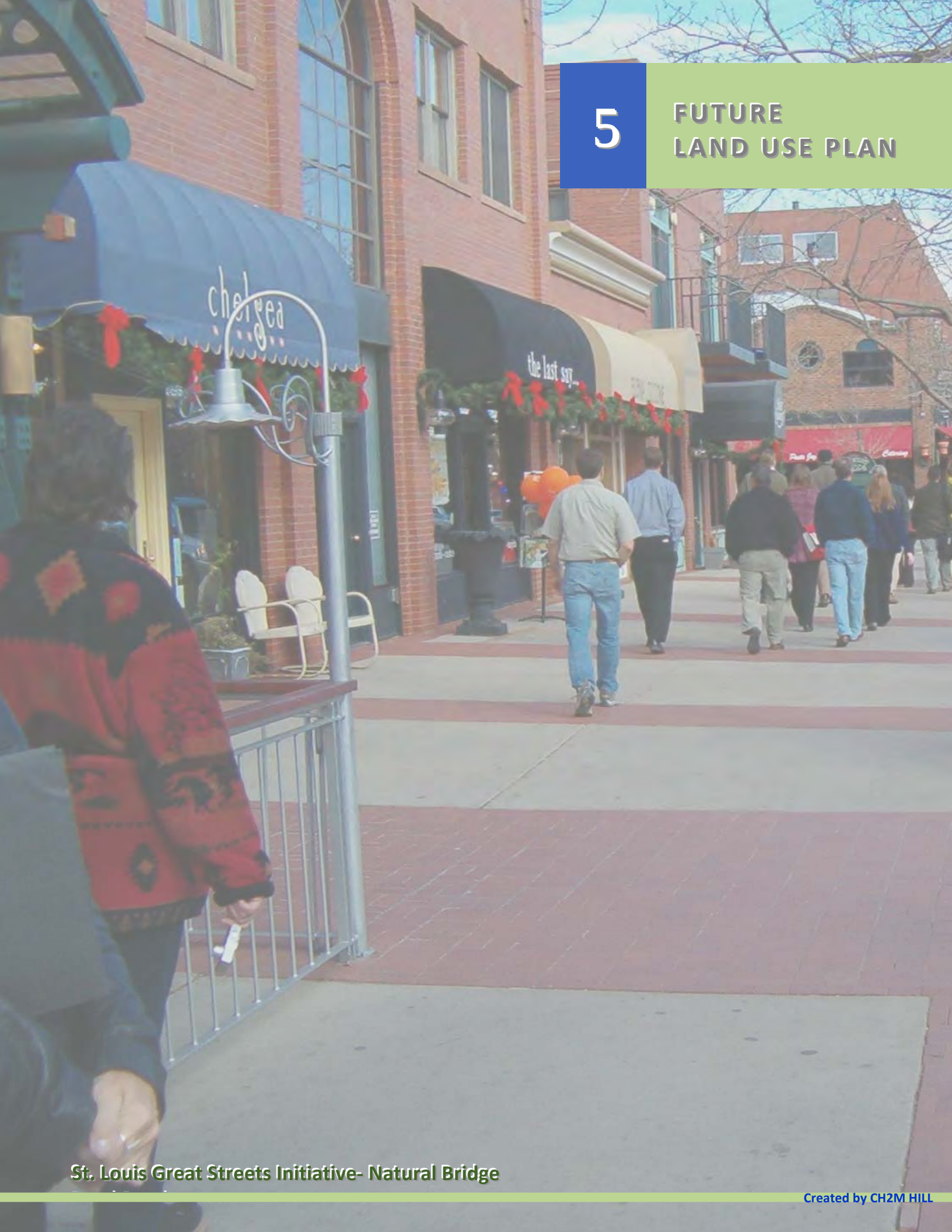
5 FUTURE LAND USE PLAN



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CHAPTER-5: FUTURE LAND USE PLAN

The following Future Land Use Plan is designed to provide a visual roadmap to market enhancement and new investment potential within the primary study area planned around existing and potential points of interest created by infrastructure investment. A hallmark of the Great Streets Initiative Project includes an acknowledgement and documentation of the relationship that exists between infrastructure and land use investment. The two are inseparable although infrastructure design is dominant. The grid created by roads, highways, and transit impact land access and other physical elements that can influence future investment. Further, the transportation network in place and enhanced should be developed in a way that supports and encourages land use along the corridor as envisioned by the community.

To a greater extent, any public investment influences existing and future markets and dictates investment potential, creating a public/private partnership whether legally documented or by chance. The future land use concepts presented for Natural Bridge Road have taken into consideration existing conditions; local and regional markets; connectivity of people and places within the local market; and those elements of design within the existing right of way that encourage market driven future investment within the primary study area.

Key Elements for the Long Term Success

The ultimate goal of the Natural Bridge Great Streets Initiative is the long term sustainability of both land use and infrastructure that supports land use and economic viability in the region. Several key elements can insure the success of the area based on research and knowledge of the Natural Bridge Road corridor at this area:

- Any future land use plan must acknowledge the importance of accommodating regional market access and the need for public parking within future land use concepts to assure the long term sustainability of the primary study area
- Florissant Road at I-70 is the focal point of access into the primary study area and is the corridor that will provide essential regional market access to new and existing investment
- The intersection of Natural Bridge and Florissant Roads is the significant point of entry into the primary study area commercial investment corridor
- Enhanced MetroLink services and convenient access to the Natural Bridge Road is essential to increasing regional market access to the area
- The plan must include specific strategies and design recommendations that facilitate pedestrian and bike access and movement, both along a ½ mile commercial corridor between the St. Louis County Public Library building and Lucas and Hunt Road, as well as throughout the entire corridor
- A shuttle/trolley route within the local market corridor would provide improved circulation within the commercial areas, would capture consumers that may otherwise not access commercial areas; and, provide a uniqueness to the area that can attract visitors from regional markets

- Increased density is essential to attracting new investment within commercial areas, including reduced parking requirement ratios, efficient on site circulation, and relaxation of setback and other city imposed restrictions that impact land to building ratios
- A strategic and well planned promotional plan is required that is designed to reach and attract regional market
- All transit stops and station locations need to be considered market focus areas with planning and design emphasizing connectivity to revitalization areas and by creating enhanced public amenity environments at these locations
- New public enhancement investment needs to consider the land uses in its design to maximize the relationship between infrastructure and economic development
- Development opportunities will include market driven determinations related to the location and composition of residential and mixed use development investments

Enhanced MetroLink Service Related to Future Land Uses

The MetroLink station represents an excellent opportunity to bring new market resources to the primary study area that otherwise may not access this marketplace. With creative marketing techniques, MetroLink provides access to airport ridership; the University City and Clayton area; and as far south as Richmond Heights, Shrewsbury and locations in Illinois. Upgrade and enhancement of the existing station facilities offers the opportunity to provide creative lighting and design elements that set this station apart from all others and entices visitors to experience what this location has to offer.

What is lacking at this time is a contiguous and convenient physical relationship between the station facility, Natural Bridge Road, and the City Hall site. Natural pedestrian barriers such as the set back distance of the station from the street and the present configuration of the surface parking lot restrict pedestrian access to activities along the corridor. And, although there is bus service to the station, other modes of transportation and pedestrian access are limited at this time.

ExhibitInfillCommeExhibit 5.11: Secondary Study Area -

Source: http://raillife.com/wp-content/uploads/2009/08/Station-at-Night.jpg

Source: http://www.evworld.com/images/lightrail_station_thehague.jpg

Note: The MetroLink station is an underutilized portal to the Natural Bridge Road corridor. Upgrade at the station and connectivity planning at and around the station coupled with creative promotional materials designed to capture the attention and interest of riders will serve the institutional and commercial entities along Natural Bridge Road as well as increasing MetroLink ridership long term.

Pedestrian and Bike Presence

The existing commercial area relies on local consumers to remain viable businesses and yet, these retailers have not successfully captured the attention of the student population located within their market range. Increased local market acceptance as well as regional market access is essential to the long term success of this commercial corridor as discussed above. In order to capture these wider markets it is necessary to provide for a safe, attractive, and interesting commercial district. Pedestrian traffic encourages the design and installation of visually exciting finishes, colored awnings, creative signage, landscaping, interesting storefronts, well designed sidewalks and crosswalks and decorative or whimsical public furniture, bike storage, and art. To sustain existing and new commercial investment, the streetscape environment must project safety, walkability, aesthetically pleasing storefronts, public spaces and visually interesting amenities and landscaping.

