

PLANNING & URBAN DESIGN AGENCY  
CITY OF ST. LOUIS

• MEMORANDUM •

**To:** Planning Commission

**From:** Don Roe, Director

**Subject:** Amendment #1 of the Lafayette Square Neighborhood – Urban Plan

**Date:** July 3, 2013

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A presentation & public hearing for Amendment #1 of the Lafayette Square Neighborhood – Urban Plan (adopted 2001) will be held at our July 10, 2013 meeting per public notice procedural requirements for a public hearing. Proposed Amendment #1 of this adopted neighborhood plan (PDA-078-01-NBD) deals with proposed land use and zoning (maps & text) along the Chouteau Corridor in the northwest portion of the Lafayette Square Neighborhood.

The presentation will be made by Dick Zerega, the PDA planner who assisted Zoning Administrator, Mary Hart Burton, in conducting a series of meetings on zoning & land use along the Chouteau Corridor at the request of and with the participation of the 6<sup>th</sup> Ward Alderwoman (Kacey Starr Triplett & now Christine Ingrassia) and 7<sup>th</sup> Ward Alderwoman Phyllis Young. The presentation will focus on the text and map changes needed to the Lafayette Square Neighborhood-Urban Plan prior to consideration in the fall of a comprehensive rezoning of a large segment of the south-side of the Chouteau Corridor. Alderwoman Ingrassia and Zoning staff may assist in making the presentation.

Following the presentation, the Planning Commission will conduct a public hearing. The public hearing will follow the Commission's standard rules and regulations requiring speakers to sign in and limit their comments to a designated time period.

During the last two plus years at Chouteau Corridor meetings, there were many discussions involving Alderwomen, residents, business owners, and neighborhood group leaders where many stakeholders had the opportunity to advocate changes in land use and zoning, and to discuss how such changes would affect individuals, businesses and others in and near the Chouteau Corridor. Neighborhood leaders and interested residents will discuss Amendment #1 at a neighborhood meeting prior to the public hearing.

The Commission has options upon completing the public hearing. The public comment and review period can end at the meeting on July 10, 2013 or it could be extended to allow additional comments after the meeting, and to request staff to compile and review the public comments at a later meeting. If the Commission closes the comment period, you can choose to vote on the recommendation to adopt Amendment #1 to the neighborhood plan at the July 10<sup>th</sup> meeting. If you choose to keep the comment period open, the vote on the recommendation would occur at a subsequent meeting. The related specific zoning change would not be taken up until after the plan amendment process is concluded.

This cover memorandum as well as other materials related to Amendment #1 to the Lafayette Square Neighborhood-Urban Plan is available for review online at the City's Web site as stated in the Public Notices published on Tuesday June 18, 2013.



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

FRANCIS G. SLAY, Mayor

File No. PDA-078-01-NBD

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

**From:** Don Roe, Director

**Subject:** Resolution for Amendment #1 of the Lafayette Square Neighborhood – Urban Plan

**Date:** July 3, 2013

## Summary

**Submittal:** Amendment of Neighborhood Plan for Planning Commission review and adoption.

The Lafayette Square Neighborhood – Urban Plan was adopted as a neighborhood plan in December of 2001. While Chapter Seven – ‘Chouteau Avenue’ seeks housing and businesses in the eastern part of the corridor, the plan cites a range of possible options west of Mackay Place.

The city’s Strategic Land Use Plan’s ‘Opportunity Area’ (2005) seeks development proposals for the underutilized south-side of Chouteau from 18<sup>th</sup> St. west to Jefferson Av. By 2011, rehabilitation and new construction from 18<sup>th</sup> St. west past Mississippi including Lafayette Walk Condos, resulted in a new stretch of ‘Specialty Mixed Use Area’.

