

# CITY OF BERKELEY

## SOUTHEAST AREA AND CORRIDOR MASTER PLAN



Parsons Harland Bartholomew & Associates  
in association with  
Kwame Building Group, Inc.

**September 1998**

**CITY OF BERKELEY**

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## ***City of Berkeley Elected and Appointed Officials***

### ***Mayor***

Honorable George H. Hooper (Acting)

### ***City Council***

Babatunde Deinbo, Ward V

Louis Bowser, Ward I

Louvenia Mathison, Ward IV

George Hooper, at large

Aloaha Keely, Ward III

Nina Schaefer, Ward II

### ***City Administration***

Robert Lewis, Chief of Police (Acting)

Eileen Davis-Young, City Clerk

Wade Ewing, Building Inspector

Anthony Simmons, Public Works Manager (Acting)

Roosevelt Sims, Fire Chief

Marvin Steele, Director of Economic Development

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Brian Martin, Chairperson

Clarence Brown, Vice Chairperson

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Shirley Graves

Margaret Hawkins

Marvin Steele, Secretary

### ***Planning Commission***

Helen Brooks, Chairperson

Daniel Gentry

Patricia Washington

George Hooper (Acting)

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## **I INTRODUCTION**

### ***City of Berkeley***

The City of Berkeley was incorporated in 1937, contains 4.87 square miles and had a population of 12,250 people in 1990. The City is located immediately east of Lambert-St. Louis International Airport (Figure 1). Berkeley is a Home Rule City, employing approximately 151 full-time personnel and has an annual budget of approximately \$9.2 million, with no outstanding long-term debt.

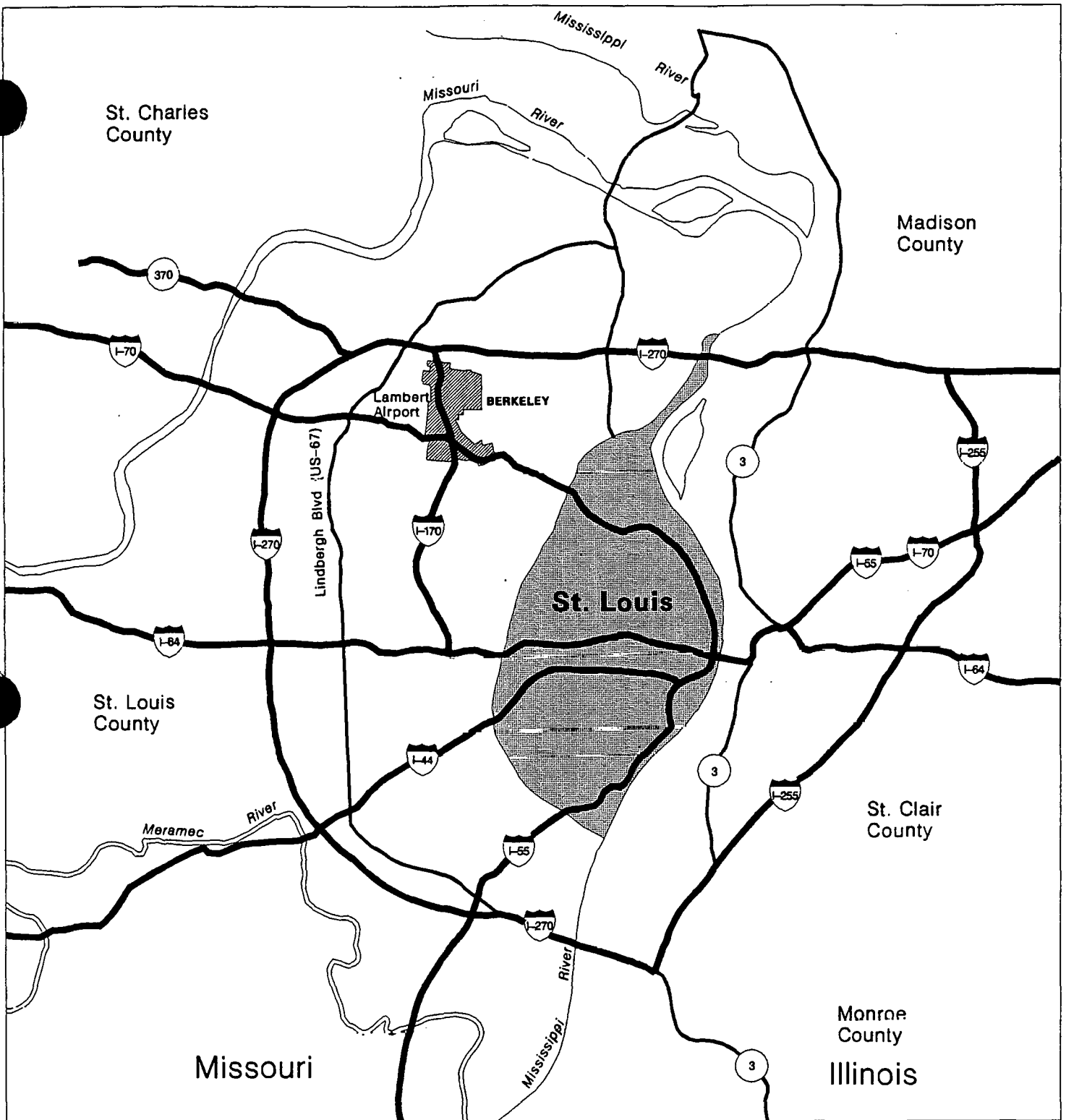
Berkeley prides itself in providing a high level of quality service to its residents and businesses. The City provides a full range of municipal services, including: public safety and fire protection, public works, a recreation program overseeing sixteen parks, a civic center, a community pool and other facilities. Berkeley's local government structure consists of an elected representative from each of five wards, plus a Mayor and one Council person elected at-large. The City is operated as a strong city manager form of administration.

Berkeley is a diverse community. The city has many thriving neighborhoods and several significant commercial and industrial districts. Industrial uses include McDonnell-Douglas Corporation, recently purchased by Boeing Corporation, which is the headquarters of Boeing's new defense unit. Boeing is one of the largest employers in the St. Louis area, employing 24,000 people in 1996. The City is also home to a variety of other industrial and distribution facilities attracted to the City because of the nearby Lambert Airport and direct access to the region's network of expressways.

### ***Southeast Area and Corridor Study Boundaries***

Berkeley's last comprehensive plan was completed in 1979. A decision regarding the plan for expansion of Lambert St. Louis International Airport is expected this year. Resolution of the airport expansion plan is anticipated to release the southeast "buy-out" area for redevelopment. This area has been substantially acquired and cleared by the St. Louis Airport Authority as part of its noise abatement program. Economic growth stimulated by expansion of the airport will create opportunities for new commercial, industrial and residential development. The City's proximity to the airport and available land for redevelopment will allow it to benefit significantly from opportunities created by airport expansion. Because of the significant influence expansion of the airport will have on the City, the City has undertaken a planning program to guide future development.

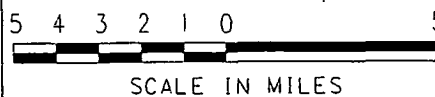
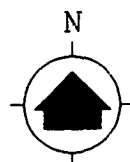
This plan focuses on the southeast "buy-out" area and the City's three major road corridors: Hanley Road, Airport Road and Natural Bridge Road. These corridors are included within the boundaries of the plan, in addition to the southeast area, because of potential commercial and industrial development within these areas also created by expansion of the airport. These corridors, by virtue of their exposure and prominence, will significantly influence the future development and appearance of the community. Recommendations for the Frost Road neighborhood center are also included in the plan. Frost Road has an established retail center that will benefit from pro-active measures. Following is a brief description of each sub-area.



## CITY OF BERKELEY



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**Figure 1**

## REGIONAL LOCATION MAP



- **Southeast Area:** This area consists of approximately 400-acres in the southeast portion of the City affected by aircraft noise and that has been substantially acquired as part of the Airport Authority's noise abatement program. The southeast area is traversed by Hanley Road, which interchanges with I-70 and provides direct expressway access to the area. It is anticipated that all remaining residential property in this area will eventually be acquired and cleared for non-residential redevelopment. Noise levels affecting this area, though, are expected to decrease as quieter aircraft are phased-in. Both current and projected noise levels in this area permit non-residential uses, including industrial use.
- **Hanley Road Corridor:** This corridor traverses the entire north\south length of the community and is Berkeley's local transportation "spine," linking all major commercial areas and neighborhoods of the City. Hanley Road also has two expressway access points: at I-170 via Airport Road, and directly with I-70 near the southern boundary of the City and the Southeast Area.
- **Natural Bridge Corridor:** This corridor is the largest airport related commercial area in the City. It extends from the City's southern gateway to its western perimeter. Expressway access to this area is also provided via I-170 which interchanges with Natural Bridge Road just outside of the City. Natural Bridge is a divided roadway along most of the segment within Berkeley, creating a wide commercially developed median area.
- **Airport Road Corridor:** Airport Road is the gateway to the center of Berkeley and is the community's "downtown" center. The City's municipal offices are located off this road. Airport Road also interchanges with I-170, which provides it with a direct link to the surrounding region.
- **Frost Road Neighborhood Center:** This area is a small, but well established neighborhood center located at the juncture of Frost Avenue and Midwood Drive. It provides commercial services to the City's northern neighborhoods.

### *Contents of The Plan*

The following sections are included in this plan.

- **Section II Existing Land Use:** This section provides a description of existing land uses within each of the sub-areas identified above.
- **Section III Infrastructure:** Included in this section is a summary of major utility providers in the City, maps illustrating the major utility network and a general description of the City's network of roads and streets.
- **Section IV Factors Affecting Development:** This section provides a broad overview of the major factors affecting development in the City, such as: surrounding communities; soils and geology; floodplains; demographic and economic trends; housing conditions; traffic levels; etc. This section also includes information concerning the planned expansion of the St. Louis Airport and its influence on the study area.
- **Section V Analysis of Economic Conditions:** This section reviews long-term and current economic conditions and their potential influence on the City, with emphasis on the current industrial market, but including retail and office development trends as well.

- **Section VI Goals, Objectives and Action Statements:** This section summarizes the results of a business leader and citizen workshop held on February 21, 1998 to provide initial direction for the planning process.
- **Section VII Summary of Opportunities and Constraints:** Based on the above information, this section provides a preview of existing development activity and development opportunities in each of the sub-areas described above.
- **Section VIII Future Land Use and Redevelopment Strategy:** This section provides recommendations for future land use within the Southeast Area, a redevelopment and revitalization strategy for each of the other sub-areas, and development standards to be applied throughout the entire study area..

## **II EXISTING LAND USE**

Existing land uses within the study area are illustrated in Figure 2. The accompanying text discusses existing land use, land use trends and general factors affecting development in each of the sub-areas included in this plan.

### ***Southeast Area***

The Southeast Area is predominately vacant and owned by Lambert St. Louis International Airport. Scattered residential and commercial buildings, some occupied, remain in the area. The area is still being actively acquired by the Airport Authority. It is anticipated that all remaining residential properties will be acquired and eventually cleared. Romona Park, located along a portion of the I-70 frontage, will remain as a city park and provides an attractive view amenity and recreation resource for future redevelopment in this part of the buy-out area.

### ***Hanley Road Corridor***

The Hanley Road corridor includes a wide variety of land uses. Existing land uses include a large number of vacant sites and buildings along the southern extent of the corridor, predominately within the Southeast Area. A high-tension electric utility line and right-of-way begins on the west side of Hanley Road just north of the Southeast Area and extends to the City's northern border. The Hanley Road corridor also includes a mixture of commercial and residential uses, including multiple-family residential, duplex and single family residential uses.

### ***Natural Bridge Corridor***

Natural Bridge Road is the major transportation link to the airport for passenger traffic, and holds the greatest opportunity for commercial growth serving airport passengers. Several commercial buildings within the median area are vacant. Land uses include a mixture of retail uses, hotels, restaurants and other commercial uses. Existing hotels serve as key commercial anchors in this area. On-going and proposed hotel development in this area is an indicator of additional hotel development that is likely to be attracted to this area as the airport expands.

The Natural Bridge corridor also includes a developed and occupied industrial park with a variety of tenants in principally small to medium sized industrial buildings, including several multi-tenant buildings. There is a total of approximately 700,000 square feet of industrial space in this area, making it a significant and established industrial center. The Renaissance Hotel, a prominent high-rise structure, provides a strong visual landmark for the area.

### ***Airport Road Corridor***

Airport road includes a variety of commercial uses predominately oriented to serving the local community. There are several vacant commercial buildings along the corridor (see Figure 2). Vacant buildings include a group of smaller retail buildings at the eastern end of the corridor. A former bowling alley located on a 3-acre site near the western end of the corridor is presently being renovated to function as a community performing arts facility.

Because of the nearby airport industrial complex and interchange with I-170, the Airport Road corridor has the potential to serve a broader market area and to support commercial expansion. Also, because the City does not have a major chain grocery store, drug store or bank serving the local market from within the City, opportunity also may exist for these types of commercial uses in this area. A more detailed evaluation of the trade area potential of this area is provided in Appendix D.

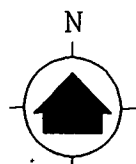
***Frost Road Neighborhood Center***

This area consists of several small retail buildings and a grocery store totaling approximately 40,000 square feet of floor space. As of the date of this review, the largest tenant, a small grocery store, has ceased operation. Aside from this store, vacancy in this area is low, although several other retail spaces are not currently occupied. This center has declined in physical appearance in recent years, and is in need of revitalization to improve its appeal and to attract customers from the surrounding neighborhood.

# CITY OF BERKELEY SOUTHEAST AREA & CORRIDOR MASTER PLAN

**FIGURE 2  
EXISTING LAND USE**

- SINGLE-FAMILY RESIDENTIAL
- DUPLEX RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PARKS / RECREATION
- PUBLIC / SEMI-PUBLIC
- UTILITY
- VACANT BUILDING
- OFFICE
- STUDY AREA BOUNDARY



1,500 750 0' 1,500  
SCALE IN FEET

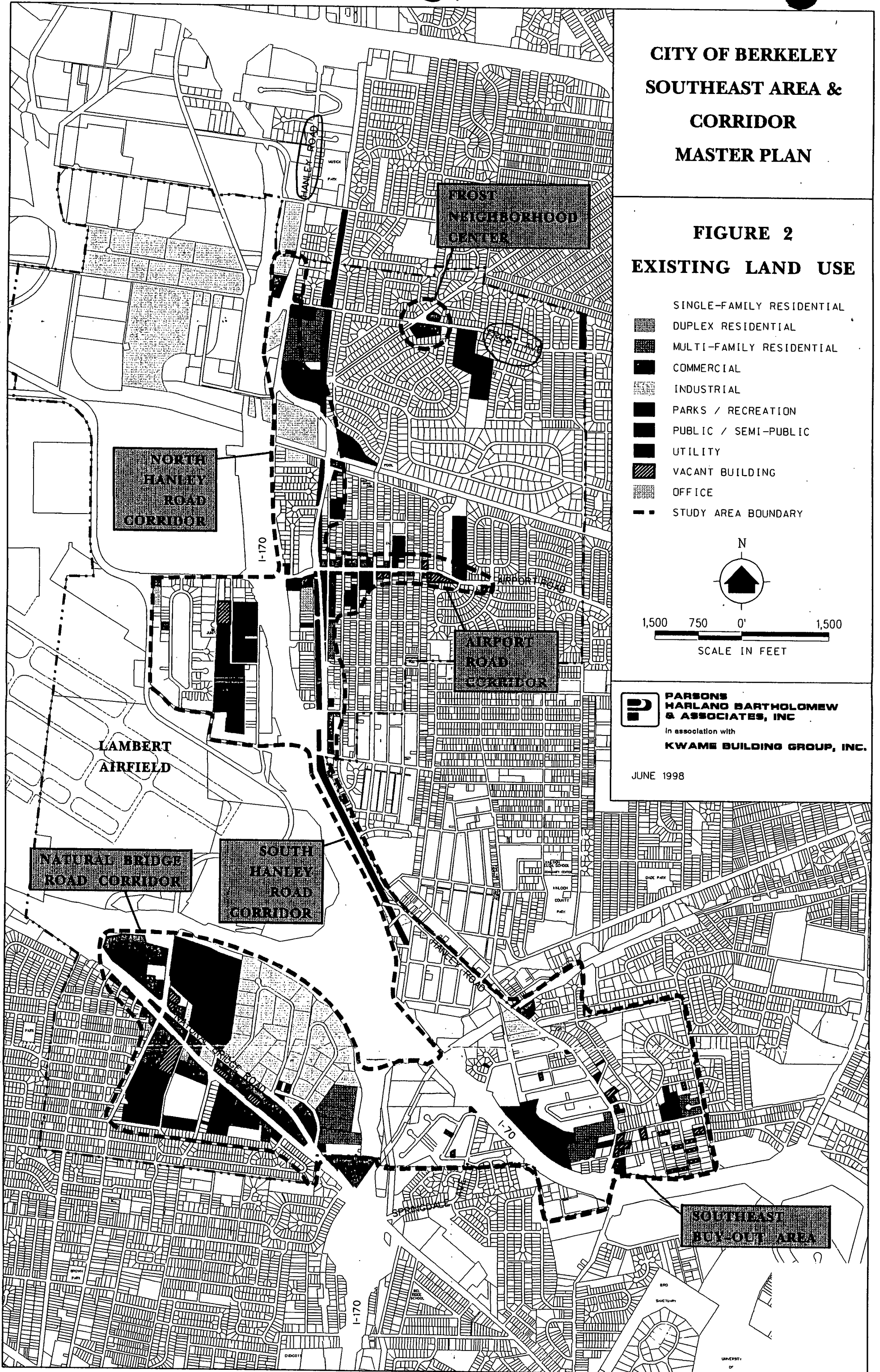


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### **III. INFRASTRUCTURE**

The following section provides an overview of the ownership, supply and physical condition of the City of Berkeley's infrastructure within the Southeast Area and major road corridors. Infrastructure includes all utilities and roads.

Utility services, such as water and sewer, stormwater, electric and gas are not provided by the City. These utilities are delivered by several different public and private utility systems. Figures 3, 4, 5 and 6 illustrate the basic existing mainline utility system in the study area. Water service is provided by St. Louis County Water Company and wastewater service is provided by the Metropolitan St. Louis Sewer District. Laclede Gas Company provides natural gas and AmerenUE provides electricity. Telephone service is provided by Southwestern Bell.

There are no obvious deficiencies with regard to the utility portion of the infrastructure. All utilities have surplus capacity in the buyout areas. According to the current utility drawings, all of the main runs are still intact. These lines can be used for office and light industrial applications. Heavy industrial facilities may require the addition of increased capacity to the main runs on a case by case basis.

Most local streets and sidewalks are maintained by the City. Hanley Road and Airport Road are classified as major arterial roads and are under St. Louis County jurisdiction and are owned and maintained by the County. Natural Bridge Road is a State road and classified as part of the State supplementary system.

#### ***Water Supply***

St. Louis County Water Company provides water service to Berkeley and the surrounding area except for the City of Florissant which has its own water company. The St. Louis County Water Company has four treatment plants, 3,855 miles of mains and distribution lines, and 31 storage tanks throughout the County which can pump 474,000 gallons of water per minute. Included among the four water plants is the North County Plant located just northeast of Hazelwood on the Missouri River, and the Central plant located on the Missouri River south of Maryland Heights. The water purification process used by the water company includes chemical coagulation, settling, sand filtration, chlorination, calcium softening and fluoridation.

St. Louis County Water Company provides service to Berkeley through a combination of supplies from the North plant and Central plant, which have daily capacities of 247 million gallons and 91 million gallons respectively. Both plants extract water from the Missouri River. St. Louis County Water company does not have any large-scale plans for main replacement.

#### ***Wastewater Service***

The Metropolitan St. Louis Sewer District (MSD) provides wastewater (sanitary sewer) collection and treatment as well as storm water drainage service to a 520 square mile area including the City of St. Louis, north St. Louis County and most of south and west St. Louis County (the extreme western parts of the county are not included in the district). MSD was

created in 1954 by the voters of the City of St. Louis and St. Louis County and began operation in 1956. MSD is a special service district created by the Missouri Constitution.

MSD has 4,295 miles of sanitary sewer pipes which carry wastewater to the district's sewage treatment plants. MSD also has 1,780 miles of combined sewers which carry wastewater and stormwater in one pipe. These combined sewers are not efficient because during heavy rains a great deal of stormwater is carried to the treatment plants. There also is a problem with sanitary sewer overflows when too much water gets into the sanitary sewer pipes. This is caused by cracks in sewers, downspouts connected to sanitary lines, sump pumps or loose pipe joints. Overflows result in sewage discharging into creeks or wastewater backing up into homes and other buildings.

MSD treatment plants remove pollutants from 320 million gallons of wastewater per day. Two of these treatment plants are located in North St. Louis County. Because sanitary sewers rely mostly on gravity to move the wastewater, sewer lines and treatment plants are often designed to serve drainage basins. Metropolitan Sewer District (MSD) foresees no increase in capacity for storm water or sanitary runoff. Storm water flows into two watersheds. Coldwater Creek of the Missouri River basin accepts a portion of the storm water, while the Maline Creek watershed takes the majority of the water. Sanitary water treatment for the city of Berkeley occurs at the Bissell Point wastewater treatment plant located on the Mississippi River. The Bissell Point wastewater treatment plant provides secondary treatment and has a design capacity of 150 million gallons per day.

### ***Stormwater***

MSD is also responsible for stormwater drainage. The district has more than 2,260 miles of stormwater sewers to carry stormwater runoff to nearby creeks or streams. In addition, the district's 1,780 miles of combined sewers also carry stormwater runoff. A problem with combined sewers is that during heavy rains, the combined flows in these sewers is too great to be handled at the treatment plants and wastewater has to be released into the Mississippi River. Control of stormwater runoff has received considerable attention in recent years and MSD has identified approximately \$600 million in stormwater improvements. In addition, MSD has estimated that correcting the problem of combined sewers would cost another \$700 million.

The City's primary stormwater drainage system roughly parallels its sanitary sewer system. It is critical that all new development and redevelopment in the City provide adequate stormwater drainage facilities. Stormwater plans should be carefully reviewed in the preliminary subdivision plat approval and site plan approval stages of development. All new drainage planned for new development should be approved by the Metropolitan St. Louis Sewer District. The City's zoning and subdivision regulations should require that drainage facilities for new development are adequate.

### ***Natural Gas***

Natural gas service is provided by Laclede Gas Company. Natural gas is brought into the St. Louis area by two Mississippi River Transmission Corporation pipelines and two pipelines of the Missouri Pipelines Company. Laclede Gas has underground natural gas storage in a sandstone formation under north St. Louis County which has storage capacity for 35 billion cubic feet of natural gas. Laclede Gas also stores propane underground in north

county in a cavern which has storage capacity of 800,000 barrels. At present, Laclede Gas has no plans for capital improvements for the City of Berkeley.

### ***Electrical Service***

Electrical service in all of St. Louis County is provided by AmerenUE. The company provides service to parts of Missouri, Illinois and Iowa with a service population in excess of 2.7 million people. AmerenUE operates nine generating plants with a capability of generating 7,536,000 kilowatts. AmerenUE provides electrical service to the Berkeley area through the partial contributions of up to five substations. Those stations are Brown, Kinloch, Frost, Taylor, and Hazelwood. As mentioned above, the existing mains are sufficient in providing the present and forecast needs of the area.

