“To design a street according to its intended use is a reasonable but uncommon practice.”

Harland Bartholomew
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Overview of The Great Streets Initiative

Streets are public space.

In 2006, East-West Gateway Council of Governments launched the St. Louis Great Streets Initiative to expand the way communities think of their streets. Rather than viewing a roadway solely as a means to move cars and trucks efficiently, the goal of the St. Louis Great Streets Initiative is to work with communities to define a more comprehensive vision for significant streets. Often, our roadways do not easily accommodate their range of functions or the array of people using them. By changing the planning approach, however, they can become vibrant, attractive, and refreshing social places.

A strong process is as important as the end product. Working with the community to define the vision, a diverse team of consultants brings technical data and experience to the community’s local knowledge. Through the course of this discussion, a mix of development, transportation, environmental, and governance strategies is developed to help the community achieve their stated goals.

The process for the North 14th Street Great Streets project was tailored around a four day long, on-site workshop. This is an efficient way to repeatedly gather community input as options are considered and refined into final recommendations.

The end product provides The City of St. Louis with specific guidance to achieve its goals for North 14th Street.

<table>
<thead>
<tr>
<th>Great Streets:</th>
<th>Streets are public space. They should be engaging.</th>
</tr>
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<tr>
<td>Are great places</td>
<td>Start with the desired vision for the place, then develop a transportation network to support it. The two are entirely linked. When addressing either, consider the other.</td>
</tr>
<tr>
<td>Integrate land and</td>
<td>A range of people use a given roadway. Balance transit, pedestrian, cyclist, &amp; driver priority to fit the need.</td>
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<tr>
<td>transportation planning</td>
<td></td>
</tr>
<tr>
<td>Accommodate all users &amp; all modes</td>
<td>A healthy local economy attracts investment and lasting stewardship. It also supports adjacent neighborhoods.</td>
</tr>
<tr>
<td>Are economically</td>
<td>An attractive refreshing environment working in concert with natural systems is lasting and reflects local identity.</td>
</tr>
<tr>
<td>vibrant</td>
<td></td>
</tr>
<tr>
<td>Are environmentally</td>
<td>Great Streets review others’ efforts and lessons learned, adapting, where appropriate, successful ideas.</td>
</tr>
<tr>
<td>responsible</td>
<td></td>
</tr>
<tr>
<td>Rely on current thinking</td>
<td>Bring a range of technical abilities to the table and combine it with local knowledge from the community.</td>
</tr>
<tr>
<td>Develop collaboratively</td>
<td></td>
</tr>
<tr>
<td>Are measurable</td>
<td>Linking measurable goals to project priorities helps guide decision making throughout a planning process.</td>
</tr>
</tbody>
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Past Great Streets Projects

Pictured below are a few of the Great Streets projects that have been completed. These streets are multimodal, support healthy local economies, address a range of environmental issues, and are pleasant, attractive places to be. For more information about the Great Streets Initiative or any of the projects that have been completed, go to www.ewgateway.org and look for the Great Streets logo.

In addition to showing past projects, this link also provides access to the Great Streets Digital Design Guide. This guide illustrates how Great Streets Principles apply to a variety of street types. It also allows users to examine various elements that can make a street a stronger asset to the businesses and neighborhoods along it. Communities throughout the region are encouraged to incorporate these elements into their projects.

To learn more about the characteristics found in great streets, as well as the design and process issues involved, the Digital Design Guide can be accessed directly at www.greatstreets-stl.org/.

South Grand Avenue, St. Louis, MO

Page Avenue, Pagedale, MO

Natural Bridge Road, North St. Louis County, MO

Grand Center, St. Louis, MO
Introduction

This report was the result of a highly collaborative process that involved numerous community constituents, regional planning partners and agencies, and a very capable team of consultants. The endeavor was distinguished by a spirit of common cause, respect and professionalism. Relevant history and data were balanced with real aspirations and goals in a very productive conversation. Appendix C, containing presentations developed throughout the process, presents a partial record of this conversation. Necessary adjustments to this plan over time should respect and maintain this high level of collaboration and technical and professional input. Those who participated in the process expect it, and even small adjustments that fail to consider the range of related issues can create problems down the road.

This document borrows significantly from white papers (see Appendix D) written by consultants on the project team. While these white papers contain a great deal of analysis and detail, this report itself only includes the barest core content from them. Reading the four white papers will provide significant additional information that is essential to fully understanding this document and its recommendations. The authors of the white papers reviewed and provided edits to this report to ensure that the message and content is consistent with their individual work. Though drafted by East West Gateway staff, authorship should be considered shared by the project team.

Utility of this Document

The intent is for this document to be a concise practical tool for making North 14th Street a great street. To that end, it defines the community goals that were identified through the engagement process, it records why various decisions were made, and clearly states the project team’s recommended strategies and next steps in order to achieve the goals.

The general vision and goals FOR the corridor came directly FROM the stakeholders through the planning process and are considered core to all subsequent decisions and strategies in this document. Typically, adjustments to the specific plan and strategies become necessary over time, though they should always consider the vision and goals. When making any such adjustments, considering all related issues will minimize creating new problems while solving another.

All such documents have limitations. While the land use goals drive most of the plan’s recommendations, property development generally falls within the private sector, limiting the Village’s control and often the timing of implementing the plan. The local economy and market are dynamic, and typically a market analysis needs to be considered every 4-5 years. Also, it is impossible to predict all opportunities to coordinate plan implementation with related public and private projects. Opportunistically leveraging public resources this way can help advance the plan, but may lead to some seemingly odd temporary conditions where completed and pending work converge.

Various recommendations and tasks are identified, stating scope, schedule, budget, and responsible parties where possible.
Context in Brief

Less than a mile north of Downtown St. Louis, older, lower-income communities struggle to thrive as they are challenged by dated infrastructure, poor connectivity and a vast landscape of vacant properties. With the ideal location and abundance of potential, paired with significant pending investments and development of the surrounding area, this area is poised to reinvent itself and become a vibrant community. North 14th Street is the spine around which much of the potential investment is centered.

From the very beginning, the street grid has played an important role in St. Louis development. The area around North 14th Street was originally settled in the early 1800s by successive waves of immigrants seeking a better life in America. Its small block faces were designed around the predominant mode of transit at the time—walking. By the 1830s, the city had grown beyond the ability of many of its residents to walk conveniently creating the need for early forms of public transit beginning with the horse-drawn omnibus. The horse-drawn omnibus lines became the blueprint for the streetcar network, and by the late 1850s, a network of thriving streets with a mix of transportation modes, retail, office, hotel and residential uses began to radiate outward from downtown.

In the 1920s, streetcars began to be replaced by motor buses which could route freely over public streets and not be tied to fixed routes by the tracks. The depression and World War II brought in large numbers of African-American migrants from poor rural areas of the South who lived in crowded tenement homes and later large-scale public housing. In the 1950s, the construction of Interstate 70 that cut through downtown, threatened and ended service to many transit lines. By the 1970s, the area had deteriorated to such an extent that public housing units began to fail, including even the notorious and only 20 years old Pruitt-Igoe Apartments, leaving behind large swaths of vacant land. Soon after, truck terminals, surface parking lots, and other industry encroached on this area, dramatically altering the character of the neighborhood.

North 14th Street is far from the great street that it once was. With the removal of the streetcar in the 1960s, the rise and fall of the out-of-scale public housing, and the subsequent prioritization of the automobile, North 14th Street has lost the vitality that it used to have. Even with the rejuvenation of sorts that occurred during the 1980s, which saw over 400 units of mostly townhomes and garden apartments built in close proximity to this stretch of North 14th Street, the area is still not a place where people stop for conversation or feel safe letting their children play.

Absent of any retail, North 14th Street has become a thruway to and from downtown. The land uses along North 14th Street actually work against one another with the more residential feel on the west side (garden apartments, townhomes and a park) and the industrial character of the east side with its towing lots, truck repair facilities, and surface parking.
With several important planning initiatives and projects currently happening on the north side of downtown, a new desired vision for North 14th Street is beginning to emerge.

- **Choice Neighborhoods Initiative**: A key component of the Choice Neighborhoods Initiative, a joint planning effort between Urban Strategies, McCormack Baron Salazar, and the City of St. Louis, is to reconfigure the inward focus and fortress-like qualities of the Preservation Square Apartment complex by reducing the number of apartments, increasing the amount of community green space, reintroducing the original street grid by removing the gated streets, and creating a new “front porch” along North 14th Street. This new “front porch” is intended to activate the edge along 14th Street through a combination of mixed-use buildings with ground floor commercial flanking a new community green space. A new community center is also planned.