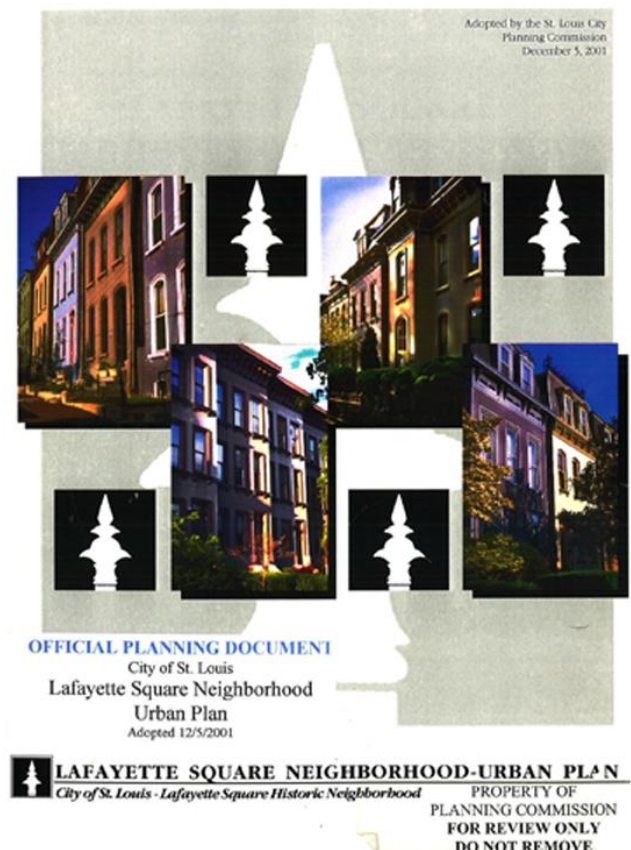
Since January of 2011, the 6<sup>th</sup> & 7<sup>th</sup> Ward Alderwomen and city staff have conducted a series of meetings on zoning and land use along the Chouteau Corridor. Among the recommendations is amending the neighborhood plan to replace options and conflicting text and maps with a clear vision for mixed land uses all along Chouteau Ave.

This plan amendment focuses on map and text changes needed prior to a rezoning on the south-side of Chouteau from west of the Lafayette Walk Condos to Jefferson Ave.

This resolution for Amendment of the Lafayette Square Neighborhood – Urban Plan is available on the PDA Web Site and at PDA offices before a presentation at the July 10, 2013 Planning Commission meeting / public hearing.

## Recommended Action

That the Planning Commission finds Amendment #1 of the Lafayette Square Neighborhood – Urban Plan, as detailed in this resolution, to be in conformity with the City’s Strategic Land Use Plan’s Opportunity Area and to follow the Lafayette Square Neighborhood – Urban Plan’s advice to review the options in the western portion of Chouteau Avenue, and thus **adopts Amendment #1 of the Lafayette Square Neighborhood - Urban Plan.**



## **1.0 Background**

### **Adopted Plans**

The Lafayette Square Neighborhood – Urban Plan was adopted as a neighborhood plan by the Commission in December of 2001. In Chapter Seven - Chouteau Avenue, the plan “seeks to create additional residential housing and businesses that contribute and enhance the neighborhood, thereby eliminating the negative impacts and environmental concerns that currently prevail.” For example, the chapter emphasizes the pending conversion of two warehouses along Mississippi and Hickory for market-rent loft apartments and a restaurant.

In contrast to the clear focus on a mixture of residential and commercial uses in the eastern portion of Chouteau, three Chouteau Options are presented for the city block west of Mackay Place with various combinations of industrial, commercial, residential and park land uses. The unsettled nature of having three conflicting options for the western area of Chouteau is expressed when the plan states “it will be necessary to monitor the redevelopment closely and will in all probability, revisit this area again to review the options.”

In 2005 the Strategic Land Use Plan (SLUP)’s ‘Opportunity Area’ recommends seeking development proposals for the underutilized stretch of the south-side of Chouteau west of 18<sup>th</sup> Street. With the development of two large Loft projects near Mississippi and Hickory, the SLUP categorized this node as a ‘Specialty Mixed Use Area’ (SMUA). In 2008 the SLUP was amended to change the land use for the Lafayette Walk Condominium site on Chouteau west of Mississippi from ‘Opportunity Area’ to ‘SMUA’. Then in 2011 the SLUP was amended again changing the portion of Chouteau between Mississippi and S. 18<sup>th</sup> St from ‘Opportunity Area’ to ‘SMUA’.

So, there is a clear trend in the SLUP of the Chouteau Corridor in the Lafayette Square Neighborhood going from predominately “Opportunity Area” where the city is open for development ideas to a “Specialty Mixed Use Area” as developers, business and residence owners rehabilitate and construct residential and commercial buildings. The trend which started in the east end of the neighborhood at 18<sup>th</sup> Street seems headed westward.