Note: Successful streetscapes take into consideration the complexity of market composition including commercial storefronts and unobstructed views of retailer signage; parking; safe and aesthetic sidewalks; bike storage; sidewalk and crosswalk surfaces; landscaping material sensitive to the scale of available planting areas; well lighted bus and shuttle stops; and creative details that add interest and uniqueness to the location.

Trolley/Shuttle Service

Pedestrian and bike commuting between the north and south side of Natural Bridge Road is difficult due to the street configuration and land uses (commercial development is reliant on automobile access more than pedestrian access). The need to travel within the marketplace is further limited by full service amenities at those sites with the greatest population. For instance, both UMSL and Express Scripts have food service provided on their campuses reducing the need to leave the property during the work day.

The creation of a new shuttle/trolley service or the expansion of any existing shuttle service is recommended in order to reduce automobile traffic in the area while encouraging the local market population to access commercial businesses regularly. Shuttle service brings together all the elements of the market place by providing safe, convenient, alternative transportation that would ultimately increase local pedestrian traffic and provide a unique quality to the marketplace that attracts regional market access.

Note: The shuttle provides local and regional transit needs within a defined marketplace and adds to the character of the commercial places. Shuttle service also provides an opportunity to expand and connect places of interest; optimizing land use and creating a more diverse marketplace.

Accommodating Regional Market Access

Regional access to the primary study area market will be substantially related to automobile traffic along the I-70 highway corridor. The dependency on automobile access is related to the limited availability of MetroLink serving communities west of Hanley Road and the lack of interest in bus transport in west county locations. Therefore, any planning related to market growth and the

potential increase in commercial investment in the area must take automobile travel ways and temporary vehicular storage into account.

Parking accommodations, including surface lots and decked parking potential locations include:

Potential Surface Parking Lot Locations:

- Northeast corner of Natural Bridge and Hanley Roads – although outside the primary study area, this site is open and unimproved at this time. The expansion of shuttle service would make this a location ideal for temporary parking and a shuttle stop.
- The intersection at Florissant and Bermuda Roads provides an opportunity for surface parking that announces the commercial area on Natural Bridge Road and provides an opportunity for new investment at this intersection as well. As the Natural Bridge Road corridor market evolves into more dense residential and commercial development, this intersection may become a prime location for redevelopment and more dense development include a consolidation of parking and more efficient land uses.

Potential Deck Parking/Parking Garage Locations:

- The potential for garage parking at the City Hall site located adjacent to the MetroLink station creates an interrelationship between the two sites that increases development opportunity
- A proposed redevelopment/revitalization location at Natural Bridge Road and St. Mary's Lane provides a excellent location for parking garage facilities planned to make parking easy and convenient for visitor from outside the local market
- The potential for development of a parking garage on the northeast quadrant of Natural Bridge Road at Florissant Road – providing an opportunity for greater density on the larger sites along the corridor and mixed use development

The strategic placement of parking garages adds to commercial amenities and is related to future land use options associated with:

- Parking garages with possible retail/commercial space at ground level to augment infill sites and increase density within the commercial development area
- Strategically located parking garages provide an alternative(s) to surface parking and increases density within the commercial development area
- Municipal financed parking garages provide a potential investment opportunity for cities interesting in income producing investment and/or joint venture opportunities with private developers
- Development of parking garages provide opportunities for mixed use development in complement to the parking structure including additional commercial and residential investments

Development of parking decks can be expensive and in some cases complicated to finance. In the case of the proposed redevelopment areas discussed within this document, the existing land use

conditions, market conditions, and use of appropriate development finance tools may facilitate parking garage investment:

- Efficient use of land to maximize density and reciprocal parking and circulation strategies among various contiguous properties based on a study of optimum parking deck locations throughout the smaller, mixed use redevelopment areas between Florissant and Lucas and Hunt Roads on the south side of Natural Bridge Road – includes joint partnerships among land owners and the use of appropriate federal and state funding sources as well as local banks

- Increased density and finance of parking structures within the comprehensive financial structuring of larger development sites between Florissant and Lucas and Hunt Roads on the north side of Natural Bridge Road – includes joint partnerships among land owners and the use of appropriate federal and state funding sources and local banks that would attract developers interested in dense, mixed use development

- Incorporation of parking garage structures in associated with dense transit oriented development at the MetroLink station including potential joint partnering of the land owners and institutional parking needs adjacent to the station

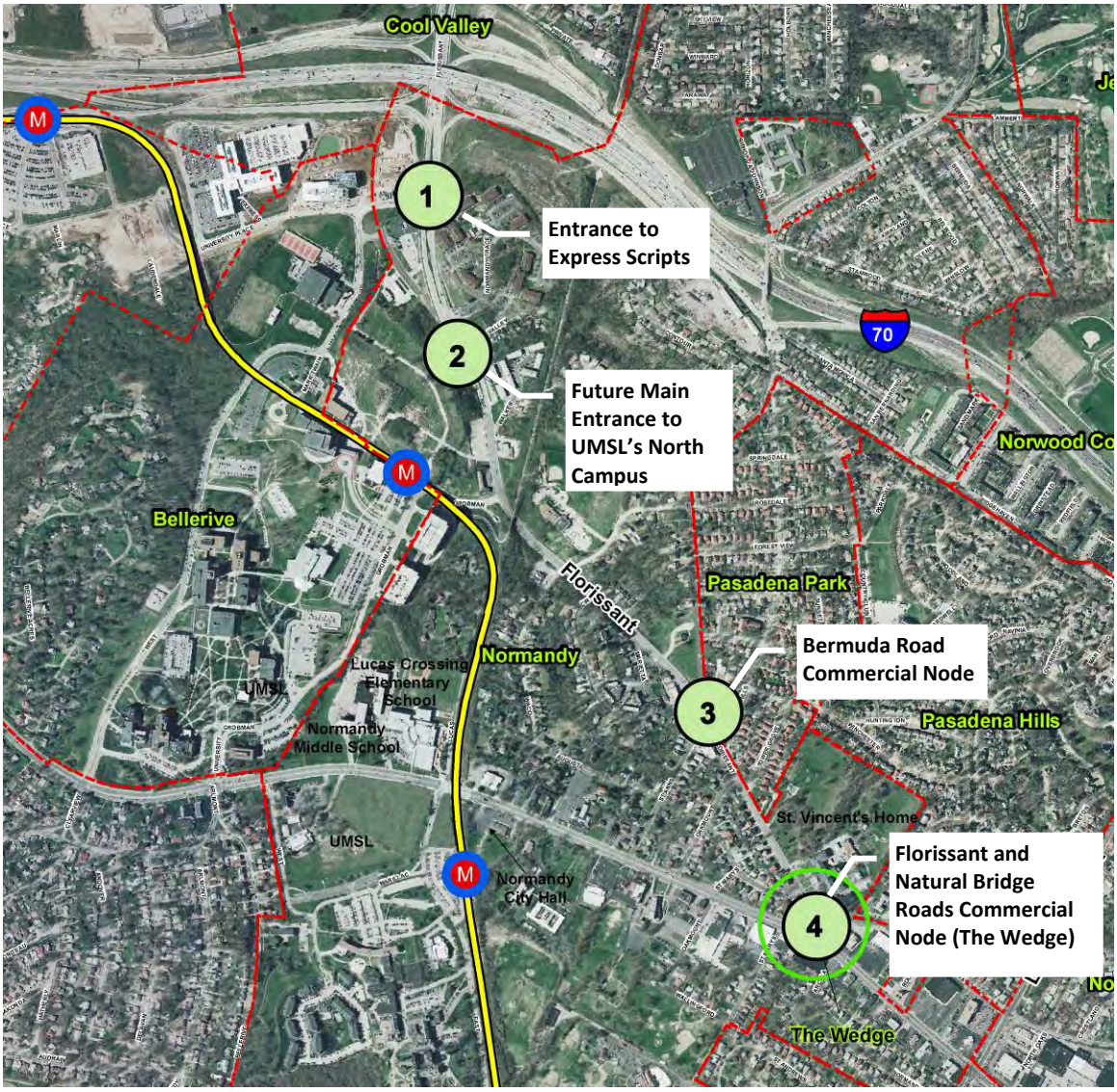
- All development options include the possibility of parking fees, pooled development assessments to offset parking structure development, and assessment of garage impact areas and special assessments related to specific user needs and master leasing of space in some cases

Note: To optimize travel time and increase business energy along Florissant Road between I-70 and Natural Bridge Road, a new streetscape is recommended that includes points of visual interest to draw visitors from the highway into the Natural Bridge Road commercial area as well as revitalizing business opportunities at Bermuda Road including parking facilities.

