downtown employment—70,000 of the 92,000 person downtown work force. Private office employment is estimated at about 57,000 plus office-based government employment of about 13,000.

The position of downtown as both the dominant and central office hub for the bi-state region should be further strengthened by policies that foster growth in the key office-using sectors. The principal advantages of downtown that attract office users, especially those which anchor the broader office market, are:

1. Regional centrality with good highway access to the entire area, including Illinois communities;
2. Effective transit access as an alternative to the automobile dependency of suburban locations;



TWA will soon move from this storefront to become a new corporate player in downtown. Photo by Gary R. Tetley.

3. Large blocks of contiguous leasable space, as well as sites and buildings to accommodate owner-occupant corporate facilities; and
4. The prestige and excitement of being a "player" in the region's largest and most diverse business center.

Conversely, the principal concerns of office anchors that the plan must address in order to secure and expand their presence include: insuring continued availability of multiple and flexible options for office expansion; maintaining reasonable cost and availability of parking facilities as well as efficient highway and transit access; and avoiding tax burdens or other operating costs to office employers or employees which are disproportionate with competing suburban locations.

An excellent example of a recent corporate headquarters relocation to downtown is the decision of Blue Cross/Blue Shield of Missouri to acquire the Forsythe Plaza building and adjacent properties to create an urban corporate campus in the vicinity of Union Station. The planned complex of old and new buildings will reflect the diversity of the firm's customer base while incorporating the requirements of high technology, especially in telecommunications and data processing. The downtown location is also central to the firm's employee base which includes many from the Illinois portion of the

region. Further, downtown is the one place in the region that is accessible to the firm's employees from a wide variety of communities by means of public transportation, including the new MetroLink system. Finally, this decision of Blue Cross/Blue Shield also suggests the growing importance of biomedical and health care related businesses to the region's economy and the opportunity for downtown to benefit from plans to develop a biomedical research park west of downtown.

Implementation Policies and Strategies for Downtown's Office Anchors

Constant monitoring of the needs and interests of downtown's office anchors as well as the broader office market will enable the city to retain those firms and government agencies already located downtown while appealing to others like them. Success in retaining and attracting key office anchors will in turn make downtown an even stronger magnet for a wide array of other office-using businesses as well as for those who supply goods and services to downtown offices.

- I. A partnership of Downtown St. Louis, Inc., the City of St. Louis, the RCGA (the St. Louis Regional Commerce and Growth Association) and the Urban League should be formed to establish and maintain a**



Shell Building. Photo by Robert C. Pettus courtesy AIA St. Louis.

corporate call program designed to retain existing businesses in downtown. Such a program should involve senior business as well as top political leaders in the process of contacting and soliciting the concerns of downtown businesses. The objective of this effort will be to monitor the evolving needs and interests of the key firms and government agencies comprising the office base. This, in turn, can serve as an early warning system to allow public and private interests to anticipate

and head off business defections from downtown. An extension of this effort would be a periodic attitudinal survey program of a sample of the universe of firms located downtown. In addition to the needs-monitoring function of these efforts, there is the further benefit of systematically emphasizing to downtown firms and agencies that there is a broad constituency that cares and is profoundly interested in the welfare of downtown's major occupants.



Mercantile Bank. Photo by Robert C. Pettus courtesy Landmarks Association.

- 2. An ongoing assessment of downtown's competitive position in the St. Louis region vis-a-vis other comparable downtown business districts of major metropolitan areas should be maintained by Downtown St. Louis, Inc. in association with the City of St. Louis.** This should focus particularly on the relative tax burden of downtown occupants, especially as the City of St. Louis grows increasingly dependent on downtown for its fiscal well-being. Moreover, the relative cost and availability of parking as well as proximity to public transportation and other critical support functions should be part of this evaluation.
- 3. Anticipate and plan for the future development of a diverse supply of new and rehabilitated office facilities.** Downtown district plans should recommend specific sites for future office development. These should range from designating sites for major new office towers to targeting historic and architecturally significant buildings most suitable for rehabilitation as office facilities of a wide

variety of sizes, quality and configurations. Priority sites and buildings should be identified and incentives made available to induce and facilitate development of these planned developments as market conditions dictate.

- 4. Develop a plan and marketing strategy for a system of downtown education and training designed to meet the needs of downtown office employees.** While a base of continuing education options already exists in downtown with the programs offered by Webster University and St. Louis Community College, the large and diverse employment base of downtown should be supported by further options. This could include a high school equivalency program, a variety of certification programs conducted by state licensing agencies or by professional organizations and an executive MBA program. An improved and broadened system of education and training for downtown employees would contribute to the competitive edge for downtown as an office center.
- 5. Implement an office incubator facility occupying one of downtown's prominent older office buildings.** The provision of joint secretarial and administrative services, business planning and marketing support and common office and data processing equipment, together with inexpensive, flexible office space, will enable downtown to spawn a new generation of professional and business service firms. As these mature, they will move into and increase occupancy of the broader downtown office market.
- 6. Join with downtown's telecommunication providers to plan and implement a fiber optic cable network capable of supporting the latest technologies in high-speed information transmission.** This newest infrastructure element should be developed to insure downtown's competitiveness in a rapidly evolving communications environment.



America's Center. Photo by Robert C. Pettus courtesy Landmarks Association.

MAJOR GOAL THREE: HOSPITALITY AND TOURISM

Continue to build and effectively market the facilities and attractions necessary for a growing convention and tourism industry and to enhance downtown's position as a regional center for one-of-a-kind entertainment, cultural and athletic events and venues.

St. Louis' expanded convention center, recently re-named America's Center, is the focus of this growth industry. Expenditures by tourists and conventioners are expected to quadruple to \$2.5 billion annually in the City of St. Louis by the year 2000.

The hospitality industry accounted for total spending in the City of St. Louis of about \$665 million in 1992, according to St. Louis Convention & Visitors Commission estimates. The largest part of this spending occurred downtown. The Gateway Arch, the St. Louis Cardinals and St. Louis Union Station accounted for "major attraction" attendance of almost 10 million or 55 percent of the St. Louis visitor market.

Starting in mid-1994, a new state law will allow a percentage of tourism-generated tax revenue to be reinvested in tourism promotion directed by the Missouri Division of Tourism. Tourism is currently the second most important source of economic development in the state. Close coordination with the Division of Tourism should assure that St. Louis and downtown will benefit from this significant piece of legislation.

The hospitality industry is already a major employer in downtown. As many as 700 people will work in a major new convention hotel and many more will be employed when riverfront gaming opens on the Missouri side of the Mississippi. Hospitality jobs have historically offered opportunities to low- and moderate-income residents in entry-level positions; care must be taken to assure that women and minorities also have training and access to management positions throughout the growing spectrum of hospitality industry jobs.

"The smokeless industry" is what Mayor Alfonso J. Cervantes called conventions and tourism, and it



Gateway Archgrounds. Photo courtesy National Park Service.

was he who gave the industry its first big boost by establishing city hotel and restaurant taxes in 1968 to support what is now the St. Louis Convention & Visitors Commission, previously supported only by membership dues. St. Louis County passed its own hotel tax and began to match funds the city provided to the convention bureau in 1976. In 1984, city and county efforts officially merged in establishing the Convention & Visitors Commission and the Regional Arts Commission, both supported by a 3.75 percent hotel tax in each jurisdiction.

Mayor Cervantes along with Mercantile Bank chairman Donald E. Lasater led the successful 1972 campaign to build St. Louis' convention center opened in 1977. Although Cervantes Convention Center's 240,000 square feet of exhibition space was competitive at the time of its construction, St. Louis today is catching up with rival cities which expanded their downtown convention and sports facilities in the meantime.

Built in 1990, the Minneapolis Convention Center has 325,000 square feet of exhibition space. Indianapolis has 295,000 square feet including the Hoosierdome which is part of its convention center, a successful idea being improved on in St. Louis where our convention center-stadium will be primarily a convention center adaptable for use as a 70,000 seat domed stadium rather than the other way around. With the opening of the south expansion in May 1993, St. Louis exhibition space reached a total of 340,000 square feet. This figure will increase to 500,000 square feet with opening of the convention center-stadium scheduled for fall 1995. The entire complex can handle very large conventions or can be broken down into three independent but interconnected convention and exhibition halls.

St. Louis, Minneapolis and Indianapolis all have about the same number of downtown hotel rooms, between 3000 and 3500, that can be committed to

conventions; but hotel occupancy has recently been relatively weak in St. Louis compared with the two other cities, both because of the relatively small size of our convention center and because of the disruption caused by convention center expansion. Recent hotel occupancy in downtown St. Louis has been averaging about 60 percent compared with 67 percent in Indianapolis and 70 percent in Minneapolis. Completion of convention center expansion in St. Louis and construction of a new convention center headquarters hotel should strengthen downtown hotel occupancy by increasing convention center sales and greatly increasing convention center use. The St. Louis Convention & Visitors Commission estimates that convention center attendance will increase from 500,000 annually in 1993 to 2 million annually by the year 2000. If hospitality industry spending in the city parallels projected increases in convention center attendance, hospitality will be a \$2.5 billion business annually in the City of St. Louis by the end of the century.

An NFL franchise is, of course, being sought for the convention center-stadium, but football and other sports activities are likely to represent relatively small uses on an annual basis. Seventy percent of the event days in the Hoosierdome in Indianapolis are convention and show events which have nothing to do with sports. A similar pattern of use is expected in St. Louis.

Kiel Center, scheduled for completion in late 1994, will provide a new downtown home for the St. Louis Blues, the St. Louis University Billikens and other large-scale activities as well as a likely home for a St. Louis NBA franchise. Moreover, the restored Kiel Opera House will be a venue for major performing arts events.

Riverboat gaming promises to become another major visitor attraction in St. Louis. In addition to a surge in year-round riverfront activity, gaming could help promote regionalism and create spinoff attractions. In Philadelphia, ferries linking that city's waterfront with a new aquarium in nearby Camden, New Jersey have become tourist attractions in them-

selves. The Delaware River carries ocean-going ships and is about the same width as the Mississippi. Connecting the East St. Louis, Illinois, gaming site next to the Eads Bridge with the Missouri riverfront by ferry could make trips across the river more likely and more fun. Expansion of the National Park to the East Side makes this means of transport an even better subject for study.

Confluence St. Louis' report on infrastructure issued in September 1992 stressed the need for an immediate study of the Mississippi River to evaluate the corridor's potential to enhance quality of life and regional economic vitality. The arrival of riverboat gaming was further impetus for a comprehensive "Central Riverfront Plan" now under way and scheduled for completion in January, 1994. The river is first of all a great natural resource, a resource placed on the "most endangered rivers" list in 1992 by the nation's leading river conservation group. A thoughtful plan to promote tourism will improve opportunities for visitors to encounter nature as they experience the river.



S.S. Admiral, moored north of Eads Bridge, c. 1940. Photograph by Howard Earl Day courtesy Landmarks Association.

Travel is the third-largest household expenditure in the U.S. after food and housing. Travel industry experts suggest that cultural tourism offers the best hope for sustained development to offset the effects of economic restructuring. Most of today's work



The Adam's Mark Hotel. Photo by Gary R. Tetley.

force stay closer to home and take shorter vacations than a decade ago. Many are choosing to drive rather than fly; more would choose Amtrak if current schedules and equipment were improved. Seniors make up an expanding part of the travel market. Destination decisions made by tour operators are based on a number of factors.

Downtown's location in the center of the region's population is a tourism advantage as are the Interstate Highway system, a hub airport, MetroLink and relatively good passenger train service. The Chicago Art Institute has exploited similar advantages and formed partnerships with downtown hotels and restaurants to market creative, collaborative weekends. Opportunities for downtown St. Louis establishments to form similar links with Grand Center and institutions in the Zoo-Museum District should receive top priority.

Promotions by the Chicago Art Institute are not limited to regional markets. In 1990, the United States received \$40 million of the total \$429 million spent by international tourists to place a respectable

second behind France's \$50 million. This is a market that can only increase.

The June 1992 issue of *Black Enterprise* magazine, ranks St. Louis and Kansas City among the eight best cities in the United States for conventions for African-Americans. This is also a growing market, a

Seasonal street vendor. Photo by Gary R. Tetley.



market which should be expanded to help attract international travelers. In 1991 and 1992 meetings of organizations such as the National Black MBA Association, the National Association of Black Accountants and the Mound City Bar Association drew many thousands of visitors to St. Louis, as did the Caribbean Arts Festival at the Saint Louis Art Museum.

A 1993 survey of 67 museums, performing arts and other cultural institutions in the St. Louis metropolitan area found that their combined economic benefit to the region is almost \$1 billion per year. About \$150 million of that figure is spent directly by the institutions through local purchases and payrolls, but the preponderance of the impact comes from visitors attracted to St. Louis because of its cultural institutions. Downtown should augment the number and variety of attractions within its boundaries and market its unparalleled access to Metro-Link to encourage resident and visitors' attendance.

San Antonio aggressively markets its ethnic diversity with outstanding events culminating in a multi-day fiesta focused on the Riverwalk. Programming at the Scott Joplin House just west of Jefferson on Delmar should become more visible when "The Rosebud Cafe" opens next door, but downtown should have many locations featuring ragtime, the blues and jazz. The steps of Kiel Opera House in 1992 and Laclede's Landing in 1993 made perfect settings for the now annual Blues Heritage Festival. These sites should become regular venues for many other open-air musical events.

Years ago when the Metropolitan Opera visited St. Louis, it performed at Kiel. St. Louis' own Opera Theatre would be the ideal company to inaugurate the restored space, but music to please all tastes needs to be heard more often all over downtown. Because of their visitor attraction potential, the performing arts are normally part of a city's downtown hospitality system and should be so in St. Louis as well. The Grand Center performing arts district only one mile west of downtown can be effectively integrated into downtown by public transportation to the benefit of both.

Noted architectural historian Spiro Kostof identified St. Louis as being tied with Boston in fourth place among American cities in the number of architecturally significant structures. In downtown alone over 60 individual sites and six historic districts have been designated by either the city or listed on the National Register of Historic Places. The list includes sites of international reputation such as the Arch, Eads Bridge and the Wainwright Building. It also includes early skyscrapers, mercantile loft buildings, churches, a market, the train station, banks, museum houses, a housing project from the 1930s, theaters, hotels, a private club, public sculpture, post offices, a printing company that is now a micro-brewery, a music conservatory that is now a printing company — plus an office building that was first an African-American church, next a fire station, then an annex to a glass company and now the office of a public relations firm.

Few cities can match St. Louis' potential for using its history, architecture and cultural heritage as an economic development strategy and as a major tourist attraction. With proper packaging and marketing, many thousands of people will visit St. Louis each year, just as we visit Boston, Chicago or New Orleans. Many cities feature heritage walks complete with plaques denoting downtown landmarks. Helpful for visitors and informative for locals, a marker program should be initiated by a competition based on design quality and durability.



Kiel Opera House. Photo by Richard L. Bliss courtesy AIA St. Louis.



Recent guidebooks on local architectural resources published by the St. Louis Chapter of the American Institute of Architects (AIA) and Landmarks Association of St. Louis have been well received, but these and other pertinent publications do not reach the wide audience served by the Convention & Visitors Commission. The planned St. Louis Heritage and Visitors Center is a collaborative effort to organize and market St. Louis' cultural resources to both visitors and residents.

Implementation Policies and Strategies for Hospitality and Tourism

- 1. Develop the multi-cultural tourism potential of St. Louis by packaging and marketing our history, architecture and cultural heritage as a major visitor attraction.** Specific implementation strategies include: opening the St. Louis Heritage and Visitors Center to give St. Louisans as well as visitors an appreciation of the heritage of our region; establishing a marker program for downtown landmark structures and historic sites which can form the basis for self-guided walking tours; initiating cooperative marketing efforts with Chicago and Kansas City to attract foreign visitors; and developing new cultural attractions downtown such as an aquacenter and a children's museum.
- 2. Undertake a multi-faceted approach to development of the St. Louis riverfront.** This should include implementing riverboat gaming as quickly as possible; constructing a marina on the central riverfront; extending the Jefferson National Expansion Memorial to the East St. Louis riverfront; and undertaking a comprehensive study of the downtown riverfront and the Mississippi River at St. Louis examining ecology, commerce and recreation potential.
- 3. Complete key hospitality industry improvements.** In addition to the scheduled completion of Kiel Center in 1994 and the



Detail: Chemical Building. Photo by Robert C. Pettus courtesy Landmarks Association.

convention center-stadium in 1995, construction of the new convention center headquarters hotel is required. Conversion of the Lennox to a conference center-related hotel, renovation of the Gateway Hotel and construction of parking garages near the expanded convention center are recommended to effectively serve the convention and tourism market in downtown.