Another desired outcome of the Choice Neighborhoods Initiative is to reconnect the Preservation Square Apartments to the other residential developments that make up the Near Northside Area, including Cochran Gardens and Columbus Square. These neighborhoods feel more distant from one another than they should due to the auto-centric nature of North 14th Street and the inhospitable land uses that exist along its east side.
• **National Geospatial Intelligence Agency (NGA) Relocation:** NGA has selected the North St. Louis site for the next NGA West Campus. Approximately 3,000 employees work at the current NGA campus and it has been projected that the workforce will grow, perhaps significantly, at the new facility. Improved access, utility infrastructure, services and neighborhood amenities for the new facility are already being developed. These enhancements will improve neighborhood conditions for all the residents in the surrounding communities.

• **Transportation Planning Initiatives:** North 14th Street has become the focus of several different transportation-related planning initiatives. Each study envisions North 14th Street accommodating some form of public transportation, whether it be a new North-South Metrolink Alignment (with two proposed stops along the corridor at Biddle Street and Delmar Blvd), a Bus Rapid Transit (BRT) route or part of a localized streetcar network. Also of importance is Great Rivers Greenway’s plan to connect the Iron Horse Trestle (a proposed elevated park using an old railway trestle) to Downtown St. Louis along North 14th Street. The need to accommodate these desired alternative modes of transportation and redesign the urban spaces around them gives people a reason to come to a place and fosters a sense of identity, showcasing local assets and providing amenities that support a variety of activities. Currently, a corridor study assessing the potential Northside Southside MetroLink expansion, with a possible adjustment to better access the NGA site, is commencing.

• **Sustainable Planning Initiatives:** The northern end of the 14th Street corridor (at Mullanphy Street) feeds directly into a proposed southern gateway that is being envisioned as part of a sustainable planning effort being conducted in the Old North St. Louis Neighborhood. Also, the proposed investments in the Preservation Square complex envision an Eco District, a new model of urban regeneration and community development rooted in relentless commitment to authentic collaboration and social, economic and ecological innovation. The City’s Near North Side makes up the boundary of the Eco-District. The study area also falls within the Metropolitan Sewer District’s (MSD’s) Consent Decree area with the EPA that dictates that MSD spend a minimum of $4.7 billion over the next 23 years to address the issue of overflows and other sewer system improvements. With all these efforts in place, the redesign of North 14th Street should transform the roadway and intersections into environmentally friendly and usable community open spaces.

• **North Riverfront Open Space & Redevelopment Plan:** This plan was completed in 2015 and envisions taking advantage of the location and rich history of the St. Louis riverfront to develop a unique destination. Development of the nearly 100 acres of blighted and vacant land just north of the Arch is a great opportunity to reconnect with the Mississippi River. The plan includes the design of a new riverfront park, which is currently underway, connecting the Arch Grounds to the North Riverfront Trail, and creates a vision for an urban landscape of parks and infill development connected to adjacent neighborhoods.

• **Northside Regeneration Project:** Developer Paul McKee’s grand vision for the area is transformational, significantly rebuilding the neighborhoods of north St. Louis City. Numerous practical challenges have plagued the effort, and while little has actually been accomplished, the vision and scale has effectively shifted the perceived potential in the area.

• **Promise Zone:** The study area falls within The St. Louis Promise Zone. This program partners with local leaders to give them proven tools to rebuild and put people back to work. The program launched in 2013, designating high-poverty urban, rural and tribal communities as Promise Zones in order to: increase economic activity, improve educational outcomes, reduce serious and violent crime, invest in transformative development and improve health and wellness. The St. Louis Promise Zone, designated in 2015, encompasses portions of St. Louis City and County. The area included in the Promise Zone has high unemployment, high crime and mortality rates; significant numbers of vacant lots and abandoned buildings; and homelessness. The Promise Zone designation is a catalyst for ongoing collaboration and change that will drive regional growth and create a better, more inclusive St. Louis region.
Readiness for the Study

The City of St. Louis’ planning staff had identified North 14th Street as a roadway that could benefit significantly from a multi-disciplined planning effort. The study area is situated at the north edge of Downtown, and the context around it has changed significantly in recent years.

Just two short blocks to the east, the new Interstate 70 Mississippi River bridge connects to Tucker Blvd and into Downtown St. Louis. Northside Regeneration plans have re-set expectations and perceptions of the potential of north St. Louis. Washington Avenue has become an active neighborhood, and the revitalization of Old North St. Louis has taken firm root. Also, both Great Rivers Greenway and Metro are planning enhanced facilities along North 14th Street. Most recently, Promise Zone designation (which includes the study area) and the selection of a nearby site to construct the NGA’s new $1.75 billion campus are evidence of intensifying study and transformational investments in the area.

While some residential and institutional interests are committing to significant investments and upgrades along the corridor, commercial owners are either realizing that the changing context isn’t ideal for their needs, or are not attune to these realities.

The nature and configuration of North 14th Street, to adapt to the transforming context, need to be reconsidered and adjusted to suit its future use. North 14th Street’s prominence as both a regional connector and a local neighborhood spine is increasing. Transportation, land use, and the local environment are all central to achieving the most appropriate vision with the greatest overall benefit.

The Great Streets Initiative process seemed to be a practical way to collectively consider fresh data analysis and the array of activities in the area in a single discussion, arriving at a single concept for North 14th Street.

Project Study Area

The North 14th Street Study area, shown in Figure 8.1, is 3/4 mile long and runs from North Florissant Avenue/ Mullanphy south to Delmar Boulevard / Convention Plaza and includes the property parcels that front North 14th Street on either side. Because of the multitude of planning efforts and projects surrounding the North 14th Street Study Area, the team found it necessary to expand their view and consider the broader context area when evaluating ideas to improve the North 14th Street corridor.

The Study area is close to the new Mississippi River bridge, with easy automobile access to Illinois and Interstate 70 and is within a 10-minute walk to Downtown St. Louis. On the west side of North 14th Street, well-maintained public housing and vacant land dominate the landscape for most of the corridor’s length, while industrial and commercial businesses line the east side of the street. The uses on either side of North 14th Street are not compatible or complementary to one another and neither contributes to the health and well-being of the other. Nor do these land uses or the broken street grid capitalize on the benefits of the location.
Existing Conditions

Land Use & Urban Design
The City of St. Louis' Zoning Map and current land use inventory for the surrounding study area are in direct contrast with the aspirational vision of the Strategic Land Use Plan. The corridor is fronted by an eclectic mix of industrial, multifamily, commercial, parking lots, institutional, vacant buildings and park uses. The west side is dominated by vacant lots, but also includes two people-oriented uses—Preservation Square housing development (towards the north end of the corridor) and Loretta Hall Park (towards the south end of the corridor). Just west of the vacant properties in the center of the corridor is dense public and multifamily housing that is well-maintained and supported by a health clinic, community center, child development center and a park. In stark contrast, the east side of the corridor is dominated by industrial uses including Hogan Trucking and S&H Parking Systems, an impound lot and salvage yard. A narrow band of industrial zoning between 14th Street and Tucker stretching from Delmar to north of Mullanphy separates the multifamily neighborhoods on the east and west sides of North 14th Street and creates a barrier between these neighborhoods and downtown.

Though the corridor is not contained within a historic district, there are historic buildings and sites within and nearby including Carr School, Mullanphy Emigrant Home and Shrine of St. Joseph. Both the Carr School, which is on the 2014 list of most endangered buildings in St. Louis, and the Emigrant Home are in various stages of collapse.

The North 14th Street Corridor is not a typical north-south running street. There are two bends, one between Lucas and Delmar and one between Biddle and O'Fallon. This characteristic, paired with the broken building edge and large swath of vacant land, contributes to a loosely-defined pedestrian experience where the wide, 6-lane street and its vehicular traffic are visually and physically dominant. Vacant or underutilized land parcels at each of the bends create unique view corridors that have the potential to frame architectural features along the corridor. The view analysis map in Figure 10.1 illustrates the view sheds to Downtown, the Arch, and the Stan Musial Veterans Memorial Bridge and should be considered when development takes place in the future.

