

This DRAFT DOCUMENT is subject to revisions, including graphics and appearance, based on further comments from the Public Hearing on April 25, 2012 and others.



7 | Implementation Plan



Delmar Loop outdoor dining

Overview

The Parkview Gardens Neighborhood Sustainable Development Plan is an ambitious vision encompassing 162 acres and tens of millions of dollars in private redevelopment value; public capital investment projects; public-private partnerships; and programming, operations, policy, and management requirements. The Implementation Plan outlines key actions by University City, the City of Saint Louis, and their partners and stakeholders to orchestrate development, capital expenditures, and policy decisions in a coordinated way to maximize the value of each investment and overcome pre-existing difficulties.

Parkview Gardens faces several jurisdictional and regulatory challenges to developing a dense, transit-oriented neighborhood with economic feasibility. The Parkview Gardens neighborhood spans two municipal jurisdictions (Figure 7.1); the City of University City (a municipality of St. Louis County) and the City of Saint Louis (an independent city.) The majority of the neighborhood is located in University City, but properties along North Skinker Boulevard that have some of the highest potential development values in the area are located within the City of Saint Louis. In order to maximize redevelopment and capital investment potential, it is important that the geographic area of Parkview Gardens—one-half block north of Olive Boulevard, one-half block south of Delmar Boulevard, the centerline of North Skinker Boulevard, and the centerline of Kingsland Avenue—be given priority over the municipal boundaries.

Additionally, the neighborhood is currently served by three Special Business Districts (SBD) — the Loop Special Business District, the East Loop/Parkview Gardens Special Business District, and the Parkview Gardens Special Business District with non-coterminous boundaries (Figure 7.2.) These SBDs each have special assessments but try to work in coordination with each other.

Finally, as with many contemporary municipal zoning codes, land-use ordinances, building height and setback requirements, and off-street parking requirements that apply to Parkview Gardens don't promote the mixed-use, high-density development necessary to create vibrant, walkable, and transit-served neighborhoods without special variance and rezoning. This impediment of high-density, mixed-use development by right adds unnecessary expense, complication, and uncertainty to the development process.

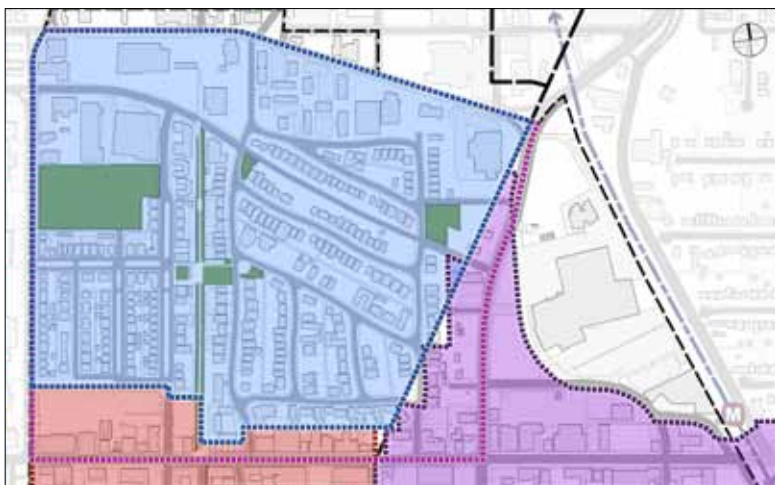
The Implementation Plan addresses these challenges with new regulatory, jurisdictional, and management mechanisms to simplify the development process, coordinate redevelopment efforts, and enable new, high-quality, walkable, and transit-supporting development that contributes positively to the historic character and sustainability of the Parkview Gardens neighborhood.