Points of Interest designed for market enhancement

The focal points along the corridor add visual interest and market enhancement opportunities due to the "gathering" of people to access transit; park automobiles; enjoyment of the environment; or to shop and dine. Exhibit 5.2 *shows suggested points of interest based on existing and proposed economic conditions.*

EXHIBIT 5.2: POINTS OF ACCESS ALONG FLORISSANT ROAD



Source: St. Louis County GIS

Points of Interest along Florissant Road include:

Area 1: The entrance to Express Scripts and future, private development on the west side of this location

Area 2: The entrance to UMSL on the west side and access to residential areas on the east side including an historic structure and natural areas

Area 3: The intersection of Florissant and Bermuda Roads, an important commercial node and future redevelopment area

Area 4: The intersection of Florissant and Natural Bridge Roads, a strategic location related to the effective redevelopment of the Natural Bridge Road corridor

Note: These locations provide an opportunity to attract greater outside market access to the Natural Bridge Road commercial areas, creating assurances of long term sustainability. The Natural Bridge Road commercial area does not have highway visibility or direct accessibility making the link at Florissant Road essential to any revitalization efforts. I-170 and Hanley Road add to market access possibilities and provide short term investment opportunities at these locations.

Land use patterns lack density within the study area with the majority of each parcel using available acreage for interior circulation and surface parking. This development pattern minimizes land value and robs the marketplace of retail and commercial space. Building heights are typically single story structures as well with few buildings utilizing additional stories for office and residential improvements.

Existing land use patterns provide opportunities for in-fill development and municipal planning related to relaxing parking requirements and rethinking development patterns that will benefit both existing businesses and provide opportunities for future development. By providing master planning and guidelines relevant to the development community, the commercial sector of primary study area can benefit through private sector reinvestment and revitalization of the marketplace.

WHAT IS THE DIFFERENCE BETWEEN LAND USE RECOMMENDATIONS AND ZONING?

Area plans are policy documents. They address land use issues and define how land should be used in the future. The future land uses adopted as part of an area plan are policy, not regulatory. Zoning designations are legal requirements, which determine how parcels of land may be used. When property owners want to develop or use their property in ways that do not conform to their current zoning regulation, they must apply for a change in their zoning classification, also referred to as a rezoning. Zoning regulations, and the rezoning process, are often a key part of implementing area plans.

Source: http://www.charmeck.org/Departments/Planning/Area+Planning/Area+Planning+Frequently+Asked+Questions.htm#What%20is%20the%20difference%20between%20the%20land%20use%20and%20zoning

Note: Historic land use patterns have limited development options as they exist today but offer opportunities related to optimization of available land otherwise used for parking and circulation for the future. Underutilized land use patterns provide valuable square footage within the existing commercial zoned districts to add new and exciting tenancy and to create office and residential units within multi-story infill structures. With the support of municipal guidelines and modernized development criteria, new structures and updated tenancy will enhance investor interest.

Revised city guidelines and municipal regulations are recommended to include the importance of density related not only to land uses and optimization of available property within the market area but as the environmental and preservation of natural resources associated with ground cover ratios and water management. Attention to preservation of natural resources enhances quality of life and adds economic development opportunities.

The following land use descriptions are associated with Map 5.1 Future Land Use Map at the end of the document. Each category listed here represents future, proposed land use designations anticipated to fulfill the redevelopment potential within the primary study area as discussed in this document.

Future Land Use Description

Low Density Residential:

Shown as "yellow" on Map 5.1 Future Land Use Map

- Single family (0-1 units/acre) allows for the preservation of open land within areas of steep incline or changes in elevation around creeks and tributaries
- Single family (1-4 units/ acre) allows for residential redevelopment within established neighborhoods
- Mixed family (4-12 units/acre) allows for duplex and multi-family development within the context of existing residential patterns

Exhibit 5.3: Example of Low Density Residential

Source: CH2M HILL

Intent of Residential Designation:

The intent of this designation is to maintain and improve existing residential areas subject to changes in existing conditions brought on by time and market changes. Redevelopment and enhancement to existing structures associated with this designation include:

- Upkeep and maintenance of single and multi-family residential property
- New construction and improvements to existing structures sensitive to density and scale of structures within existing neighborhoods
- Redevelopment of property to remain residential

Infill Development – Within Existing Market Fabric

Shown as "golden" on Map 5.1 Future Land Use Map

This land use category is planned to allow the preservation of existing land use patterns while incorporating new development within the existing physical and cultural characteristics of the defined area, including:

- Small pedestrian oriented retail
- Small commercial offices
- Small medical offices

Exhibit 5.4: Example of Infill Development

Source: CH2M HILL

- Small duplex units
- Small incremental redevelopment reusing existing parcel sizes is the most likely way forward in this area

Intent of In-Fill Development Designation:

The intent of this designation goes to the upkeep, maintenance, re-leasing (accommodating the needs of existing and new tenants), modernization of in-fill activities associated with keeping commercial districts current and market driven in their appeal to the public. Parcel sizes and market strength usually dictate the size and location of existing commercial areas; therefore, this designation assumes modifications associated with reuse of existing conditions while addressing the need for revitalization and reinvestment. Redevelopment and enhancement to existing structures associated with this designation include:

- Upkeep and maintenance of existing structures including structural modifications as well as exterior amenities
- New structures and modernization of existing buildings to remain sensitive to the scale of surrounding buildings
- Reuse or modernization of buildings are anticipated to be consistent with surrounding physical and market conditions
- Teardown and rebuilding to remain consistent with adjacent building scale and market purpose
- Building additions and major modifications allowed and are to be consistent with the scale and market purpose of the area

Neighborhood Mixed Use

Shown as "orange" on Map 5.1 Future Land Use Map

This land use category allows the total redevelopment of land while preserving any existing businesses reflecting market demand. This category applies to redevelopment of strip centers, box stores, and other commercial strips in need of revitalization:

- Mixed use redevelopment
- Urban density site massing reflecting market demand
- Mid-sized office and medical developments
- Entertainment venues
- Recreational areas such as bike trails, small parks, and greenways

Exhibit 5.5: Example of Neighborhood Mixed Use

Source: CH2M HILL

Intent of Neighborhood Mixed Use

This land use category encourages new development while preserving existing market driven development within areas applicable to this category. The purpose of this designation is to preserve viable structures while allowing for demolition and revitalization to occur with existing business areas. Reuse of existing structures and the development of new allow larger commercial areas to adjust to market changes and to renew consumer interest by creating investment opportunities and renewal:

- Creation of dense, mixed use structures including commercial at ground floor locations; office or residential above ground floor; and designated public gathering places in complement to retail and commercial activities
- Teardown and rebuilding of structures consistent with the scale and market purpose of the area
- Change in the overall character of existing structures pursuant to market driven demand and public need

Transit Oriented Development (TOD)

Shown as "deep maroon" on Map 5.1 Future Land Use Map

This category is planned for dense, transportation related development that creates a synergistic relationship between the transit facility, its riders, and investment potential at the transit location. Uses may include:

- High rise, mixed use commercial and residential uses
- Entertainment and recreational venues
- Unique, ground level, retail businesses

EXHIBIT 5.6: EXAMPLE OF TRANSIT ORIENTED DEVELOPMENT

Source: CH2M HILL

Intent of Transit Oriented Development

This designation anticipates the use of land around transit locations to be dense, mid to high rise buildings with mixed uses appropriate to the needs of the marketplace. To achieve density it may be necessary to tear down existing structures, although the effective reuse of or modification to existing structures is to be considered. This designation focuses on:

- Dense urban configurations of land use and placement of structures to maximize the benefits of transit access
- Attracting and capturing a large share of the region market through development of buildings, tenancy, entertainment venues, and public amenities

- Removal and reconstruction as appropriate those existing structures to facilitate density and market variety
- Capitalizing on market driven development to transform the area and optimization of transit access
- Mixed-income residential units incorporated into mixed use environment

Institutional Land Use

Shown as "blue" on Map 5.1 Future Land Use Map

Assumes existing institutional locations will remain at locations illustrated on the Future Land Use Map:

- Public Middle and High School Facility
- Religious Schools
- Convents and Housing for Orders
- Housing for the public being served by religious orders
- Higher educational facility
- Churches and Synagogues
- Housing for children and young adults
- Post Offices and other government operated facilities