Figure 10.1 – Corridor View Sheds
Despite the predominance of vacant land, vacant buildings, parking lots, and blank screen walls, there are community anchors, both within and near the study area, that can be leveraged to build a critical mass of neighborhood-oriented uses and regional connectivity. Existing community anchors include:
- The Old North Business District (located only a few blocks to the north)
- Preservation Square Apartments
- Affinia Health Center
- Carr Square Community Center
- Loretta Hall Park
- Food Roof Farm
- Washington Avenue Business District (located only a few blocks to the south)
- Jefferson Elementary
- Flance Early Learning Center

Wayfinding can be challenging for visitors within the study area due to the disconnected street grid and the presence of two 14th Streets - North 14th Street (the subject of this study) and East 14th Street (located just to the east of the study area). East 14th Street once extended into Old North and is where the historic Old North Business District, with the award-winning Crown Square redevelopment, is located. Today, East 14th Street is buried in the middle of the narrow band of industrial uses and is discontinuous due to the Murphy-Blair apartment complex configuration.

**Market and Socio-economic**

North 14th Street is part of what is generally known as the “near north side” of St. Louis. For analysis purposes, comparative statistics were obtained for zip code 63106, outlined in blue, which effectively represents most of the near north side. A boundary was drawn to represent the area around North 14th Street, generally extending to Tucker on the east and 16th Street on the west, and is outlined in red. Finally, because of the recent growth and success of the Washington Avenue Loft District, and its close proximity to the study area, that corridor is also compared, shown in green in Figure 11.1.

![Figure 11.1 - Boundaries for comparative data analysis](image)

<table>
<thead>
<tr>
<th>Zip Code 63106</th>
<th>Population</th>
<th>14th Street Corridor</th>
<th>Population</th>
<th>Wash. Ave. Loft District</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>11,470</td>
<td>1,830</td>
<td></td>
<td></td>
<td>4,320</td>
</tr>
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</table>
Though the City of St. Louis has been losing population for the last sixty years, the Near North Side has done its part to retain, and even grow the population in that area. The creation of Columbus Square triggered a great deal more modest income housing development in that area. The Carr Square and Preservation Square developments provided improved housing quality, attracting long-term residents. The Old North St. Louis neighborhood has long been active in housing renovation, adding more residents helping to stabilize the local population.

In many ways, the growth potential of North 14th Street and the near north side is tied to the growth of Downtown St. Louis, which is the largest concentration of economic activity in the metropolitan area.

While the national homeowner occupancy rate is about 66 percent, the study area’s is much lower as can be seen in the graphic to the right. This suggests a substantial opportunity to increase the willingness and ability of area residents to buy homes. Of course this is dependent on the availability of housing that is acceptable to prospective homeowners and incomes and job stability of residents enabling them to purchase homes.

Another specific challenge for Near North residents is the relatively low level of formal education compared to job growth in a range of sectors. Since the Great Recession of 2008 job growth has been sluggish. However, net job losses have been concentrated in what are classified as “middle skill jobs,” or jobs that pay fairly well, but don’t require a lot of formal education. Higher skill jobs typically require a college degree or extensive training. Low skill jobs require very little formal education, but generally do not pay very well. The general education levels of residents of the near north side result in relatively low income levels.

Some of this is likely a function of the expansive public housing that continues to dominate the area and further compounds challenges for home ownership and higher value/higher amenity housing.

Raising incomes in the area and/or attracting more residents to the area would have a notable positive impact on the area’s buying power and, in turn, its ability to attract and support more retailing and other consumer services.

Nationally, the population is growing, but it is also shifting demographically, implying that housing demands will also need to shift to meet changing needs. Fewer American households have children and that number continues to decrease. The number of single person households has more than doubled in the last 30 years and is projected to continue on that path. The 14th Street corridor, however, is an exception to this trend, and has a higher percentage of children and a lower percentage of single person households and older persons when compared to the rest of the City of St. Louis. This is accompanied by a very high percentage of 25-34 year olds, perhaps reflecting the parents of the children.
A related challenge for the corridor is the provision of sufficient activities, educational resources, and family management assistance. Much of this is currently being addressed with the abundance of quality affordable housing and support programs.

According to the US Census Bureau, 5,790 people were employed in the 63106 zip code in 2014, a remarkable increase of 21.6 percent from 2002. In contrast, the City of St. Louis only saw a 1.3 percent increase in jobs during that timeframe. The graphic below shows the daily commute to, from and within the 63106 zip code, indicating that 63106 is not only a crucial job center, but that there are a lot of commuters who work there and are familiar with the area who could potentially be attracted to live there if the right housing choices were available.

![2014 Average Daily Job Commuters to Into, Within, and Out of Zip Code 63106 Source: U.S. Census Bureau "On the Map."](image)

**Figure 13.1 - Daily Employment Commute**

With the new NGA West facility that is being built just northwest of the study area, thousands more daily workers will be commuting through or near the 14th Street corridor. This is another factor in potentially improving prospects for attracting more convenient retail and personal services to the area. Additionally, it is hoped that some of the existing residents will be able to obtain jobs at the NGA facility, which will likely pay well. Training programs to encourage NGA's hiring of local residents might be in order, particularly if those programs are tied to incentives that discourage such residents from relocating their homes out of the zip code.

Residential development in the corridor is clearly dominated by affordable housing, but there are currently efforts underway to allow for a greater mix of housing opportunities that would include low, moderate and middle incomes. The area’s longstanding image as an “industrial” and “low income” area will need to be addressed in order to attract more diverse residents and patrons. "Branding" and conveying the message to increase the momentum of new investments in and around the area would be a necessary first step.

There is very little retail and office space present in the corridor, but what is there has an average gross leasing rate of $8.40 per square foot per year, which is on the low side of regional market averages, but relatively high for manufacturing buildings. This is likely an indicator that the corridor's industrial spaces are more flexible, which commands higher rents.


Transportation
The North 14th Street corridor is well connected to the City of St. Louis and to the greater metropolitan area. 14th Street connects directly to Downtown St. Louis and will connect to the future NGA West facility via Cass Avenue. Old North St. Louis is located just to the north of the study area. North 14th Street has strong connections to the newer I-70 Mississippi River Bridge and also to the regional freeway system through connections in downtown St. Louis. The corridor is connected by transit and served by several Metrobus routes that connect to the region’s light rail system, MetroLink, and is a preferred corridor for future transit extensions. North 14th Street is also the preferred route to connect downtown to the future Great Rivers Greenway Iron Trestle Park, which will be located just northwest of the corridor.

High-quality pedestrian facilities are a necessity for the North 14th Street corridor. According to the US Census Bureau, 5 year ACS 2014 data, thirty-two percent of the households in the census blocks surrounding the North 14th Street corridor do not have access to a car. The ability to walk to transit or to nearby goods and services is crucial for these households. The level of pedestrian facilities varies throughout the corridor. Some areas have sidewalks on both sides of the street and some do not. There are only two marked crosswalks in the corridor, one at Washington Avenue and one at Dr. Martin Luther King Jr. Drive, and the presence of ADA curb ramps varies as well.

Currently, North 14th Street is served by three Metrobus Routes —
- 32 ML King-Chouteau
- 74 Florissant
- 99 Downtown Trolley

The general context of these three routes is shown in the figure at right. Bus stops are located at short (less than quarter mile) intervals within the study area and are minimally furnished with benches and/or trash cans. Only the 74-Florissant Route serves the entire corridor and the 99-Downtown Trolley barely skirts the southern end of the North 14th Street Corridor.

There are several enhanced transit options that either have been or are currently being discussed for this corridor as well. The Northside-Southside MetroLink Route will be further studied in the coming year to determine the best feasible route and to take into consideration the new NGA West location. The City has also applied for a grant to conduct a Transit-oriented Development study along the alignment.

The Downtown Streetcar, defined in the “St. Louis Streetcar Feasibility Study,” was to run along the North 14th Street study area. There is currently no funding available to continue the planning process for this project, but it does reinforce the transit potential in the study corridor.

Additionally, the “St. Louis Rapid Transit Connector Study,” whose purpose was to identify corridors for potential Bus Rapid Transit (BRT) service in Metro St. Louis, selected the West Florissant-Natural Bridge corridor as one of the study alignments. This corridor generally follows the #74 Metrobus route, but follows Tucker rather than 14th Street in the study area. North 14th Street, with its lighter traffic volumes, could be an attractive alternative.
North 14th Street is classified as a minor arterial south of Cole Street and a local road north of Cole Street and is owned and maintained by the City of St. Louis. It is 65 feet wide with two travel lanes in each direction and on-street parking on both sides. Traffic volume (in vehicles per day) and speed data was collected at two locations on North 14th Street and on nearby Tucker. The results, in Figure 15.1, show that vehicle traffic generally follows the posted speeds and that the volumes are very low for the size of the North 14th Street roadway.