### **Chouteau Corridor Land Use & Zoning Review**

Since January of 2011, 6<sup>th</sup> & 7<sup>th</sup> Ward Alderwomen, Zoning and PDA staff have conducted a series of meetings with residents, business owners and neighborhood leaders on zoning and land use along the Chouteau Corridor, between the Truman Parkway (east) and Compton Avenue (west). In the Lafayette Square portion of the corridor, a consensus of stakeholders favor a continuation of the mixture of residential and commercial land uses and zoning along the Chouteau Corridor west of the Lafayette Walk Condominiums all the way to Jefferson Ave.

The stakeholders revisited the plan’s options for the western portion of the Chouteau Corridor and strongly support replacing the options and conflicting text and maps in the western portion of the Chouteau Corridor with a clear vision for mixed uses in the lower elevations along and near Chouteau Ave. and a continuation of moderate density residential land use at the higher elevations along Hickory Ave. on top of the bluff above the Praxair site. The stakeholders wanted to remove any plan options that encouraged industrial land use on the Praxair site where the large industrial building exploded in June of 2005 and the building was not demolished until May of 2012.

The consensus of stakeholders also favor a subsequent rezoning of a long section of the south-side of the Chouteau Corridor from just west of the Lafayette Walk Condominiums as far west as Jefferson Avenue from the present “J” Industrial District zoning to a more appropriate zone such as “F” Neighborhood Commercial District, which permits a variety of commercial and residential land uses.

This proposed initiation of rezoning along the Chouteau Corridor will be presented to the Planning Commission subsequent to this Amendment to the Lafayette Square Neighborhood-Urban Plan, which greatly clarifies the neighborhood’s preference for a mixture of residential and commercial land uses along and near Chouteau Ave. all the way from 18<sup>th</sup> St. on the east to Jefferson Ave. on the west.

## **Specific Changes of Amendment #1**

The following proposed changes to the Lafayette Square Neighborhood-Urban Plan constitute Amendment #1

### **Proposed Land Use Map (attached map of 3 City Blocks between Mackay & Jefferson)**

- Change the proposed land use from ‘dashed area labeled Three Options’ to “Mixed Use” for CB 2268 (Praxair) except for Hickory frontage on the bluff.
- Change the proposed land use from ‘dashed area labeled Three Options’ to “3-4 Family” for CB 2268’s Hickory frontage (*vacant site on the bluff above Praxair*).
- Change the proposed land use from “Professional Services/Office” to “Mixed Use” for CB 2262 (*trucking sales & storage*)
- Change the proposed land use from “Professional Services/Office”, “Retail/Commercial/Wholesale” and “Single-Family” to “Mixed Use” for the Northern half of CB 2263 (*loft building & vacant land*).

### **Proposed Zoning Map (attached map of 3 City Blocks between Mackay & Jefferson)**

- Change the proposed zoning from “J” Industrial District to “F” Neighborhood Commercial District for CB 2268 (Praxair) except for Hickory frontage on the bluff (*already appropriate “C” District Zoning*), for CB 2262 (trucking sales & storage), and for NW quadrant of CB 2263 (*loft building on Jefferson only because vacant land of former restaurant is already “F” District Zoning*).

### **3 Chouteau Options on Page 44 & 45 (attached marked pages)**

- Omit Figures 16, 17 & 18 “Chouteau Options” and the related first paragraph about options on Page 45.
- Edit the first item listed on Page 45 under “New Land Use Guidelines” to read “Re-zone current industrial land uses to neighborhood commercial or residential, as required.” This edit omits the qualifying phrase “east of McKay Place” and thus extends the guideline to all of Chouteau Avenue.

