

# **O'Fallon Neighborhood Housing and Commercial Center Plans Achieving the common good through a village community**

Introduction to Urban Planning for Community Building Course,  
Fall Semester 2012 ■ Brown School of Social Work and  
Sam Fox School of Design & Visual Arts ■ Washington University  
in Saint Louis



## DEDICATION



This document is dedicated to the memory of Shirley Ann Williams who worked tirelessly to improve the O'Fallon neighborhood for and with its people.

## **ACKNOWLEDGEMENTS**

We take this opportunity to thank the scores of O'Fallon neighborhood residents who graciously gave their time and guidance to us while working on these plans. As always, their willingness to share their lives and community is a great gift. We are proud to be able to retain your trust and confidence for the past 18 months. It is important especially to thank the members of the residents' committees on Housing and on Economic Development. The Housing Committee members included Robin Wheeler, Brenda Nelson, Delores Smith, Shirley Ann Williams, Jenola Hickombottom, Rorie Patton, Shirley Everett, Michael Harris, Bishop A. Wayne and Patricia Jones, Ramona Taylor-Williams, Geneva Richerson, Pastor Marwin Adair, Loletta Zasareth, Melinda Long, Kim Rose, and Debra Barbee. The Economic Development Committee membership draws residents as particular issues are addressed and the stalwarts of the committee include Judy Ricks, Beth Wiseman, Shelia Pargo, and Shirley Everett.

We acknowledge the work of the Education Committee including Gwen Pennington, Ralph Tidwell, Jenola Hickombottom, Pat and Bishop W. Jones, Debra Barbee, and Joan Bassett. We recognize lastly the officers of the O'Fallon Community Development Organization: Shirley Everett, President; Kevin Gosa, Vice-President; Beth Wiseman, Secretary; Judy Ricks, Corresponding Secretary; Barak Corbett, Treasurer; Geneva Richerson, Assistant Treasurer; Helen Bifton, Chaplain; Charlie Washington, Member at Large; and Charlie Cooksey, Member at Large.

Special thanks to St. Louis 21<sup>st</sup> Ward Alderman Antonio French, who initially invited us to the neighborhood. Also we want to thank Michael Powers, the 21<sup>st</sup> Ward Neighborhood Stabilization Officer; Terrell Carter, director of the North Newstead Association; and Micheal Watson, staff member of the North Newstead Association.

Many individuals shared their knowledge and experience with the students and instructors including (in order of class appearance): Lt. Janice Bockstruck, St Louis Metropolitan Police Department; Michael Allen, Preservation Research Office; Mark Reed, McKinley Heights Neighborhood Association; Norm White, Ph.D., St. Louis University; Thomas Pickel, DeSalles Housing Community Development Corporation; Mike Duffy, McCormack Baron Salazar; Shaunessey Daniels and Wade Baumann, Urban Strategies; Nate Rauh, KAI Design; Steven Acree, Regional Housing and Community Development Alliance (RISE); Paul Hubbman, East-West Gateway Council of Governments, Great Streets Initiative; and Sean Thomas, Director, Old North Saint Louis. These individuals made the class a richer experience.

GIS mapping assistance was received from Don Roe, director of the City of St. Louis Planning and Design Agency, and Bill Winston at Washington University.

Any omissions from this list of participants are unintentional.

Louis Colombo and Justin Scherma, instructors.

Leslie Duling, Cristina Flagg, Dustin Garness, Julie Lokuta, Binqi Luo, Mary Margaret McMiller, Doneisha Snider, Michelle Wiegand, and Alfredo Zertuche, class members and co-authors.



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## SOME THOUGHTS TO BEGIN

*But there is a deeper level of connection.... To what degree, in the minds of the users, is the form of any settlement a complex symbol of basic values, life processes, historical events, fundamental social structure...? This is the holistic meaning.*

*Lynch, p. 48*

It is appropriate to step back before entering the details of the proposed plans for development and revitalization of housing and a neighborhood commercial center. We consider the O'Fallon neighborhood in terms of "basic values, life processes, historical events ... social structure," as Kevin Lynch suggests.

The O'Fallon neighborhood at present seems to be at a balance point – between revitalization or continuous slow decline. It appears that there is both great strength and a proud history in O'Fallon and also great need that may be increasing.

The O'Fallon neighborhood in the 1960s embodied the success of many African-Americans educationally and economically. The constraints of restrictive covenants on housing ownership had been lifted in St. Louis in the 1950s. Now the solid, middle class housing of O'Fallon was available and many families realized their dreams for good quality dwellings. This transition involved the abandonment of the neighborhood by white residents, a result of prejudice and fear.

The ensuing decades saw advancement of the children of those who moved to O'Fallon, through hard work and dedication, and the easing of race-based restraints. New housing opportunities opened up and many of the next generation took advantage of these opportunities and moved away from the neighborhood.

At present, there seem to be two O'Fallons. More than half of the housing is owner-occupied. These residents are very stable, more than 50% living in their homes longer than 30 years, and are well educated. Greater than a third of residents who own their home are over 65 years of age. The other half of the dwellings are renter-occupied and two-thirds of these individuals live in their homes less than 5 years. Four in ten of the renters are younger than 35. The renters are more likely to have children and get by on poverty level incomes.

External social factors such as the long economic recession stress low income residents to a greater extent than those with more income and wealth. This places a heightened burden on children and youth, increases tension among young people, and amplifies challenges for the local public schools. In turn, the balance in the neighborhood can shift toward decline. As such, greater efforts are needed.

As Lynch encourages us to consider, these historic and social conditions are reflected in what we see in the neighborhood. The images below illustrate this.



As we will see, this difference shows up in the neighborhood in different locations. Some areas of O'Fallon are in good condition and other parts have more problems with abandonment, crime, and disorder. While the condition of the physical environment of neighborhoods is never more important than the social relationships, it is important to address these things *at the same time*.

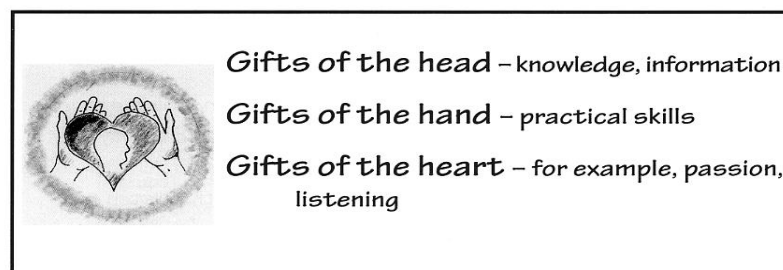
*So what can be done?* There are two fundamental parts of our approach to community development:

- Community development can *only* be addressed by local people working together.
- Every community has more assets than anyone can know.

The great errors we have made in community development since about 1965 involve denying the voice of the people who live in challenged neighborhoods and not mobilizing the assets of people living in those neighborhoods, in partnership with others, to improve conditions.

We believe that everyone can help and everyone needs support – well-off and poor, youth and seniors, better and less well-educated.

The challenge that we experience in O'Fallon is how to bridge the two parts of the neighborhood so that the potential of local assets to take on local problems is realized to a much greater extent. This can be done by consistent and thoughtful engagement in the issues that affect people's lives most.



# 1. INTRODUCTION

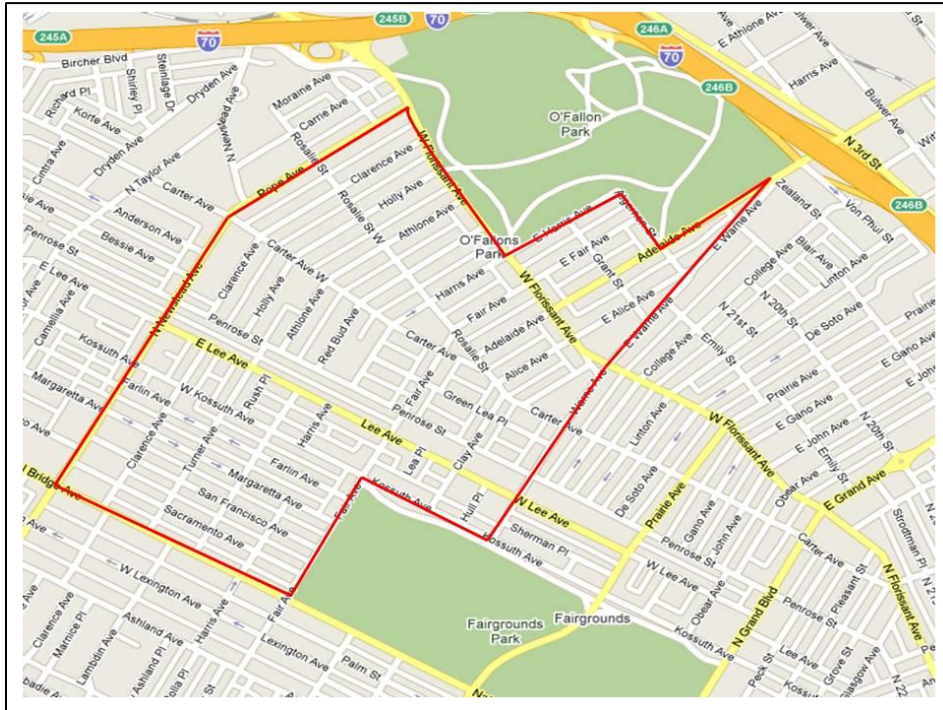


Figure 1. The O'Fallon Neighborhood

This report includes two plans for the O'Fallon neighborhood in Saint Louis (see map above) addressing housing and economic development, the first is entitled Harrison School Area Housing Plan and the second, the Warne Wedge Commercial Center Plan. The plans were developed in a graduate level course at Washington University in Saint Louis, Introduction to Urban Planning for Community Building, offered at the Brown School of Social Work and the Sam Fox School of Design & Visual Arts, in the Fall semester 2012.

The plans are implementation solutions based on the O'Fallon Neighborhood Community Development Plan, published in August 2012. The O'Fallon Neighborhood Community Development Plan was endorsed as a framework for neighborhood community development by O'Fallon "connectors / leaders" who acted as a steering committee and the O'Fallon Community Development Organization in July 2012. The Community Development Plan can be found on the neighborhood's website at [www.historicofallon.org](http://www.historicofallon.org) and on [www.neighborhoodplanning.org](http://www.neighborhoodplanning.org) under the Topic 4, Neighborhood Strategic Planning.

## BACKGROUND

The O'Fallon Neighborhood Community Development Plan contains a comprehensive approach for improving and preserving the neighborhood based

primarily on the participation and interests of the neighborhood residents and business and property owners.

A continuous thread running through the 2012 effort is that this is the neighborhood's plan, it requires neighborhood effort to be implemented, and neighborhood residents always should guide the future of the community.

With the agreement of participants, the scope of the O'Fallon community development effort includes six plan areas:

- Economic Development and Jobs;
- Community Schools and Community Education;
- Public Safety and Fear of Crime;
- Social Services, Informal Helping, and Health;
- Housing and Affordable Housing; and
- Neighborhood Appearance in the Built Environment.

Each of these areas intrinsically is connected with all the others.



Neighborhood Planning Session at the Sanctuary

The O'Fallon neighborhood strategic plan is based on residents deciding upon the following plan elements: Vision Statements → Outcomes → Strategies → Programs. These terms are defined in the text box. These steps begin at the top with the general and long term and move step-by-step to the specific and short term. The plan is a starting point for implementation and a tool for neighborhood residents to change and modify as needed.

The housing and economic development plans in this document were informed, as a starting point, by the Vision Statements, Outcomes, and Strategies contained in the 2012 strategic plan.

Following are the adopted Vision Statements for Housing and Economic Development. Holding these positive images before us, we sustain efforts to make the neighborhood a better place and draw people together to overcome conflict and establish the course of action.

#### **HOUSING AND AFFORDABLE HOUSING**

- *The majority of houses in O'Fallon neighborhood are owner-occupied or occupied by stable residents, that the occupants care well for their homes*

*Vision Statement* – a broad statement or description of what the neighborhood should be like in the future, related to people (or groups of people) and the built environment, and achievable in 10 to 20 years.

*Outcome* – the desired result, impact, or consequence of our actions.

*Strategy* – a more general statement of what we will do to reach the community's desired outcome(s) and achieve its vision of the future.

*Program or Project* – more specifically, what action will be taken in the short-run to implement the strategy(ies).

*and properties, and that the residents are diverse in terms of income.*

#### **ECONOMIC DEVELOPMENT AND JOBS**

- *The O'Fallon Neighborhood is pedestrian friendly and has many thriving businesses that enhance residents' quality of life.*

*Residents positively contribute to their families and community by holding jobs that pay a living wage with benefits, employment for youth, building financial assets, establishing businesses, and through volunteer work.*

#### **FROM STRATEGIC PLAN TO IMPLEMENTATION. (FROM VISION STATEMENTS AND OUTCOMES TO STRATEGIES AND PROGRAMS)**

The central purpose of all planning efforts should be to support and build social capital. It is the ability of neighborhood residents to identify a community problem, organize themselves in relation to the problem, establish an effective plan of action, partner with external organizations for support needed, stay at the center of the decision-making, and correct the problem. Social capital is based on a broad and dense network of personal relationships and feelings of trust and confidence. Social capital is located in a "place" such as a neighborhood.

We mentioned that the plans included here address housing and economic development through the Harrison School Area Housing Plan and the Warne Wedge Commercial Center Plan. These plans primarily focus on making improvements to the built environment of the neighborhood, rely heavily on external partners, involve complex implementation and access to large sums of funds, and have a long implementation phase. These efforts will require a high level of community organization. In addition, the history of community development is full of failed programs that assumed that improving the built environment, in and of itself, will transform the lives of poor people.

So how do we build social capital through new housing development and commercial center revitalization? Here are some ways that the physical environment can impact neighborhood social capital.

- Abandoned houses, the lots remaining after demolition of these houses, and the disorder which these vacant properties represent lead to crime and fear of crime and produce further neighborhood decline. Crime and fear of crime lead to distrust of neighbors, isolate people, make government appear ineffectual, and undermine the sense of community power and control.
- Poor quality and unaffordable housing, negligent and irresponsible property management lead to a high level of residential mobility which prevents the network of relationships and friendships needed to build social capital. It leads to low academic performance and self-confidence in young people due to lack of continuity in teaching and absence of relationships with teachers and mentors. It tolerates social disorder and the presence of criminals in the neighborhood.
- The physical design of housing, streets, alley ways, sidewalks, commercial store fronts, and the establishment of "territoriality" can encourage

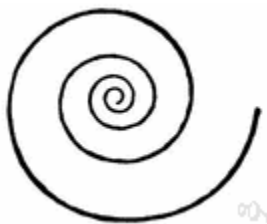


neighboring, active social life, physical health, and reduce crime and disorder; all of which contribute to building social capital.

- A neighborhood commercial center that addresses the community's needs for basic goods, entertainment, and services creates a lively place where residents come together, share ideas and stories, provides jobs, supports new businesses, and produces many other positive results.
- We can include within our housing and commercial center development, facilities and programs that address community residents' needs such as education from pre-school to adult training, mental health screening and program referral, exercise and nutrition classes, financial literacy and capital assets creation, employment referral, business incubator services, and entrepreneurship training, to name just a few. In housing and community development we should never forget that these efforts do not exist in isolation. We are likely to fail unless we take a holistic approach to individuals and families.
- Our physical environment contributes to our self-identity. Long periods of slow neighborhood decline can encourage feelings of powerlessness that undermine social capital formation. On the other hand, rehabilitating deteriorated housing; building new, good quality, and affordable housing on abandoned lots; restoring commercial buildings; and breathing life into a neighborhood commercial center tell us quite a different message. These successful efforts reinforce our positive actions, provide greater skills and personal and business connections with external public, private, and non-profit organizations, and lead to further improvements.
- The housing and commercial center plans began with O'Fallon residents' guidance as developed in the O'Fallon Neighborhood Community Development Plan. The housing and commercial center plans were drafted with the participation and direction of the residents' Housing Committee and Economic Development Committee. Residents can and should be at the center of the efforts to implement these plans.

**SELECTION OF THE PLAN FOCUSES: HARRISON SCHOOL HOUSING AREA AND THE WARNE WEDGE COMMERCIAL CENTER**

The housing and commercial center plans must be thought of in the context of the O'Fallon neighborhood. A very good approach to identifying neighborhood "types" for



this purpose was recommended by Rolf Goetze in Understanding Neighborhood Change: The Role of Expectations in Urban Revitalization (Goetz, pp. 27-39). Neighborhoods may be in one of three categories: rising (gentrifying), declining (disinvesting), or stable (ideal). Each of these situations has different causes and requires interventions appropriate to the circumstances.

A stable middle class African-American neighborhood like O'Fallon going forward from the 1960s can be negatively impacted by many things such as poorly performing schools, violations of City codes, disorderly behavior, crime, lack of building maintenance, and so on. Lack of effective action by neighborhood citizens and indifference and perhaps ill-conceived interventions by government agencies, and so



on can contribute to the negative cycle. More positive conditions impact this cycle in a beneficial way such as greater housing choices for African-Americans, newer commercial centers, and more stable neighborhoods. In fact, when we review the O'Fallon Community Development strategic plan, these are consistent with the residents' guidance for improvement.

We must have a balanced view of this situation in O'Fallon. Conditions leading to decline are off-set by the strengths of the neighborhood. As Mike Green said in When People Care Enough to Act, residents must be *"motivated by what you don't have, to use what you have, to create what you want, by working together"* (Green, p. 42).

### **WHAT WE HAVE AND DON'T HAVE**

Let's take a brief look at some conditions, both positive and negative, in O'Fallon to establish the background for the housing and commercial center plans.

The O'Fallon population in 2010 totaled 5,459 persons. There are approximately 2,180 parcels of land and 2,120 dwelling units.

Positives	Negatives
<ul style="list-style-type: none"> <li>About 50% of the current residents are home owners.</li> <li>50% of the home owners lived in their homes for more than 35 years.</li> <li>Community Development Organization has participant list of more than 300 residents, regular involvement of about 50 residents, and there are more than 150 block leaders.</li> </ul>	<ul style="list-style-type: none"> <li>O'Fallon population declined by 12.5% between 2000 and 2010 and by -28.5% between 1990 and 2000.</li> <li>65% of renter households lived in dwellings less than 5 years.</li> </ul>
<ul style="list-style-type: none"> <li>About 50% of renters (mostly 20 to 35 years of age) report wanting to own a home in neighborhood.</li> <li>There are 1,412 young people 17 years or younger in the community.</li> </ul>	<ul style="list-style-type: none"> <li>Far fewer young adults (20 to 29 year olds) in 2010 than expected based on 2000 census (who are leaving neighborhood).</li> <li>Loss of young people (10 to 19 year olds) from 2000 to 2010.</li> </ul>

<ul style="list-style-type: none"> <li>• 37% of adults have some college education or greater.</li> <li>• Educational attainment mirrors city-wide levels</li> </ul>	<ul style="list-style-type: none"> <li>• 30% of families live at or below poverty level.</li> <li>• 42% households with children 17 and younger are at or below poverty level.</li> <li>• Nearly 50% of households with children are led by a one adult only (almost all of whom are women).</li> <li>• Principals at neighborhood schools report low literacy rates among parents.</li> <li>• Survey results indicate the <i>greatest</i> “challenge” to 12 to 18 year olds is “Exposure to Violence” (25%). 54% of those under 20 felt very or somewhat unsafe.</li> </ul>
<ul style="list-style-type: none"> <li>• North Newstead Community Development Alliance, in partnership with St. Louis housing development organizations, built 190 new affordable housing units in the 21<sup>st</sup> Ward (O’Fallon and Penrose neighborhoods).</li> <li>• A large part of O’Fallon has been designated as a federal historic district, which makes federal and state historic preservation tax credits available for rehabilitation.</li> </ul>	<ul style="list-style-type: none"> <li>• 195 vacant buildings in the neighborhood in 2010, which increased from 88 in 1990.</li> <li>• 370 vacant parcels, or 17% of the total parcels.</li> <li>• 738 of the dwelling units unoccupied in 2010, 26% of total, 31% increase in unoccupied dwellings between 2000 and 2010 and 52% increase from 1990 and 2000.</li> </ul>
<ul style="list-style-type: none"> <li>• New recreational center run by YMCA and Boys and Girls Club opened in O’Fallon park.</li> <li>• Alderman starts “North Campus” schools initiative modeled after Harlem Children’s Zone.</li> </ul>	<ul style="list-style-type: none"> <li>• Standardized scores in math and communications of Yeatman M.S. and Ashland E.S. students are about at 20% of state proficiency levels.</li> <li>• Estimated mobility rates are 65% at Ashland and 50% at Yeatman.</li> </ul>

<ul style="list-style-type: none"> <li>• More than \$87 million dollars in consumer expenditures within 1 mile market area.</li> <li>• 80 commercial uses in O'Fallon.</li> <li>• 150 for-profit and non-profit companies found in the 63115 zip code area (including but larger than O'Fallon neighborhood).</li> <li>• Number of City- and privately-owned vacant parcels in the North Newstead and Warne Wedge commercial centers that are available for development</li> </ul>	<ul style="list-style-type: none"> <li>• Commercial buildings deteriorated in Warne Wedge center.</li> <li>• Lack of pedestrian environment along Natural Bridge Blvd where more successful businesses are located.</li> </ul>
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While there are significant areas of strength in O'Fallon that can be built upon, we would classify the neighborhood as “declining” for the purpose of developing housing and economic development programs.

#### **CONDUCTING THE HARRISON SCHOOL AREA HOUSING PLAN AND THE WARNE WEDGE COMMERCIAL CENTER PLAN**

The process of creating the two plans described below starts before this class with the development of the O'Fallon Neighborhood Community Development Plan. This history, which covers April 2011 to August 2012, is reviewed in Chapter 1 of the above plan. The Community Development plan can be found at [www.historicofallon.org](http://www.historicofallon.org) and on [www.neighborhoodplanning.org](http://www.neighborhoodplanning.org) under the Topic 4, Neighborhood Strategic Planning. Rather than repeat this material, we begin with planning process for this document.

Plan documents turn yellow on shelves if there is no consistent activity at the community level to implement them. Effective community action, experience tells us, requires a full-time paid organizer to realize the interests of and to coalesce the work of residents. Without the resources to hire an organizer, we were able to place graduate level social work students in the community from January 2012 to December 2013 to fulfill their practicum requirements by assisting residents with plan implementation. Neighborhood committees were formed around priority plan areas including Housing, Economic Development, Community Schools and Education, and Crime Prevention. Students assisted the members of



**O'Fallon Crime Prevention Committee Meets Circuit Attorney**

these committees. This support was provided starting after the completion of the Fall 2011 semester's course and continued through the period of the phase of the work described below.

- › August 31, 2012.  
21<sup>st</sup> Ward Alderman Antonio French and Terrell Carter, director of the North Newstead Association, met with Washington University class members to welcome them to the neighborhood and discuss the importance of housing and economic development to the community.
- › September 8, 2012  
Class assembled at the Sanctuary building in O'Fallon. Presentations were given by Michael Allen, Preservation Research Office, and Mark Reed of the McKinley Heights Neighborhood Association on Allen's work to designate the neighborhood as a federal historic district and Reed's efforts to register his neighborhood as a City of St. Louis historic district. A major difference between the types of designations relates to whether rehab requirements are optional or mandatory. A federal historic district designation allows one to obtain national (and Missouri state) historic tax credits for approved rehabilitation (of "significant" and "contributing" buildings), however, the building standards are not mandatory if no credits are requested. In contrast, registration as a City district means that the adopted rehab standards must be followed in major remodels and new construction.

Class members took a bus and walking tour of the O'Fallon neighborhood with special attention to the Warne Wedge Commercial Center area and the locations of major neighborhood institutions and anchors of stability.

- › September 18, 2012.  
The class instructors met with Terrell Carter; Michael Powers, the 21<sup>st</sup> Ward Neighborhood Stabilization Officer; Michael Allen, Preservation Research Office; and Steven Acree, Regional Housing and Community Development Alliance to review background conditions within O'Fallon (e.g. the locations of vacant properties) and obtain guidance on the specific areas within the neighborhood on which to focus the housing and commercial center plans.



Yeatman Middle School Students' Community Art Project

- › September – November 2, 2013  
Lectures, guest presentations, and tours during this period covered crime and fear of crime; Community Oriented Policing; Problem Oriented Policing; Crime Prevention Through Environmental Design (CPTED); nuisance abatement laws; programs to address drug trafficking and addiction; Defensible Space;

streets and crime; Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Village Center and Main Street land use codes; building forms, façades, design, streetscape, and site standards for housing, mixed-use, and neighborhood commercial buildings; housing and commercial center financing; federal, state and city subsidy programs; other methods for achieving housing affordability; business development; and economic development programs and subsidy opportunities. Social capital building and whole-person / whole-family approaches to all of these topics were discussed.

These topics were addressed in the instructors' lectures. Guest speakers supplemented this information, commented on the O'Fallon housing and commercial center locations, and provided contacts with local resources who could assist project implementation.

- › October 5, 2012.  
Class presentations and tour of the Arlington Grove mixed-income housing project sponsored by Friendly Temple Missionary Baptist Church and their affiliated Robert Fulton Development CDC. This project was planned by Urban Strategies, designed by KAI architects, and financed, developed and managed by McCormack Baron Salazar.
- › October 26, 2012.  
Class tours and guest lectures on the South Grand Great Street project and the 14<sup>th</sup> Street Mall in Old North Saint Louis.
- › November 10, 2012.  
Student Housing Team made a mid-course presentation to O'Fallon Housing Committee and community leaders to obtain their feedback and recommendations. The presentation reviewed the community's direction for housing contained in the strategic plan; neighborhood background data related to housing; a possible housing "program" for the Harrison School Area such as reuse of all vacant City owned and private parcels, "housing first" approach with wrap-around social services, and new and rehabbed rental property managed by owners with a commitment to residents; regulatory tools available to O'Fallon residents to encourage and control housing development and redevelopment; housing subsidies available; and student suggestions for housing options available to meet desired outcomes.
- › November 17, 2012.  
Students held a planning and community design charrette with members of the O'Fallon Economic Development Committee and community leaders. The focus of the charrette was redeveloping the Warne Wedge commercial center. Students on the Commercial Center Team presented images of the current condition of structures in the Warne Wedge; background data on traffic patterns, resident income levels, market area,



Table Work at O'Fallon Charrette

economic demand for goods and services, and available publicly-owned property. A possible program for the commercial center was presented including rehabilitate all structures and fill in “gaps” of vacant land; recruit businesses that the community desires; establish facilities to house neighborhood economic development programs such as business incubator and College and Career Center; and standards for building development and rehab such as building “forms”, shop front design, and parking.

The residents working in small table groups were asked to write and draw their suggestions on trace paper laid on top of an aerial map of the center. They considered the following questions.

- What kinds of business and service would you like to see in the commercial center? What types should be kept out of the area? Where on the map should these uses be located?
- What do you think of the design standards proposed? Should any be changed? Do you have suggestions for where the different styles of buildings should be located on the map?
- What do you suggest as a use or uses for the large empty area at the intersection of Warne and W. Florissant, the “Wedge”?
- How should traffic flow around the Wedge? What do you think of the options presented? Please draw these ideas on the map.
- Where on the map should entry points or gateways to the center be located?
- Thinking about the entire approach to redeveloping the commercial center: What do you like? What should be changed? What is missing? Are we on the right path?

› November 17 – December 8, 2012.

Students and instructors reviewed the Housing and the Warne Wedge Commercial Center presentations, the comments made by residents at the November 10<sup>th</sup> and 17<sup>th</sup> community meetings, and identified what should be revised in the final presentations to the community.

› December 8, 2012.

The Housing Team and the Commercial Center Team gave their final presentations at the Sanctuary to a larger group of O’Fallon residents including members of the Housing Committee and Economic Development Committee, members of the neighborhood association, and community leaders. The focus shifted from the large scale activities being proposed to implementation steps. A evaluations survey was conducted with the people in attendance.

› December 15, 2012 – November 2013.

Student teams complete and submit their written Plans. The McCormack Baron and Salazar firm was approached by Terrell Carter, Sal Martinez, Louis Colombo, and Barbara Levin to solicit their interest in implementing the plans. Louis Colombo edited the students’ written plans and added content to create this document.

## **O'FALLON RESIDENT'S EVALUATION OF PLANNING EFFORT**

The table contains the results of residents' evaluation of the plans as covered in the students' final presentations and of the university's engagement in the neighborhood. In questions 1 and 2, respondents were asked to score "how well" the plan "fulfilled your ideas for the neighborhood." In question 3, they were asked how beneficial the December 8<sup>th</sup> community meeting and planning process have been to "O'Fallon's future". Twenty-five residents attended the December 8<sup>th</sup> community meeting and 17 responded to the survey. The results are as follows:

	5 (Very well)	4	3 (Neutral)	2	1 (Not well)
Harrison Area Housing Plan	12 71%	3 24%	2 12%	0	0
Warne Wedge Commercial Plan	9 56%	5 31%	2 13%	0	0
Beneficial to O'Fallon?	13 76%	2 12%	2 12%	0	0
Willing to participate in future meetings?	Yes: 17 100%				

Here are general written comments from the residents' evaluations.

- *[Related to a "5" score on Beneficial to O'Fallon question] "Especially for those that have been here since the beginning, to see the fantastic progress that's been made."*
- *"Keep coming. We need you guys and appreciate you so much!!"*
- *"Keep up the good work, especially with the continuing [practicum] students."*
- *[Housing] "Great ideas." "Long overdue."*  
*[Commercial Center] "This is the spark we need for growth and improvement."*
- *[Beneficial to O'Fallon] "You continue to motivate the residents."*
- *"Continue with relationships."*
- *[Beneficial to O'Fallon / General] "This is even better now than it was 40 years ago." "These are wonderful ideas."*

## **SUMMARY OF COMMUNITY OUTREACH EFFORTS**

Individuals meetings were held before the class started by the course instructors with Alderman Antonio French, North Newstead Association Director Terrell Carter and the board of the North Newstead Association, and 21<sup>st</sup> Ward Neighborhood Stabilization Officer Michael Powers. Updates on the progress of the class were made by Louis Colombo to the Housing Committee and the Economic Development Committee prior to the community meetings. For each of the community meetings on

November 10, November 17, and December 8, letters and flyers were mailed to community residents and leaders twice prior to each meeting and students attempted to contact them by phone. The lists of committee members and leaders were supplemented by names of block activists in and around the Harrison School Area and the Warne Wedge Commercial Center provided by Michael Powers.