- 4. Construct key pedestrian linkages to encourage walking.** Most important are the planned Memorial Drive Park connecting the Gateway Arch grounds with the Old Courthouse and the core of downtown; the Hospitality Walk connecting Union Station, Kiel Center, Busch Stadium, the convention center and Laclede's Landing; landscaping South 7th Street to create an attractive



Detail: Arcade Building. Photo by Gary R. Tetley courtesy Landmarks Association.

pedestrian corridor between Busch Stadium, Checkerboard Square and the historic neighborhoods south of downtown; and completion of the Gateway Mall and creation of the Federal Mall as the setting for the new Federal Courthouse.

- 5. Put in place visitor-oriented public transportation programs.** This should include a fare-free zone on MetroLink within downtown; shuttle bus service on Sullivan Boulevard serving riverboat casinos and other riverfront attractions; one-day and three-day passes on MetroLink and Bi-State buses to encourage visitors and St. Louisans to use public transportation; and connection of major visitor attractions such as the Anheuser-Busch Brewery, Missouri Botanical Garden and Forest Park institutions to MetroLink via feeder buses.

- 6. Increase police visibility downtown through a combination of public and private funding.** Major new attractions downtown will require more police downtown and new revenue to fund them. Visitors and St. Louisans need to be reassured about downtown's safety and security.

- 7. Strengthen the appeal of St. Louis as a destination for African-American visitors by placing more African-Americans and women in hospitality industry management positions.** Women and minorities need to be proportionately represented throughout the spectrum of hospitality industry jobs.

- 8. Promote downtown as an entertainment center to the St. Louis metropolitan region through cooperation among the Missouri Division of Tourism, the St. Louis Convention & Visitors Commission, Downtown St. Louis, Inc. and RCGA.**

- 9. Reserve the blocks from Lucas to Cole, 9th to 11th for further expansion of the convention center to the west.** Because of the need to keep convention center exhibition halls on the same grade level and to maintain circulation on Cole Street, a major arterial, west across 9th and 10th Streets is the more practical direction for future convention center expansion. The purpose of identifying this need now is to discourage further incompatible investment in the expansion area in order to minimize future acquisition and development costs and disruption.



**MAJOR GOAL FOUR:
RETAIL CENTERS AND ANCHORS**

Maintain and reinforce the key position of downtown in the highly competitive regional retail market by building on and promoting St. Louis Centre and St. Louis Union Station.

Downtown is fortunate to have two major urban shopping centers. One is anchored by two traditional department stores; the other is a specialty retail center in a festival marketplace format. Together they have dramatically increased the capacity and attractiveness of downtown as a shopping destination, and they in turn serve to anchor the overall downtown retail structure. Of primary importance for the future of downtown's retail structure is to increase the natural sources of

retail patronage downtown while expanding complementary non-mall or storefront retailing in an exciting pedestrian-friendly environment.

Prior to 1965, downtown was clearly the dominant retail shopping district in the St. Louis region, having been built on a system of both streetcars and arterial roads that radiated from downtown. Downtown had three major department stores plus a dense pattern of storefront shops lining the streets of the business core. While there was little effective suburban competition, the impacts of a new generation of regional shopping centers were beginning to be felt.

As the growth of this pattern of suburban retailing accelerated and matured in pace with the growth of residential suburbs, downtown's retail structure

Washington Avenue c. 1920 looking northeast from 7th Street. The Grand Leader Department Store, later Stix, Baer & Fuller and now Dillard's, is in the foreground with 555 Washington to the east. Photo courtesy Missouri Historical Society.



deteriorated. By the mid-1970s, only Famous-Barr retained a strong base of regional patronage, much of which came from Illinois due to an absence of competitive centers there. Retail outlets lining Washington Avenue, 6th, 7th, Locust and Olive Streets withered as transit ridership plummeted. Automobile commuters found it more convenient to shop at new regional and community centers located near their homes and where shoppers could find convenient, free parking.

The first move toward a reversal of the retailing slide in downtown came with the opening of St. Louis Centre in 1985. First conceived in the mid-1970s, the concept of a two-block enclosed mall connecting Famous-Barr and Stix, Baer & Fuller (now Dillard's) was finally made possible by an Urban Development Action Grant from the federal government, in combination with an array of other federal, state and local tax incentives. Concurrently, the dramatic restoration and adaptive reuse of St. Louis Union Station opened a vast, exciting festival marketplace. As a result of these two new retail centers, downtown gained a half-million square feet of new mall shops — enough to line a mile of downtown streets.

When combined with the two preexisting department stores, St. Louis Centre with some 1.4 million square feet became the largest enclosed mall in the region and one of the largest in the country. Downtown now had the mechanism it needed to recapture much of the patronage it had lost over the preceding 20 to 30 years.

The key to the continuing success of downtown as a retail center will be to increase its attractiveness to all three major sources of patronage:

1. St. Louis City and Illinois residents living within about a five-mile radius of downtown who find it the most convenient regional center from their homes. Continued revitalization of city neighborhoods surrounding downtown and the creation of new housing opportunities in downtown will expand this important source of patronage;



Detail of Famous-Barr building. Photo by James Bartl courtesy Landmarks Association.

2. The 92,000 people employed in the downtown business district who can readily patronize its retail facilities over the lunch hour as well as after work. Continued growth of office employment will strengthen this most important source of retail customers;
3. Tourists and visitors, ranging from conventioners to residents of the region who normally shop closer to home but who choose to shop in downtown as part of a special occasion such as Christmas or when attending another event such as a baseball game. Completion of the convention-stadium complex and the new Kiel arena will help expand this source of downtown shoppers. The introduction of gaming on the riverfront, continued growth of downtown as the region's dominant office center and the arrival of MetroLink light rail transit should also solidify and strengthen the patronage base of downtown as a major retail destination.



Implementation Policies and Strategies for Downtown's Retail Centers and Anchors

- 1. Recognize that the primary means of expanding retail activity downtown is to expand and enlarge the natural sources of retail patronage.** Therefore, highest priority should be given to expanding downtown tourism and convention visitation, growing office employment and enlarging the residential base from surrounding neighborhoods and within downtown. Improving access by both automobile (including parking) and transit, enhancing the physical environment of downtown, and improving the quality and mix of downtown retail offerings can also contribute to the success of downtown as a retail destination.
- 2. Discourage development of additional large-scale mall or galleria-type retail centers in downtown.** St. Louis is fortunate to have two outstanding urban shopping centers. It is important to attract sufficient patronage to keep both economically healthy. These centers should be seen as anchors for future expansion of shops that will add retail life and pedestrian activity to the street fronts of downtown. Additional large-scale mall or arcade facilities would only further internalize downtown's retail environment and deprive it of the visible sense of excitement so important for long-term vitality.
- 3. Develop coordinated retail management and marketing programs for downtown that provide for uniform hours of operation.** Advertising and promotions should be designed to encourage downtown shopping and to exploit the diversity of shopping opportunities in downtown. This should include extending uniform hours of operation to 9:00 p.m.

- 4. Plan carefully for downtown parking to insure that sufficient opportunities exist for retail patrons arriving by automobile to find reasonably convenient and inexpensive parking.** Successful downtown retailing requires special parking validation and creation of more perimeter parking to enhance the use of MetroLink during downtown's free-fare zone from 10:00 a.m. to 3:00 p.m. weekdays.

The Railway Exchange Building is the home store of Famous-Barr and the headquarters of the May Department Stores Company. Historic photo by Alexander Piaget courtesy Famous-Barr Company.



**MAJOR GOAL FIVE:
STREET-FRONT SHOPPING**

Build upon the foundation of downtown's retail, housing and convention and tourism investments to create an expanded system of store-front shopping.

This will not only contribute to the tax base but also add to the excitement and activity of downtown's streets and sidewalks. Attracting more storefront retailing to strategic locations in downtown will help make downtown a place where people want to be and thereby contribute to its overall attractiveness as a place to work and live as well as to shop.

As office employment, conventions, visitors and the number of downtown residents grow along with MetroLink ridership, pedestrian activity will increase along downtown's streets. This will present new opportunities for entrepreneurs to take advantage of sidewalks and ground level space in many older

buildings. Owners and managers of existing and new office buildings should be encouraged to orient ground level retail space outward to the street rather than seeking to contain employee patronage and pull pedestrians off the streets into lobby shops and arcades. The result will be a larger and stronger retail shopping district with commensurate sales growth benefiting the overall mix of business and the tax base of the city.

Street-level retailing will naturally respond to patterns of pedestrian movement in relation to both competition and the location of major generators of pedestrians, such as MetroLink stations, major office buildings or major parking garages. Careful planning and incentives should be used to induce storefront retailing to concentrate where it will be most effective. This would include 4th, Broadway, 6th, 7th and 8th streets where visitors move between major hotels, the convention center and convention center-stadium and Busch Stadium. All

Storefront of the Arcade Building designed in 1924 by Ewald & Allen for the Herz Candy Company (now removed). Drawing by Pat Hays Baer courtesy Landmarks Association.





A Washington Avenue art gallery. Photo by Gary R. Tetley.

three MetroLink Stations serving the downtown core are located in the same general corridor. Still another area of natural retail concentration will be along Olive, Locust and Pine Streets between Broadway and about 10th Street. Likewise, Washington Avenue storefronts will become more desirable for innovative retailers appealing to Loft District residents and to visitors attracted to the arts and culture theme of this area.

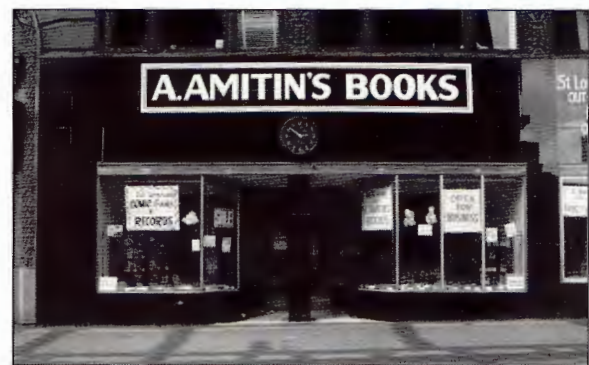
Finally, the city's regulation of street vendors and performers should be reviewed and revised to allow the activity but define the quality, location and distribution appropriate within various districts. These types of businesses require little capital and offer good opportunities for entrepreneurs.

Implementation Policies and Strategies for Street-Front Shopping

1. New retail development should be encouraged to locate in storefronts along certain designated streets in order to take advantage of and reinforce concentrations of pedestrian movement and activity. This should be accomplished within the framework of a retail development plan suggesting an optimum mix and distribution of stores to complement St. Louis Centre and St. Louis

Union Station. Special consideration should be given to creating opportunities to recruit specialty retailers such as Crate and Barrel, Conran's or Ikea as well as planning for the possibility of attracting a third major department store. The plan should also establish a framework for "centralized retail management" which will engage the interests of landlords to coordinate and provide standards for store hours, storefront signage, window display, etc. The plan for downtown retailing should likewise be coordinated with plans for streetscape and pedestrian improvements and for the location of and access to parking garages and MetroLink stations.

2. The resulting increase in street life from more street-front retailing should be reinforced with public streetscape improvements. This should include more and improved landscaping, benches, water fountains, public art, lighting, trash receptacles and information signage, accommodation of outdoor cafes and provisions to insure disabled access.



Amitin's used books: a downtown institution. Photo by Gary R. Tetley.

3. Developers of new downtown office buildings should be encouraged to orient ground-level retailing to the street front rather than containing all shops in interior lobbies and arcades. Implementation of this policy must recognize the private economic and marketing objectives that building owners and managers have traditionally sought to achieve by incorporating retail shops into



Levine Hat Company on Washington Avenue — in business downtown for over a century. Photo by Gary R. Tetley.



Contemporary furniture and gifts on Washington Avenue. Photo by Gary R. Tetley.

their buildings. In downtown, prime examples where arcade stores as well as street-front shops were provided are the Arcade and Paul Brown Building. For example, the recent development of St. Louis Centre is designed to include street-front tenants but has only a few. The Metropolitan Square lobby provided no sidewalk-oriented stores. Future developers should be provided a set of incentives and guidelines which encourage external orientation of stores that contribute to the overall welfare of the downtown business district. Also, even where retail occupancy of the ground level of downtown buildings is

precluded by market or physical factors, clear glass is encouraged. Walls along the street frontage should be designed to add excitement and interest.

4. **City ordinances and regulations governing street vendors and performers should be reviewed and revised to provide a procedure whereby such activities are permitted but controlled.** The key to a successful program for the permitting of these activities will be to balance the interests of streetfront retailers, pedestrians, the city and the vendors and performers themselves. In addition to the requisite standards and regulations, the city should prepare and maintain a plan for the location of vendors and performers. In the case of the vendors, there will be benefits to their concentration in a select number of designated locations, thereby encouraging comparison shopping and allowing for common support systems and control. Such a concentration could replicate some of the qualities of a street market or farmers' market such as Faneuil Hall in Boston, the Straw Market in Charleston, or the street artists' row at Fisherman's Wharf and Union Square in San Francisco.

**MAJOR GOAL SIX:
SMALL BUSINESSES AND INSTITUTIONS**

Maintain and expand the diverse array of small businesses and institutional uses in downtown in order to strengthen and diversify downtown's economic base and to utilize better downtown's unique collection of historic and architecturally significant buildings.

Downtown's physical and economic diversity, as well as its social and cultural diversity, represents a unique asset that distinguishes it from all other business centers in the metropolitan area.

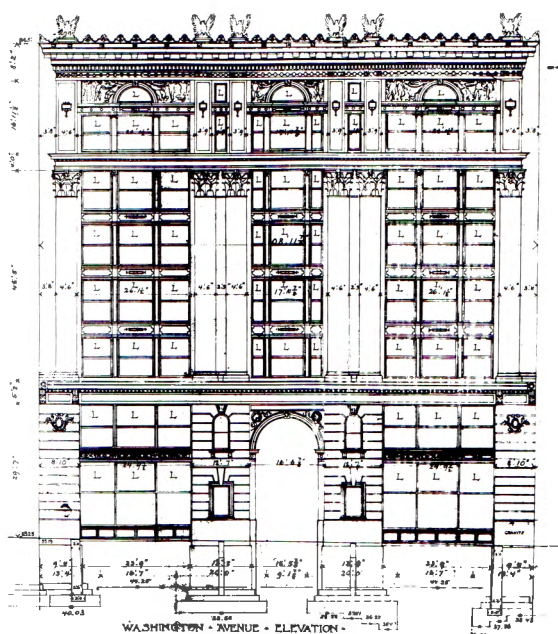
Many of the older buildings in downtown are historically and architecturally significant. While it is certainly physically possible to restore or convert these to office occupancy, as in the cases of the 555 Washington, the Lammert, the Curlee, the Frisco, the CPI, and the Forsythe Plaza-Blue Cross/Blue Shield buildings, the market for these structures has been shown to be a relatively small and discrete segment of the larger downtown office market. For this reason it is important that the downtown plan point the way to other methods of reusing as many of its most significant older structures as possible.

Some of these buildings can be adapted to create housing— especially if their location, special character and views can be marketed as part of the unique amenity of urban living. Others can be developed as art gallery and studio space, especially if this opportunity can be successfully marketed to attract artists from New York, Chicago and even Los Angeles. Otherwise, this market, while growing, is limited.

Another expanding market covers the wide variety of business services whose primary customer base comes from the office users. Still another opportunity will be firms that supply goods and services to the expanding hospitality, convention, sports and entertainment industry focused in downtown and in Grand Center to the west. Many of these supporting businesses do not require or desire the same level of finish, furnishing or image that most office users demand.

Still another unique opportunity for downtown development would be to attract more public and private institutions, especially educational institutions or satellite facilities of the region's major cultural institutions. Although the St. Louis Community College and Webster University already have downtown operations, there should be opportunities for others such as Washington University, University of Missouri at St. Louis, St. Louis University, Southern Illinois University at Edwardsville and Maryville University to broaden the range and depth of offerings for continuing education of downtown employees. As demonstrated by the St. Louis Community College facility, older loft-type buildings can be successfully adapted to teaching and administrative uses. Establishment of a "laboratory" school (grades 1 to 12) in association with one of the region's universities suggests another interesting option for downtown. Such an institution should have a strong base of math and science excellence similar to the University of Chicago's Lab School which prepared students for the high technology fields that will be the foundation of economic growth in the 21st century.

Drawing from 1897 by Eames & Young for the Hagarline-McKittrick Dry Goods Company but better known as the headquarters of the Lammert Furniture Company which occupied the building from 1924 to 1981. Now home to a branch of Webster University and AIA St. Louis. Drawing courtesy Landmarks Association.