Overhead utility lines are unsightly and, in most cases, their location above ground is not necessary in an urban environment. All new development and redevelopment should be required to place utility lines underground. Any street widening project should include placement of overhead utilities underground. The City's zoning and subdivision regulations should require that all future utilities be placed underground.

### ***Fiber Optic Cable***

Fiber optic cable is present within the Berkeley area. Figure 6 portrays the main service lines for Southwestern Bell Telephone. Information from other providers of this service was unavailable at the time of the preparation of this final plan.

### ***Roads***

The City's primary or arterial road system, which includes Hanley Road, Airport Road and Natural Bridge Road, is in good condition and does not need any major reconstruction or repairs. In total, the municipality of Berkeley has approximately 89.9 miles of roads.

Springdale Road, which will serve as a major access to the Southeast Area and the planned airport employee parking facility, will require improvements and widening. These improvements will become necessary as traffic levels on this road will increase as a result of traffic generated by the airport employee parking lot and redevelopment of other portions of the Southeast Area. Remnants of the local road system in the Southeast Area are still intact, but few of these roads, other than Springdale Road, have any remaining utility. These roads would require substantial reconstruction and widening if re-used as part of a redevelopment plan for the Southeast Area. Thus, it is likely that a redesigned and reconstructed road system will be required for this area as it is redeveloped under a cohesive plan.

### ***Traffic Volumes***

Traffic Volumes for major roads in the City of Berkeley are indicated in Table 1. Natural Bridge Road had an average daily traffic (ADT) volume of 23,880 vehicles per day in 1995 (this number includes the amount of traffic in both directions). Using a standard inflation factor of seven percent per year, the ADT volume on this road would now be approximately 28,894. This indicates a very high volume of traffic, but a level that is within the capacity of the road to accommodate considering that it is a divided road along much of its length within the study area.



Traffic volume data on other arterial roads within the study area, such as Hanley Road and Airport Road, are consistent with levels expected on major commercial arterial roads. Based on a general evaluation of the area, there does not appear to be any other traffic volume constraints or traffic congestion problems.

Frost Road is a sub-arterial or major collector road and serves to collect traffic from surrounding neighborhoods. Considering that the City's road network is well connected and does not have a large number of dead end cul-de-sacs, typical of newer suburban communities, this road is also operating at a satisfactory level of service.

Traffic volumes on Interstate Highways in the vicinity of Berkeley are very high and consistent with volumes to be expected on major urban interstate highways. The ADT volume on Interstate 70 was 136,350 vehicle trips according to 1995 traffic counts. Interstate 170 carries a similar level of traffic. These levels indicate that congestion and traffic back-ups are likely to occur at peak travel periods during the morning and evening, and when accidents occur. Road improvements are proposed for I-70 east of the City of Berkeley.

---

<b>Table 1</b>	
<b>Average Daily Traffic Volumes</b>	
<b>Road Segment</b>	<b>Average Daily Traffic Volume</b>
Airport Road, East of Hanley	21,890
Hanley Road, South. of Airport Road	8,640
Hanley Road, North of Frost	24,930
Natural Bridge Road between I-170 and I-70	23,880
<i>Source: Missouri Department of Transportation, Division of Planning, 1994 and 1995</i>	

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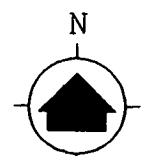
### ***Summary of Infrastructure Evaluation***

Most of the infrastructure necessary to support development in Berkeley is provided by private and semi-public utility companies. Generally, these providers have indicated that adequate infrastructure is, or will be, provided to support the development and redevelopment of the city as proposed in the land use plan. Additional infrastructure in the form of streets is primarily the responsibility of the City. New local and collector streets will be provided by developers as development occurs and no new major streets are anticipated to be needed within the City.

**CITY OF BERKELEY  
SOUTHEAST AREA &  
CORRIDOR  
MASTER PLAN**

**FIGURE 3  
WATER SUPPLY  
SYSTEM**

— WATER LINE



1,500 - 750 0' 1,500  
SCALE IN FEET

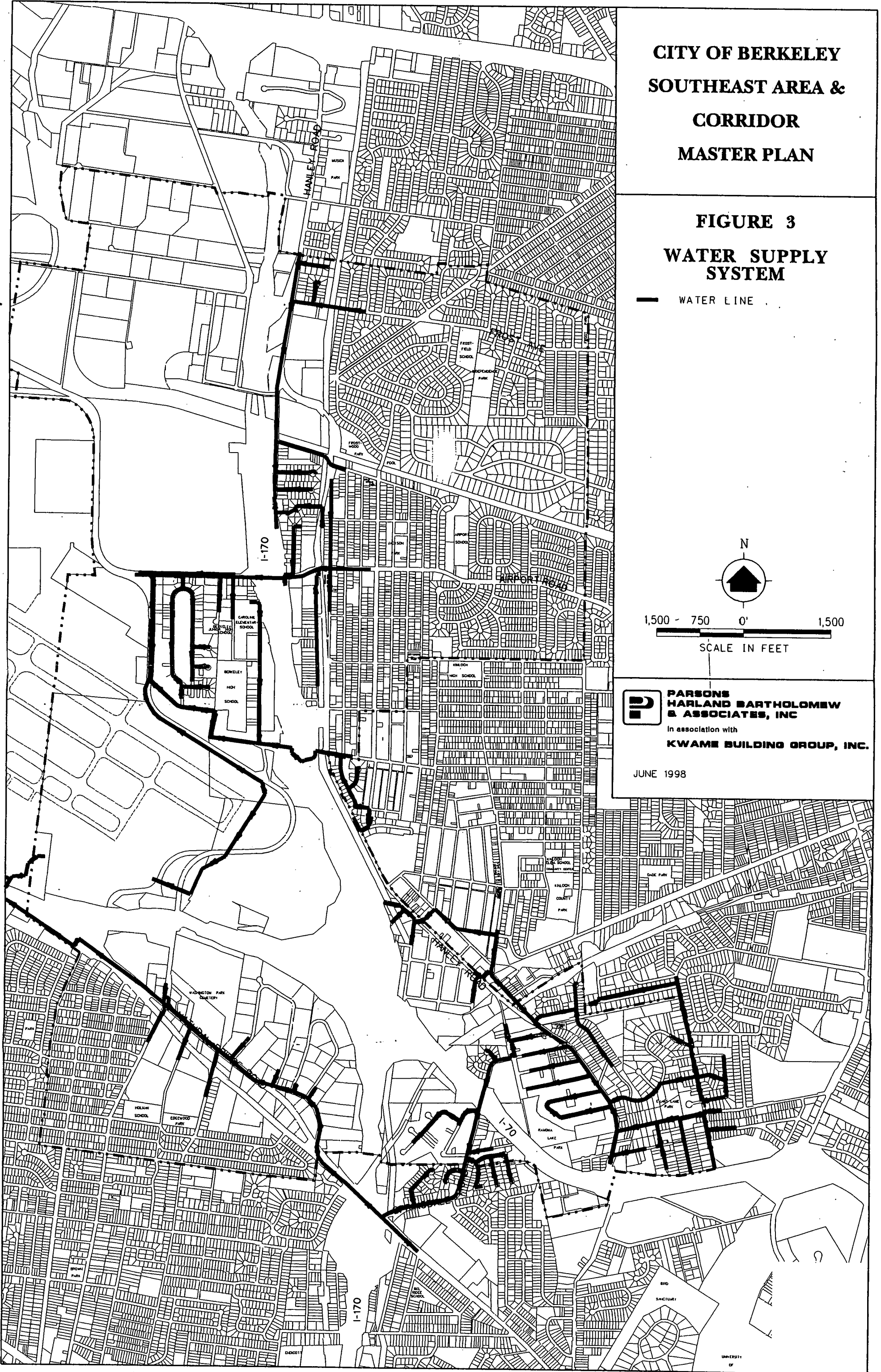


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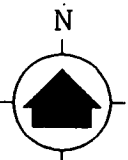
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SOUTHEAST AREA &  
CORRIDOR  
MASTER PLAN

FIGURE 4  
SANITARY SEWER  
SYSTEM

— SANITARY/SEWER LINE

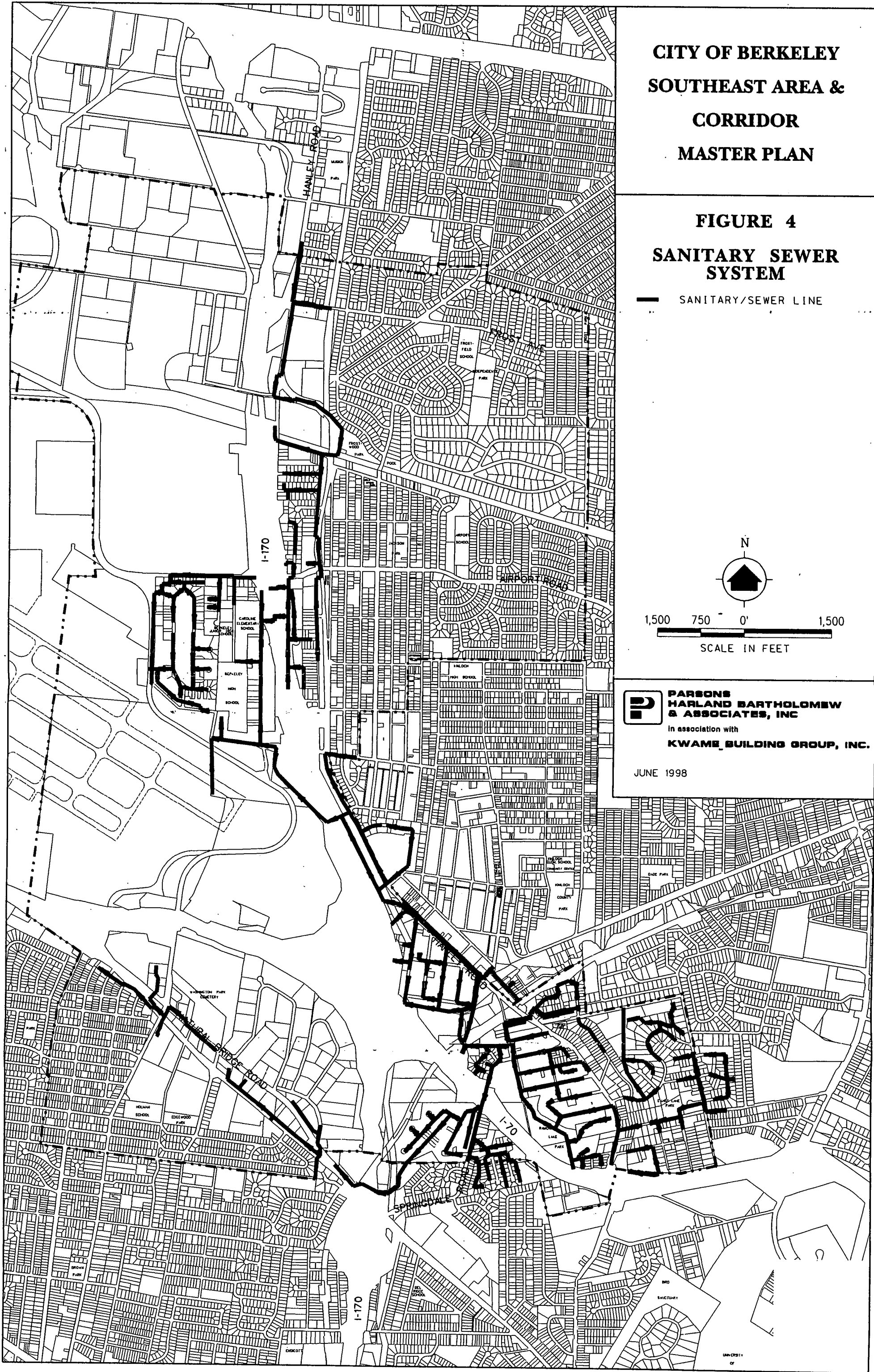


1,500 750 0' 1,500  
SCALE IN FEET



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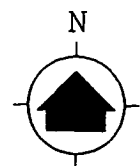




# CITY OF BERKELEY SOUTHEAST AREA & CORRIDOR MASTER PLAN

**FIGURE 5**  
**NATURAL GAS**  
**DISTRIBUTION**  
**SYSTEM**

— GAS LINE



1,500 750 0' 1,500  
SCALE IN FEET

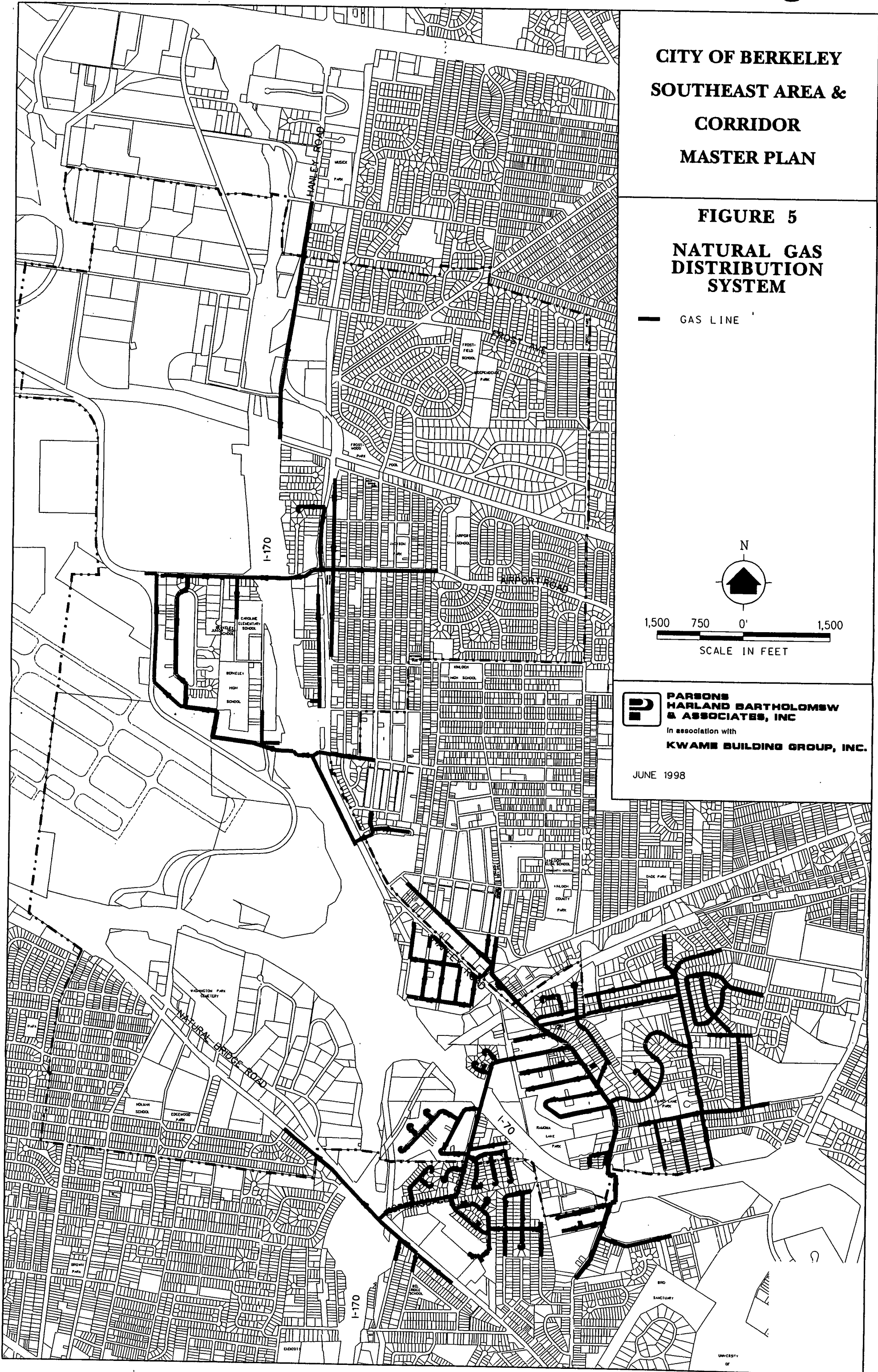


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## IV FACTORS AFFECTING DEVELOPMENT

A multitude of factors affect future development. Already mentioned is the pending airport expansion and the market potential within the community and the surrounding region. Additionally, factors such as steep slopes and floodplains influence future development. Also important are demographic trends and the influence proposed changes to Lambert International Airport will have on the City of Berkeley. These factors are described and their influences summarized in this section.

### *NATURAL FEATURES*

#### *Steep Slopes*

Steep slopes are found within the Southeast Area and are illustrated in Figure 3. Slopes exceeding ten percent present a constraint for development. Large trucks have difficulty traversing streets with slopes exceeding eight percent and minor streets should not have a slope exceeding ten percent. Generally, steep slopes that do not include regulated wetlands or floodplains can be filled or graded to create developable conditions, provided that acceptable drainage can be established and the cost of fill is not excessive.

#### *Floodplains and Floodways*

With the exception of an area east of I-170 in the northern portion of the City and a portion of the Southeast Area that is within the Maline Creek floodway and floodplain, the majority of the City is outside of any floodplain. Areas within the 100-year floodplain are identified in Figure 7. Any filling or construction activity that reduces the capacity of the floodplain to store water during floods is restricted. Generally, any lost floodplain storage capacity must be accounted for by additional flood storage capacity in another location that is acceptable to permitting authorities. The largest portion of the Southeast Area that is within the floodplain is currently proposed for use as an airport employee parking lot. This type of use is generally permissible in a floodplain because parking lots can be constructed with little impact on the capacity of the floodplain to store water during floods.

Within floodplains, there are areas designated as floodways. These areas include the channel of a river or watercourse and the adjacent land areas that must be reserved in order to discharge the 100-year flood without cumulatively increasing the water surface elevation more than one foot at any point. Construction within floodways is prohibited. Therefore, they represent a significant constraint to development.

#### *Wetlands*

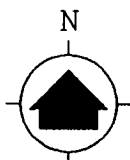
Section 404 of the U.S. Clean Water Act defines wetlands as "areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support a prevalence of vegetation typically adapted for life in saturated soil conditions." Based on this definition, no significant wetland areas have been identified in the City of Berkeley that would seriously constrain development. Prior to construction, however, the presence of wetlands and floodplains should be confirmed through appropriate sources and governmental authorities.



CITY OF BERKELEY  
SOUTHEAST AREA &  
CORRIDOR  
MASTER PLAN

FIGURE 7  
FLOOD PLAIN,  
SLOPES &  
NOISE EXPOSURE

- STUDY AREA BOUNDARY
- FLOODWAY/FLOODPLAIN
- STEEP SLOPES
- NOISE IMPACT ZONES (1994)



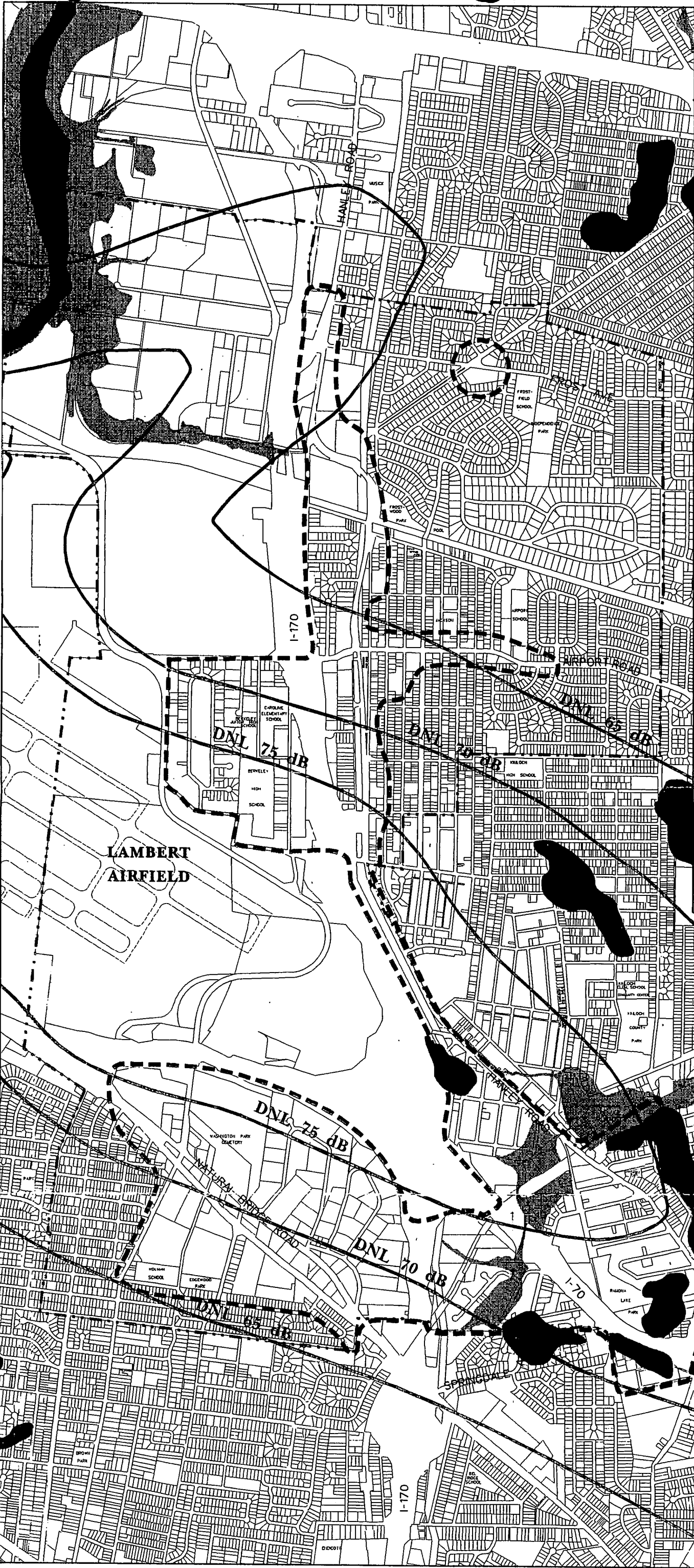
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### ***Physiography and Geology***

Berkeley is located in the Salem Upland portion of the Ozark Plateau physiographic province of the United States. The Ozark Plateau is part of the Ozark-Ouachita Highlands physiographic division which covers most of Arkansas as well as south central and southeast Missouri. The Ozark Plateau is a deeply dissected plateau characterized by hills with steep intervening valleys cut by clear streams. The Salem Upland is characterized by hills and broad floodplains. Portions of Berkeley, and the area around it, consists of rolling upland.

The lithology and physical structure of the underlying surface of Berkeley consists of slightly to moderately tilted, older sedimentary rocks. These sedimentary rocks include dolomite, shale, sandstone and limestone. Bedrock formations exposed in the area represent three separate geologic systems, the Ordovician, Mississippian and Pennsylvanian, each of which were formed at different periods during earth's history. Ordovician rocks include sandstone, dolomite and moderate solution limestone. Overlying these formations are Mississippian rocks, including cherty limestone, shale and solution limestone. Pennsylvanian rocks (more than 300 million years old) overlay these Mississippian formations and consist of cyclic strata of shales, sandstone and limestone with some seams of coal.