EXHIBIT 5.7: EXAMPLE OF INSTITUTIONAL LAND USE

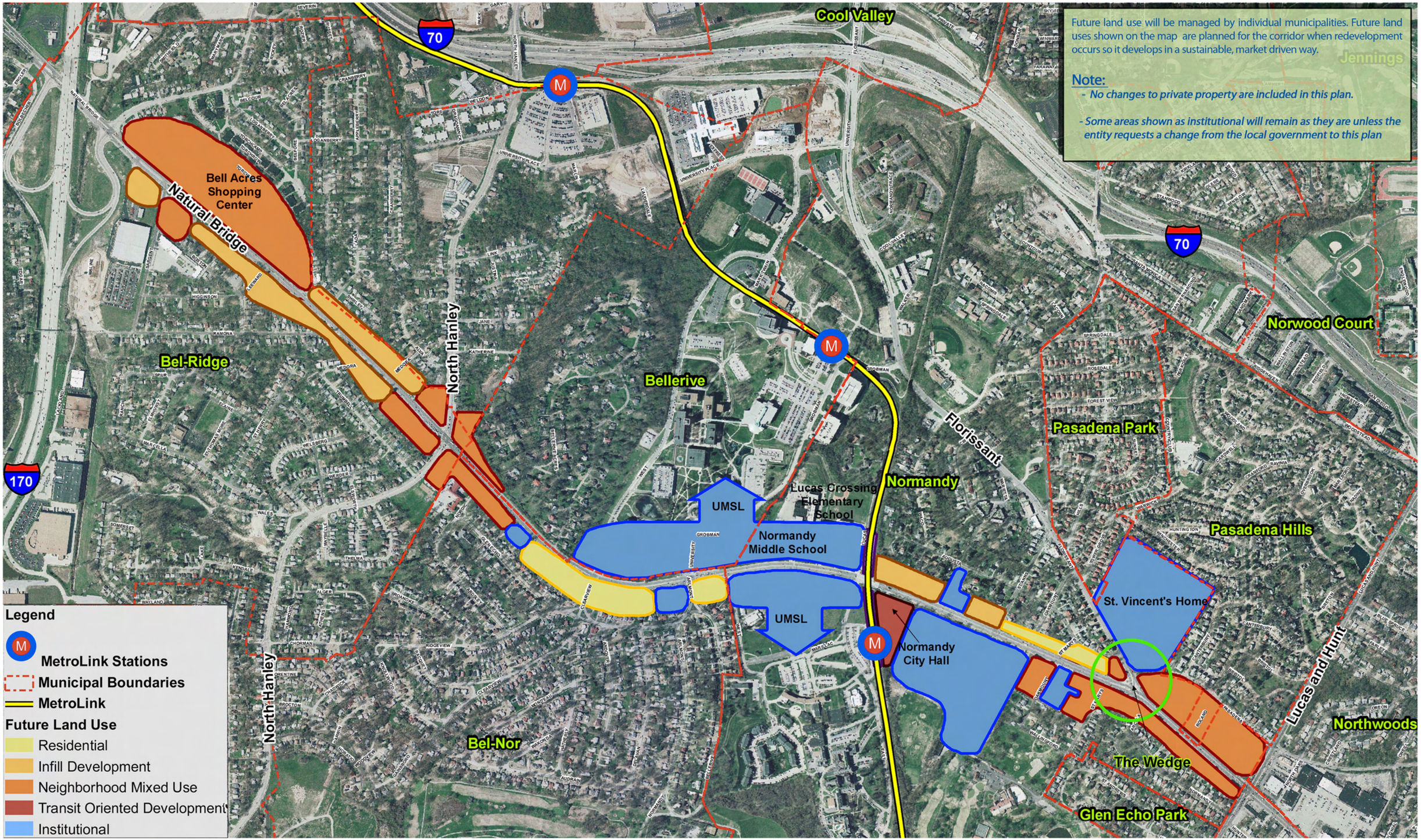
Source: CH2M HILL

Intent of Institutional Land Use:

The intent of the institutional land use designation is to provide support and opportunity for the implementation of existing and proposed master planning associated with the schools, religious entities, and public owned services within the marketplace. Support includes, but is not limited to:

- Facilitation of existing master plans for UMSL and other public school property
- Anticipating opportunities and potential future needs of religious entities within the marketplace that may require new or renovated buildings structures, expansion of facilities to meet current needs, or the sale of all or a portion of property to satisfy the needs of the religious entity(ies)

MAP 5.1: FUTURE LAND USE MAP



Existing Land-Uses and Recommended Future Land

Exhibit 5.8 provides a comparison of land use designation existing today, compared to those land uses proposed for the future. The proposed land uses do not represent a development plan, but provides a proposed use for the sites that are consistent with the Future Land Use Map (Map 5.1). This table is not regulatory and is intended to work with and support zoning, design guidelines, and overlay restrictions that may be imposed upon the specific development areas called out in the Future Land Use Map (Map 5.1).

EXHIBIT 5.8: COMPARISON OF EXISTING AND RECOMMENDED LAND USE

• Proposed Redevelopment Area	• Existing Land Use	• Recommended Land Use
NBR @ Hanley NE Quadrant	**Commercial**	**Neighborhood Mixed Use-** Commercial with Transit Stop; Small Retail; and Office Services including landscaped buffer on north side
NBR @ Hanley SE Quadrant	**Commercial**	**Neighborhood Mixed Use-** Commercial with Transit Stop; Small Retail; Retain Existing Service Station and Restaurant
University of Missouri at STL North and South Campus	**Institutional**	**Institutional-** Pursuant to approved campus master plan
City of Normandy, City Hall	**Utility/ Institutional**	**MetroLink – Institutional** **Transit Oriented Development –** At City Hall site, Including greenway with trails on east side
Sisters of the Good Shepherd Site	**Institutional**	**Institutional-** To Remain As Is unless the Sisters of the Good Shepherd decide they wish to sell as part of their nationwide planning exercise now underway
St. Louis County Library (Normandy Branch) to Lucas and Hunt Rd (South Side of Natural Bridge)	**Mixed Use**	**Neighborhood Mixed Use-** Commercial, Mixed Use with structured parking garage(s); public spaces; and, multi-family residential and/or elderly living units
NBR @ Florissant Road at the Wedge	**Commercial**	**Neighborhood Mixed Use-** Commercial, office, mixed use with public spaces and multi-family residential with public plaza
St. Vincent's Home	**Institutional**	**Institutional-** With mixed use and public space
NBR @ Roland extending from the Wedge to Lucas and Hunt Road	**Commercial**	**Neighborhood Mixed Use-** Commercial, office, retail, and second story residential

Source: CH2M HILL

Guiding Principles

In order to achieve this vision within the primary study area, any implementation plan needs to consider the needs of people living, working, and visiting the area. Proposed land use options will include the following principles:

- ✓ People living, working, and visiting the area, including transit patrons and pedestrians, will feel safe and secure at all times
- ✓ People living, working, and visiting the area will be well served by public amenities, hiking, biking, and walking lanes, sidewalks, landscaping, convenient parking, public art, and other features that create a unique public environment
- ✓ Implement uses and redevelopment options that support mixed use, including, residential, retail and commercial investment
- ✓ Incorporate new and enhanced existing transit alternatives that provide economic development opportunities and open new investment possibilities in the area
- ✓ Create a strong pedestrian link between the MetroLink station and targeted new development sites by creating development specifically oriented to the station and providing pedestrian connectivity beyond the station into the wider markets along the Natural Bridge Road corridor
- ✓ Provide bicycle travel ways that encourage biking as a viable transportation options and connects the UMSL campus with commercial areas and local schools to the neighborhoods along the corridor
- ✓ Consider high density residential, commercial, and mixed use development at the intersection of Natural Bridge and Florissant Roads and at Natural Bridge Road and St. Mary's Lane
- ✓ Road, bike, and pedestrian infrastructure design needs to support optimum land use mix that support multi-modal options and encourage safe, efficient people movement throughout the corridor
- ✓ Plan for infill locations to be developed using urban densities with structures of two to three stories in height with structured parking and mixed use commercial development
- ✓ Develop an identity for the corridor that improves the neighborhoods image and provides a distinctive corridor focus Coordinate transit amenities so that bus shelters, graphics, and other associated improvements are consistent with new infrastructure improvements and corridor amenities
- ✓ Identify early development potential working with motivated property owners and developers to facilitate investment and to set the stage for larger development
- ✓ Use new infrastructure investment as a leverage for future private investment
- ✓ Keep the neighborhoods and commercial districts informed as new ideas and financial resources happening

Long term investment requires comprehensive planning and revision of ordinances that provide for urban development land use options, design standards, and funding alternatives.