Figure 7.1: University City / City of St. Louis Boundaries & Redevelopment Areas



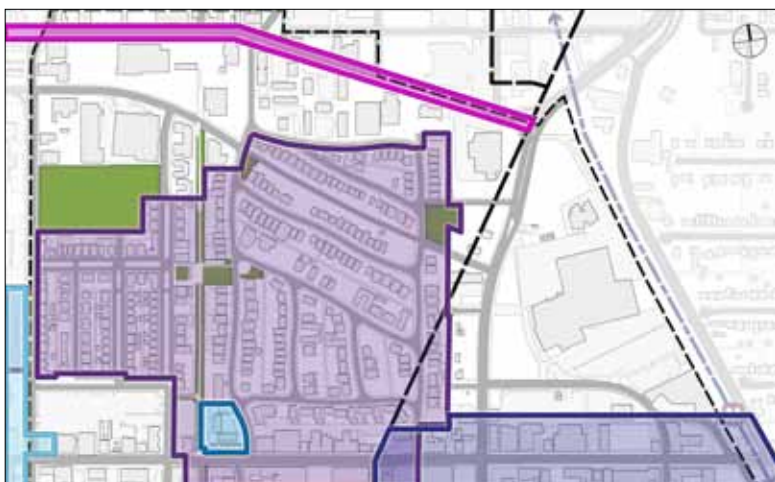
- Municipal Boundaries
- University City Redevelopment Areas (Comprehensive Plan)
- University City Land Clearance Redevelopment Authority
- University City TIF Districts Properties
- City of Saint Louis-designated Blighted Properties (RsMO Chapter 100)

Figure 7.2: Existing Special Business Districts



- Parkview Gardens Special Business District
- Loop Special Business District
- East Loop/Parkview Gardens Special Business District
- Parkview Gardens Association

Figure 7.3: Historic Districts



- Delmar Loop Parkview Gardens National Register Historic District
- Donaldson Court Apartments National Register Historic District
- Skinker – DeBaliviere Certified Local Historic District
- City Hall Plaza National Register Historic District
- University City Civic Complex Certified Local Historic District
- Olive Blvd. Certified Local Historic District



Form Based Code and Sustainability Metrics Program

The Form-Based Code and Sustainability Metrics Program would codify the Neighborhood Sustainable Development Plan legally into University City's and the City of Saint Louis' municipal ordinances. The Neighborhood Sustainable Development Plan does not include a Form-Based Code and Sustainability Metrics Program, but it is recommended as an implementation tool. This Form-Based Code would be based on the Theoretical Building Height Plan (page. 129), the Ground Floor Use Plan (page. 129), the Upper Floor Use Plan (page. 129), and the Sustainability Action Plan (Chapter 8) included in this Plan. A Form-Based Code is typically comprised of the following components:

Regulatory Plan: The Regulatory Plan locates the zones of particular desired building character (Building Envelope Standards) in the Form-Based Code district. The Regulatory Plan indicates which Building Envelope Standard applies to a particular property within the neighborhood and directs the property developer/owner to the Building Envelope Standards for further details. The Regulatory Plan for Parkview Gardens will be based upon the Building Height and Use Plans (Figures 7.4 through 7.8) established in the Neighborhood Development Framework Plan.

Building Envelope Standards: Building Envelope Standards define the overall massing of buildings within defined Building Envelope Standard Types. This may include Building Placement, Building Type, Allowable Encroachments, Allowable Use, Thoroughfare Type, Off-Street Parking Requirements, and other building massing requirements applicable to the Building Envelope Standard Types. Building Envelope Standards also direct the property developer/owner to the Building Development Standards, Thoroughfare Standards, and Use Tables for further details.

Building Development Standards: Building Development Standards define design guidelines for buildings. This may include Access Requirements, Open Space Requirements, Sustainability Requirements, Materials, Architectural Standards, Massing and Articulation, Frontage Types, and others. Building Development Standards also direct the property developer/owner to included subsections such as Architectural Standards and Frontage Types for further details.

Thoroughfare Standards: Thoroughfare Standards describe specific improvements to streets and public rights-of-way. This may include Street Configuration, Street Parking, Sidewalks, Medians, Bike Lanes, Tree Lawns, and others. In addition, Thoroughfare Standards can include specific material, performance, and other criteria.

Use Tables: Use Tables indicate the conversion of existing University City and City of Saint Louis Land Uses into more basic Land Use Descriptions as indicated in the Form-Based Code.