### ***DEMOGRAPHICS***

#### ***Surrounding Communities***

Most of the area surrounding Berkeley is within other municipalities and only several small pockets of unincorporated St. Louis County remain near the city. The population and area of neighboring municipalities are summarized in Table 2.

---

<b>Table 2</b>			
<b>Municipalities in the Berkeley Area</b>			
<b>Municipality</b>	<b>Area in Sq. Miles</b>	<b>1980 Population</b>	<b>1990 Population</b>
<b>BERKELEY</b>	4.87	19,743	12,250
Kinloch <sup>1</sup>	0.73	3,756	2,702
Ferguson	6.23	28,759	22,286
Hazelwood	17.20	14,082	15,324

---

*Source: St. Louis County and U.S. Census.*

(1) The population of Kinloch is estimated to be substantially lower than the 1990 U.S. Census because of subsequent land acquisition by the Airport Authority.

---



### ***Demographic and Housing Trends***

Between 1970 and 1990, Berkeley had a loss in total population. This trend was very common for cities in North St. Louis County and the nearby cities of Kinloch, Ferguson, Florissant and Jennings. Overland and Bridgeton also had significant losses in population.

Much of the loss of population in Berkeley was a direct result of the airport buy-out program which eliminated many residences in the city. Under this program, the St. Louis Airport Authority purchases residential structures which are in areas subject to high levels of airport noise. After the structures are purchased and the residents move out, the airport razes the structure. This program has been responsible for a substantial loss in housing in Berkeley. In the 1980's alone there was a net loss of 631 housing units in Berkeley, the vast majority of which were a direct result of the airport buy-out program.

Though the community has lost housing stock and population, the remaining neighborhoods are vital and healthy. According to the 1990 U.S. Census, the housing vacancy rate in Berkeley was nine percent as there were 426 vacant housing units. The median home value in 1990 was \$44,700, while the median sale price was \$46,250 in 1995 according to the St. Louis Association of Realtors.

Based on a physical review and inventory of the community, housing vacancy rates and values have improved significantly since the 1990 census. Outside of the airport buy-out areas, observed vacancies are very low, home ownership is relatively high, and home maintenance is very good. A more detailed comparison of population and other demographic data for Berkeley and surrounding communities, with changes between 1980 and 1990, is provided in Appendix A.

### ***AIRPORT EXPANSION***

#### ***Areas Subjected to Aircraft Noise***

Lambert-St. Louis International Airport is located immediately west of Berkeley, primarily within unincorporated St. Louis County, although an eastern portion of the Airport is within Berkeley's City boundary. The airport is owned by the City of St. Louis and is operated by the St. Louis Airport Authority. Berkeley is affected by aircraft noise as are many neighboring communities. The cross-wind runways (which are oriented with north/south and northeast/southwest alignments) result in aircraft flying over portions of Berkeley, especially the southeast area of the City. As mentioned above, this area is a part of an acquisition program by the Airport Authority that is substantially completed. The proximity of the airport to the City also results in a large amount of development related to the airport, such as hotels, and industrial development oriented to air freight, distribution and warehousing.

The Federal Aviation Administration (FAA) requires aircraft noise impacts to be calculated over a continuous period of time, such as a 24-hour period. Sound levels are measured in Day-Night Average Sound Levels (DNL) which represent the average sound levels over a 24-hour period. The DNL metric takes into account quiet periods as well as aircraft over-flights, and adds a penalty to flights occurring at night. The DNL serves to identify those areas where the average daily noise is most significant. The DNL noise levels are mapped as airport noise contours on a noise exposure map.

According to the FAA, certain land uses may be determined to be incompatible with aircraft noise levels greater than 65 DNL. Table 3 includes the compatibility of certain land uses with different levels of aircraft noise. As outlined by the FAA, Lambert Airport has determined that residential use of properties within the 75 DNL noise contour is undesirable. Properties within the 75 DNL noise contour in Berkeley are located in the southeast portion of the city.

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**Table 3**

**Airport Land Use Compatibility**

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<i>Land Use</i>	<b>Day-Night Average Sound Level (DNL)</b>				
	<i>Less than DNL 65</i>	<i>DNL 65-70</i>	<i>DNL 70-75</i>	<i>DNL 75-80</i>	<i>Greater than DNL 80</i>
<i>Residential</i>	Yes	Yes <sup>1</sup>	No <sup>1</sup>	No	No
<i>Public Facilities</i>	Yes	Yes <sup>1</sup>	Yes <sup>1</sup>	No	No
<i>Commercial</i>	Yes	Yes	Yes <sup>1</sup>	Yes <sup>1</sup>	No
<i>Industrial</i>	Yes	Yes	Yes <sup>1</sup>	Yes <sup>1</sup>	No <sup>1</sup>
<i>Recreation</i>	Yes	Yes <sup>2</sup>	Yes <sup>2</sup>	No	No

*Source: Lambert Part 150 Noise Compatibility Program Update.*

<sup>1</sup> Can be compatible if appropriate sound-level reduction measures are taken. <sup>2</sup> Certain uses are excluded.

---

***Airport Expansion and Noise Compatibility***

A record of decision is expected this year regarding plans for expansion of Lambert Airport. The Draft Environmental Impact Statement favors a northwest runway expansion plan (W1W). This alternative expands the airport and new runways to the northwest, away from the City of Berkeley. Airport improvements nearest to the City of Berkeley include road and rail realignments needed to access expanded passenger terminal facilities.

The City of St. Louis has an FAA approved Part 150 Noise Compatibility Program for Lambert-St. Louis International Airport. This program considers three types of noise reduction strategies: modifications to aircraft operations, remedial land use measures, and compatible land use planning. The noise compatibility program also evaluates the need for measures to handle areas where aircraft noise cannot be reduced by operational measures. This program includes compensation to residents within the 75 DNL noise contour for the noise pollution generated by aircraft approaching and departing from Lambert Airport. This

program is voluntary and offers three options to the homeowners in the program area: (1) outright purchase of air aviation easements; (2) acoustical treatment of homes; and (3) sales assistance to those who wish to sell, which will give financial incentives to the buyer.

The noise compatibility program supports compatible land use planning and land use control strategies. Municipalities in the airport area can use these strategies to promote future land uses that will be compatible with airport operations. For example, properties within the heavy noise impact zone may be designated for industrial land use to encourage the redevelopment of property to a use that is more compatible with airport operations.

### ***Noise Exposure Mapping***

The 1994 DNL noise exposure map produced by the Airport Authority was the most recent mapping available during the preparation of this plan (Figure 3). It should be noted that the DNL noise contours are expected to change in the future due to the use of quieter aircraft, the increased number of takeoffs and landings, and the planned expansion of Lambert Airport. The phasing-in of quieter aircraft is already substantially underway. "Stage 3" requirements, which must be fully accomplished within two years, are already substantially implemented by TWA.

Though portions of the southeast area of the City are not indicated by this map to be within the DNL 75 noise zone as mapped by the Airport Authority, this area was included in the acquisition program under the authority's noise compatibility program. For various reasons, the option of acquisition was preferred by a majority of property owners in this area.

### ***Changes to Roads Associated with Airport Expansion***

Airport expansion plans call for several major changes to the road network around the airport. These changes should not, however, significantly affect traffic patterns or alignments of major roads within the City of Berkeley. Under the preferred alternative (W1W), Natural Bridge Road and the current Metro Link elevated runway will be realigned to the south in the vicinity of the terminal area. These alignment changes will occur outside the City of Berkeley. The alignment of Natural Bridge inside Berkeley would not be changed by the preferred alternative. Also, Natural Bridge will remain the primary access road to the airport. Increased volumes of traffic on existing roads due to increased airport activity will occur, especially on Natural Bridge.

### ***Proposed Airport Employee Parking Facility***

Near-term traffic volumes in the southeast area will be significantly affected by a 3,000-space employee parking facility that will draw a considerable amount of employee-related activity. The improvement is funded and is currently in the design stages. Construction is expected to begin in 1998. The primary access to the lot will be via I-170 and Springdale Road. Associated with this facility are potential road improvements to Springdale Road to better accommodate employee traffic, as well as other traffic that will eventually be drawn to the southeast area once it is redeveloped.

### ***Height Restrictions***

Height restrictions around the airport are determined by extending a slope line from the end of airport runways with a slope ratio of seven to one (7:1). Height restrictions from the

sides of runways are calculated in the same way, but with a 20 to one (20:1:) side slope. These height restrictions are not likely to pose any serious constraints on buildings within the Southeast Area which is anticipated for mixed industrial, office and commercial uses with building heights not exceeding 40 feet. Building heights along the Natural Bridge corridor may be restricted; however, such restrictions may only affect proposals for very tall, multi-story buildings.

## V ANALYSIS OF ECONOMIC CONDITIONS

### *Economic Growth Induced by Airport Expansion*

Below is a summary of the expected long-term economic effects resulting from the planned expansion of the Lambert St. Louis International Airport.

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**Table 4**

**Summary of Lambert St. Louis Airport Expansion**

**Economic Impacts**

---

Direct employment increase resulting from expansion of the airport:	<i>34,000 in new employment by the year 2015.</i>
Direct effect on manufacturing and wholesale activities:	<i>From 46,550 tons to 106,000 tons a year, an increase of 128 percent.</i>
Enplaned passengers:	<i>From 11,427,200 to 20,901,000 passengers by the year 2015, an increase of 83 percent.</i>

---

*Source: Draft Environmental Impact Statement; Lambert St. Louis International Airport, Department of Transportation, Federal Aviation Administration; September 1996.*

---

Short-term economic conditions will fluctuate depending on current demand and supply which, in the case of real estate, is notoriously cyclical. Given the magnitude of above long-term impacts, though, there will be continuous long-term demand for airport related commercial and industrial activities near the airport. Current industrial market conditions hold the greatest prospect for short-term development opportunities and are summarized in the following sections. Retail and other commercial development opportunities related to increased airport passenger and employment levels, and the current population base are also evaluated below.

### ***Industrial Market Overview***

Light industrial uses include standard manufacturing\assembly plants; bulk storage and distribution centers; service centers; and, a combination of office\warehousing. The latter three types have become the dominant types of industrial development during the last decade or more both in the St. Louis County region and nation-wide.

In St. Louis County, industrial space uses are concentrated in the North County (47%) and South County (23%) market areas. The overall vacancy rate in St. Louis County for industrial space is estimated to be between two and four percent (year ending 1997)

depending on the type of industrial space. This indicates a very favorable market for additional industrial development, especially for office/warehouse space.

Table 5 provides a summary of industrial space inventory and vacancy rates for industrial sub-markets, including the City of Berkeley and surrounding areas. The airport north sub-market includes the City of Berkeley and is bounded by 1-270, Page Avenue, and the City of St. Louis. This market is by far the largest of the region's industrial sub-markets. The second largest sub-market is the Bridgetown\Northwest area which includes Earth City and is located immediately west of the City of Berkeley.

It is estimated that there are 112 million square feet of industrial space in the St. Louis suburbs of St. Louis County, St. Charles County and Jefferson County. Of this total, 65 percent is warehouse/distribution space, 33 percent is manufacturing space, and 2 percent is considered "high tech/research and development" space. Approximately 74 percent of the space absorbed during the past year was in warehouse\distribution space with the majority of the remaining absorbed space being manufacturing space. The trend of build-to-suit continues to be strong, with the tightest markets (lowest vacancies) associated with warehouse/distribution and bulk centers.

---

**Table 5**

**Industrial Space Inventory**

**North Airport and Surrounding Markets (000 Square Feet)**

---

<i>Market Area</i>	<i>Total Square Feet</i>	<i>Vacancy Rates</i>
Airport North	18,125 sq. ft.	2.5%
Bridgetown\Northwest (Earth City)	13,786 sq. ft.	5.0%

---

*Sources: Colliers Turley Martin, Commercial Real Estate Report, 1998, St. Louis County Development Profile, February 1998;*

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***Light Industrial Space***

With an overall estimated vacancy rate of less than four percent, there is sufficient demand and opportunity for continued development of light industrial space in the North County market area and St. Louis County in general. Current vacancy rates have fallen for every light industrial type of space in all market areas of the County during the last several years. Light industrial uses include a variety of building use types ranging from strictly industrial uses to service centers, office\warehouse\distribution, and bulk space. Following is a brief summary of these various use types which comprise the light industrial market.

**Service Centers:** Service centers are multi-tenant buildings with more than 30% office finish, ceiling heights up to 16 feet, and office-like amenities. Space for repair services and/or warehousing constitutes the majority of the space. Occupancy in this market generally absorbs space in lease increments smaller than 15,000 square feet. The current vacancy rate for service centers (countywide) is approximately six percent, lower than a year ago. *Occupancy reached 96% by the end of 1997 overall for this type of industrial space and net absorption for the year was 260,000 square feet. Lease rates for new facilities range up to \$10 to \$12 per square foot which is competitive with class B/C office space.*

**Office\Warehousing:** Office\warehouses include buildings smaller than 40,000 square feet, or larger than 40,000 square feet with more than 10% office finish or clear ceiling heights below 18 feet. Office space generally comprises 15 percent of the total space. The current vacancy rate is between 2-3 percent on a countywide basis. Telephone interviews with leasing agents of office/warehousing space in the North County market area indicate a tight market with current vacancy rates approximating 5 percent or less. *Since 1995, vacancy for this type of space remained below 3% and at the end 1997 was 2.3 %. Most new development is build-to-suit for users seeking space designed to meet individual needs. Lease rates are in the \$4.25 to \$5.80 range.*

**Bulk Space:** Bulk space includes buildings larger than 40,000 square feet with less than 10 percent office space, and a minimum clear ceiling height of 18 feet. This type of space is used for warehousing and distribution. *At the end of 1997 the vacancy rate was 3.7% for this type of space. Approximately 1.25 million square feet of speculative space has been completed since 1996 along the I-70 corridor in St. Louis County, with only 299,440 square feet vacant. Current lease rates are \$4.30. for new construction and are expected to increase.*

Hazelwood and Earth City comprise the major sub-markets in the North County market area. The Hazelwood sub-market includes Bridgeton and Brown Campus and extends east to industrial areas along I-170 and south to I-70. Almost 40 percent of the twenty-six million square feet of industrial space in this sub-market is bulk space. Current vacancy rates approximate 2 percent for all types of light industrial space.

The Earth City sub-market includes Corporate Woods and Riverport. Most of St. Louis County's build-to-suit construction has occurred in this sub-market. Approximately 4.5 million square feet of light industrial use space has been constructed in Earth City in the last 3-4 years. Almost 65 percent of the 7.4 million square feet of industrial space is bulk space, with an overall vacancy rate of one percent. Recent developments in this sub-market include Defiance Machinery, which built a 60,000 square-foot facility with 30,000 square feet for its own use, and the 244,000 square foot DukePort II and 214,000 square foot DukePort III speculative buildings.

In addition to the above two major sub-markets, other areas of industrial development activity within the North County market include developments along I-170 at Page Boulevard and St. Charles Rock Road. The I-170 Center and Innerbelt Business Center are located in the northeast and northwest quadrants of the intersection of I-170 with Page Boulevard. These two developments consist of a mixture of office, service centers and office\warehousing space. The I-170 Business Center at St. Charles Rock Road and I-170 is primarily build-to-suit office\warehousing space with 675,000 square feet of developed space. Current occupancy rates for the existing buildings are approximate 95 percent.

***Summary of Industrial Market Trends***

Based upon current and projected conditions, and trends in the light industrial market, it appears that both warehousing and light industrial use types with accessory office space would be feasible for development within the City of Berkeley. Within the St. Louis metropolitan area, contrary to other metropolitan areas, industrial rather than office uses seem to be preferred in close proximity to the airport according to local real estate sources. Warehouse distribution centers (over 100,000 sq. ft.), bulk warehouses (over 50,000 sq. ft), and warehouses between 20,000-40,000 square feet in size with 10-25 percent office space are currently the "hot" items in demand. Therefore, current market conditions and trends indicate that light industrial uses with associated office space may have the most potential for future development near the airport.

***Office Market Trends***

Table 6 indicates the occupancy and vacancy rates for major office sub-markets in the St. Louis area. The West County market, which consists primarily of the Westport and Highway 40\Chesterfield sub-markets, dominates the suburban office market, with Clayton also being a predominant office center. Table 7 provides a summary of office space absorption by class of space during 1997. West St. Louis County continues the trend of being the dominate market, although total office absorption rates indicate that North County is emerging as a significant segment of the office market. although not as strong as other markets in Class A space.

---

**Table 6****Office Inventory, Vacancy and Absorption, December 1997  
(000 Square Feet)**

<b>Market Area</b>	<b>Total Sq. Ft.<sup>1</sup></b>	<b>% Vacant</b>	<b>Class A Sq. Ft.</b>	<b>% Vacant</b>
Downtown	14,445	23.9	7,237	9.4
Clayton	4,827	4.6	3,519	4.9
West County	14,079	2.8	8,138	1.6
South County	1,887	4.6	829	5.8
<b>North County</b>	<b>3,507</b>	<b>11.8</b>	<b>2,261</b>	<b>4.5</b>

*Source: Colliers Turley Martin, Office Report, Year End, 1997.*

<sup>1</sup> Includes only offices with a minimum 10,000 sq. ft. of rentable space.

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**Table 7**  
**Office Space Absorption 1997**  
**(000 Square Feet)**

---

<b>Market Area</b>	<b>All Buildings</b>	<b>Class A</b>	<b>Class B/C</b>
Downtown	112	54	58
Clayton	174	223	(49)
West County	399	166	233
South County	76	66	10
<b>North County</b>	<b>216</b>	<b>148</b>	<b>68</b>

*Source: Colliers Turley Martin, Office Report, Year End, 1997.*

<sup>1</sup> Includes only offices with at least 10,000 sq. ft. of rentable space.

---

In general, office market demand and supply conditions in all markets have improved substantially over the past five years. Over supply conditions that dominated in markets nation-wide during the late 80's and early 90's have gradually tightened with stricter lending criteria, a drastic decrease in speculative building and strong economic growth.

While North County is not a well established Class A office market, overall Class A office market demand is strong. Also, the airport region will continue to emerge as a more significant office market as land availability becomes increasingly limited within established office markets, such as the West County. Further, the airport itself will become a stronger magnet for office development as international trade becomes an increasingly significant factor in nation-wide economic growth and development.

### ***Retail Market Trends***

According to Colliers Turley Martin's 1997 year ending report, the current long-running national economic expansion has generated increased consumer confidence and consumer spending, and a revitalization of the St. Louis shopping center market. Occupancy rates in St. Louis County shopping centers increased in 1997, and especially important was a significant occupancy increase for anchor stores. Retail occupancy improvements were most significant in central St. Louis City and County.

The use of tax increment financing mechanisms have and are still are a significant factor in both new shopping center development and redevelopment in the St. Louis County area. A proposed power center in Chesterfield and current redevelopment proposals for the West County and South County shopping centers all include proposals for TIF financing.

### ***Berkeley Retail Trade Area Potential***

Berkeley's local retail trade area receives its greatest competition from shopping center and strip commercial development in the City of Ferguson just east of Berkeley along Chambers Road and New Florissant Road, and in the City of Florissant along the New Florissant commercial corridor north of Berkeley. A review of the amount of retail and commercial development within Berkeley, and the magnitude of commercial development in the cities of Ferguson and Florissant, suggest that a significant amount of local retail sales is being lost to commercial centers in these two nearby communities. This observation indicates that an opportunity exists to re-capture local market share within the community, in addition to the increased trade area potential related to airport expansion.

More detailed information and recommendations regarding retail trade area boundaries, competition, and the retail sales and development potential within the City of Berkeley is provided in Section VIII as part of the recommended strategy for Airport Road.

### ***Local Taxable Sales***

A good barometer of local economic conditions are trends in local taxable sales which are provided in Table 8. Trends in taxable sales are also important because a significant portion of the City's tax revenue is derived from local sales taxes. The table below tracks the City's taxable sales and changes over the past several years, including both non-Tax Increment Financing (TIF) district sales and Tax Increment Financing taxable sales. TIF district taxable sales are derived from the City's only current TIF district that is confined to a single retail site on Natural Bridge Road (the hardware site).

<b>Table 8</b>			
<b>City of Berkeley Taxable Sales</b>			
<b>Year</b>	<b>Non-TIF Taxable Sales</b>	<b>% Change Non-TIF Sales</b>	<b>TIF Taxable Sales</b>
1988	\$99,694,388	---	---
1992	\$80,374,010	-19.4%	---
1996	\$116,917,696	+45.4%	\$3,490,955
1997	\$140,031,103	+19.8%	\$3,103,322

*Source: State of Missouri Department of Revenue*

The significant upswing in taxable sales between 1992 and 1997 reflects growth in the national economy and indicates increased local spending and an improved local economy.

This data, especially the new taxable sales within the TIF district, also indicates the strong potential that exists for additional local retail sales within the community.

***St Louis Economic Development Council***

Planning and economic development efforts of the St. Louis Economic Development Council and the Northwest County Neighborhood Association could play an important role in the economic development of communities surrounding the airport. The St. Louis County Economic Council has received funding from the Governor's Office for a study of development potential around the airport. Their primary objective is to assume a coordination role, although they have specific authority, such as eminent domain, that can be applied upon request to specific projects by local communities.

The City of Berkeley should closely coordinate its planning and economic development efforts with those of the County and the organization of Northwest Neighborhoods, and seek their assistance when needed to implement specific projects as they are identified.

## VI GOALS, OBJECTIVES AND ACTIONS

A business leader and citizen workshop was conducted on February 21, 1998. The results of that workshop provided the basis for the following goals, objectives and action statements. These goals, objectives and actions, together with the preceding analysis of existing conditions, have been used as the foundation of the recommendations provided in the following sections.

During the February 21 workshop, participants were divided into groups and assigned to address the following issues: economic development, land use, public facilities and housing. The results of the workshop are summarized below in the form of goal, objective and action statements.

### GOALS:

- REDEVELOP VACANT LANDS AND IMPROVE EXISTING LAND USES
- IMPROVE THE APPEARANCE AND IMAGE OF THE CITY
- EXPAND BUSINESS AND DEVELOPMENT OPPORTUNITIES
- IMPROVE PUBLIC FACILITIES
- IMPROVE CODES AND ORDINANCES

During the discussion, the above goals were supported by a number of objectives and action statements directed at achieving each of the general goals. These statements are summarized in the following sections.

***GOAL: Redevelop Vacant Lands  
and Improve Existing Land Uses***

### Objectives and Actions:

- Provide greater compatibility between land uses.
- Provide buffers and transitional land uses between incompatible uses.
- Develop design guidelines for major road corridors.
- Redevelop vacant land and buildings, and under-utilized land.
- Implement a program to acquire airport owned property through a buy-back mechanism and procedure, and encourage development of vacant properties in these areas. In this regard, a Land Clearance for Redevelopment Authority (LCRA) should be established by the City of Berkeley in accordance with Sections 99.300 - 99.660 of the Missouri State Statutes. The LCRA would be an appropriate mechanism for receiving and holding the land transferred to the City from the Airport Authority after issuance of the Record of Decision (ROD) on the airport expansion.