St. Louis Public Library. Photo by Richard C. Bliss courtesy AIA St. Louis.

Still another prospect for economic growth in downtown is to increase its attractiveness as the location for a variety of international businesses. By linking the region's universities with downtown's diverse businesses and emphasizing downtown's unique economic, cultural, architectural and urban design qualities, downtown can be marketed as a preferred location for international firms.

Start-up or incubator businesses with space needs at either end of the size spectrum have already been attracted to much of the area west of Tucker Boulevard. Lower density of occupancy (persons per area of floor space), lower square foot cost, truck service access and lower parking expenses allow this area to compete with suburban locations. Historic preservation in this context is not only consistent with increased office-warehousing, office-light manufacturing uses but essential to establishing a distinctive market niche. Preservation in this context should also include a sound policy designed to retain the many light-industrial jobs that remain in the area.

At the same time, opportunities should be provided for new, one-story office-warehouse, service center and so-called high-tech buildings at the perimeter of downtown. Sites served by the planned 22nd Street Parkway, such as the former Pruitt-Igoe housing site, would be ideal for such new development to complement the inventory of potentially rehabilitatable space in Downtown West.

A number of economic incentives need to be designed to foster diverse business developments. Some could stem from discussions with Community Reinvestment Act (CRA) officials at major banks about ways in which CRA lending and Missouri tax credits might be combined to provide inexpensive business incubator facilities. Such a strategy should enhance the financing of acquisition and renovation and encourage multi-cultural entrepreneurs to locate downtown.

The Central Library should be consulted about the possibility of providing certain business support facilities and services to adjacent buildings, includ-



International Shoe Company at 15th and Washington in 1911. Drawing courtesy Landmarks Association.

ing word processing and special research on a fee basis. Washington University should be encouraged to explore the establishment of a downtown extension of its nationally recognized fashion design program, most likely in one of the buildings the university currently owns. As activity increases in Downtown West, especially the Loft District, more and more students from all area universities will be interested in alternate living/work space if planned public transportation improvements become a reality.

However, the most immediately important segment of this market to be affected by the *Downtown St. Louis Plan 1993* is the collection of small to mid-size businesses that have already chosen downtown. As they grow, they will be likely to expand here, provided that their progress is noted and their special needs addressed. Opportunities for civic encouragement west of Tucker include assistance in streetscape improvements already initiated by some business associations.



Former International Shoe Company building in 1993. Photo by Gary R. Tetley.

The magnitude of both the problem and the opportunity for business and institutional expansion which is presented by downtown's inventory of older buildings is demonstrated by the fact that out of an estimated total of some 25,000,000 gross square feet of office space, about 5 million square feet is generally regarded as Class C space that for the large part is not competitive in today's office

Detail: International Shoe Company Building. Photo by Gary R. Tetley.





Installation of equipment at The Saint Louis Brewery, the city's first micro-brewery. Photo by Suzy Gorman.

market. Much of this is older space that is indeed functionally obsolete or physically inappropriate for the great majority of today's office users unless completely rehabilitated. These buildings tend to be located in the downtown core although some are west of Tucker Boulevard such as the former headquarters of General American Life Insurance Company or the former International Shoe facility. In addition, there is perhaps as much as 10 million square feet in downtown buildings that would today be termed "loft" buildings. These were originally constructed as multistory retail stores, warehouses or manufacturing facilities, and they tend to be located on the spine of Washington Avenue, the area known as the Loft District which extends from 9th Street west to Jefferson Avenue.

Implementation Policies and Strategies for Small Businesses and Institutions in Downtown

Entrepreneurs accounted for most of the enterprises that first made St. Louis a successful new center of commerce. All got their start in what would have been non-prime space. The same potential exists today, especially with businesses



Diner featured in the film "White Palace". Photo by Gary R. Tetley.

based on new technologies. The following strategies should be pursued to turn the present excess of uncompetitive office and warehouse space into an asset and to incubate, attract and keep a balanced downtown work force:

- 1. Assess the city's land use, parking and building regulations to determine what modifications can be made that would remove barriers to the reuse of downtown's older office and loft buildings for occupancy by diverse support**

businesses and institutions without compromising critical life-safety standards.

This assessment could lead to establishment of a special district within which certain standards would be relaxed and development incentives would be applied to enable support businesses to lower their effective costs of occupancy to maintain their presence in downtown.

- 2. Expand the facade-improvement program and other appropriate incentives for start-up or expansion businesses to occupy and renovate historic properties.** Likewise, city policies for granting tax incentives should give preference to the rehabilitation of historic structures. In addition to the simple rationale of preserving irreplaceable elements of the community's heritage, this preference is justified by the extra costs of architecturally and historically sensitive facade restoration and the need to meet modern standards for electrical, fire and earthquake protection as well as the Americans with Disabilities Act (ADA).
- 3. Expand special business support programs geared to start-up business in downtown, including creation of an office incubator facility occupying an older office building in the downtown core.** Business support could include access to seed and venture capital, business planning and market research as well as pooled secretarial and administrative support and joint use of office and data processing equipment.
- 4. Should the federal government institute an enterprise zone program, the Loft District and Downtown West areas should be so designated.** The opportunities for employment of minority and low- and moderate-income residents in the support businesses concentrated in this area and the easy access to the city's low- and moderate-income neighborhoods should position this area ideally for federal enterprise zone

designation. Indeed, it has already been designated as part of a state enterprise zone.

- 5. Develop a specific plan for attracting diverse cultural and educational institutions to locate their primary or satellite facility in downtown.** A special effort should be made to obtain representation of all of the region's major institutions of higher learning and to develop either a private lab school or public magnet school. Also, the region's major cultural institutions and museums should be encouraged to locate a specialized branch in downtown, much like Atlanta's High Museum in the Georgia Pacific headquarters building in the heart of that region's downtown business district.



Easy Business Mailers Building at 2107 Lucas. Photo by Suzy Gorman.

**MAJOR GOAL SEVEN:
CIRCULATION, TRANSPORTATION
AND INFRASTRUCTURE**

Expand and improve transportation, circulation, and infrastructure systems, including parking facilities and pedestrian circulation and open space, in order to reinforce downtown as the region's hub of employment, commerce, tourism and entertainment.

Public policy and investments in transportation infrastructure should be focused on remedying any existing shortcomings and expanding the effectiveness of regional and local transportation elements that affect commuter, visitor, resident or commercial access to downtown and its many employment, cultural, entertainment and tourist attractions.

St. Louis was founded to capitalize on its transportation advantage. The result was a city of commerce located on the high ground near the confluence of the Mississippi and Missouri rivers at a time when riverboats and barges were the primary means of moving goods into the undeveloped interior of the North American continent. This singular advantage was diminished with the coming of the railroads.

Still, the St. Louis region has maintained its competitive strengths as an inland port and freight rail center. However, if it is to retain its position as the nation's second largest inland port, there is a need for upgrading and expanding existing port facilities and for greater inter-jurisdictional coordination that would enhance the region's competitiveness vis-a-vis places like Memphis with its newer port infrastructure and fewer port authorities. Although six of the nation's major freight railroads converge on the St. Louis region, each with its own marshaling yards, there are significant improvements that could be made to increase the efficiency of systems for freight transfer between lines and to promote intermodal connections, especially from rail to barge. There is, likewise, a need to replace, consolidate and modernize much of the existing rail infrastructure if this industry is to remain a strong partner with the

manufacturing, distribution and warehouse industries in the greater St. Louis area.

In addition to the traditional foundation of the region's port and rail facilities, St. Louis' economy is greatly dependent on and benefits from an excellent Interstate Highway system and a competitive "hub" airport. These are especially critical ingredients today for regional growth in both the service sector and in high-tech, high-value manufacturing. Both the air and highway systems have a direct impact on the downtown — the "ring and spokes" highway system which makes downtown the single most accessible location in the region for commuters and Lambert International Airport's provision of national and regional "hub" service with Trans World Airlines. The close proximity of Downtown St. Louis-Parks Airport for general aviation and commuter flights as well as the future potential of the Scott Joint-Use Airport for air freight operations expand downtown's options for access to air travel. This service is all-important today, especially to the many corporate and regional headquarters as well as to the great majority of the region's service sector firms.

The efficient movement of goods and people within the metropolitan area depends mainly on its highways and public transit systems. Likewise, the role and relative strength of downtown within the region depend on how well these link downtown to the region's airports, to other centers of business and industry and to the places where downtown workers live.

Historically, our major road systems were comprised of farm-to-market roads that extended radially out from downtown and the riverfront. This system of major arterial and interconnecting north-south roadways was supplemented by an effective system of streetcar lines and several commuter railroads that brought shoppers and commuters to downtown, as well as to numerous satellite business and industrial districts within the city.

Beginning in the mid-1960s, the largely federal government-funded Interstate Highway system was



Merchants' Bridge with sternwheeler in foreground and steam locomotive in the background. Photo courtesy Landmarks Association.

built to overlay the established roadway system in the classic manner of the “ring and spokes.” While the Missouri portion of the outer belt highway (I-270/255) was completed at that time, the remaining connection through Illinois was delayed for twenty years. This accelerated the westward movement of both businesses and residential development to the suburbs of St. Louis, St. Charles and Jefferson Counties without corresponding suburbanization of Illinois. As a result, downtown occupies a less central position in relation to the distribution of jobs and housing.

Shortcomings of the existing roadway system serving downtown will be addressed with the planned construction of the Grattan Street and 22nd Street parkways and their relationships to a new Mississippi River bridge: 1) highway traffic will be able to move from one Interstate route to another without using city streets; 2) the Poplar Street

Bridge choke point will be alleviated; and 3) potential commercial and industrial users, especially those occupying the older “loft” buildings in the northwest quadrant of downtown, will have effective truck access around the perimeter of downtown.

Plans for a comprehensive light rail system afford the St. Louis region the opportunity to grow internally — to increase densities of land use along transit corridors in response to regional employment and population growth without continuing to spread out and contributing further to the region’s declining air quality. These regional benefits of rail transit will in turn accrue to downtown as the need for parking diminishes and space that otherwise would have accommodated cars can be devoted to higher density office, residential and entertainment activities. This change will also contribute to a more compact, pedestrian active and friendly downtown.



Entrance at Eighth and Spruce Streets to Eads Bridge tunnel from 1874 stock certificate courtesy Landmarks Association.

Implementation Policies and Strategies for Downtown Circulation, Transportation and Infrastructure

Major Institutional and Program Priorities

I. Highest priority should be given to establishment of a strong, effective relationship between the interests of downtown and the two states' transportation departments. Working within the framework of the Clean Air Act Amendments of 1990 and the Intermodal Surface Transportation Efficiency Act of 1991, the Missouri Highway and Transportation Department, together with the Illinois Department of Transportation, should cooperate with the city and the East-West Gateway Coordinating Council to develop a comprehensive, multimodal transportation plan for the region. This plan should support existing investments in the urban core and discourage wasteful exurban sprawl. The city should in turn work through the East-West Gateway Coordinating Council to develop a corresponding long-range regional transportation plan that represents a

cooperative effort among the local governments of the region. Such a plan should support the *Downtown St. Louis Plan 1993* while incorporating appropriate state participation in its funding and implementation.

Steps should be taken to amend Missouri state laws to provide a fair and equitable share of the state motor fuel tax to the City of St. Louis. The Missouri Highway and Transportation Commission and Department should assume a more open, cooperative and balanced approach to addressing the issue of state support for central city and downtown transportation needs. The General Assembly should provide tax support to both metropolitan and intercity public transit facilities and operations.

2. The fiscal structure and financing mechanisms of the Bi-State Development Agency should be re-examined with the objective of fostering intra-regional stability and allowing for long-term planning and efficient operation of public transportation services throughout the region.

3. A stepped-up street maintenance program and extensive capital facilities replacement and repair program for the City of St. Louis should be funded by both the recently passed capital improvements sales tax and a targeted project-specific capital improvements bond issue.

To enable passage of the latter, the city needs to reduce the majority required for approval of general obligation bonds to four-sevenths from two-thirds either by charter amendment or through a test case to establish that the city charter has been superseded by the state constitutional provision permitting the issuance of general obligation bonds by a four-sevenths majority enacted in 1988.

Major Transportation, Circulation and Infrastructure Improvements

1. Aggressively pursue completion of the MetroLink light rail system as the framework of an effective regional public transportation system. The completion of a system of light rail lines radiating from downtown and building off the initial airport-to-East St. Louis line should be the highest long-range priority for improvement of regional access to downtown. In addition to offering downtown commuters and visitors an effective alternative to auto dependency, a well-planned system will be critical to both the region's and downtown's economic health when the time arrives that United States' consumers pay prices for oil similar to other industrialized nations.

Extension of the initial MetroLink line to the east to the Scott Joint-Use Airport along with additional routes that radiate from downtown into west and south St. Louis County, as well as to other areas of Illinois, will greatly benefit downtown over the long term. The free-fare zone established for MetroLink in downtown should be maintained.

The use of public transportation should be heavily marketed and promoted to induce increased transit patronage. A transit information center in the core of downtown should offer system maps, schedules and pass sales. Such materials should also be readily available at the convention center and through the headquarters of various conventions held downtown. Employers should likewise be strongly encouraged to provide subsidized transit passes for employees, especially as an alternative to subsidizing parking costs for their employees.

2. Participate as partners with the Missouri and Illinois state transportation departments to plan and develop a new Mississippi River bridge that is connected to both the Interstate Highway system and to local streets in order to bring the maximum economic advantage to downtown.

A new bridge, as well as restoration of the Eads and McKinley Bridges and completion of access improvements to the Martin Luther King Bridge, is required to provide effective automobile access for the considerable and growing portion of the downtown work force that resides in Illinois, while helping to relieve the bottleneck at the Poplar Street Bridge.

3. Current plans for completion of the 22nd Street and Grattan Street parkways should be implemented.

These plans call for the parkways to be constructed as divided urban arterial roadways similar in design and function to Forest Park Boulevard between Kingshighway and Grand Avenue. Completion by the State of Missouri of the parkways from the I-55/44 interchange to 18th Street near Union Electric and from the existing ramp of I-64 at Union Station northward and around downtown to I-70 by way of Cass Avenue is critical to providing effective access to downtown. Improved perimeter access to downtown is especially important for the

existing and growing office, residential and entertainment activities distributed around the traditional office core - the Loft District, the baseball and football stadiums, the convention center, St. Louis Union Station, and Kiel Center. The 22nd Street connection is also important to the downtown plan's objective of inducing a wide variety of businesses and institutions to take advantage of the large inventory of "loft-type" buildings located in Downtown West and the Locust Central



Ramp onto I-64 at 10th Street. Photo by Gary R. Tetley.



Parking lot and garage at Olive and 6th Streets. Photo by Gary R. Tetley.

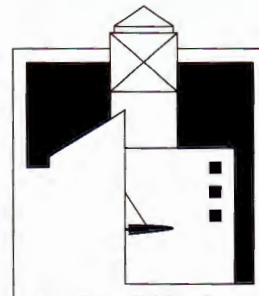
Business District as well as attracting new jobs and businesses by the reuse of the former Pruitt-Igoe housing site.

- 4. Completion of the planned multi-modal terminal on the western perimeter of downtown should be effected at the earliest possible date.** Interconnection of differing modes of local and intercity transportation will be facilitated by a new terminal facility at downtown's west edge.

This will include public transportation — Amtrak, MetroLink light rail, high-speed intercity rail and local and regional Bi-State buses — as well as private service in the form of taxis, helicopters, rental cars and intercity buses. MetroLink will then connect the multi-modal terminal to both Lambert International and the new Scott Joint-Use airports as well as directly into the heart of downtown. It will be especially beneficial to tourists and conventioners who will be able to arrive by any of the intercity modes and transfer directly to their preferred mode of local transportation.

- 5. The city should develop a plan and related implementation standards for both the public and private elements of a system of parking lots and garages that anticipates higher future dependence on public transit access to downtown while maintaining downtown's competitiveness with major suburban office centers in the interim.**

Additional city or privately sponsored parking garages are required at strategic locations within downtown to accommodate traffic associated with the new convention center, stadium and Kiel Center as well as planned growth in downtown hotels, offices and other employment. As light rail transit and further commercial development induce higher densities and land values, garages should also replace some of the surface parking lots now located at the perimeter of the downtown core. Well-landscaped surface lots are encouraged at the perimeter of downtown but new surface lots should be discouraged within the core. Park-and-ride garages and surface



Logo for multi-modal terminal from St. Louis Regional Transportation Center.