A Sustainability Metrics Program for Parkview Gardens would be comprised of established Measurement Criteria, Targets, and Benchmarks for the Sustainability Initiatives enumerated in Chapter 8 Sustainability Action Plan of this document. A Sustainability Metrics Program provides ongoing measurement and outcome evaluation for physical, programming, and policy sustainability initiatives and is key component of calibrating and measuring plan implementation for success.

Creation of the Form-Based Code and Sustainability Metrics Program for Parkview Gardens should commence immediately following the adoption of the Parkview Gardens Neighborhood Sustainable Development Plan. This will ensure that new development and capital investments specified in the Plan may begin by right as soon as possible in order to realize the community's vision and achieve Parkview Gardens' maximum future sustainability potential.

Figure 7.4: Building Height Massing Model



- | | |
|---|---|
|  2 - 4 Stories |  3 - 8 Stories |
|  3 - 5 Stories |  3 - 12 Stories
(w/ setback at 8 stories) |

Figure 7.5: Theoretical Building Height Model

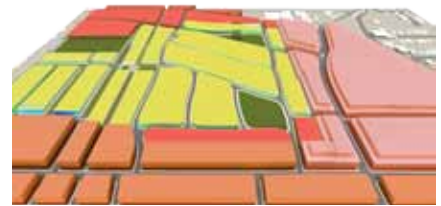


Figure 7.6: Theoretical Building Height Plan



Figure 7.7: Ground Floor Use Plan



Figure 7.8: Upper Floor Use Plan





District Redevelopment Entity

To successfully implement the Parkview Gardens development program and facilitate public space enhancement capital improvement projects, a new District Redevelopment Entity with more expansive operations must be created. The existing Special Business District (SBD) structure in the Parkview Gardens Neighborhood should be modified to serve a number of additional functions. For the Parkview Gardens neighborhood to continue to grow and achieve its future market potential, access to additional sources of revenue must be secured.

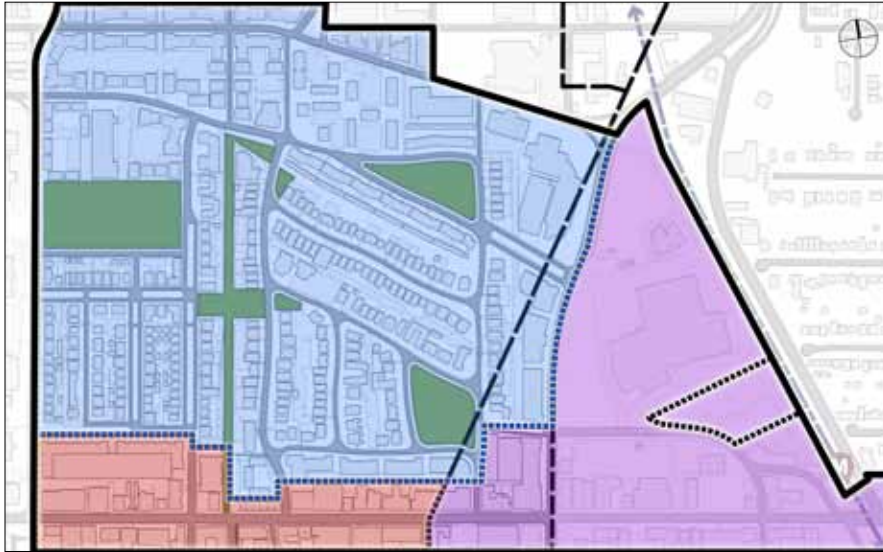
Following the basic implementation recommendations of the Delmar Loop Retail Study—a retail capacity and development study for the Loop Trolley route, the Parkview Gardens Neighborhood Sustainable Development Plan recommends that the three SBDs (Figure 7.2) be replaced with three new Community Improvement Districts (CIDs) (Figure 7.9.) The ad valorem assessment that can be levied by an SBD is capped by statute; CIDs are not subject to the same and therefore new CIDs with coterminous boundaries as shown in Figure 7.9 should be established to maximize revenue generation. A non-profit corporate entity should be established to manage the three CIDs and execute the necessary functions in the CID area.