## **Public Hearing/Public Comments**

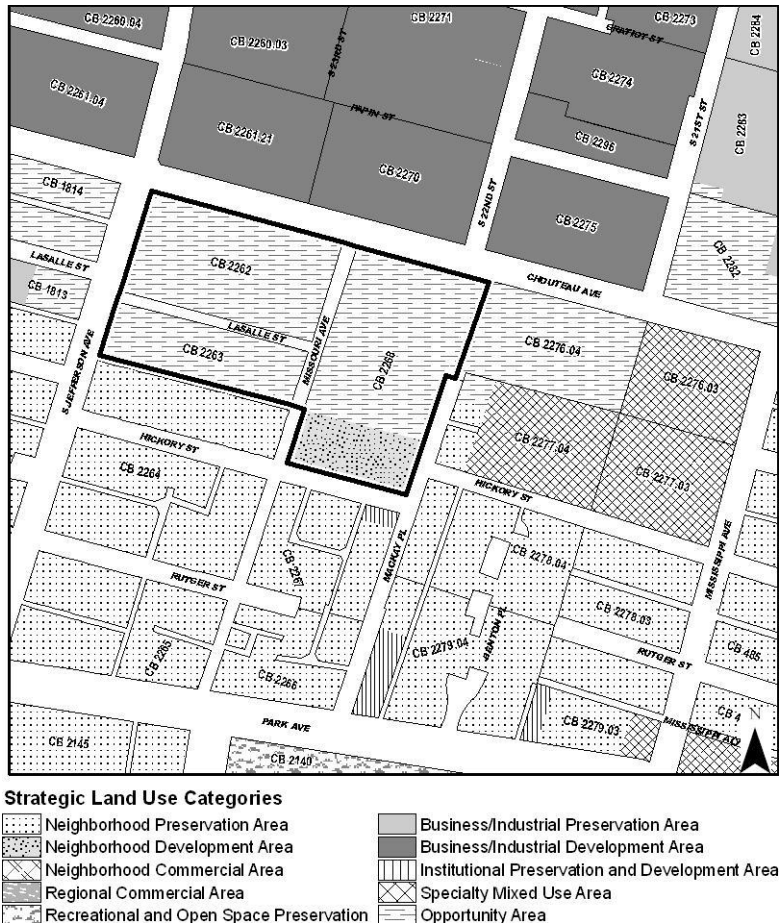
- In the past two and one-half years, a series of meetings and discussions organized by the Alderwoman or neighborhood groups were both in the neighborhood and at City Hall. At these meetings residents, business owners and neighborhood leaders discussed changing the zoning and land use along the Chouteau Corridor, between the Truman Parkway (east) and Compton Avenue (west). Also, business and property owners were able to find out how specific zoning changes would affect the land uses permitted on their property.
- Public comments are being solicited via public notices in the City Journal and the St. Louis Daily Record on Tuesday June 18, 2013. Public comments can be made by contacting Dick Zerega at PDA via email at [zeregad@stlouis-mo.gov](mailto:zeregad@stlouis-mo.gov) or by telephone at (314) 657-3871. The Public Notice includes information about Amendment #1 to the Lafayette Square Neighborhood-Urban Plan is posted on the City’s Web Page at <http://www.stlouis-mo.gov/government/departments/planning/planning/adopted-plans/index.cfm>.
- A public hearing will be conducted by the Planning Commission at its July 10, 2013 meeting. Interested members of the public will be able to speak at the public hearing, following a presentation on the content of Amendment #1 to the Lafayette Square Neighborhood-Urban Plan.

## 2.0 Comments

The Strategic Land Use Plan designates the Amendment #1 Area as an Opportunity Area (OA) except for one vacant parcel on Hickory on the bluff above the Praxair site which is a Neighborhood Development Area (NDA).

**OA:** “Key underutilized locations where the use of the land is in transition. Location and site characteristics of these areas offer particular challenges / opportunities that could be advantageous to a range of development activity. This designation is intended to be flexible and specific development proposals will be entertained as they present themselves.”

**NDA:** “Residential and non-residential areas with substantial amounts of vacant land and abandoned buildings suitable for new residential construction of scale / associated neighborhood services, respecting stable properties that may be considered as part of any new development. Opportunities for new housing construction / replatting at a critical mass scale defining a new neighborhood character over time.”



The Amendment #1 Area in the northwest corner of the Lafayette Square Neighborhood is dominated by the Opportunity Area (OA) of the western portion of the Chouteau Corridor. The vacant parcel fronting on Hickory located on the bluff above the Praxair site is a lone area of Neighborhood Development Area (NDA) surrounded on three side by existing residence that are Neighborhood Preservation Area (NPA). The eastern portion of the Chouteau Corridor between 18<sup>th</sup> St. and the Lafayette Walk Condominium site just west of Mississippi has been amended in recent years from Opportunity Area (OA) to Specialty Mixed Use Area (SMUA). PDA staff finds the changes of Amendment #1 are in conformity with the City’s more general Strategic Land Use Plan.