## **INTRODUCTION TO URBAN PLANNING FOR COMMUNITY DEVELOPMENT CLASS PARTICIPANTS**

The following Washington University, Brown School of Social Work and Fox School of Design & Visual Arts students participated in the Fall 2012 class.

- Housing Team:  
Leslie Duling, Binqi Luo (Fox School), Doneisha Snider, and Alfredo Zertuche (Fox School).
- Commercial Center Team:  
Dustin Garness, Cristina Flagg, Julie Lokuta, Mary Margaret McMiller, Michelle Wiegand

Class instructors were Louis Colombo, Ph.D., Brown School, and Justin Scherma, Fox School. Colombo wrote the plan “Some Thoughts to Begin” section, Introduction (Chapter 1) and “The Road Ahead” (Chapter 6). He also edited the report, adding material where needed.

## **ORGANIZATION OF THE HOUSING AND COMMERCIAL CENTER PLANS DOCUMENT**

The remainder of this report is divided into five additional chapters:

- Chapter 2. O’Fallon Residents’ Vision of the Community’s Future;
- Chapter 3. Selecting the Housing Plan and Commercial Center Plan Focus Areas; Subareas for Planning in All of O’Fallon;
- Chapter 4. Harrison School Area Housing Plan;
- Chapter 5. Warne Wedge Commercial Center Plan; and
- Chapter 6. The Road Ahead.



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- Green, Mike, Moore, Henry, & O'Brien, John. (2009). *When people care enough to act* (2<sup>nd</sup> ed.). Toronto: Inclusion Press.
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<http://www.historicofallon.org>

## 2. O'FALLON RESIDENTS' VISION OF THE COMMUNITY'S FUTURE

The Vision statements are the residents' positive images of the neighborhood's future based on its values and strengths: its people, its history, and O'Fallon as a place. They were established as part of the O'Fallon Neighborhood Community Development Plan published separately. In this report focused on housing and commercial center revitalization, the Vision statements allow us to put these plan elements into a holistic context.

Following are the neighborhood residents' Vision Statements.

### *Housing and Affordable Housing:*

- The majority of houses in O'Fallon neighborhood are owner-occupied or occupied by stable residents, that the occupants care well for their homes and properties, and that the residents are diverse in terms of income.

### *Economic Development and Jobs:*

- The O'Fallon Neighborhood is pedestrian friendly and has many thriving businesses that enhance residents' quality of life.

Residents positively contribute to their families and community by holding jobs that pay a living wage with benefits, employment for youth, building financial assets, establishing businesses, and through volunteer work.

### *Community Schools and Community Education:*

- O'Fallon neighborhood schools are community-focused learning centers that address the intergenerational needs of all community residents and help eliminate barriers to learning.

### *Public Safety and Fear of Crime:*

- O'Fallon residents are safe from criminal activity, feel safe, and are active participants in community crime prevention efforts.

### *Social Services, Informal Helping and Health:*

- O'Fallon residents are well cared for and supported from childhood to adulthood.

### *Neighborhood Appearance in the Built Environment:*

- The O'Fallon neighborhood shows pride and caring for the community through a quiet, clean and aesthetically beautiful physical environment.

### **3. SELECTING THE HOUSING PLAN AND COMMERCIAL CENTER PLAN FOCUS AREAS; SUBAREAS FOR PLANNING IN ALL OF O'FALLON**

Shifting the focus now to the implementation of plan priorities related to housing and commercial center redevelopment, we need to identify the areas within O'Fallon in which to work.

The reasons below support this approach and are important to keep in mind.

- Both housing and commercial center redevelopment involve substantial financial investments: it becomes impractical to address the entire neighborhood at once.
- Significantly transforming parts of the larger neighborhood creates high quality *places* that are more likely to succeed.
- Success in one or more portions of the neighborhood can increase private market investment in the neighborhood, positively impact other parts of the community, and reduce the need for the public subsidies required in the initial phases.

Let's turn to the thinking behind identifying the Harrison School Area related to housing and the Warne Wedge Area in terms of commercial center revitalization.

## HOUSING FOCUS AREA

This selection process began with the provisions of the 2012 O'Fallon Neighborhood Community Development Plan related to neighborhood housing.

Here are the plan's adopted Strategies that helped guide the focus area selection:

- "Build owner-occupied units on vacant parcels" (Strategy 1.2);
- "Convert a set percent of rental properties to owner-occupied housing" (Strategy 1.1); and
- "Develop and maintain safe and affordable rental properties" (Strategy 2.1).

We identified "anchors" or areas of neighborhood strength. These areas provide market support for the housing to be built or rehabilitated. The large red ovals in Figure 2 indicate the strength anchors related to the low incidence of crime. (Crime events are shown by solid red dots.) Review of other neighborhood conditions found that these anchors also were areas with relatively low numbers of vacant parcels, fewer Nuisance Properties, and a lower number of calls to the City's Citizen Service Bureau (disorder). In addition, these areas had higher household incomes.

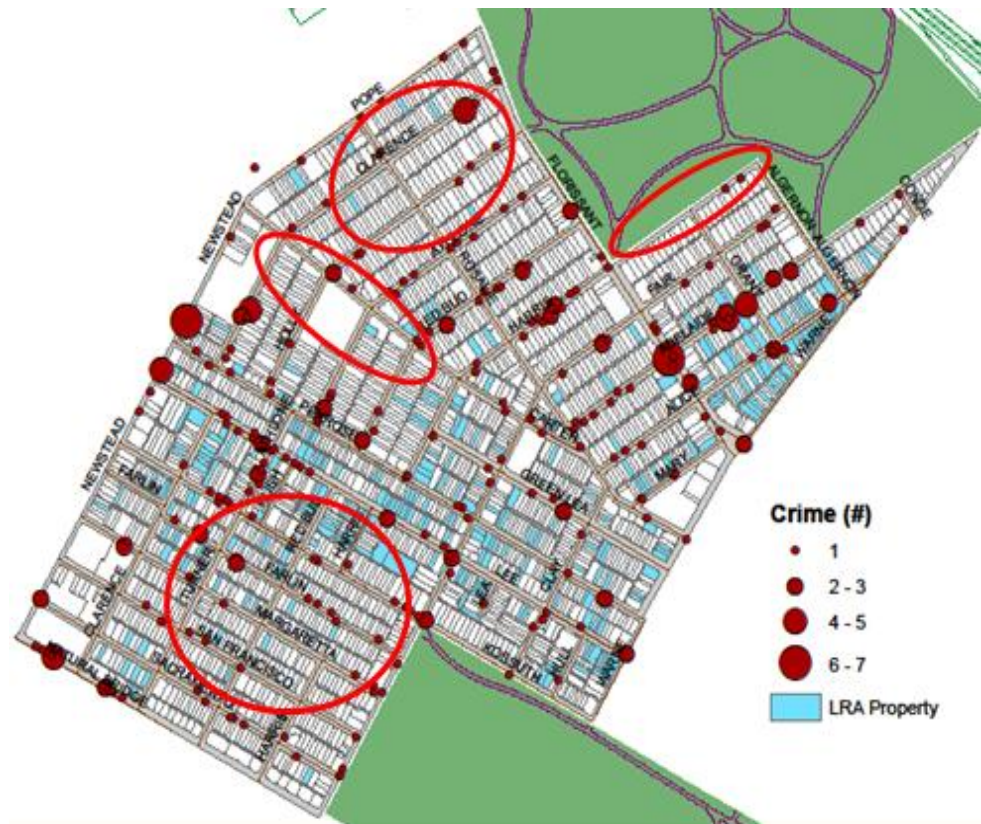
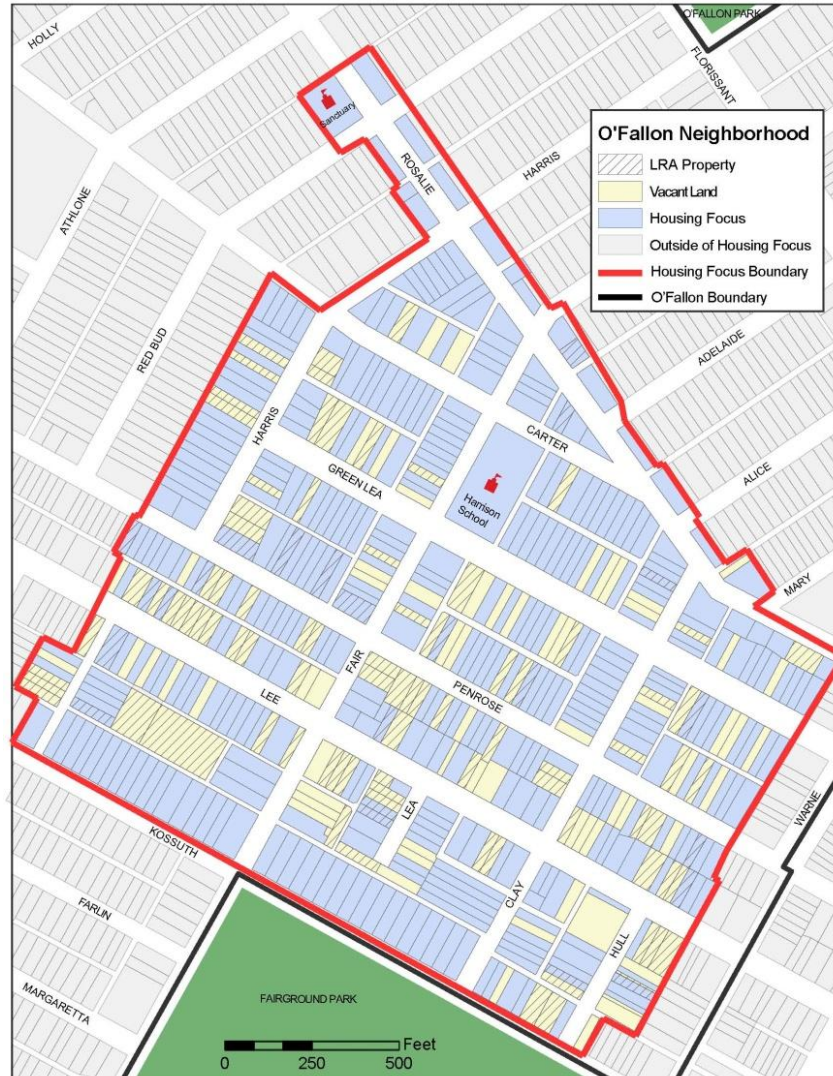


Figure 2. Crime Incidents and Neighborhood Anchors





Figure 4 shows the Harrison School Housing Area. The Housing Area in relation to other parts of the neighborhood is shown in Figure 8.



**Figure 4. Harrison School Housing Area**

## COMMERCIAL CENTER FOCUS AREA

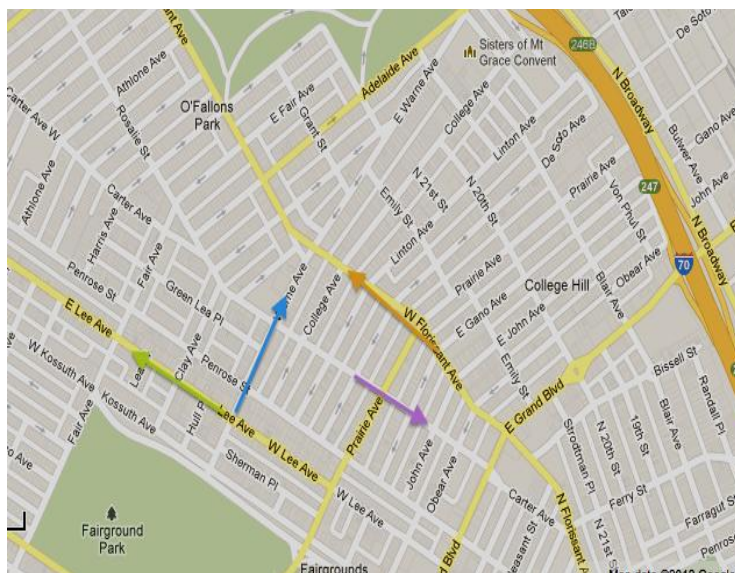
As with housing, the focus area selection process began with the O'Fallon Neighborhood Community Development Plan as it relates to economic development.

This plan contains the following desired Outcome: a revitalized “Business District on West Florissant [Warne Wedge area], North Newstead, or Natural Bridge” (Outcome 1).

These three areas are activity centers for commercial businesses, especially on Natural Bridge, and they are zoned appropriately as Neighborhood Commercial or Local Commercial. The Warne Wedge on West Florissant is the traditional neighborhood district commercial center.

The rationale for selecting the Warne Wedge as our commercial focus area is:

- *The historic importance of this commercial center for the neighborhoods surrounding it.*



Street	Average Daily Traffic
WARNE, north of LEE	4,762 vehicles
LEE, west of WARNE	3,128 vehicles
W. FLORISSANT, west of COLLEGE	8,179 vehicles
CARTER, east of DESOTO	3,068 vehicles
HALL, south of ADELAIDE	2,882 vehicles

Figure 5. Average Daily Traffic in O'Fallon





Conditions in the Warne Wedge Commercial Center Area

- *Higher traffic levels on the adjacent streets, West Florissant and Warne, and potential access to I-70 via Adelaide, which intersects Florissant only a block from the center, and Warne. Easy bus access.*
- The relatively large size and composition of the Warne Wedge historic commercial center, including:
  - *the pedestrian scale streetscape and relative ease of slowing traffic on the streets and of linking the two sides of the streets;*
  - *the variety of interesting building styles, quality building materials, variety of brick colors, architectural detailing, original shop fronts, and differing building heights;*
  - *mixed-use structures with commercial uses on the first floor and residential uses on the floor(s) above;*
  - *potential to utilize the vacant “wedge” of land in the Warne – West Florissant intersection as a public space; and*
  - *the interior neighborhood location with edges of housing that supports the broader business economic development strategies of the neighborhood.*

All these contribute to creating a lively and attractive, mixed-use neighborhood gathering place.

- *The Warne Wedge area is walking distance from the redeveloped O’Fallon Park, which is a major attraction to the area, the site of summer jazz concerts, and the new YMCA recreational facility.*
- *The generally run-down condition of the buildings, public ownership of many properties, and vacant parcels mean a lower “entry” cost for the project. The 1998 “Plan for the O’Fallon Neighborhood” indicated that 80% of the façade space in the Warne Wedge was not utilized and 65% of the commercial buildings were vacant. A successful commercial center redevelopment project will have a major positive psychological impact on the neighborhood and enhance its market strength.*



- *The Warne Wedge is adjacent to the Harrison School Housing Area and will benefit from the housing redevelopment program recommended here. Harrison School Area housing development as proposed will create a successful “milieu” for the commercial center. (Vacant residential properties within the Warne Wedge area also require rehabilitation.) These two programs will restore neighborhood areas containing pockets of deterioration. They will establish a connection among the more stable parts of the O’Fallon neighborhood (shown as anchors in Figure 2).*



- *The redevelopment of this area is supported by the 21<sup>st</sup> Ward Alderman. Plans have been put forward to establish a business incubator here.*



**Figure 6. Vacant Land in the Warne Wedge**

Commercial Center  
October 11, 2010



**Figure 7. Warne Wedge Commercial Center Area**

Figure 7 also shows how the Harrison School Area and the Warne Wedge Area interface. The Harrison School Area connects on the south side of the Warne Wedge. It would be beneficial to begin redevelopment in both of these areas concurrently. This would create an excellent synergy and would address parts of O'Fallon in greater need.

## **PLANNING SUBAREAS OF THE ENTIRE O'FALLON NEIGHBORHOOD**

Figure 8 relates to the O'Fallon community as a whole. It is provided to suggest other possible subareas for redevelopment phases. Subareas can facilitate plan implementation because they allow more concentrated effort and spread costs over time. As mentioned, success in one or two such areas bolsters neighborhood attractiveness and reduces subsidies as private market forces play a stronger role.

Some summary comments about Figure 8 are as follows.

- The Ashland and the Yeatman Areas are named for the public schools located there and where many families with children in these public schools reside. The names might establish a focus for implementing the community education program as outlined in the O'Fallon Neighborhood Community Development Plan. Concerted efforts to improve these schools would anchor each of the areas.
- The East O'Fallon Park Area draws its stability from the block adjacent to the park. This strength might be extended into the remaining portion of the subarea. The redevelopment of this area might follow after the Harrison School and the Warne Wedge Areas.
- The North Newstead Corridor is a high traffic corridor and contains (or is near) many of the neighborhood institutional anchors such as the North Newstead Association office, newly developed affordable housing, Commerce Bank, Julia Davis Library, the Dream Center, Missouri Prince Hall Family Support Center containing several non-profit agencies, and the Scholars Academy preschool building being considered as the site of a Baby College.
- The Central O'Fallon Area may be the most challenging in terms of redevelopment. Careful consideration needs to be given to the sequencing of activity here.

The anchors of neighborhood stability have not been identified as plan subareas. We expect that positive change in other areas will positively impact these. Not all subareas have been included; for example, a Warne Corridor might be important as an access point to the Warne Wedge Commercial Center, and a Natural Bridge Corridor might be appropriate to call out in addition.



The suggested O'Fallon planning areas are shown here.



Figure 8. O'Fallon Subareas for Planning

## 4. HARRISON SCHOOL AREA HOUSING PLAN



Our approach is never to consider one aspect of community development, such as housing, in isolation: we always consider each portion of community development in relation to all the others. This is the nature of neighborhood and community. If we fail to take this approach, we also will fail to meet our housing vision. The complexity of the approach means that we cannot anticipate at the beginning of the process all that should and will be accomplished. Of necessity, we will “make the road as we walk along it,” as Mike Green has said (Green, pp. 17-18).

### Summary.

The O’Fallon community wishes to have stable residents, well-cared for and attractive homes that support a diverse population. The quality of housing, most of which is on the Federal Historic Register, is one of O’Fallon’s great strengths, but housing also is one of the neighborhood’s major challenges. We estimate that there are 195 vacant buildings and 370 empty lots in O’Fallon as a whole.

This housing plan builds off anchors of neighborhood strength to achieve the neighborhood’s housing Vision and Outcomes. We avoid a scatter-shot approach to housing and focus on approximately a 15-block area surrounding the Harrison Elementary School, slated to be converted to senior housing. The plan proposes rebuilding the quality urban fabric there by rehabilitating *all* vacant structures and empty lots, almost exclusively with housing.

Good quality design standards are included in the plan that reflect the Harrison School Area’s “significant” and “contributing” buildings on the historic register built in the 1940s or before. We believe that there is no reason why the neighborhood should limit its desire for good quality, compatible, new and rehabilitated housing. Employing these standards also will create value in the neighborhood.

The plan suggests an “housing first” approach to offer needed social and economic development services to the residents of the new dwellings and others. The housing plan’s main focus is on supporting community social capital. This is reflected in housing options, such as land trusts and cooperative housing, which encourage residents to work together for the common good. CPTED (Crime Prevention Through Environmental Design) techniques are incorporated into the program. Establishing “mini-neighborhoods” also is proposed for community consideration.

We support one writer’s assertion that “When people have no control or responsibility for key decisions in the housing process ... dwelling[s] may ... become a barrier to personal fulfillment and a burden on the economy.” The housing plan proposes continued involvement of neighborhood residents and leaders in the housing redevelopment process.

## INTRODUCTION

The importance of housing to community cannot be underestimated. It is clear that housing contributes to a person's or family's quality of life. But let's take a step back and view housing in a broader way. It is where the social character of the community is inseparable from the physical environment: the design, condition, location, maintenance, and management of buildings as they affect the quality of neighborhood life. In Chapter 1, we discussed that the main goal of this plan is to build neighborhood social capital, which is the ability of neighborhood residents to identify a community problem, organize themselves in relation to the problem, establish a plan of action, and successfully address the problem. We also saw how housing conditions in relation to neighborhood dynamics and the social and economic situation of the community can either foster social capital or break it down. While we identified anchors of strength in parts of O'Fallon associated with housing, it is important to recognize that the neighborhood as a whole is declining and that action must be taken related to housing (as well as other areas) to halt and reverse this trend.

### ***WHAT HAS BEEN COVERED IN THE PLAN ABOVE***

Chapters 1, 2, and 3 already have addressed some issues that are important for the housing plan. These include:

- The community's Vision statement related to housing and related Strategies as contained in the O'Fallon Neighborhood Community Development Plan (in Chs. 1, 2, and 3);
- O'Fallon's rich architectural history and success in placing most of the neighborhood on the National Historic Register (Ch. 1);
- Poor performance of Ashland Elementary and Yeatman Middle schools as indicated by standardized MAP scores (Ch. 1);
- High poverty levels (greater than 40%) of families with children, and high mobility rates of students in the neighborhood schools that are associated with poor performance (Ch. 1);
- Significant percentage (50%) of renters desiring to own a home in the neighborhood (Ch.1);
- Crime and fear of crime as it affects community social capital (Ch. 1);
- Patterns of crime, disorder, and nuisance properties in the neighborhood (Ch. 3);
- Areas of strength in O'Fallon that can be drawn upon to redevelop the neighborhood (Ch. 3);
- Neighborhood initiative to redevelop the Harrison School as senior housing (Ch. 3);
- Selection of the Harrison School Housing Plan Area (Ch. 3); and
- Linkage of Harrison School Housing Plan Area to the Warne Wedge Commercial Center Area (Ch. 3).





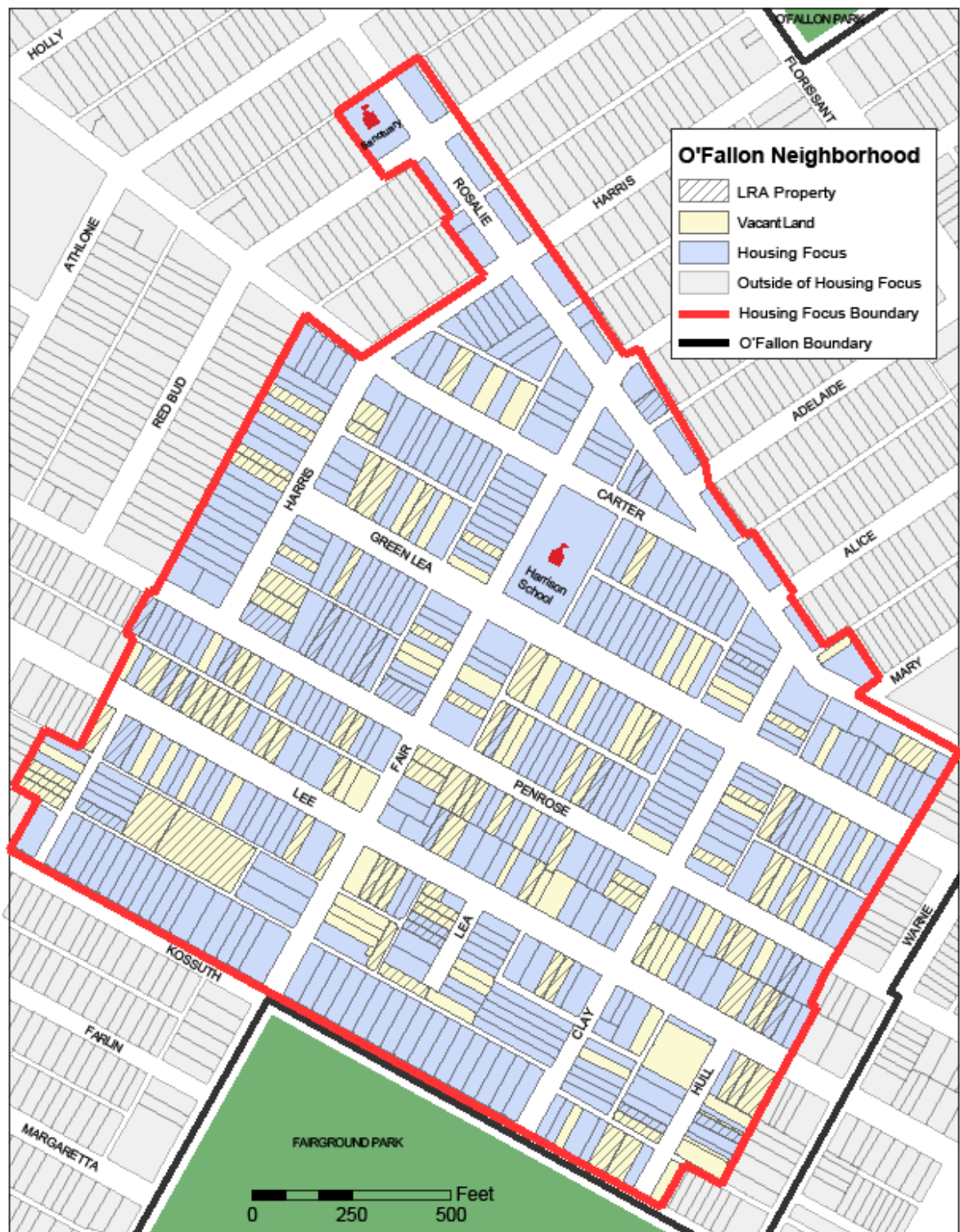


Figure 9. Harrison School Housing Plan Area

## ***ADDITIONAL BACKGROUND INFORMATION***

Additional issues that are important for developing the housing plan are included below.

- The community's direction found in the O'Fallon Neighborhood Community Development Plan guides the Harrison School Area Housing Plan. That guidance directly related to housing includes:
  - Desired Outcome 2: "Affordable, good-quality, well-managed rentals with stable residents;"
  - Strategy 2.2: "Rental property provided by owner/developer for whom the well-being and stability of residents is a primary focus;"
  - Program 2.2.1: "Wrap-around services program that provides "rent-to-own" opportunities, workshops on financial literacy and homeownership skills, and connection to other services;" and
  - Program 2.2.2: "Renters' association to help encourage renters to be more engaged in neighborhood activities and provide wrap-around services."

Outcomes, Strategies, and Programs found in other O'Fallon Community Development Plan areas may also impact the Harrison School Area Housing Plan.

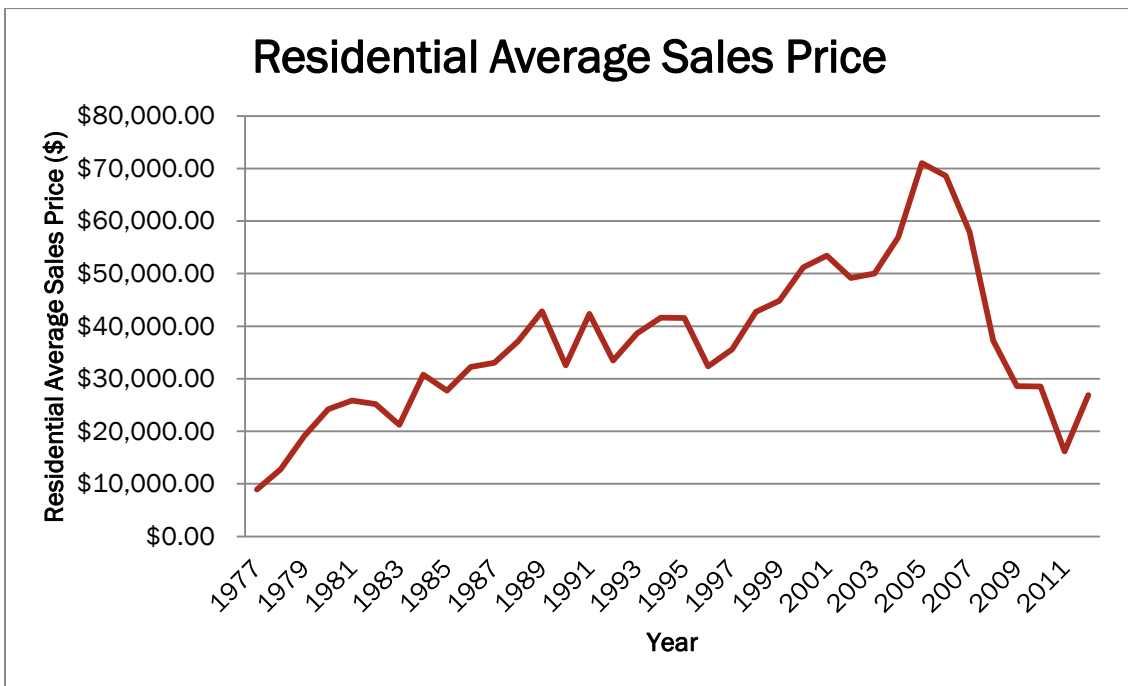
- O'Fallon housing market data in the 2007 to 2012 period indicate weakness. Both housing sales and sale prices have declined greatly during that period. The number of homes sold peaked in 2006 with 76 homes changing ownership. Since then the number of homes sold in the area has declined rapidly with only five homes sold in 2012. Coupled with this trend, average home sale prices have declined significantly. The average sales price for homes peaked around 2005 at more than \$70,000. However, in 2011, the average home sales price was \$16,167, which increased somewhat to \$26,625 in 2012. These trends are show in Figures 10 and 11. (City of St. Louis Planning and Urban Agency).

This indicates that the O'Fallon housing market may not support market-rate (non-subsidized) renter or owner-occupied housing, especially if the target market is existing O'Fallon area renters. It will be necessary to obtain deep subsidies to support housing rehabilitation and new construction. This situation carries with it consequences in terms of the type of housing to be built or improved as addressed below.





**Figure 10. Trend in O'Fallon Residential Total Sales**



**Figure 11. Trend in O'Fallon Residential Sales Prices**

- The number of vacant parcels and City-owned buildings within the Harrison School Housing Plan Area indicates the scope of the housing challenge. (See Figure 9.) Available data show that there are 152 vacant lots (out of a total of

370 in the entire neighborhood), of which about 60% are owned by the City's Land Redevelopment Authority (LRA). In addition, the LRA owns 23 parcels with structures (out of 195 total in O'Fallon). Redevelopment of these properties will require strong development partners capable of working at this scale.