- Develop a financing mechanism for southeast area development.
- Identify locations for a wider base of businesses, especially commercial services such as banks, super markets, etc.
- Address the future use of the cemetery east of the airport - should it stay or be relocated?
- Implement community outreach efforts to maintain and increase housing monetary values, and reduce the amount of Section 8 Housing.
- Increase home ownership verses rental property.
- Determine noise levels and address airport impacts on schools, housing and other facilities.
- Coordinate with St. Louis County planning efforts related to redevelopment around the airport.






***GOAL: Improve the  
Appearance and Image of the  
City***

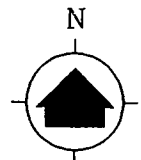
### **Objectives and Actions:**

- Improve the overall physical appearance of streets and buildings.
- Provide attractive signage and landscaping at entry points, especially the Airport Road and North Hanley Road entrances. Figure 8 portrays the major corridors and gateways or entrance points to the City of Berkeley.
- Undertake a cleanup program to improve appearance and character of the City.
- Relocate major power lines along Hanley Road.
- Enhance appearance of the Airport Road Business District:
  - ♦ Create a "showcase road" with continuous landscaping, signage and street lighting.
  - ♦ Improve and provide more parking.
- Promote and market the City to the Business Community and Investors.

# CITY OF BERKELEY SOUTHEAST AREA & CORRIDOR MASTER PLAN

**FIGURE 8  
STREETScape &  
GATEWAY  
IMPROVEMENT AREAS**

-  GATEWAY FEATURE
-  STREETScape IMPROVEMENTS
-  SITE DEVELOPMENT
-  DESIGN GUIDELINES
-  STUDY AREA BOUNDARY

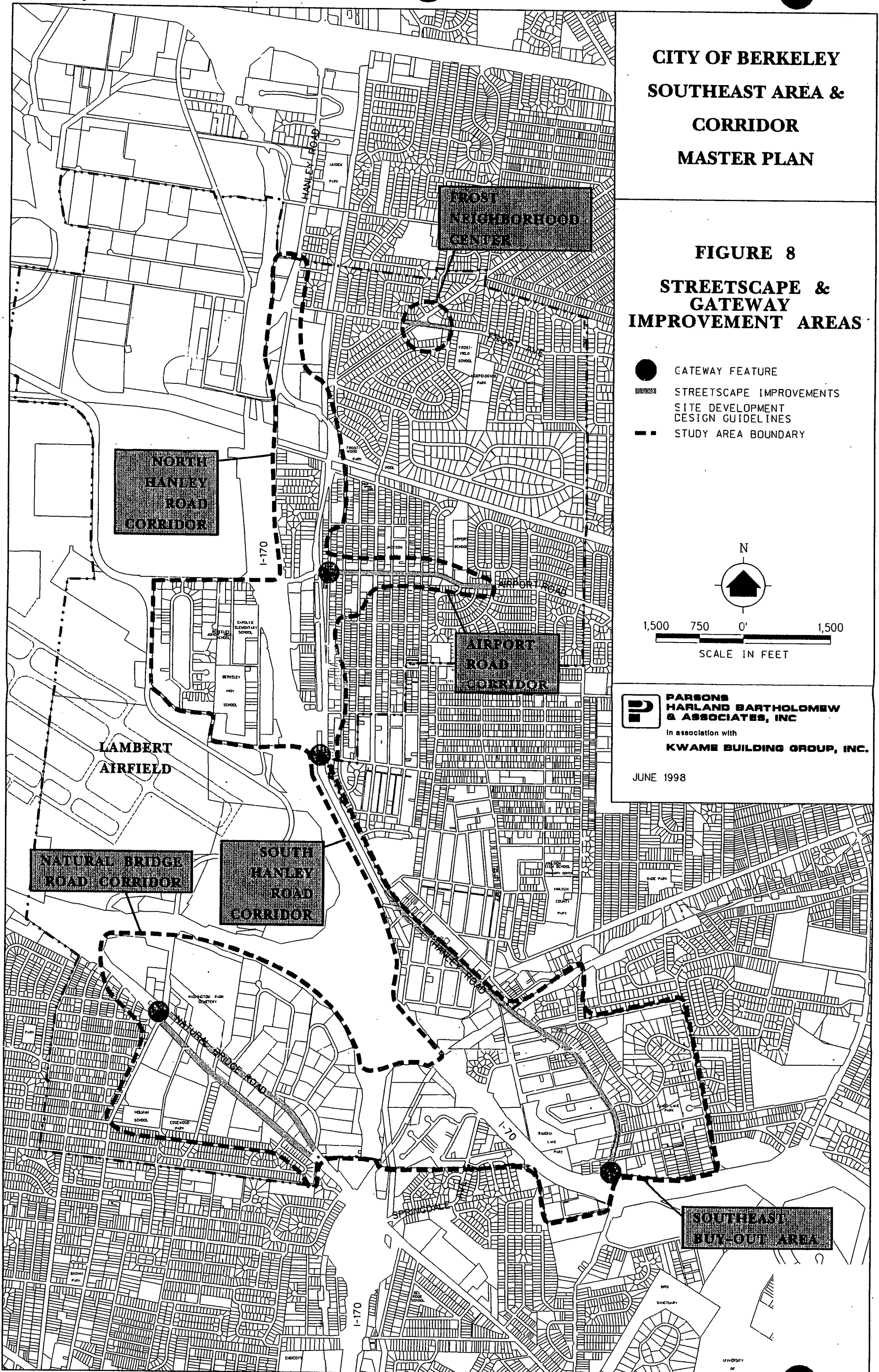


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JUNE 1998



- Develop a joint advertising, promotion and marketing program developed by the City, Chamber of Commerce and other business organization to advertise the City to local, regional and national markets.
- Marketing efforts should emphasize the City's strategic location, expressway access and openness to business expansion.

***GOAL: Expand Business and Development Opportunities***

**Objectives and Actions:**

- Provide Economic Incentives for Development and Small Businesses, including tax incentive and financing programs.
- Offer employee and business training programs.
- Make use of City/IDA Financing programs.
- Provide information package (programs available, etc.).
- Improve the public image of the community.
- Reduce crime and vandalism impacts on businesses.
- Establish youth programs (recreation, etc.).
- Implement public/private partnership efforts and improve communication.
- Provide options for new housing within the City.
- Provide housing, especially in the \$90,000 to \$125,000 price range, to attract a wide cross-section of residents.

***GOAL: Improve Public Facilities***

**Objectives and Actions:**

***General City Facilities***

- Investigate linking the City together and connecting to trail networks in the surrounding area.

- Coordinate with county-wide efforts during the planning process to identify opportunities.
- Consider the potential for commercial, office and industrial development on lands adjacent to the North Hanley Metro-link Station.
- Extend light rail to the north and coordinate with the Bi-State Development Agency in the planning effort.
- Consolidate the city departments into a single complex for "one-stop service."
  - ♦ Consider a civic center as part of a new City Hall complex.
  - ♦ Make all City facilities ADA accessible.
- Maintain and improve quality of schools to attract new and younger population to the City.
- Address growth and expansion capabilities of all schools.

#### ***Roads and Circulation***

- Implement improvement plan similar to that done for St. Charles Rock Road.
- Provide adequate vehicular and pedestrian access, and circulation for airport buy-out area.
- Improve consistency/regularity of road repair and maintenance in commercial, industrial, as well as residential areas.
- Ensure roadway capacities will accommodate planned development.
- Ensure signaling and signage are designed to accommodate planned development.

#### ***Utilities***

- Verify that existing facilities will accommodate new land uses resulting from development (sewer, water, electricity, gas, communication, etc.).
- Ensure communication towers are properly located away from residential areas.
- Consider installing overhead utilities underground when they are required to be relocated or repositioned due to development.
- Provide fiber optic cabling to support intelligent facilities and other high tech construction.

#### ***Other Non-City Facilities***

- Coordinate a unified effort to keep the Post Office in Berkeley.



- Improve bus and rail service.
- Provide services at new and existing airport stops.
- Expand transit service hours to accommodate second and third shift workers.
- Increase the number of transit stops along corridors to be developed.
- Increase number of ADA accessible transit vehicles.
- Implement a data collection program to assess increased demand for transit to ensure it is accommodated.
- Improve the aesthetics and signage of new and existing transit stations and surrounding areas to create a safer, more pleasant environment.

***GOAL: Improve Codes and Ordinances***

**Objectives and Actions:**

- Revise and update zoning ordinance uses, regulations, design guidelines, and architectural guidelines.
- Provide for Planned Commercial, Planned Industrial and/or Planned Mixed Use Zoning Districts for redevelopment in the Southeast Buyout Area and other redevelopment areas in the City.
- Improve the city's permitting process (e.g. building permits, signs, other).
- Apply, enforce and interpret regulations and code enforcement uniformly and consistently.
- Streamline the permit process.
- Eliminate/restrict nuisance businesses.

## VII OPPORTUNITIES AND CONSTRAINTS SUMMARY

The analysis below evaluates each sub-area and the most important opportunities and constraints affecting the near- and long-term development of each area. Figure 9 illustrates the most significant of these factors, including current development activity within the study area.

### *Southeast Area*

The Southeast Area holds great potential for near-term, significant redevelopment activity. The location and strategic advantages of this area include:

#### ◆ *Southeast Area Summary*

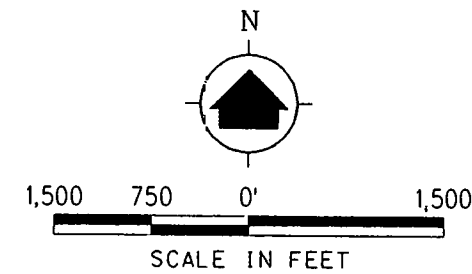
- *Consolidated ownership*
- *Proximity to expansion airport and air freight activity*
- *Dual expressway access*
- *Planned improvements*
- *Financing and leverage opportunities.*
- *Metrolink access*

- **Land ownership is substantially consolidated, making redevelopment feasible.** Second only to the prime location of this area is the consolidation of ownership that will positively influence the redevelopment of this area. Consolidation of land ownership is often the most critical determining factor in the feasibility of redevelopment. If ownership is highly fragmented, the difficulty of acquiring and consolidating ownership into developable parcels often makes redevelopment not feasible. The substantial consolidation of ownership in this case is a key strategic advantage.
- **The proximity to a major international airport undergoing expansion creates significant opportunities for industrial development related to the airport.** The expansion of the airport and nation- and world-wide growth of industries dependent on air transportation creates immediate market demand for distribution and industrial uses. Air transportation is playing a significantly greater role in business location decisions. Air freight movement has grown beyond expectations in the last ten years, and this growth rate will continue in the future.
- **The expressway access and exposure of the southeast area create ideal conditions for industrial development.** Dual expressway access and the large amount of expressway frontage and visibility are very desirable conditions for industrial development.
- **The planned 3,000-space airport employee parking lot will increase traffic to the area and create immediate potential for commercial services.** Associated with the parking lot are possible road improvements to Springdale Road that will improve access to the entire Southeast area.
- **The opportunity for near-term development can be used to leverage funds to pay for infrastructure improvements to quicken the pace of redevelopment.** As development is brought into the area, the incremental increase in tax revenues can be

CITY OF BERKELEY  
SOUTHEAST AREA &  
CORRIDOR  
MASTER PLAN

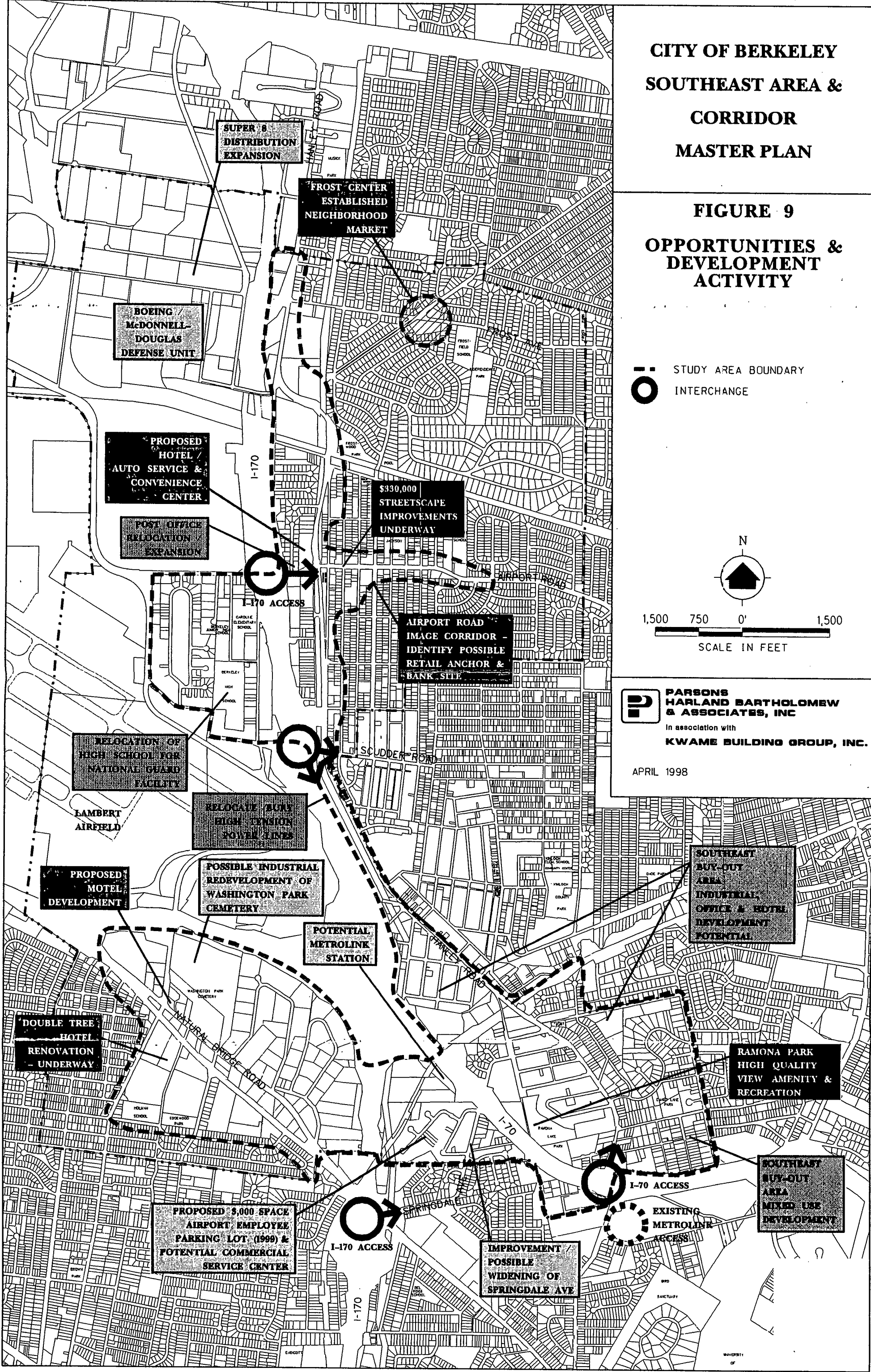
FIGURE 9  
OPPORTUNITIES &  
DEVELOPMENT  
ACTIVITY

○ STUDY AREA BOUNDARY  
○ INTERCHANGE



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used to finance additional infrastructure improvements. This process provides a “built-in” stimulus for additional development.

- **The existing nearby and potential additional Metrolink rail access within the Southeast Area will further increase the accessibility of the area and its attractiveness for new businesses.** The southeast area is currently served by a Metrolink station on the south side of I-70. As traffic congestion on the regional transportation system worsens, sites with transit access will become increasingly desirable and valuable.
- **Aircraft noise levels are anticipated to decrease in the future. This trend will improve the attractiveness of this area for other non-residential development, such as commercial services and certain public facilities.**

### ***Natural Bridge Corridor***

Although redevelopment opportunities are constrained by several factors, such as the existing development pattern and lack of vacant land, this corridor also holds significant redevelopment potential. Among its strengths are the following:

#### **◆ *Natural Bridge Summary***

- *Increased airport passenger traffic*
- *Established commercial corridor*
- *Direct expressway access*
- *Financing and leverage opportunities*
- *Additional light industrial development potential*

near the existing main terminal and is well positioned to take advantage of this potential growth.

- **Increased passenger traffic associated with expansion of the airport and improved access to terminal facilities will increase opportunities for airport related services, such as new hotel development.** Current hotel development in this area includes the renovation of an existing structure for a Double Tree Hotel, and the development of a new motel. These developments are evidence that the business sector has already anticipated opportunities for additional commercial development. This segment of the Natural Bridge Road corridor is located
- **This is an established commercial corridor with proven business potential.** Existing viable businesses in the area make this corridor an established commercial destination and improve its attractiveness for new development. The separation of the road creates wide commercial development sites with dual commercial frontage and access.
- **Existing vacant and marginal commercial sites in this area offer attractive sites for redevelopment.** Several sites in this area are currently vacant which improves the potential to assemble larger sites for redevelopment.
- **Because of this area’s access to the airport, and large existing industrial square footage, the potential exists for additional industrial development if vacant land can be made available.** The Washington Park Cemetery site is a prime candidate for light industrial redevelopment. A relocation program is currently underway for the cemetery north of I-70 which was mandated by the FAA for safety reasons. If the relocation

program can be continued in the portion of the cemetery south of I-70, this site would be suitable for industrial redevelopment.

### ***Hanley Road Corridor***

#### **◆ *Hanley Road Summary***

- *High-tension power lines are a constraint*
- *Excellent expressway exposure and access*
- *Retail development potential*
- *A link for northern and southern development centers*

Development along the Hanley Road corridor is constrained by the lack of available vacant land and the high-tension electric power lines that run along the expressway frontage. Important strengths of this corridor include the following:

- **The relocation of high-tension power lines would increase the amount of valuable expressway frontage land.** The existing power lines constrain access to a large expressway frontage area. Relocation of these lines will open a large expressway frontage area to potential commercial,

industrial and residential use.

- **Because of its accessibility and visibility, land along this corridor also has potential for commercial and mixed use development.** Several underutilized areas, including existing residential areas, between Hanley Road and I-170 could be redeveloped for commercial and mixed use developments. These uses would represent higher and better uses considering the overall environment of this area, including accessibility, visibility and frontage on a major roadway.
- **This corridor provides an important link between the northern and southern areas of the City, which will increase in importance and value as the City redevelops.** Redevelopment of northern and southern industrial, and commercial centers within the City will increase the level of traffic on Hanley Road, and its value and potential for commercial, industrial and residential use. Also, like Airport Road, and the Frost Neighborhood center, there is an established residential trade area that can be served by new development along this corridor.

### *Airport Road Corridor*

#### ◆ *Airport Road Summary*

- *Direct access to I-170 and highway oriented use potential*
- *Neighborhood market potential can be tapped to attract retail anchor*
- *Streetscape improvements underway*

- **Direct expressway access creates potential for highway oriented commercial use.** A new hotel and automobile service center currently proposed at the corner of Airport and Hanley roads indicates the potential for additional highway oriented development.
- **Airport Road is a key image corridor and will strongly influencing the character of the City.** Improvements being made to enhance the appearance of the street include a

\$330,000 investment in landscape improvements. These improvements will leverage additional private investments in store-fronts and potentially new commercial development.

- **The potential market area for Airport Road within a one-two mile diameter includes a sufficient number of households and potential retail sales to attract additional commercial development.** Airport Road does not currently have a major retailer that would serve to anchor the district and create additional commercial opportunities. As discussed in the next section, this fact creates an opportunity to expand commercial services to serve the local market area. Several larger vacant buildings and sites along the corridor, such as the bowling alley site, could be used.

### *Frost Neighborhood Center*

#### ◆ *Frost Road Summary*

- *Established market area.*
- *Walk-to convenience*

- **Frost Road has an established market and a strong potential to continue to meet the convenience commercial needs of the surrounding neighborhood.**
- **Interest is being revived in traditional neighborhoods that offer walk-to services.** Because of growing dissatisfaction with the congested, exclusively auto-oriented new

suburban development, traditional neighborhoods with small convenience commercial centers are gaining increasing interest. This center offers walk-to convenience for surrounding residents and could become a more vital neighborhood center.

## **VIII FUTURE LAND USE AND ECONOMIC DEVELOPMENT STRATEGY**

This section recommends future land uses, suggests redevelopment concepts and provides an implementation strategy tailored to the economic development needs of each sub-area. Development guidelines are also provided.

### ***SOUTHEAST AREA FUTURE LAND USE AND REDEVELOPMENT STRATEGY***

Recommendations for the Southeast Area include the following elements:

1. **Future Land Use Plan:** A future land use plan (Figure 10) which indicates the location of various proposed land uses.
2. **Developer Selection Process:** A recommended approach for issuing a request for proposals (RFP) from developers, and the content of the RFP.
3. **Financial Incentives:** A general description of current and potential mechanisms to assist in financing private development and improvements to public infrastructure is provided together with immediate steps that should be initiated.
4. **Development Standards:** Recommended site development standards to ensure that the area is developed in a cohesive, high-quality manner.
5. **Planned Zoning Districts:** Recommended "planned zoning districts" for industrial, commercial and mixed use development for incorporation into the City's Zoning Ordinance.

#### ***Future Land Use Plan***

The future land use plan for the Southeast Area is illustrated in Figure 10, with a conceptual development plan graphically portrayed in Figure 11. Future land uses within each category indicated on the plan are described below:











- **Planned Light Industrial:** Planned light industrial includes industries involving light manufacturing, warehousing and limited distribution. This category also includes "service" or "flex-space" buildings that have a front office space, and rear space suitable for light manufacturing and/or warehousing and low volume distribution. This category excludes truck terminals which are exclusively dedicated to goods trans-shipment and have little or no facilities for warehousing, production or processing of goods.

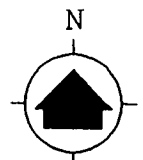
Development within this area should occur under cohesive, industrial park standards with uniform controls for site development and building appearance. Suggested site development standards are provided later in this section. These standards in some form should be incorporated in a new planned industrial zoning district applied to the Southeast Area. The planned district would require higher appearance standards, but also would permit greater flexibility with respect to overall site design, including building placement and spacing, height, parking requirements, etc.