## 2.1 Public Input

The Commission will hold a presentation about Amendment #1 and then conducted a public hearing on Amendment #1 of the Lafayette Square Neighborhood – Urban Plan at its July 10, 2013 meeting.

## 2.2 Previous Commission Action

The Planning Commission approved the Lafayette Square Neighborhood – Urban Plan at the December 2001 meeting. The Commission approved amendments to the Strategic Land Use Plan dealing with areas along Chouteau Ave at the June 2008 meeting and the October 2011 meeting. At the June 2013 meeting the Commission approved a motion to authorize the PDA Director to commence the public hearing process for the Lafayette Square Neighborhood-Urban Plan.

## 2.3 Requested Action

City of St. Louis Ordinance #64687, Section 12 states: “The Planning Commission may direct the Agency Director to prepare Neighborhood Plans or plans relating to combinations of neighborhoods, Topical Plans, or other plans addressing issues deemed to be of importance to the city. In all cases the Planning Commission shall have the right to review, modify, and adopt or reject such plans.”

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## Requested Recommendation

That the Planning Commission finds Amendment #1 of the Lafayette Square Neighborhood – Urban Plan as detailed in Section 1.0 of this resolution to be in conformity with the City’s Strategic Land Use Plan’s Opportunity Area, and to follow the Lafayette Square Neighborhood – Urban Plan’s advice to review the options in the western portion of Chouteau and **adopts Amendment #1 of the Lafayette Square Neighborhood – Urban Plan.** And further that the Planning Commission directs the Director of the Planning and Urban Design Agency to amend, modify and otherwise update materials, computer files and other records pertaining to the Lafayette Square Neighborhood – Urban Plan.

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NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF ST. LOUIS PLANNING COMMISSION AS FOLLOWS:

1. Amendment #1 of the Lafayette Square Neighborhood – Urban Plan is hereby found to be in conformity with the City’s Strategic Land Use Plan and to follow the Lafayette Square Neighborhood – Urban Plan’s advice to review the options in the western portion of Chouteau Avenue and adopts Amendment #1 of the Lafayette Square Neighborhood – Urban Plan.
2. The Director of the Planning and Urban Design Agency is hereby directed to amend, modify and otherwise update materials, computer files and other records pertaining to the Lafayette Square Neighborhood – Urban Plan.
3. The Director of the Planning and Urban Design Agency is hereby directed to notify the Board of Aldermen of its adoption of Amendment #1 of the Lafayette Square Neighborhood – Urban Plan