Land Use Strategies

- Invest in public resources, human and physical such as parks, roads, and public amenities
- Encourage landscaping and beautification of common areas
- Encourage updating and modernization of older housing stock
- Encourage sustainable development planning and implementation
- Municipalities to develop long term development goals including finance strategies and appropriation of available federal, state, and local funding for community revitalization
- Prepare master plans for revitalization areas including parameters for increased density
- Encourage public/private partnering

Recommended Categories of New Development within the Future Land Use Plan

An implementation plan is recommended that clearly defines categories of new development, phasing, and development parameters. The following list of development categories is an example of possibilities within the revitalization area and for consideration when preparing the implementation plan:

- Housing at the "wedge" and within the commercial revitalization area
  - Market rate apartments
  - Student housing
  - Senior housing
  - Small Commercial and Office
  - Public Spaces
- Office facilities in the revitalization area and at the City Hall site
  - Incubator office space
  - Medical building
  - Hotel/Inn
  - Restaurants and Retail
  - Post office
  - Education administration building
  - State/Federal office building (mixed use)

- Retail in the Revitalization area and Wedge
  - Coffee/Tea Shop(s)
  - Restaurants
  - Unique, local business (books, jewelry, art)
  - Bike sales and repair
  - Print and Office supply
- MetroLink Station
  - Kiosks "community" designed to serve riders and students near the station
    - i) Newspaper Stand
    - ii) Health Drinks and Coffee
    - iii) Metrotix (sale of tickets for theatre and sporting events)
    - iv) Tee shirt sales; bike rental; specialty sandwiches
    - v) Office supplies (pens, paper, notebooks)
    - vi) Printing and Copy services

Development success in the primary study area is essential for the future of not only the local area market, but adjacent areas to the east and west. Several main features of land use practices over the past several decades have converged to generate haphazard, inefficient, and unsustainable urban sprawl:

- Zoning ordinances that isolate employment locations, shopping and services, and housing locations from each other
- Competitive rather than cooperative approach to development among municipalities and county government
- Low-density growth planning aimed at creating automobile access to increasing expanses of land
- Little importance or interest in creating development around transit stations and transit alternatives that reduce reliance on automobile travel
- Lack of regional planning that provides effective, market driven solutions associated with the re-use of existing infrastructure and redevelopment opportunities within established urban locations

The complex problems shared by cities throughout the US are evidence of the impacts of urban sprawl, including:

- Traffic congestion and longer commute times

- Air pollution
- Inefficient energy consumption and greater reliance on foreign oil
- Loss of open space and habitat
- Inequitable distribution of economic resources
- Loss of a sense of community
- Ineffective capture of available funding due to competition among communities

Community sustainability requires land use planning practices that create and maintain efficient infrastructure, ensure close-knit neighborhoods and sense of community, provide amenities that enhance commercial and institutional investment, and preserve natural systems.

This plan defines land use recommendations that can effectively contribute to the revitalization within the primary study area. Land use recommendations have taken into consideration existing physical and market conditions that impact future revitalization and has identified specific elements within the market that enhance future development opportunities.

Infrastructure related recommendations are associated with the concept of road diet; the importance of the Natural Bridge and Florissant Roads intersection; the creation of safe and convenient pedestrian and bikeways, and a trolley/shuttle conveyance to safely and convenient move local traffic around within the commercial and institutional locations. These forms of infrastructure enhancement not only serve the market demands of the area but also add an element of interest and uniqueness to the marketplace that can attract visitors from the outside and eventually bring improvement to the regional market as well.

Planning recommendations include land to building ratio modifications that can increase density to provide more development area without increase land mass. Other planning recommendations relate to the efficient reuse of right of way to provide for increased bike, pedestrian, and shuttle/trolley use. These recommendations blend physical infrastructure with market needs in order to create a unique community providing residential; institutional; and commercial environments that sustain the marketplace for local and regional benefit.

Key revitalization and market stimulus points addressed in this chapter include:

- Create access linkage to I-70, preferably along Florissant Road in order to assure regional, automobile access to the area
- Redevelopment of infrastructure and investment at the intersection of Natural Bridge and Florissant Roads must include parking garage and public improvements that project a safe and exciting commercial environment
- Movement of individuals within the local market is essential to long term sustainability including investment in public amenities that encourage pedestrian safety and aesthetics and the development of a trolley/shuttle service throughout the market area
- Critical infrastructure, transit, and economic development investment warrant an innovative approach to long term development and maintenance of infrastructure.

Revitalization areas include the creation of a large local market-wide designated redevelopment area in lieu of smaller, scattered development areas

- Increased density and mix of uses in response to the need for more retail space within existing land configurations with consideration given to large retail/commercial options as land size and market allows
- Encourage public spaces that invite pedestrians to linger and participate in the street scene
- Promote transit development and streetscapes that promote walking and biking while minimizing the need to drive an automobile

In summary, the Future Land Use Map (Map 5.1) suggested for the primary study area provides ideas and recommendation based on market driven development options and sensitivity to existing conditions and stakeholder participation. The strength of the market is sustained by residential and institutional investment that has continued to stabilize the area and creates alternative market demand. Further, the existing bus system, bike trails, and MetroLink provide excellent support for future development potential. As planning and implementation move forward, success will be predicated upon market demand, availability of funding, a credible and phased implementation strategy and the cooperative participation of public agencies, municipalities, and the private sector.

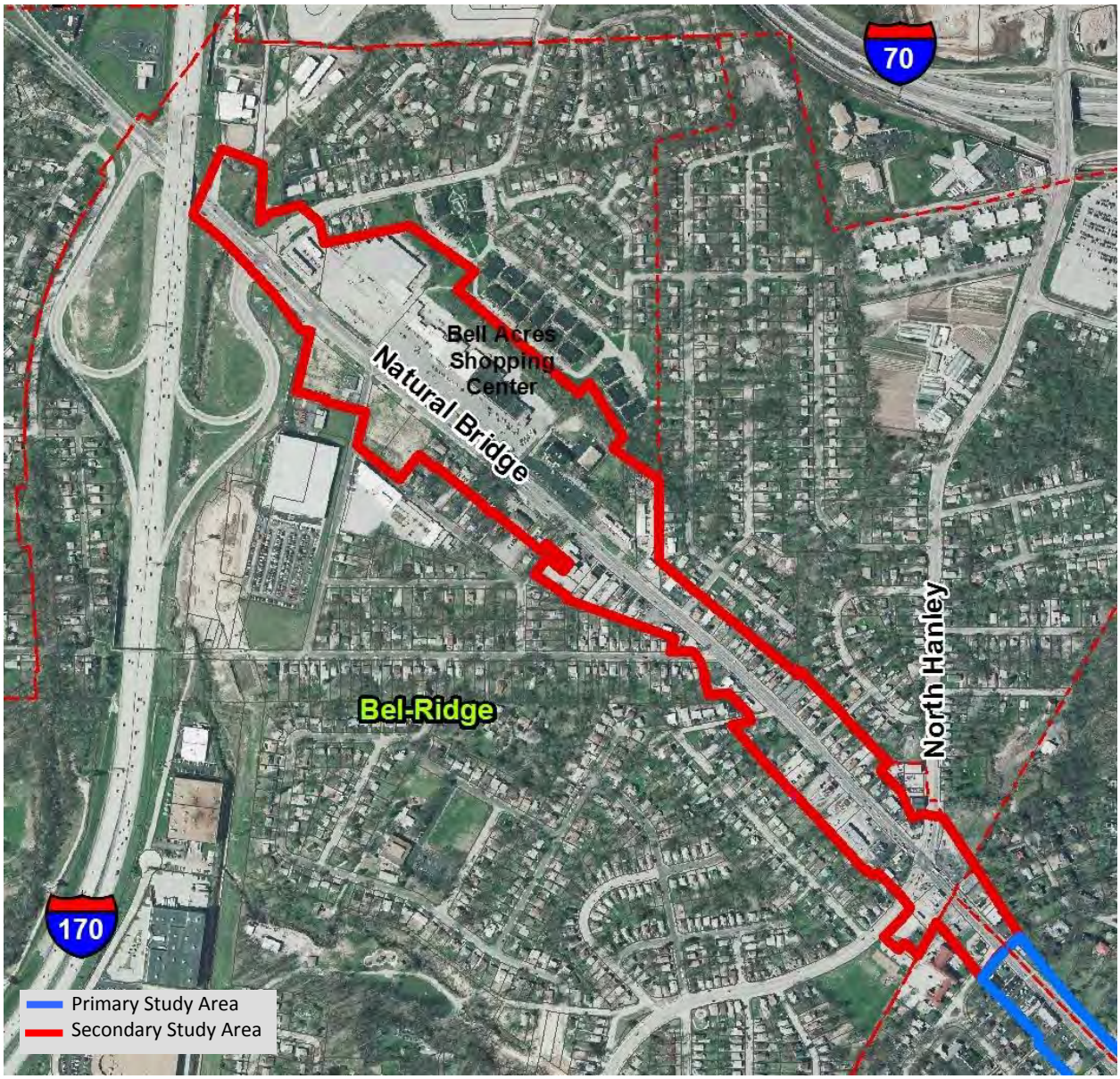
Future Land Use Plan – Secondary Study Area

(I-170 TO HANLEY ROAD)

Existing Conditions and Land Use Overview

Consistent with existing land use composition, this section discusses secondary study area (See Exhibit 5.9) potential redevelopment options. These suggested redevelopment areas remain sensitive to the residential neighborhoods immediately adjacent to Natural Bridge Road and do not assume conversion of traditional residential areas into commercial investment districts except on a limited basis as noted.