### ***THE POLICIES GUIDING HARRISON SCHOOL HOUSING PLAN***

The information on neighborhood conditions and the guidance within the O'Fallon Community Development Plan have led to a short list of policies that direct this plan.

These policies include the following.

- ❖ All vacant lots and buildings in the Harrison School Area will be put back into productive use as soon as possible. The primary use is redeveloped and new housing. Additional uses include resident services, businesses that support the neighborhood, and public facilities such as pocket parks, tot lots, and gardens for area residents.
- ❖ New and rehabilitated housing will be directed toward existing residents of O'Fallon in need of quality, affordable, and stable housing, especially families with children. The new units will be a balance of rental and owner-occupied units, but market conditions suggest that a higher percentage initially will be rental units. As the O'Fallon market strengthens, a greater number of units made available will be owner-occupied.
- ❖ The level of 50% home-ownership in the neighborhood will be maintained through the early phase(s) of the housing program and then increased over time. Rent-to-own options should be provided to renters in new dwellings to the extent financially feasible.
- ❖ The owners, developers and managers of new and rehabilitated rental housing will have the well being and stability of residents as a primary focus.
- ❖ The housing program will address the holistic needs of the Harrison School Area residents including those needs related to education, economic development and jobs, crime prevention and reduction of disorder, health, and human services. This is referred to as a "housing first" approach.
- ❖ The housing program in the Harrison School area will build social capital through prospective home-owner and renter and existing neighborhood resident participation in creating and implementing the housing plan and guiding and providing needed services.

- ❖ Rehabbed and newly constructed buildings will reflect the exceptional character of the historic buildings in the neighborhood.

*The economic value of new buildings is replaceable in cities. It is replaceable by the spending of more construction money. But the economic value of old buildings is irreplaceable at will. It is created by time.*  
Jacobs, p. 260

## **SUMMARY OF THE REMAINING PORTION OF THE HOUSING PLAN**

The elements of the plan include:

- The allowed Building Forms that can be used in the redevelopment of the Harrison School Area;
- Recommended Design Standards for new buildings and substantially rehabilitated buildings;
- Regulations for the placement of new buildings on the parcels known as Site Standards;
- Crime Prevention Through Environmental Design (CPTED) concepts for reducing the opportunities for crime through the built environment;
- “Model Buildings” that incorporate the Building Forms, Design Standards, and Site Standards and are used to visualize proposed redevelopment;
- An inventory of vacant lots and City-owned structures and the combinations of Building Forms / Model Buildings that can be located on the adjacent parcels;
- Envisioning the future through building sketches - used to place the Model Buildings on vacant parcels in the Harrison School Area;
- Major sources of housing subsidies;
- Approaches to achieving strategic goals including: home ownership, addressing social service and economic development needs, and building social capital; and
- Possible housing plan implementation phases.

## DEVELOPMENT STANDARDS AND GUIDELINES

*Old ideas can sometimes use new buildings. New buildings must use old buildings. Jacobs, p. 245*

Old and new buildings are both important to an area as they promote diversity through the inclusion of various ranges of affordability (Jacobs, 2011, pp. 245-248). The Harrison School Area has many opportunities for constructing new buildings given the volume of vacant parcels. It is important to keep in mind that these new buildings should reflect the quality already there, thus building forms and design elements for the neighborhood have been developed that will guide what is constructed. The approach suggested provides the O'Fallon community with the tools to encourage housing development and redevelopment and insure that the results are consistent and of uniformly good quality.

The development standards and guidelines for this area were drafted after a thorough analysis of what exists in this neighborhood, specifically in the Harrison School focus area. The guiding principle for this work is: *Substantially rehabbed and/or newly constructed buildings will be consistent with existing significant or contributing buildings on the block, built in the 1940s or earlier.* Whenever a control is related to “significant or contributing” buildings, this implies built in the 1940s or earlier.

“Significant” or “contributing” buildings refers to the value of each building in terms of the application to designate the area as a Federal Historic District. The Federal Historic District, now approved, includes historic preservation standards for rehabilitation, but not ones that are *required* and not standards that apply to new construction. Suggested standards in this plan, if adopted by the neighborhood and the City of St. Louis, would apply to these situations also. Such regulations result in neighborhoods with very good visual appearance and are consistent with residents’ desires. Some past affordable housing that ignored this approach stigmatized residents and contributed to decline. (See image above.)



The general rule preserves the rhythm and design of each fronting block face. In order to maximize the utility of this standard, this housing plan includes several building forms, design concepts, and site standards that were developed based on what currently exists in the neighborhood and on discussions with community residents.

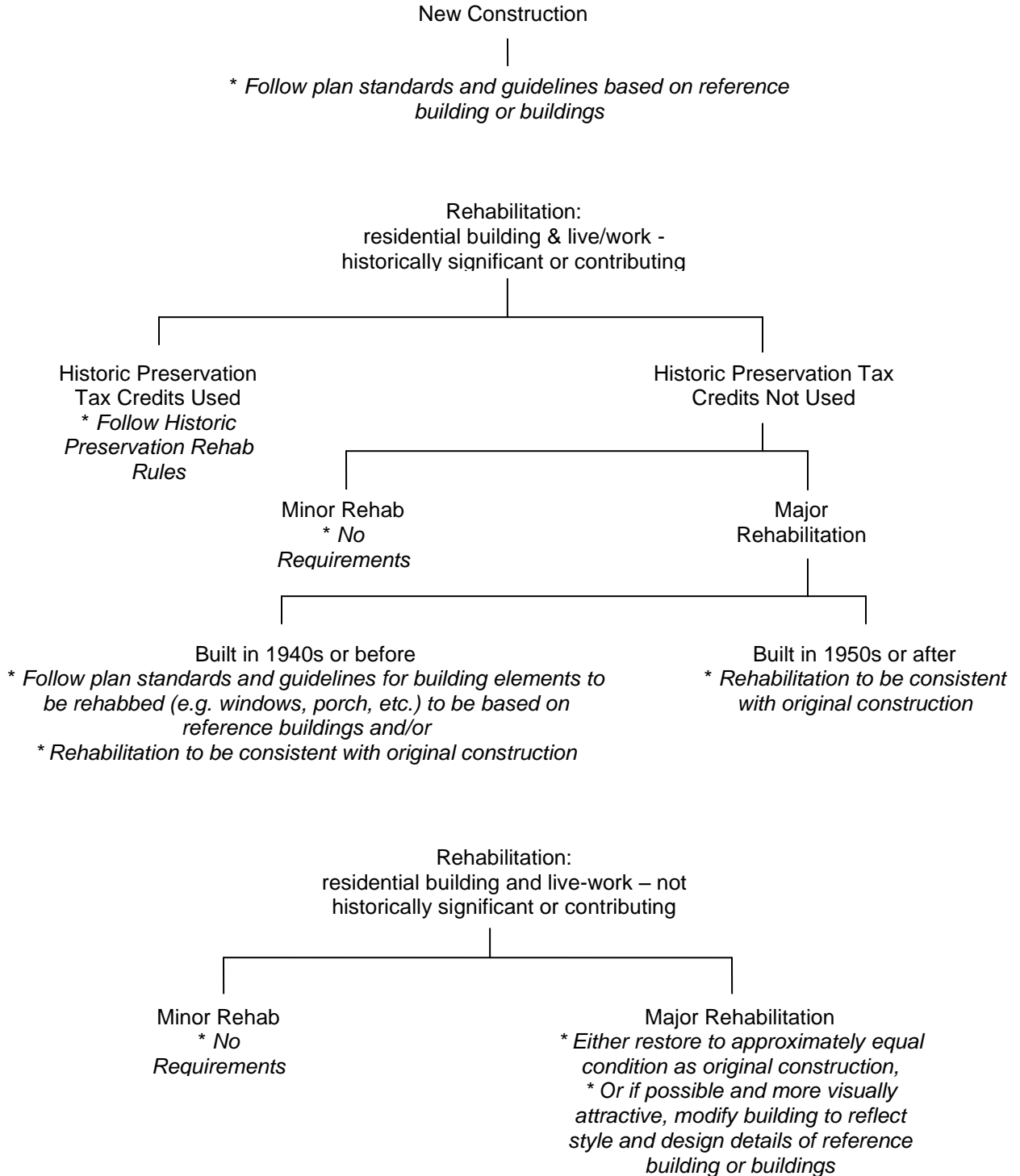


One important distinction in terms of planning approaches is between “standards” and “guidelines.” Standard means that the plan provisions are intended to be *required* as they apply to new development and major rehabilitation. These are recommended here when the provisions are believed to be very important, they can be applied clearly and without substantial subjective judgment, and there is less need for the involvement of residents in these decisions. Guideline means that a review of the proposed development by residents and other important stake holders is appropriate. Guidelines are recommended when there is the need to balance concerns and for more subjective judgments.

Here we suggest standards (requirements) related to Building Forms, Frontages, and Site development provisions. Guidelines are provided for building design provisions. Crime Prevention Through Environment Design (CPTED) provisions are a combination of standards and guidelines.

Important issues when applying building form, design, site, and other standards and guidelines are which situations they apply to and how they relate to the situation. In terms of the Harrison School Area, some relevant issues are: whether the building is an older building or a newer one (i.e., built before or after 1950), whether it is architecturally significant or contributing to the historic district, whether tax credits are used, and whether the rehabilitation is minor or major. The application of the rules needs to be appropriate to the O’Fallon community; in other words, it needs to be sympathetic to the financial cost, whether tax credit and other subsidies are available, and conducive to restoring the excellent quality of O’Fallon’s historic built environment. The table on the following page contains suggestions for how to apply these regulations and guidelines.

## Proposed Application of Harrison School Area Standards and Guidelines in Different Redevelopment Situations

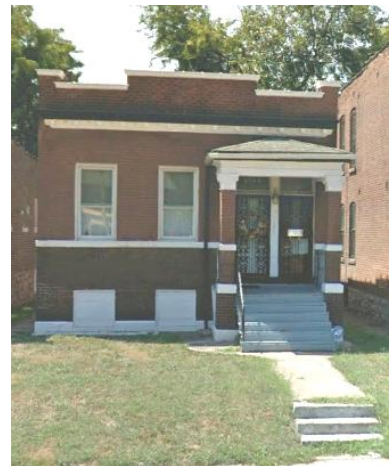




## ***BUILDING FORM STANDARDS***

“Building Forms” are recommended for the building types: 1) single family detached – one story; 2) single family detached – two and three story; 3) duplex / triplex / fourplex mansion-style residences; 4) townhouses; 5) apartments; and 6) live / work buildings. Each form details what currently exists within the neighborhood (with one exception) and how each structure works related to access, parking, etc. The forms will be applied to each block front specifically to reflect the existing significant and contributing structures on the block, in order to maintain a congruent rhythm. Specific information about each of the different building forms includes the following.

*Detached Single – Family Dwelling, One Story.* The front of the home will be oriented towards the street with direct access to the home from a porch or stoop. The front and rear yards will be usable. The rear of the home may contain a detached garage for parking. Parking also may be on the street in front of the home. All sides of the building must be exposed to the outdoors and a porch or stoop is the necessary frontage type. (A “frontage type” is defined in the Design Standards section.)



*Detached Single – Family Dwelling, Two and Three Story.* This building form directly mirrors the standards for the detached single-family dwelling, one story. The only difference is that this building form contains two or three stories.



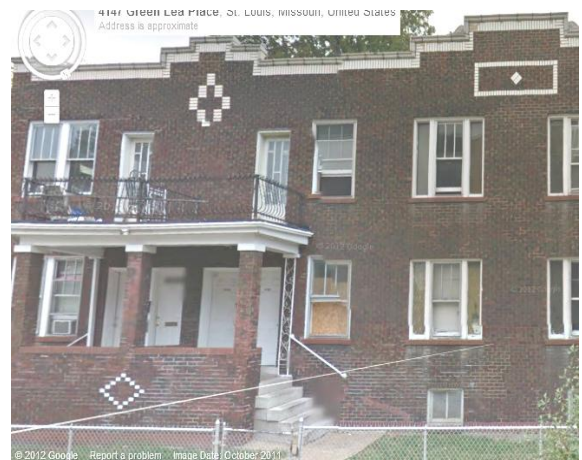
*Duplex, Triplex, Fourplex ("Mansion").* The front of the home will be oriented towards the street with direct access to the home from a porch or stoop facing the street. The front and rear yards will be usable. Parking will be primarily in the rear of the home where it may be in a detached garage and on the street in front of the home. All sides of the building must be exposed to the outdoors and a porch or stoop is the frontage type. This is a multiple dwelling-unit house that appears to be a single unit. Sometimes this is referred to as a "mansion."



*Townhouse.* A townhouse is a group of attached dwelling units separated by a common wall. Although connected by a common wall, the rhythm of this form appears (or "reads") as individual dwelling structures. Each townhome will have a separate entrance on the ground level leading directly to the outdoors. The front of the home will be oriented towards the street with direct access to the home from a porch or stoop facing the street. Parking will be in the rear in a common area, on separate parcels, or in detached garages, and on-street in front of the house. At least two sides of the building must be exposed to the outdoors.



*Apartment.* Apartments are stack flats or townhouse style structures. A "flat" has all the living area on one floor, which dwellings are "stacked" on one another. Access to the dwelling unit is from a porch or stoop facing the street. Parking primarily is in the rear yard with key access and on-street in front of the home. All sides of the building must be exposed to the outdoors.



*Live / Work.* This building form can be live / work, work / work, or live / live. The “work” shop must be on the ground floor. Live / work buildings can have a residential unit attached to rear of a shop, above the shop, or directly next to the shop connected by a common wall. Commercial access is through a shop façade that is flush with the sidewalk(s) facing the street(s). Residential access either can be in the front of the structure facing the street or it can be on the side of the building. Parking is primarily in the rear yard or on-street in front of the building.



### ***BUILDING DESIGN GUIDELINES***

Design guidelines are recommended for certain elements or parts of newly constructed buildings, as well as for major rehabilitation of existing structures. Based on community feedback, we recommend that the design of new and rehabilitated buildings maintain similar characteristics present on historically significant and contributing buildings built in the 1940s or before, preferably in the block, but also within the Harrison School Area or the neighborhood. For rehabs the intent is for the improvements to reflect the original built appearance of the structure.

Newly constructed buildings will include a minimum of four of the following elements of the building, reflecting nearby significant and contributing buildings:

- architectural details and ornaments;
- parapets;
- roofs;
- windows;
- doors / entrances;
- porches and stoops;
- façade color; and)
- massing.

The following graphics represent recommendations for these design elements.



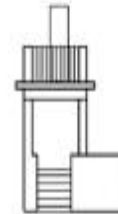
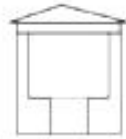
*Architectural Details / Ornaments.* These include column capitals, glazed brick, medallions, stone or equivalent trim, decorative brick work, stucco details, wooden brackets, cornices, and other similar features reflective of significant and contributing buildings nearby.



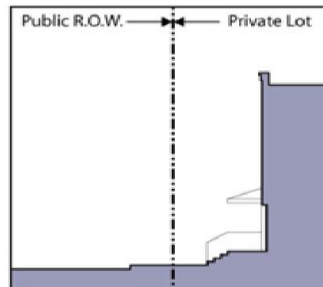
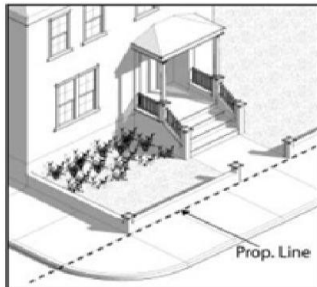
*Doors and Entryways.* These will reflect significant and contributing buildings as shown in the examples:



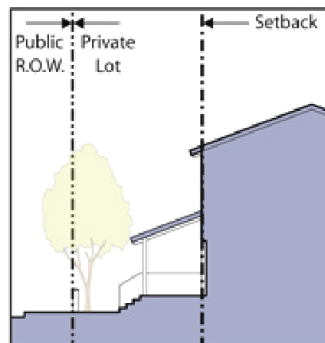
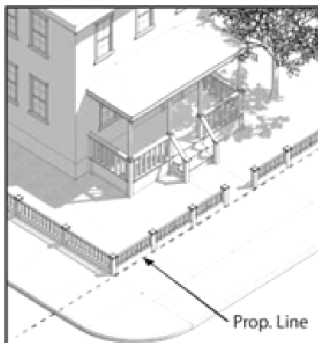
*Porches and Stoops.* Examples of porches and stoops include partial and full porches, completely or partially covered, and sometimes with balconies on the floor(s) above.



There are subtle but significant differences between a porch and a stoop, as illustrated:

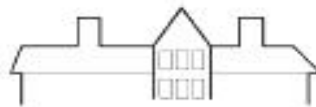
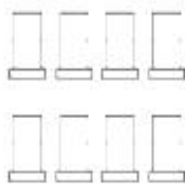


This is an example of a stoop as defined in this plan. Note the small size of the area in front of the door.

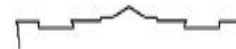


This is an example of a porch. Note the large area in front of the door that allows visiting in a semi-private space near the sidewalk.

*Windows:* The rhythm of window spacing will be consistent with surrounding significant and contributing buildings. Windows will not extend more than one floor and will reflect the interior space. They are taller than they are wide and do not cover more than 60% of the façade. Windows can be clustered within a dormer. They will reflect the reference buildings as defined in the Building Design Guidelines introduction.

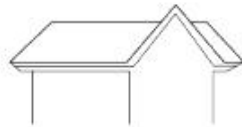


*Parapets.* Buildings with a flat roof will have a parapet. All parapets will be approximately 2 to 6 feet in height. Buildings that have a gabled roof will have a cornice.

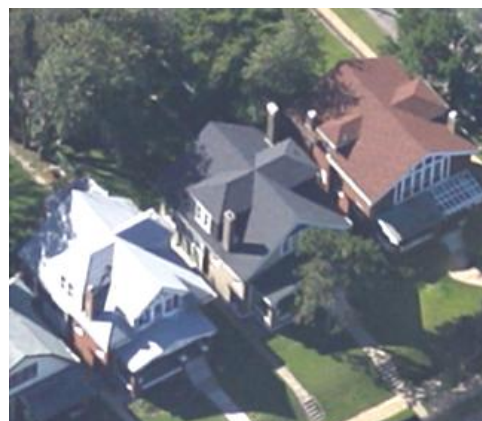




*Roofs.* There are a variety of traditional roof styles in the neighborhood that include pitched, hip, gable, flat, mansard, and gambrel. Pitched roofs are acceptable for every unit type except the one-story, single family detached. Roofs and roof trim will be consistent in terms of materials and colors with the existing significant and contributing buildings on the block or near-by.



*Massing.* As a general rule, the massing of new buildings (on the whole building or major building parts) will be a minimum of 2 stories and maximum of 3 stories on the primary street-facing façade. It can be simple or more complex as shown in the examples below. Exceptions can be made for 1-story buildings in situations where there are other 1 story buildings on the fronting blocks where the building will be constructed.



*Color.* Since the majority of the significant and contributing buildings in the neighborhood are made of a dark red brick, we recommend that new buildings be dark red, at least on the street-facing façade(s).

## **BUILDING SITE STANDARDS**

Given the variability of lot sizes and set-backs in the Harrison School Area, the “build-to” façade line (or the line on the parcel at which the façade is to be built) and side yard set-backs will reflect the significant and contributing buildings (built in the 1940s or earlier) on the block front where the building is to be located. The exposed front and side walls of live / work buildings are flush with the sidewalks.



Front Yard Set-Backs (Build-to Lines) and Side Yard Set-backs

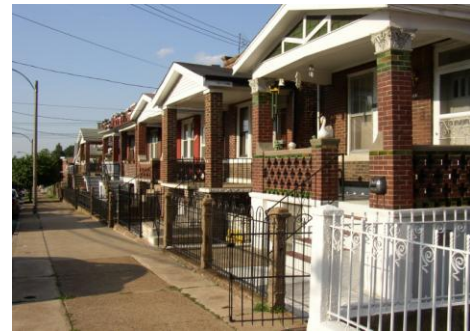
## **CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)**

The redevelopment plan(s) for the Harrison School Area will include a Crime Prevention Through Environment Design program, which at a minimum includes fences at the parcel perimeters no more than 4 feet in height and that do not impair visibility into (or from) the parcels and lights fully illuminating doors to the exterior. These plans will be reviewed by a resident and stakeholders committee designated by the O’Fallon Community Development Organization.

Crime Prevention Through Environmental Design (CPTED) is a method of introducing features into the built environment that reduce the opportunities for crime. While some changes may be “site hardening” to the structures themselves, our emphasis is on increasing social norms such as feeling of *territoriality*, or implicit ownership, among residents who wish to improve the neighborhood; *surveillance* including the ability to see and be seen (also called “eyes on the street”); *image* or *milieu* that includes positive maintenance and low levels of signs of disorder; and *amenities*, which include attractive places at critical locations that support lively public use.

The feeling of “territory” is an expression of community. It is the division of the environment into zones to which residents adopt proprietary attitudes. In other words, the sense of one’s ownership extends beyond a person’s own property into the sidewalk, street, alley, and the entire neighborhood. Within one’s territory, norms of behavior are established appropriate for the different parts. Neighbors feel empowered to communicate community norms of behavior and are willing to confront behavior that violates norms, take action, and not give up until they have been effective. Within one’s territory, residents identify with neighbors and their neighbors’ property.

Territory includes subtle and progressively more private zones that are private, semi-private, semi-public, or public. The photo on the right shows an example in The Hill neighborhood. Within a very small distance between the street and the house, the territory is divided into private



space (the interior of the home), semi-private space (the front porch and area inside the front fence, semi-public (the sidewalk), and public (the street). These definitions depend on the community. On the Hill one might say that the entire neighborhood is thought of as “semi-private” space.

*In O’Fallon:*



Private and Semi-private Space.



Stronger Barrier Between Semi-public and Semi-private areas.



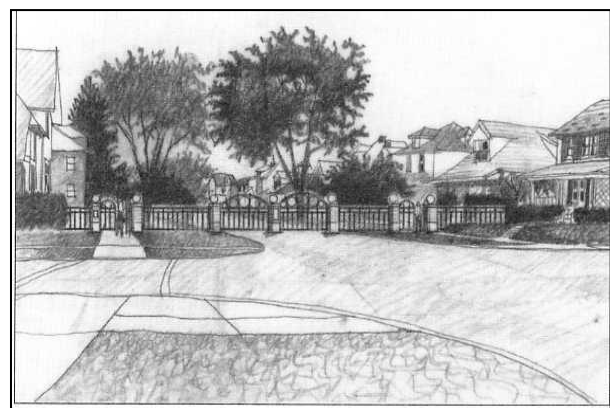
No Barrier Between Public and Private Space – Easy Access.



Community Amenity (Playground) and Secure Parking

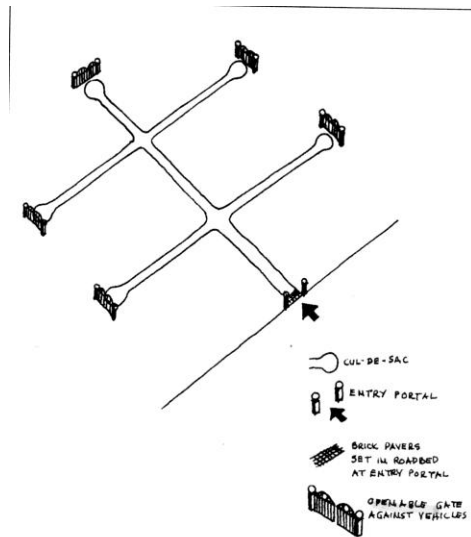
The bottom left image is an example of semi-private amenities that create a sense of territoriality. The amenity of a children’s play area brings “eyes on the street” in a positive way, allows parents to monitor what is happening on the street and sidewalk, and protects the children by the fence barrier. To the rear of the play areas and building is a pass key entrance to parking for the apartment residents. This is an example of semi-private parking space.

Residential street closure is another technique for converting public spaces into semi-private ones. These are places where residents, their guests, and service providers have access, but entrance is restricted to others. There are many examples of these types of closures in St Louis.



CPTED Street Closure in Dayton

A more assertive approach to creating territory in order to reduce crime is the establishment of “mini-neighborhoods” (Newman, Creating, pp. 36-63) Here a larger area, such as the Harrison School Area, is divided into smaller sections, the streets converted to cul-de-sacs, and alleys closed off between mini-neighborhoods. After the vacant land is redeveloped, incidence of disorder is reduced (e.g. trash, stray dogs, non-functioning street lights, building code violations, etc.), and management control is established over housing, mini-neighborhoods become a safe oasis from more disruptive actors. There are negative connotations of this approach: that there are dangers in the area from which the residents need to be protected. The planning approach we take is that there should more connections among local people. A balance needs to be drawn between encouraging neighboring in a safe environment and discouraging interaction outside the mini-neighborhood. There are many questions to be addressed related to the degree of closure. Community engagement is required before attempting this approach to crime prevention in O’Fallon.



Much of the crime in O’Fallon appears to be concentrated on and near vacant properties. If the community is able to develop these parcels, increase eyes on the street, while enhancing the appearance of the neighborhood, there would be a positive impact on crimes.

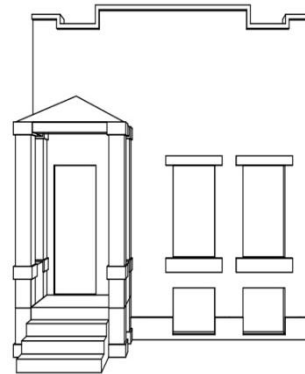
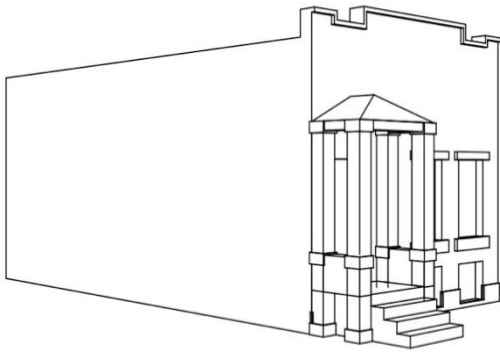
*When people begin to protect themselves as individuals and not as a community, the battle against crime is effectively lost.*

Newman, Defensible, p. 4

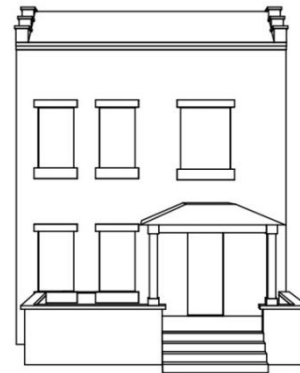
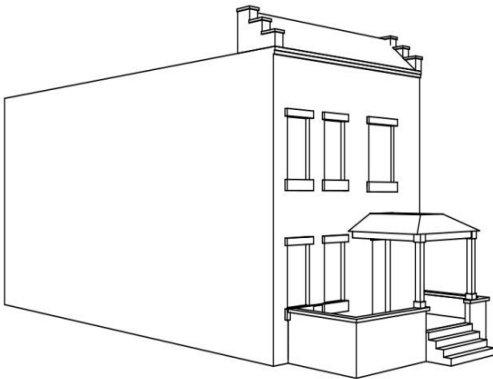
## MODEL BUILDINGS

Architectural drawings of the model buildings for this neighborhood, presented below, are based on the different building forms and several elements of the design standards described. These sketches of model buildings will be used to illustrate how implementing the proposed housing plan can change the appearance of entire blocks within the Harrison School Area.