## EXISTING PLAN

### Lafayette Neighborhood Area

#### PROPOSED LAND USE MAP

City of St. Louis - Planning & Urban Design Agency

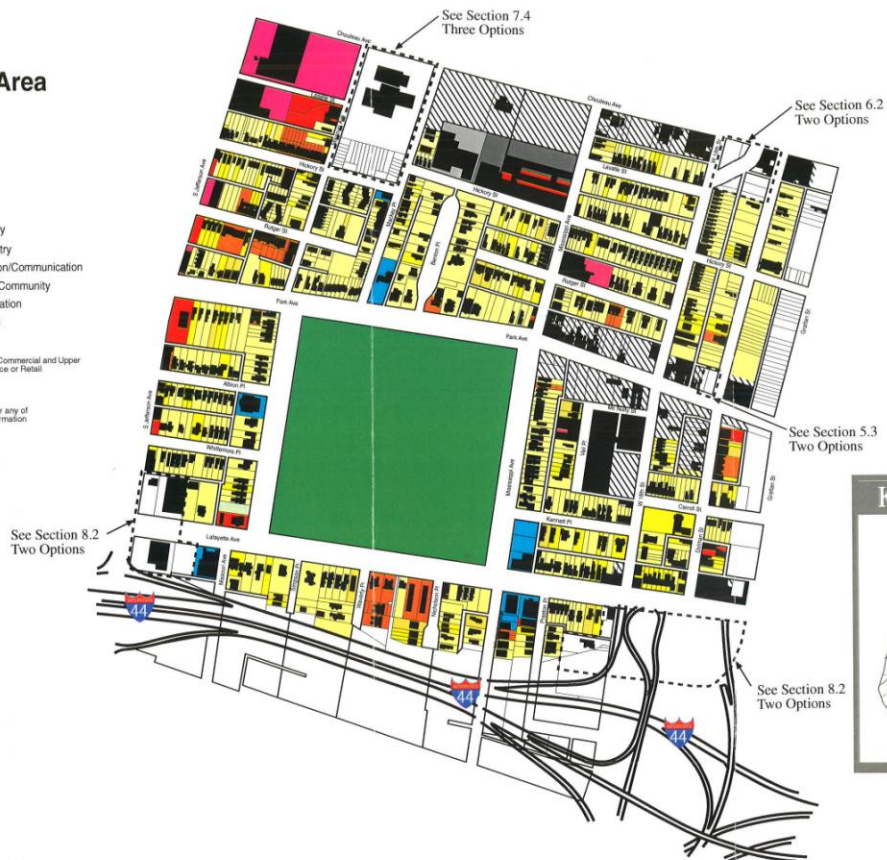


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|--|---|
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> SINGLE FAMILY                  | <span style="display:inline-block; width:15px; height:15px; background-color:lightgray; border:1px solid black;"></span> Light Industry   |
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> TWO FAMILY                     | <span style="display:inline-block; width:15px; height:15px; background-color:darkgray; border:1px solid black;"></span> Heavy Industry  |
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> 3 - 4 FAMILY                   | <span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> Transportation/Communication  |
| <span style="display:inline-block; width:15px; height:15px; background-color:orange; border:1px solid black;"></span> 5+ FAMILY                      | <span style="display:inline-block; width:15px; height:15px; background-color:blue; border:1px solid black;"></span> Institutional/Community   |
| <span style="display:inline-block; width:15px; height:15px; background-color:red; border:1px solid black;"></span> Retail/Commercial/Wholesale       | <span style="display:inline-block; width:15px; height:15px; background-color:green; border:1px solid black;"></span> Parks/Recreation   |
| <span style="display:inline-block; width:15px; height:15px; background-color:magenta; border:1px solid black;"></span> Professional Services/Offices | <span style="display:inline-block; width:15px; height:15px; background-color:green; border:1px solid black;"></span> Vacant Land  |
|  | <span style="display:inline-block; width:15px; height:15px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, black 2px, black 4px); border:1px solid black;"></span> Mixed Use  |
|  | <span style="display:inline-block; width:15px; height:15px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, black 2px, black 4px); border:1px solid black;"></span> Mixed Use: First Level Commercial and Upper Levels Residential, Office or Retail |

Neither the Planning & Urban Design Agency nor the City of St. Louis nor any of their consultant agencies guarantee the accuracy or adequacy of the information contained herein.

Land Records Management data extracted on 08/26/2001, updated 09/11/2001 by CG  
Land Use Parcel data extracted on 08/26/2001, updated 09/11/2001 by CG

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Map generated 11 September 2001 by CG.



#### KEYMAP

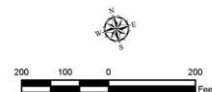


## RECOMMENDED CHANGE – AMENDMENT #1



#### Proposed Land Use Map

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| <span style="display:inline-block; width:15px; height:15px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, black 2px, black 4px); border:1px solid black;"></span> Mixed Use |
| <span style="display:inline-block; width:15px; height:15px; background-color:yellow; border:1px solid black;"></span> 3-4 Family   |



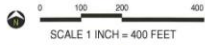
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## EXISTING PLAN

### Lafayette Neighborhood Area

#### PROPOSED ZONING MAP

City of St. Louis - Planning & Urban Design Agency



<span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> A SINGLE FAMILY	<span style="background-color: orange; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> G COMMERCIAL
<span style="background-color: lightyellow; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> B TWO FAMILY	<span style="background-color: red; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> H COMMERCIAL
<span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> C3 4-FAMILY	<span style="background-color: darkred; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> I INDUSTRIAL BUSINESS
<span style="background-color: orange; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> D MULTIPLE FAMILY	<span style="background-color: grey; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> J INDUSTRIAL
<span style="background-color: lightorange; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> E MULTIPLE FAMILY	<span style="background-color: darkgrey; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> K UNRESTRICTED
<span style="background-color: lightyellow; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> F LOCAL BUSINESS	<span style="background-color: pink; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span> L JEFFERSON MEMORIAL

Neither the Planning & Urban Design Agency nor the City of St. Louis (nor any of their constituent agencies) guarantee the accuracy or adequacy of the information contained herein.