EXHIBIT 5.9: SECONDARY STUDY AREA



Source: St. Louis County GIS

As development proceeded westward from Hanley Road during the late 1960 and early 1970, the secondary study area reflects the transition patterns from small, single tenant commercial uses to larger, multi-tenant shopping center trends. Overall, these development trends including the following market characteristics along the secondary study area corridor include:

- Small, single tenant buildings transitioning to larger, "neighborhood shopping centers"
- Design and function obsolescence
- Shallow depth commercial property (any future redevelopment of these parcels, consistent with current development trends will most likely include property assembly)
- Uses resulting in environmental impacts, including service stations and auto repair
- Multiple access onto Natural Bridge Road created by the multitude of small, separately functioning commercial buildings
- Residential homes scattered among the small commercial buildings complicating the commercial market and adding to the access management issues along the corridor
- Zoning variances and lack of land use management

This area has regional market access by way of the existing highway system described here. The north and west boundaries of Bel-Ridge are defined by I-70 and I-170 respectively. Direct community access to the highway systems is gained at the interchange of I-170 and Natural Bridge Road. The south and east boundaries of the community are defined by St. Charles Rock Road and Hanley Road, respectively. The secondary study area is defined as that area running along the entire north and south frontage of the Natural Bridge Road corridor to a depth of each parcel along that frontage between I-170 and Hanley Road. The Natural Bridge Road corridor provides the community with its major secondary corridor access and its major commercial investment areas.

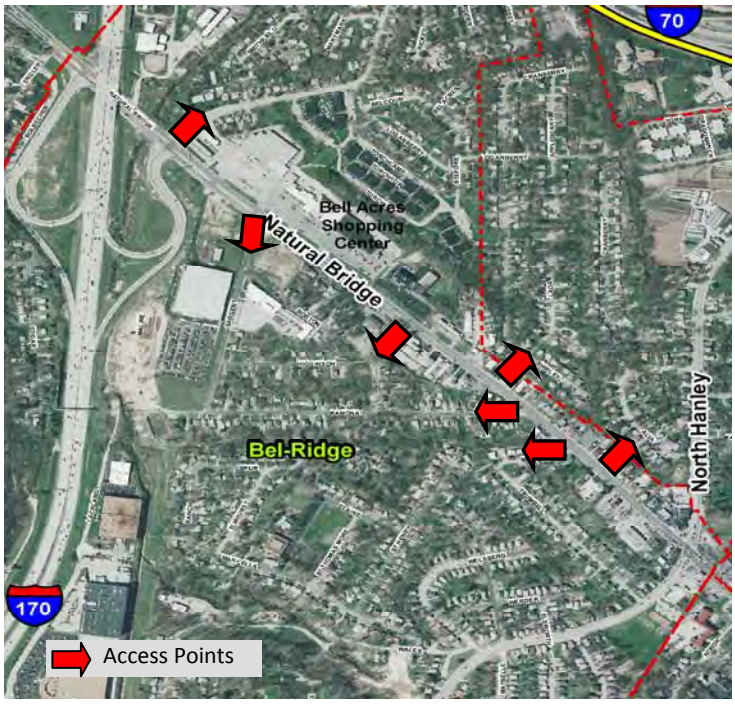
Other than immediate access to I-170 and Metrobus lines, the Bel-Ridge community is not served by alternative transit options making the community reliant on automobile access. It has been recommended that any trolley/shuttle services created for the primary study area be extended to include stops within the secondary study area as well. This recommendation provides the Bel-Ridge community with an alternative transit option and extends the local market access farther west along the Natural Bridge Road corridor. By linking the strip center at I-170 with the retail parcels at Lucas and Hunt Road, the market provides alternative shopping options for a much larger market share and increases the possibilities for attracting additional infrastructure funding for improvements along the corridor.

The physical characteristics of the corridor, discussed above, and the historic development patterns along the corridor provide an opportunity to look at specific, potential redevelopment areas. Therefore, the following recommended redevelopment areas are outlined to provide market driven options for new investment and are not intended to suggest that the corridor cannot be redeveloped as one district in its entirety. On the other hand, regional as well as local market conditions suggest that redevelopment will occur within smaller redevelopment areas as shown in Exhibits 5.10 & 5.11.

Identification of potential redevelopment sites is influenced by the existing access points along Natural Bridge Road. Development trends in place at the time residential neighborhoods were developed in Bel-Ridge abandoned typical grid street systems for cul-de-sac configurations which limit access from major secondary traffic corridors. These limited access points remain today and continue to provide vital connectivity to neighborhoods positioned adjacent to commercial development. Therefore, due to the interior circulations layouts within various subdivision developments any redevelopment planning must take into consideration these access points to assure they remain in place, or that alternative access is provided. Exhibit 5.10 illustrates those points of ingress and egress along Natural Bridge Road that serve hundreds of homes with few points of access.

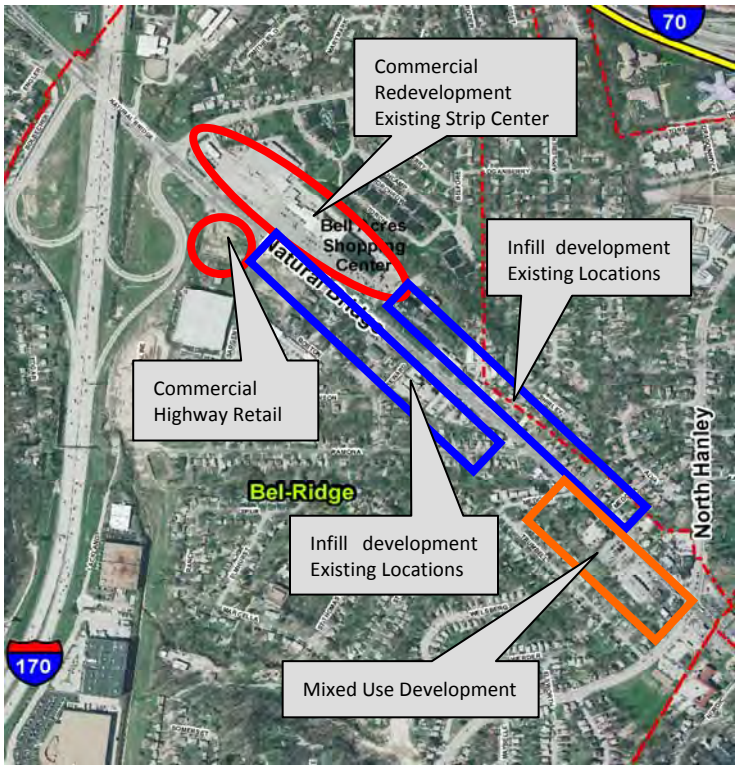
It is clear that not only limited access points are an issue, but the

EXHIBIT 5.10: LIMITED ACCESS POINTS FOR LARGE NEIGHBORHOOD DEVELOPMENTS



Source: St. Louis County GIS

EXHIBIT 5.11: SECONDARY STUDY AREA - REDEVELOPMENT AREAS ALONG NATURAL BRIDGE ROAD



Source: St. Louis County GIS

interaction of these points to the circulation and traffic flow along the corridor is a contributing concern. The points of access are not traditional intersections with cross access to both sides of the street with signalized intersections for turning movements. Instead the neighborhood street access points are offset requiring uncontrolled turn movements along the corridor.

Future Development Recommendations

Future development recommendations within the secondary study area include the following strategies:

- Review and update all existing physical and code conditions
- Prepare a revised zoning code document (update) and mapping
- Work together with existing stakeholders to plan and implement new development consistent with market demand and available financing
- Preparation of a comprehensive plan that responds to future development needs and market trends that optimize highway access and respond to commercial, residential, and industrial potential in the area
- Develop access management plans consistent with MoDOT policy
- Development of an pedestrian and bicycle plan
- Preparation of an implementation plan and finance strategy that responds to stakeholder expectations; market demand; future infrastructure requirements; and financing availability
- In order to facilitate new development, the comprehensive plan and implementation plan are among the most important documents to assure new investment and future sustainability of this area.