<table>
<thead>
<tr>
<th>Weekday ADT (vpd)</th>
<th>14th – Delmar to Biddle</th>
<th>14th – Biddle to Mullanphy</th>
<th>Tucker near Biddle</th>
</tr>
</thead>
<tbody>
<tr>
<td>Posted Speed (mph)</td>
<td>7,500</td>
<td>6,500</td>
<td>15,000</td>
</tr>
<tr>
<td>Average Speed (mph)</td>
<td>35</td>
<td>35</td>
<td>35</td>
</tr>
<tr>
<td>85% Speed (mph)</td>
<td>40</td>
<td>40</td>
<td>40</td>
</tr>
</tbody>
</table>

*Figure 15.1 - North 14th Street Traffic Volume & Speed Data (CBB, July 2016)*

The following Average Daily Traffic (ADT) ranges are typical volumes for various facility types and show that North 14th Street could function as either a two- or three-lane roadway. Tucker Boulevard fits in the range for either a three- or four-lane roadway:

- 2-lane Road: Under 15,000 vpd
- 3-lane Road: 10,000-20,000 vpd
- 4-lane Road: 15,000-30,000 vpd
- 5-lane Road: 20,000-45,000 vpd

Crash data was obtained from the St. Louis Police Department and from the Missouri State Highway Patrol website. A total of 69 crashes occurred between 2011 and 2015. Thirty-one of those involved injuries, one between a motorist and a pedestrian, but no roadway fatalities occurred during this 4-year period. A summary is provided in Figure 15.2 and additional information can be found in the Transportation Planning White Paper in Appendix D.

*Figure 15.2 - Crash Data for North 14th Street (St. Louis Police Department & Missouri State Highway Patrol, 2011-2015)*

Specific areas of concern include —

- The signalized intersection at North 14th Street and Delmar Blvd./Convention Plaza had a total of 23 crashes, 11 with injuries. The traffic signal equipment at this intersection is outdated.
The unsignalized intersection at North 14th Street and Cole Street had 20 total crashes, 10 with injuries (1 being a pedestrian). The intersection's crash rate is higher than typical. The intersection has poor sight distance due to minimal building set-backs, which could be contributing to the poor safety performance. The 2014 "Strategic Highway Safety Plan for the City of St. Louis, Missouri" listed this intersection as a priority (Stop-Controlled Intersection Less than 45 mph) for countermeasure treatments including STOP AHEAD pavement markings; Reflective sign post sleeves; and LED-outlined STOP signs at select sites.

The Gateway Bike Plan identifies North 14th Street as a shared route. Currently, the route is marked with shared lane markings. Just north of the study area, North Florissant Avenue is striped with bicycle lanes. Currently, the Mississippi River Greenway is the closest greenway to the study area. However, the planned Iron Horse Trestle Park is a priority project for Great Rivers Greenway and will include a multi-use trail extending from the Civic Center Transit Station Downtown to the Iron Horse Trestle that crosses I-70 northeast of the North 14th Street Corridor. The trail will run along the entire North 14th Street Corridor as shown in Figure 16.1. GRG has recently established a foundation to secure funding for the anticipated $60M construction costs.

**Environmental**

Roughly 75 percent of the study area consists of impervious surfaces, including building roofs, streets and parking lots. Of the remaining 25 percent that appears to be pervious, the true percolation rate is questionable as many of these turf-covered parcels are disguising old hardscapes and compacted materials. Increasing permeable surfaces improves water quality, reduces flooding, and alleviates a significant portion of the storm water volume straining the already antiquated sewer system.

Loretta Hall Park, a 2.3-acre community park that offers playgrounds, sports fields, basketball courts and a new outdoor roller-skating rink currently under construction, provides a significant green space in the community and is a great amenity for nearby residents, but the park's frontage along North 14th Street is discreet and provides limited access.

In addition, the existing tree canopy cover for the study area is approximately six percent, with the highest concentration in and around Preservation Square and shown in Figure 16.2. A significant opportunity exists to dramatically increase the tree canopy throughout the study area with specific focus on successional planning and replacement of existing trees, many of which are not ideal species and/or have reached their maximum growth potential. A higher percentage of tree canopy coverage can greatly affect a neighborhood's long-term environmental sustainability and quality of life. Mature trees can help reduce energy demand and cost, air and water pollution, noise pollution, greenhouse gas emissions, ambient air temperatures and heat-related illness while increasing the aesthetics and quality of the public space.
As in many older urban areas, utility infrastructure is layered and compact, and likely to be impacted significantly with redevelopment. Existing electric service largely extends laterally across North 14th Street expanding opportunities for right-of-way adjustments without the burden of relocating power lines/poles. Gas service has limited mains running within the street section and crossing North 14th Street at various points. Region-wide upgrades to higher pressure systems are planned to provide efficiencies to existing clients and future service. Improvements to the corridor should be coordinated with these upgrades. Communications infrastructure is intensely woven throughout the corridor and requires significant coordination to provide service to new clients while minimizing disruptions to existing customers. Water mains are located on one side of the street or the other along the corridor. One thing made abundantly clear by utilities representatives is that early coordination when planning improvements or new developments is crucial.

The study area is in the Bissell Point Watershed, which is a priority area for the Metropolitan Sewer District (MSD). This watershed is undergoing a very aggressive initiative to eliminate Sanitary Sewer Overflows and Combined Sewer Overflows. The map shown in Figure 17.1 shows the focus area for green infrastructure projects, such as rain gardens, in purple. While the majority of all storm and sanitary sewer infrastructure is combined and aged in the immediate North 14th Street study area, future MSD plans do not include any anticipated capital improvements along the corridor.
The Planning Process

In order to best organize, process, and address such a wide range of related issues, this project centered on a four day long “charrette.” This French term refers to an open cart historically sent around by the Académie des Beaux Arts in Paris to collect design students and their final projects. The students piled in and intensely, collaboratively put the finishing touches on their work to be presented upon their arrival at the academy. The term now refers to the last minute flurry of activity developing public presentations based on a full day’s collaborative work.

During the North 14th Street charrette, a project team, comprised of four distinct yet related professions, considered the corridor through a series of specific focus groups, interviews, and feedback sessions. The project team worked on site at the Carr Square Community Center, away from the distractions of other work, immersed in a collaborative working environment. As the team addressed the various challenges and opportunities along North 14th Street, every conversation included market, environmental, land use, policy, and transportation perspectives. The recommendations considered and advanced by the team represent collective thinking.

The team of professionals have extensive training and experience in their fields. However, the only way for them to understand North 14th Street is to talk with a wide range of people invested in the area. Input came in the form of various focus group discussions and interviews with key individuals. The four-day charrette efficiently integrated the technical expertise of the project team with detailed local knowledge. Repeated feedback about specific issues and strategies allowed the project team to abandon or refine ideas quickly.

<table>
<thead>
<tr>
<th>May 23 Monday</th>
<th>May 24 Tuesday</th>
<th>May 25 Wednesday</th>
<th>May 26 Thursday</th>
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</thead>
<tbody>
<tr>
<td>8:30 am to 8:50 am</td>
<td>8:30 am to 9:00 am</td>
<td>8:30 am to 9:00 am</td>
<td>8:30 am to 9:00 am</td>
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<tr>
<td>Team Set-Up Studio</td>
<td>Design Team Discussion</td>
<td>Design Team Discussion</td>
<td>Design Team Discussion</td>
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<tr>
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<td>9:00 am to 10:30 am</td>
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<td>City Departments Focus Group Session</td>
<td>Design Team Working Session</td>
<td>Design Team Working Session</td>
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<tr>
<td>Walking Tour</td>
<td>Focus Group Session</td>
<td>10:30 am to Noon</td>
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<tr>
<td>11:30 am to Noon</td>
<td>10:00 am to 11:00 am</td>
<td>City Departments Focus Group Session</td>
<td>10:00 am to Noon</td>
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<tr>
<td>Brief (closed door)</td>
<td>10:00 am to 11:00 am</td>
<td>Focus Group Session</td>
<td>10:00 am to 11:00 am</td>
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<tr>
<td>11:30 am to Noon</td>
<td>11:00 am to 12:00 pm</td>
<td>Design Team Discussion</td>
<td>Design Team Discussion</td>
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<tr>
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<td>12:00 pm to 1:00 pm</td>
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<tr>
<td>1:00 pm to 3:00 pm</td>
<td>Transportation Focus Group Session</td>
<td>1:00 pm to 2:00 pm</td>
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<td>Community Development &amp; Housing Focus Group Session</td>
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<td>Design Team Discussion</td>
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<td>2:00 pm to 4:00 pm</td>
<td>3:00 pm to 4:00 pm</td>
<td>(closed door)</td>
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<tr>
<td>Design Team Discussion (closed door)</td>
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<tr>
<td>6:00 pm to 9:00 pm</td>
<td>Public Feedback Session</td>
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<tr>
<td>Public Kick-Off Meeting</td>
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<td>Public Wrap-Up &amp; Next Steps Session</td>
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</tbody>
</table>

* All sessions shown in white are open to the public or for drop in.