Zoning Department data extracted on 08/26/2001 updated 09/12/2000 by D2-CQ  
Land Records Management data extracted on 08/26/2001 updated 08/26/2001 by CQ  
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Map generated 12 September 2001 by CQ



#### KEYMAP

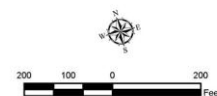


## RECOMMENDED CHANGE – AMENDMENT #1



Proposed Zoning Map

F Local Business



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### 7.3 Mississippi Avenue Parking

Both projects will have surface lots within the confines of their respective properties, however, with increased visitors and a new restaurant, additional parking will be required. It is recommended that 45 degree angled parking be established on the west side of Mississippi from Chouteau to Park Avenue. Not only will this help to mitigate parking issues for visitors, but also it is expected to dramatically slow down speeding traffic on Mississippi. The eastern side of Mississippi will remain parallel parking.

### 7.4 Design Options

The Plan recommends that an entrance gate similar to the one at Park & Jefferson be installed at Chouteau and Mississippi, along with appropriate landscaping. The center of Chouteau should also be landscaped with a median to soften the harsh feel of the industrial buildings. When feasible, a separate entrance from Chouteau to the Loft projects should be constructed to help alleviate traffic on Mississippi and to increase off-street parking.

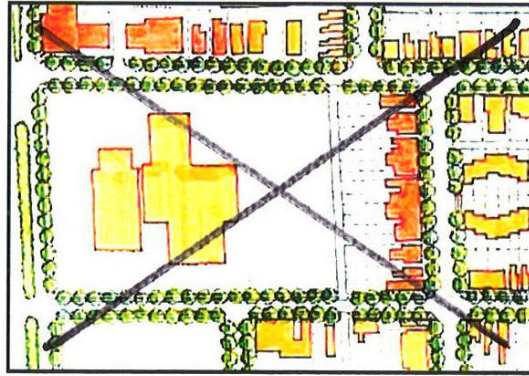


Figure 16: Chouteau Option One



Figure 17: Chouteau Option Two

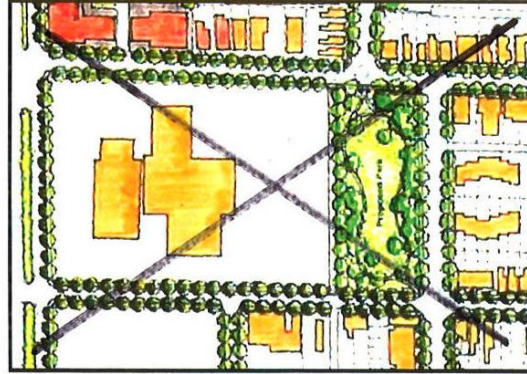


Figure 18: Chouteau Option Three

### 7.5 New Land Use Guidelines

The Plan recommends the following for the Chouteau Redevelopment area:

- Re-zone current industrial land uses to neighborhood commercial or residential, as required east of McKay Place.
- Over time, work with the Alderman and City to find alternative sites for commercial uses that are not compatible with a residential neighborhood.
- The demolition of non-historic buildings will be allowed.
- Encourage high-tech businesses to relocate to this area.
- Improve pedestrian and vehicular connectivity along and through Chouteau Avenue.
- Chouteau Avenue should be redesigned to include landscape medians.
- Encourage the development of an entrance from Chouteau to the Loft projects.
- Provide methods to reduce or eliminate sound intrusions by businesses.
- Business signage should reflect the historical character of the neighborhood.
- All new construction, lot configurations, block configurations, building guidelines to follow the Dolman Redevelopment and Park Avenue Business District guidelines as well as the Historic Code.

Due to the infinite possibilities in this area, an urban designer could create a number of options and conclusions. The neighborhood looked at three options as noted on figures on previous page and below. Due to the long-term nature of these particular goals, it will be necessary for the neighborhood to monitor the redevelopment closely and will in all probability, revisit this area again to review the options. However, it is critical that the last remaining lot at the corner of Mississippi and Chouteau (Mazur Truck Leasing) is redeveloped as soon as possible in order to provide a stable environment for the new Loft projects and send a positive message to visitors entering the neighborhood at this location.