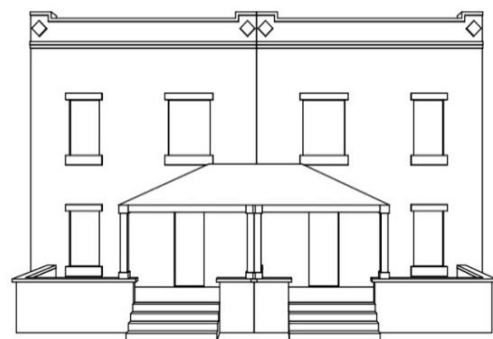
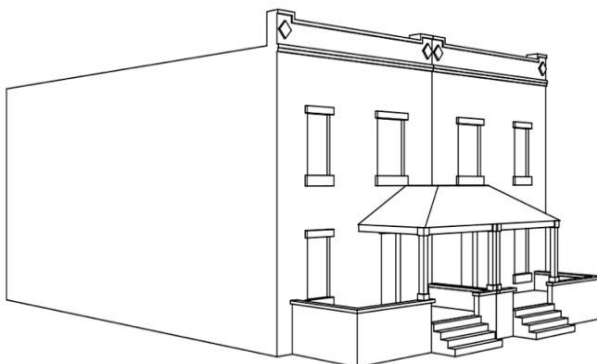
***ONE-STORY SINGLE FAMILY DETACHED***



***TWO AND THREE STORY SINGLE FAMILY DETACHED***

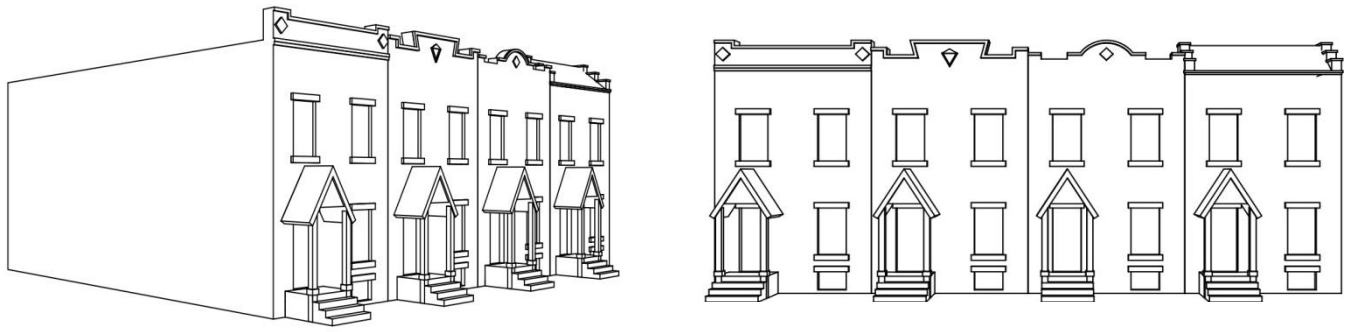


***DUPLEX, TRIPLEX, OR FOURPLEX (MANSION)***

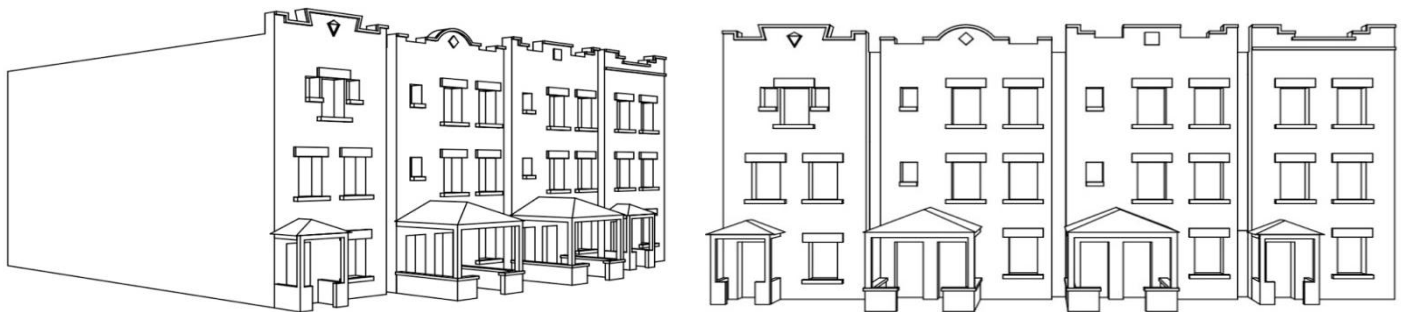




## **TOWNHOUSE**



## **APARTMENT**



## **INVENTORY OF DEVELOPABLE AND REDEVELOPABLE PROPERTIES IN THE HARRISON SCHOOL AREA**

The sizes, locations, and adjacency of developable and redevelopable parcels in the focus area lead to options for which building forms can be used and which may be placed next to one another. These elements ultimately need to be considered in establishing the land use plan for the Harrison School Area. The visioning exercise of placing building forms on empty lots, as presented, is only one aspect of this task. Assembling properties, identifying joint development options, finding a developer partner, and having at least a preliminary commitment on a financing strategy must be done before the final plan can be drafted.

The Harrison School focus area contains 175 lots targeted for the housing plan, 152 of which are vacant and another 23 are LRA properties with existing structures. Of the 152 vacant lots, 87 are LRA-owned, while the remaining 65 vacant lots would need to be purchased from or placed into a joint development partnership by their current owners. This section contains a preliminary estimate of the configurations of available vacant lots, the building forms that can be built on vacant parcels of different sizes, and how many dwelling units can be built or rehabilitated, in total, of different sizes (i.e. number of bedrooms) in the Harrison School Area.

We recognize that not all of these properties will be available for development and rehabilitation. This section explores the opportunities for the community if all properties were available.

Since the *vacant lots* in the Harrison School Area are not consolidated (or assembled) into large tracts, it is necessary to identify the configuration of combinations of vacant lots in the Harrison School area. As noted in the table, some of these are owned by the City's Land Reutilization Authority (LRA) and are available and others are privately held. The table is organized in terms of the "equivalent" number of adjacent small lots: in other words, a lot or adjacent lots roughly equivalent to 1 small lot (25' frontage), 2 small lots (50' frontage), 3 small lots (75' frontage), 4 small lots (100' frontage), 5 small lots (125' frontage), and a lot of irregular size. The configurations in the table might be used to determine for planning purposes which combinations of building forms can be located on the available vacant land.

<b>Equivalent size of single or combined vacant lots</b>	<b>Lots configured as</b>	<b>Number and ownership, as reported in student papers</b>
One small lot (25' frontage)	1 small lot	<ul style="list-style-type: none"> <li>• 32 City Land Reutilization Authority (LRA)</li> <li>• 25 privately owned</li> </ul>
One large lot (30' frontage)	1 large lot	<ul style="list-style-type: none"> <li>• 4 City LRA</li> </ul>
Two small lots (50' frontage)	<ul style="list-style-type: none"> <li>• 1 large lot = .17 acres, or</li> <li>• Two adjacent small lots</li> </ul>	<ul style="list-style-type: none"> <li>• 4 privately owned large lots</li> <li>• 8 adjacent lots LRA owned and 5 adjacent lots LRA and privately owned</li> </ul>
Three small lots (75' frontage)	<ul style="list-style-type: none"> <li>• 1 large lot and one small lot, or</li> <li>• 3 small lots</li> </ul>	<ul style="list-style-type: none"> <li>• 5 sets of lots in all</li> </ul>
Four small lots (100' frontage)	<ul style="list-style-type: none"> <li>• 1 large lot = .35 acres, or</li> <li>• 2 large lots, or</li> <li>• 2 small lots and one large lot</li> </ul>	<ul style="list-style-type: none"> <li>• 1 privately owned large lot</li> <li>• 3 sets of combined lots in all</li> </ul>
Five small lots (125' frontage)	<ul style="list-style-type: none"> <li>• 5 small lots</li> </ul>	<ul style="list-style-type: none"> <li>• 1 set of lots – LRA owned</li> </ul>
Other	<ul style="list-style-type: none"> <li>• 1 large lot = .66 acres</li> </ul>	<ul style="list-style-type: none"> <li>• 1 large lot – LRA owned</li> </ul>

The next table shows possible combinations of our building forms on different sized vacant parcels. The footprints of the buildings are based on McCormack Baron Salazar development examples. Just as the building forms are building blocks for development, the actual sizes of assembled vacant lots, being larger, open many options for configuring these building blocks. The planning process involves making decisions of about combinations of buildings that can be located on the available

vacant properties when assembled. The table can assist the planner, developer, and the community determine what should be built on these vacant parcels when combined. Ultimately, the community's voice is important in making these decisions.

# Vacant Lots	Side yards	Buildable width	Possible configuration of buildings
1 – 25' width	5'	20'	Two+ story single family detached structure
2 – 50' width	5'	45'	a. 3 – 2 bedroom townhouse structures – 48' total width or b. 2 – 3 bedroom structures – 44' total width
3 – 75'	5'	70'	a. 3 – 2 bedroom townhouse structures and 1 – 3 bedroom structure – 70 total width or b. 2 – 2 bedroom townhouse structures and 2 – 3 bedroom structures – 74' total width or c. One apartment structure
1 – 30' width	5'	25'	Two+ story single family detached structure
2 – 60' width	5'	55'	a. 3 – 2 bedrooms structures – 48' total width or b. 2 - 2 bedroom structures and 1 - 3 bedroom structure – 54' total width
3 – 90' width	5'	85'	a. 3 – 2 bedroom structures and 2 – 3 bedroom structures – 90' total width or b. 1 – 2 bedroom structure and 3 – 3 bedroom structures – 79' total width or c. 4 – 2 bedroom structures and 1 – 3 bedroom structure – 85' total width or d. One apartment structure

The additional 23 LRA properties with existing structures should also be reviewed in terms of the combination of parcels with structures and vacant lots. The following table covers these situations.

Total	Building and vacant lot(s) combinations
17	Single buildings on a single small lot
6	Single buildings adjacent to a vacant small or large lot

## **TOTAL RESIDENTIAL UNITS TO BE DEVELOPED AND REHABILITATED**

There are a total of 152 vacant lots (LRA and non-LRA) within the Harrison School focus area. The total estimated acreage of all vacant lots combined is 13.22. Based on an average density of 13 dwelling units per net acre, the total number of dwellings that might be built on these vacant parcels alone is about 172. This assumes that all vacant lots are purchased and built to the standard density used by McCormack Baron Salazar. Since there are 23 existing structures, 6 with adjacent vacant lots, on LRA properties, there is a total potential for at least 201 new dwelling units in the Harrison School Area.

### ***NEW UNITS BY SIZE AND RENT OR OWN***

Following McCormack Baron Salazar's development practice, making adjustments based on the sizes of existing structures on LRA properties, and considering the O'Fallon renter population characteristics, we propose the makeup of units in housing developments as found in the table.

<b>Number of bedrooms</b>	<b>Total Units</b>	<b>Percent of total</b>
1 bedroom	26	13%
2 bedrooms	99	49%
3 bedrooms	46	23%
4+ bedrooms	30	15%
Total	201	100%

With a build-out of 201 units, we suggest having 50% of the new and rehabilitated dwellings for owner occupancy, with the other 50% as rental properties. This will allow multiple options for people in different living situations, and support those who wish to own homes but have been unable to do so before. As development occurs, it is likely that the balance will shift from more rental units at the beginning to more home ownership dwellings as the market strengthens. The available subsidies for the project, covered below, support this approach.

## **ENVISIONING THE FUTURE: HOW THE APPEARANCE OF THE HARRISON SCHOOL AREA MIGHT CHANGE**

Based on this plan's building forms, and design and site standards, model buildings have been placed on two important street blocks in the Harrison School Area in a computer simulation. With the model buildings on the lots, we are able to envision how this plan might work (see before and after images on selected blocks).

The first pair of before- and after- images shows Lee between Warne and Hull. This demonstrates mostly lower-density building forms, including one story single family detached houses, two+ story single family detached houses, and duplex / triplex / fourplex buildings (or "mansions"). The building forms used are consistent with existing structures on the street.

The second pair of images is located along Lee at the intersection with Fair. The after-scene contains higher density building forms including townhouses and apartments mixed with 2+ story, single-family detached houses. This redevelopment possibility reflects the opportunity to assemble larger tracts of land on Lee.

**Before: Near Lee and Hull (between Hull and Warne)**



**After: Near Lee and Hull (between Hull and Warne)**





**Before: Lee and Fair**



**After: Lee and Fair**





Finally, we created an aerial view of the model buildings placed on parcels within the entire Harrison School Area. Harrison School is visible at the top center of the image and the edge of Fairground Park is at center bottom. The view shown is from near Harris on the west to Warne on the east. It indicates the greater extent of redevelopment required along Lee Avenue, in the central core of the area.

### **Envisioning the Redevelopment of the Harrison School Area**

From about Harris on the west to Warne on the east and from the Harrison School on the north to Fairgrounds Park on the south





## SOURCES OF HOUSING SUBSIDIES

The O'Fallon housing sales information reviewed above indicates that subsidies are needed to build new housing and to rehabilitate existing housing, especially when targeted to existing renters. This information showed that residential sale prices were between \$16,000 and \$27,000 in the 2011 and 2012, and only 5 sales occurred in 2012. The market was soft to the point that investments in new construction and major rehabilitation may not be recovered in the current market.

While there are many subsidy sources, the most important ones for housing are Historic Preservation Tax Credits and Low Income Housing Tax Credits. Fortunately, there are parallel tax credit programs available from the federal government and from the State of Missouri. These tax credits can be "layered" on each other if the project meets the program requirements. The next table summarizes the characteristics of these programs.

Important differences among them are whether they apply only to rental properties or also apply to owner-occupied housing, and whether or not they can be syndicated. Syndication means that approved expenditures can be sold at a discounted

<b>Historic Preservation Tax Credits</b>	<b>Low Income Housing Tax Credits</b>
<ul style="list-style-type: none"> <li>✓ Federal historic preservation tax credit. <ul style="list-style-type: none"> <li>– Rental only.</li> <li>– Credits of 20% of eligible expenditures.</li> <li>– Can be syndicated (sold) – \$.90 to \$.95 per \$1.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>✓ Federal Low Income Housing Tax Credits (LIHTC). <ul style="list-style-type: none"> <li>– Rental only / limited lease-purchase.</li> <li>– Requires minimum of 40% of units at 60% AMI* or 20% of units at 50% AMI.</li> <li>– 9% or 4% of total eligible costs per year for 10 years.</li> <li>– Times % of units affordable.</li> <li>– Can be syndicated at \$.70 per \$1.</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>✓ Missouri historic preservation tax credits. <ul style="list-style-type: none"> <li>– Rental or fee simple (owned housing).</li> <li>– Credits of 25% of eligible expenditures.</li> <li>– Syndication – \$.80 per \$1.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>✓ Missouri affordable housing program. <ul style="list-style-type: none"> <li>– LIHTC – rental-only housing. These housing tax credits can be syndicated @ \$.43 per \$1.</li> <li>– AHAP - Contribution of cash, equity, services, etc. to non-profit. Tax credits of up to 55% of cost – one time. Limited cap on tax credits available. Can be sold – \$.87 to \$.92 per \$1.</li> </ul> </li> </ul>

\* Note – AMI means U.S. Housing and Urban Development Dept.'s Area Median Income figures.

rate (e.g. for the Missouri historic preservation tax credit, one can sell the credit at 80 cents per dollar of tax credit). There is a federal “lease-purchase” subsidy program that would result in owner-occupancy, but funding is limited.

*It is important to realize that the federal historic preservation, federal affordable housing tax credits and Missouri low income housing tax credits apply only to rental properties. The Missouri Affordable Housing Assistance Program (AHAP) tax credits apply to both rental and owner-occupied housing.* These subsidies are substantial, including 20% of approved costs for federal historic preservation tax credits and as much as 9% of eligible costs per year for 10 years for federal Low Income Housing Tax Credits. The Missouri AHAP tax credits are for up to 55% of eligible expenditures, with notably limited available funds.

The following table reviews subsidies available in terms of whether the program applies to rental units or owner-occupied ones and whether they apply to new construction or major rehabilitation. This indicates:

- Looking across the first row in the table, “New Structures on Vacant Land,” rental projects are more deeply subsidized than owner-occupied ones because of the availability of federal tax credit for rental development and more limited lease-purchase subsidies on the owner-occupied side.
- The same situation applies when one looks at the second row, “Rehab Existing Structures.” Here again rental projects have greater subsidies available due to the federal and Missouri Low Income Housing Tax Credit program standards and limited federal lease-purchase subsidies.
- Looking down the two columns, “Owner-Occupied” and “Rental,” rehab projects have deeper subsidies than new development. This results because these

	<b>Owner – Occupied</b>	<b>Rental</b>
New Structures on Vacant Land	<ul style="list-style-type: none"> <li>• LRA property.</li> <li>• Lease-Purchase projects under federal Low Income Housing Tax Credits (LIHTC).</li> <li>• Missouri AHAP program.</li> </ul>	<ul style="list-style-type: none"> <li>• LRA property.</li> <li>• Federal Low Income Housing Tax Credits (LIHTC).</li> <li>• Missouri low income housing tax credit and AHAP programs.</li> </ul>
Rehab Existing Structure	<ul style="list-style-type: none"> <li>• LRA structures and land.</li> <li>• Missouri historic preservation tax credits.</li> <li>• Lease-Purchase projects under federal Low Income Housing Tax Credits (LIHTC).</li> <li>• Missouri AHAP program.</li> </ul>	<ul style="list-style-type: none"> <li>• LRA structures and land.</li> <li>• Federal historic preservation tax credits.</li> <li>• Federal Low Income Housing Tax Credits (LIHTC).</li> <li>• Missouri historic preservation tax credits.</li> <li>• Missouri low income housing tax credit and AHAP program.</li> </ul>

- projects can receive both historic preservation and affordable housing tax credits.
- Finally, looking at the table box at the lower right, one can see that rehab-for-rent projects potentially are the most deeply subsidized. Offsetting this, rehab costs may be higher than for new construction.

## **SUGGESTIONS FOR A HOLISTIC APPROACH TO THE HOUSING PROGRAM**

*When people have no control over or responsibility for key decisions in the housing process . . . dwelling[s] may . . . become a barrier to personal fulfillment and a burden on the economy.* Turner and Fichter

Based on feedback from residents and background information about those living in the O'Fallon neighborhood, we recommend that community services be included as part of the housing development project. Companies such as McCormack Baron Salazar use this model, working with the non-profit, Urban Strategies, to assist with "human capital" planning, program development, and case management for their residents. Offering services helps to insure that, along with rebuilding the physical aspects of a neighborhood, the social aspects are addressed as well.

We began this chapter by saying our approach is to consider each portion of community development in relation to all the others. The housing program must be devised in terms of the other focus areas of the O'Fallon Neighborhood Community Development Plan including education, social services, health, economic development, and public safety. The critical guidance for doing so already is contained in the Vision statements, Outcomes, Strategies, and Programs in this O'Fallon strategic plan. Each of the plan focus areas contains recommendations for neighborhood organization and agency partnerships to carry out the strategies and programs. The second part of the 2012 Community Development Plan includes interviews with agency representatives in all the focus areas: which services they provide and their willingness to assist in O'Fallon. This information can help community residents and their partners decide how to integrate housing with other neighborhood development efforts.

The discussion below contains suggestions for the Harrison School Area housing program. These suggestions need to be reviewed, refined, and agreed upon by O'Fallon neighborhood residents and by groups of residents already living in the community that the housing is intended to serve, such as young families with children, seniors, the physically or emotionally challenged, the very poor, and so on. Architects call this "programming" the development.

### ***HOUSING TYPES***

We are familiar with the typical type of housing in which an individual, group, or family rents or owns a separate dwelling unit, such as a detached house, row house, condominium, or apartment, which has all of the facilities needed for living (e.g. a kitchen, bedroom, bathroom, and so on). While these will undoubtedly be the most common type of housing built in O'Fallon, there are others that the community should



think about. They are additional, possible “building blocks” of the housing program. They include: lease-to-own, land trusts, co-op housing / co-housing, and Single Room Occupancy (SRO), among others. Let’s review each of them and the reasons why the neighborhood might consider including them.

*Lease-to-own housing.* The term also used is lease-purchase. Lease-purchase programs can be either short-term or long-term. Most lease-purchase developments are done under the federal Low Income Housing Tax Credit program. The homes usually remain as rentals for 15 years during which the renter builds equity in the home. At the end of the “compliance period,” the tenants are given the first right of refusal to purchase the home. Typically an equity grant is given based on years of tenancy, and the owner (usually a Community Development Corporation) will provide alternative financing or hold the mortgages of the new buyers (former tenants).

There are several positive elements of a lease-to-own situation:

- It provides a home ownership mind-set or sense of responsibility for the property while keeping housing costs low. As a result it offers a means to develop homeownership opportunities in a weak market.
- It allows one to keep affordable rental stock in the community for a longer period of time when the market is rising; consequently it controls neighborhood gentrification in the longer term.
- Lease-purchase projects often include educational programs for participants covering maintenance, establishing Individual Development Accounts, budgeting, credit counseling, and home financing. (See program descriptions in the Warne Wedge Commercial Center plan.)

*Land trusts.* A land trust can provide permanently affordable housing through ownership, in which the purchaser buys the home but not the land on which it is built. The land is held in a trust, usually by a Community Development Corporation. The purchase price of the home would be set at an affordable level in terms of federal standards (Department of Housing and Urban Development). An appraisal would establish the fair market value of the house, and the difference between the two figures (the subsidy) would be converted to a “silent second” (non-performing) mortgage not included in mortgage payment. The appreciation of the property would be limited by the land trust to possibly 3% per year. Upon re-sale, the home owner’s equity plus the appreciation would be transferred to the first homeowner. The trust requires that the new home purchaser must qualify as a low-income individual or family.

There are several advantages of land trusts, including those below.

- The land trust generally includes amenities for the benefit of the home owners, such as plazas, playgrounds, parks, gardens, trails, etc.
- The land trust maintains the common land for all.
- Home ownership is made available at



affordable prices but the purchasers also build non-windfall levels of equity in the property which can be recovered upon resale.

- The land trust itself entails common ownership of the land and is a means for resident engagement, community control, and planning for future amenities such as pre-school.

An interesting land trust model is the Sawmill Community Land Trust (SCLT) that can be explored at [www.sawmillclt.org](http://www.sawmillclt.org). The SCLT began as a neighborhood protest against a polluting industry. Over time, the trust purchased the shuttered company and built the new community.

*Co-op Housing and Co-housing.* In *co-op housing*, residents own or control the housing and related community facilities, usually through a non-profit cooperative corporation. Each member is entitled to occupy a specific unit and has a vote in the corporation. Residents pay their share of the operating expenses of the cooperative. Cooperatives can include townhouses, apartments, single-family homes, student housing, and senior housing. The purchase price of cooperative membership can be maintained at below-market levels to preserve affordability.

In *co-housing*, a related type of development, residents also share activities which might include cooking, dining, child care, and gardening. Community co-housing facilities may include a kitchen, dining room, laundry, child care, offices, internet access, guest rooms, and recreation. Like land trusts, co-op housing and co-housing provide affordable housing options that intentionally engage residents in the community. Co-housing promotes this involvement especially through common facilities and shared responsibilities. More about co-op housing and co-housing can be found at [www.coophousing.org](http://www.coophousing.org) and [www.cohousing.org](http://www.cohousing.org).

*Single Room Occupancy (SRO).* A Single Room Occupancy is a multiple-tenant building that houses one person or more in an individual room. Tenants typically share bathrooms and/or kitchens, although some SRO rooms include kitchenettes, bathrooms, or half-baths.

As a government-subsidized, therapeutic facility, an SRO can provide supportive services including food, case management, information and referrals, and transportation. Some SROs offer remedial education, job training, money management, access to treatment for substance abuse and mental illness, protective services, and health care.

One of the principles of our plan is to better the lives of all current O'Fallon residents. The O'Fallon neighborhood now contains several boarding or rooming houses that function as SROs. Most of these facilities appear to violate the City's zoning codes and to



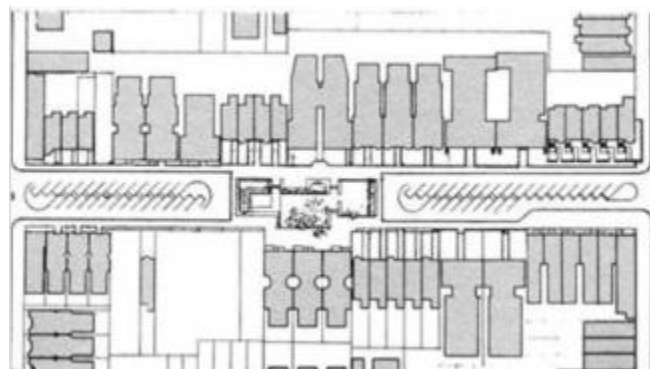
Single Room Occupancy Training Center, Chicago

generate many nuisance complaints. O'Fallon leaders might consider a strategy that makes available high-standard SRO facilities with support services while taking action to close down illegal boarding houses. Any SRO to be built within O'Fallon should be located at an edge of the neighborhood, on a higher traffic street with bus service, and preferably near social service program offices.

### **AREA VILLAGES**

What is called a “mini-neighborhood” lends itself to the establishment of Villages within the Harrison School focus area. (See section on CPTED above.) Mini-neighborhoods are places with an identifiable character and that may be home to residents within a shared life cycle, and common interests and concerns. They should not be exclusive but should be unique in a positive way. Three possible village concepts here are: Children's Village, Extended Family Village, and the Multi-Generational Village.

*Children's Village.* This village would be focused on toddlers, pre-school and school-aged children. Since these families are more readily found in the renter population, they would be a target market for the new and redeveloped housing in the Harrison School Area. The concentration of the new housing based on the location of vacant land is roughly between the western boundary of the focus area to Clay on the east and from the alley north of Kossuth on the south to Penrose on the north. This could be an especially



**Street Closure and Play Area, Brooklyn.**

Newman, Defensible, p.61

lively place dedicated to the care and development of young children. Parents might help one another with child-raising advice and parenting tasks. Pre-school facilities could be located in Live / Work buildings and could be satellites of the Baby College being proposed by the Ward Alderman using the Harlem Children's Zone model (Tough, pp. 53-97). Some empty parcels could be used for tot lots and flower gardens. Streets, alleys, or parts of empty lots could be converted to play areas as shown above. No gangs or sets are allowed in Children's Village, and a Community Policing program should be implemented through a partnership of residents and the St. Louis Metropolitan Police Department. For a variety of reasons, this mini-neighborhood might be more protected than the others with less access.

Since there is a high incidence of poverty and single, female-headed households among this population, the social service and economic development agencies might locate or outreach to facilities here. This community support program, similar to that used by Urban Strategies (see Arlington Grove project), might be based near the new housing developments at the corner of Lee and Fair. The core staffing of the program would be a few part- or full-time case managers on site to assist renters and homeowners. Upon moving into a new rental or owned home, residents would have an initial meeting with a case manager to determine any needs they might have and assets

they can share. Case managers will be equipped to make referrals to other social service, health, economic development, etc. programs within and outside the neighborhood. In addition, case managers or other guests could hold regular community education courses on topics such as home maintenance, budgeting, home safety, basic education, job-training, health, and other topics related to community desires and needs. A computer terminal might be linked to the Career Information Center proposed for the Warne Wedge Commercial Center (see below). Courses could serve the entire Harrison School area, providing an opportunity for residents to meet and to build social capital.

This program should include a small office building (a work / work building possibly) where the case managers and a director and community education leader would be housed and rooms used for the courses mentioned above, neighborhood meetings, resident gatherings, and other events.

O'Fallon residents, especially young families with children in apartments, should be closely involved in planning for the Children's Village. This outreach to families with children would result in a waiting list of these O'Fallon residents for the new and rehabilitated housing.

*Extended Family Village.* A significant portion of the O'Fallon community is older than 65 and has lived in the neighborhood for decades. These individuals are understandably reluctant to leave their homes, their friends, and the neighborhood. Often a younger member of the family will return to care for his or her parents. Although more careful analysis of census data is needed, it is possible that these households are concentrated in particular parts of the neighborhood. An anchor for the Extended Family Village could be the Harrison School where work is underway to redevelop it as senior housing. The village might be located roughly between the Harrison School Area boundary on the east, Clay Avenue on the west, Penrose on the south, and Rosalie and Carter on the north. In order to have a friendly atmosphere where residents would feel safe walking, this mini-neighborhood might have access controls on streets and alleys but perhaps not be as restrictive as in the Children's Village.

Aging involves a balance of diminishing physical capacities and the need for companionship, meaning, and useful service to others, generally in the context of limited resources. It is clear that greater availability of appropriate exercise, assistance with meals, cleaning, and transportation to medical care, church, friends' homes, convenience goods, and so on is needed. More limited physical capabilities mean that the simple requirements of living in one's home, such as moving between floors, accessing the house entries, and building and yard maintenance can be challenging. Equally important is the ability to



**Harrison School Building**



be a helpful part of community, participating and assisting others by drawing upon often considerable personal capabilities.

Life in the Extended Family Village could mean that these opportunities are addressed in a more intentional and community-based way. Rather than relying on professional services, we emphasize informal helping and exchanges of services: for example, assistance with meals, lawn maintenance, house cleaning, growing and canning vegetables, baby sitting, tutoring, and transportation. A program could be established for more professional assistance with house maintenance that might involve payment for services. There are many opportunities for older members of the community to work with toddlers and younger children, as simple as talking to and stimulating toddlers to assisting with learning. An on-going relationship between residents of this village with the families and programs in the Children's Village could be established.

There are some physical improvements in the Extended Family Village that should be considered. There may be need for space beyond that available in the redeveloped Harrison School to hold exercise or yoga classes, for education, meeting space, and so on. The live / work building on the corner of Green Lea and Fair, diagonally across from the Harrison School (photo on right), might be acquired and redeveloped for this purpose. A convenience store could be located on the first floor here. There also is available vacant land on the corner of Fair and Penrose, one block from the Harrison School, which could be considered for these purposes.



A natural corridor for the Extended Family Village is the length of Fair from Carter to the corner of Fair and Lee. This links the village with the Children's Village and with the service facilities suggested to be located at this intersection. It would be a natural path for seniors from Harrison School housing and those nearby to walk to the community support facility just two blocks away in order to work with young families and children. Other suggestions for the area include: vacant lots converted to community gardens, a therapeutic (heated) swimming pool, and a nursing home facility in the village that would be available to all O'Fallon neighborhood residents.

*Multi-Generational Village.* A Multi-Generational Village is less intentional and more natural. It is a home to grandparents, great grandparents, older and younger fathers and mothers, aunts and uncles, cousins, young people, children, and infants. We understand that many aspects of modern life have reduced the presence and importance of the extended family. As McKnight and Block have written: "The purpose for reinvesting caring capacity in the neighborhoods and community is to replace" what has been eroded in the role of extended family (McKnight and Block, p. 55).



A Multi-Generational Village implies that the community is attractive and high quality in the sense that kinship and friendships motivate people to stay. It needs to be many things: safe, well-maintained, and conveniently located near attractive commercial areas that provide needed goods and services. It has effective, affordable schools nearby from pre-school and elementary, to middle and high schools. It has pocket parks and recreational facilities appropriate for all age groups. It has access, through various means, to economic opportunities. It is a place of fellowship and caring and helping. In O'Fallon, it is a place where the more successful members of the community will want to stay.

In many ways, the challenges of a Multi-Generational Village are great because they arise from all life-cycles (or major stages of life) from birth to old age. The transition from childhood to adulthood is especially important. These young people are at a crossroads, and one of the paths to choose is becoming an asset to the neighborhood. The energy of youth needs to be motivated by hope that connects to educational and occupational opportunity. There are many critical roles to be played at this time: good parenting, mentoring, friendships with supportive adults, and role models. Guiding this transition should be a priority of the community. It is especially important that the Multi-Generational Village has high social capital, that the community is strong enough to meet challenges successfully through local initiative and good partnerships with external organizations.

While the site of this village is not simple to identify, perhaps in the Harrison School Area one might be located between Carter on the north and Kossuth on the south, Clay on the west and eastern boundary of the focus area (just behind the parcels facing Warne) on the east.

This village will need a diverse housing inventory to address different stages of life. Housing should include apartments, modest detached homes, and larger houses with more amenities. The housing priority here is to rehabilitate and upgrade existing housing. The community should consider land-banking vacant lots here until other aspects of the community improve and market conditions strengthen. This would support the development of housing at a higher end.