# CITY OF BERKELEY SOUTHEAST AREA & CORRIDOR MASTER PLAN

**FIGURE 10  
FUTURE LAND USE  
SOUTHEAST  
AREA**

-  COMMERCIAL
-  MIXED USE
-  OFFICE / LT INDUSTRIAL
-  AIRPORT / INDUSTRIAL
-  AIRPORT PARKING
-  PARKS / RECREATION
-  OPEN SPACE
-  OFFICE / HOTEL
-  STUDY AREA BOUNDARY
-  INTERCHANGE

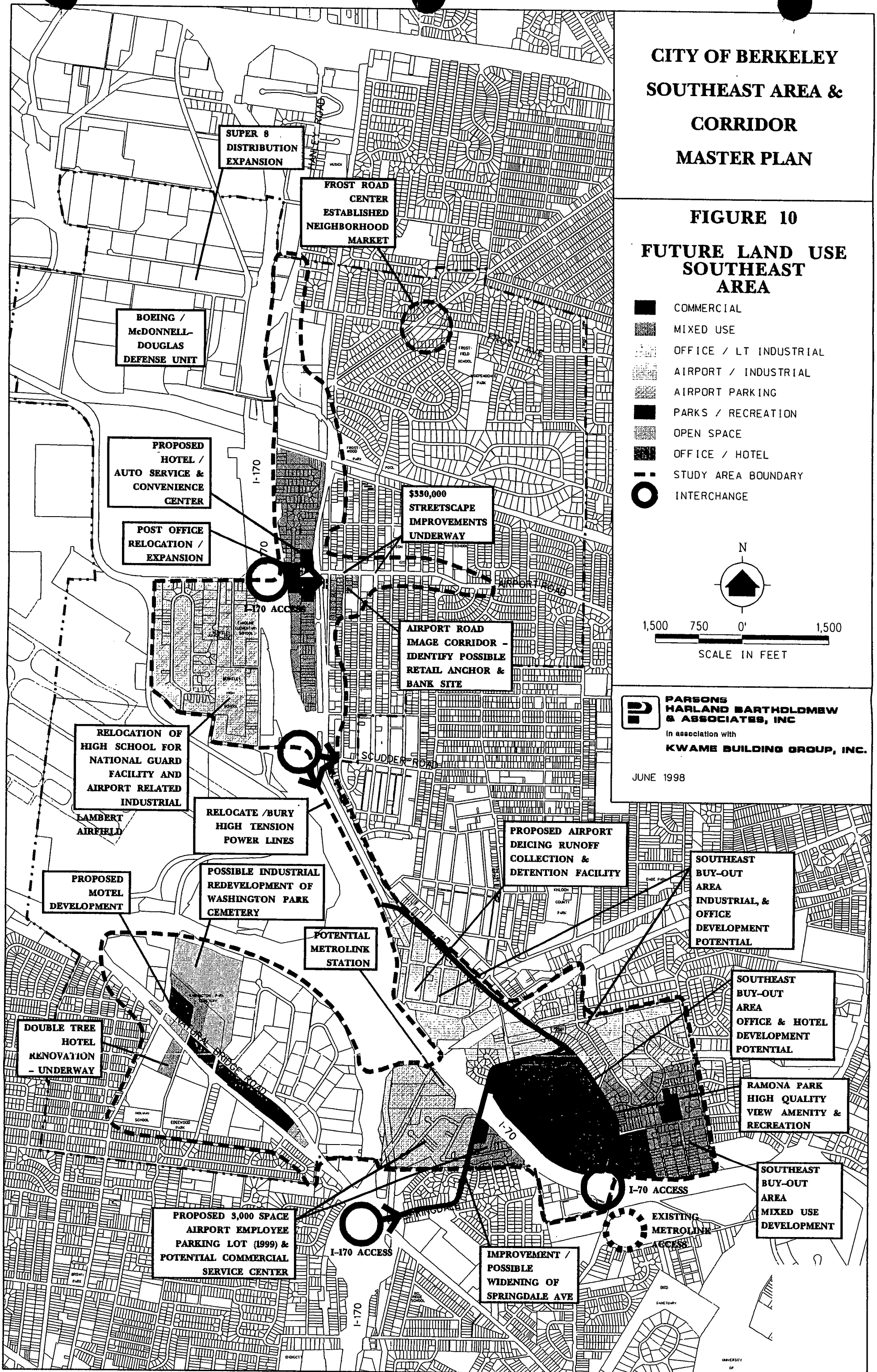


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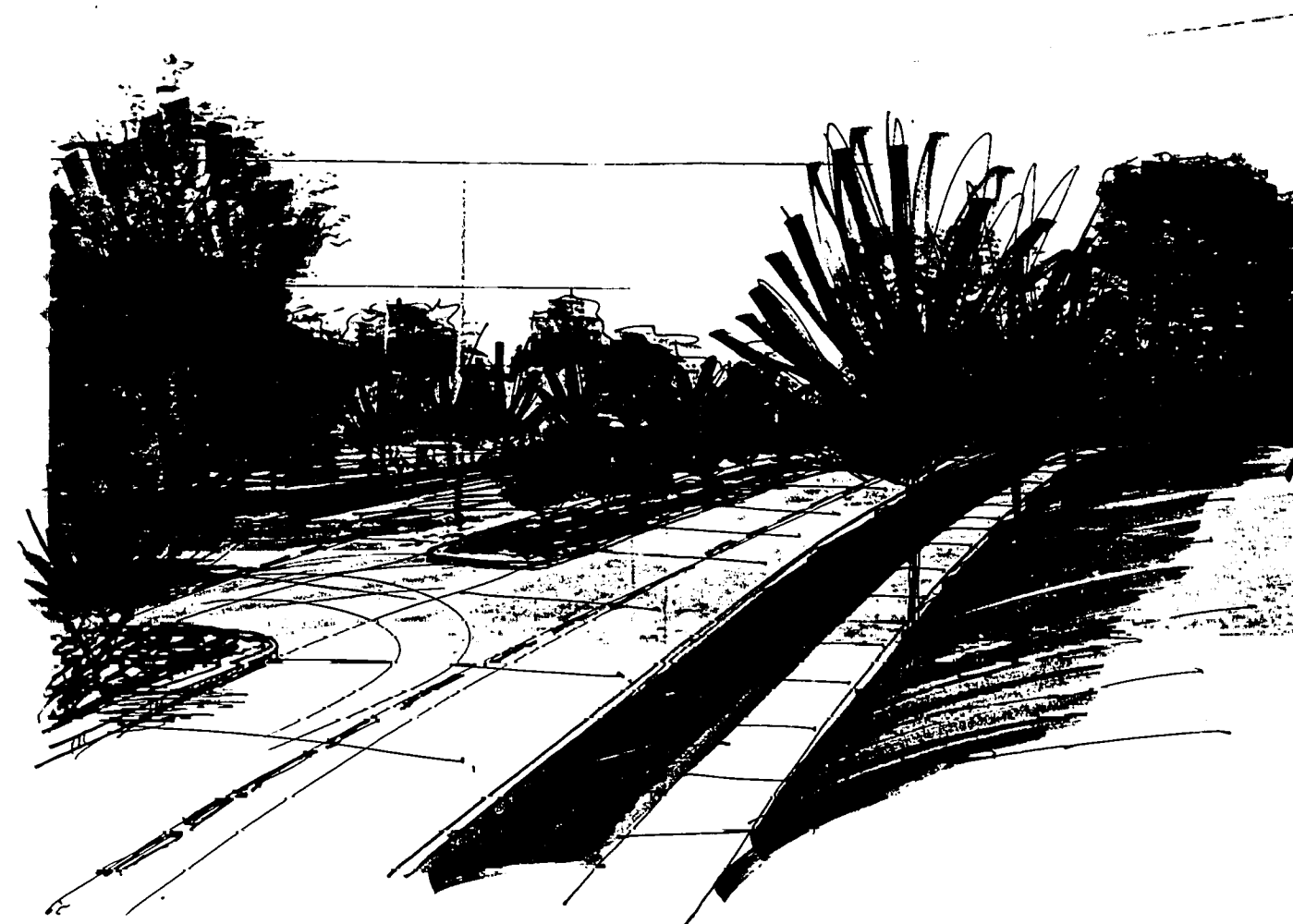
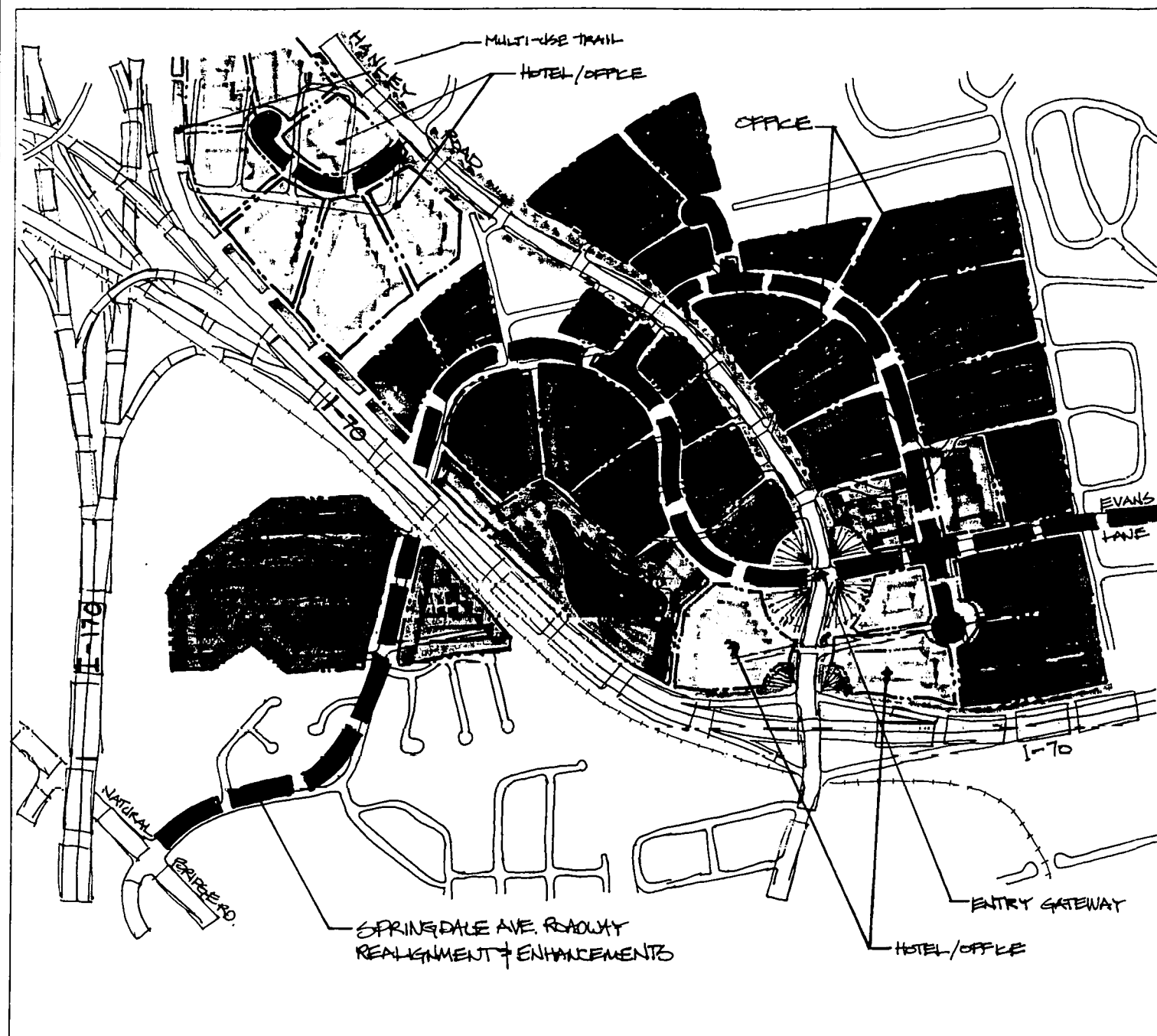




- **Office/Hotel:** This category is reserved for portions of the Southeast Area with the highest visibility and access from interstate highways. Both the I-170 and I-70 corridors have prominence and potential for office and industrial use, and also hotel use. Hotels in this area may include, for example, second tier hotel chains of major hotel franchises offering suite accommodations oriented to the office and light industrial development in the area. Hotels also would serve business traffic generated by the airport. Designating these areas for higher value and more attractive land uses also accomplishes the objective of establishing a higher standard of development at prominent entry points into the Southeast Area.
- **Mixed-use:** This category is intended to include a mixture of smaller office uses, and office and industrial related services, such as copying and other similar business support and service functions. Restaurants and small retail businesses oriented primarily to serving employees of the surrounding area would be permitted. Restaurant uses permitted in this area are intended to be primarily sit-down, full service restaurants, with fast food or drive through restaurants permitted only on a limited basis and by special approval. This land use is designated in three locations: one near a proposed 3,000 space airport employee parking lot off Springdale Avenue; a second in the Southeast Area on Hanley Road near the I-70 interchange; and a third area between Hanley Road and I-170 north and south of Airport Road.
- **Commercial:** This category includes a broad variety of retail and service businesses, including restaurants, grocery stores, retail and personal service outlets. Appropriate areas for these uses include the following locations: the intersection of Airport Road and Hanley Road; the intersection of Natural Bridge Road and Brown Road; and the central median area along Natural Bridge Road.

The Conceptual Development Plan for the Southeast Area (Figure 11) illustrates schematically the potential layout of collector roadways and lots. In addition to the demand for office\industrial land in the North County area, this site will develop because of its size, and major interstate highway and airport accessibility. The primary goal of this concept is to initiate planning for a quality office park or industrial\office park development that will attract high value companies and jobs to Berkeley. To accomplish this goal, the conceptual development plan recommends developing and integrating the following elements in the redevelopment of this area:

- One visually strong entry "gateway" feature for the development located at the current intersection of Hanley Road and Evans Lane. This location would be visible from the primary site access at the I-70\Hanley Road exit ramp. This "gateway" might include an interesting large ground sign, flag poles, special lighting and extensive landscape plantings to create an aesthetically pleasing entry. The design of this feature would establish the linkage between the developments on either side of Hanley Road.
- A street system with primary access provided at the intersection of Hanley Road and Evans Lane (the "gateway") which would be signalized. The primary collector street could be developed as a boulevard (as shown in the conceptual plan) which would extend from Natural Bridge Road to Hanley Road and eastward through the development.



**Conceptual Sketch**

**Conceptual Site Plan**

## ***Southeast Area Conceptual Development Plan***

# ***BERKELEY COMPREHENSIVE PLAN***

**Figure 11**

**Parsons  
Harland Bartholomew  
and Associates**

- A hotel and restaurant development adjacent to the “gateway” entry. The hotel development could capture office\industrial guests, and highway traffic as well as airport travelers because of its very convenient location to the airport.
- Ramona Lake Park would continue to be available to the entire community, but also would serve the tenants of the new development. Several of the developed lots would have wonderful views and be within a close walk of the park and lake. A pedestrian\bicycle trail that would provide additional access to the park for residents of the community is proposed adjacent to I-70 and I-170.
- A mixed use development, including some commercial uses, across the street from the new airport employees parking lot which would provide convenient services for these workers.
- Landscape buffering treatment along Hanley Road to impart a sense of quality development to the uses of this arterial roadway.

### ***Developer Selection***

It is anticipated that land in the Southeast Area that has been purchased by the Airport Authority will be transferred to the City of Berkeley once the Record of Decision regarding airport expansion has been finalized. Once under control of the City of Berkeley, this land can be made available for development. Disposition of the land will most likely take place using a “request for proposal”, or RFP process. Under this process, the City would issue a request for developers to submit proposals to acquire and develop the land.

Once proposals are received, the City will select a developer(s) and negotiate specific terms for the sale and development of the land. Terms would include specific performance requirements expected of the developer as well as any commitments by the City, such as assistance in financing the project or developing infrastructure through TIF revenues or industrial development bonds.

### ***Content of the Request for Proposals (RFP)***

The RFP must follow State and local laws, and the City should obtain legal counsel in determining the final procedure, content and terms of the RFP. An RFP of this type typically includes the following elements.

- **Area Description:** The area being offered for sale and development should be described. Individual tracts, multiple tracts or the entire area could be released at one time. Also, an open RFP can be issued to solicit proposals from developers as they deem appropriate.
- **Land Use Plan, Goals and Objectives, and Development Standards:** The City’s overall land use plan for the area should be included, indicating overall land uses in addition to goals and objectives specific to the development of the Southeast Area and the City in general. Also, any specific site development standards regarding the design and construction of buildings, and site improvements should be included.

- **Market\Marketing Information:** The RFP may include a market profile (such as demographics and an overview of area office\industrial conditions) and promotional information directed at attracting the most competitive proposals from the greatest number of qualified developers. Market profiles, area descriptions and opportunity\constraint descriptions included in this plan would serve as the basis for these sections of the RFP.
- **Qualifying Criteria:** Developers should be requested to submit examples of recent projects, the background of the principals of the firm or development team, and evidence of financial capability to undertake the project. A pre-qualification stage should be held to develop a list of developers qualified to submit complete proposals.
- **Minimum Terms and Requirements:** Expected minimum terms of the development and purchase agreement between the City and the developer should be included. This preliminary statement or contract would include terms of sale and the developments that are expected by the City. The preliminary terms of the agreement also outlines expected performance milestones (e.g. obtaining development approvals, start of construction, phase completion, etc.), design criteria and/or development standards which with developers must comply. This section should also address the responsibilities of the City and the developer with respect to government approvals and any improvements to area utilities, etc.
- **Financial Terms:** If tax increment or bond financing is anticipated to be made available, the basic expected terms of this financing should be outlined. For example, if TIF financing is anticipated, the TIF plan, or a summary of the TIF plan, should be included along with expected revenues to be generated by the TIF and a program showing how those funds are planned to be expended. If other financing is also available, such as revenue bonding through the Industrial Development Authority, the basic terms and bond financing process should be outlined.
- **Developer's Proposed Terms:** Developers should be required to submit specific proposed terms for the acquisition and development of the land. Proposals should include and/or address intended uses, a preliminary development plan, price, staging and phasing, intended tenant mix, and other information.

#### ***Master Developer Versus Multiple Developers***

In selecting a developer or developers, there should be consideration of whether to select a single "master developer" for the entire Southeast Area or significant portions of the area, or whether several separate developers should be selected for smaller areas. Some of the advantages and disadvantages of these approaches are summarized in the following table.

The City also could take advantage of both approaches by adopting a modified approach using aspects of each method. For example, at this time, there is very strong demand in the light industrial market in the North St. Louis County region and nation-wide. There are several large, highly qualified real estate brokerage and development interests

***Advantages of Master Developer***

- City deals with a single entity which simplifies terms of the development agreement and administration of the development process.
- A master developer has unified control and can risk making a larger, long-term investment.
- Unified control of buildings and site improvements results in greater consistency in appearance, design, and layout.
- A master developer can team with other developers and apply their resources and expertise, without need for separate agreements with the City.

***Disadvantages of Master Developer***

- Master developer may not have sufficient resources and expertise to develop all types of industrial and commercial development planned for the area.
- Greater risk of complications if the developer fails ( e.g. legal proceedings could tie-up the land).
- Terms of the development agreement are less flexible because the City must deal with a single entity and loses ability to modify terms with each new developer.
- Less competition may result in lower quality and a slower development pace. Also, master developer may favor projects in other locations.

willing and capable of developing industrial space within a short period of time in this area if given the right terms and conditions. Consequently, the City may decide to release only the industrial land in the Southeast Area at this time to one or two large, specialized industrial developers that can rapidly develop light industrial space with minimal or no need for direct subsidies.

An advantage of this approach is that an immediate tax increment and TIF revenue could be secured from the light industrial development to fund other improvement projects for the area, such as road and landscape improvements. These infrastructure improvements will increase the development potential and attractiveness of the area for other higher profile uses, such as office and hotel development that may not have a strong current market demand or value. This approach also would release the higher valued office and hotel land when their market value is greater and more favorable development terms can be negotiated.

Another approach is to give an option to a single developer for only a portion of the Southeast Area, with future options for additional land tied to specific performance standards and terms. For example, the developer would only be given the option to develop additional land if they perform by developing and securing tenants for a limited area within a given period of time. Using this approach, the City could break-off the relationship with the developer if they fail to perform according to the terms of the agreement, and the developer does not have exclusive option rights for the entire area.

The final decision regarding which approach to use will depend on the level of interest and capabilities of developers that submit proposals, the goals and objectives of the City,

market conditions, the extent to which the City will participate in the redevelopment process, and many other factors.

### ***Financial Incentives***

Appendix B provides a summary of the various redevelopment mechanisms available to municipalities in the State of Missouri. The City has already established an Industrial Development Authority which can issue revenue bonds to finance industrial development, and has made limited use of tax increment financing. The expanded use of these two mechanisms will most likely be the central focus of financial incentives used to facilitate redevelopment within the City.

The TIF districting approach is probably the best mechanism available to finance needed site, streetscape, and infrastructure improvements. Prior to, or concurrent with, issuing the RFP, the City should establish a TIF district for the South East Area. In addition, a Land Clearance for Redevelopment Authority would be an appropriate mechanism for receiving and holding the released airport property in the buyout area, and for establishing a redevelopment program for the Southeast Area.

### ***Southeast Area and Corridor Development Standards***

One of the primary purposes of this plan is to ensure that the Southeast Area is redeveloped under unified standards to create a distinct area in the community. The present cleared condition of much of this area presents the opportunity to establish an entirely new level of quality and higher appearance standards for the Southeast Area and the City in general. The image of this area and the City's major corridors is particularly important because these areas serve as entrances to the community and set the tone for its overall character.

In order to assure an enhanced image and quality of development throughout the Southeast Area and major road corridors, development guidelines for all new development and redevelopment in the area are included in this plan (see Appendix C). Site development guidelines encourage property owners and developers to consider the context for their project within the overall community. Many of these recommendations will not increase development costs, but only require additional attention to good design. Objectives of the design guidelines are as follows:

1. Promote a unified image throughout the Southeast Area and major corridors. Figure 8 portrays the major corridors and gateway entrances into the City of Berkeley.
2. Promote quality site design and building architecture to enhance the character of the Southeast Area and major road corridors.
3. Integrate natural features, such as steep slopes and existing vegetation, into site design.
4. Promote site design that benefits public safety.
5. Promote site design that results in efficient access and preserves the traffic capacity of roads.

6. Provide enough flexibility so that architects, site designers and developers can work to produce a viable project which also meets community objectives.

***Planned Zoning Districts.***

New zoning districts should be drafted, adopted and incorporated into the City's Zoning Ordinance providing for the orderly and planned redevelopment of the Southeast Area and other redevelopment areas in the City. These new districts could include a Planned Industrial District, Planned Commercial District and/or a Planned Mixed-Use District. The new districts would provide not only uniform development standards and guidelines, but also more flexibility and latitude in site design, permitted uses, etc. These districts would facilitate the establishment of a combination of complementary and supplementary developments and uses for which provisions are not made in standard zoning districts. For example, a Mixed Use District, which could permit a mixture of industrial, commercial, and office uses, would be most appropriate at major roadway intersections and interchanges. A site plan review and approval process, along with establishment of special conditions pertaining to site development, should be incorporated into the procedures for plan approval.

***AIRPORT ROAD AND FROST ROAD NEIGHBORHOOD CENTER  
REVITALIZATION STRATEGY***

The revitalization strategy for the Airport Road corridor and the Frost Road Neighborhood Center are so similar that they have been combined into a single sub-section. The strategy focuses on three major elements:

1. **Recruitment of a Retail Anchor:** This objective is directed at the attraction of a major retail tenant to function as an anchor for the commercial district, and to stimulate additional retail sales and economic activity within the area.
2. **Expanded Streetscape and Facade Improvement Program.** The current streetscape program should be continued and expanded to include additional elements, such as decorative street lighting and facade improvements to existing viable businesses. In respect to the Frost Neighborhood Center, the streetscape program should be extended to include this area in addition to facade renovation.
3. **Site Development Standards:** Site development standards outlined in the previous section should be applied to any new development or redevelopment to upgrade site conditions and improve the appearance of buildings.

***Retail Anchor Recruitment Strategy***

This analysis concludes that the potential exists to expand retail sales within the City. Much of the City's current retail sales potential is being lost to competing shopping centers in surrounding communities. Also, longer-term economic expansion related to the airport will generate new employment and residents within the City and, consequently, additional potential retail sales. The recruitment of a retail anchor will contribute significantly to the overall revitalization of the Airport Road corridor by attracting additional patrons that will

shop more at existing businesses along the corridor, and will also improve the appearance and standard of development along the corridor.