*Figure 18.1 - North 14th Street Charrette Schedule*

St. Louis City planning staff coordinated and facilitated all community outreach, including invitations and notifications, scheduling interviews, and hosting the charrette workshop. The various consultants and East West Gateway staff collected and reviewed area data, conducted preliminary interviews prior to the charrette, and participated fully in the four day event. After the charrette, the consultants each produced a white paper focused on their respective disciplines within the project study area. Once complete, EWG staff drafted this strategic planning report for the City of St. Louis. All white papers and the strategic planning report were reviewed for comment by City staff, EWG staff, and each of the four consultants to ensure accuracy and consistency.
CITY OF ST LOUIS
Municipal staff help define the project area and scope, provide match funding, and facilitate all community outreach, including providing the space for the charrette workshop.

EAST-WEST GATEWAY
East-West Gateway staff helps define the project area and scope, provides funding, manages the project consultants, and drafts the final report.

City and East-West Gateway staff worked together defining the project and selecting the consultant team.

MARKET
A Market Analyst/Planner assesses the existing market trends and context of the area and provides specific strategies for developing and maintaining a vibrant local economy suited to the neighborhood.

LAND USE
An Urban Planner/Designer assesses the development history and patterns of the area, as well as the governance and ordinance context, then highlights specific recommendations to achieve land use and place making goals.

TRANSPORTATION
A Transportation Planner considers the existing facilities along a roadway and balances them against the needs of the expected mix of travelers (walk, bike, bus, car, truck, etc.). Then, recommendations are made to best accommodate them and support the desired community goals.

ENVIRONMENT
An Environmental Planner (often a landscape architect) studies local environmental and utility conditions and makes recommendations to work with the local ecology and enhance the public, outdoor environment for people.

The consultant team spent several weeks preparing for the charrette workshop, collecting data and reviewing recent and current planning efforts within the community. They worked collaboratively on site for the four day charrette workshop, participating in all interviews, focus group meetings, and public meetings. Then, each consultant developed a white paper on their respective discipline about the MLK corridor and provided input and edits for the final plan document.

INTERVIEWS
Prior to the charrette workshop, the project team spoke with key community members including municipal staff, business leaders, transit providers and consultants involved with some of the initiatives underway.

FOCUS GROUPS
During the charrette workshop, the design team met with specific groups such as local business people, property owners, local service providers, transportation providers and city departments.

PUBLIC
Three public meetings were held during the charrette workshop to ensure that the project team focused on the community priorities and worked to refine desired strategies for the corridor.

Community engagement was organized to help get the project team familiar with the study area prior to the charrette workshop in order to make the community interaction and planning process appropriate and efficient. The interviews and focus groups were meant to provide the team with both general and specific input. The public meetings were largely meant to identify priorities and gauge preference or tolerance for various strategies.
Engagement

During the course of the North 14th Street Great Streets Project, the project team reached out to key community members and the general public to gather information about the study area and feedback on the process and its outcomes.

The project team spent about two months gathering data in all discipline areas to develop a good technical understanding of the corridor. In the weeks prior to the charrette, the project team held several preliminary stakeholder interviews to gauge how well their understanding of the corridor meshed with perception and reality. These interviews included –

- Jessica Mefford-Miller, Chief of Planning & System Development, Metro
- William Carson, VP/Director, Infuse CDFI Business Development New Markets & Historic Tax Credit Investments, US Bank
- Isa Reeb, Civitas
- Esther Shin, Urban Strategies
- City Planning staff

During the charrette a number of focus groups were conducted to further gather information in key areas regarding the North 14th Street Corridor. These Focus Groups included –

- Neighborhood Institutions
- Community Development
- Environmental/Sustainability
- City of St. Louis Departments
- Transportation

The project team spoke with representatives from Ameren, Laclede Gas and Metropolitan Sewer District to coordinate any current or future plans with the sewer utilities in the area.

While the focus groups were well attended, the evening public meetings were not. Residents from the surrounding communities did not attend, and the corridor seems to be lacking a community champion to advocate for improvements in the area. Evening feedback sessions, however, presented the project sponsor and City Planning staff with the work-in-progress for immediate reaction and input in a roundtable discussion format.
During the preliminary interviews leading up to the charrette, the focus group meetings that took place during the charrette, and feedback sessions with stakeholders and City of St. Louis Planning staff, the study team discovered a number of key findings.

- 14th Street is an important corridor for Metro because of the access it offers to the Civic Center Transit Center and the Gateway Multimodal Transportation Center
- Pedestrian facilities and transit access are crucial in this low-income, transit-dependent community
- The NGA facility must be considered in any decisions on North 14th Street
- The “Delmar Divide” is a pronounced reality here
- There is not much local neighborhood support for the Biddle House homeless shelter
- A replacement Community Center on 14th Street is planned, regardless of whether the Choice Neighborhoods grant is awarded
- Safety and Security are issues
- Existing “super blocks” impair walkability in the area.
- There are many current planning and development efforts surrounding the study area that must be considered in this report
- The community needs basic amenities that contribute to healthy lifestyles - fresh foods, general retail, playgrounds/green spaces, better lighting, beautification
- Loretta Hall Park is underused - due in part to poor safety / security in the park.
- Keeping the majority of thru vehicle traffic on Tucker and keeping 14th Street a multimodal neighborhood corridor makes sense to better serve local mobility within the area and regional access to Downtown.
- Although the corridor is well-connected regionally, local connectivity to nearby places such as Old North, Downtown, nearby neighborhoods and services east of North 14th Street is lacking. Both physical and economic access issues are present.
- The proposed new community center is an opportunity to attract local and nearby residents and employees.
- Vacant land needs to be better maintained
- Coordination with utility companies early on in project development is vital
- Bringing back the grid street system will help improve mobility for residents and community scale development.
- Better wayfinding/signage would be beneficial
- Industrial land uses on the east side of North 14th Street are incompatible with long-term community goals and impede further neighborhood commercial and residential development
Strategic Goals

Through the course of investigation and discussion with the stakeholders for the North 14th Street corridor, specific goals became evident. The recommended strategies described on the following pages are rooted in these goals. The main focus is better connections.

- **Encourage appropriate development that supports the existing neighborhoods along North 14th Street.** This can be done by both attracting the types of developments that complement and support vibrant neighborhoods and also by guiding how those developments are designed and built so that they do not detract from or conflict with the surrounding areas. For example, keep developments people-focused and not auto-focused in this community where so many do not own a car.

- **Promote greater mobility for residents of the area.** Every trip begins and ends with walking. Many households in this corridor and the surrounding neighborhoods do not have access to a car. North 14th Street should have a high standard of pedestrian facilities and a rich mix of mode choices for the people who live there including enhanced transit and bicycling as well as convenient streets.

- **Ensure coordination of the many planning initiatives and projects in the vicinity of North 14th Street.** There are many improvement efforts underway in the areas surrounding North 14th Street. These must all be coordinated and informed by one another to reap the greatest benefits for the area.

- **Provide better connections with surrounding neighborhoods and activity centers.** The North 14th Street corridor is surrounded by bustling activity centers and thriving neighborhoods, but still feels economically and physically isolated. Figure 22.1 shows how close the North 14th Street corridor is to many major destinations. Strategies to improve connections to Old North, Washington Avenue, Downtown and the surrounding neighborhoods should be pursued.