The boundaries of this mini-neighborhood require some attention in terms of street and alley entry restrictions or closures. The community might consider a greater level of control on access from Warne and Kossuth (both facing Fairgrounds Park), where more nuisance properties and disorder are found. The access from Penrose and Lee would depend on the pace of redevelopment from there to the west: the more extensive the redevelopment, the less need for access control. Other boundaries might be less restrictive.



On Green Lea between Clay and Warne

As with the other villages proposed in this plan, more research is needed related to the suggested Multi-Generational Village with greater involvement of residents and other stakeholders.

### **HARRISON SCHOOL AREA GARDENS**

Another program discussed and positively received by community residents is a market gardening program. There is a LRA-owned vacant lot on the southwest corner of the Harrison School Area, with access only from alleys making it inconvenient for housing development. The size of the tract would allow for a large community garden. The garden could be divided into individual plots for families or residents, or provide one or more larger agricultural plots to start a small agricultural business. This option is called market gardening and would address concerns about neighborhood unemployment and the need for business skills. These uses could be linked to the public market proposed for the Warne Wedge Commercial Center (see below).

Residents interested in market gardening would be offered hands-on training in farming and agriculture, business, financial management, and other useful skills. Community organizations could provide assistance with developing a farmers market to take place on a weekly or bi-weekly basis, offering fresh vegetables, fruits, and other goods to residents and visitors to the neighborhood. A small part of the garden could be set aside to provide opportunities for neighborhood residents to learn about gardening without having to commit to keeping their own plot. Opportunities would exist for seniors, adults, and youth to come together to learn about gardening, building greater social capital in the neighborhood, and helping bridge the gaps among generations.

Adjustments to the alleys entering the garden area could be made to make them more pedestrian-friendly and adjacent sidewalks improved to insure safe and accessible routes to the garden for people of all ages and physical abilities. Proper advertising for the garden space would be needed to inform residents and increase interest in the programs.

### **PHASING OF HARRISON SCHOOL AREA REDEVELOPMENT**

After consulting Nathan Rauh of KAI Design, we divided the Harrison School area housing plan into distinct phases to facilitate more successful development. Given the number of vacant lots in the area, building many new structures would be necessary in order to recreate the rhythm on many block fronts.

- Phase 1 focuses specifically on the Harrison School and capitalizes on the potential for development on the main street, Fair, between the school and the intersection of Fair and Lee. The development of the school can be used as an anchor to support other work needed in this area. As mentioned above in the Multi-Generational Village section, a live / work building on the corner of Green Lea and Fair could be acquired and redeveloped for uses specifically targeted to active seniors, such as exercise classes, continuing education, and so on.

As the Harrison School rehabilitation is being completed, design and initial site development work should begin on Phases 2A and 2B.

- Phase 2A focuses on the intersection of Lee and Fair and benefits from the availability of LRA and vacant properties on the corners. Corner lots are ideal for development because they can support an apartment building form and can be the anchor or landmark for the area. In addition, as mentioned above in the Childhood Village section, a real estate leasing / sales office could be established at the corner of Lee and Fair that also would house community support programs associated with the housing development. Phase 2A could include establishing a mixed-use corridor on Fair with direct access to the redeveloped Harrison School.



Figure 12. Possible Redevelopment Phases

- Phase 3 and beyond. Phase 3 could include more focused activity in one or more of the villages suggested above: Childhood Village, Extended Family Village, and Multi-Generational Village. These villages might overlap the development in the phases described above. Planning is required to integrate these rehabilitation efforts properly. The decision to move forward with any or all of these villages must involve O'Fallon residents, especially securing buy-in by those living in the villages. Those living in the O'Fallon area whom the villages are intended to attract should help guide the development program.

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## 5. WARNE WEDGE COMMERCIAL CENTER PLAN

Before providing the plan details for the Warne Wedge commercial center, it is important to ground this discussion. In a neighborhood with challenges related to low incomes and under-employment, a comment on prosperity itself from the perspective of our planning work is called for. McKnight and Block write that “Prosperity is the belief that we can make do, find a way, and provide for ourselves. Not all that we want ... but enough .... Poverty, on the other hand, is not just the absence of money; it is also the absence of a belief in a future” (McKnight and Block, p. 97). Belief in the future, of itself, will not eliminate poverty. Our general approach is that this challenge is approached best through strengthening community competence, which is the ability of the neighborhood to secure the economic survival of households through a *connected* community (McKnight and Block, p. 10).



A connected community means many things. In a fundamental way, it is a high degree of trust and mutually beneficial relationships among individuals, families, and agency representatives.

A community is connected also through its holistic understanding that all aspects of the neighborhood are related, as illustrated above. If we fail to take this approach, we will be unable to meet our goals for the commercial center.

Connectedness also means public places where people come together. Jane Jacobs, an insightful observer of cities, said this about the loss of central places, in a city or in a neighborhood:

*When a neighborhood’s center stagnates or disintegrates: “People who ought to get together, by means of central activities that are failing, fail to get together. Ideas and money that ought to meet, and do so often only by happenstance in a place of central vitality, fail to meet. The networks of ... public life develop gaps they cannot afford” (Jacobs, p. 165).*

We envision a revitalized Warne Wedge as a place where people walk, move through, and pause, interact with one another, and enjoy the physical space and the wonder of the life unfolding around them. It is a place where people can live, work, shop, and recreate. It is a place where the needs of residents of O'Fallon and surrounding neighborhoods are met in large part, but also a high quality and diverse place of *connection* among people from around the St. Louis city and region.

In addition to the practical benefits of a revitalized Warne Wedge area, there is great symbolic value to the accomplishment. In the 1960s and 70s, the Warne Wedge was the center of community life offering many goods and consumer services, as shown below. Now continuing the community story, beginning with a positive sense of the early days, recognizing its decline, and working together today to rebuild it, will do much to strengthen O'Fallon as a competent community.



We note that the O'Fallon community participated in a redevelopment plan for the Warne Wedge area in 1998. The plan was thorough and reflected the community members' vision for their community. However, this plan was not realized in part due to reliance on government for its implementation, lack of funding, and insufficient government follow-through after it was completed. Most importantly, implementation was not based upon neighborhood leadership, was not organized locally, or pushed forward with the help of allies outside of O'Fallon. While implementation requires many actions and actors, by continually engaging residents throughout our planning process, we hope that community members feel that this plan is their own.

## Summary.

O'Fallon's economic development vision is that the neighborhood is pedestrian friendly and has many thriving businesses that enhance residents' quality of life and also that residents positively contribute to their families and community by holding jobs that pay a living wage with benefits, employment for youth, building financial assets, establishing businesses, and through volunteer work.

There is a challenge with poverty and unemployment among some in the neighborhood, but there also are substantial human and economic resources. 37% of adults have some college education or greater. More than \$87 million dollars is being spent annually by consumers within one mile of the Warne Wedge. We believe that the challenge of poverty can be met by strengthening community competence, which is the ability of the neighborhood to provide for the economic survival of its households through a connected community. The historic Warne Wedge contains the assets of originally well designed and constructed buildings, mixed-use, good commercial design, and a pedestrian friendly streetscape. Careful revitalization of the historic Warne Wedge commercial center can create a place where people walk, pause, interact with one another, and enjoy life. It can be a place where people live, work, shop, and recreate and where the retail and service needs of residents largely are met. Restoration of the Warne Wedge will provide a positive example of community strength and lead to other successes.

Achieving the community's positive vision can be done through rehabilitating all Warne Wedge center buildings and constructing new structures on vacant lots following good development standards. Development standards are proposed to reestablish past harmony through respecting the Warne Wedge center's historic structures while celebrating creativity and diversity. Rehabilitation and new building construction would be controlled by regulatory standards related to desired and restricted Uses; Building Forms; Design (such as for shop fronts, architectural details, materials, and signage); building Site location; streetscape design; and the creation of a central public plaza. Crime Prevention Through Environmental Design (CPTED) features also must be followed. The plan contains images of how the Warne Wedge Commercial Center could appear after redevelopment. The Warne Wedge is categorized as a Traditional Neighborhood Development—Main Street, or a Town Center, or as a Life Style Center.

A second way of achieving O'Fallon economic development vision is by incorporating other neighborhood objectives into the center's redevelopment program. One set of strategies are presented here for supporting local entrepreneurship, new business development, and expanding existing businesses. An economic development "pyramid" is provided identifying assistance needed ranging from improving credit scores to Small Business Administration certification and loans. Another set of strategies is reviewed related to establishing a skilled and trained local workforce and helping residents find and keep good jobs. These programs would be physically incorporated in the Warne Wedge through a proposed small business incubator, a College and Career Information Center, and other building spaces. The plan proposes creating a neighborhood economic development center in the Warne Wedge.

Potential organizational partnerships are identified for carrying out the economic development programs and subsidy sources are reviewed for making the physical improvements to the Warne Wedge.

## INTRODUCTION

### ***PLACE-MAKING***

Redeveloping the Warne Wedge commercial center is about place-making. Here “place” means an enjoyable and distinctive location or destination that has a particular emotional value to many people. “Place-making” tends to be defined by architecture, mixed-use buildings, pedestrian character, public spaces, and establishing a center of human activities. But place-making also involves basic human qualities that are satisfied within a location. While not exhausting the list, this might include: the enjoyable search for interesting clothes, jewelry, house wares; satisfying basic requirements of living such as purchasing good-quality food, shoe repair, tailoring, dry cleaning; socializing with family and friends over a meal, a glass of wine or a beer, or listening to music; being a part of the bustle of human activity, meeting new people, running into friends by chance; and having a sense of positive continuity with the history of the community.

### ***PROCESS AND OUTCOMES***

In our planning approach, residents are involved in all parts of the planning and development process especially in roles of authority. Their opinions and vision inform the plan recommendations made about their community. As the O’Fallon Neighborhood Community Development Plan (ONCDP), published in 2012, points out:

“...neighborhoods have more resources than anyone can imagine...community development *can only* be achieved by local people *working together*” (ONCDP, p. 2).

The approach to this project was to work with O’Fallon neighborhood residents to envision a revitalized, redeveloped, and re-imagined Warne Wedge commercial center. This semester’s work supplements the 2012 O’Fallon Neighborhood Community Development Plan by addressing *how* the built environment design and the desired “program” of uses can advance the community’s vision and outcomes.

Washington University saw its role in the O’Fallon community as a facilitator, engaging community stakeholders via community meetings and interviews. Community buy-in to this process is essential. The students sought to present innovative, inspiring, and practical possibilities for the O’Fallon community to result in conversations, new ideas, and dreams from the community about what the Warne Wedge can become.

Beginning in September 2012, students attended meetings of the O’Fallon Economic Development Committee and worked to design several options for redevelopment of the Warne Wedge. On November 17, 2012, the first community presentation and charrette was held at the Sanctuary, a community space located in the O’Fallon neighborhood. During this meeting the students and community residents discussed strategies, options, and ideas for revitalizing the commercial district. Residents and students worked alongside one other to discuss the reactions residents had to the design possibilities presented. At the charrette, residents also were asked to share more about

their ideas for the future of the Warne Wedge and to join table discussions to identify design and business / use ideas that may have been left out of the students' work. A summary of the table discussion topics is covered in Chapter 1.

After the charrette, students adjusted the proposed plan to incorporate resident feedback and ideas. Students met with residents on December 8, 2012 at another community meeting, also held at the Sanctuary, and shared the latest version of the Warne Wedge plan. The plan was well received by residents. The results of a resident evaluation survey conducted at the close of the meeting also are presented in Chapter 1.

Through planning, physical design, and programming, we hope that the built environment will strengthen social capital and enhance residents' quality of life. This document is the product and synthesis of the redevelopment plan for the Warne Wedge. It is meant to be the springboard for implementation.

Figure 13 contains the primary planning map for the Warne Wedge Commercial Center area. The reasons for selecting this area are discussed in Chapter 3.



Figure 13. Warne Wedge Commercial Center Plan Area

Commercial Center  
October 17, 2012

**Legend**

Commercial Center

**Parcels**

**Owner**

LRA

**Vacant**

Yes

Streets

0 50 100 Feet







## **WHAT ALREADY HAS BEEN COVERED RELATED TO THE COMMERCIAL CENTER PLAN**

Chapters 1–4 review issues important to the Warne Wedge planning. These include:

- The community's Vision statement related to economic development as contained in the O'Fallon Neighborhood Community Development Plan (Chs. 1 and 2);
- O'Fallon's rich architectural character and recent inclusion of most area properties on the National Historic Register (Ch. 1);
- The current deteriorated and under-utilized condition of commercial and mixed-use structures in the Warne Wedge (Chapter 3);
- Patterns of crime, disorder, and nuisance properties in the neighborhood (Ch. 3);
- Presence of a number of for-profit and non-profit businesses in O'Fallon and the immediately surrounding area (Ch. 1);
- Potentially attractive qualities of the built environment in the Warne Wedge, such as the pedestrian scale of the buildings and streetscape; critical mass of mixed-use buildings; interesting variety of architectural styles; attractive elements of building materials, decoration, shop-front facades; and more (Ch. 3);
- Unused large public space in the intersection of West Florissant and Warne that can be reclaimed for many public purposes and anchor the commercial center (Ch. 3);
- Average daily traffic volumes in the neighborhood area (Ch. 3);
- Many publicly and privately owned parcels in the Warne Wedge commercial center and surrounding area that provide both a challenge and an opportunity for revitalization (Ch. 3);
- Housing development and redevelopment standards, guidelines, and funding sources for the Harrison School Housing Area that can serve as the basis for the housing plans in the Warne Wedge Commercial Center Area and in adjacent blocks (Ch. 4); and
- Linkage of Warne Wedge Commercial Center Plan Area to the Harrison School Housing Area (Ch. 3).



**Figure 14. Vacant Land in the Warne Wedge Center**

## ***ADDITIONAL BACKGROUND INFORMATION***

This plan was informed by other information that is covered below. Taken as a whole, these background elements are incorporated into the plan policies and the design and program recommendations.

*Economic Development Strategies and Programs from Strategic Plan.* Key guidance from the O'Fallon community was provided in the 2012 O'Fallon Neighborhood Community Development Plan. This strategic plan contains long-term Vision statements, Outcomes, Strategies, and Programs for our efforts. The economic development Vision statement and central Outcome have been covered above in Chapters 1 and 3. Additional community direction is provided in the following strategic plan elements.

- Strategy 1.2: "Encourage and increase investment in O'Fallon through strengthened relationships between financial institutions and the community."
- Outcome 2: "Skilled and trained workforce that have jobs paying a living wage with benefits."
- Strategy 2.1: "Create employment and internship pipelines for O'Fallon residents through established partnerships with local and regional employers."
- Strategy 2.2: "Employer / employee driven workforce development and training opportunities that support local and regional economic demands while best serving O'Fallon residents."
- Program 2.2.1: "Form a College and Career Information Center (CCIC) to conduct an assessment of the current market demands and employment opportunities along with O'Fallon residents' skills, needs, and barriers to employment ...."
- Program 2.2.2: "Provide the CCIC with a college and career resources library with computer access to support employment and college searches, the capacity to conduct skill-building workshops . . . and potentially make available individual assistance."
- Outcome 3: "People with low incomes build financial assets and create personal enterprise opportunities."
- Strategy 3.1: "Increase financial literacy."
- Strategy 3.2: "Increase access to alternative and traditional forms of credit and banking."
- Outcome 4: "Existing businesses are well maintained and successful."
- Strategy 4.1: "Create a business alliance focused on business plan development, capacity building, and business expansion."
- Strategy 4.2: "Increase code enforcement for commercial properties."

Outcomes, Strategies, and Programs in the other strategic plan focus areas, such as Housing, Community Schools and Community Education, Public Safety and Fear of Crime, also are relevant to the Warne Wedge commercial center design and program.

*Community guidance received at the planning charrette and other community meetings.* O'Fallon residents let us know what they would like in the commercial center in terms of

architectural / building / street design and uses. Since it will be clearer to combine the use (“program”) direction with the recommendations in that section of this report below, we only review their preferences related to architecture, street form, and design here.

As for the physical space in and around Warne Wedge, O’Fallon residents emphasized mixed-used space and a sense of movement through the continual presence of people on the sidewalks and streets. Charrette participants encouraged a mutually supportive relationship between the Warne Wedge and nearby residences. They advocated higher but modest density apartments near the Wedge and duplex and single family homes surrounding the commercial edge. Residents stressed the importance of stabilizing the area through *mixed-income* housing and screening new residents. Several community members who were present expressed concern about the podium apartment building-type density.

Community members agreed with the design standards proposed by students. Residents valued buildings’ existing heights and there was disagreement as to whether three or four stories was the appropriate height limit for the center. To protect customers from rain and weather, individuals suggested awnings or overhangs for commercial buildings.

Charrette participants preferred that the Warne Wedge public plaza remain open and separated from the street by a three-foot wall or distinctive curb. The residents generally agreed the wedge area should be free standing (i.e. not built into the street right-of-way to the south) and act as the central focus of the area. Automobile traffic at slow speeds would travel around all three sides. Many charrette participants championed “micro green space” or a greenscape with “potted trees, flowers, hanging baskets from light posts and gardens.”

Transportation was an important component of the Warne Wedge discussion. Residents explained that the redevelopment plan should slow traffic and that car parking must be easily available. They supported bike lanes and bike parking in the commercial district. As for slowing traffic and creating a sense of enclosure, West Florissant could be a two-way street on the north side of the Wedge. Traffic lanes would be narrow — 11 feet or less, with 7 foot parking lanes on each side. [According to the AASHTO Standards for Arterials, low truck traffic there allows the reduction of driving lanes to 10 feet. However, the lanes must be wide enough for large vehicles like buses, fire trucks, and solid waste vehicles (Colombo, personal communication, December 11, 2012).] Retaining a one-way east-bound traffic lane on the south side of the wedge area with on-street parking on both sides of the traffic lane also would slow the movement of vehicular traffic.

Finally, residents at the charrette also recommended bringing a developer on board with this project to refine the redevelopment plans.

While the charrette offered information for our planning effort, we recognize that the number of residents involved was small and that plan recommendations require additional community review.



*Crime and Fear of Crime.* There are several reasons why public safety is especially important to the success of commercial centers. Such centers are public spaces, and there is less control over and certainty about who is present. There are more strangers whose motivations cannot be known. Also, there may be more of what are called “criminogenic” materials, such as cash, present. A single violent criminal act may have serious consequences for the center’s image. Crime and fear of crime can be addressed in many ways, ranging from police presence to features of the built environment. These are addressed later.

*Incidence of crime in the O’Fallon neighborhood.* Let’s consider this issue in the broader context of the O’Fallon neighborhood. The neighborhood as a whole has a relatively high crime rate, the tenth highest of 79 City of St. Louis neighborhoods based on the first half of 2011 (St. Louis Metropolitan Police Department, 2011). Aggravated Assault is a particular concern in the O’Fallon neighborhood. In the January through August 2012 period, there was an elevated incidence of Aggravated Assault in the neighborhood: 73 cases. Extending this rate to an entire year, the rate of assault in O’Fallon was 20.06 per 1,000 residents, 1.8 times greater than the St. Louis city-wide average ([www.neighborhoodscout.com/mo/st-louis/crime/](http://www.neighborhoodscout.com/mo/st-louis/crime/)). This compares to the finding that for all federally-reported “index” crimes, O’Fallon was only 1.1 times greater than the city-wide rate per thousand. Based on conversations with Weed and Seed program police officers in 2011, violence (e.g. aggravated assault) in the neighborhood is sporadic, specific, and related to drug trafficking. The officers reported that most trafficking in O’Fallon was being carried out by older youth, 19 to 27 years old (OFNCDP, pp. 55 – 56).

Geographic analysis of crime and disorder data (above right) indicates a low incidence in the immediate vicinity of the Warne Wedge.

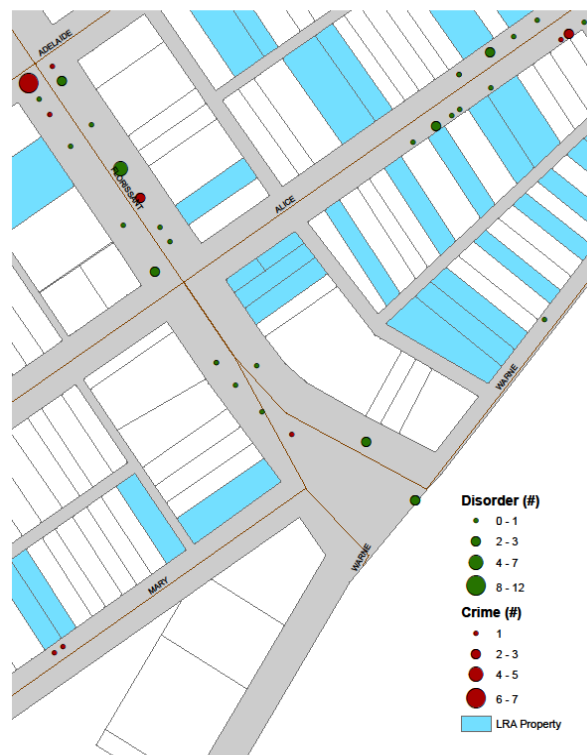


Figure 15. Warne Wedge Crime and Disorder Incidents

*Crime prevention strategies: Crime Prevention Through Environmental Design.* One approach to crime prevention is utilizing what is called the “crime triangle” (OFNCDP, pp. 57– 58). The triangle directs our attention to the connection of victims, offenders, and place for each crime event. We need to answer such questions as: Why were the victims there?, Why were the offenders there?, and Why did the crime take place in the specific location? One set of crime prevention approaches deals with eliminating the reasons why offenders commit crime in a particular place. This topic is discussed later in the report. We wish to focus here on the physical features of the Warne Wedge that may be conducive to crime, what is called Crime Prevention Through Environmental Design, or CPTED.

CPTED relies on the ability to influence the decisions that precede criminal acts through the design or modification of the built environment. Oscar Newman, the originator of this approach, called our attention to “territoriality,” “surveillance,” “image,” and “milieu” (Newman, Defensible, pp. 51–117).

Territoriality is an expression of the community that involves the mental separation of the environment into zones to which owners, residents, and visitors adopt proprietary attitudes. The area is divided into progressively more private spaces including public, semi-public, semi-private, and private. Norms of behavior that are appropriate are defined and communicated for different parts of the territory. Residents and visitors identify with property owners and the property itself. The existing placement of the buildings adjacent to the sidewalk, store-front designs, mixed-use, and the scale of the buildings in the Warne Wedge all support territoriality. Clearly, however, the absence of active businesses prevents this sentiment from forming and being communicated. The general objective here is to transform *public space* into *semi-public* and *semi-private* spaces.



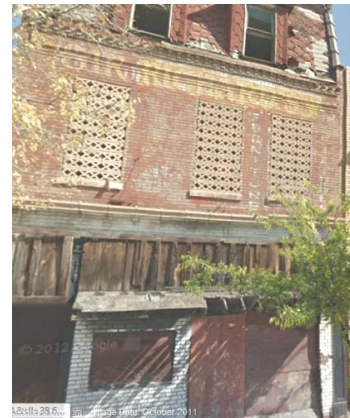
Feelings of territoriality at the Warned Wedge also are limited by the absence of clearly defined boundaries of the center, which can be established by entrance portals.



Other components of territoriality are the requirements of *surveillance* and the *willingness to take action*. Surveillance is the ability to see what is occurring around oneself and to be seen. Sometimes it is referred to as “eyes on the street.” Surveillance is hindered by inadequate lighting, “entrapment areas,” absence of lines of sight, and lack of human activity on the sidewalks, streets, and in buildings. Below are examples of exiting surveillance problems in the Warne Wedge. In addition, bright overhead lights in the Warne Wedge shine on the street, not the sidewalks. They do not allow easy viewing of pedestrians and store fronts.



Image is the quality or lack of quality of the appearance of a place. Negative neighborhood image can identify people as potential victims and lead to crime. The image of the Warne Wedge at present may be a cause of criminal activity (see photos at right). But these conditions can be transformed through well-planned redevelopment.



Milieu is the quality of the context of the plan area - of the area surrounding the Warne Wedge, and along the principle routes in the proposed center. The routes include West Florissant (east and west), Adelaide to Interstate 70 to the north, and Warne (north to I-70 and south to Fairgrounds Park / Kossuth). At this time, the north-south accesses to the Warne Wedge from I-70 and from Natural Bridge to the south are convoluted. Presumably because restricting easy access is believed to deter crime, these routes from the Warne Wedge to I-70 contain many one-way street restrictions and a street closure at Adelaide and West Florissant. As a result, this route is indirect, confusing, and passes through both good and deteriorated blocks. Careful attention should be given to providing more direct access north-south and making the visual appearance of these access routes and of the immediate residential environment of the Warne Wedge center as attractive as possible.

The photos that follow are of the Warne access (left) and the Adelaide access (right) from West Florissant north to Interstate 70 from the Warne Wedge.

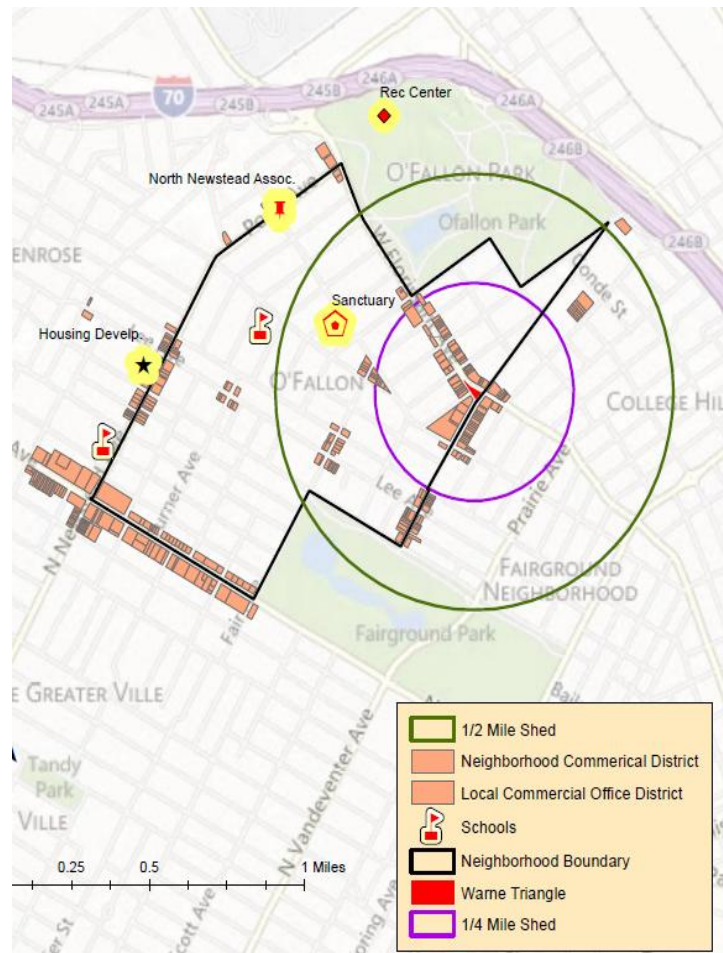




**Accessibility.** In Place Making: Developing Town Centers, Main Streets, and Urban Villages, Charles Bohl explains that successful centers are woven into residential areas. Pathways leading from residential streets help create active and vibrant commercial districts (Bohl, pp. 66–70).

The map on the right shows the quarter-mile and half-mile walking distance surrounding the Warne Wedge commercial center. The grid-pattern blocks and streets here support accessibility and pedestrianism. In addition, there are no wide and high traffic streets within these walking “sheds” that would hinder pedestrian access. The half-mile circle shows that the immediate market area includes the College Hill and Fairgrounds neighborhoods in addition to O’Fallon. As a result, the planning and redevelopment framework should include these areas.

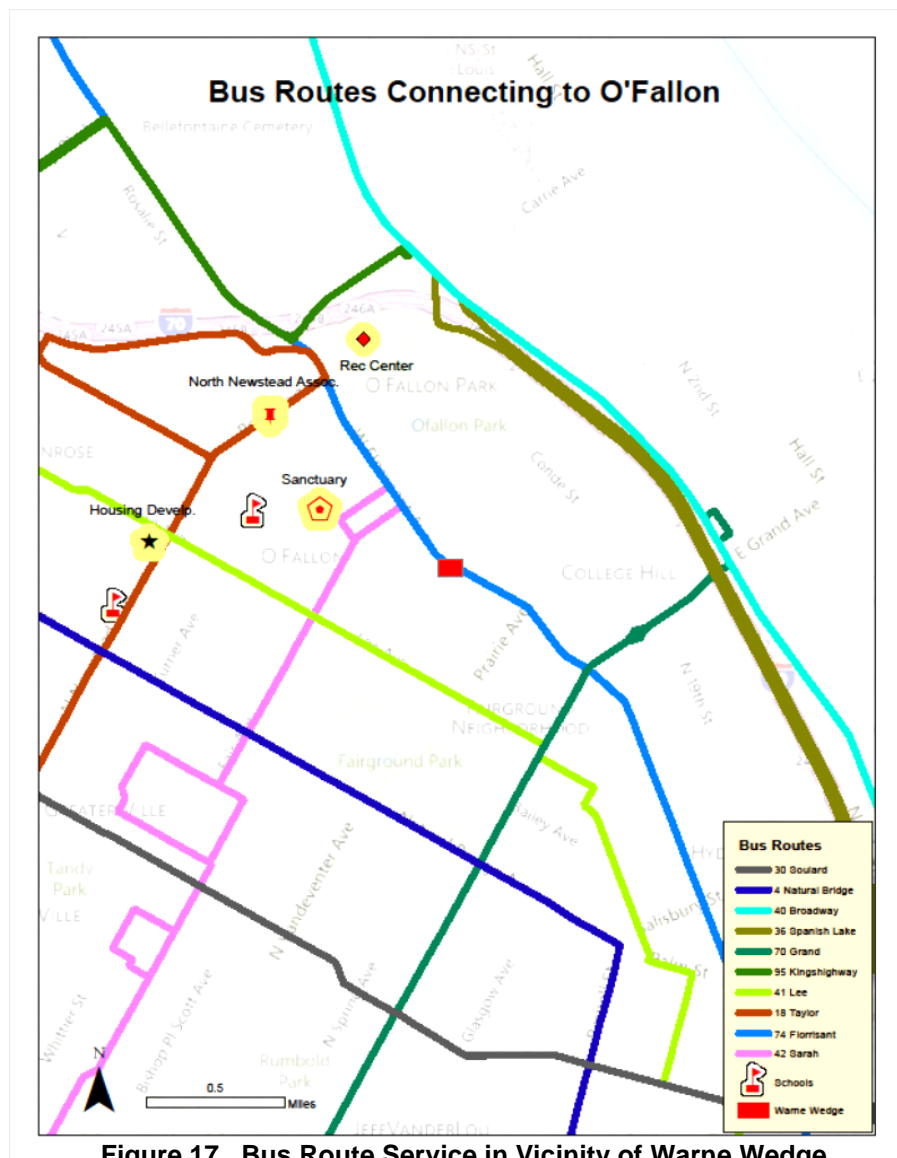
The community’s economic development vision statement includes the desire for the O’Fallon Neighborhood to be pedestrian friendly. The residents suggested that this means that there is little disorder on the street that would discourage walking. Please note that the half-mile walking shed includes anchors of neighborhood stability as shown in Figure 2 and the Harrison School



**Figure 16. Warne Wedge Pedestrian Areas**

The O'Fallon neighborhood and the Warne Wedge are well served by Metro buses connecting them to the larger city and region (Figure 17). These routes include the 74 Florissant route, 4 Natural Bridge, and 42 Sarah. One long-range expansion plan is for a light rail MetroLink northern route which would run within Natural Bridge Road adjacent to the neighborhood.