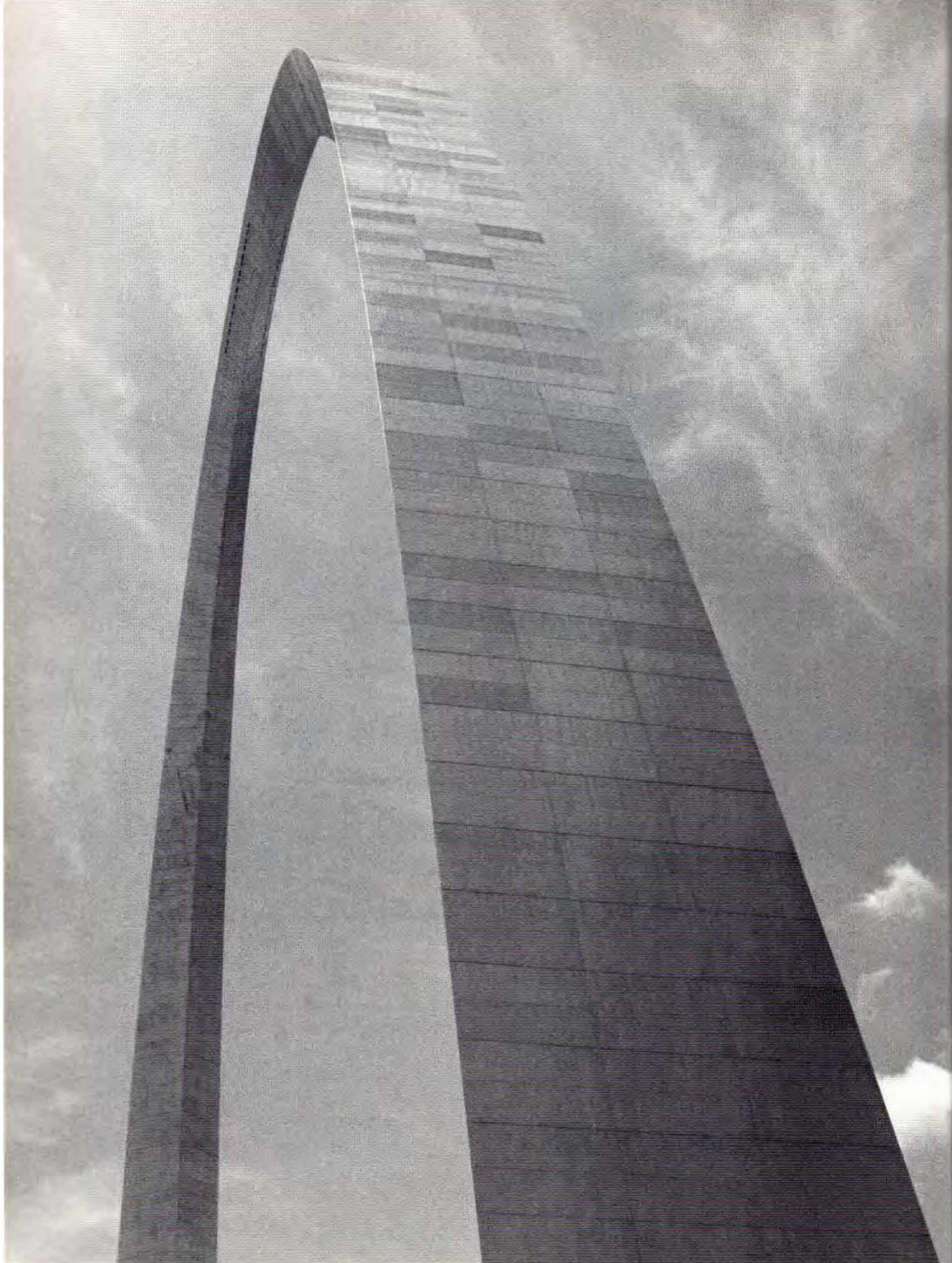
Laclede's Landing MetroLink Station. Photo by Gary R. Tetley.

parking lots should be encouraged at outlying MetroLink stations in order to feed commuters, shoppers and visitors into downtown without their cars.

- 6. A plan and related implementation standards should be prepared to insure that continued public and private development will encourage safe and convenient pedestrian as well as bicycle movement into and within downtown.** The comfort and convenience of pedestrians in downtown should be paramount in the ground level design of all buildings, in the provision and maintenance of streetscape improvements, and in the design of open space, parks, plazas and malls. Special attention must be given to removing barriers to movement by disabled persons. All streets should have sidewalks with provision for street trees where practical. Likewise, all new bridges and viaducts should have pedestrian sidewalks as well as dedicated bicycle lanes. An especially important improvement will be the creation of Memorial Drive Park to link downtown with the Gateway Arch grounds. Public facilities for parking bicycles should be

strategically located throughout downtown including at or near MetroLink stations.

- 7. The currently proposed trash-to-energy project could be implemented to provide an additional source of steam for downtown's district heating system and contribute to solving the region's solid waste disposal problem.** Conversion of two boilers at the Ashley Street Power Plant to operate on Refuse Derived Fuel (RDF) plus construction of a Recycling/RDF processing facility will achieve these goals at lower cost than would construction of a separate trash-to-energy plant.
- 8. The capacity and effectiveness of other utility-type infrastructure systems should be monitored to maintain the ability of downtown to accommodate a process of constant growth and change.** In addition to the basic systems of sanitary and storm sewers, electricity, gas, water and telephone, the development of a high-speed fiber optic cable network will be increasingly important in maintaining downtown's competitiveness in this information age. ★



Downtown St. Louis in 2004: A Vision of the Future

Downtown viewed from the east is still announced by the 630-foot-tall Gateway Arch. The international symbol of St. Louis since 1965, the glimmering sculpture has been a major tourist attraction for almost 40 years. During that period a welcome cycle of growth created a new downtown skyline punctuated with noteworthy office towers and hotels. Today, 100 years after the Louisiana Purchase Exposition stirred community pride, a broadened constituency for downtown based on citizen participation helps direct downtown's future.

Although downtown can be identified as an interlocking series of distinct districts and diverse neighborhoods, gain in employment from about 92,000 in 1991 to 110,000 in 2004 has brought an overall sense of vitality. Regional cooperation is symbolized by the magnificent National Park on the Illinois and Missouri banks of the Mississippi. The river itself, a great liquid highway, has retained its shipping importance while attracting new uses. A colorful St. Louis marina stretches north from Dr. Martin Luther King Bridge to the Ashley Street Power Plant. Educational and entertainment excursion boats depart regularly during the daytime from both sides of the river; riverboat gaming and jazz clubs animate evening activities. Street musicians, impromptu theater and temporary installations of public art continue to attract residents and visitors to a riverfront designed for everybody.

East-West Gateway's quick response to a 1991 federal act brought all segments of the metropolitan area together to formulate an economically efficient, environmentally sound and politically acceptable transportation plan for the region. So far that plan has integrated priority improvements to the Interstate Highway system with extension of the MetroLink light rail system, location of a new Mississippi River bridge, and expansion at Lambert St. Louis International and Scott airports. New

elements combining recreational and commuter bicycling with landscaped pedestrian improvements were funded in large part by special federal initiatives. The results of this comprehensive transportation plan have brought thousands of new jobs to the region and specific benefits for downtown.

Entering downtown from the west on Olive Street, The American Discovery Trail (a 5,000 mile transcontinental trek) intersects the Riverfront Trail before heading across Eads Bridge to nearby Cahokia Mounds, a World Heritage Site in Illinois. The local trail follows the river north, past historic Laclede's Landing and new terraced housing on its way to the crossing at the old Chain of Rocks Bridge. Enhancement of the region's transportation network and open space system continues to be a significant factor in the phenomenal growth of the hospitality industry. Annual attendance at America's Center has quadrupled from 500,000 in 1993 to over 2 million today. Both new and refurbished hotels have capitalized on that business plus the many loyal fans who spend the weekend downtown when St. Louis' professional sports teams play at home. Throughout the region rapid transit links day-to-day commercial interests and moves crowds attracted by special events. Downtown's multi-modal station is the transfer point for all means of transportation.

International tourism has increased dramatically since the high-speed rail corridor joined St. Louis, Chicago and Kansas City. Once rivals, these cities have together become prime destinations for foreign travelers. In St. Louis, the hub for international activities radiates from America's Center where high-tech travel services are combined with 24-hour currency exchange and multi-lingual personal assistance. Current information about cultural activities includes discounted day-of-performance tickets. The Heritage and Visitors' Center is the spot to book walking tours of downtown or to catch the fully accessible mini-bus making free rounds between the center, downtown museum houses, the Public Library and the Grand Center Arts District.

Another landmark building, the Old Post Office, is headquarters for St. Louis' "Sustainable Development" project — an interdisciplinary investigation that balances environmental concerns with business and technology. Project space in the Post Office atrium and moat levels donated by the General Services Administration is devoted to laboratories, model-building and library facilities. The ground floor features a vast studio where interactive video and computer-aided graphics encourage the public to participate in making choices about design and the environment. Sponsorship of the Visiting Researchers' Program by three nearby historic hotels has brought lucrative professional conventions to St. Louis; quarterly teleconferences link "Sustainable Development" to similar projects throughout the nation.

One of several specific programs initiated by the Board of Aldermen in response to "Sustainable Development" is the yearly "Lighten Up!" competition. This program has already reduced summertime energy use in downtown as artists work with the building trades to camouflage dark-colored, heat-absorbing roofs and parking lots. Another local project organized in collaboration with the national Cool Communities program is St. Louis' City Nursery. Established in the former rail yards south of the Cupples complex, the nursery screens large park-and-ride lots and provides plant materials and trees used downtown. Each of these award-winning programs has created scores of new entry-level jobs.

Farther west, the 22nd Street Parkway incorporates a demonstration landscape project directed by the Missouri Department of Conservation's Urban Forestry Division. Adjacent land is now attractive for new residential development close to St. Louis Union Station, adding another dimension to the flourishing residential community that has evolved downtown. Building upon the success of Plaza Square and Jefferson Arms, the first influx of new residents west of Tucker started with artists and others who wanted permissive, pragmatic solutions to live/work space and chose St. Louis' magnificent

collection of historic loft buildings. Almost immediately, those pilgrims were joined by the less adventuresome as more traditional development of other properties assured predictable management.

Gentrification, the displacement of lower-income residents by rising property values, has not occurred in the Loft District due to the early formation of housing cooperatives nor has the number of commercial/industrial jobs in the neighborhood decreased. Credit for the mix should be given to the city, which provided incentives and relaxed street vendor and performance regulations to give this district the least restrictive standards in all of downtown. The only exception is the requirement to renew and sustain the outstanding works of public art represented by the facades of designated historic properties. Other buildings have been and will continue to be modified by established companies and new businesses attracted to the district by a strong resident population and easy access to the region's transportation system. That access was a key factor in the location of new specialty retailers such as Crate & Barrel and select factory outlets.

Many of downtown's religious and educational institutions are also located west of Tucker. Two of the most recent were critical in bolstering the northwest quadrant: Gateway Magnet School, a contemporary building constructed on the Pruitt-Igoe site, and Carr School — restored as a special school for older adults during the final phase of the Carr Square and Vaughn public housing transformations. Those projects have since become more closely associated with downtown as have the historic neighborhoods farther north due in part to the marathon course established north of downtown for this year's Olympics.

Inspired by the tradition of classical music at Christ Church Cathedral and Polka Mass celebrated at St. Stanislaus, churches in downtown have united to schedule monthly tributes to cultural and religious diversity such as the annual recognition of Dr. Martin Luther King. The same pluralism is evident in

the ownership and patronage of arts-related restaurants and nightspots in the Loft District and in downtown's popular amateur sports. Both the Matthews-Dickey Boys Club and the Girls Club of St. Louis have opened adjunct facilities; membership in the "Y" has doubled in the past five years thanks in large part to the growing number of downtown residents. One of downtown's most popular walking/jogging paths leads from softball fields near Union Station to the near southside neighborhoods. In summer, the fields host scrappy adult leagues. In winter, flag football, ice skating and broom hockey take over.

Blues hockey fans and concertgoers come early and stay late since the new arena opened at Kiel Center. Some head for Union Station; others, the Hard Rock Cafe in the former Children's Building or on to Laclede's Landing. MetroLink trains run every four minutes on game nights, and the right-of-way between Kiel Center and Busch Stadium is studded with bold markers commemorating banner years in St. Louis hockey and baseball. South of the Busch Stadium/Cupples Station stop, an amphitheater accented by massive blocks of limestone retrieved from the Eads Bridge tunnel is one in the series of Arts In Transit projects assisted by the Missouri Highway and Transportation Department.

The multi-year dilemma of what to do with Cupples Station was finally resolved after a new study funded with downtown taxing district money revealed tremendous potential for tenant parking in the basements of the ten-building complex. This unique asset plus unsurpassed access to MetroLink and the Interstate Highway system convinced the city to make Cupples a priority development site. Seed money from corporate St. Louis provided impetus for the project's first tenant, Webster University's civilian center for economic adjustment and diversification — a project based on the university's long-standing history of programs at U.S. military bases and the more recent success of its "swords into plowshares" program in the former Soviet Union.

Within the past year another historic building at Cupples was adapted to house the Performing Arts High School and a Children's Museum reminiscent of attractions in Indianapolis and Boston. Next door in the Media/Advertising Building, St. Louis Film Partnership has just initiated a collaboration with Ranken Technical College and union apprentice programs to build sets for visiting and local film crews. Two other existing buildings were successfully developed for housing based on focus group comments drawn from employees of large downtown corporations. A third building, combining upscale condominiums and a flex-plan hotel, will open next spring. Throughout the project storefront design and commercial tenant mix are scaled to serve residents and attract pedestrians employed at nearby government offices and courts.

More office space was built in this country during the 1980s and early 1990s than in all previous history combined. Downtown St. Louis not only weathered the ensuing real estate depression but used that short-term hiatus to develop and promote a competitive regional strategy. First, new national trends and markets were studied to identify special opportunities for women and minorities in math, computer technology, health care and personal services occupations. The city then joined with civic interests to convert one of the vintage office buildings in the core to an office incubator. By providing common secretarial services and business equipment along with inexpensive rents, this program has helped spawn a whole new generation of service and professional businesses. Once established, these have fanned out into the larger office market of downtown.

Meanwhile, the city discouraged new office development until the available supply and demand came into balance. By the end of the 1990s, increased demand for office space in downtown St. Louis guaranteed the stability of the existing market and allowed the construction of two new signature buildings for local corporations. Design guidelines developed as part of a comprehensive planning

process assured the integration of these structures into the urban context.

Comprehensive planning in St. Louis also developed imaginative long-term promotions to expand markets for downtown dining and retail. Initial events fanned the resurgence of St. Louis Centre and Union Station after MetroLink and the expanded convention center opened; today, more than half the promotions are directed to downtown's resident population. A group increasingly evident on the streets and in community meetings, downtown residents help fund the St. Louis Police Department's "Cops on Bikes" network and staff the growing number of preschool facilities. Always statistically safe, downtown is now perceived to be secure by residents and visitors.

The *Downtown St. Louis Plan 1993* placed special emphasis on the need to create a 24-hour urban lifestyle. That objective continues to be refined and promoted by the Plan 93 Advocates, a committee set up to assure the continuation of an open, creative planning process for downtown. Flexible zone overlays recommended by the Advocates now offer specific incentives to encourage varied street-scapes and streetlife appropriate in different parts of downtown. At Cupples Station the goal is to foster additional daytime activity by providing a predictable, almost formal, landscaped approach along 10th Street from Market past the monumental new Federal Courthouse to Ralston Purina's expansive campus on the south. On the other hand, the unconventional overlay north from Chouteau along Ozzie Smith Boulevard to Busch Stadium calls for kinetic sculpture, directional signposts and artful neon to create a bracing 24-hour approach to downtown. Memorable and informative, it is this street that first gives motorists a quick grasp of downtown's comprehensive circulation and parking possibilities.