![North 14th Street between Cole and O'Fallon Streets](image1)

![Figure 22.1 - Proximity to Major Destinations](image2)
Corridor Plan

Throughout the Great Streets process, several strategies were identified to improve the North 14th Street corridor. These were developed collaboratively through careful analysis of the existing conditions data, field observations, stakeholder interviews and input from focus groups. The project team’s recommendations are organized first by issues that affect the entire corridor, then by specific project locations.

Overall Strategies

• **O1 - Develop overlay zoning district.** Current zoning regulations can be counterproductive to land use goals. Making the appropriate changes will help the City of St. Louis achieve their vision for Land Use in this corridor. Improvements to the existing zoning regulations should include:
  - Transit-oriented Development Incentives
  - Formalized/Protected View Sheds
  - Sustainable Development Requirements
  - Preservation of Open Space
  - Mixed Use Development Allowances
  - Shared and/or Reduced Parking Allowances
  - Building Siting/Frontage Requirements
  - Design/Development Guidelines

• **O2 - Expand the Downtown Community Improvement District (CID).** The study team noted an apparent lack of leadership and organization of the area surrounding the North 14th Street Corridor. Significant benefits can be gained from organizing and moving toward common goals. Fortunately, the largest CID in the metropolitan region is just a few blocks south of the study area. The study team has spoken with staff at St. Louis Development Corporation (SLDC) and received favorable feedback regarding extending the CID up North 14th Street. This expansion would allow for improvements and services such as extra clean-up, security, and possibly planned events.

• **O3 - Re-brand the area to build investment momentum.** The North 14th Street Corridor has a longstanding image as an industrial and low-income area. Communicating all the exciting changes and developments in the area is crucial to changing this image and attracting further investment.
• **O4 - Develop and post wayfinding materials.** The North 14th Street corridor sits at the crossroads of several key destination areas including Downtown, Old North, The Riverfront and, the future NGA Campus. Improved wayfinding and signage can help direct travelers in an efficient and friendly manner and make their trip more enjoyable. A maintenance plan must be included.

• **O5 - Complete the street tree canopy.** Currently, the only areas with notable tree canopy currently are near Preservation Square and Loretta Hall Park. The remainder of the corridor is severely lacking in street tree canopy. The City of St. Louis has tree species selection guidelines that include spacing and tree well design. The study team recommends a plan for North 14th Street be formally developed so as various projects are developed, the corridor remains uniform in appearance. This plan must include a maintenance strategy and budget. When properties are being redeveloped, the cost of including street trees should be the developer’s responsibility.

• **O6 - Upgrade and connect traffic signal equipment.** Traffic signals at both Dr. MLK Jr. Drive and Washington Avenue have modern equipment, but should be evaluated to be sure they are working properly. The signals at North Florissant, Cass, and Delmar are outdated and should be replaced. Upgrades should include installation of pedestrian pushbuttons, countdown pedestrian heads, high-visibility crosswalks and ADA curb ramps. In addition, all the signals on North 14th Street should be connected to the City’s extensive fiber optic network to better coordinate with the City’s Transportation Management Center and Downtown system.

• **O7 - Fill in the existing sidewalk gaps and ensure they are ADA compliant.** There are several places along the corridor where sidewalks are not present or are blocked by obstacles. Filling these gaps to create continuous pedestrian access throughout the corridor is a very high priority. Other sidewalks that are in poor condition and present tripping hazards need to be repaired as well. Finally, several curb ramps are not ADA compliant and need to be repaired. Using permeable materials should be given consideration where possible.

• **O8 - Reconfigure the roadway and build the interim Great Rivers Greenway (GRG) bikeway.** The traffic volumes on North 14th Street are extremely low for the amount of pavement that exists. Reconfiguring the roadway is a good way to calm the traffic that is present and put the remaining pavement to a more appropriate use. The study team recommends that the 4-lane roadway be reduced to 3 lanes—one through lane in each direction with a center turn lane, and that the remaining pavement space be utilized as an interim bicycle facility. On-street parking will be maintained in both directions. GRG has
plans for a $60 million park and trail connecting the North Riverfront and Iron Horse Trestle Park and the Civic Center Transit Center. Though a priority project for GRG, it is likely to take several years to raise the money to complete the project. In the interim, this project would allow for a temporary bicycle facility to be built using paint and planters. Once funding for the full GRG project and/or enhanced transit is realized, the full-build option can be pursued.

- **O9 - Complete the right-of-way acquisition for the planned GRG mixed-use trail along North 14th Street.** GRG should continue to purchase right-of-way for the full-build mixed use facility as they are able. Decisions concerning which side of the street ROW will be purchased as well as the facility will be built on need to be made as soon as possible.

- **O10 - Build the permanent GRG mixed-use facility.** Once funding is secured, GRG and The City should pursue building the planned mixed-use facility. This facility is planned to be similar to the Cultural Trail in Indianapolis. A maintenance plan and storm water BMPs should be included in this project. Various phasing options are discussed in the Transportation White Paper in Appendix D.

### Location-Specific Strategies

- **LS1 - Conduct a design study on the possible reconfiguration of the North Florissant/Mullanphy/North 14th Street intersection.** The current alignment and configuration of this intersection contributes to the disconnection between area neighborhoods. Now that the new Mississippi River Bridge is in place, and Tucker is the primary artery from I-70 and Illinois traffic, this 6-lane arterial connection between North 14th Street and Tucker is no longer needed. The six-lane section of roadway only carries about 5,500 vehicles per day. In addition, removing the 6-lane arterial connection on Mullanphy could provide some of the needed right of way for the Iron Horse Trestle Trail between North 14th Street and Hadley Street. A conceptual configuration is shown in Figure 25.1, but a preliminary design study is needed to determine the details and costs of the project.

- **LS2 - Build the new reconfigured North Florissant/ Mullanphy/North 14th Street intersection.** Once a preliminary design study is completed and the project is better defined, pursue funding to construct the new intersection.
• **LS3 - Re-establish the street grid.** Over time, and as a result of land development in the area, super blocks have been created, disconnecting neighborhoods from each other and from major destinations. One example of this is the large block bound by North 14th Street, 13th Street, Cass and Biddle. Another is the large block bound by Cole, MLK, North 14th and 18th. Local streets that are currently closed off should be reconnected over time and wherever possible through redevelopment opportunities.

• **LS4 - Formalize Cole Street as a connector to the riverfront.** Cole Street offers a direct connection from the North 14th Street corridor to the Mississippi Riverfront. Signage, wayfinding, and pavement markings should be placed to encourage this connection.

• **LS5 - Improve the Cole Street Intersection.** This intersection has been identified in the 2014 "Strategic Highway Safety Plan for the City of St. Louis, Missouri" as a priority for side-street stop controlled countermeasures. Its crash rate is higher than typical. Possible short-term improvements could include — moving stop signs closer to the intersection and painting a stop bar to reinforce the desired stop location; placement of STOP AHEAD pavement markings, reflective sign post sleeves, and LED-outlined STOP signs to reinforce stop sign visibility; and implementation of a 4-way stop. It may also be desirable to conduct a traffic signal warrant study to determine whether a traffic signal is warranted to improve safety especially in light of crossings for the proposed mixed-use path on North 14th Street and the proposed Cole Street connector to the Riverfront. Finally, any future development at this intersection should consider, to the extent possible, improving intersection sight distance.

• **LS6 - Improve the connection between North 14th Street and Washington Avenue.**

Washington Avenue has gradually developed into a vibrant and active place. While only blocks south of the North 14th Street neighborhoods, the character of one varies greatly from the other. The planned GRG bicycle/pedestrian facility and the planned community center/YMCA have the potential to draw people northward and better connect these two areas. Unfortunately, multiple blocks of inactive street frontages (parking lots, vacant buildings and Loretta Hall Park) make this connection difficult. In addition, the sidewalk and pedestrian areas near Washington Avenue are impeded by a utility box and parked cars. Activating these spaces, widening the pedestrian area, and encouraging people to go north of Washington Avenue should be a primary goal.

• **LS7 - Add an enhanced pedestrian crossing at Biddle Street.** Pedestrian crossings should be provided at a minimum of quarter-mile intervals. Adding a crossing at Biddle will provide adequately spaced crossings throughout the corridor. This crossing should include ADA-compliant curb ramps, a high-visibility crosswalk, signage, and possible Rectangular Rapid Flashing Beacon or HAWK traffic signal.
• **LS8** - Reserve land between Biddle and O'Fallon for a future enhanced transit station. The Northside/Southside MetroLink extension, which will be studied beginning this fall, shows a possible alignment that runs along North 14th Street with a stop at this location. Though the upcoming study will consider options that connect to the nearby future NGA Campus, this land should proactively be preserved in the event light rail or Bus Rapid Transit (BRT) is built here in the future.