*Market Demand Related to the Warne Wedge Commercial Center.* It is possible to obtain a preliminary estimate of the market demand for goods and services in the proposed commercial center by considering economic conditions and consumer spending within a one-mile radius surrounding the Warne Wedge.

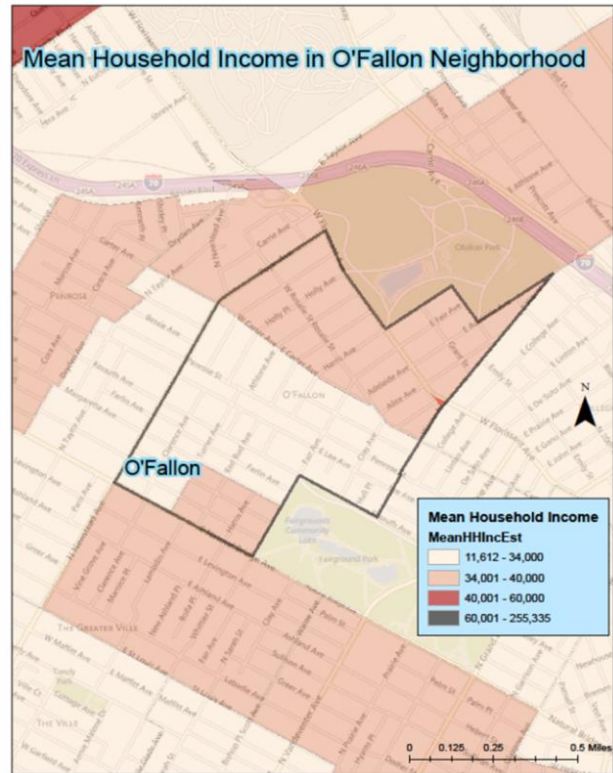


**Figure 17. Bus Route Service in Vicinity of Warne Wedge**

Figure 18 shows mean household income levels in subareas adjacent to the Warne Wedge (small red triangle on map). Households that, on the average, have annual income levels greater than \$30,000 to \$40,000 are located in a north sub-area that includes the commercial center as well as farther south adjoining North Newstead. The Harrison School Housing Area project has the potential to increase average income levels south of the Warne Wedge and to connect the existing higher-income areas of the neighborhood.



The table below shows total annual consumer spending of those living within one mile of the proposed Warne Wedge commercial center, receipts of stores located within this area (local purchases), and a very preliminary indication of unmet local consumer demand (net difference). Note that “Local Purchases” means dollars spent in stores located within the one-mile market area. These dollars are being spent by those living in the market area plus individuals outside it. This figure does not represent total spending by the individuals living within the one-mile area. Local residents might not be satisfied with local goods and services available nearby and may be shopping elsewhere. Hence the market demand represented by “net difference” could be a conservative estimate of local demand. Newer stores with more desirable goods and services could draw additional spending away from stores outside of this market area.



**Figure 18. Average Annual Household Income in O'Fallon Area**

**Annual Consumer Spending and Local Purchases within One Mile Radius of the Warne Wedge**

<b>Goods and Services</b>	<b>Local Spending</b>	<b>Local Purchases</b>	<b>Net Difference</b>
<b>Total Retail</b>	\$87,234,000	\$75,553,000	\$11,681,000
<b>Apparel</b>	\$8,329,000	\$744,000	\$7,585,000
<b>Grocery Demand</b>	\$17,297,270	\$15,697,563	\$1,599,707
<b>Restaurant</b>	\$13,954,400	\$8,824,000	\$5,130,400

Using more detailed categories of consumer spending and the leakage of spending outside the Warne Wedge commercial center market area, preliminary potential demands for good and service were estimated. When possible, these were converted to square-foot demand for businesses which might be attracted to the redeveloped Warne Wedge.

The market demand estimates are for:

- Restaurants - sit-down dining, coffee shops, sandwich shops, ice-cream and malts, etc. (38,680 square foot potential);
- Apparel retail (22,756 square foot potential);
- Hardware store;
- House furnishings, décor, appliances;
- Grocery (5,736 square foot potential);
- Personal care and urban style drug store; and
- Pets, toys, and hobbies.

As work progresses on the Warne Wedge commercial center, a professional market demand study should be conducted to confirm and refine these estimates of market demand. This study could address whether customers are satisfied with the goods and services at the local stores, how much of the consumer spending by those living in the market area is being spent in stores within the market area, specifically what types of stores / products local residents would like in the commercial center, and more.

***POLICIES GUIDING THE WARNE WEDGE COMMERCIAL CENTER ECONOMIC DEVELOPMENT PLAN.***

The policies below generally reflect the community's background information, residents' guidance provided in meetings and the charrette, the 2012 strategic plan, and the literature. Most, but not all, of the policies that follow are addressed in the plan.

- ❖ The Warne Wedge commercial center will be a special place: active and successful, changing and improving, reflecting the positive character of the O'Fallon neighborhood, and serving the needs of O'Fallon and surrounding neighborhoods. It will be a model of a high quality commercial / mixed-use center in the north city, established and operated primarily by African-Americans.
- ❖ It will be redeveloped with respect for the history, architecture, building layout, pedestrian orientation, and other original characteristics of the place. All existing buildings will be restored consistently with historic preservation tax credit standards and the design standards contained in this plan, especially related to the shop-front designs. In view of the lively diversity of existing building styles, decoration, materials, color, and more, new structures built on vacant lots will be exciting and creative, of high quality, and will not mimic existing building styles.
- ❖ The core area of the Warne Wedge commercial center will consist of active shops on the street level, pedestrian activity on the sidewalks, outdoor seating areas, slow-moving vehicles, pedestrians buffered from vehicles by on-street parking and "carriage strip" sidewalk treatments, landscaping, vibrant signage, banners, and more. The floors above ground level will mostly consist of rental or ownership residences with numerous windows allowing views and communication to the street.

- ❖ The Warne Wedge commercial center could function as what is known by developers as a Traditional Neighborhood Development–Main Street or a Town Center. Main Streets typically include 15,000 to 25,000 square feet. of commercial uses, have a one to two mile service area, and emphasize convenience goods such as dry cleaning stores, beauty shops, prescription drug sales, shoe repair, and so on. Town Centers have 30,000 to 100,000 square feet of commercial uses and a service area of two miles to five miles. They also offer convenience goods but are anchored by a grocery store. There is another category called a “Life Style Center” that should be explored for the Warne Wedge. The history of O’Fallon, park amenities, and excellent quality housing, etc. might be an attraction for the growing African-American middle class if neighborhood concerns such as crime and school quality are addressed. This would open an entirely new and unique regional market for the Warne Wedge center. (Bohl, esp. pp. 14–16, 81)
- ❖ A distinctive public image of place, function, and positive branding will be established.
- ❖ An active public space will be developed in the center of the Warne Wedge, using the available space at the intersection of Warne and West Florissant. It will draw O’Fallon residents and others to it for an ever-changing set of public uses.
- ❖ A significant number of residences will be restored or developed in the Warne Wedge Commercial Center resulting in a substantial presence of people 24 hours a day, every day. In general, this housing will be built on the upper floor(s) of mixed use buildings; however, apartment / condo building forms are possible if they support and not impede the commercial core activities of the center.
- ❖ The Warne Wedge Commercial Center will have a high level of perceived public safety and very low crime rates. This will be accomplished through CPTED features of the buildings and built environment, carefully screened uses in the center, building management, surveillance, and a high level of walking, biking, and vehicular patrols by the Saint Louis Metropolitan Police Department and private security personnel.
- ❖ The redevelopment of the Warne Wedge Commercial Center area will incorporate, to the extent feasible and desirable, as many elements as possible of the Vision statements, Outcomes, Strategies, and Programs (especially those related to economic development) contained in the 2012 O’Fallon Neighborhood Community Development Plan.
- ❖ Efforts to implement the Harrison School Housing Area plan will be coordinated with the redevelopment of the Warne Wedge.

- ❖ All vacant residential structures and lots in the Warne Wedge area outside the commercial center will be restored or developed predominately as residences. There should be steady progress on the redevelopment of structures and vacant lots in the neighborhood areas surrounding the Warne Wedge area to provide a positive milieu, including the direct-access routes to the center on West Florissant, Warne, and Adelaide. Redevelopment efforts will target and substantially reduce pockets of criminal activity in these areas.
- ❖ The redevelopment of the Warne Wedge Commercial Center area will build neighborhood social capital through resident participation in the planning, programming, and implementation of the project.

#### **SUMMARY OF THE REMAINDER OF THE WARNE WEDGE PLAN**

The remaining elements of the commercial center redevelopment plan include:

- Building Forms and Frontages allowed to be used;
- Design standards for new and rehabilitated buildings;
- Building Site regulations for the placement of new buildings on parcels;
- Crime Prevention Through Environmental Design (CPTED);
- “Model Buildings” that incorporate the Building Forms, Design standards, and Site standards, used to visualize the redevelopment of the Warne Wedge center;
- Envisioning the future through placement of the Model Buildings, other uses, streetscapes, and other aspects of the Warne Wedge Commercial Center;
- Subparts of the commercial center area;
- Possible approaches to addressing other economic development Outcomes, Strategies, and Programs contained in the O’Fallon Neighborhood Community Development Plan;
- Potential partnership for economic development programs;
- Additional sources of mixed-use development subsidies beyond those covered in the Harrison School Housing Area plan; and
- Measures of commercial center construction and rehabilitation shown, including: number of buildings affected, Building Forms used, number of new residences, and square foot sizes of residential, and commercial / retail space provided.

## DEVELOPMENT STANDARDS

The proposed development standards for the commercial center are intended to achieve design quality, consistency with desirable physical features of existing buildings, flexibility to design new structures to achieve vibrancy and visual interest while adhering to the general design, rhythm, and typical building types found in the Warne Wedge, and features of the structures and the layout of the center to meet other redevelopment needs such as public safety.

The development standards allow the community and stakeholders to control development and redevelopment to insure their objectives are met. These standards are related to building form, or allowed types and uses of structures; building design such as facades, window appearance and extent, parapets, and architectural detailing; building placement on the lot, and CPTED. As mentioned, these standards, almost in total, were developed, reviewed, refined, and agreed upon with participating O'Fallon residents and leaders. (See Chapter 1 and the Introduction section of this chapter).

Important elements of place-making for a commercial center involve establishing the appropriate **combination** of physical elements in the location and taking care to exclude physical elements and uses that are inconsistent with creating the commercial center. Related to this is the need for overall management control of tenants in the commercial centers, just as mall managers carefully determine which businesses should be sought and where they should be located within the center.

We wish to consider buildings, streetscapes, transportation networks, and related issues as a whole. Place-making cannot be achieved on a building-by-building basis. Current zoning practice generally allows cumulative uses: e.g., if a parcel is zoned for apartments, a single family residence is allowed on it. But place-making requires non-cumulative zoning in the sense that the types of building / uses that are allowed are the *only ones* that can be built or operated. While common zoning practice is to establish the maximums allowed (e.g., three-story buildings), here we also provide for the minimum allowed (e.g. no less than two-story buildings). We have to develop standards for both maximums and minimums to create place. The planning effort conducted does not go as far as it must to establish this set of regulations, but it has resulted in a good foundation.

The guiding principal for the central commercial / mixed-use *core* of the Warne Wedge Commercial Center identified by the shaded areas in Figure 21 is *Substantial rehabilitation of existing buildings and new structures must follow Federal Historic District regulations and the design standards contained in this plan as applicable.*

Note that, under normal circumstances, Federal Historic Preservation requirements apply only to the rehabilitation of “significant” or “contributing” buildings, and not to new construction. Furthermore, the Federal Historic Preservation standards are optional and apply only if preservation tax credits are issued. As proposed here and applied to the commercial center, the Federal Historic Preservation Tax Credit requirements are strengthened to make them mandatory and to combine them with the standards in this



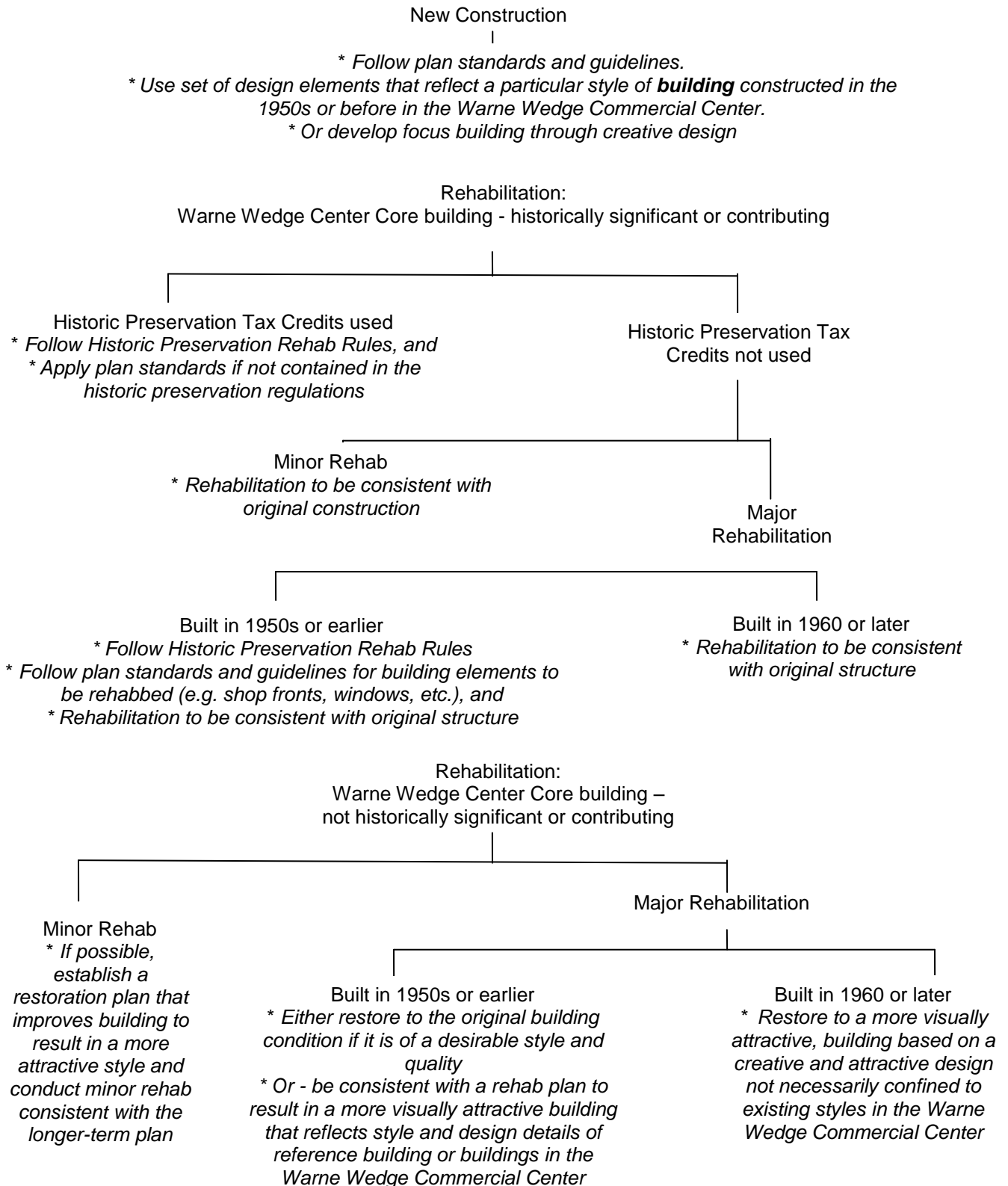
plan. There are several reasons for this. First, the existing condition of buildings is such that historic preservation tax credits (and other subsidies) are necessary at this time to redevelop the area. Second, the requirements are unlikely to impact existing home owners but will rather affect a non-profit lead developer. Hence they are not unduly burdensome on existing home owners. Third, it is critical that the redevelopment of the Warne Wedge occur across the entire commercial center to result in the necessary image and positive market impact to achieve a successful project. (Note: the application for the Federal Historic District Designation did not extend across Warne to the east. These properties should be added to the district.)

As discussed in the Harrison School Housing plan, one important issue for applying building form, design, site, and other standards is which situations they affect and how they relate to the situation. In terms of the Warne Wedge Commercial Center core, some relevant issues are: whether the building was built before 1960 or in 1960 and after, whether it is architecturally significant or contributing to the historic district, and whether the rehabilitation is minor or major. In the case of the commercial center, it is important to apply these standards strictly to support place-making. We assume that almost all of rehab work will require tax credits and other subsidies, and it is likely that a central redeveloper will control most of this project. The table on the following page contains an approach to applying these regulations.

### ***BUILDING FORM STANDARDS***

A good place to begin is with an area most prominent features — the buildings. The “forms” for the structures are the critical building blocks of the Warne Wedge commercial center redevelopment. All of these building forms are found in attractive and useful structures built in the O’Fallon neighborhood in the 1950s or earlier. The building forms are the *only* ones that can be used (developed or redeveloped) in the Warne Wedge Commercial Center. They include: 1) Podium Apartment, 2) Flex Building, 3) Live / Work Building, 4) Stand Alone Commercial, and 5) Apartment. Information about each of the building forms is detailed in the following pages. The images are for illustration only.

## Proposed Application of Warne Wedge Commercial Center Core Standards in Different Redevelopment Situations



### *Podium Apartment Building.*

Apartments are located on double-loaded corridors on upper floors. The first floor consists of internally subdivided shops at street level and is restricted to this purpose. Shop front design and entrance standards are required on the first floor. There are separate entrances onto the sidewalk for each business (also see articulation standards). Parking for commercial patrons will be on-street and may also be located in off-street lots or parking structures. Parking for residents and building employees is located in controlled-access areas that may be in structures or on surface lots. Parking lots and structures are located behind the building(s) at the rear of the lot.



We believe that podium apartments would be a good building form choice for the Warne Wedge since they provide both residential and retail / office space. The retail space would fulfill the goal of growing commercial businesses in the area and the residential space would provide a 24-hour presence in the area even after the commercial businesses close for the evening. This 24-hour presence contributes to “eyes on the street”, where apartment residents feel a sense of territory over the buildings, sidewalks, and streets below their living area. This monitoring detects unlawful or disorderly activity. It deters such activity through reports called into authorities (Gardiner, p. 19).

Flex buildings, described next, allow for any combination of commercial and residential uses. Commercial entities can occupy large portions of the building if needed, or several smaller businesses can occupy the same square footage by dividing the space. This building form provides flexibility that would be attractive to developers and sources of financing.

**Flex Building.** A flex building is a mixed-use building easily adaptable to market demand for a combination of commercial and residential uses. It includes an open “floor plate” on ground level, allowing larger uses such as a grocery store. A flexible “shell” is built for different floors. Uses might be commercial / residential, residential / residential; commercial / commercial; however, commercial on the first floor in the center core is prioritized. Typically residences are provided on the first floor as an interim use until the commercial market strengthens, then commercial is established on the ground level with residential above. Units may be rentals or condominiums. Shop front façade and entrance type standards (see also articulation) are required at street level. (See Building and Site Design Standards section that follows.) Parking for the commercial patrons will be on-street and may also be located in off-street lots or parking structures. Parking for residents and employees is located in controlled-access areas that may be in structures or on surface lots. Parking lots and structures are located behind the building(s).



**Live / Work Building.** This building form can be live / work, work / work, or live / live. Unlike in residential areas, within the Warne Wedge core, active commercial use on the first floor is essential. The “work” shop must be on the ground floor. Live / work buildings can have a residential unit attached to rear of a shop, above the shop, or directly next to it, connected by a common wall. Commercial access is through a shop façade. Residential access can either be in the front of the structure facing the street or it can be through a separate entrance on the building’s side. Parking primarily is in the rear yard or on-street next to the building. Access control to parking for residents and employees is desirable. The live / work building form typically is used to rehabilitate an historic corner store. Shop front façade and entrance type standards are required.





*Stand Alone Commercial Building.* This building form is used to accommodate a limited number of single-use buildings. “Commercial” refers to both office and retail uses. This building form allows larger commercial floor plates. Shop front façade and entrance standards (see also articulation) are required at the street level. Parking for commercial patrons will be on-street and may also be located in off-street lots or parking structures. Parking for the employees is located in controlled-access areas that may be in structures or on surface lots. Parking lots and structures are located behind the building(s).



*Apartment Building.* This building form may contain stacked flats (each residence on one floor) or townhouses. Access is directly from a porch or stoop to the street, which frontages types are required. The number of units accessed by a common front door will be limited. Front and side fences at the property lines reinforce territoriality. Parking primarily is in the rear using a key accessed lot and on-street. All sides of the building must be exposed to the outdoors.



We propose to make limited use of the apartment building form (such as on the north-east corner of Warne and West Florissant). The apartment building will be solely residential but conform with the design standards for the commercial center (e.g. window and door, color, architectural ornamentation, height, and so on), except those for a shop front. The apartment building adds to the customer base of the commercial area, activates the sidewalks, and provide a 24-hour-per-day human presence. Some residents at the charrette expressed concerns about this higher-density residential building form. We suggest that the building be managed by a non-profit organization, with careful attention paid to resident screening and building management and maintenance. The apartment building form is retained in this report to provide for further consideration of the option by residents.



## ***BUILDING AND SITE DESIGN STANDARDS***

Design standards serve the important function of maintaining the beauty and character of the O'Fallon neighborhood while allowing for growth. It became clear, not only from viewing the existing architecture in the O'Fallon neighborhood, but also from observing the historic photos of bustling and thriving O'Fallon commerce in decades past, that there is a rich and unique visual character that needs to be honored, preserved, and continued into the future.

Charles Bohl, in Place Making: Developing Town Centers, Main Streets and Urban Villages, said, "One of the key challenges for today's town center and main street projects is to emulate the balance between *harmony* and *diversity* [italics added] that occurred naturally in the past" (Bohl, p. 78).

The design standards provided below generally apply to substantial rehabilitation of existing structures and to new buildings. (See "Proposed Application" table above for more details.) In the case of rehabilitation, these are to be used together with the Historic Preservation requirements for the neighborhood. Design standards for the commercial and mixed-use portion of the Warne Wedge are established for:

- Shop fronts,
- Entrance types,
- Windows,
- Building articulation,
- Parapets and roofs,
- Architectural detailing and decoration,
- Building massing,
- Materials and color,
- Signage,
- Building site location, and
- Stand-alone walls and fences.

Following these, proposed regulations for parking are covered.

All the design standards will apply. However, combining the past and the future in a compatible and compelling way through design is needed, consistent with the character of the Warne Wedge center. Note that while standards are provided for a number of architectural elements, this does not mean that they can be assembled in a building with little attention to their pleasant relationship. Historic, attractive *building styles* provide guidance for the desirable relationship among the design elements.

The following design standards are suggested for the Warne Wedge center and were well received by the residents at the charrette and at the final presentation to the neighborhood on November 17 and December 8, 2012.

*Shop Front Types.* Three shop front styles are allowed and are referred to here as the Storefront Door, Set-Back Door, and St. Louis Style Corner. Images for these styles are shown below with definitions following.



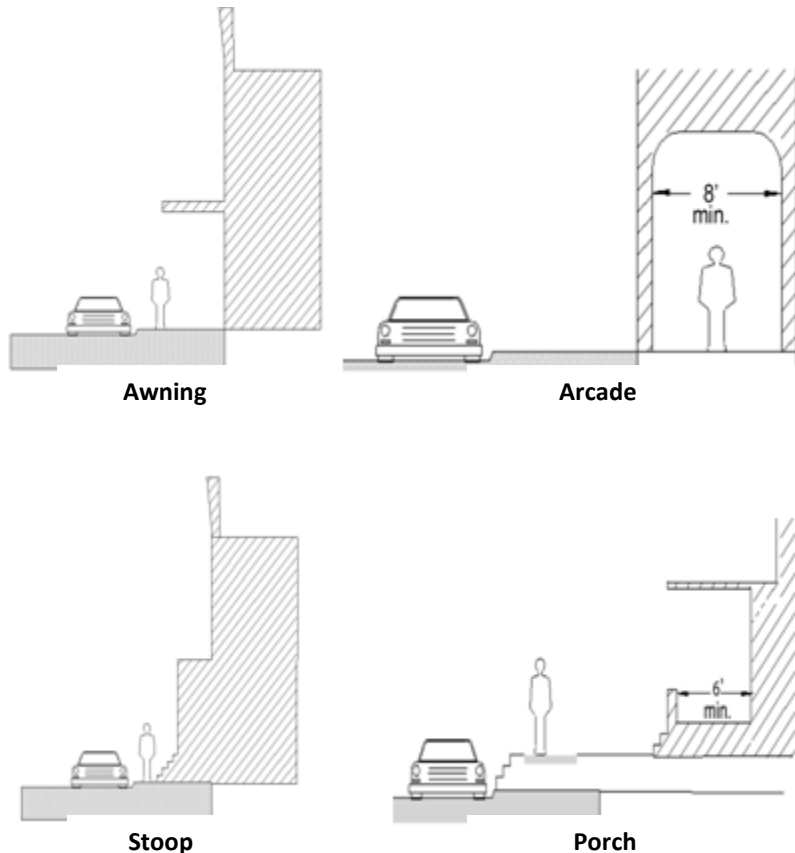
With the Storefront Door type, the door is flush with the store facade. With the Set Back Door, the door is moved back as far as 4 ft from the façade and the walls on either side of door must angle from the facade to the door at about 45 degrees. In the St. Louis Style Corner type, the building corner of first floor is cut out, with a support column remaining. Two doors may be paired together.

More detailed standards are provided for shop front types due to the importance of this building element in the Warne Wedge commercial center. These include the following.

- The façade on the ground floor will include 75% minimum glazing (window surfaces) on the abutting main public frontage, which glazing includes doors.
- Pull-down security screens may be located at the window surfaces or across the façade.
- Ground floor windows will provide a minimum of 50% of the window surface with a view into building (i.e., views will not be blocked).
- Transom windows are encouraged.
- Window sills will not be more than 30 inches above the sidewalk.
- There must be light illuminating downward on the front door and the space between the sidewalk and the door.
- Awnings or arcades encroaching over the sidewalk are required.
- First-floor clear heights will be 11 feet to 15 feet.

**Entrance Types.** There are four types of allowed building entrances that address the extent of protection of the customer, resident, or visitor in the Warne Wedge commercial center. These include the Awning, Arcade, Stoop, and Porch. Illustrations for these types are provided below.

In the Warne Wedge commercial center, the porch and the stoop entrance types are used *only* with the apartment building form (and any existing solely residential buildings). The stoop and porch are located within the private parcel. As shown in the Harrison School Housing Area design standards, this type of stoop allowable here also can be used with an awning or roof and a wider entrance area. The awning and arcade are used for the first floor of the commercial and mixed-use building forms. The commercial entrance types are allowed to extend over the public sidewalk.



**Windows.**



The standards for windows are provided below.

- The vertical dimension of windows must be noticeably greater than the horizontal.
- Windows may be grouped up to four, with window frame separations between them.
- Windows will reflect the interior divisions of building, e.g., windows may not extend over more than one floor.
- Windows will reflect the architectural details present within the Warne Wedge commercial area.

*Building Articulation.* In commercial centers, historic and older buildings have a generally uniform and smaller width that results in a rhythm of features (windows, doors, signage, and other features) and an interesting appearance. We also find that older buildings contain a bottom band, a middle section, and a top band (which may be a parapet or cornice). This rhythm can be reproduced or simulated in larger buildings through what is known as “articulation.” The image below might be one structure that appears (or is articulated) as three buildings.



The articulation design standards include the following.

- The traditional “rhythm” of the building facades will be maintained through variations about every 25 feet in such elements as materials, color, parapet styles, and store fronts.
- There will be one entrance every 25 feet to maintain this traditional rhythm.
- There will be a visible difference between the first floor and the floors above.



*Parapets and Roofs.* New construction and substantial rehabilitation of Warne Wedge buildings with flat roofs will reflect the variety of parapet designs originally present. Parapets will be 4 to 8 feet above the principle street facing roof line. Roof designs may be flat or mansard (see illustrations that follow).



A flat roof is simple to understand, but the next image shows a mansard roof found in the Warne Wedge:



*Architectural Detailing and Decoration.* A variety of architectural styles exist in the Warne Wedge. Architectural detailing for new buildings and substantial rehabilitations should be consistent with the original styles of existing pre-1960 buildings.