Demographic Conditions Influencing Investor Consideration

Demographic conditions are discussed here related specifically to potential funding sources for redevelopment options as they would apply to development projects consistent with a new comprehensive plan. When seeking federal, state, and local financing and statutory development tools, percentage match requirements can apply. Further, the higher the prospect that investment funding can result in jobs for the host community, the more appealing the project will be to funding sources.

The Village of Bel-Ridge is composed of approximately 3,082 individuals housed within 1,288 housing units. Approximately 79.66% of the population is African American. Approximately 5.1 percent of the population consists of people living along 65 years of age or older. This statistic alone may warrant seeking funding for the development of elderly living complexes to provide investment opportunities for the entire village while providing new, safe housing for this sector of the population. This development concept can be

INCOME BELOW THE POVERTY LEVEL IN 2007:
Village of Bel-Ridge - 21.2%
State of Missouri - 13.0%

INCOME BELOW 50% OF POVERTY LEVEL IN 2007:
Village of Bel-Ridge – 12.1%
State of Missouri - 5.7%

CHILDREN BELOW POVERTY LEVEL IN 2007:
Village of Bel-Ridge – 29.0%
State of Missouri - 17.3%

POVERTY RATE AMONG HIGH SCHOOL GRADUATES NOT IN FAMILIES:
Village of Bel-Ridge – 23.4%
State of Missouri - 18.2%

POVERTY RATE AMONG PEOPLE WHO DID NOT GRADUATE HIGH school not in families:
Village of Bel-Ridge – 40.8%
State of Missouri - 39.1%

RENTING RATE AMONG POOR AND NOT POOR RESIDENTS:
Village of Bel-Ridge – 72.7%
State of Missouri - 39.1%

incorporated into mixed use development and provides opportunities for expansion as the population ages.

Market Influence

As a result of evolving, market driven commercial needs; the methodology used by retailers to conduct their business in today's marketplace; and developer expectations related to return on investment, it will be necessary to rethink land uses within the secondary study area to facilitate new investment in the corridor. The secondary study area market has experienced little new investment for several years and there is evidence of attempted and failed redevelopment efforts especially at the western end of the Natural Bridge Road corridor near I-170.

Any new development efforts have occurred near the I-170 corridor and newly located businesses in this area are associated with services and parking related to Lambert St. Louis International Airport activities rather than providing goods and services to the Bel-Ridge community. Large parking garage facilities and industrial warehouse buildings dominate highway frontage. The only retail development on the east side of the highway is located at Natural Bridge Road and Springdale Avenue. (A new service station has been constructed at the Natural Bridge Road and Springdale Avenue intersection at I-170).

New market influences that may impact the study area are associated with the growth and improvement of the primary study area which can accelerate the need for additional land within a growth market. The influence of a well defined, designated development area and improved road and transit facilities can stimulate this area to the extent that additional investment will occur within the study area. The highway too, offers an opportunity for redevelopment of existing retail and commercial development as the local market improves overall.

Transportation and economic markets have a reciprocal relationship. For instance, the construction of any highway interchange establishes a concentration of commercial development opportunities based on access. This access is determined by the adequate (or inadequate) design of the interchange. Commercial development may generate additional market demand, which in turn will enhance the location by the creation of new activities and a reorganization of the regional spatial structure. This relationship of transportation to land use is essential to the long term sustainability of the primary study area and its relationship with I-70 and I-170.

There have been recent efforts to assemble land north of Natural Bridge Road along Springdale Avenue for the development of an office/warehouse and industrial investment area. One developer is attempting the assembly of multiple parcels in this area. Successful redevelopment will most likely include a new retail center and "highway" type commercial enterprises such as restaurants, filling stations, truck stops, and other service related businesses. This will be a departure from the less auto oriented businesses envisioned in the primary study area, although multi-modal elements, and an interconnected public street system, as opposed to parking lots will contribute to sustainable development opportunities.

In summary, existing land uses reflect the age and market trends of the late 1960s including shallow depth, single tenant structures developed to serve local market demand. Larger commercial, adjacent to the I-170 and Natural Bridge Road interchange reflects development trends that include attached, multi-tenant commercial buildings fronted by large parking lots extending from the building faces to the right of way. Land uses within the secondary study area are scattered with single home residential structures, remnants of the local market development patterns.

Development trends have created excessive access management issues along the corridor with multiple automobile drives service small commercial buildings. These multiple access points have complicated automobile movement along the corridor and have limited residential access immediately adjacent to (at the rear of) commercial development facing the Natural Bridge Road corridor.

Assets in the market include immediate access to the I-170 and Natural Bridge Road intersection providing regional market access to the corridor. Due to this highway access, today many individuals interested in accessing UMSL use this intersection for that access resulting in increased traffic along the corridor. Future planning within the secondary study area will need to assume this traffic will diminish at the time UMSL relocates it main campus entrance to Florissant Road near the I-70 and Florissant Road interchange.

Future development potential will need to be dictated by the municipal planning process which may include comprehensive planning and implementation strategies developed through a clear understanding of present day development needs and with the cooperation of existing stakeholders.

Catalyst Sites

The Future Land Use Plan provides a recommended pattern of potential future development opportunities consistent with the market; availability of land; and potential finance opportunities identified in Chapter 6. In support of the Future Land Use document, specifically addressing development option within the primary study area, several catalyst sites have been identified and studied in greater detail. These site locations include:

- MetroLink Station linked to City of Normandy, City Hall Site
- The "Wedge" at the intersection of Natural Bridge and Florissant Roads

The MetroLink/City Hall site was selected due to the availability of the land, owned in fee by the City of Normandy. This site is presently the home of the Normandy City Hall municipal facilities. The City of Normandy has interest in the redevelopment of this site due to its' adjacently to the existing MetroLink station, making this location an ideal candidate for a Transit Oriented Development (TOD) district. (Details of TOD development are contained with Chapter 6 of this document)

The "Wedge" site was selected due to its critical location within the corridor as an entry to the Natural Bridge Road market place and its potential as a stimulus for revitalization of existing commercial property. In addition, new infrastructure investment at this location (whether "T" or Roundabout configuration) will result in excess right of way. This excess land may be used to development public "places" to enrichment the area and to facilitate pedestrian use of the streetscape.

MetroLink Station linked to City of Normandy City Hall Site

Property Summary

Refer to Exhibit 5.12 to see the example of development type for this site:

- Hotel – 5-Story
  - 150 Rooms totaling 114,500 SF
  - Parking: 200 spaces total
- Office/ Mixed Use – 1 to 2-Story
  - 99,000 SF
    - i) 10,800 SF Retail (approximately five (5), 2,000 SF retail spaces)
    - ii) 21,600 SF Office (approximately five (5), 4,000 SF office spaces)
    - iii) 22,600 SF Multi-Story Residential (approximately twenty two (22) 1,200 SF market rate units)
    - iv) 45,000 SF Multi-Story Student Housing Residential (approximately forty-five (45) 1,000 SF student units)

- Larger Office/Commercial/ Entertainment space – 3 to 4-Story
    - i) 44,622 SF office/ commercial space
- Parking Garage – 4-Story
    - i) 535 spaces for on site development activities
- Retail- 10,000 to 12,000 Square Feet – 1-Story
    - This will result in approximately 5 to 6 new 2,000 SF retail spaces embedded within the office and parking garage structure pursuant to the final building locations and development plan

In summary, this location is a priority redevelopment location, including:

- Land owned by the City of Normandy and readily available for redevelopment
- Site immediately adjacent to an existing MetroLink Station appropriate for TOD development
- Site immediately adjacent to the South campus of UMSL planned for new university facilities
- There are apparent needs within the local and regional for hotel, medical office, and multi-unit student housing

This plan responds to existing market forces including the need for hotel services; additional student housing facilities near the campus; and the need for medical office space as identified throughout the public meeting process. The plan also responds to certain physical existing conditions that impact the site at this time including:

- Strong, pedestrian connection between the MetroLink station and Natural Bridge Road
- Effective use of existing elevations on site related to minimizing space used for parking and maximizing leasable space for mixed uses.
- Water management and detention incorporated into landscaping and green roof option
- Optimization of land uses within a TOD environment
- Although dense, the building scale is respectful of adjacent residential and institutional land uses

The above is an example of a development plan and no plan is being proposed by this document. The final building height, square footage, and location of buildings will be dictated by a plan vetted in a community forum, and through public engagement resulting in an approved development plan. Strong consideration should be given to minimizing parking for the development. This should be openly discussed and coordinated between developers and regional transportation planning to provide a transit oriented development with less parking on site than typical development in the region.