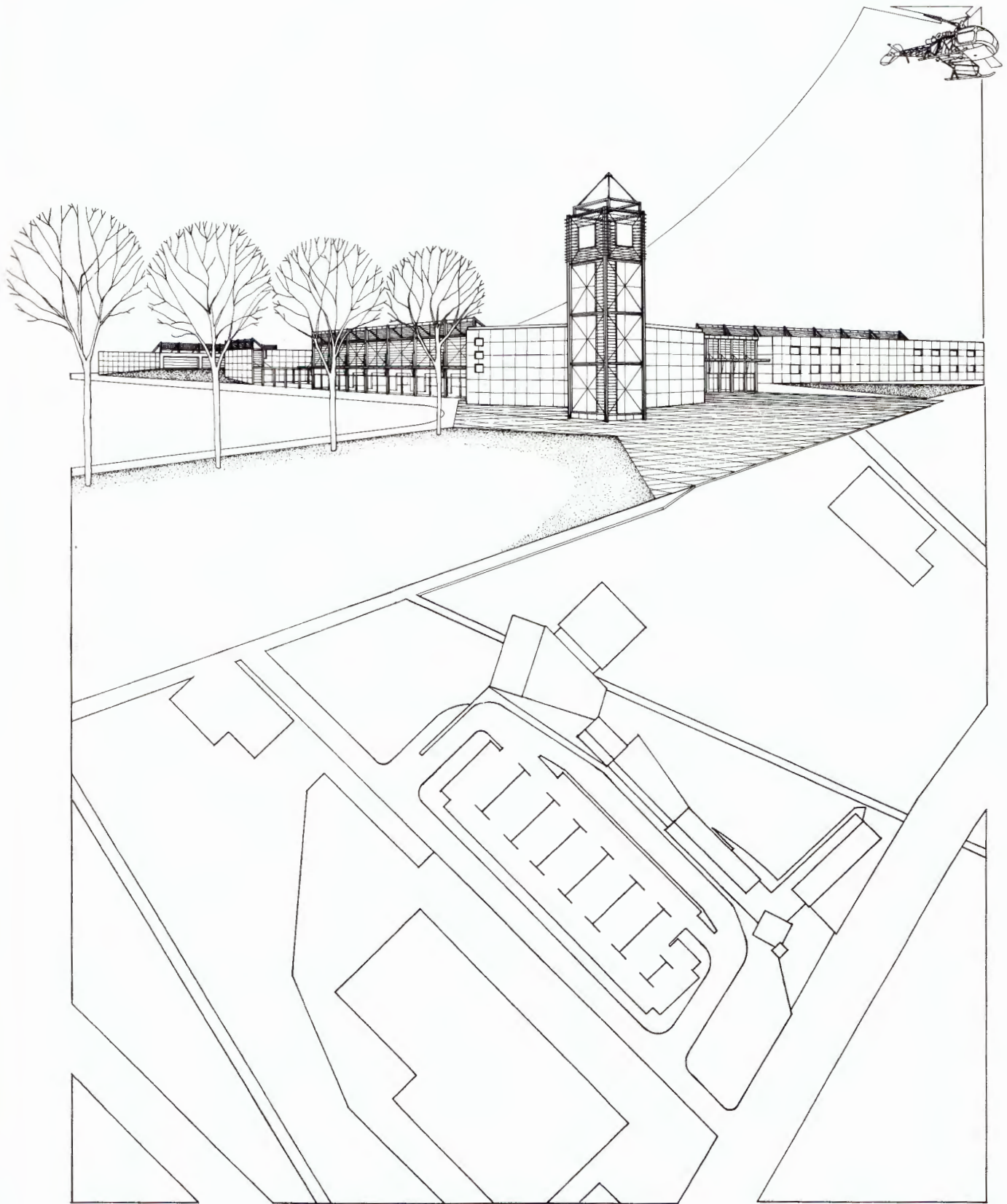
Public art is also rewarded in the Core district where major corporations have turned from private collections to the more visible strategy evident in

their Public Art Walk. Superior work environments enhance productivity; a superior downtown environment helps retain existing business and attract new ones. Not just cosmetic or altruistic, corporate commitment to public art is already paying steady dividends.

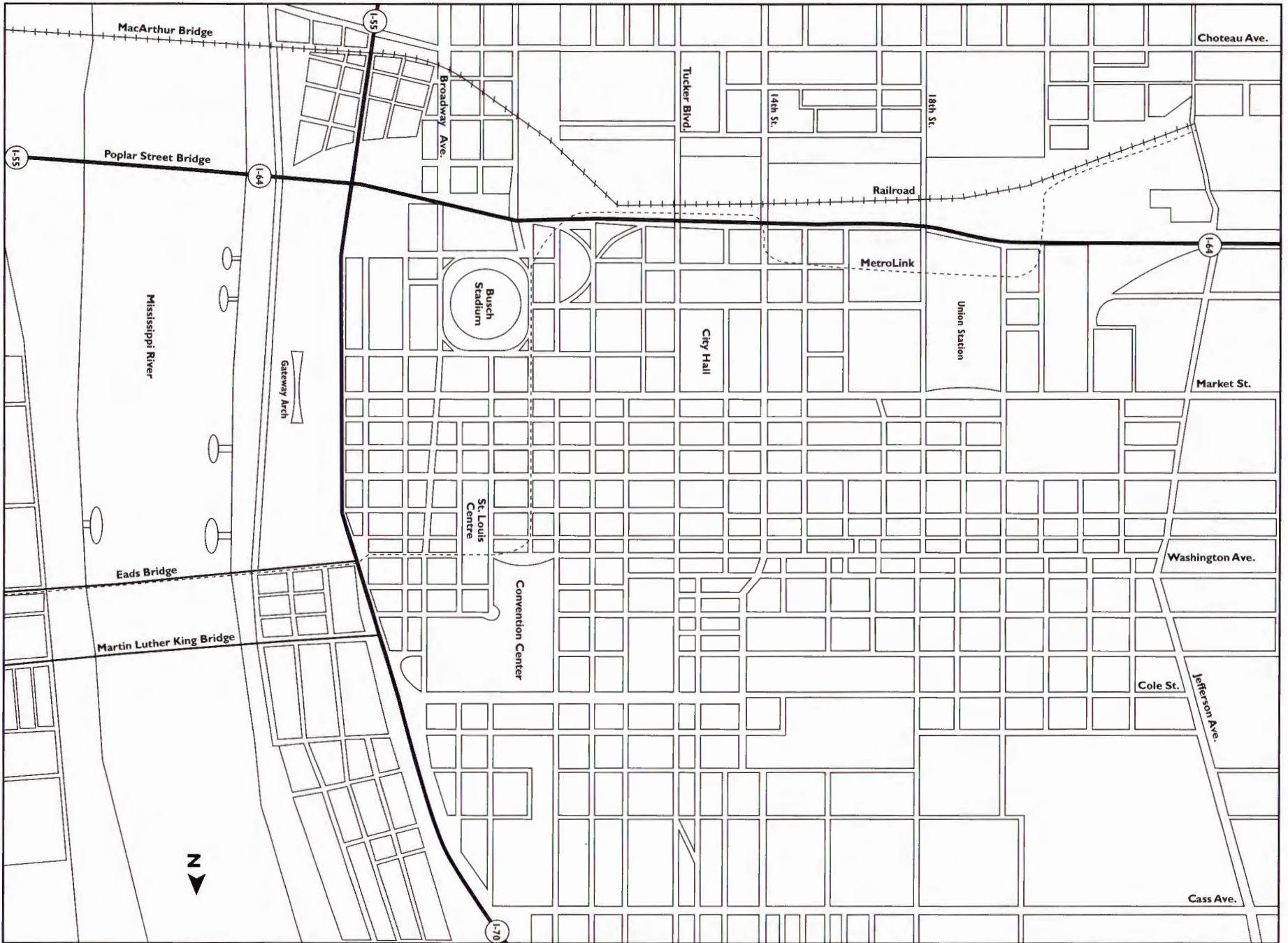
The corporate art initiative began modestly during the sluggish market realities of the early 1990s with a loan/exhibit program coordinated by Laumeier Sculpture Park and Portfolio — Missouri's premier gallery showcasing the works of minority artists. By the mid-1990s, interested corporations working with Plan 93 Advocates had identified a multi-cultural group of potential artists and a smaller pool of donors. The first permanent pieces appeared on the street in 1997, the same year that several existing downtown companies announced plans for major expansions. Each new development incorporated significant works of public art.

National mention of the St. Louis project appeared the following month in *The Wall Street Journal* on the same day executives from a Fortune 500 company met to consider sites for relocation. St. Louis was added to the list. After years of intensive research and negotiation, the list was pared to three. Local boosters are confident that the coincidence which first attracted the corporation's interest has been fully exploited in the just-completed St. Louis proposal: a dramatic solution that encapsulates and builds upon the Kiener Plaza parking garages. Confirmation of that optimism is expected momentarily.

Whatever the outcome may be, preparation of St. Louis' complex proposal has involved all segments of the community in the biggest opportunity yet to test the basic principles of the *Downtown St. Louis Plan 1993*: Build the future on existing assets to provide enhanced economic opportunities, assure greater social responsibility, integrate community design objectives, respect tradition and welcome change. ★



Site Plan and elevation envisioned for the multi-modal terminal at Jefferson Avenue. Drawing courtesy St. Louis Development Corporation.

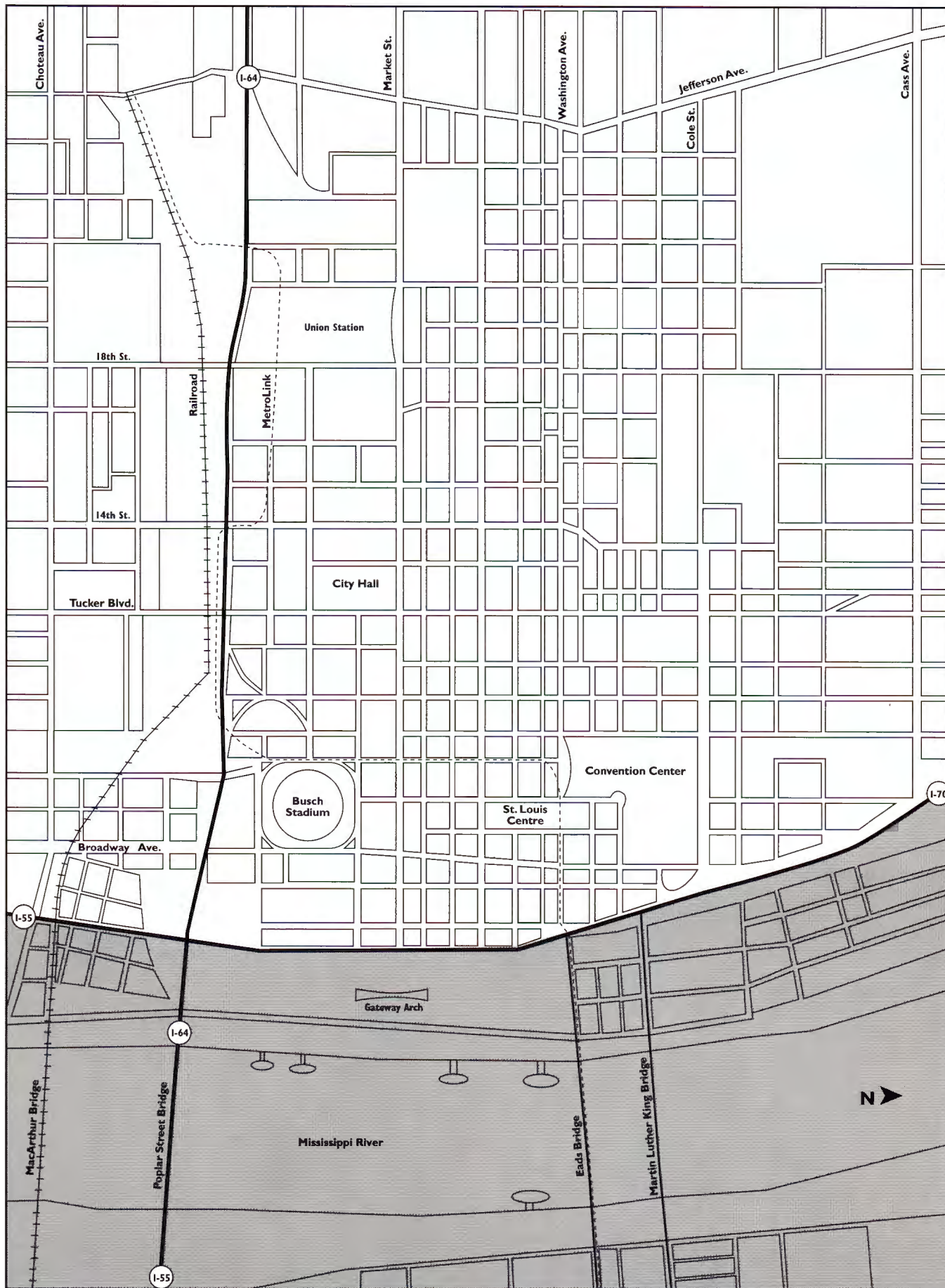




Gateway Mall west of Tucker Boulevard. Photo by Gary R. Tetley.

Downtown Districts

As a result of historical development and current land use patterns in downtown, the study area of the *Downtown St. Louis Plan 1993* has been divided into six districts. The district concept acknowledges that the major policies may be developed and applied differently in each district based upon its existing resources and development opportunities. More detailed policies, standards and regulations for each district will be developed in future plans. The districts often overlap and the boundaries should be viewed as somewhat fluid. These larger districts are divided into neighborhood-scaled sub-districts which are easily walkable.



Riverfront District

POLICY

Capitalize upon and integrate the Mississippi River into the downtown experience. Continue the development of the riverfront as a major tourist attraction and entertainment - recreational center for a diverse group of citizens and visitors. Support a comprehensive planning study for the Mississippi River corridor and its potential to further the quality of life and economic vitality of downtown.

DESCRIPTION OF DISTRICT

The Riverfront District will see dramatic changes due to the expansion of the Jefferson National Expansion Memorial to Illinois and the advent of riverboat gaming. The district stretches along the almost two miles on either side of the Mississippi River. The district is bounded by Chouteau Avenue on the south, I-55 and I-70 on the west and Cass Avenue on the north, and the East St. Louis riverfront. It includes the site of the original French village founded in 1764 and late 19th and early 20th century warehousing, manufacturing and industrial precincts which remain in form if not use and the area destined to become the Illinois expansion of the national park. The Riverfront District can be divided into four distinct sub-districts: the Jefferson National Expansion Memorial, Laclede's Landing, Riverside North and Chouteau's Landing.

Jefferson National Expansion Memorial: The Arch and its grounds form the centerpiece of the Jefferson National Expansion Memorial, a national park incorporating the Old Courthouse and commemorating the westward expansion of the United States. Federal legislation passed in 1992 authorizes the expansion of the park to include 100 acres on the Illinois side of the Mississippi River between the Eads and Poplar Street Bridges at an approximate cost of \$40 million.

Laclede's Landing: Laclede's Landing is a mixed-use National Register of Historic Places District separated from the Arch grounds by Eads Bridge. It

is a center for office space, entertainment, dining and retailing which capitalizes on its location adjacent to the Mississippi River and a dramatic MetroLink station.

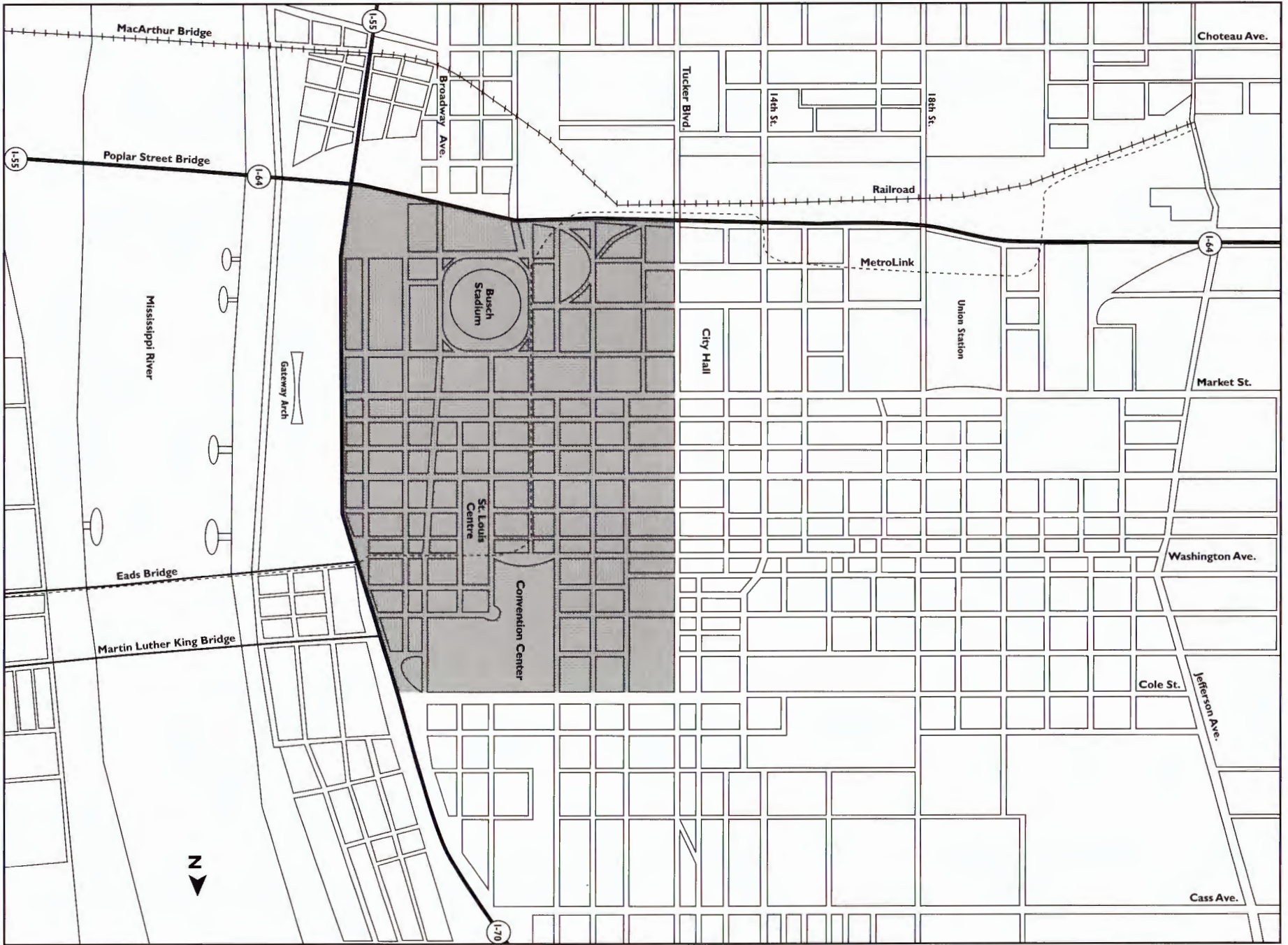
Riverside North: Riverside North includes a large tract of vacant, former industrial land plus a number of active businesses in historic buildings. The sub-district offers exceptional river and cityscape views and provides an excellent opportunity for new mixed-use development.