• **LS9** - Widen the sidewalk on the west side of the street. Widening the sidewalk to 8 feet will encourage social interaction and activity in this primarily residential area. As more neighborhood amenities and commercial development occurs, more sidewalk space is needed to accommodate active storefronts, outdoor dining, landscaping and signage. Some of these improvements can take place as part of redevelopment plans.

• **LS10** - Extend a bicycle connection into the Old North neighborhood via North Florissant. This connection could provide convenient bicycle access to the Old North neighborhood and business district for the increased bicycle traffic that will use GRG's planned new bicycle facility on North 14th Street.

• **LS11** - Plan for mixed-use/multifamily development between Cass and North Florissant. Zoning and design guidelines should encourage the types of development in this area that will support the land use vision for the community. This area serves as the gateway into the corridor and should be designed as such.
• **LS12 - Engage the developers of the planned Community Center.** Conversations should be held with the planners and developers of the new community center to ensure that it is developed in a way that is compatible with potential future transit and preserves land for a future transit station, that it has a front-door presence on 14th Street and that the view sheds to the Arch, Downtown and the new Mississippi River Bridge are protected.

• **LS13 - Engage Choice Neighborhood Team to discuss the Preservation Square and Choice Neighborhood improvements.** There is an opportunity to ensure that the recommendations in this report are coordinated with other developments likely to occur in the study area. Every effort should be made to engage the appropriate parties and ensure that plans are compatible with one another.

• **LS14 - Engage the developer of the proposed grocery store and gas station/convenience mart planned at Tucker.** The City should be proactive and ensure pedestrian accessibility and siting issues are properly accounted for and addressed in the planning and design stages. A grocery store is a necessity for these neighborhoods and there is an opportunity to ensure it serves both the residents in nearby neighborhoods as well as the commuter traffic coming into and leaving Downtown each day.

All recommended strategies should be implemented with environmental infrastructure best management practices (BMPs) in mind. While some implementing agencies, such as MSD require them, others do not. Environmental infrastructure considerations are often not stand-alone projects, but are incorporated into transportation and development projects as they occur. Careful thought as to how to best weave these together should be a part of the planning and design process.
Priority Efforts

To evaluate and prioritize the various recommendations across the entire study area, the crude ranking system in Figure 29.1 can help illustrate some priorities, though it cannot take into account all relevant variables. When possible, opportunistically coordinating with other related investments that may pop up can leverage efficiency and cost savings. Private or related developments along the corridor should comply with or (at a minimum) not preclude implementation of the plan over time.

The tasks are labeled by location (overall project area or location specific) and are loosely scored based on the breadth of their impact, community desire, and ease of implementation. The higher the numerical rating, the higher the priority. Tiers 1, 2 and 3 represent relative priorities for the recommendations where natural breaks in scoring occur.

The last column estimates a target timeline for implementation: short term (1-3 years), mid term (3-7 years), long term (7-15 years). Some tasks may best be combined with private or related developments along the corridor and have an “opportunistic” designation. Some of the short term tasks are foundational and would be helpful, or possibly essential, to completing subsequent tasks. For example, formalizing a district or management structure falls into this category.

![North 14th Street Recommendations Table]

Figure 29.1 - Recommendation Ranking
Tier 1

**LS8 - Reserve land for transit station.** Dedicate City owned property along 14th between Biddle and O’Fallon to provide required width for Transit station within the roadway. *(expected cost—$0, duration—6-12 months, responsible party—City)*

**O5 - Complete the street tree canopy.** City planning staff to coordinate with BPS and Forestry Departments to develop a streetscape plan. Rely on best practices for soil conditions, large planting bed design (1,000—1,500 cubic feet of good soil, strategies to minimize soil compaction, etc.), and species selection. *(expected costs to include city staff time and Forestry Dept. plantings, duration—6-12 months, responsible party—City and possibly CID)*

**LS11 - Target mixed-use / multi-family at Cass / N. Florissant.** In addition to designating this area in overlay zoning, SLDC to issue development RFP for these parcels. The City should weigh doing this sooner (prior to nearby planned developments including NGA, grocery, Iron Horse Trestle, etc.) or later (capitalize on nearby developments to improve marketability and possibly higher density) and identify potential subsidy options. *(expected cost—staff time, duration—multiple years, responsible party—SLDC, Downtown CID, City Planning, property owner/developer)*

**O1 - Develop overlay zoning.** Clarify areas for open space, designate multi-family mixed use for corner parcels at North Florissant and Cass, designate the viewsheds (see figure 10.1), support TOD at proposed station area, identify shared stormwater/sustainability BMP’s *(expected cost—TBD, duration—12-18 months, responsible party—City)*

**O8 - Build interim bikeway/Reconfigure roadway.** Coordinate efforts between City’s Street Dept., BPS and Great Rivers Greenway. *(expected cost—$100,000-$500,000, duration—12-18 months, responsible party—City staff, GRG)*

**LS12 - Engage community center.** Ensure the development fronts 14th Street, is consistent with TOD design principles, and capitalizes on viewshed vista opportunity from the north looking south at the site. *(expected cost—$0, duration—ongoing, responsible party—City, property owners)*

**LS14 - Engage with developer of grocery and convenience mart on 13th St.** Coordinate to implement practical pedestrian access from the surrounding neighborhoods to the new developments. Encourage where possible new stores provide practical and healthy products at accessible price points. *(expected cost—$0, duration—ongoing, responsible party—City)*

Tier 2

**O10 - Build permanent bikeway.** GRG to coordinate with City and affected property owners. *(expected cost—$60million (total project budget), duration—TBD, responsible party—GRG)*

**LS13 - Engage Choice Neighborhoods Team.** Ensure planned redevelopment of Preservation Square fronts 14th, opens closed streets, and is consistent with goals of this plan whether or not Choice Neighborhood grant supplements redevelopment. *(expected cost—$0, duration—ongoing, responsible party—City)*

**O3 - Rebrand/Message for investment momentum.** Develop materials and “sell” the area to the public, institutional, and investment/lending community as a critical mass of investment, not a collection of singular, loosely related projects. The 14th Street corridor vision is part of a greater whole. *(expected cost—staff time and marketing material, duration—ongoing, responsible party—City, Downtown CID)*

**O2 - Expand Downtown CID.** Expand north to include future transit station parcels. Optimally, expand to include North Florissant intersection and east to include parcels along 13th and Tucker. *(expected cost—$0, duration—12-15 months, responsible party—City, Downtown St. Louis and property owners)*

**LS4 - Formalize Cole as connector to waterfront.** Coordinate with GRG, City Streets and Traffic departments. Include in wayfinding signage program. *(expected cost—TBD, duration—3-5 years, responsible party—City, GRG, CID)*
LS1 - Study North Florissant intersection reconfiguration. Engage traffic engineer to develop design and costing. *(expected cost—$25,000, duration—6-8 weeks, responsible party—City)*

LS6 - Improve pedestrian connection on east side of street to Washington Ave. Coordinate with property owners. The City could contract with an engineer to develop design and construction documents. Fund through city or aldermanic capital funding. Downtown CID may be willing to participate. Coordinate with property owners both for work to sidewalks and developing active uses along 14th street frontage. *(expected cost—$50,000-$75,000, duration—12-18 months, responsible party—City, CID)*

O4 - Develop/install wayfinding signage. Coordinate with GRG, Convention & Visitor’s Commission, Streets Dept., and Downtown CID to clarify connectivity/destination signage. Include distance and bike/walk times to destinations. Work concurrently with interim bikeway/road reconfiguration. *(expected cost—$TBD, duration—6-12 months, responsible party—City, GRG)*

LS5 - Improve the Cole intersection. Coordinate efforts between BPS, Streets Dept. and GRG to develop solution compatible with potential short and long term roadway cross section configurations. *(expected cost—up to $250,000, duration—1-2 years, responsible party—City)*

O9 - Complete right-of-way acquisition for bikeway. GRG to engage engineer to identify property needs and negotiate purchases from property owners. *(expected cost—$TBD, duration—3-5 years, responsible party—Great Rivers Greenway)*