These might include:

- Cornices,
- Strip above first floor,
- Decorative brickwork,
- Terra cotta (or synthetic equivalent) details – friezes,
- Stucco detailing,
- Stone (or synthetic equivalent) lintels / sills, and
- Quoins (details that suggest stone blocks) used on building wall corners.

In addition, 1930s –1950s modernist design is acceptable.



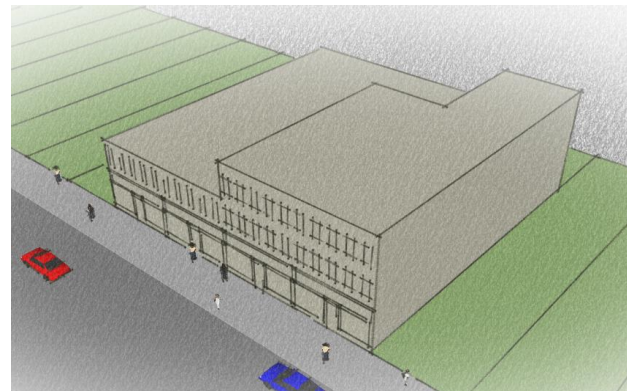
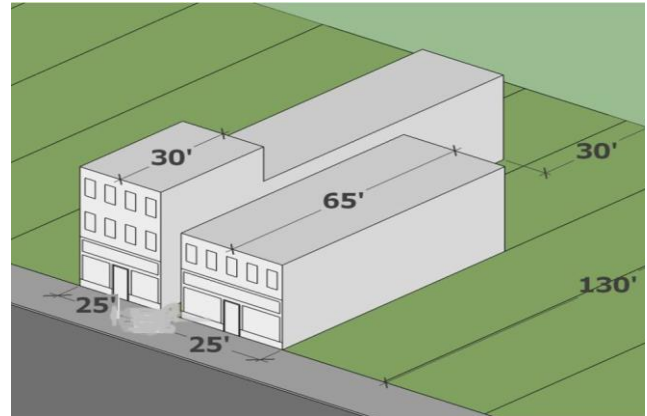


*Building Massing.* “Massing” means the geometry of an entire building if it is simple in form, or the geometry of major parts of the building and their relationship to each other (such as a porch, dormer, roof, and the main bulk of the building).

As a general rule, buildings will have a minimum of two stories and a maximum of three stories on street facing façade(s). One non-apartment form building of four stories is allowed to be a visual center or “anchor” for the Warne Wedge commercial center, subject to the approval of a neighborhood review committee.

Other massing standards are provided below.

- The second floor and higher stories must extend at least 30 feet back from the façade.
- Buildings must extend at least 50% of lot length or 60 feet whichever is longer.
- Non-residential buildings must utilize the entire lot width, i.e., there will be no passages between buildings that might present a public safety hazard.
- Non-residential buildings must allow at least 30 feet in the rear of the lot for parking and services and will comply with a shared parking plan for the commercial center as a whole, to be completed.
- Multiple (complex) building massings may be combined into single structure.



*Materials and Color.* The proposed regulations related to materials and color include the following.

- Wall material will consist primarily of brick and / or masonry tile. Fascia brick is allowed.
- Clay or slate tile (or synthetic equivalent) will be used on parts of the roof visible from the sidewalk.
- All brick and stone will be left in natural colors. A variety of brick natural colors are allowed; however, red bricks will match the traditional dark red clay used throughout St. Louis.
- Bricks, stones, and roofing tiles will not be painted.



*Signage.* Building signage within the commercial center should follow the standards below. There may be signs or banners of larger dimensions drawing attention to the Warne Wedge commercial center as a destination.

- A band of space on the building façade for signage is located between ceiling of first floor and floor of the second.
- The maximum letter height in the band is 18 inches.
- Projecting business signs have maximum dimensions of 24 inches by 48 inches.
- Window signs and neon signs are allowed.
- All signage must be pedestrian scale, i.e. they are *not* intended to be easily visible in vehicles at a distance or when driving by quickly.



## ***BUILDING SITE LOCATION***

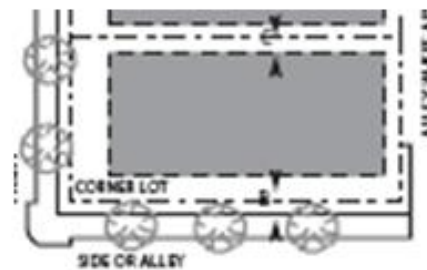
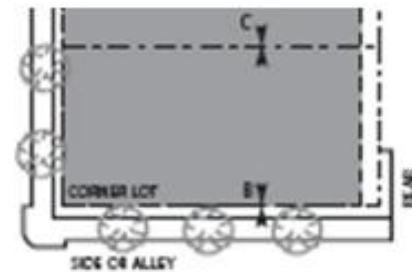
In order to promote a harmonious image of the commercial center, requirements for building locations on lots are important. These standards relate to new structures and major façade renovations. Existing structures are grandfathered.

For the following building forms: Podium Apartment, Flex Building, Stand Alone Commercial Building, and Live / Work, the *required* setbacks are as follows:

- Front setback: 0 feet;
- Side street setback: 0 feet;
- Side yard setback: 0 feet.

For the Apartment building form, the *required* setbacks are:

- Front setback: 5 feet minimum to 8 feet maximum;
- Side street setback: 5 feet;
- Side yard setback: 5 feet.



## ***STAND ALONE WALLS AND FENCES***

The standards below relate to walls that are not structural parts of buildings and to fences facing streets and sidewalks. They also address fences adjacent to alleys or to other property lines. Some of the regulations are intended to create semi-public or semi-private spaces such as for outdoor cafes and apartment building entrances, side yards, and internal divisions. They also are provided to meet CPTED surveillance objectives (to see and be seen).

- Fences on sidewalk café space or adjacent to the sidewalk are no more than 4 feet in height.
- Fences will not impair visibility into lots and other semi-public spaces.
- Fences must be constructed of wrought iron or material similar in appearance;
- Solid walls not structurally part of buildings are prohibited.
- Prohibited materials adjacent to sidewalks include chain link, barbed wire, and concertina wire.

In addition, regarding fences not adjacent to sidewalks and streets, such as for on-site or shared parking, these fences may be higher than 4 feet and must allow visibility to the other side.

## ***PARKING REQUIREMENTS***

Parking will be on-street and in supervised or controlled lots in the rear of the building. While on-property parking for patrons of specific businesses is allowed, shared parking

lots are desirable for commercial uses. Gated and controlled parking is required for apartment residents and employees of Warne Wedge center businesses (except in the case of the Live / Work Building form). Additional parking requirements are below.

- On-street parking must be provided on both sides of all streets in the Warne Wedge Commercial Center.
- Parking lots may not be located in front of buildings and on the sides of street-fronting buildings on the main streets of the Warne Wedge Commercial Center, including West Florissant and Warne.
- If a parking structure is constructed, it must be “wrapped” with commercial and / or residential uses on all main-street-facing sides.
- Multiple and overlapping CPTED features are required for all parking lots such as fences, key passes, cameras, bike patrols, and other security measures.

#### ***CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED) IN THE WARNE WEDGE COMMERCIAL CENTER***

In the previous Crime and Fear of Crime section, we addressed how the physical environment of the Warne Wedge can be used to reduce the incidence of crime and increase public safety. We covered the topics of territoriality, surveillance, image, and milieu. This section discusses how such elements of the plan would strengthen the built environment.

*Distinct Gateways (Territoriality).* Residents supported well-defined entrances to the Warne Wedge commercial center. Projects ranged from posting better signage (way-finding signage that indicates the activities nearby and a mile marker for each) to implementing large archway-type entrances such as the Grove sign in the Forest Park Southeast neighborhood. Distinguishing the entrances to the Warne Wedge fosters a sense of place. A positive sense of place leads to feelings of implicit ownership or territoriality and greater willingness to establish and enforce positive norms of behavior. As a result, susceptibility to crime is reduced. Additionally, distinct gateways aid in branding the Warne Wedge commercial center. These built entryways would be located on the four access points to the center, on Warne and West Florissant.

Other design elements that increase the sense of place and territoriality are appreciably narrowing the traffic lanes within the center, especially on West Florissant east-bound approaching the Warne Wedge, “bulbing out” the sidewalks, extensive on-street parking, landscaping the sidewalk area in the commercial center and plaza in particular, public art, innovative design on one or two new structures, increasing the height of one building to anchor the center, and so on.

*Pedestrian-Friendly Lighting (Surveillance).* New pedestrian-friendly lighting is important. Current lighting on the Warne Wedge is over the street, very bright, and illuminates the street rather than the sidewalk. More frequent light poles with



illumination closer to the ground will be installed along the sidewalks in order to illuminate walking paths and building entrances. People can see each others' faces as they walk by, so that pedestrians feel safe and can enjoy the beauty of the revitalized commercial district. The design standards also call for special illumination of store front entrances.



#### *Eyes on the Street (Surveillance).*

Increasing housing and activity in a neighborhood or commercial district multiplies the number of “eyes on the street”, people who are naturally engaging in informal surveillance. This, coupled with a sense of ownership and a willingness to engage, results in a safer area. Strategies for increasing eyes on the street include constructing street-facing (and parking lot viewing) apartments with functioning windows throughout the Warne Wedge commercial center. Businesses open through the day and into the night draw more people, which results in additional eyes on the street. These might include diners, coffee shops, bakeries, retail stores, and sit-down restaurants, to provide varying hours of service.

*Entrapment Spots.* Entrapment spots can be buildings with deeply set-back doorways, vacant lots, or narrow pedestrian paths between buildings, where someone with malicious intent can hide and assault a passerby. These places seem like a no man’s land where there is little visibility from the outside and little activity around. Vacant lots will be utilized to provide activity and to decrease the opportunity for entrapment spots. Setbacks for shop fronts will be shallow. Commercial buildings will be brought close to the sidewalk and spaces between them eliminated. Street furniture and facilities like shelters, benches, and play lots will be established to provide surveillance of locations that are vulnerable in this way.



*Parking Lot Safety.* Parking lots will be well lit, under surveillance from residents and business staff and customers, and free of entrapment spots for crimes of opportunity. Lots for residents and business employees will be secured and key-pass controlled. Parking areas for customers and visitors would be under continual camera surveillance with security personnel present. Fences will allow views into and out from the parking area.



## **MODEL BUILDINGS**

Architectural drawings or “model buildings” for the different building forms in the Warne Wedge commercial center are shown below. These sketches will be used below to illustrate how the proposed Warne Wedge plan might look in the future.

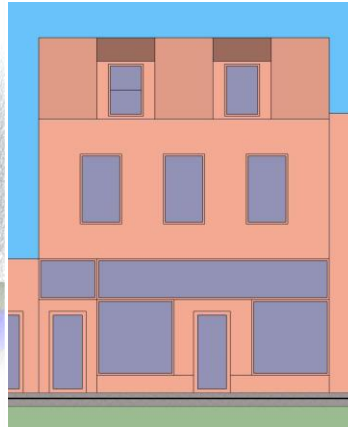
### ***PODIUM APARTMENT BUILDING***



### ***FLEX BUILDING***



***LIVE / WORK BUILDING***



***APARTMENT BUILDING***



***STAND ALONE COMMERCIAL BUILDING***



## ENVISIONING THE FUTURE OF THE WARNE WEDGE COMMERCIAL CENTER

Building forms, design, and site standards are used to design the model buildings. In turn, these are used to establish possible images of how the Warne Wedge commercial center might appear after redevelopment has taken place.

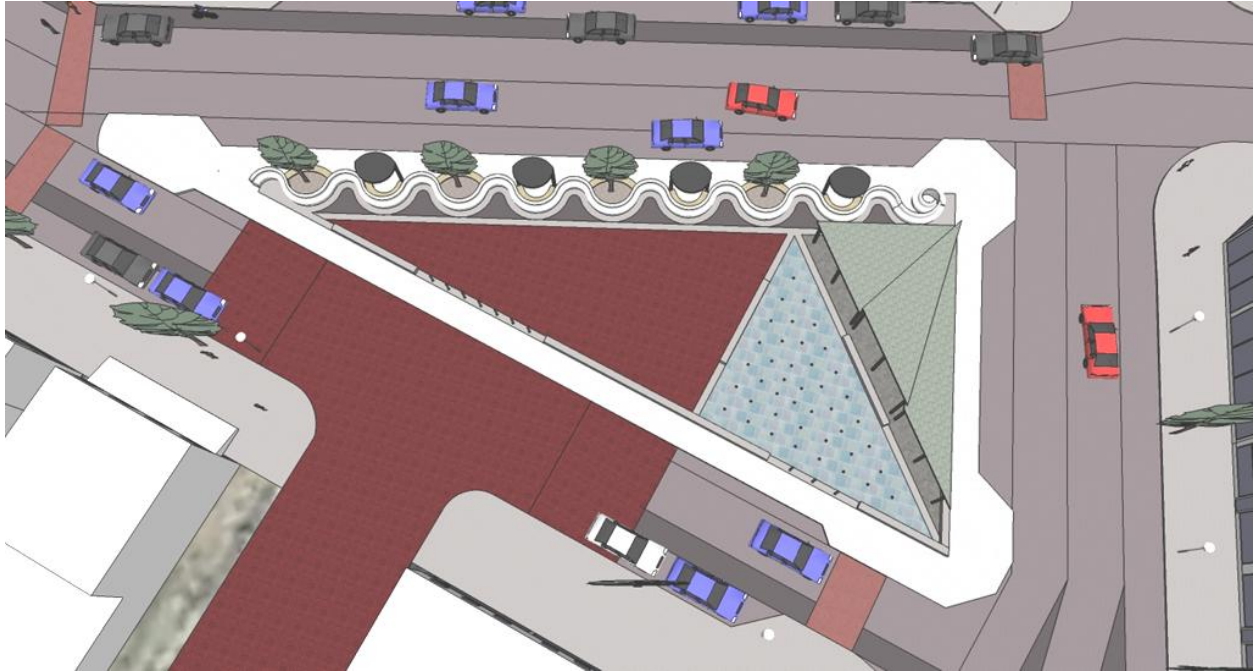
As a starting point, we assume that all existing structures are rehabilitated. Figure 19 shows the entire Warne Wedge commercial center. Buildings in white are new structures and those in a reddish color are rehabilitated buildings.



**Figure 19. Redevelopment Plan for Warne Wedge Commercial Center, Oblique Areal View**

The Warne Wedge Core is the focal point of the Warne Wedge. (Wedge sub-areas are identified in Figure 21.) Here surplus space in the Warne and West Florissant intersection is redeveloped as public open space and the surrounding buildings rehabilitated or constructed with retail and other commercial uses on the ground floor and housing above. Figure 20 is a more detailed concept for the public center triangle. Traffic generally flows in two relatively narrow lanes (to slow traffic) on Warne and West Florissant. A second east-bound traffic lane is located on the south side of the triangle. All streets in the commercial center have on-street parking with bulb-outs at the corners to extend the sidewalks and to reduce the pedestrian crossing distance. Colored and textured surfaces at the street crossings further alert drivers' attention to pedestrians. Gateways on the major Warne Wedge streets signal that a new, special place is ahead.





**Figure 20. Warne Wedge Public Gathering Place**

The dark red paving shown in Figure 20 encourages pedestrian movement into the plaza from the south side of the Warne Wedge core at Mary Street and unifies the two spaces. All or part of this paved surface (including temporarily closing the end of Mary Street) could be used for short-term, rotating events such as arts and crafts shows, farmers' market, and concerts. The blue-grey triangle in the plaza might be a fountain, with low-pressure plumes of water emitted from the ground level (see examples below), used as a play area for young children and parents. Playground equipment and bike racks could be included. Benches are located around the plaza with limits in height to allow views into the plaza. The east side of plaza is a covered space that shelters visitors, food vendors, and others from the weather. The plaza would be brightened by potted trees, flowers, hanging baskets from light posts, and banners.



The Warne Wedge Commercial Center contains opportunities for developing new buildings and restoring historic structures. Figure 21 indicates what would be the vibrant Core of the Warne Wedge (shown in red). Activity here will be fostered by retail stores, restaurants, coffee shops, high-traffic service businesses such as a pharmacy, dry cleaner, and pre-school, public uses such as arts and crafts galleries, and the plaza. It is necessary to have 24-hours-a-day / 7-days-a-week use that results from well-managed residences located above commercial uses and in medium-density apartments.



**Figure 21. Primary Uses in High, Moderate, and Low Activity Areas**

Figure 22 shows a north-east facing view of the intersection of West Florissant and Warne. The structure in the center of the image is a new apartment building; on the right of the apartment is a newly constructed flex building; and on the bottom-left is a rehabilitated existing building, perhaps converted into a podium apartment with restaurants on the first floor and housing above. These buildings activate the central plaza, address a demand for good quality, affordable housing, and allow flexible mixed uses.





**Figure 22. Looking North-east from Central Plaza**

In Figure 23 we look down across the central plaza to the south-west. In the forefront is a podium apartment building, in renovated structures, on the corner of Warne and the West Florissant extension. Restaurants and entertainment spaces with outdoor seating are shown on the first floor, and housing above. These uses will attract visitors, energize the plaza, and offer views of the public activities there. Exceptional historic structures are located just south of these buildings along the west side of Warne.



**Figure 23. Looking Across the Plaza to the North-west**

Figure 24 shows the central plaza looking to the north-west. On the top of the image, to the right, are renovated buildings that originally were very attractive and well

constructed. Vacant land on the west (left) half of this block front provides an opportunity to build a new flex structure.

Looking into the plaza, seating is wrapped around all sides of the area, including the play fountain on the right (east) side, and the public gathering place in the point of the triangle. This public area could be easily enlarged by temporarily closing the West Florissant extension and by utilizing the public space at the end of Mary Street on the south side (left).

The images beneath Figure 24 are from Antonio Gaudi's Parc Guell in Barcelona, Spain. The benches have a curving, naturalistic shape and are inlaid with mosaics of tiles, stones, broken pottery, and so on. Gaudi was inspired by design in Central West Africa. The art work in the inlays on the West central plaza benches might represent the people and history of the O'Fallon neighborhood and be an art project for people of all ages in the community.



**Figure 24. Across the Central Plaza to the North-east**







Below are street-level pedestrian views into the Warne Wedge sketches from different points of view.







## TOTAL DEVELOPMENT AND REDEVELOPMENT AS ENVISIONED IN THE WARNE WEDGE

Key outcome measures for the possible revitalization of the Warne Wedge commercial center as depicted above are the starting point for estimating development costs, financing requirements, the amount of subsidy, and possible funding sources. Dustin Garness, after completing the course, continued working on the project with Terrell Carter at the North Newstead Association Community Development Corporation. Garness refined the redevelopment plans to the level needed to calculate these measures. His entire product can be found at [www.northnewstead.org](http://www.northnewstead.org), under “Warne Wedge Plans” then “Complete Packet”.

The redevelopment scenario encompasses 41 buildings, of which 25 are rehabilitations and 16, new construction. In terms of building forms / uses, 27 of the buildings are mixed-use, 13 solely residential, and 1 commercial only. The table below shows for the possible redevelopment the total square footage to be built or rehabbed and the total new residential units constructed.

Building Use / Building Form	Square Footage	Percent	Number of residential units
Residential	159,000	67%	148 avg = 1,074 sf / unit
Live / Work	34,000	14%	
Retail / Commercial	45,000	19%	
Total	238,000		

## **A PROGRAM OF ECONOMIC DEVELOPMENT USES FOR THE WARNE WEDGE AREA**

While economic development in the O'Fallon neighborhood and the surrounding area is a bigger issue than the redeveloping the Warne Wedge, it is good to address how a successful, revitalized, and fun realization of the commercial center can provide a supportive context for other economic development projects. This should be integrated into the effort from the start. We have reviewed the O'Fallon community's long-term economic development Vision, Outcomes, Strategies, and Programs. Let's turn now to specifics of how this might work as part of the Warne Wedge redevelopment.

Achieving the community's image of the Warne Wedge requires managing the commercial center much like a modern mall. The "place" to be created results from the combination of certain uses; business recruitment; addressing lessees' needs; screening housing residents; maintenance not only of the buildings but also of the sidewalks, public spaces, and streets; positive image and publicity; insuring public safety and limiting disorder; successful relationship with local government agencies; and more. This will entail creating a Warne Wedge Commercial Center management non-profit organization.

### ***COMMUNITY'S GUIDANCE FOR DESIRED (AND DISCOURAGED) USES FOR THE WARNE WEDGE***

Guidance for the uses desired at the Warne Wedge was obtained from neighborhood charrette participants on November 17, 2012. O'Fallon community members highlighted the need to recruit businesses not already present locally and those needed for everyday use.

The businesses and agencies desired are:

- Walmart-like discount department store;
- Marshalls-like brand name and designer clothing store for men, women, and young people;
- Schnucks-like grocery store;
- St. Louis Bread Company-like restaurant;
- local coffee shop with WiFi;
- sandwich shop;
- sit-down restaurant (with outdoor seating);
- hardware store with home supplies;
- shoe repair;
- laundromat;
- dry cleaner;
- local book store;
- police / private security substation;
- lawyer's office; and
- doctor's office / out-patient medical facility.

To increase activity and diversity, residents also suggested seasonal vendors at the Warne Wedge. Vendors could sell local food and specialty items.

Residents preferred connecting the neighborhood to their African-American and Native American cultural roots and branding O'Fallon as "multicultural." The neighborhood could be a heritage zone that highlights African-American culture such as eldership, sense of honor, and stability. Residents suggested using outdoor aesthetics to communicate this theme and increase the sense of community cohesion. Related ideas included:

- public displays of photographs;
- sculpted art pieces and constructions;
- neighborhood gallery or museum;
- statues;
- informational kiosks;
- monument or piece of art with a theme of the past;
- sculptures and banners to act as entrances and exits for the center; and
- columns with plates (an African symbol).

These improvements would communicate the residents' personal and family stories and deep history, using a Living History theme for the area. Overall, residents hope that sharing the cultural significance of the past will increase visitors' respect for the O'Fallon area.

An important element of creating the commercial center is determining which uses are discouraged, prohibited if there is property control, or limited in terms of numbers. Residents agreed on controlling the number of barber shops and hair salons, Afro-American beauty supply stores, and nail salons to insure a variety and balance of businesses in the center. Most charrette participants agreed on prohibiting bars and liquor stores. Residents present generally did not want to brand the O'Fallon community as a jazz center. They feared that it would lead to a "destructive" music scene that would discourage potential lessees.

The planning team would like to offer some suggestions for desirable operations and ones to be avoided. Other possible businesses include: copy center and mailing service, bakery, community arts and crafts gallery, arts and crafts supplies, specialty grocery, fresh produce outlet, clothing alterations, vintage clothing resale shop, specialty apparel retail, urban pharmacy / personal care, pre-school center, toy and hobby store, and house furnishings and décor. Separate planning sessions should be held with older children at Ashland Elementary and students at Yeatman Middle School to obtain their ideas for good places for young people in the center. Residents might also consider establishing what is called a Life Style Center at the Warne Wedge that would have a city-wide or regional market.

The planning team also suggests that certain facilities that are strongly vehicle-oriented be excluded from the Warne Wedge to preserve its active, pedestrian quality. Some examples of these are: gasoline stations, auto repair, auto sales, car washes and detailing, car care centers, fast food restaurants, drive-up windows, warehouse discount stores, storage facilities, and temporary parking lots.

These ideas need to be further developed through a careful market analysis. The study would obtain more ideas about desirable local businesses to be recruited to the Warne Wedge; refine the list of businesses by testing the feasibility of desired businesses (for example, the interior neighborhood location of the Warne Wedge may not meet WalMart's siting criteria); obtain more community input regarding the charrette participants' desire to limit certain businesses in the Warne Wedge and their opposition to jazz, other music related businesses, and bars; refine the consumer expenditure estimates for different businesses that can be used to market the center; test the idea of a Life Style Center focus for the Warne Wedge; guide the branding of the Warne Wedge; and more (Louis Colombo, personal communication, November 17, 2012).

### ***BRANDING THE WARNE WEDGE COMMERCIAL CENTER***

We recommend that the brand for Warne Wedge be left open to future discussion. During the charrette process, residents voiced the desire for an eclectic mix of businesses and uses within the Warne Wedge. Again, residents felt that branding the district with a certain theme (e.g. jazz), would limit or diminish the opportunity to create the variety of business and activity types.

Instead, residents expressed the desire to brand the space with one distinct name, the "Warne Wedge" or "The Wedge", similar to the way "The Loop," "The Grove," and other St. Louis centers are identified. This would allow the Warne Wedge to build name recognition throughout the region without limiting it to certain uses. Since the name mirrors the physical space of the district, visitors might better recognize and remember the place.



Some residents expressed an interest in branding that honored the African-American and Native American cultural heritage of the O'Fallon neighborhood as covered above. Others felt it was important to embrace multiculturalism in the locating businesses and attractions in the Warne Wedge, noting that restaurants offering a variety of cuisines would be desirable.

The strategy of branding the center simply as the Warne Wedge may seem too tentative. But certain ideas clearly were embraced by all residents who attended the community meetings. These include branding the Warne Wedge as a diverse, vibrant community center that is a destination for visitors and residents alike, a district that is fun, and that offers a variety of activities from which to choose.

## **OTHER SPECIAL USES AND FACILITIES: COMMUNITY RADIO STATION AND RESTORING THE BOWLING ALLEY**

*Low Power FM Radio Station.* One of the barriers to organizing the community to carry out the O'Fallon Neighborhood Community Development Plan is keeping residents informed and engaged in improvement efforts. One way to accomplish this could be starting a low-power community radio station located in the Warne Wedge (also called Low Power FM or LPFM). The station can be in a small space or building within or near the Warne Wedge plaza.

The station would act as a community voice for O'Fallon and surrounding neighborhoods. The station's potential is limited only by the imaginations of the residents. For example, young people at Yeatman Middle could sponsor a show, neighborhood events could be highlighted along with information on connecting to them, partnerships with government and non-profit agencies could be discussed, neighborhood history topics might be covered, neighborhood association committees could have a weekly show, and other news and information provided. The station itself could operate something like a community electronic "wall" bulletin board adjacent to the plaza in the Warne Wedge. It might display images of residents, historical photos, notices of meetings, updates on redevelopment activities in the neighborhood, identify new businesses moving into the Warne Wedge, and so on. Of course popular programming like evening music shows and theater are options, and special events like the Jazz in the Park could be broadcast live. The station's location at the Warne Wedge plaza offers hosts and guests "eyes on the street" in terms of the activities there.

Low Power FM (LPFM) stations are noncommercial operations licensed by the Federal Communication Commission and run by nonprofit organizations, schools, community groups, local governments, and churches. Nonprofit organizations must be registered under the rules of their state, but they do not need a 501(c)(3) IRS status. Low Power FM stations operate at low wattage levels and reach a radius of about three to ten miles or less. More than 800 Low Power FM stations exist, and the Prometheus Radio Project ([www.prometheusradio.org/](http://www.prometheusradio.org/)) contains a wealth of information about them.

There was an opening in 2013 to start new Low Power FM radio stations for the first time in more than a decade. The FCC does not charge a fee to apply, but the community is likely to need an engineering study that can cost anywhere from \$500 to \$3,000. A bare-bones start up budget includes approximately \$15,000 for equipment. Stations that have space and depend extensively on volunteer staff often can operate on \$3,000 to \$10,000 per year.

*The O'Fallon Family Bowling Alley.* Another facility / use idea which was presented in the course of the planning effort was to *restore and open the bowling alley* in a landmark building on Warne Street. The bowling lanes might be part of an attractive "retro" family entertainment center just south of West Florissant. It could be a place where casual meals would be served, adults might have a beer, residents of all ages could start bowling leagues, and adults from the neighborhood could oversee young people.



### ***A NEIGHBORHOOD ECONOMIC DEVELOPMENT CENTER IN THE WARNE WEDGE***

We propose that an O'Fallon area economic development center be established in the Warne Wedge. Potential locations would be in the moderate activity areas of the Warne Wedge center as shown in Figure 21 (green area). More specifically, it might be located on Warne north of the intersection with West Florissant (north of the alley) or on Warne south of the intersection. Both locations have a number of vacant and LRA owned properties that can be developed or rehabilitated.

The economic development center should include a cluster of uses that support and reinforce one another. These economic development programs are described later in the "Greater economic development mission and how it comes together in the Warne Wedge" section.

The uses or facilities in the economic development center might include:

- Business incubator;
- O'Fallon College and Career Information Center;
- Community financial institution(s) that could be a branch of a local bank, a Community Development Credit Union (CDCU), or a Community Development Financial Institution (CDFI);
- Office of an existing or new, SBA-funded, Small Business Development Center (SBDC);
- Spaces for holding economic development classes focused on personal and family financial skills, traditional banking and credit products, entrepreneurial skills, adult basic education, and more. The rooms could be used to house support group meetings of residents developing small businesses or looking for a better job;
- Office of an O'Fallon area business association;
- Meeting spaces for use by St. Louis area economic development organizations, such as Justine Peterson and the Grace Hill Settlement House, to provide services to residents, such as credit improvement and micro-loans; and
- Store fronts that start-up retail and service companies from the neighborhood could occupy initially at relatively low lease rates.

The anchor of the economic development center would be the proposed business incubator. All participants at the O'Fallon plan charrette agreed that a business incubator would be beneficial to the community. The business incubator might use the Flex Building form (see above), allowing for a variety of uses as the local market evolves and the economic development center grows.

A flex building could be modified easily to provide different configurations of commercial, public, and even residential uses. It is easier to incorporate modern office features related to electrical capacity and access, cable, fiber, teleconferencing, and so on within a newly constructed building. One study regarding incubators found building sizes between 10,000 and 30,000 square feet with individual company space as small

as 80 square feet and more typically about 150 square feet at the lower end (Gygi and Trejo). The National Building Incubator Association recommends that incubators be sized so they can expand to 30,000 square feet and have a minimum of 12 business tenants. This often is done in phases.

The size of the Warne Wedge incubator would depend on the service area of the facility and institutional support. This issue can be clarified through a review of the number of potential clients and of the ability to cover capital and operating costs.