All management, administration, and execution of functions for the area would be carried out through this non-profit corporate entity, likely a 501(c)(3) corporation. The CIDs would serve as the source of the assessment and would authorize the non-profit entity to expend funds on their behalf through independent boards that meet at least annually.

In Missouri, CIDs can be established in two ways: (1) as a separate political subdivision; or (2) as a non-profit corporation. While the latter option would simplify the structure of the governing entity, eliminating the need for a separate 501(c)(3) corporation and multiple CIDs, CIDs established as non-profit corporations have less flexible means of raising revenue. A CID that is a non-profit corporation can only raise revenue via a special tax assessment, whereas a CID that is a separate political subdivision can impose a special assessment, impose a sales tax up to 1 percent, or impose a real property tax. The establishment of two CIDs as separate political subdivisions enables broader access to revenue sources as well as greater accountability to local property owners in the east and west CID areas. And while at present the principal revenue source will likely remain a special assessment, the flexibility to impose a sales tax or real property tax may be of value in the future.

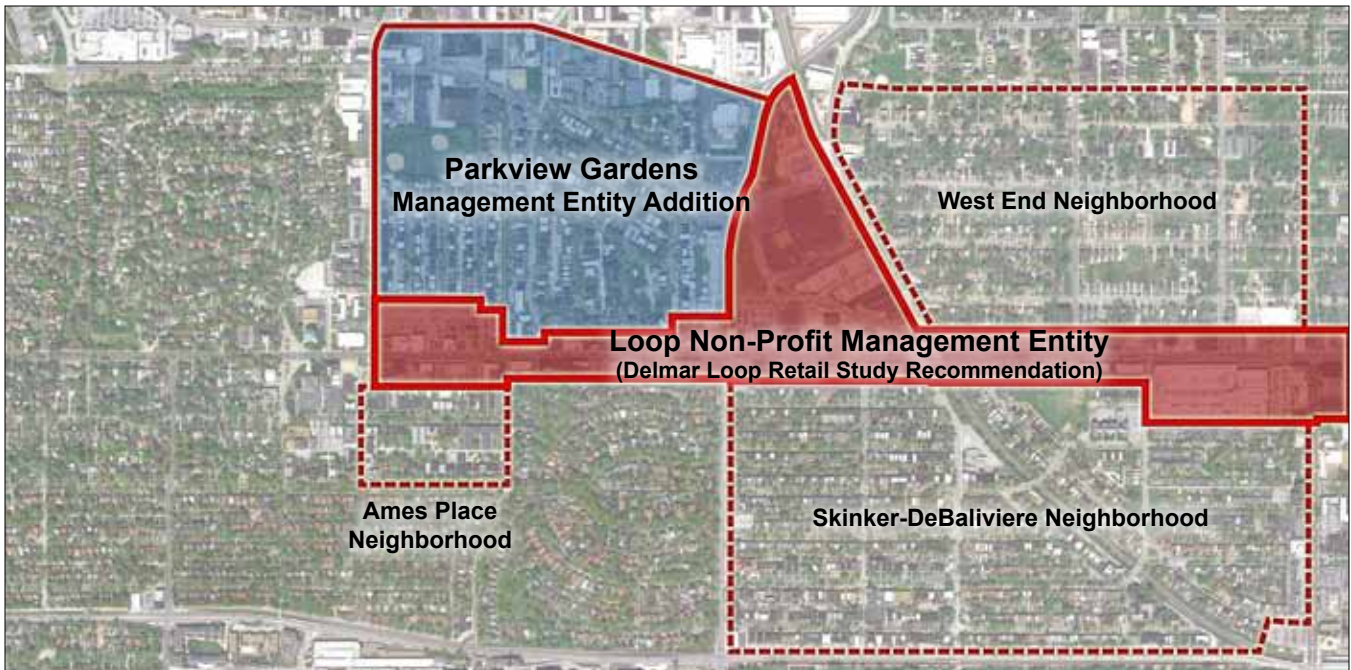
In addition to collecting revenue in the aforementioned ways, both types of CIDs can issue bonds, notes, or other obligations and can secure any such obligations by mortgage, pledge, assignment, or deed of trust on any property or income of the district. This will enable the governing entity to make significant capital improvements and infrastructure investments in the CID area. However, it bears noting that the bonds or other obligations issued by the entity will not be tax-exempt. In addition, either type of CID may finance costs through imposition of fees, rents, and charges for district property or grants, gifts, and donations.