Emphasis should be directed towards efforts to retain existing businesses in both the Frost Road Neighborhood Center and along Airport Road. In addition, a business recruitment strategy should be established and implemented for re-occupancy of currently vacant storefronts within these two commercial areas.

**Trade Area Boundaries:** To assist in attracting the interest of a retail tenant (s) in the near-term, the potential retail trade area for Airport Road and the Frost Road Neighborhood Center has been analyzed in regard to current and future demographics, consumer demand, potential retail sales, etc. This information, together with the identification of a site, potential retail tenants and an outreach effort to attract the interest of a retail chain and/or developer, comprise the major elements of the recruitment strategy.

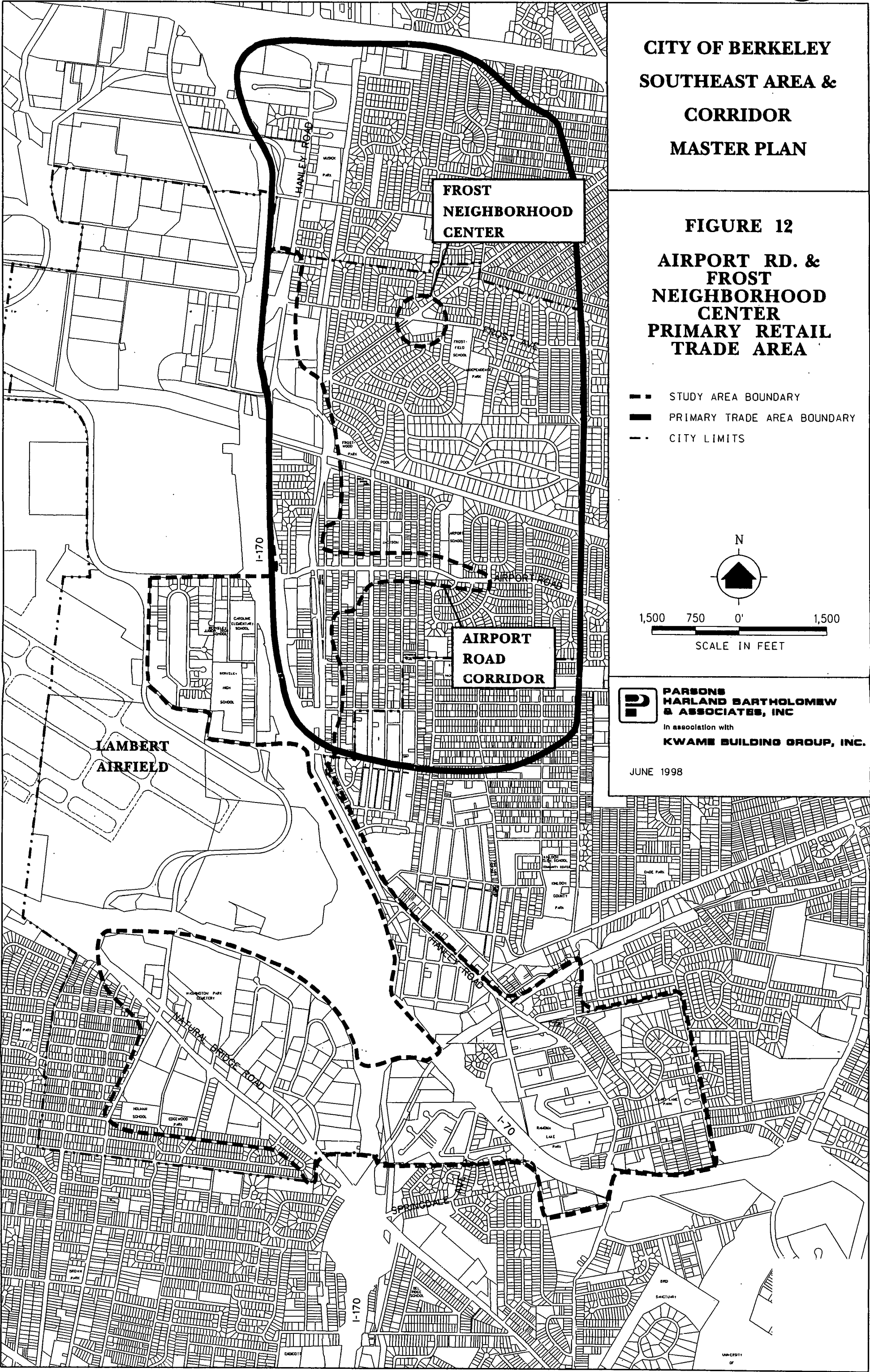
Figure 12 illustrates the potential primary retail trade area boundary for the Airport Road corridor. This trade area represents the potential primary area that could be served by a retail anchor and other retail businesses located on Airport Road. This trade area also would apply to the Frost Road Neighborhood Center because its primary trade area overlaps with the Airport Road trade area. The trade area as defined here encompasses a 1 mile x 2 1/2 mile area centered on Airport Road and Frost Road. The trade area boundary has been defined to reflect competition from surrounding shopping centers, particularly those to the east in the City of Ferguson, and also includes areas to the north of the City, south of I-270 and east of I-170.

**Trade Area Data:** Data summary reports regarding the current and projected demographics, and current and potential retail sales within this trade area are included in Appendix D. The data source for Tables D-1 through D-4 in Appendix D is National Decision Systems, a national business and consumer marketing firm that specializes in market research.

Table D-1, Demographic Trends, provides a summary of demographic trends and projections in respect to total population, age composition and household income. Population projections for the year 2003 indicate a decline in the resident population within the defined trade area. However, these projections do not reflect the potential impact of the airport expansion on employee population within the area in addition to potentially new resident population. It is currently estimated that there are 3,986 households within the trade area, with a median annual household income of \$37,287. The number of households are projected to decrease during the next five years, but annual household income is projected to increase during this period.

Tables D-2 and D-3 summarize retail trade potential and consumer demand within the trade area respectively. Table D-2 indicates that estimated retail sales within the trade area for the twelve retail categories listed total over \$125 million annually. Table D-3 indicates that, based upon typical household spending habits, consumer demand (e.g. demand by the households living within the trade area) for nine major retail type stores exceeds \$49 million within the trade area. The greatest annual household expenditures are for grocery and drug items, clothing and restaurants. A comparison of the consumer expenditure and demand





data in Tables D-2 and D-3 indicates an apparent deficiency in grocery (food stores) and drug stores within the trade area.

Table D-4 provides a comparison of household consumer demand within the trade area with household consumer demand for the base area (St. Louis County) for ten major retail store items. As indicated, the average annual household demand within the trade area is less than the average annual demand for St. Louis County. This is basically a reflection of levels of income in addition to differences in consumer spending habits. The expenditures per household index (Exp\HH Index) in Table D-4 is a relative comparative measure of consumer demand within the trade area to the base area demand. If the expenditures per household index exceeds 100, then the average household demand within the trade area is greater than for the overall base area household demand. As indicated in Table D-4, this index exceeds 100 for home appliances, apparel and toys within the Berkeley trade area.

**Potential Tenants:** Potential retail tenants that could be recruited include a major drug store chain offering general merchandise, and/or a grocery store chain. Ideally such chains would be those that are not currently represented by stores within nearby shopping areas along Florissant Road. Additionally, because the City is not currently served by a financial institution within the City's boundaries, a bank is a third potential anchor tenant for Airport Road.

**Retail Anchor Sites:** Site requirements vary for the various retailers. For example, a drug store site would require at least two to three acres, while a major grocery store would require up to at least five acres. Banks can generally be accommodated on sites as small as 1/2 acre in size. Site assembly will generally be required as there are no single vacant sites along the Airport Road corridor that have sufficient area to meet these site requirements, with the exception of a bank.

The best candidates for site assembly include the existing vacant buildings along the central and eastern ends of the corridor. Additionally, consideration should be given to a possible swap of the City's current municipal complex site for land elsewhere in the community that could be developed with a new municipal center consolidating all major municipal departments on one site. Site assembly could be initiated by the City, or this task assigned to the developer once one has been identified, with assistance given by the City or some other authority, such as the St. Louis Economic Development Council.

**Outreach Program:** The final component of the recruitment strategy is an outreach effort to solicit a developer and/or retail tenant. This effort can be accomplished with a direct mailing to retail chains to solicit interest from principals within these companies that are charged with marketing, real estate and site development. There are several commercial sources that can be used to develop a mailing list. The mailing can include a general profile of the City and the surrounding region, and the trade area analysis. Additionally, contacts through the City's local business community could be used to approach a local developer that could develop a site and secure a tenant.

### ***Streetscape Program***

The most difficult task in implementing an expanded streetscape program for Airport Road will be obtaining the necessary funding. Existing and potential funding sources are summarized below:

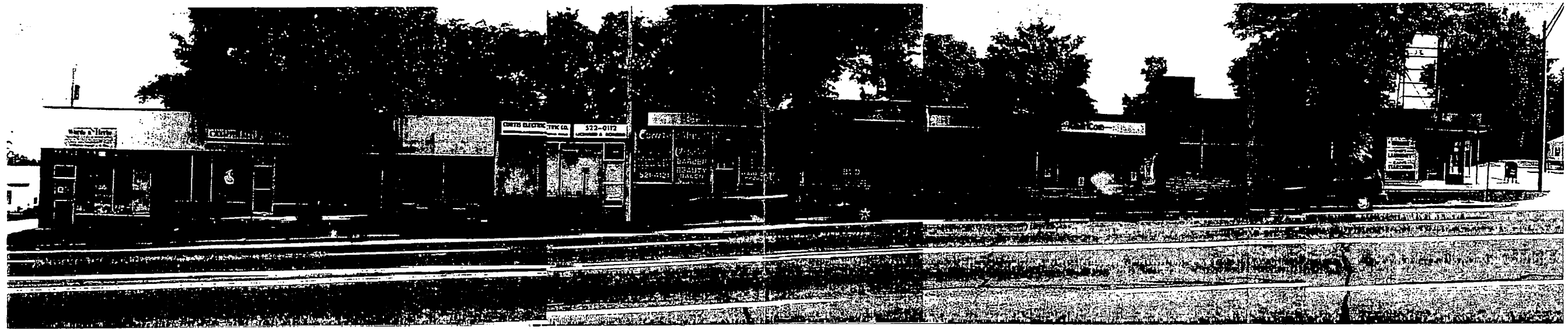
- **ISTEA (Intermodal Surface Transportation Efficiency Act) funding:** This program has already been successfully used to fund \$330,000 in initial streetscape improvements along Airport Road, including primarily sidewalk paving and landscaping. ISTEA has been re-authorized in 1998 as TEA-21, and additional funding should be sought for this program.
- **Community Development Block Grant Funds:** Commercial facade renovation is an eligible activity under this program as are streetscape improvements. A special application for discretionary CDBG funds could be considered so that existing CDBG funded programs in the City are not affected.
- **TIF District:** If a new retail tenant can be secured, a TIF district could be used to generate funding for site improvements, including streetscape improvements.
- **Community Improvement District:** A new mechanism recently authorized by the Missouri state legislature allows the creation of a special assessment district for distressed areas and special tax assessments to fund capital improvements. This approach also could be used to fund additional streetscape improvements. This tool should not, however, be proposed until economic activity and land values begin to increase and the area can financially support a special assessment.

### ***Facade Improvement Program***

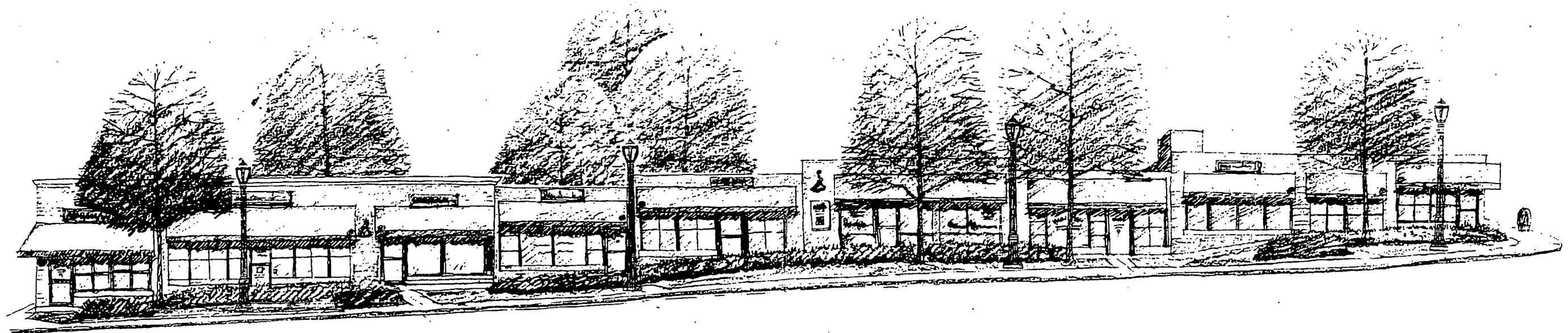
Figure 13 portrays an example of facade improvements that could be made to the north side of Airport Road between Garfield Street and Madison Street. This example is intended to conceptually illustrate facade improvements that could be made as part of the expanded streetscape program described above. The landscaping depicted in this illustration has been funded and will be installed during 1998.

The design concept for Airport Road is to develop a unified building façade treatment that would promote business and attract consumers. This concept along with the streetscape improvements will form a cohesive identifiable area for businesses. The conceptual sketch in Figure 13 identifies realistic improvements that will assist in the restoration and enhancement of the diverse buildings along the corridor. The details implemented even on the simplest buildings will help form an image that defines the commercial area as the model for the future. The building relationships to the street can be viewed as an asset rather than a hindrance if care is taken to maintain and accent the architecture.

The storefront of each building is a group of elements that defines the entry, and provides identity of the product or service provided within the store. The concept identifies improvements to such elements as the front door, windows, canopies, awnings, signage, and exterior lighting. Improvements to the storefront provide for an open unobstructed view into the buildings for viewing, as well as for the penetration of natural light. Doors are the first impression to a patron, and the simplest modification can have a positive impact on the public. The addition of awnings and canopies provide protection from the elements and give the building a sense of identity. The consistent color choice will reinforce the idea of a unified area and add to a sense of character.



**Existing Elevation**



**Proposed Elevation**

***Airport Road Conceptual Facade Improvements***

Figure 13

***BERKELEY COMPREHENSIVE PLAN***

***Parsons  
Harland Bartholomew  
and Associates***

The most important element in a business is signage which is used not only to market, and attract consumers, but also to locate the business. A successful business area provides signage for each business while maintaining the visibility of the unique features of the area architecture. Sign types, color, and location must be consistent and simple for the ease of discovery. In addition, exterior lighting will provide a safe and secure environment for the pedestrians.

These proposed improvements are only intended to be conceptual. A final facade improvement program would require a detailed scheme of improvements worked out in cooperation with property owners and merchants. Also, an administrative program would need to be created including a funding schedule, application forms, etc. Listed below are conceptual facade improvement guidelines:

#### Windows

- New double insulated wood units or other suitable casement.
- Paint wood trim a color indigenous to the area.
- Provide interior mullions to minimize glass size.

#### Doors

- Replace or repair existing door, paint wood trim a color indigenous to the area.
- Replace door hardware.
- Provide signage related to business operations (hours, payment methods).

#### Awnings

- Provide awnings for entry protection and identification.
- Select color from recommended color palette.
- Provide address on vertical tab.
- Provide logo on awning.

#### Storefronts

- Replace existing with new double insulated wood units.
- Where visibility is necessary for display, minimize interior mullions
- Paint wood trim a color indigenous to the area.
- Provide window signage within defined boundaries.

#### Signage

- Provide wall signage with font from select group.
- Provide individual letters if possible
- Avoid internally lit signs. Light from external source
- Locate wall signs above awning.

#### Lighting

- Install wall lighting at entrances for identification and safety.
- Install lighting above wall sign and at key accent locations.

### ***Typical Cost and Funding of Facade Improvements***

It is difficult to estimate costs for improvements without meeting and preparing specific plans tailored to each individual store front requirements. For purposes of illustration, following is a typical cost estimate and funding formula, assuming an incentive grant or loan is offered. The specific details of the funding program would require final review and approval by the City. Also, the scope of improvements could be reduced and/or phased depending on the individual needs and resources of the business/property owner and the City.

#### **Conceptual Facade Budget**

Awnings:	\$2,500
Windows and doors:	\$4,000
Storefront Paint/Repair:	\$1,000
Signs and Lighting:	<u>\$1,000</u>
<b>Total Budget:</b>	<b>\$8,500</b>

#### **Conceptual Facade Funding Formula**

<b>Total Budget:</b>	<b>\$8,500</b>
Grant/Loan:	<u>-\$5,000</u>
Owner/Merchant Share:	\$3,500

### ***NATURAL BRIDGE ROAD REDEVELOPMENT STRATEGY***

The strategy for Natural Bridge Road envisions this corridor becoming a premiere commercial center of hotels and related commercial services for the airport. Recommendations including the following.

1. **Gateway Feature:** To establish this corridor as a premier airport commercial center, a special entrance feature should be constructed within the right-of-way median area at both the north and south ends of the corridor.
2. **Access Improvements:** Access to the portion of Natural Bridge within Berkeley for west bound traffic on I-70 is indirect. Improvements to provide direct access are recommended.
3. **Overlay Redevelopment Zone:** Currently, much of the corridor, especially the median area, is under-utilized. Considering the demand for commercial development likely to be created by expansion of the airport, it is recommended that an overlay zone be used to encourage redevelopment of the corridor for appropriate and higher quality airport related commercial uses.



### ***Gateway Feature***

Special entry features are recommended within the median at both the north and south entrances to the corridor. The entry features would serve to distinguish the area and set a tone for higher quality development. The features should consist of special decorative landscaping and other design elements, such as sculpture, flags and banners, and/or a fountain. Consideration could be given to the creation of a TIF district to fund both the entry features and proposed access improvements discussed below.

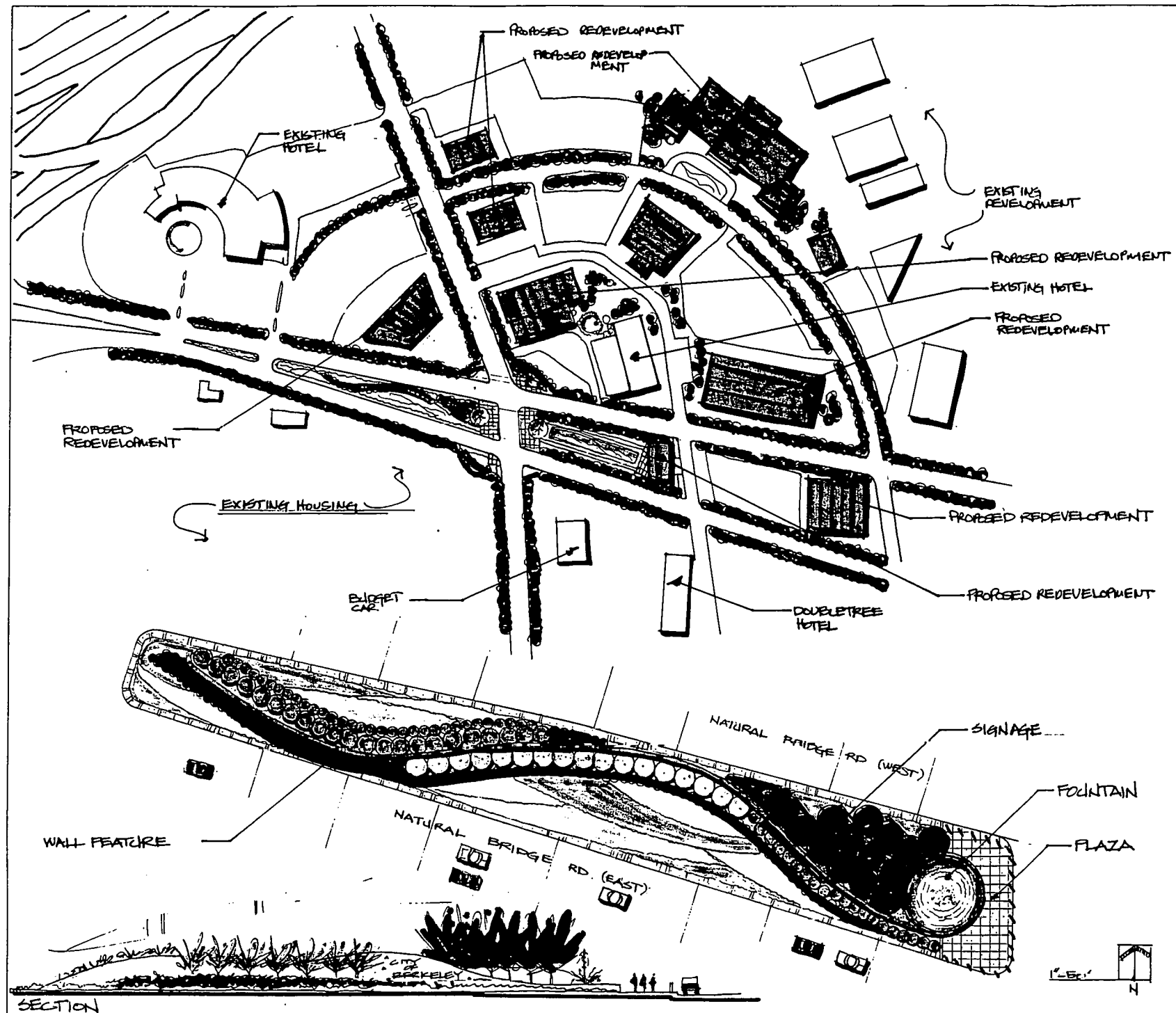
The design concept for the intersection of Natural Bridge Road and Brown Road includes developing an entry gateway corridor into the City of Berkeley. This concept is graphically illustrated in Figure 14. As the expansion of Lambert International Airport occurs, this corridor could potentially develop into a major service center for the airport and its users. The location and high visibility of this area is conducive to creating a major entry feature which recognizes the area. The conceptual site plan develops the areas surrounding the intersection into large office/hotel parcels. A unified roadway treatment for the redevelopment area would consist of sidewalks and street trees.

The median area which separates eastbound and westbound Natural Bridge Road provides an excellent opportunity to develop a gateway feature. The site plan identifies this area as a potential for a linear park and open space. The first median would consist of a series of serpentine walls with the City's signage and logo to be displayed. Landscaping the area with flowering trees and shrubs will provide a dramatic arrival sequence into the city. A pedestrian plaza with a water feature and reflecting pool could be located at the terminus of the wall. Adjacent intersection corners would have similar treatment creating a dramatic intersection for visitors and residents. East of Brown Road the parcels become large enough to redevelop with quality commercial or public uses. The sketches in Figure 14 portray landscaping and signage as appearing to a visitor entering the City from the airport.

### ***Access Improvements***

West-bound I-70 traffic must now exit at the airport terminal off-ramp and back-track on Natural Bridge Road to access commercial sites along the Berkeley portion of Natural Bridge Road. This is an indirect route, and causes traffic to pass-by competing commercial sites outside of Berkeley. More direct access should be provided. Direct access could be provided via a slip off-ramp for westbound traffic at Brown Road, which connects directly to Natural Bridge Road. This access improvement should be combined with a high-quality, low-level directional signage to direct traffic to hotel destinations.