Chouteau's Landing: Chouteau's Landing is a predominantly manufacturing and warehousing district with a significant concentration of architecturally important buildings. Existing jobs should be retained wherever possible and supplemented by new mixed-use development.

DEVELOPMENT OPPORTUNITIES

A potential new marina together with gaming will add dramatically to the recreational development potential of this district. Existing historic industrial warehouses and vacant land provide opportunities for mixed-use development including residential and business components. These opportunities should be supported by blueprints for greenways, trails, bike paths and other recreational amenities along the Mississippi River. Additional development should be focused on the potential of the new Eads Bridge MetroLink stops at Laclede's Landing and on the east riverfront.

Reconnecting downtown to the riverfront will take an infusion of public financing. Two opportunities for connection are available: first, linking the convention center to the riverfront along Convention Plaza; and second, linking the Gateway Mall to the Arch grounds by covering over three depressed blocks of I-70 between Walnut and Pine streets. Support should be given to the creation of an ongoing public planning process to maximize the potential of the riverfront.



Downtown Core District

POLICY

Capitalize on the development opportunities that arise from the current public investments (the convention center, MetroLink, the new Federal Courthouse) as well as the high-density core of office use to be reinforced by a diverse, exciting pedestrian environment.

DESCRIPTION OF DISTRICT

The Downtown Core is bounded by I-70 on the east, I-64 on the south, Cole Street on the north and Tucker Boulevard on the west. The first century of downtown's development was focused on four blocks immediately adjacent to the Mississippi River. Increased development of the present day downtown core occurred after the opening of Eads Bridge in 1874 helped change this district from essentially a residential area to the region's major commercial and office center. From the 1890s to the 1920s private enterprise constructed some of St. Louis' nationally recognized high-rise landmarks. Since 1960 the district has undergone a transformation with development of St. Louis Centre, Busch Stadium, Mansion House Center, the convention center, the Gateway Mall and numerous high-rise office buildings, apartments and hotels. As a result of the continuation of the public mall partially built from the Civil Courts Building to the Old Courthouse, two distinct sub-districts have developed.

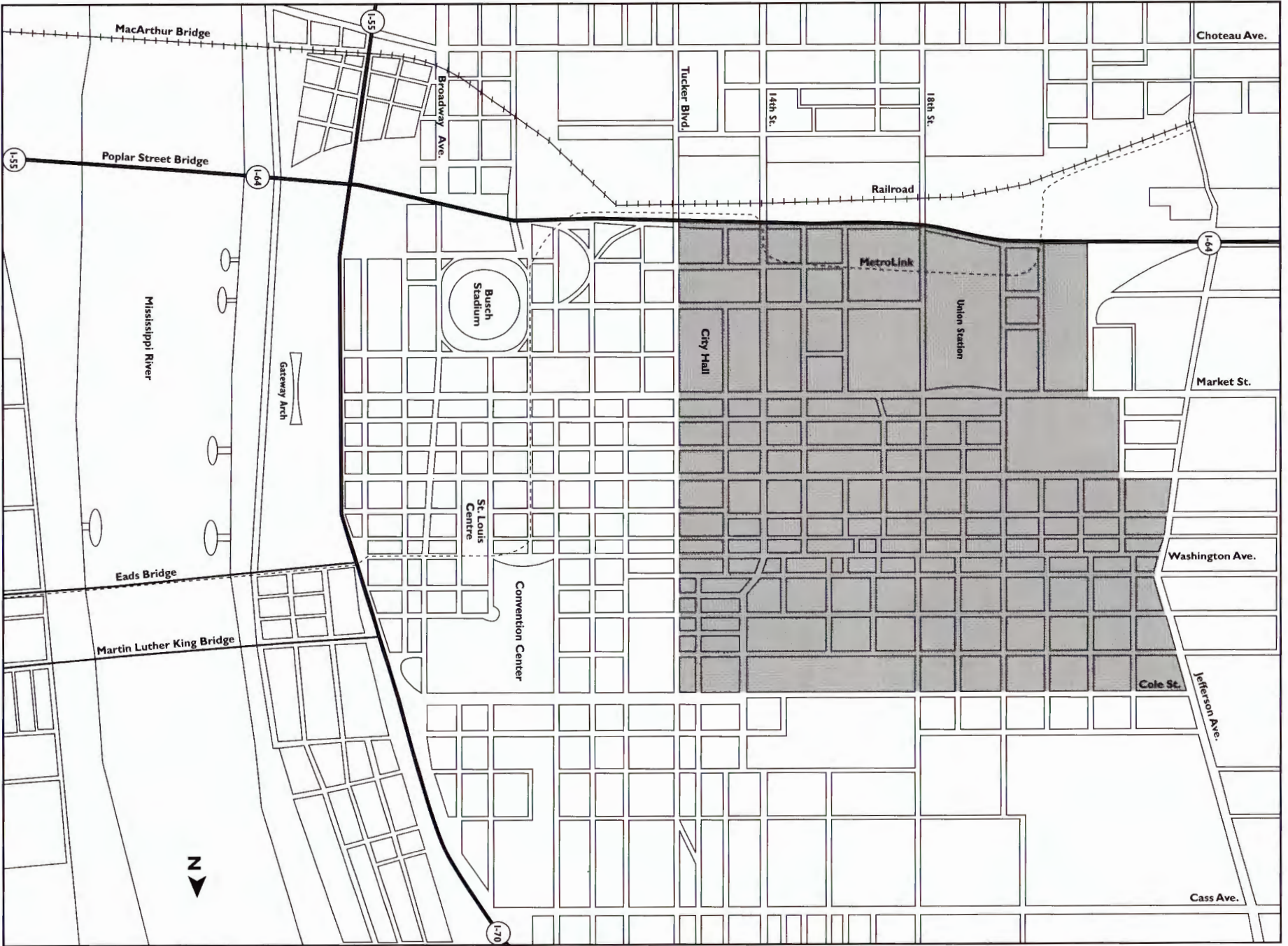
The North Core: Several major national firms, such as Southwestern Bell, Edison Brothers Stores and The May Department Stores Company, have their office complexes in this sub-district. Current public investment in the district includes expansion of the convention center which will contain 500,000 square feet of exhibition space and incorporate a 70,000 seat stadium when completed in 1995. The North Core contains a mix of contemporary development and one of downtown's most dense concentrations of local- and National Register-designated historic buildings including two National Historic Landmarks: the Old Post Office and the Wainwright Building. Recent office development

provides one million square feet of Class A office space in Metropolitan Square alone. This sub-district is served by MetroLink stops at 6th Street and Washington Avenue and 8th and Pine Streets.

The South Core: Major occupants of this area include the corporate headquarters of Pet Inc. and Boatmen's, the region's largest bank. The South Core is identified by Busch Stadium, the Cupples Station complex and major office towers along the Gateway Mall. Busch Stadium, home of the St. Louis Cardinals baseball team, attracts 2.5 million fans per year. The yet undeveloped Cupples Station is a landmark group of ten warehouse buildings. The redevelopment of Cupples Station should be given additional impetus by the recently announced development of the Federal Mall, the siting of the new Federal Courthouse and the opening of the MetroLink stop on 8th Street between Clark and Spruce Streets.

DEVELOPMENT OPPORTUNITIES

The North Core offers an opportunity to create a lively pedestrian environment. The convention center can support such an environment as can a strong office market that both uses the existing historic buildings and provides opportunities for new street level retail, incubator offices and new office development. A convention center headquarters hotel is essential for the convention center and for the growth of the hospitality industry. The South Core's development opportunities are focused on Cupples Station with its new MetroLink stop and the completion of the Federal Mall with the siting of the new Federal Courthouse on the western side of the Federal Mall. A strong pedestrian link can be developed along Clark Street between Busch Stadium, Cupples Station, the new Kiel Center and St. Louis Union Station.



Downtown West District

POLICY

Support the existing resources and developments in the district and the completion of the 22nd Street Parkway as an on-grade boulevard. Stimulate diverse business and residential development in the presently underutilized areas of the district.

DESCRIPTION OF DISTRICT

While less dense than the core, Downtown West includes a variety of uses and building types and contains many educational, religious and residential uses and small businesses. The boundaries of Downtown West are Tucker Boulevard on the east, I-64 on the south, Cole Street on the north, and Jefferson Avenue on the west containing three sub-districts. It is served by two MetroLink stops at 14th and 18th Streets on Clark Avenue:

Union Station/Kiel Center: This area has seen major redevelopment in recent years. Union Station was redeveloped at a total cost of \$140 million as a hotel and festival marketplace. Three medium-scale office buildings (one historic, two new) have been added to the project area which attracts over 4.5 million visitors per year. Further benefit will come from the \$135 million Kiel Center arena that will contain 18,500 seats and be the home of the St. Louis Blues hockey team.

The Loft District: This sub-district includes a dense concentration of designated National Register and city landmarks and contains the spine of historic warehouses and manufacturing lofts along Washington Avenue, plus the Locust Business District.

Demolition has remained minimal, and today the district retains much of its original character. Conversions to artists' live/work space have been underway slowly for the past several years. Several art galleries have located in the Loft District; other similar or related businesses such as restaurants and clubs are opening. An urban design concept plan published by the City of St. Louis in 1992 offers the

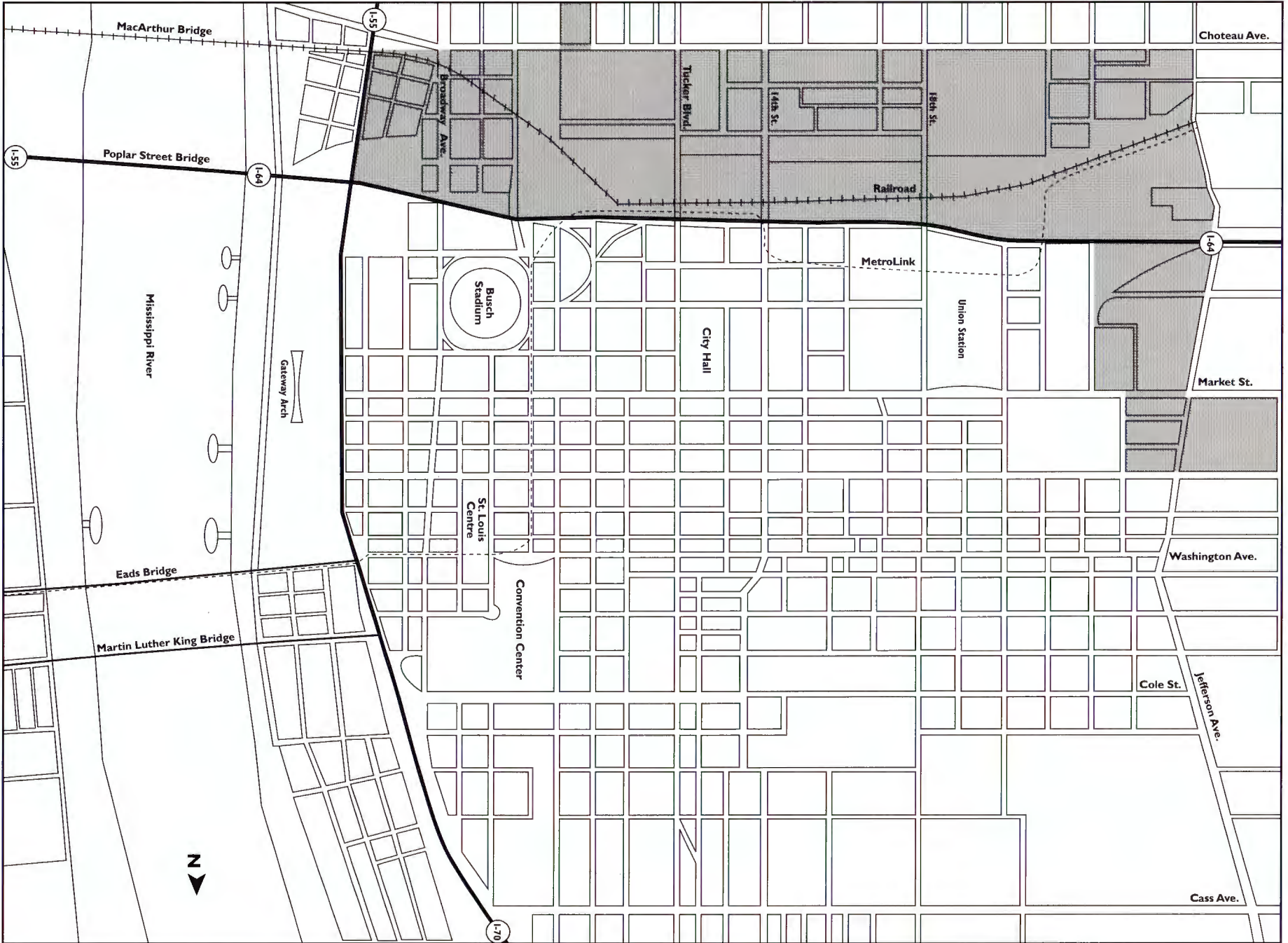
assistance of the city and establishes minimal guidelines for preserving and enhancing the unique and marketable character of the Loft District.

Dr. Martin Luther King Business Park: The boundaries of this sub-district include Lucas and Linden Avenues on the south, Cole Street on the north, Tucker Boulevard on the east, and Jefferson Avenue on the west. A redevelopment plan that allows for new commercial/industrial development is in effect for part of this sub-district.

DEVELOPMENT OPPORTUNITIES

The district's three distinct sub-districts offer different opportunities for development. Development at the Union Station/Kiel Center sub-district will focus on opportunities resulting from the new Kiel Center, the existing and very successful Union Station and the two MetroLink stops. Potential new office development sites exist within the area as well as the possibility for a plaza linking the new arena and MetroLink station at 14th Street. New housing opportunities should be explored.

The Loft District is a major resource and opportunity to develop a variety of small scale, incubator businesses and loft-style residential uses, all within a mixed-use cultural enterprise zone that encourages street life and artistic expression. This type of development will capitalize on and enhance the historically significant architecture; the existing art galleries, cafes, retail uses and residences; and the current small-scale redevelopment efforts of private individuals or groups. The third sub-district, the Dr. Martin Luther King business sub-district, should continue being developed according to the redevelopment plan and expanded to include the full business park. The completion of the 22nd Street Parkway will add to the development potential of the overall district.