Figure 7.9: District Redevelopment Entity & SBD/CID Boundaries



- Parkview Gardens District Redevelopment Entity
- Parkview Gardens SBD/CID
- Loop SBD/CID
- East Loop/Parkview Gardens SBD/CID
- Metrolink Parking Lot

Figure 7.10: District Redevelopment Entity Context Map





Example apartment/mixed-use

In addition to serving as the managing entity for the two CIDs, the non-profit entity should be designated as a Chapter 353 Urban Redevelopment Corporation, which would provide it with power to initiate redevelopment projects and grant tax abatements. The new non-profit could employ increment financing mechanisms as a means to support redevelopment.

CIDs, unlike SBDs, require a greater amount of consensus from local residents and business owners. To establish a CID, the applying entity must submit a five-year business plan to the host municipality, along with a petition of support signed by property owners that (1) collectively own at least 50% of the assessed value of the real property within the proposed district and (2) are more than 50% per capita of all owners of real property within the proposed district.

These recommendations directly parallel those of the Delmar Loop Retail Study (Figure 7.10) and in effect will expand the Delmar Loop Retail Study Management and Governance Structure recommendation to include the Parkview Gardens neighborhood. This is desirable in that it expands on an existing cross-jurisdictional planning precedent to provide a unified development vision and initiative for the entirety of the Parkview Gardens Neighborhood Sustainable Development Plan planning area.

Project & Program Phasing Plan

The Project & Program Phasing Plan identifies and prioritizes public capital improvement projects, establishes required legislation and partnerships, and targets private development in strategic ways to maximize incremental financing and investment leverage potential. The Project & Program Phasing Plan should apply to the City of University City, the City of Saint Louis, and their partners and stakeholders and is divided into 4 key Phases. This Phasing Plan is a strategic recommendation and does not prohibit existing or future development projects from occurring outside of specified phases.

The Project & Program Phasing Plan is described in detail on the following pages.



Public Workshop 04



Public Workshop 03



Public Workshop 02

Phase 1 (0-5 Years)

Projects

- Kingsland Walk residential & mixed-use development
- Washington University Off-Campus Housing
- Enright Avenue enhancements and Parkview Gardens Bikeway
- Eastgate South Park
- Enright Avenue extension

Programs

- Establish New Community Improvement Districts (CIDs)
- Establish District Redevelopment Entity
- Establish Public-Private Partnerships
- Adopt integrated funding and management legislation
- Develop and adopt a Form-Based Code, Sustainability Metric Program, and enabling legislation
- Implement street-tree planting & replacement policy
- Implement sustainability policies and incentives
- Conduct 5-year outcome measurement report



Phase 2 (6-10 Years)

Projects

- Olive/Vernon/Kingsland residential development
- Realign of Vernon Avenue between Leland Avenue and Westgate Avenue
- Metcalfe Park
- Ackert Walkway and Ackert Park
- Loop North condominiums
- North Skinker Boulevard & Delmar Boulevard corner development
- Streetscape and public space enhancements and green infrastructure

Programs

- Implement sidewalk repair and replacement policy
- Implement street repair policy
- Implement sustainability policies and incentives
- Conduct 10-year outcome measurement report



Phase 3 (10+ Years)



Projects

- Eastgate North Park
- North Skinker Boulevard mixed-use/ office corridor
- North Skinker Boulevard & Olive Boulevard corner
- Streetscape and public space enhancements and green infrastructure

Programs

- Implement sidewalk repair and replacement policy
- Implement street repair policy
- Implement sustainability policies and incentives
- Conduct 15+ year outcome measurement report



On-Going

Projects

- Building Renovation
- Vacant-lot infill development
- Neighborhood build-out
- Streetscape and public space enhancements and green infrastructure

Programs

- Implement sidewalk repair and replacement policy
- Implement street repair policy
- Implement sustainability policies and incentives