Businesses that “graduate” from the incubator might be retail or local community-serving operations. The retail and high-traffic community service businesses, if they wanted to stay in the area, might move into store fronts in the active core of the Warne Wedge. The business incubator could contract to make space available to these companies, perhaps at reduced lease rates. Businesses that have lower customer traffic and want to remain in the Warne Wedge could rent available space in the incubator flex building, providing a cash flow to the incubator (Sheehan, pp. 72-79).

Other functions of the O’Fallon neighborhood economic development center might be housed in surplus space in the business incubator or in other buildings. We recommend that these activities be clustered together.

#### ***THE GREATER ECONOMIC DEVELOPMENT MISSION AND HOW IT COMES TOGETHER IN THE WARNE WEDGE COMMERCIAL CENTER***

*At the very center of the community building challenge is the effort to revitalize the community’s economic life.*

Kretzman & McKnight, p. 275

The Warne Wedge commercial center has been described as a successful and exciting place that offers many goods, services, and recreational activities. It is time to consider how many of O’Fallon’s economic development strategies and programs can be integrated into the Warne Wedge. The success of the commercial center will draw people into community economic development programs, support the motivation to succeed, and offer a location for new enterprises.

Neighborhood economic development primarily needs to grow out of the existing community, utilizing the skills, assets, interests, needs, and relationships of those living in the O’Fallon area. We approach neighborhood economic development in two ways. The first is contained in this quote: *“By asking low-income citizens to consider the economic landscape from a social perspective, a new appreciation of market power and opportunities . . . emerges”* (Saegert, Thompson & Warren, p. 126).

The second approach is based on building and utilizing social capital. In the Background section of the first chapter, social capital is defined as: “the ability of neighborhood residents to identify a community problem, organize themselves in relation to the problem, establish an effective plan of action, partner with external organizations for support needed, stay at the center of the decision-making, and correct

the problem. Social capital is built by a broad and dense network of personal and business relationships and feelings of trust and confidence.

O'Fallon residents identified the following as their highest priority economic development outcomes:

- "People with low incomes build financial assets and create personal enterprise opportunities,"
- "Skilled and trained workforce that have jobs paying a living wage with benefits," and,
- "Existing businesses are well maintained and successful."

The ways to achieve these outcomes are addressed below. These approaches are divided into two different set of activities: (1) related to the creation of business enterprises and (2) in terms of finding and keeping living-wage employment.

Some guidance from authors of The Abundant Community:

*The citizen economy gives form to the belief that the local exchange of goods and services supports a community's competence. That my well-being is dependent on participating in a local marketplace . . . This means that we create a communal context wherein we value local capacities, resources, and talents . . . In other words, the citizen economy is a mixture of a gift exchange and a currency economy where people believe that much of what we need we can find locally....*

McKnight and Block, p. 98

*Entrepreneurship, New Business Development, and Expanding Existing Businesses.* Everyone has interests and skills that can be turned into a money-making enterprise, although the process may not be simple. It requires on-going mentoring, training, and technical help. Business development is a pyramid of activities that begins with the fundamentals that are basic to creating, managing, and running a business. Successful business development is a process in which one has to learn to walk before one can run. But by beginning with the basics, and going step by step (as shown in the pyramid), the needed expertise will be developed.



*Establishing a relationship with a community bank.* While not everyone who wants to start a business begins at the same level, the Social Compact Drill Down analysis found that more than 40% of adults in O'Fallon do not have the bottom-line requirement of a credit score (Sorenson, p. 23).

It is likely, therefore, that a high percent of residents are “unbanked”, in other words, do not have a regular checking or savings account at a bank.

Prospective business owners must obtain their credit report. One can establish and improve one's credit report by learning how to manage and increase his or her financial assets through different types of bank products such as saving programs, checking accounts, credit cards, and various types of loans.

Opening an *Individual Development Account (IDA)* is a way to move forward. An IDA is a program to make regular and small deposits in a savings account with matches from foundation or government funds. Sources of savings matches include the Assets for Independence program of the U.S. Department of Health and Human Services, banks, the United Way, and others, often in partnership with a local non-profit organization. The principal uses of these funds include education, small businesses, and buying and maintaining homes.

The next step in establishing an income-earning enterprise may be participating in a *micro-loan program*. Micro-loans can begin as small as \$100 to \$500, which increases as business revenues rise over time. The businesses usually are sole-proprietorship: only about 25% have two or more employees. One interested in starting a business works with a support organization's staff who teach and mentor the individual through the early months of the business. Often borrowers are part of a small “lending circle” of others in the same situation. These individuals provide practical guidance, mutual support, evaluate loan requests, and often help overcome barriers to success such as occasional child care and transportation. (Clark and Huston)

Types of new businesses can include:

- personal services like baby-sitting, house cleaning, personal training, home repairs, and landscaping;
- retail apparel like alterations and selling retail products; and
- business services like word processing, editing, and custodial.

Micro-lending usually fills gaps in commercial lending practices. Positive personal outcomes found among participants include goal-setting, initiative-taking, self-reliance, income, new job creation, and an increase in capital.

*Entrepreneurship counseling and training.* Some micro-loan program participants, becoming more successful and self-confident, are eager to learn more about standard business practices in order to expand their businesses. This expertise can include legal issues related to incorporation; office lease negotiations;

marketing; personnel and payroll; federal, state, and local assistance programs and reporting requirements; accounting; tax filings; business planning; obtaining and managing longer-term loans; inventory control; and more. Counseling and training sessions can be obtained from sources such as those identified below.

*Establishing a business incubator.* Some individuals can run with the level of assistance just described. But others require more continuous practical mentoring to apply the lessons in actually running a business, which can be obtained from a business incubator. A *business incubator* provides the additional business nurturing that may be the next growth step. Business incubators house and provide needed technical, material, and financial support to entrepreneurs at critical points in the evolution from a business concept to an operating business and in the expansion of a micro-enterprise. Incubators usually (but with notable exceptions) are sponsored by non-profit organizations and can be funded by the federal Small Business Administration, the federal Economic Development Administration, local Community Development Block Grant funds, and foundations. There are about 1,200 business incubators across the country.

Incubators typically provide relatively low rent; telephone equipment and service; copy equipment; computers; internet; other business equipment and furniture; receptionist, word processing and document production services; and technical support tailored to the individual needs of the new company. A business incubator also can include an entrepreneurial training component to provide the occupants with the skills they need.

A professional incubator manager runs the operation and is in on-going communication with each of the businesses. The manager promotes the success of the start-ups. He or she helps problem-solve particular challenges, refers to training, and brokers the assistance of technical services providers (Dahl, Sheehan). Participants eventually acquire the skills and capital necessary to move on as an independent operation, allowing new businesses to take their place.

The starting point of any incubator is defining the focus and market for its services. In O'Fallon, this might be on retail businesses that ultimately would locate in the Warne Wedge or it could be some more general economic development purpose.

*Making full use of Small Business Administration support.* The next higher level of the business development pyramid is to become certified by the federal *Small Business Administration (SBA)* as a small business eligible for set-asides in federal contracts (8a Business Development Program firms) and for SBA-guaranteed business loans (7a Loans and 504 Loans). The 8a program assists businesses owned by "eligible socially and economically disadvantaged individuals," i.e., racial or ethnic minorities (Small Disadvantaged Business), and women-owned businesses (Women-Owned Small Business). The 7a and 504 loans come from banks and other SBA-approved lenders and are based on the

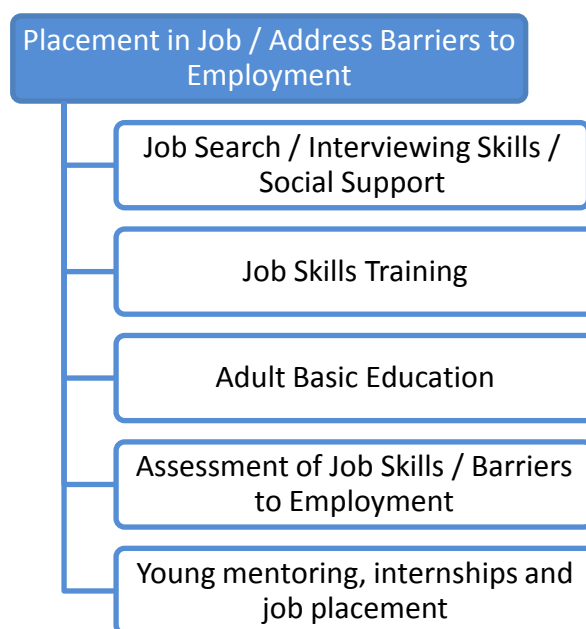


lending institution's loan standards. SBA guarantees a substantial portion of the loan, e.g., 75 to 85% for 7a loans. Factors considered include assets that can guarantee the loan, business history, financial statements, projections of income and expenses, and so on. In general, the loan programs are geared toward more established "small" businesses.

The Small Business Administration also offers a number of counseling, training, and technical assistance services that are more broadly available to small and underserved businesses. SBA supports SCORE, which is a national network of entrepreneurs, business leaders, and executives who volunteer as mentors to small businesses. There are five SCORE offices in St. Louis city. The agency also offers technical assistance to entrepreneurs through its Small Business Development Center (SBDC) program. Available SBDC services are one-on-one business advice and low-cost training by small business professionals. There is an SBDC at the University of Missouri-St. Louis on their campus in north St. Louis County. The Grace Hill Women's Business Center also provides similar services that are geared toward disadvantaged women. This center is located in north St. Louis city. In addition, the SBA offers a micro-loan program through intermediary organizations to women, low-income, minority, veteran, and other small business owners. SBA micro-loan amounts range between \$500 and \$50,000.

*Establishing a Skilled and Trained Workforce, Helping to Find and Keep Employment.* Since most working people do not own their own business, we need to consider ways to assist those who need a job paying a living wage with benefits. The diagram illustrates the steps toward this outcome.

A substantial number of adults (16 years of age and older) in O'Fallon need either to find employment or to upgrade their current employment. 30% of all O'Fallon families and 42% of households with children live at or below the poverty level. In addition, 13.9% of adults are classified as unemployed, approximately 586 individuals (Sorenson, p. 19). The report also indicates that 36.7% of O'Fallon adults are not participating in the labor force and a portion of these are likely to be interested in finding work (1,549 individuals in total) (Sorenson, p. 19). Lastly, there are 303 young people between the ages of 15 through 17 who are moving into the labor force. The



constituency of O'Fallon residents for this program is likely to be more than 1,000 individuals.

The 2006 Provident survey of O'Fallon and Penrose neighborhood residents also contains some information related to the job training and job finding aspects of neighborhood economic development (Provident). More than one quarter of all O'Fallon area adults (28%) reported a problem with the "Lack of access to and availability of training / education programs for adults." Of those looking for work at the time of the survey, 62% reported a "Lack of well-paid jobs," which, in part, indicates a relationship between training and job access, and employment information. The survey indicated several support barriers to employment, including "Lack of quality and affordable childcare" (17% of those looking for work) and "Transportation" (45% of the same group).

One important consideration in this section is the dynamic nature of the economy, i.e. the need for individuals and educational / training programs to focus on the ever-changing connection between a person's skills and the requirements of available jobs. During the recent recession, the St. Louis Regional Chamber and Growth Association found 75,000 job openings had been posted in the St. Louis region within the four months ending in February 2011. The St. Louis Post Dispatch commented on their report that "Nearly half the openings ... were in computer and mathematical, sales and health care fields. That ... does not match the skill set of the region's unemployed job seekers" (Nicklaus, 2011).

Let's turn to a brief discussion of the suggested jobs programs shown in the illustration in this section, in the context of the proposed neighborhood economic development center in the Warne Wedge. Every economic development program has a building space requirement.

*Working with youth.* We began with the finding that 42% of all O'Fallon households with children live at poverty level. We noted that "beyond material possessions and money, poverty is the absence of a belief in a future." Although one can find many reasons why hope for the future may be difficult to come by for O'Fallon's young people, our approach always has been to be *"motivated by what you don't have, to use what you have, to create what you want, by working together"* (Green, p. 42). It is important to focus on what community resources can be drawn upon to meet this challenge, which is critical to the success of the entire neighborhood.

Many studies have found that positive, personal, and supportive relationships with adults have beneficial effects on student learning. As a base, this might involve tutoring students by neighborhood residents who have basic skills to share. It also might involve mentoring connections with adults who can be role models, especially models of perseverance in the face of similar conditions and hard-won personal and family successes. High levels of unemployment among African-American young people also can be addressed by using social networks. This means connecting young people in ever widening, dense, and diverse

networks of relationships and using those networks to obtain employment. It means identifying actual or potential employment (including self-employment) opportunities through acquaintances, friends of friends, neighbors, local businesses, and others. This could be an element of transforming Yeatman Middle School into a true community school, and it can be achieved through a community program within an economic development center in the Warne Wedge.

What seems to be missing in the public schools' almost singular focus on standardized testing and learning the "basics" is that, for young people in neighborhoods like O'Fallon, it is not so much the "what" of education as the "why." While it may seem obvious, answering why it is important to master basic skills must be part of the effort. This draws us out of the classroom and into the real world of these young people. Richard Florida, in Rise of the Creative Class, wrote: "Improving the lot of underpaid, underemployed, and disadvantaged people lies [in] ...tapping the creativity of these people, paying them appropriately for it, and integrating them fully into the Creative Economy" (Florida, p. 10). This may apply to the interests of young people even more than for adults. In the drive to reach basic learning standards, we should not forget that drawing on creativity is increasingly the path to success. Perhaps part of the Warne Wedge business incubator program can address economic opportunities for young people in the creative economy, e.g. filmmaking, music, clothing design, writing, curriculum development, animation, computer software, and other creative endeavors .

*Assessment, basic education, and skills development for adults.* The O'Fallon Neighborhood Community Development Plan called for identifying the types of good jobs available in the St. Louis area and the skills needed to fill them. This provides the context for assessing the current skills and needs of residents in relation to the job market. As shown in the Provident survey, it also is important to identify job seekers' social and financial barriers to obtaining and keeping employment. Over time, information from a number of individual employment assessments could be used to develop training.

Through this approach, job seekers would be able to make more informed, individualized plans in order to be job ready. The plan could include specific objectives related to basic education, employment skills development, impediments to obtaining a job, and other requirements. The O'Fallon employment effort should not re-create the many basic education and skills training program already functioning. The assessment would be used to refer job seekers to appropriate, effective existing training programs or might be used to bring these agencies into O'Fallon to offer classes.

Basic education and skills development were identified in the O'Fallon strategic plan as one of the missions of the proposed O'Fallon College and Career Information Center (OFCCIC), which would have a small staff and mentors from the community and elsewhere, with walk-in hours for flexible access. The

OFCCIC might become an essential part of the economic development center in the Warne Wedge.

*Finding a living wage job and addressing barriers to holding a job.* The O'Fallon College and Career Information Center could provide a career resource library and computer access to support employment searches. Career soft-skills-building workshops (e.g., resume writing, dress, interviewing, and so on) could be offered at the Center. The staff at the Center also would refer job seekers to resources to address such barriers to employment as transportation, child and elder care, affordable housing, and other factors that stand in the way of employment. An important benefit of the O'Fallon Career Center would be working with the residents on a regular basis to motivate individuals to keep searching for work, identify personal connections with potential employers, conduct debriefing of seeking work with phone calls, strategize about filling out applications, writing resumes tailored to the position, and so on. The Career Center also could form support circles of neighborhood job seekers who can reinforce each other's efforts.

As mentioned above, it is important to use existing St. Louis resources to identify job openings. Organizations such as the St. Louis Agency on Training and Employment (SLATE) already provide job search databases. We recommend that these resources be encouraged to set up a remote site in the Career Center with access to their information.

*Conducting a Community Economic Development Inventory.* Another step in the economic development effort can be to conduct a Community Talent Inventory with the goal of identifying neighborhood resources: entrepreneurial skills and interests; employment capacities and needs; basic learning achievements and job skills; contributions neighbors are willing to make to neighbors; and so on. By conducting a Community Talent Inventory, the O'Fallon neighborhood organization can better organize mutual helping and secure non-profit involvement in their economic development initiatives (Sheehan, 2008). The decision to conduct the Inventory should not be taken lightly because it requires a neighborhood canvass. The project will draw on substantial volunteer resources (possibly from other efforts) and will produce longer-term rather than immediate benefits. Suggestions for short-term community actions are covered below in Chapter 6.

## **POTENTIAL PROGRAM PARTNERS FOR THE O'FALLON NEIGHBORHOOD**

While the economic development and housing programs need to be resident-directed and neighborhood resources mobilized to participate in them, it is certain that external partners are needed. Given the wide range of activities covered in the Warne Wedge Commercial Center plan, a number of St. Louis organizations can provide assistance. These are partially identified below.

The agencies that seem most likely to supply needed economic development services include: the Center for the Acceleration of African-American Businesses (CAAAB),

St. Louis Development Corporation (SLDC), Justine Peterson, Regional Housing and Community Development Alliance / RISE, Unbanked Task Force, St. Louis offices of the Small Business Administration, Better Family Life, Workforce and Community Development program of the St. Louis Community College, St. Louis Agency on Training and Employment (SLATE) / Missouri Career Center, Commerce Bank, U.S. Bank, PNC Bank, United Way, McCormack Baron Salazar, Urban Strategies, DeSales Community Housing Corporation, ND Consulting, Julia Davis Branch of the St. Louis Public Library, Missouri Department of Economic Development, St. Louis County Metropolitan Center, East-West Gateway Council of Governments, Yeatman Middle School, Ashland Elementary School, Fathers Support Center, Small Business Development Center at the University of Missouri-St. Louis, Skandalaris Center for Entrepreneurial Studies at Washington University, Habitat for Neighborhood Business / Smurfit-Stone Center for Entrepreneurship at St. Louis University, Grace Hill Women's Business Center, Incarnate Word Foundation, St. Louis Enterprise Center and other local business incubators, and the City of St. Louis Community Development Administration. This list is by no means complete.

The O'Fallon Neighborhood Community Development Plan–Agency Interviews report contain summaries of more than 50 surveys conducted with representatives of St. Louis and O'Fallon community development agencies. Many of the organizations identified in the list above participated in these interviews. Reviewing the survey results will provide more detail on these organizations' work and their capacity to help O'Fallon. The report can be found at [www.historicofallon.org](http://www.historicofallon.org) or [www.neighborhoodplanning.org](http://www.neighborhoodplanning.org) in Topic 4 – Neighborhood Strategic Planning.

#### **SUBSIDY SOURCES FOR THE PHYSICAL REVITALIZATION OF THE WARNE WEDGE CENTER**

The potential sources of subsidies for physical improvement of the Warne Wedge commercial center include federal and Missouri Historic Preservation Tax Credits and Low Income Housing Tax Credits; Missouri Affordable Housing Assistance Program tax credits; federal New Market Tax Credits; St. Louis Community Development Block Grant (CDBG), HOME funds, and St. Louis City Trust Fund; Missouri Housing Development Commission HOME funds; Tax Increment Funds (TIF); Community Improvement District (CID) revenues; and federal STP-E (State Transportation Program – Enhanced) and SAFETEA-LU (Safe Accountable Flexible Efficient Transportation Equity Act: Legacy for Users) grants administered through the East West Gateway Council of Governments.

We have covered federal and Missouri historic preservation and affordable housing tax credits in the Harrison School Housing Area portion of this report. New Market Tax Credits are an important funding source for economic revitalization projects like the Warne Wedge. The next table summarizes this revenue source.



New Market Tax Credits
<ul style="list-style-type: none"> <li>✓ Federal “New Market” Tax Credits. <ul style="list-style-type: none"> <li>• Program of the United States Treasury Department.</li> <li>• Administered through a designated “Community Development Entity” (CDE) (e.g. City of St. Louis, St. Louis Development Corporation, Justine Peterson, McCormack Baron Salazar).</li> <li>• Project must be located in low income census tract(s).</li> <li>• Only rental uses allowed (e.g., office, retail, service, institutional, public uses, mixed use, and entertainment and can include a hardware store, supermarket, child care center, art gallery, etc.).</li> <li>• Tax credits for 39% of eligible “equity investment” expenditures.</li> <li>• Credits received over a seven year period.</li> <li>• Can be syndicated (sold).</li> </ul> </li> </ul>

Tax Increment Fund (TIF) redevelopment projects capture the increase in property taxes paid on land and buildings after the project is completed. In other words, the annual property taxes paid on a project in its pre-redevelopment condition are subtracted from property taxes paid on the same properties after the redevelopment has occurred. The remainder, or the increase, are the TIF revenues dedicated to specific improvements in the TIF district. These revenues are obtained from all *private for-profit* properties in a TIF district, which district might cover the entire Warne Wedge area.

Community Improvement District (CID) funds are special additional sales taxes (up to 1%) and property taxes levied on all private properties within the CID District (e.g., the entire Warne Wedge area).

TIF and CID funds can be used for operating expenses and capital improvements in the area served. For example, these revenues can fund security patrols and cameras, parking garages, banners and other advertising, landscaping, etc. They offer continuing and reliable revenue sources to support the Warne Wedge commercial center.

Two federal Department of Transportation, Federal Highway Administration-funded programs, SPT-E and SAFE-TEA can be used for non-traditional roadway enhancements, to increase safety, and for pedestrian and bicycle improvements. These grants can be used to implement the Warne Wedge streetscape design (improvements from façade to façade in the public right-of-way), possibly covering some of the plaza costs.

## THE NEIGHBORHOOD-BASED APPROACH TO O'FALLON COMMUNITY ECONOMIC DEVELOPMENT

Economic development programs typically have a city-, county-, or region-wide base of clients in need of assistance and the assistance usually is “siloed” in terms of the services provided. However, a job seeker’s or entrepreneur’s needs are likely to be complex and to require the involvement of many agencies at different locations. Potential clients generally are identified by service agencies and referred to economic development programs. Importantly, economic development agencies usually are not place-based, resulting in missed opportunities.

The benefits of a *place-based* economic development approach, like that being suggested for the O’Fallon area, are as follows.

- A broad base of neighborhood residents exists with various economic development needs who can be identified in the process of community development efforts.
- Multiple and over-lapping local channels of communication can be tapped about the availability of the economic development programs, such as through the schools, PTAs, neighborhood association, neighborhood human service providers, churches, recreation centers, and local businesses.
- Availability of a local O’Fallon College and Career Information Center, as proposed here, means that personal relationships can be established among residents in need and staff.
- O’Fallon residents can be recruited to assist jobs seekers in ways that range from personal support, to basic education, and to job skills training.
- Assistance is based on reciprocal helping. Those who receive benefits are asked to contribute to the welfare of other residents. Client – provider (welfare-like) relationships are broken down.
- Local businesses, including those in the Warne Wedge Commercial Center, are contacted and solicited to provide employment to local youth and adults. As a result, the relationship of these businesses with the community is strengthened.
- A “virtuous circle” of jobs, investments, income, and sales at the neighborhood level is established.
- The economic development program, as part of an O’Fallon community development effort, fosters a positive neighborhood climate of learning, employment, savings, family stability, and more.
- Large and small successes in community development activities, including the restoration of the Warne Wedge commercial center, provide positive examples of community strength and hope for those seeking work, interested in starting new businesses, and others.

The community members of O’Fallon believe and know first-hand that their community possesses members with the talents and skills that will translate into successful economic development efforts if they have access to the resources with which to do so and the opportunity to thrive. Ultimately, if the community remains focused on their vision that “Residents positively contribute to their families and community by holding

jobs that pay a living wage with benefits, employment for youth, building financial assets, establishing businesses, and through volunteer work,” they will make the correct decisions about how this will be accomplished and engage in the effort.

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## 6. THE ROAD AHEAD

It is the pivotal time for the O'Fallon community development work. We have worked together for two years. Three reports have been produced: the *O'Fallon Neighborhood Community Development Plan* (2012), *O'Fallon Neighborhood Community Development Plan – Agency Interviews* (2012), and *O'Fallon Neighborhood Housing and Commercial Center Plans* (2013).

Nearly 400 pages have been written with ideas for achieving your Vision of O'Fallon. Attempts in the O'Fallon neighborhood have been made to put some of these ideas into action, often with mixed results. The following suggestions are made with these experiences in mind. The core idea is that neighborhood residents should focus their efforts on what they can do best and what they have the proprietary authority to do: *to guide and participate in the redevelopment effort*. Some important roles to carry out these activities need to be *delegated* to community partners - individuals and organizations with financial and organizational resources.

Like the old joke that goes "How do I get to Carnegie Hall?," the O'Fallon community asks: *How do we reach our vision of a better future?* The answer at this point is: *"implement, implement, implement". \**

What are the next steps for the O'Fallon residents, leaders, and connectors?

In short, they include:

- ✓ Hire a community development organizer.
- ✓ Take initiative.
- ✓ Take stock.
- ✓ Expand communications.

The following observations and suggestions are based on our efforts. The goal is to pare back the ideas to the basics for immediate action.

### 1. HIRE A COMMUNITY DEVELOPMENT ORGANIZER

**All** effective neighborhood organizations in communities like O'Fallon have a paid, full-time staff person. Much of the effort to move the work forward as discussed here (but not decision-making) would be tasked to a community development organizer. Examples of the organizer's work include: identify how to obtain funding for priority projects, maintain contact lists, communicate and carry out publicity, line up agency partners, organize effective action by the committees, set up meetings, and so forth.

\* Note: Based on <http://quoteinvestigator.com/2010/05/06/how-do-you-get-to-carnegie-hall/>. The syndicated column "The Wit Parade" by E.E. Kenyon on March 13, 1955 contains the first version of the remark modified here slightly to reflect current usage: "The absent-minded maestro was racing up New York's Seventh Avenue to a rehearsal, when a stranger stopped him. "Pardon me," he said, "can you tell me how to get to Carnegie Hall?" "Yes," answered the maestro breathlessly, "Practice! Practice! Practice!"

Although some of this support work was provided by graduate students, students alone are unable to offer the full-time, focused, community development organizing work that is needed by the O'Fallon neighborhood. A concerted effort must be made to obtain funding to support this staff person to facilitate the work of neighborhood association committees.

## 2. TAKE INITIATIVE

**The community development effort will falter unless the neighborhood begins practical, successful, and fun projects.** These projects must meet the needs of and involve youth, young parents and children, elders, and others.

Some good next steps are:

- The neighborhood association committees and association leaders first decide on the outlines of practical priority programs without getting into details. For a very small number of projects, take the following steps:
  - Identify residents and friends of the O'Fallon neighborhood who are willing to participate on a specific program implementation subcommittees of the “parent” committee (for example, the O'Fallon housing committee and the economic development committee).
  - Identify potential agency partners to help carry out the program, meet with them, and make a decision about which agency or agencies should be approached to participate with the neighborhood.
  - Develop a program implementation plan in the subcommittee with the help of partner agencies (especially considering how neighborhood residents and resources can participate).
  - Review, discuss, and obtain approval of the program plan from the neighborhood committee and the neighborhood association.
- Implement.

A number of local universities and other organizations may be able to assist drafting program implementation plans (for example, related to entrepreneurship, public health, education, and human services)

It is necessary to involve a wide range of agencies, such as in housing, economic development, human service, education, public safety, health, and other fields, in order to make progress. Additional information is found in the “Potential program partners to the O'Fallon neighborhood” section in Chapter 5 and also the O'Fallon Neighborhood Community Development Plan – Agency Interviews report.

## 3. TAKE STOCK

It is important to identify the *gatekeepers*, *influential people*, and the *standards* likely to affect approval of O'Fallon's major community development efforts by funders and other partners. This is done by learning from recent program initiatives. The projects include, among others, the redevelopment of Harrison Elementary School, the AmeriCorps proposal, and the initial efforts to implement *this plan's* recommendations for the

Harrison School Housing Area and the Warne Wedge Commercial Center. The information also may be obtained by understanding why and how similar projects have been approved.

To find out more about the gatekeepers, influential people, and proposal evaluation standards, some questions to ask are: What were the reasons tax credits were not approved by the Missouri Housing Development Commission for the Harrison School project? Why did other AmeriCorps proposals receive approval by the Missouri Community Service Commission in the same round when the O'Fallon proposal was considered? Why did the East West Gateway Council of Governments approve the South Grand Great Streets project? How was funding obtained for the Manchester Main Street project in the Grove? What were the reasons McCormack Baron Salazar undertook the Renaissance and North Sarah redevelopment projects?

This review will give O'Fallon direction in terms of how to strengthen its base of influential supporters, to identify which neighborhood improvements and projects should be prioritized, and to improve its proposals (such as program approach, background information, funding level, matching resources, and project evaluation).

It will not be possible to achieve the community's vision related to housing redevelopment and rebuilding the commercial center without the assistance and support of powerful players in the governmental, non-profit, and foundation worlds. The steps called for here are essential to making progress.

#### **4. EXPAND COMMUNICATIONS**

Programs will not be successful unless there is regular and effective communication to all residents of O'Fallon, especially those specifically benefitted by the programs.

Avenues of contact include:

- block captains, such as from former NSO Michael Powers' block contact list, the Federation of Block Units – Urban League, National Night Out, Brightside St. Louis (Operation Brightside), and the Adopt-A-Block program of the Dream Center;
- personal calls and visits;
- emails;
- flyers hand-distributed or mailed to O'Fallon residences;
- posters placed throughout the neighborhood;
- new central neighborhood billboard to give notices of events;
- Ashland Elementary and Yeatman Middle schools channels;
- O'Fallon neighborhood association meetings and website;
- 21<sup>st</sup> Ward Town Hall meetings;
- Julia Davis Branch Library;
- YMCA north city recreation center;
- local churches and other churches with members from O'Fallon;
- People's Coalition case management office and other local organizations;

- and many others.

The basic rule is that there must be personal and face-to-face conversations that occur comfortably and near the person being contacted, for example, at their door, their child's school, at the YMCA when adults take their children to programs or attend classes themselves, at church after services, O'Fallon Park events, and so on.

*Funding* should be sought for communications and outreach efforts. Relatively small grants are available from the City and other sources for neighborhood improvement projects.

Reaching the community's Vision for the future and achieving your objectives requires providing evidence to friends and neighbors; government, foundation, non-profit and for-profit agencies; and to business partners that *there is community action, leadership, improvement, prevailing hope for the future, and positive momentum.*