Downtown Corporate Campuses

POLICY

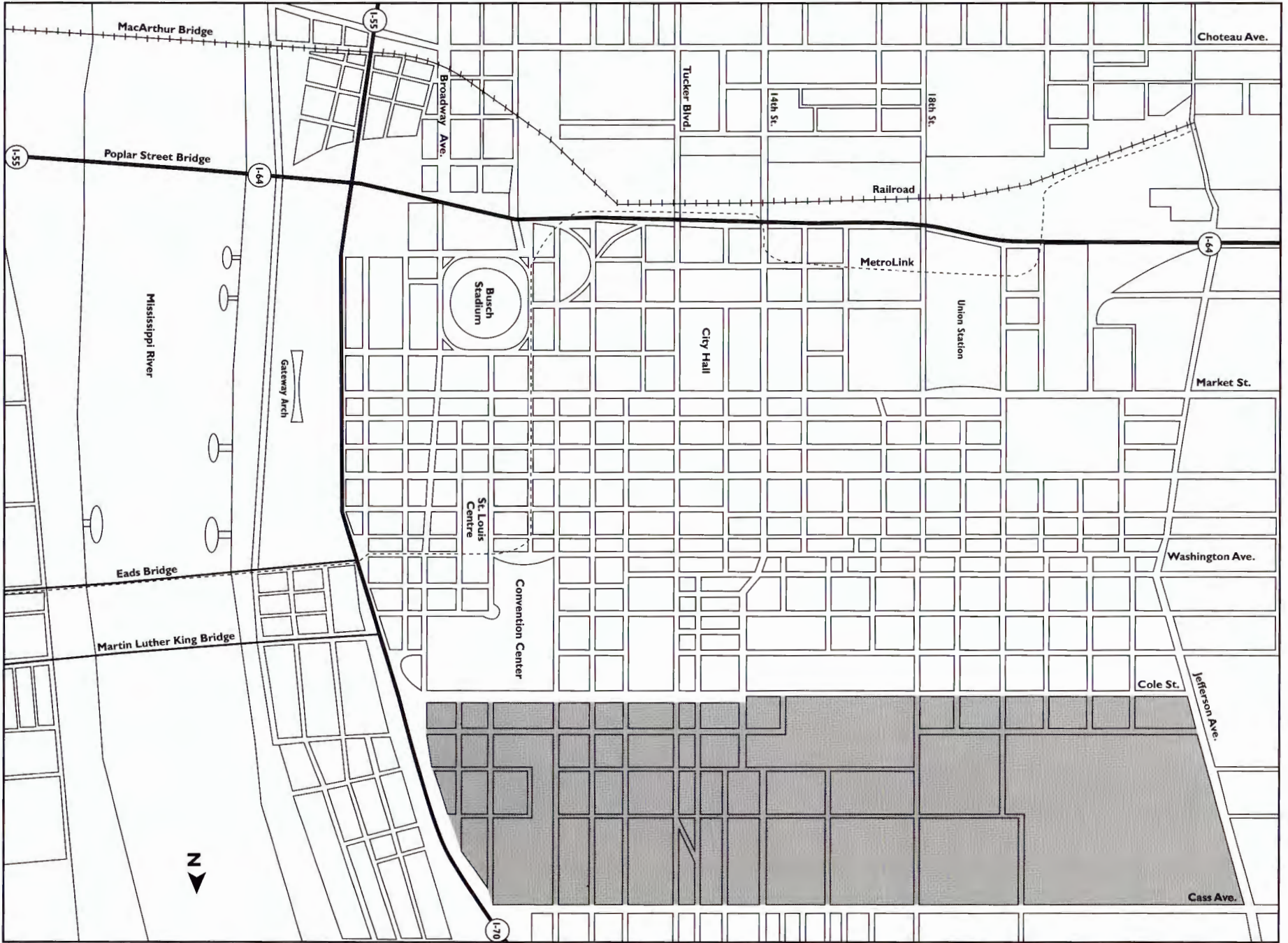
Continue the enhancement and development of corporate campuses and lower density business uses.

DESCRIPTION OF DISTRICT

The Corporate Campus District forms the southern boundary of downtown. Its boundaries are I-55 on the east, Chouteau Boulevard on the south, I-64 and Market Street on the north and Jefferson Avenue on the west. The precinct is bisected by major north/south thoroughfares which define the location of the several distinct corporate campuses. The area from I-55 to 7th Street is known as the Stadium South Redevelopment Area and is a proposed commercial mixed-use district. Ralston Purina's international headquarters, centered between 7th Street and Tucker Boulevard, now stretches westward to 14th Street. Union Electric Company's headquarters is located along 18th Street and reaches westward to 21st Street. The campus is expanding eastward toward 14th Street absorbing existing buildings as service facilities. This area will be served by the proposed Grattan Street Parkway which will connect downtown to I-44 and I-55. The southwest corner of this sub-district, the area between 21st Street and Jefferson Avenue, is currently occupied by a variety of manufacturing, commercial and industrial uses. The new multi-modal transportation terminal will occupy a portion of this area. Finally, the area adjacent to Jefferson Avenue and Market Street includes the A. G. Edwards campus.

DEVELOPMENT OPPORTUNITIES

This district offers the unique opportunity to locate new corporate campuses and office parks at the edge of the region's downtown core. Existing large-scale corporate campuses such as Ralston Purina, Union Electric and the A. G. Edwards campus should be better linked to downtown to make use of facilities. Other large-scale campuses could be developed in this area particularly along Jefferson Avenue, a major thoroughfare through the city.



Downtown North District

POLICY

Enhance the existing residential sub-districts with new business, institutional and residential development.

DESCRIPTION OF DISTRICT

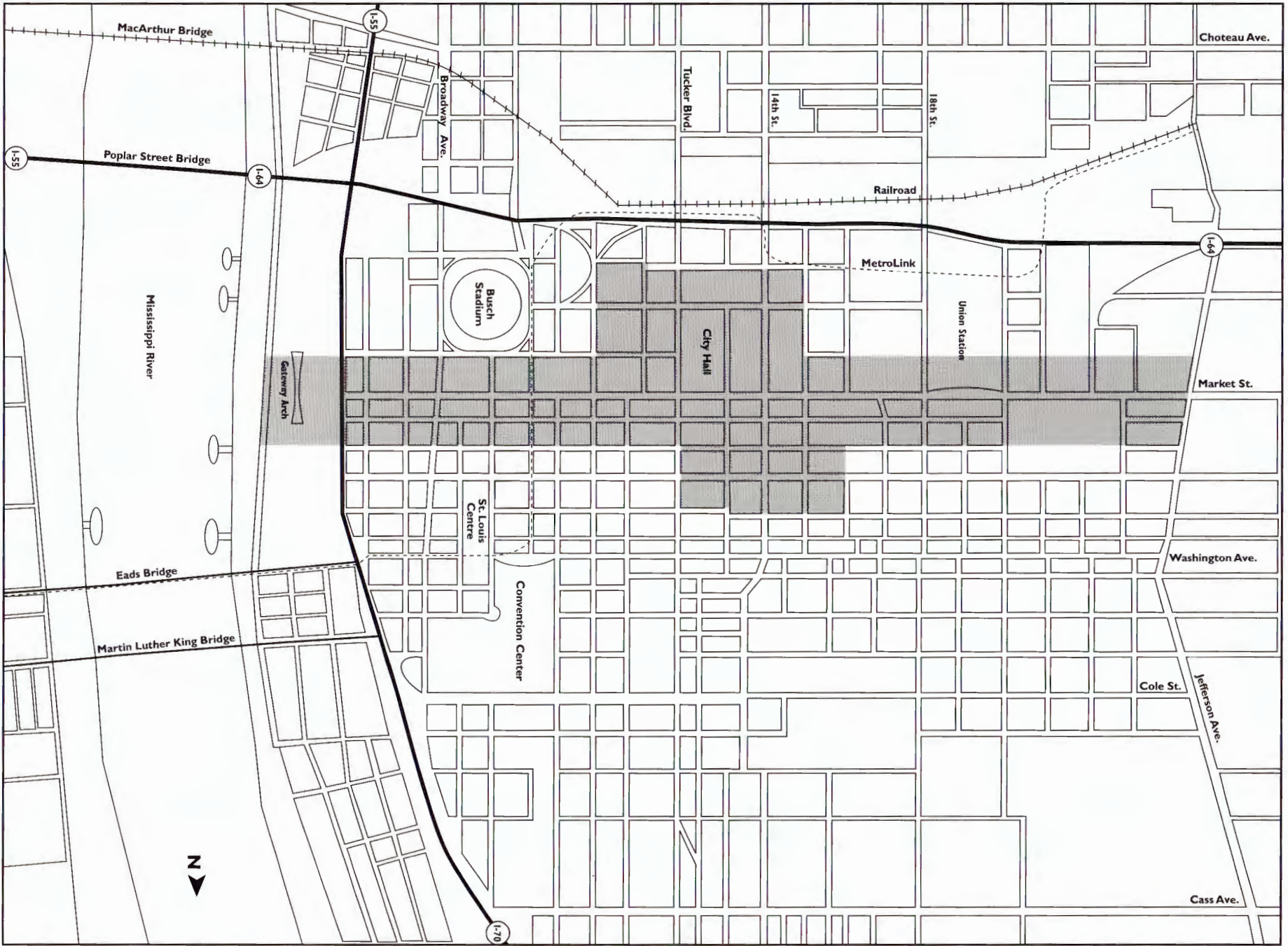
Historically this area was one of the early, densely populated residential districts adjacent to downtown. As a result this district has seen many changes ranging from the Model Cities Program, to Urban Renewal to the current redevelopment proposals for Carr Square. Much of downtown's housing is located in the Downtown North District which consists of two sub-districts:

Columbus Square/Cochran Gardens: Columbus Square is a village-like enclave, distinctly urban in nature. Its boundaries are Tucker Boulevard and I-70, Cole Street and Cass Avenue. Attractive brick and white-frame two-story apartments, townhouses and detached, single-family houses on tree-lined streets frame a landscaped piazza complete with a multi-level fountain bordered by the Shrine of St. Joseph. This area contains the successfully renovated, tenant-managed Cochran Gardens public housing development.

O'Fallon Place/Carr Square: The O'Fallon Place-Carr Square sub-district has the larger geographic boundaries of Jefferson Avenue, Cole Street, Tucker Boulevard and Cass Avenue. The area contains the successful O'Fallon Place development of 675 apartments completed in 1985 along with tenant-managed Carr Square public housing development built in 1942 and proposed for reconfiguration and tenant ownership.

DEVELOPMENT OPPORTUNITIES

New infill housing and supporting businesses or institutional uses should be constructed in order to complete and stabilize this district. The full range of available financial incentives will be essential. The former Pruitt-Igoe site within the O'Fallon Place sub-district offers 50 acres for residential, institutional and/or commercial development, 15 acres of which is currently slated for the Gateway Magnet School.



Government Center — Gateway Mall

POLICY

Complete and enhance the Government Center-Gateway Mall district as the major ceremonial public space downtown.

DESCRIPTION OF DISTRICT

The Government Center-Gateway Mall district stretches the entire length of downtown west from the Arch grounds to Union Station and the 22nd Street Parkway. A 1923 bond issue led to important public improvements, including the creation of Memorial Plaza just west of Tucker Boulevard. The eastern section of the Gateway Mall from Tucker Boulevard to the Old Courthouse was not conceived until the mid-fifties. In 1967, Sasaki Associates, Inc. won a national competition for the design of the eastern section. This plan proposed razing all the buildings except the Old Courthouse and the Civil Courts Building to provide passive open space. Funding to complete this solution could not be obtained.

The plan sponsored by the Pride Redevelopment Corporation and approved by the Board of Alderman in 1982 attempted to establish a half-mall concept with three new medium-rise office buildings proposed on the northern portion of three blocks. Only one of the medium-rise office buildings was developed. Recently, the use of state tax credits for economic development has made possible the acquisition and landscaping of the two remaining blocks. The Government Center-Gateway Mall district is comprised of two sub-districts:

Government Center/Gateway Mall West: The western portion of the Gateway Mall reaches west from the public buildings clustered at Tucker and Market past St. Louis Union Station and the Milles Fountain. With the exception of the adaptive reuse of Union Station into a shopping center and hotel, the south side of the mall is dominated by public buildings including Federal Courts, City Hall, Municipal

Courts, Kiel Opera House and the Main Post Office. The north side is a mixture of residential, office development, parking, Soldiers' Memorial and an historic church. Mature trees along the mall enhance the setting and provide downtown with its most restful greenway. The westernmost boundary of the mall remains undefined; construction of the proposed 22nd Street Parkway would provide a geographic but not a visual terminus.

Gateway Mall East: The eastern portion of the Gateway Mall stretches from the Gateway Arch westward to the Civil Courts Building at 11th Street. Both sides are lined with various office buildings and hotels. Two buildings, the Old Courthouse and the Civil Courts Building, are located on the centerline of the mall. Gateway One, an office building built in 1986 and the sole development under the half-mall concept, occupies the northern part of the block between 7th and 8th streets. Luther Ely Smith Park to the east of the Old Courthouse provides the open space link to the Arch grounds. Kiener Plaza, including the Morton D. May Memorial Amphitheater, lies immediately to the west of the Old Courthouse. The Serra sculpture is sited in the block just east of the Civil Courts building.

DEVELOPMENT OPPORTUNITIES

Completion of the Gateway Mall will encourage redevelopment of adjacent underdeveloped properties and help insure the stability of major corporate headquarters downtown. Construction of a new Federal Courthouse on the block bounded by 10th and 11th, Walnut and Clark streets will reinforce downtown as the center of the legal profession in St. Louis. Development opportunities associated with two specific areas along the Gateway Mall need resolution: linking the Gateway Mall and the Arch grounds over I-70 (Memorial Drive Park); and establishing a western terminus for the Gateway Mall. ★

Downtown Planning in St. Louis: 1911 to 1993

The St. Louis City Plan Commission was created as an unfunded branch of government in 1911; but it was not until 1916, when Civic League members pledged \$4,000 a year, that the city hired a planning director. Harland Bartholomew, an engineer chosen for the job, had helped set up Newark's planning commission. Gradually, Bartholomew acquired a small staff. By the 1920s, it included an assistant engineer, an architect-designer and three draftspersons — one of whom was the first woman to graduate from Washington University's School of Architecture.



Drawing of Harland Bartholomew by W.A. Byrne from the March 30, 1930 St. Louis Post-Dispatch.

In 1947, Bartholomew's staff produced St. Louis' first city-wide comprehensive plan. A mere ten pages in that voluminous document were devoted to the Central Business District; the only topic discussed was traffic congestion. Although the plan acknowledged that the city contained a diminishing percentage of the total metropolitan population, the threat from the suburbs appeared in 1947 to be primarily residential. Downtown, a core area bounded by Twelfth (now Tucker), Franklin (now Dr. Martin Luther King Drive), Third and Market attracting over 350,000 people each day, would be

secure if transportation problems could be resolved. Like most planners of the post-World War II era, Bartholomew was caught up in a somewhat rigid approach to zoning that ignored the traditional form and functions of the 19th-century city. His new models were the suburbs poised to exploit mid-century planners' distrust of non-conforming uses, noxious or benign, and the youthful developing cities of the South. Both were dependent upon the luxury of almost limitless automobile access. So was the 1947 plan.

Bartholomew, who served seven different mayors over a period of 35 years, retired from public service to devote himself to his private consulting firm in the early 1950s. Throughout this long period including economic extremes, the director and his staff were ably supported by a stable commission with members of considerable stature. Together, they had earned an incredible tenure; but the urban planning profession was changing. Increasingly, money to plan or carry out city plans came from Federal initiatives, and consultants rather than city employees proposed the visions.

Comprehensive plans for downtown were produced in 1960 and 1974 by the City Plan Commission in conjunction with Downtown St. Louis, Inc. (the downtown chamber of commerce organized in 1958), but most development in downtown over the next 30 years was influenced less by the current plan than by the opportunity for property tax abatement under Missouri statutes intended to spur investment in "blighted" areas. Use of these laws institutionalized a tri-partite, project-by-project planning process involving one of the city's economic development agencies, the developer and the Board of Aldermen.

Some development projects, such as Plaza Square, Busch Stadium and the Cervantes Convention Center, originated with the city — the Land Clearance for Redevelopment Authority under Executive Director Charles L. Farris. Others, such as Mansion House Center, Laclede's Landing, St. Louis Centre, St. Louis Union Station and nearly all of

downtown's new and renovated office buildings, were initiated by the developer. In either case the project was sponsored by a redevelopment corporation, reviewed by a city agency, then reduced to writing in a redevelopment plan contract between the city and the developer. The redevelopment plan, not the zoning code, became the primary regulatory instrument in these projects. Approval by the Board of Aldermen was the final step.

This tri-partite procedure has been highly productive for the City of St. Louis, resulting in new downtown investment in excess of \$7.2 billion (in 1992 dollars) between 1958 and 1992. A major reason for this success is that the development process is typically initiated by private corporate or real estate interests. However, during much of the 1980s, these interests were often attracted more by the availability of financial incentives than by a market force of demand exceeding supply.