The ramp could be built at a reasonable cost since the small amount of necessary right-of-way could be provided from vacant airport owned property adjacent to the highway and the ramp itself would not be a very large construction project. The ramp also would benefit the airport because it would provide more direct access to the planned Air National Guard site to the north on Brown Road at the present Berkeley High School site. As mentioned above, funding for this improvement could possibly be derived from a TIF district created to capture the tax increment from proposed hotel developments in the area.



Conceptual Site Plan

## Natural Bridge Rd. and Brown Rd. Improvements

**BERKELEY COMPREHENSIVE PLAN**



Conceptual Sketch



Conceptual Sketch

Figure 14

Parsons  
Harland Bartholomew  
and Associates



### ***Overlay Redevelopment Zone***

Considering the development pressures in the area, strong regulatory measures are in order to ensure that the current under-utilization of this area does not result in a continuation of lower-quality strip commercial development. It is recommended that the entire corridor be placed under an overlay redevelopment zone intended to encourage higher-quality commercial development. The district would include restrictions on the expansion of certain uses, such as small site fast food development, automobile related uses and lower echelon airport related commercial uses, such as car rental and long-term airport parking.

This special overlay zoning district would be adopted as part of the zoning ordinance. In addition to site development standards as recommended previously, the overlay zone would include incentives to encourage site assembly for larger, higher-quality hotel development and full-service restaurants. Strip commercial development of smaller commercial services and fast food restaurants should be discouraged and permitted only by special approval. Current vacant commercial sites located at 9424 and 9400 Natural Bridge Road are prime candidates to begin the site assembly process for larger site commercial redevelopment.

### ***HANLEY ROAD REDEVELOPMENT STRATEGY***

Hanley Road ties Berkeley together and overlaps into several of the other focus areas of this plan. Consequently, the recommendations of other sections of this plan will also apply to the Hanley Road Corridor. Special components of the Hanley Road strategy not addressed elsewhere, and those recommendations that are most important for Hanley Road are summarized below.

1. **Potential Land Use Changes:** Several areas along this corridor between the electric utility transmission lines and I-170 have potential for higher and better use. A change in the planned land use and zoning to permit office and potentially medium density town-home development is recommended.
2. **Relocate/Bury Transmission Lines:** Associated with the above land use changes is the objective of relocating or burying the existing transmission lines to improve access to this area and the overall appearance of the corridor and the City. Funding for this improvement would most likely come from the developers of lands along the expressway in this vicinity.
3. **Gateways and Development Standards:** As recommended for all other areas, the development standards and the gateway concept recommended above also should be applied to any new development or redevelopment along this corridor.

### ***Potential Land Use Changes***

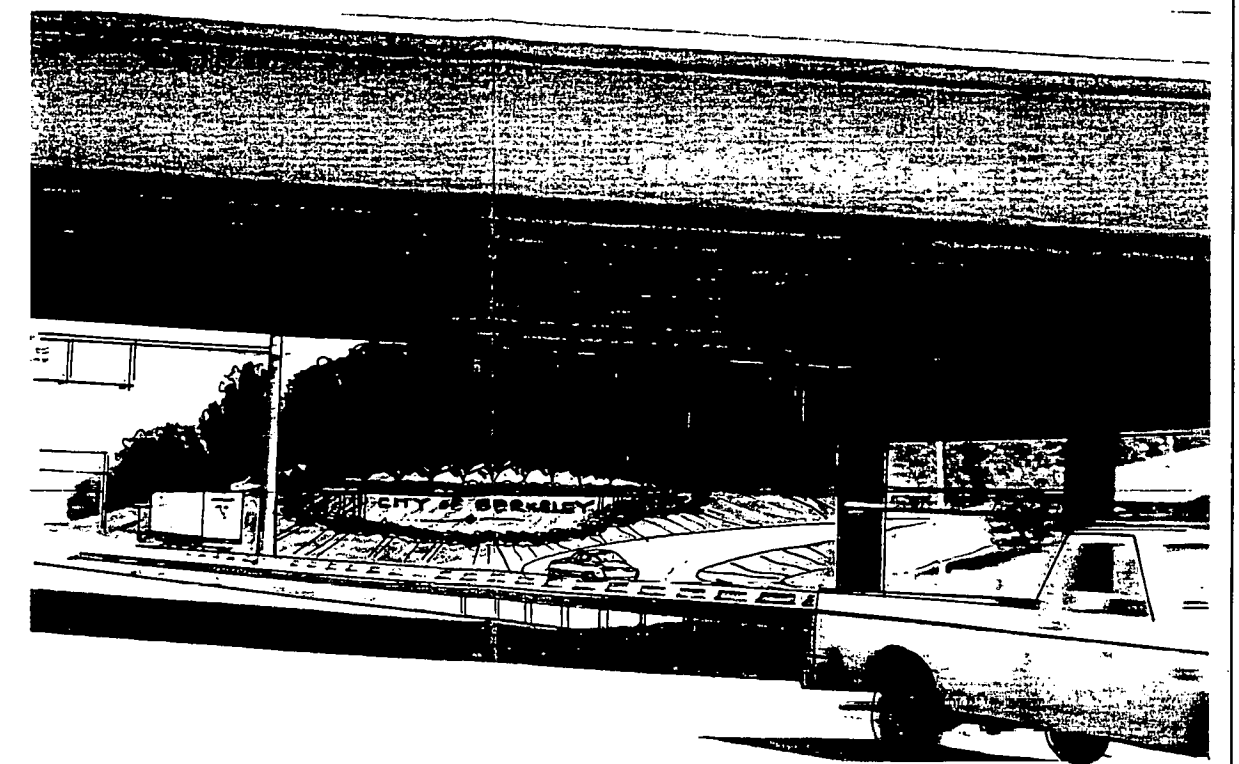
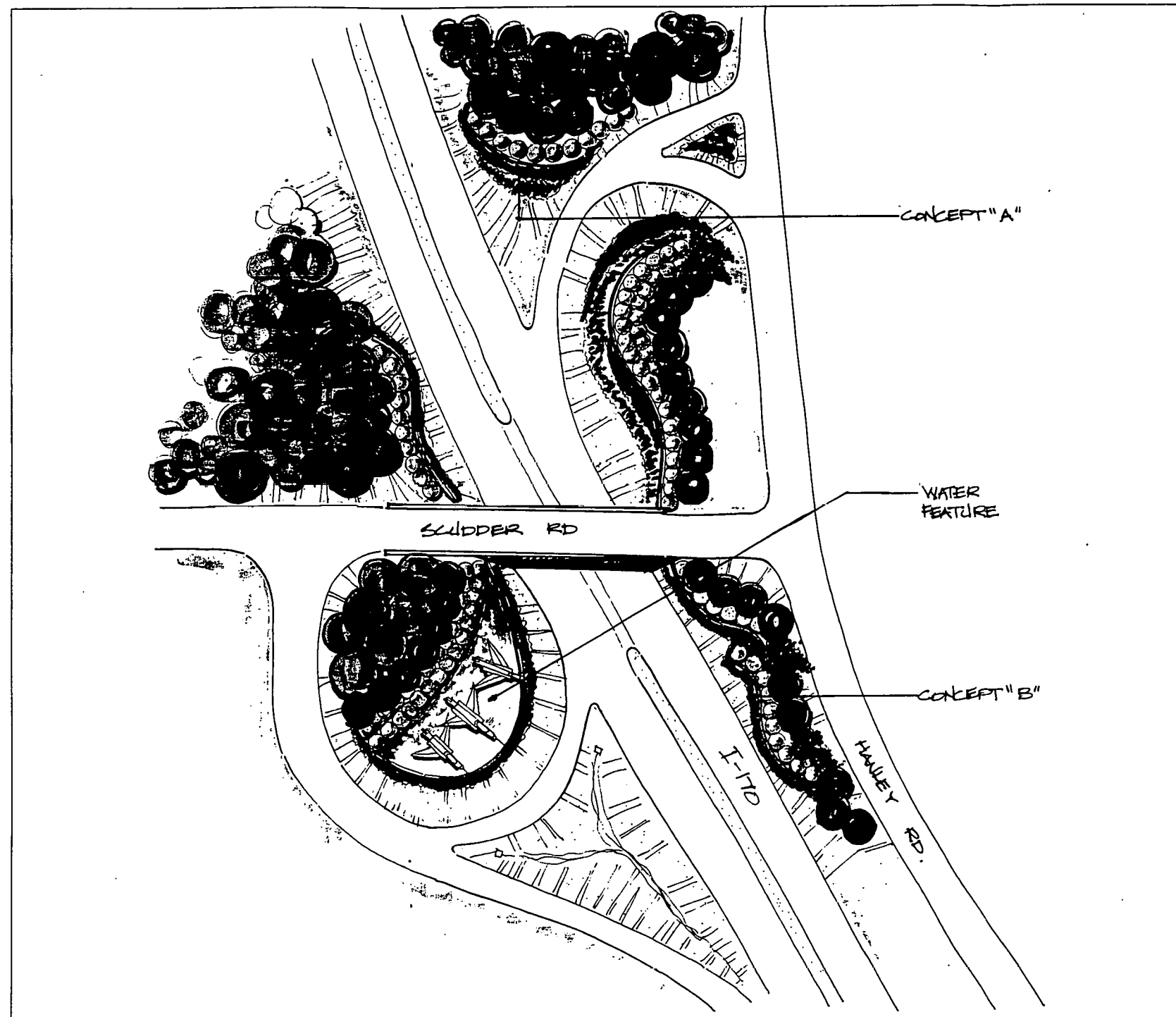
Generally, areas along the west side of Hanley Road between Hanley and I-170 have the potential for higher and better use because of their exposure to the interstate highway. Potential uses in this area include office and light industrial uses, as well as some commercial uses. These potential land use changes should be discussed further with

residents in these areas before a final recommendation or zoning changes are made. If a decision is made to make land use changes in these areas, the planned industrial and office zoning districts recommended above for the Southeast Area also should be applied here to ensure that the area is developed in a cohesive manner.

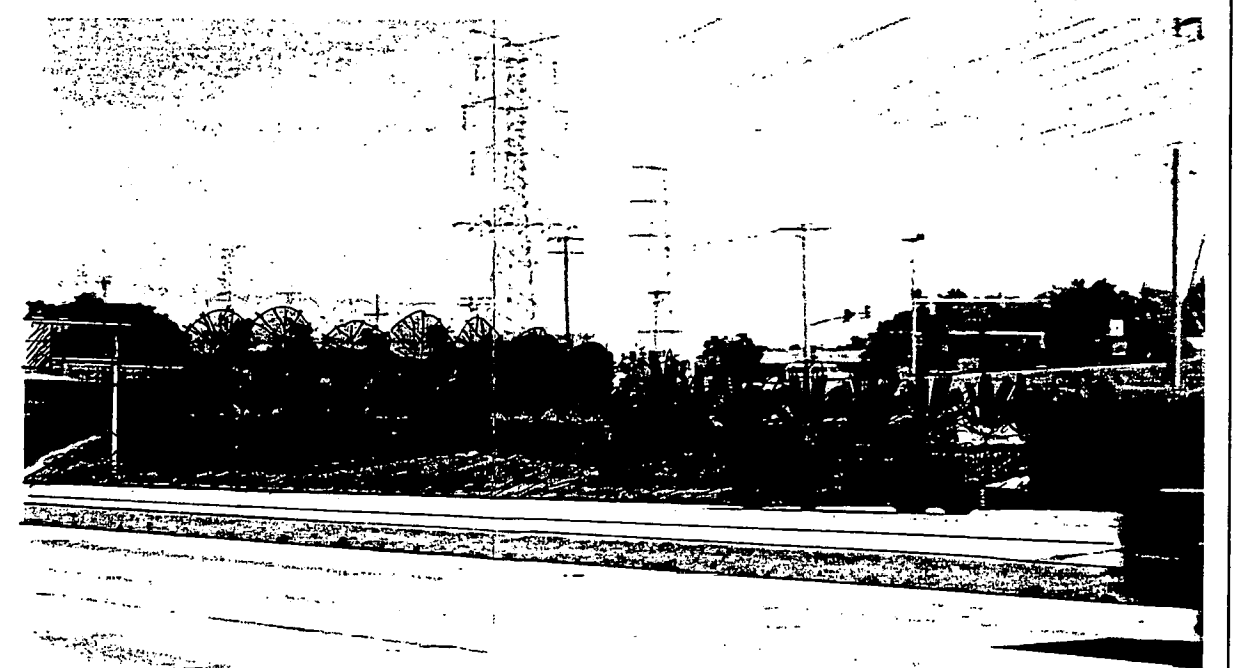
### ***Hanley Road Gateways***

Hanley Road also serves as a gateway to the City, especially at entrance points from the north bound off-ramp at Scudder Road and at the I-170 interchange adjacent to the Southeast Area. These locations also should be considered for special gateway enhancements.

A design concept for the Hanley Road gateway is portrayed in Figure 15. The overall concept is to develop a series of serpentine walls to display the signage and logos, and provide an area for landscaping. This area is heavily traveled and with the expansion of the airport, Scudder Road will become a major intersection with Hanley Road and entrance into Berkeley. The plans portray walls with landscaping on the east and west sides of I-170. The landscaping is used to screen and direct travelers to areas of focus. The sketches indicate two possible areas for the location of signage - on the west side of I-170, and between the entrance and exit ramps for Scudder Road. The idea is to create a dramatic feature commemorating the City of Berkeley and Lambert International Airport. The design concept celebrates flight by creating a water feature and reflecting pool to display aviation-related elements, such as airplanes. The water feature would have a foreground of ornamental shrubs, ornamental grasses and flowers, and a backdrop of large shade trees. These improvements would help to provide recognition to the city as well as to the airport.



Concept "A"



Concept "B"

Figure 15

Conceptual Site Plan  
***I-170 and Scudder Rd. Improvements***

***BERKELEY COMPREHENSIVE PLAN***

***Parsons  
 Harland Bartholomew  
 and Associates***

**APPENDIX A**  
**DEMOGRAPHIC AND HOUSING DATA**  
**CITY OF BERKELEY AND**  
**SURROUNDING COMMUNITIES**

Table A-1							
Population Characteristics							
	Hazelwood	Ferguson	Bellefontaine Neighbors	Berkeley	Bridgeton	Overland	Univer -sity City
<b>Population</b>							
1970	14,082	28,759	14,084	19,743	19,992	24,819	47,527
1980	13,098	24,549	12,082	15,922	18,445	19,620	42,690
1990	15,324	22,286	10,922	12,450	17,779	17,987	40087
<b>Change in Population</b>							
1970-80	-8.1%	-14.6%	-14.2%	-19.4%	-7.7%	-20.9%	-10.2%
1980-90	+17.0%	-9.2%	-9.6%	-21.8%	-3.6%	-8.3%	-6.1%
1970-90	+8.8%	-22.5%	-22.5%	-36.9%	-11.1%	-27.5%	-15.7%
<b>Average Household Size</b>							
1970	3.15	3.22	3.06	3.51	3.33	3.20	2.80
1980	2.55	2.63	2.57	3.04	2.77	2.64	2.54
1990	2.41	2.52	2.35	2.90	2.54	2.50	2.40
<b>Change in Household Size</b>							
1970-80	-19.0%	-18.3%	-16.0%	-13.4%	-16.8%	-17.5%	-9.3%
1980-90	-5.5%	-4.2%	-8.6%	-4.6%	-8.3%	-5.3%	-5.5%
1970-90	-23.5%	-21.5%	-23.2%	-17.4%	-23.7%	-21.9%	-14.3%
Source: U.S. Census							

<p><b>Table A-2</b></p> <p><b>1990 Social Characteristics</b></p>							
	Hazelwood	Ferguson	Bellefontaine Neighbors	Berkeley	Bridgeton	Overland	University City
Enrolled in School	24.5%	25.5%	19.8%	32.9%	23.9%	48.0%	55.8%
High School Graduates	82.5%	77.0%	66.4%	71.5%	81.3%	70.0%	83.6%
College Graduates	20.2%	16.8%	11.7%	8.2%	23.3%	10.8%	41.3%
Male Labor Force	81.7%	74.2%	62.4%	76.6%	77.9%	75.2%	60.9%
Female Labor Force	69.0%	59.0%	48.0%	66.0%	61.9%	59.0%	65.0%
Unemployment	3.9%	6.5%	5.0%	11.9%	3.0%	6.3%	6.4%
Median House- hold Income	\$35,197	\$29,450	\$31,726	\$26,732	\$38,619	\$28,727	\$32,150
Median Family Income	\$40,757	\$33,359	\$37,930	\$29,514	\$45,938	\$32,917	\$39,067
Persons below Poverty	4.5%	6.4%	3.5%	15.5%	2.9%	8.3%	12.8%
Source: 1990 U.S. Census							

Table A-3 - 1990 Work Industry and Occupation

	Hazelwood	Ferguson	Bellefontaine	Berkeley	Bridgeton	Overland	University City
<b>Employment by Industry</b>							
Agriculture	0.9%	0.7%	0.7%	0.7%	0.9%	1.0%	0.4%
Construction	3.8%	6.1%	5.3%	3.5%	5.1%	7.2%	1.8%
Manufacturing	27.1%	21.5%	21.2%	25.6%	23.5%	23.9%	15.3%
Transport/Utilities	10%	10.2%	12.7%	11.2%	10.1%	8.4%	7.1%
Wholesale Trade	5.4%	5.1%	6.4%	3.3%	6.0%	7.5%	4.1%
Retail Trade	17.5%	5.1%	19.8%	15.7%	19.1%	19.4%	14.3%
F.I.R.E.	8.2%	7.7%	7.4%	6.8%	7.6%	7.3%	8.0%
Services	8.8%	9.7%	6.6%	11.1%	7.7%	10.2%	9.3%
Health	5.6%	8.3%	8.7%	8.6%	8.1%	6.7%	14.8%
Education	8.3%	8.5%	5.7%	9.0%	7.2%	4.9%	19.7%
Public Admin.	4.3%	3.6%	5.4%	4.7%	4.7%	3.3%	5.2%
<b>Occupation by Employment Category</b>							
Managers	15.3%	12.7%	14.4%	8.3%	16.1%	11.4%	14.5%
Prof./Tech.	22.2%	21.0%	16.2%	12.2%	22.4%	13.4%	36.6%
Sales	11.6%	12.2%	10.1%	8.8%	14.0%	10.9%	10.5%
Admin/Sec	23.4%	21.8%	25.5%	26.7%	23.0%	25.6%	16.6%
Services	11.3%	12.9%	12.7%	22.1%	10.2%	14.9%	12.4%
Farming	0.6%	0.4%	0.3%	0.9%	0.6%	0.6%	0.3%
Craftsmen	10.6%	12.4%	14.4%	9.7%	9.6%	14.8%	4.0%
Operators	5.0%	6.5%	5.9%	11.2%	4.0%	8.4%	5.1%
Source: 1990 Census							



**APPENDIX B**  
**SUMMARY OF ECONOMIC DEVELOPMENT &**  
**FINANCIAL INCENTIVES**

## **SUMMARY OF ECONOMIC DEVELOPMENT & FINANCIAL INCENTIVES**

Following is a summary of the major economic development tools available to assist in financing redevelopment in the City of Berkeley. A combination of two or more of the following could be used in tandem for a specific redevelopment of an area. A more detailed analysis is necessary in order to determine which development program(s) would be most applicable and appropriate for the area.

### **Tax Increment Financing (Real Property Tax Increment Allocation Redevelopment Act, Chapter 99, Sections 99.805-99.865)**

Under Tax Increment Financing (TIF), taxes in a designated area are frozen at pre-development levels for a designated period of time. The increase or "increment" in property taxes that are generated from the new development is used by the city to retire revenue bonds issued to finance up-front project costs, such as land acquisition, parking, streets, sewers, utilities, construction or rehabilitation. In other words, the annual increment in property taxes is specifically targeted for site preparation and public improvements. TIF funds are deposited in a Special Allocation Fund by the city to be used specifically for the redevelopment area. In addition to the new revenue from real property taxes, up to 50 percent of the new revenues from "economic activity" taxes (e.g. sales tax) are also subject to TIF and can be used to finance infrastructure costs related to the project.

Generally, municipalities borrow money for the infrastructure improvements through the issuance of bonds which are subsequently retired through the annual TIF revenues (from the increase in property tax revenues). Thus, under this program, the local municipality is providing developer incentives by paying for the necessary project related infrastructure and public improvement costs. However, it should be noted that, under this program, a firm commitment from a developer (s) is necessary before any public improvements related to the TIF project area can be made.

In order to establish a TIF, the local municipality must appoint a nine-person TIF Commission and approve, by ordinance, a redevelopment plan for the project area. The redevelopment plan must include project objectives, project costs, source of funds to pay for the costs, evidence of firm financial commitments, the nature and terms of the financial obligations (e.g. bonds) to be issued, assessed valuations before and after redevelopment, and general land uses to be developed.

The redevelopment plan must show that the redevelopment area is either blighted, a conservation area, or an economic development area and has not been subject to growth and investment by private enterprise. Specific conditions must be present and certain criteria met for an area to be designated a "blighted", "conservation" or "economic development" area. However, when such designations have been challenged, the courts have usually ruled that the determination that an area meets these criteria is left to the prerogative of the local government making the determination (i.e. such determinations have rarely been overturned).

In addition, the plan must show that the area would not reasonably be anticipated to be developed without the application of TIF and the redevelopment plan. This "but for" clause under Missouri Statutes is critical, and directs that TIF only can be used when it can

be shown that private investment in the redevelopment area reasonably would not be anticipated without adoption of this special financing mechanism.

### **Urban Redevelopment Corporations Law (Missouri Chapter 353)**

Under Missouri Chapter 353, an Urban Redevelopment Corporation can be established which is empowered to redevelop a blighted area. A municipality can deem an area as blighted whenever it has been determined that the area has become an economic or social liability to the community. However, as with TIF, certain conditions must be present and criteria met in order for an area to be legitimately blighted. An Urban Redevelopment Corporation, upon consent of the municipality, may exercise the powers of the city, including the power of eminent domain.

Under Chapter 353 redevelopment, property tax abatement is the primary developer incentive. Property within a designated "353" area can be taxed based on its valuation prior to any improvements under the redevelopment plan. The increased value of the real property resulting from improvements under Chapter 353 are totally exempt from local and state property taxes for a period of ten years, and taxed at only one-half of the normal amount for the ensuing fifteen years. Only after twenty-five years is the improved property again taxed at the normal rates. Displaced businesses and residents must be compensated by the redevelopment corporation for property acquisition, relocation and moving expenses, and comparable housing outside of the redevelopment area must be found and provided for those residents displaced.

### **Enterprise Zone Act (Missouri Chapter 135)**

This act authorizes tax credits to commercial and industrial facilities that establish or expand business operations in Enterprise Zones provided new capital investment is expended and/or new jobs are created. Subsequent improvements to real property within an Enterprise Zone are exempt from property taxes to the same extent as they are exempt under Chapter 353, except that at least 50% must be exempt for at least the first ten years. Other tax benefits include the exemption of one-half of the Missouri taxable income attributed to a business located in an Enterprise Zone from state income tax, and numerous tax credits that can be used to offset state income tax liabilities for the employer.