EXHIBIT-5.12: DEVELOPMENT EXAMPLE FOR METROLINK STATION LINKED TO CITY OF NORMANDY CITY HALL SITE

The Wedge

Property Summary

A Property Summary follows, including a parcel by parcel description of the "Wedge" mixed use/commercial area. A summary of development areas and total square footages is shown in Exhibit 5.13. See Exhibit 5.14 for the area locations and Exhibit 5.15 for the example of development type proposed for the wedge area

- Area A – Mixed Use/2-Story
  - 3,200 SF (approximately two (2) 1,000 SF retail spaces at street level
  - 3,200 SF (approximately three (3) 1,000 SF office spaces)
- Area B – Mixed Use/3-Story
  - 5,500 SF (approximately five (5) 1,000 SF retail spaces at street level)
  - 5,500 SF (approximately five (5) 1,000 SF office spaces on the second floor)
  - 5,500 SF (approximately three (3) 1,500 SF, market rate apartment units on the third floor)
- Area C – Mixed Use/4-Story
  - 7,000 SF (approximately seven (7) 1,000 SF retail spaces at street level)
  - 7,000 SF (approximately seven (7) 1,000 SF office spaces on the second floor)
  - 14,000 SF (approximately eight (8) 1,750 SF, market rate apartment units on the third and fourth floors)
- Area D – Mixed Use/3-Story
  - 7,500 SF (approximately five (5) 1,500 SF retail spaces at street level)
  - 7,500 SF (approximately five (5) 1,500 SF office spaces on second floor)
  - 7,500 SF (approximately six (6) 1,200 SF, market rate apartment units)
- Area E – Mixed Use/4-Story
  - 11,000 SF (approximately five (5) 2,000 SF retail spaces at street level)
  - 22,000 SF (approximately Seven (7) 3,000 SF office spaces on second and third floors)
  - 11,000 SF (approximately six (6) 1,800 SF, market rate apartment units on fourth floor)

Area F – Mixed Use/3-Story

- 7,000 SF (approximately seven (7) 1,000 SF retail spaces at street level)
- 14,000 SF (approximately twelve (12) 1,200 SF, market rate apartment units on third and fourth floors)

- Area G – Mixed Use/4-Story
  - 7,000 SF (approximately seven (7) 1,000 SF retail spaces at street level)
  - 7,000 SF (approximately seven (7) 1,000 SF office spaces on second floor
  - 14,000 SF (approximately twelve (12) 1,200 SF, market rate apartment units on third and fourth floors)
- Area H – Mixed Use/3-Stories
  - 5,500 SF (approximately six (6) 1,000 SF retail spaces at street level)
  - 11,000 SF (approximately eleven (11) 1,000 SF, market rate units on second and third floors)
- Area I – Mixed Use/3-Story
  - 5,500 SF (approximately six (6) 1,000 SF retail spaces at street level)
  - 11,000 SF (approximately eleven (11) 1,000 SF, market rate units on second and third floors)
- Area J – Mixed Use/3-Story
  - 5,500 SF (approximately six (6) 1,000 SF retail spaces at street level)
  - 11,000 SF (approximately eleven (11) 1,000 SF, market rate units on second and third floors)
- Area K – Residential Townhomes/2-Story
  - 16,000 SF (approximately eight (8) 2-story, 2,000 SF market rate units
- Area L – Residential Townhomes/2-Story
  - 34,000 SF (approximately seventeen (17) 2-story, 2,000 SF market rate units
- Area M – Mixed Use/2-Story
  - 7,000 SF (approximately seven (7) 1,000 SF retail spaces at street level)
  - 7,000 SF (approximately seven (7) 1,000 SF office spaces on second floor)
- Area N – Mixed Use/2-Story
  - 7,000 SF (approximately seven (7) 1,000 SF retail spaces at street level)

- 7,000 SF (approximately seven (7) 1,000 SF office spaces on second floor)

- Area O – Mixed Use/2-Story
  - 7,000 SF (approximately seven (7) 1,000 SF retail spaces at street level)
  - 7,000 SF (approximately seven (7) 1,000 SF office spaces on second floor
- Area P – Townhomes/2-Story
  - 34,000 SF (approximately seventeen (17) 2-story, 2,000 SF market rate units
- Parking Spaces/4-Levels
  - 942 Total Spaces
    - i) 542 Spaces in Parking Garage
    - ii) 338 Spaces Off-Street
    - iii) 62 Spaces On-Street

Based on the projected square footage generated by revitalization efforts around the "Wedge" as shown here, this development may be phased in response to the market's capacity to absorb additional space. Further, future phasing and investment will rely on direct access from I-70 to Natural Bridge Road by way of Florissant Road. Absorption of retail, commercial, and residential space will be pursuant to this access. As mentioned in Chapter 4, shuttle/trolley service is also important to this sector of the market serving this location's need for population movement between established office, institutional, and residential developments such as:

- Express Script and future office development around this campus
- UMSL access to commercial areas and future student housing at the Wedge
- Dense residential areas within the local market
- Visitors and invitees to the area

This plan responds to existing market conditions requiring upgrade and improvement, including: additional student housing facilities near the campus, facilities for office and medical office use; and the need for commercial and restaurant space as identified by stakeholders throughout the public meeting process.

The plan also responds to certain physical existing conditions that impact the site at this time including:

- Strong, pedestrian connections throughout the commercial areas
- Improved access at the "wedge" (infrastructure upgrade)
- Effective use of existing buildings and parcel sizes

- Development of parking garages and other parking alternatives to manage local and regional market access
- Building placement and scale consistent with market demand and adjacent residential developments

The final building height, square footage, and location of buildings will be dictated by an approved development plan.

Catalyst Sites Summary

EXHIBIT 5.13: CATALYST SITE AREA SUMMARY

Land Use	Stories	Square Feet	Land Use	# Parking	Retail	#/Space	SF Size	Office	#/Space	SF Size	Residential	#/Space	SF Size
MetroLink Station Linked to City of Normandy, City Hall Site													
Hotel/150 Rooms	5	114,500		200									
Mixed Use	2	59,000											
◊ Retail	1				10,800	5	2,000						
	1				12,000	6	2,000						
◊ Office	2							21,600	5	4,000			
	2										21,600	18	1,200
	1										5,000	4	1,200
◊ Residential	2										45,000	45	1,000
◊ Parking	5			658									
The "Wedge"													
Area A	2	6,400	Mixed										
					3,200	2	1,000	3,200	3	1,000			
Area B	3	16,500	Mixed										
					5,500	5	1,000	5,500	5	1,000	5,500	3	1,500
Area C	4	28,000	Mixed										
					7,000	7	1,000	7,000	7	1,000	14,000	8	1,750
Area D	3		Mixed										
					7,500	5	1,500	7,500	5	1,500	7,500	6	1,200
Area E	4	44,000	Mixed										
					11,000	5	2,000	22,000	7	3,000	11,000	6	1,800
Area F	3	21,000	Mixed										
					7,000	7	1,000				14,000	12	1,200
Area G	4	28,000	Mixed										
					7,000	7	1,000	7,000	7	1,000	14,000	12	1,200
Area H	3	16,500	Mixed										
					5,500	6	1,000				11,000	11	1,000
Area I	3	16,500	Mixed										
					5,500	6	1,000				11,000	11	1,000
Area J	3	16,500	Mixed										
					5,500	6	1,000				11,000	11	1,000
Area K	2	16,000	Resid										
											16,000	8	2,000
Area L	2	34,000	Resid										
											34,000	17	2,000
Area M	2	14,000	Mixed										
					7,000	7	1,000	7,000	7	1,000			
Area N	2	14,000	Mixed										
					7,000	7	1,000	7,000	7	1,000			
Area O	2	14,000	Mixed										
					7,000	7	1,000	7,000	7	1,000			
Area P	2	34,000	Resid										
											34,000	17	2,000
Parking													
◊ Garage				542									
◊ Off-Street				338									
◊ On-Street				62									
Totals:		**492,900**		**1800**	**108,500**	**88**		**94,800**	**60**		**228,000**	**167**	

EXHIBIT 5.14: AREA DESIGNATION LOCATIONS – LOCATION: MIXED USE DEVELOPMENT OPTION AROUND THE INTERSECTION OF FLORISSANT & NATURAL BRIDGE ROADS

EXHIBIT 5.15: DEVELOPMENT EXAMPLE FOR THE WEDGE AREA