Federal incentives such as investment tax credits, accelerated depreciation, tax exempt bonds and Urban Development Action Grants induced much of the overbuilding in downtowns across the country during the 1980s. The resulting excess of office and retail space, when combined with the withdrawal of most federal financial incentives in the 1986 Tax Reform Act, has caused vacancies to rise and property values to decline. This, in turn, has sharply curtailed private investment in downtown. Most experts predict this condition to continue for another three to five years until supply constraints trigger another round of new construction and rehabilitation.

In 1987, the St. Louis Community Development Agency, successor to the City Plan Commission, engaged a team headed by architect Tom Martinson from Minneapolis to draw a new plan for downtown. The result, titled *Visions of the Future*, consisted largely of land use ideas and urban design concepts for selected areas of downtown. Although the team solicited selected public involvement, the overall plan did not gain a wide constituency. It was never adopted by relevant municipal bodies.

The Strategic Planning Process: Downtown St. Louis Plan 1993

In September of 1991, representatives of Downtown St. Louis, Inc. initiated discussions with members of the St. Louis Development Corporation and the St. Louis Community Development Agency. From these meetings, an informal steering committee was formed to negotiate a public-private working relationship and establish an administrative structure to manage the process. The team met weekly during the fall and into the winter of 1991. The team consisted of four members of Downtown St. Louis, Inc.: Thomas W. Purcell, then chairperson of the Planning Committee and president of Laclede's Landing Redevelopment Corporation; Jack E. Polinet, then organization chairperson, and president of St. Louis Parking Company; Edward A. Ruesing, organization president; and Donna K. Laidlaw, co-chairperson of the Planning Committee and vice president of St. Louis Station Partners; and four members of St. Louis Development Corporation: Donald C. Royse, director of urban design; Kathleen E. Shea, deputy director of urban design and commissioner of heritage and urban design; John T. Hoal, assistant director of urban design; and Steven R. Van Gorp, senior urban designer and the agency's designated project manager for the downtown plan.

The steering committee chose to form an Executive Committee to steer the process, schedule and budget of the plan. Thomas W. Purcell and Donald C. Royse were selected to co-chair the Executive Committee as a symbol of public-private sector cooperation and partnership. It was decided that the Executive Committee would consist of 15 to 20 members, with equal public and private sector representatives. In August, Purcell vacated his co-chairpersonship following his election as chairperson of Downtown St. Louis, Inc. Downtown St. Louis, Inc. selected Donna K. Laidlaw, recently

appointed chairperson of its Planning Committee, to assume the co-chairpersonship of the Executive Committee.

Five task forces were formed to address particular issues of planning for downtown: Task Force One for Economic Development and Tourism, with the task of determining economic and business identity, strengths and weaknesses, and areas of potential growth for downtown; Task Force Two for Local and Regional Implementation, with the task of defining downtown St. Louis in its larger, bi-state, multi-community context, and incorporating regional interest; Task Force Three for Community Development and Facilities, with the task of defining the residential needs of the community and the supporting improvements to public facilities and services; Task Force Four for Infrastructure and Transportation, with the task of identifying the needed public infrastructure improvements, ways to coordinate the services better, and the development of a balanced transportation system; and Task Force Five for Urban Design and Public Space, with the task of identifying ways to use urban design to reinforce downtown as an attractive place to live, work and play. Each task force was headed by a private sector chairperson and public sector co-chairperson selected by the steering committee. Members of the task forces were selected by the full Executive Committee in late March 1992.

The steering committee agreed to hire a professional manager-facilitator to lead all task force, group and public meetings, along with additional consultants to guide the plan. Richard C. Ward, an economic development consultant and president of Development Strategies, Inc. (DSI); and James A. Cloar, a recognized planner and president of Tampa Downtown Partnership (sub-contractor to DSI), were also retained.

The Executive Committee met on a regular bi-weekly basis, sometimes more frequently as its agenda dictated. Meetings of the individual task forces were determined by the chairpersons and co-chairpersons with the consensus of members. At

the commencement of the task force meetings, discussion starters were composed by the chairperson and co-chairperson to bring attention to the issues and guide discussion. Task forces were responsible for listing problems and presenting possible opportunities for solution.

At **Visioning Session One**, held May 1, 1992, at Union Station's Grand Central building, each task force's chairperson and co-chairperson listed issues most important to their group and solicited comments from other task force members. Presentations focused on downtown and placed it in context. This session, and two others that followed, was led by James A. Cloar. A list of problems and opportunities unique to downtown was created by all members in attendance. This exercise illustrated what issues were important, what problems and opportunities exist, and to whom they apply.

Task force meetings continued, attempting to build consensus on an agreed-upon set of objectives for inclusion in the strategic plan. These meetings were held in various downtown sites to broaden the task force's exposure to the wide range of options available. Various experts were brought in to give information and heighten awareness on issues under discussion in task force meetings.

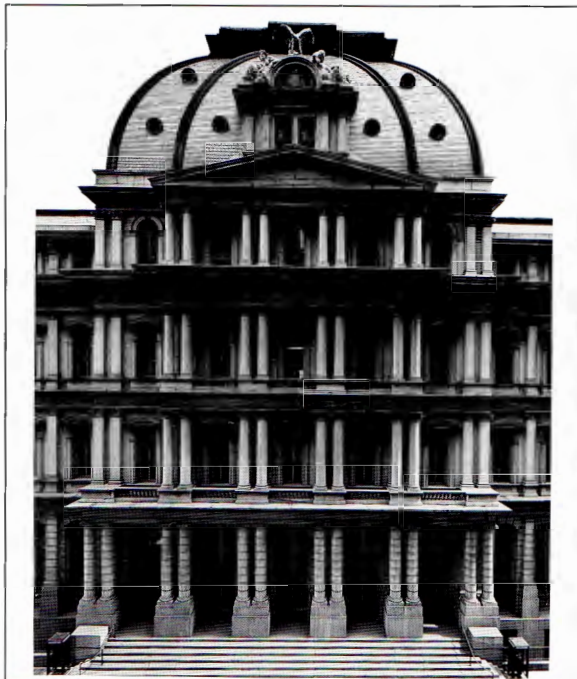
Kimberly A. Koenig joined the planning effort as special project assistant, coordinating plan administration and the flow of information. Subsequent to the resignation of the professional manager-facilitator, the Executive Committee discussed appropriate actions to assure a smooth transition and guarantee the continuance of the planning process and adopted the concept of forming a specialized group of people to write the plan. This Working Subcommittee was composed of one member of Downtown St. Louis, Inc., Edward A. Ruesing, president of Downtown St. Louis, Inc., who served as convener; one member of SLDC/CDA, John T. Hoal, assistant director of urban design, SLDC; and two experts with complementary perspectives on downtown: Richard C. Ward, president of Development

Strategies, Inc.; and Carolyn Hewes Toft, executive director of Landmarks Association. The Working Subcommittee met weekly and reported to the Executive Committee.

Visioning Session Two was held June 11, 1992, at Ralston Purina International Headquarters. Each task force presented three major objectives that they agreed were most important to them, and there were animated and lengthy discussions about conflicting objectives with other task forces. Graphic presentations of existing conditions and data were given, downtown base maps were distributed to all members and the results of regional opinions of downtown gathered from “focus groups” were discussed. These maps identified new proposed developments, downtown districts and neighborhoods, land use, open space and the hospitality district, etc.

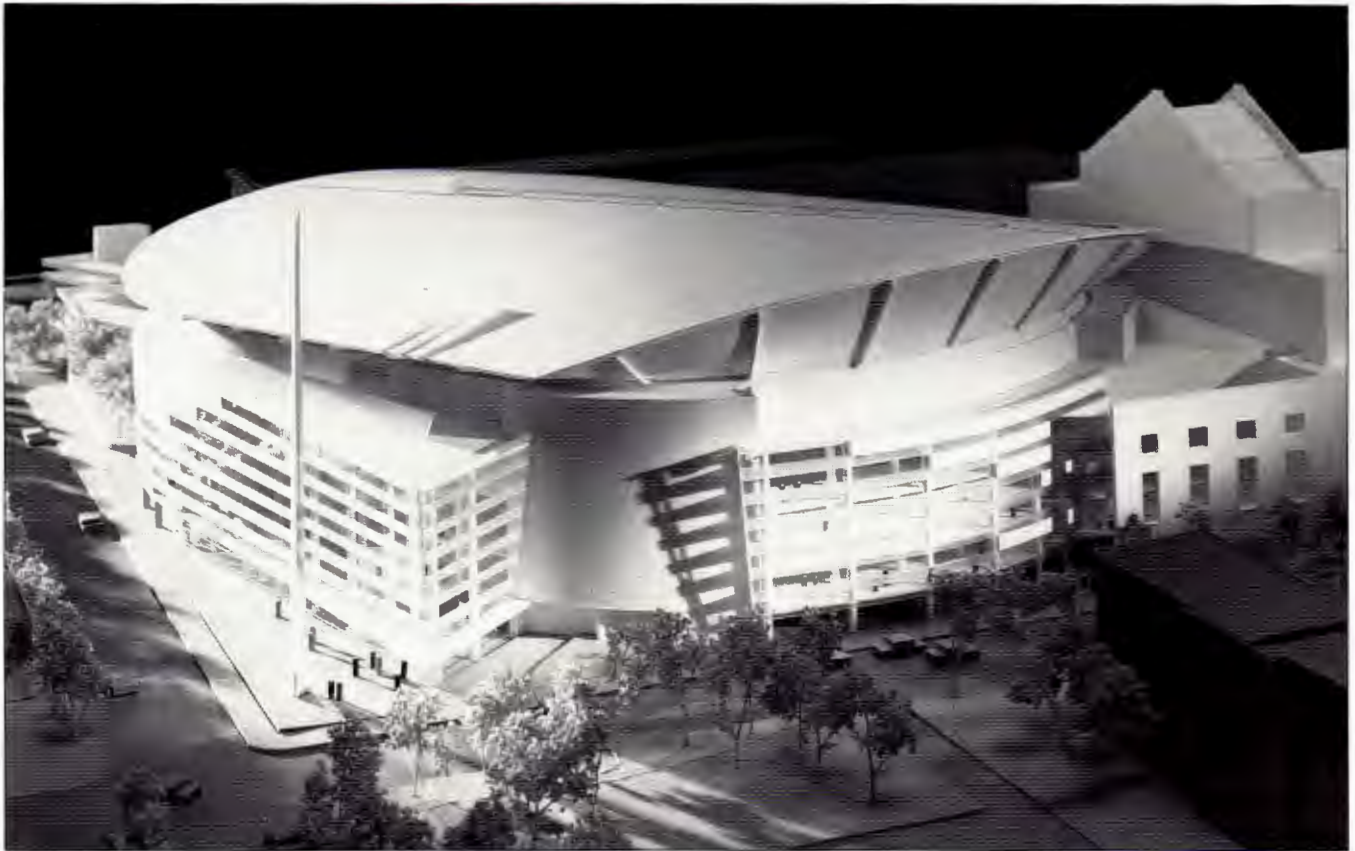
Following Visioning Session Two, task forces continued meeting to resolve issues, with some task forces conducting joint meetings to reach consensus on conflicting issues. Each task force was charged with reaching agreement on three general objectives to present to the entire membership.

Old Post Office entrance on Olive Street. Photo by Robert C. Pettus courtesy Landmarks Association.

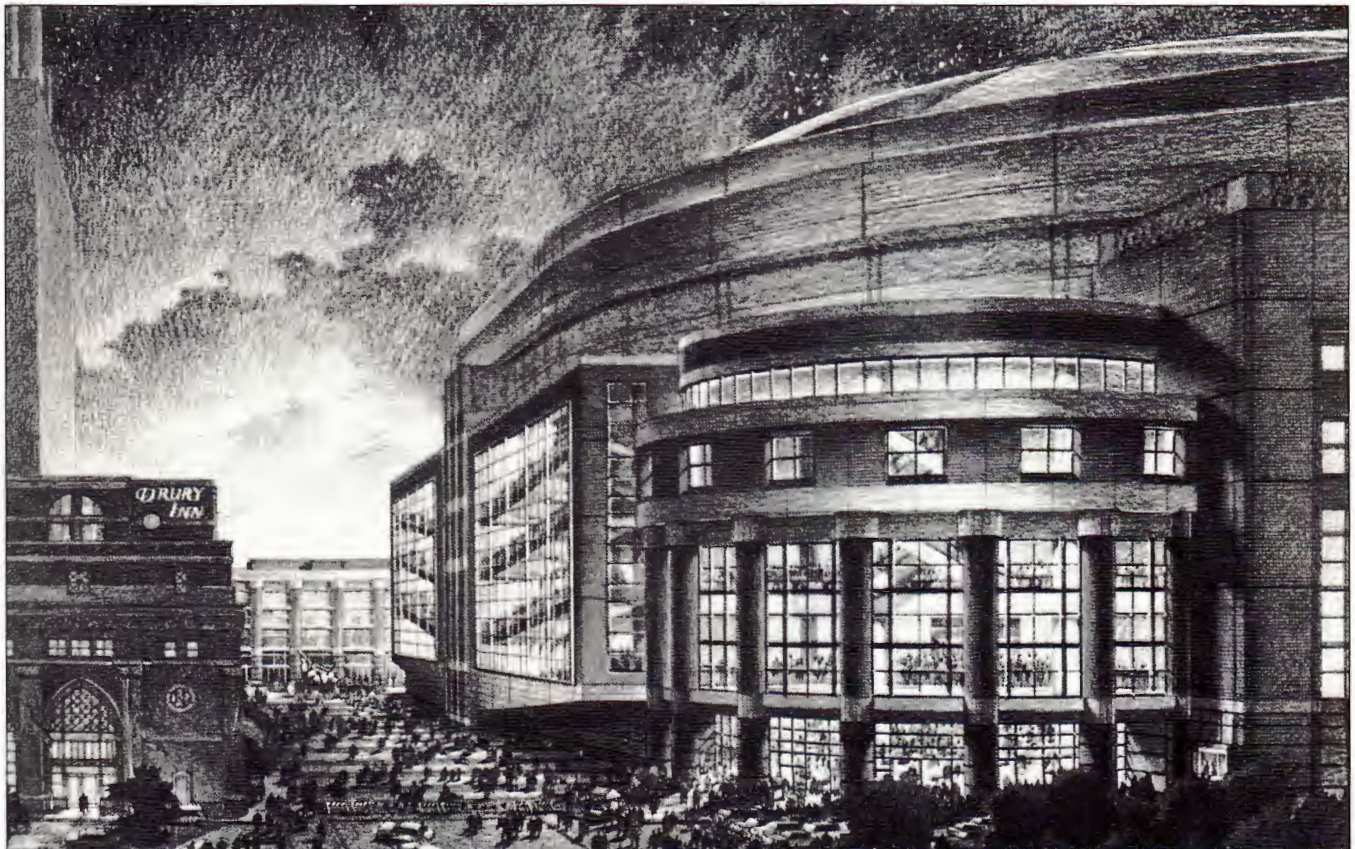


Visioning Session Three held July 16, 1992, at the Old Post Office brought together the common major objectives for the plan. The objectives were amended and adopted after lively discussion. The goal of this meeting was to achieve agreement on objectives which would be used to compose the plan. Sub-districts of downtown were proposed and, after discussion, generally accepted by consensus of the membership.

The Working Subcommittee and SLDC/CDA Urban Design Department staff completed the first rough draft of the Strategic Plan and sent it out to all membership for review and comment on October 16, 1992. Following receipt of the draft, task forces reassembled to examine the document collectively with members of the Working Subcommittee in attendance to receive comments, suggestions and criticism. Subsequently, comments were absorbed into a second draft and sent out December 14, 1992 to all members for review and public discussion. A full-color Executive Summary highlighting the Resolution passed by the Board of Aldermen on January 15, 1993 was released by its sponsors at Downtown St. Louis, Inc.'s 35th Annual Meeting on the opening of America's Center in May, 1993. This full Downtown St. Louis Strategic Plan 1993 was published in early 1994 for public distribution. ★



*Kiel Center, scheduled for completion late in 1994, will be the home of the St. Louis Blues hockey club and the Saint Louis Billikens basketball team.
Photo courtesy Kiel Center Partners, L.P.*



*Expected to open in fall 1995, the convention center-stadium will complete expansion of America's Center and incorporate a 70,000 seat domed stadium.
Rendering courtesy St. Louis Regional Convention and Sports Complex Authority.*

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Freeman R. Bosley, Jr.
Mayor 1993-

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Pete A. Roberts
Nathan Smith
Donald Spaul

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Thomas Dignam
Henry Givens
Louisa Hall
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