In order for an area to be established as an Enterprise Zone, the area must be economically distressed and be located entirely within an area that meets the requirements for federal assistance under Section 119 of the Housing and Community Development Act. In addition, a minimum of 65% of the area residents must have incomes which are below 80% of the median income of all Missouri residents. Also, the area's unemployment rate must have been at least one-and-a-half times the average unemployment rate for the state during the previous 12-month period, or the percent of the area's residents that are employed on a full-time basis must be less than 50% of the percent of residents employed full-time statewide.

The establishment of an Enterprise Zone includes the filing of a petition with the Missouri Division of Commerce and Industrial Development requesting the area be designated as an Enterprise Zone. The director of the Department of Consumer Affairs, Regulation and Licensing designates the area as an Enterprise Zone. It must be determined that the area meets the above qualifying criteria and that the area would be

unlikely to maintain a viable tax base and experience economic growth without being established as an Enterprise Zone.

### **Industrial Development Corporations (Missouri Chapter 349)**

Under this law local (municipal) Industrial Development Corporations can be established for the purpose of issuing revenue bonds to provide for the funding of projects capable of enhancing the local economy. An Industrial Development Corporation may approve the issuance of revenue bonds to finance the acquisition of land, the acquisition or construction of buildings, and the acquisition of equipment, etc. for or on the behalf of a business. A county Industrial Development Corporation can also approve projects within an incorporated area upon approval from the city in which the project is located. All real and personal properties for which the revenue bonds are issued are subject to property taxes. An Industrial Development Corporation does not have eminent domain power.

### **Industrial Development Projects - Bonds (Missouri Chapter 100)**

Under Missouri Chapter 100 a city can issue revenue or general obligation bonds to fund industrial development projects. Proceeds from revenue bonds may be used to construct, acquire, or expand manufacturing facilities, including real property (land and buildings). Proceeds from general obligation bonds may be used to finance either manufacturing facilities or warehouses. The city must prepare a plan for industrial development, including the estimated cost of development, sources of funding, etc. for the redevelopment area.

### **Land Clearance for Redevelopment Law (Missouri Chapter 99)**

This law provides for the establishment of a Land Clearance for Redevelopment Authority (LCRA) in any city or county for the purpose of improving, revitalizing, rehabilitating or redeveloping an area considered to be a social and economic liability (or a "blighted" area). A Land Clearance for Redevelopment Authority can prepare a redevelopment plan for an area only after the area has been declared blighted by the city. An LCRA is empowered to acquire real property by exercising the power of eminent domain, and may issue bonds to finance land clearance projects. Again, a LCRA is responsible for compensation of businesses and residents who are displaced by the redevelopment project, and for finding comparable replacement housing.

### **Special Zoning District Regulations**

Appropriate zoning for the redevelopment project area, assuming it is to be developed industrially and/or commercially, would be either (1) Planned Industrial District, or (2) Planned Mixed Use District. It is important to have a planned district for this redeveloped area. Under a planned district, there would be uniform standards and regulations in respect to architecture, building size/bulk, lot coverage, setbacks, parking, landscaping, etc. However, there would also be sufficient flexibility under a planned district to allow variances from these standards in order to avoid a monotonous development, and afford some opportunities for creativity and an interesting built environment.

Two House Bills passed recently that may have application in the City of Berkeley include:

**H.B. 1636 Community Improvement**

This bill authorizes the Community Improvement District Act” and the formation of community improvement districts (CIDs). CIDs create a special benefit district to allow districts to assess and tax themselves for community improvements and services. A petition to create CID must be approved by the governing body of a city and must specify the size, area and duration of the district; the maximum rate of taxes which may be imposed; and the method and maximum rate of assessment. Certain state, not-for-profit, and charitable properties are exempt from assessment. Management of the CID is under the direction of a district board, which, depending upon the petition, may be appointed by the chief elected officer of the city. District projects may include public capital improvements, certain private capital improvements and special services. The petition may also specify a maximum borrowing authority, types of services supported, eligible use of funds and other limitations.

**H.B. 1656 Distressed Communities**

This bill provides \$25 million in state income tax credits to any business that relocates in a distressed community as defined by income levels of residents.

**APPENDIX C**  
**SOUTHEAST AREA AND**  
**CORRIDOR DEVELOPMENT STANDARDS**

## ***SOUTHEAST AREA AND CORRIDOR DEVELOPMENT STANDARDS***

### ***Building Design and Materials:***

- **Entrances:** In siting and designing a building, one of the most important decisions is locating the main entrance into the building. Generally, the most visible and accessible spot on the building should be chosen for the entrance. Furthermore, the entrance should be emphasized with architectural features so that it can be easily identified to provide an orientation.
- **Doors and Windows:** Much of the character of a building is derived from windows and doors. When designing the facade, windows and doors should be provided to give the building more interest and character.
- **Style:** There is no one dominant building style or design present throughout the corridor. However, where clusters of well-designed buildings clearly display a unique style, new construction and redevelopment shall be consistent with, or complement the style of surrounding buildings with quality architecture. Where commercial frontage abuts residential land uses, the building shall include features such as peaked roofs, gables and others that are consistent with the style of residential buildings.
- **Building Materials:** Buildings throughout the Southeast Area and major road corridors should be constructed with permanent materials, such as brick, stone, masonry, or other natural materials, as much as possible to provide long-term durability and a low level of maintenance. Building materials that are generally not acceptable as the primary material include the following:
  - Imitation stucco, such as Dry-vit, Sto-Wall and other brands
  - Imitation wood, such as T-111 and other brands
  - Plain concrete block
  - Artificial brick-paneling
  - Vinyl or aluminum siding; and other materials that have poor durability and require a high level of maintenance

In some cases, the above listed materials may be used as accent material on buildings. In addition, due to the nature of industrial businesses, steel siding and split-face block are acceptable building materials. However, the use of more durable and natural materials are encouraged for the facades of industrial buildings that front on a roadway or highway. The use of glass should be limited to 50 percent of the road facade. Glass with a reflection greater than 20 percent should be prohibited.

- **Scale and Proportion:** Scale can be defined as the relationship in size between two or more objects. Three different scale relationships should be considered: the size of the building in relation to: (1) surrounding buildings, (2) the roadway, and (3) the site itself.

Maintenance of a consistent scale is a primary component in creating a unified corridor. It is important to match the size of the building to the size of the surrounding buildings, the



size of the site, and the “size” of the road. Developments that propose a large variation in scale are generally discouraged.

Proportion is the size relationship of one element of a building to another. For example, the height of the building compared to the length of the building is a basic proportional relationship. Another is the size of the window(s) in relation to the size of the wall. Achieving a balance in proportions will result in a more attractive building.

### ***Other Building and Site Features***

- **Trash Receptacles:** The location of dumpsters should be indicated on all site plans and should be located to the rear or side of the site in a location that is not visible from the public right-of-way. Dumpsters should be screened with a six foot high masonry wall and should have a concrete pad and an opaque, lockable gate.
- **Loading Docks:** Loading docks should not be oriented to face the public road and should be ideally located at the rear of the building. Any loading and unloading facility and truck storage areas visible from the public road should be adequately screened with a decorative wall or fence and/or landscape screening (preferably evergreens such as spruce planted 10 to 15 feet on-center).
- **Truck and Vehicular Circulation:** Truck circulation should be separated from automobile traffic and access. Adequate maneuvering space should be provided for trucks and all truck circulation patterns should be diagrammed on the site plan. Truck circulation diagrams should include the anticipated size of trucks to use the facility and maneuvering patterns to ensure that trucks do not use the public right-of-way to back into the site to access loading and unloading facilities. Adequate turning radii on-site and at driveway entrances should be provided to accommodate truck movements (generally an outside radius of 45 to 55 feet is required for semi-trucks).
- **Mechanical Equipment:** Roof mounted mechanical equipment should be screened from view with parapet walls, or some other form of permanent screening material (cloth or tarpaulin screening is not acceptable).
- **Walkways:** Walkways should be provided to connect parking areas and building entrances and public walkways should be provided on the public road frontage of all sites. In the case of commercial or service uses, building entrances should be connected with a walkway to the public sidewalk.

### ***Signs and Landscaping***

The location, size and lighting of signs is as important as any other building component considered during the design process.

- **Monument or Base Signs:** Monument signs rather than pole signs should be encouraged in all areas. The sign base should be constructed of the same materials as the building, and the sign style shall be consistent with the architecture of the building. The general strategy is to integrate the design of the sign and the building. Short post-mounted signs may be permitted provided the posts are surrounded by landscaping or some other natural material so they are not prominently visible. The maximum height of base signs shall be 6 feet for office and industrial and 10 feet for commercial. The maximum sign area shall be based on

frontage to help ensure equity. However, the maximum sign area should be 64 square feet. Signs shall not be placed on berms to artificially increase the height.

- **Freestanding Signs and Landscaping:** Signs for multi-tenant establishments, such as office complexes or shopping centers, shall identify only the name of the establishment. Listing all the tenants on the freestanding signs creates visual clutter and is too difficult for motorists to safely read. Sign messages shall be direct and simple. In addition, signs with dark backgrounds and white or other light color lettering are encouraged. For all freestanding signs, landscaping, such as a combination of low shrubs, stones, and flowers shall be planted around the base. This simple design strategy helps to “tie-in” the sign to the ground
- **Other Sign Standards:**
  - The sign base shall be made of materials similar or complementary to the building.
  - Landscaping consisting of shrubs, flowers, and accent stones shall be provided around the base of all signs.
  - Select lettering consistent with the building (a colonial script for a colonial building, or a sans serif style of lettering for a modern building). Not more than two (2) types of lettering shall be used.
  - The message on the sign shall be kept simple. Too many words reduces its effectiveness, especially on a road with high-speed traffic.
  - Limit the use of white or light background signs. Limit the use of 2-3 colors and use one lettering style.
  - Ground lighting should be flush with grade and the source hidden with landscaping.

### ***Streetscape and Entry Features***

Figures 11, 14 and 15 illustrate some of the recommendations listed below.

- **Streetscape:** The corridor plan has incorporated a streetscape enhancement proposal to create a cohesive, unified image. All commercial, and industrial properties are expected to comply with the streetscape enhancements planned for the Southeast Area and major road corridors. The elements of the streetscape enhancement includes the following:

**Street Trees:** Formal arrangement of canopy trees at orderly and regular intervals (40-50 feet on center);

**Lighting:** Street lighting at regular intervals that incorporate “thematic” or decorative lighting fixtures;

**Pavers:** Pavers or other forms of decorative pavement should be used at major corners of intersections or commercial drives, and/or accent bands at the back of curbs.

**Clear Zones:** Clear zone setbacks, which consider vehicle impact, must be adhered to when designing roadside improvements (landscaping, entrance features, signs, etc.). Visual sight triangles (unobstructed view areas) at road intersections must be provided.

**Gateways:** As stated earlier, Airport Road, Natural Bridge Road and Hanley Road are entrance points to the City and should be treated as gateways to the community with special feature improvements. The image of the entrance points provides crucial first impressions of the corridors and the community overall. Signature entrance features, with a community identification sign, ornamental plantings and other natural features, should be provided at all major entry locations as indicated on the overall streetscape and gateway improvement plan.

**Preserve Existing Vegetation:** In all cases, existing mature vegetation should be identified on the site plan (generally trees over eight to 10 inches in diameter and not an undesirable species such as willow or silver maple) and all feasible efforts made to incorporate this vegetation as part of site and street landscaping.

### ***Driveways and Access***

There are several guidelines regarding site access and driveway location that should be followed to result in safer and more efficient traffic circulation as the area continues to develop. Guidelines include:

- **Separate Conflict Areas:** The objective should be to reduce the number of driveways, increase spacing between driveways and between intersections, and eliminate poorly aligned driveways. Driveways and circulation roads should be directly aligned or offset a sufficient amount (300 feet plus) to minimize turning movement conflicts. Also, driveways should be off-set from road intersections (150-200 feet plus) to avoid conflicts with stacking and turning movements.
- **Design for Efficient Access:** Identify driveway design criteria that promotes safe and efficient ingress and egress.
- **Remove Turning Vehicles\Queues from Through Lanes.** Reduce both the frequency and severity of conflicts by providing separate lanes and storage areas for turning vehicles and queues.
- **Provide Reasonable Access.** Property owners have an inherent right of access to adjacent public roads, although reasonable access may be indirect in some cases.

### ***Performance Standards***

Performance standards relating to the physical and environmental effects of a development should be incorporated as special "conditions" of development, or into a special ordinance governing a new development in the Southeast Area and other redevelopment areas within the City. The purpose of Performance Standards is to minimize or avoid negative effects of a development on adjacent land uses and developments, and the population in general. Performance Standards should include regulations in respect to the following physical aspects of a development: vibration; noise; odor; smoke; toxic gases; emissions; radiation; glare and heat.

### ***Air Navigation Space Regulations***

All development within the Southeast redevelopment area, and other areas where necessary, shall comply with the appropriate and applicable Federal Aviation Regulations (FAR) in respect to height limitations for structures and other air navigation restrictions.

### ***Checklist for Site Plan Review***

The following checklist should be used when reviewing site plans within the Southeast Area and along major road corridors in the City.

ITEM	STANDARDS MET?
<b><i>Materials:</i></b> Appropriate Building Materials.	
<b><i>Scale and Proportion:</i></b> Balance of Scale with Site Surrounding Buildings and Road. Balance of Building Elements/Proportions.	
<b><i>Sign:</i></b> Ground sign with base materials consistent with building materials, sign face style consistent with bldg. architecture, landscaping at base of sign.	
<b><i>Site Access:</i></b> shared access potential, service drive potential, access road potential, and proper alignment and spacing of driveways.	
<b><i>Parking Lot:</i></b> side or rear yard location, proper lane and parking stall spacing, limitation of potential vehicular and pedestrian conflicts, perimeter and interior landscaping.	
<b><i>Lighting:</i></b> adequate, uniform site lighting, maximum height of fixtures, shoe-box type fixtures, including building mounted.	
<b><i>Walkways:</i></b> Site and Building Connection to Pathways and other Walkways.	
<b><i>Screening:</i></b> Proper Screening Between Conflicting Land Uses and Utilitarian Elements; e.g. screening of truck docks and dumpsters.	
<b><i>Landscaping/Site Improvements:</i></b> Provision of Landscaping Consistent with Guidelines and Streetscape Enhancements.	
<b><i>Truck/Automobile Access and Circulation:</i></b> Separate access and circulation for industrial sites, loading docks & truck storage areas out of view or screened, adequate truck turning radii.	
<b><i>Performance Standards:</i></b> Minimal or no effects from noise, heat, glare, vibration, toxic gases, etc.	
<b><i>Height Restrictions:</i></b> In conformance with Federal Aviation Regulations regarding height of structures, and other air space restrictions.	

**APPENDIX D**  
**AIRPORT ROAD AND FROST NEIGHBORHOOD CENTER**  
**TRADE AREA DATA**

Table D-1

POP-FACTS: DEMOGRAPHIC TREND REPORT  
 (CENSUS '90 UPDATES & PROJECTIONS)  
 BY NATIONAL DECISION SYSTEMS 800-866-6510

PREPARED FOR  
 PARSONS, HARLAND, BARTHOLOMEW

"PRIMARY RETAIL TRADE AREA"  
 BERKELEY, MO

SITE: 503645  
 COORD: 38:45.40 90:19.80

DESCRIPTION	TOTALS		
	1990 CENSUS	1998 ESTIMATE	2003 PROJECTION
POPULATION BY AGE	12900	11387	10797
UNDER 5 YEARS	7.69%	7.76%	7.47%
5 TO 9 YEARS	7.95%	7.69%	7.54%
10 TO 14 YEARS	8.62%	7.52%	7.41%
15 TO 17 YEARS	5.17%	4.73%	4.53%
18 TO 20 YEARS	5.02%	4.49%	4.31%
21 YEARS	1.44%	1.29%	1.31%
22 TO 24 YEARS	4.09%	4.17%	4.60%
25 TO 29 YEARS	8.75%	7.76%	6.52%
30 TO 34 YEARS	8.58%	7.39%	7.51%
35 TO 39 YEARS	7.67%	8.57%	7.51%
40 TO 44 YEARS	6.77%	7.62%	8.02%
45 TO 49 YEARS	5.31%	6.79%	7.29%
50 TO 54 YEARS	4.46%	4.97%	6.31%
55 TO 59 YEARS	4.53%	4.33%	4.56%
60 TO 64 YEARS	4.32%	4.09%	3.95%
65 TO 69 YEARS	3.75%	3.59%	3.49%
70 TO 74 YEARS	2.59%	2.86%	2.77%
75 TO 84 YEARS	2.59%	3.19%	3.54%
85 + YEARS	0.72%	1.18%	1.35%
MEDIAN AGE	30.74	33.09	34.20
AVERAGE AGE	33.18	34.44	35.22

Table D-1

POP-FACTS: DEMOGRAPHIC TREND REPORT  
 (CENSUS '90 UPDATES & PROJECTIONS)  
 BY NATIONAL DECISION SYSTEMS 800-866-6510  
 PREPARED FOR  
 PARSONS, HARLAND, BARTHOLOMEW

"PRIMARY RETAIL TRADE AREA"  
 BERKELEY, MO

SITE: 503645  
 COORD: 38:45.40 90:19.80

DESCRIPTION	TOTALS		
	1990 CENSUS	1998 ESTIMATE	2003 PROJECTION
POPULATION BY RACE	12900	11387	10797
NON-HISPANIC WHITE	36.57%	29.57%	26.28%
NON-HISPANIC BLACK	62.09%	68.84%	72.10%
NON-HISPANIC ASIAN & P.I.	0.30%	0.28%	0.27%
NON-HISPANIC A.I. & OTHER	0.37%	0.51%	0.46%
HISPANIC ORIGIN POPULATION	0.67%	0.80%	0.89%
HOUSEHOLDS BY INCOME	4396	3986	3860
\$150,000 OR MORE	0.01%	0.44%	0.88%
\$100,000 TO \$149,999	0.51%	2.78%	4.89%
\$75,000 TO \$99,000	1.85%	7.37%	9.88%
\$50,000 TO \$74,999	12.96%	22.95%	22.68%
\$35,000 TO \$49,999	22.45%	19.40%	16.59%
\$25,000 TO \$34,999	18.31%	16.03%	15.46%
\$15,000 TO \$24,000	21.88%	15.61%	14.67%
\$ 5,000 TO \$14,999	17.40%	11.96%	11.88%
UNDER \$5,000	4.63%	3.45%	3.06%
AVERAGE INCOME	\$30936	\$43952	\$49648
MEDIAN INCOME	\$28325	\$37287	\$39458
POPULATION BY SEX	12900	11387	10797
MALE	47.01%	46.96%	47.00%
FEMALE	52.99%	53.04%	53.00%



Table D-2

1998 RETAIL TRADE POTENTIAL REPORT  
 (CENSUS '90, UPDATES & PROJECTIONS)  
 BY NATIONAL DECISION SYSTEMS 800-866-6510  
 PREPARED FOR  
 PARSONS, HARLAND, BARTHOLOMEW

"PRIMARY RETAIL TRADE AREA"  
 BERKELEY, MO

SITE: 503645  
 COORD: 38:45.40 90:19.80

DESCRIPTION	TOTALS
POTENTIAL SALES BY CATEGORY (\$000)	
TOTAL RETAIL SALES	\$125,900
APPAREL & ACCESSORY STORES	\$6,454
AUTOMOTIVE DEALERS	\$34,978
AUTOMOTIVE/HOME SUPPLY STORES	\$1,471
DRUG & PROPRIETARY STORES	\$4,737
EATING & DRINKING PLACES	\$11,998
FOOD STORES	\$18,134
FURNITURE/HOME FURN. STORES	\$4,061
HOME APPLIANCE/RADIO/TV STORES	\$4,392
GASOLINE SERVICE STATIONS	\$6,656
GENERAL MERCHANDISE	\$19,611
DEPARTMENT STORES (INCL. LEASED DEPTS.)	\$17,538
HARDWARE/LUMBER/GARDEN STORES	\$5,253

Table D-3

CONSUMER DEMAND: SUMMARY REPORT  
(MAJOR RETAIL CATEGORIES)  
BY NATIONAL DECISION SYSTEMS 800-866-6510  
PREPARED FOR  
PARSONS, HARLAND, BARTHOLOMEW

"PRIMARY RETAIL TRADE AREA"  
BERKELEY, MO

SITE: 503645  
COORD: 38:45.40 90:19.80

DESCRIPTION	TOTALS
TOTAL RETAIL STORE ITEMS (\$ 000)	49,150
RESTAURANT (\$ 000)	7,812
FOOTWEAR (\$ 000)	1,352
HOME FURNISHINGS (\$ 000)	605
HOME IMPROVEMENTS/REMODEL (\$ 000)	1,810
SPORTING GOODS (\$ 000)	60
TOYS (\$ 000)	1,587
APPAREL (\$ 000)	7,731
HOME ELECTRONICS (\$ 000)	1,350
HOME APPLIANCES (\$ 000)	980
GROCERY/DRUG ITEMS (\$ 000)	25,863

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1998 POPULATION (EST)	11,387
1998 HOUSEHOLDS (EST)	3,986
SOURCE: CREST/FMI/MRI/ NPD/FORUM/USDL	

Table D-4

CONSUMER DEMAND: MARKET COMPARISON REPORT  
(MAJOR RETAIL CATEGORIES)  
BY NATIONAL DECISION SYSTEMS 800-866-6510  
PREPARED FOR  
PARSONS, HARLAND, DARTHOLOMEW

"PRIMARY RETAIL TRADE AREA"  
BERKELEY, MO

SITE: 503645  
COORD: 38:45.40 90:19.80

DESCRIPTION	TOTAL AREA -----1998----- EXP EXP/HH		BASE EXP/ HH	EXP/HH INDEX
TOTAL RETAIL STORE ITEMS (\$ 000)	49,150	12331	14172	87
RESTAURANT (\$ 000)	7,812	1960	2316	85
FOOTWEAR (\$ 000)	1,352	339	356	95
HOME FURNISHINGS (\$ 000)	605	152	219	69
HOME IMPROVEMENTS/REMODEL (\$ 000)	1,810	454	715	63
SPORTING GOODS (\$ 000)	60	15	24	63
TOYS (\$ 000)	1,587	398	356	112
APPAREL (\$ 000)	7,731	1940	1820	107
HOME ELECTRONICS (\$ 000)	1,350	339	394	86
HOME APPLIANCES (\$ 000)	980	246	224	110
GROCERY/DRUG ITEMS (\$ 000)	25,863	6489	7748	84

1998 POPULATION (EST)	11,387	1,005,735
1998 HOUSEHOLDS (EST)	3,986	395,591
SOURCE: CREST/FMI/MRI/ NPD/FORUM/USDL		

BASE AREA - COUNTY: ST. LOUIS COUNTY, MO

# FUSRAP Document Management System

Year ID  
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Further Info?  
☐

Operating Unit  
North County

Site

Area

MARKS Number  
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Secondary Document Type  
Reference Documents

## Subject or Title

City of Berkeley Southeast Area and Corridor Master Plan dated September 1998

Author/Originator

Company

Parsons Harland Barth

Date

9/1/1998

Recipient(s)

Company (-ies)

Version

Final

Original's Location

Central Files

Document Format

Paper

Confidential File?

☐

Comments

Include in which AR(s)?

☒ North County

☐ Madison

☐ Downtown

☐ Iowa

ETL

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