LS10 - Bicycle connection to Old North. Coordinate efforts between the City and GRG to strengthen the bicycle connection across N. Florissant intersection and along N. Florissant to St. Louis Ave. and through the neighborhood. Use wayfinding signage program and designated bicycle facilities. *(expected cost—$TBD, duration—1-3 years, responsible party—City Planning)*

**Tier 3**

LS3 - Reestablish the street grid. Facilitate through overlay zoning or development RFP through SLDC. Dependent on redevelopment or turn-over of Preservation Square, the impound lot, and Hogan Trucking facility. Existing utilities in impacted areas will need to be located. *(expected cost—$TBD, duration—varies, responsible party—City/SLDC, property owners)*

LS2 - Build North Florissant intersection reconfiguration. May be done as independent project or in conjunction with property redevelopments in this area. STP funding with local match is likely needed. *(expected cost—$1 million-$1.5 million + ROW acquisition, duration—12-18 months, responsible party—City/SLDC, property owners)*

O7 - Complete sidewalks and ADA compliance. City to define STP or TAP project to address this, OR work with property owners and use discretionary funding. Aldermanic support is most likely necessary. *(expected cost—$100,000-$150,000, duration—12-24 months, responsible party—City, Alderman, property owners)*

LS7 - Additional crossing at Biddle. Coordinate efforts between BPS and the Streets Dept. to design, fund, and construct the enhanced crosswalk. *(expected cost—$50,000-$150,000, duration—12-18 months, responsible party—City)*

LS9 - Widen sidewalk on west side. Coordinate with property owners / developers for implementation during redevelopment. Coordinate with other property owners for continuous wide sidewalks (consistent with proposed roadway section) when filling existing sidewalk gaps or replacing deficient sections. Consider public/private shared funding to complete continuous wide sidewalk along the length of 14th. *(expected cost—$TBD, duration—several years, responsible party—City)*

O6 - Upgrade/connect traffic signal equipment. City Traffic Dept. to coordinate with BPS, GRG, and property owners. *(expected cost—$150,000-$200,000 to run fiber and up to $250,000 per signal replacement, duration—2-3 years, responsible party—City)*
“You don’t have to move to live in a better neighborhood.”

Richard Arrington, former Mayor of Birmingham Alabama
Potential Funding Sources

The resources to advance and implement the various strategies in this report will come from a variety of sources. There is no single pot of money to make all of these things happen.

City leaders and staff should examine these potential tools and determine the viability of each in helping to provide additional funds for North 14th Street improvements in the future. In addition to the funding categories identified below, the City of St. Louis may explore a variety of funding sources at the federal or state level in order to provide resources to complete various improvements along North 14th Street over time. The Transportation Improvement Program (TIP) provides a variety of funding for streetscape and transportation projects through the resources of East West Gateway Council of Governments. The Congestion Mitigation and Air Quality (CMAQ) and Transportation Alternatives Program (TAP) are other likely sources of funding for corridor improvements. The potential to secure funding through these resources is dependent on a variety of factors, including the pool of available money, and the funding formulas used to rank applications made by local jurisdictions.

Community Improvement District (CID)

A CID can finance a wide array of public improvements and services that can enhance the district. A CID can be established by a government entity or a non-profit and requires the approval of a petition signed by either the property owners that collectively own at least 50 percent of the assessed value in the proposed district, or a total of more than 50 per capita of all owners of real property within the proposed district. The petition must outline a five year plan that describes the purposes of the proposed district, the services it will provide, the improvements it will make and an estimate of the costs of the project. Once the petition is filed, the governing body of the particular municipality in question must hold a public hearing and approve the creation of the proposed district by ordinance.

In contrast to a Neighborhood Improvement District, a CID is a separate legal entity, and operates distinct and apart from the municipality that creates the district. The CID may finance improvements through the imposition of 1) special assessments for those improvements that specifically benefit the properties within the district, 2) property taxes, or 3) a sales tax up to a maximum of one percent. A CID may finance the costs of a project through the charging of fees, rents, and charges for district property or services, or grants, gifts, and donations. A CID may also issue bonds, notes, and other obligations in order to fund improvements.

A CID may finance the following types of improvements within its boundaries:

- Pedestrian or shopping malls and plazas
- Parks, lawns, trees, and any other landscape
- Convention centers, arenas, aquariums, aviaries and meeting facilities
- Sidewalks, streets, alleys, bridges, ramps, tunnels, overpasses and underpasses, traffic signs and signals, utilities, drainage, water, storm and sewer systems and other site improvements
- Streetscape, lighting, benches or other seating furniture, trash receptacles, marquees, awnings, canopies, walls and barriers
- Telephone and information booths, bus stop and other shelters, rest rooms and kiosks
- Music, news and child care facilities
- Lakes, dams and waterways
- Paintings, murals, display cases, sculptures and fountains
- Parking lots, garages or other facilities
A CID may also provide a variety of public services, including the following:

- With the municipality’s consent, prohibiting or restricting vehicular and pedestrian traffic and vendors on streets
- Operating or contracting for the provision of music, news, child-care or parking facilities, and buses, minibuses or other modes of transportation
- Leasing space for sidewalk café tables and chairs
- Providing or contracting for the provision of security personnel, equipment or facilities for the protection of property and persons
- Promoting business activity, development and retention
- Providing or contracting for cleaning, maintenance and other services to public and private property and persons
- Promoting tourism, recreational or cultural activities or special events
- Providing refuse collection and disposal services
- Contracting for or conducting economic, planning, marketing or other studies

**Neighborhood Improvement District (NID)**

A Neighborhood Improvement District is a geographically bounded area within which certain public improvements are financed by a city through the issuance of notes or bonds, which are in turn repaid by levying assessments against the properties within a NID. NIDs offer distinct advantages in executing economic development for a city and a particular district.

Because the city in question issues general obligation bonds, the public improvements associated with the NID can be financed at lower interest rates. Second, a NID can be established and an assessment imposed without a city-wide election. Third, a city may group two or more NID projects together into one bond issue in order to further reduce financing and project costs. Finally, the NID Act in Missouri allows for a fairly broad range of public improvements to be financed without a requirement that the area be considered to be “blighted” in order to be included in a NID designation.

Under the Missouri NID Act, eligible improvements and costs may include streets, lighting, parks and recreational facilities, sidewalks, utility service connections, sewer and storm water systems, flood control works, off-street parking structures, bridges, overpasses, tunnels, and “any other public facilities or improvements deemed necessary by the governing body of the city or county”. The NID Act also allows for certain incidental costs to be financed, such as land acquisition and engineering, legal, and financing fees and costs.

The act also carries provisions for maintenance of the public improvements during the term of the bonds or notes pertaining to the improvements. NIDs can be established by either 1) a petition of at least two-thirds of the owners of record of all of the real property located within the proposed NID district, or 2) by the City submitting a question to all qualified voters residing within the proposed NID at a general or special election called for the purpose of approving bonds associated with the NID.

NIDs carry some distinct advantages compared to TIF in Missouri. Whereas TIF is financed by limited obligation bonds, the general obligation bonds issued as part of NID deals allow for lower interest rates. Whereas TIF requires a blight designation for the affected district or area, NIDs do not carry such requirements. Another distinction between NID and TIF is that, in the case of TIF, property owners or developers do not pay anything initially for the publicly financed improvements but are ultimately responsible to the bondholders if the tax revenue generated by the improvements is insufficient to make the payments. In contrast, under NID, property owners pay upfront for public improvements through assessments over and above any property or sales taxes they already pay, but the municipality is ultimately responsible to the bondholders if property owners are unable to make the necessary payments.
**Enhanced Enterprise Zones (EEZs)**

The Enhanced Enterprise Zone Tax Benefit Program, sponsored by the Missouri Department of Economic Development, provides various tax credits to new or expanding businesses in a Missouri Enhanced Enterprise Zone. These zones are specific geographic areas designated by local governments that must be certified by the Department of Economic Development. The program offers state tax credits, accompanied by local real property tax abatements, to eligible businesses in the EEZ. To receive the tax credits, a business facility must provide for two new employees and $100,000 in new investments (in the case of a new or expanded business facility), or two new employees and $1 million in new investment (in the case of a replacement business facility). Companies receiving EEZ tax credits must provide health insurance to all full time employees in Missouri in order to qualify for the program. Eligible investment expenditures include the original cost of machinery, equipment, furniture, fixtures, land and buildings, and or eight times the annual rental rate paid for these items. Ineligible businesses for the EEZ program include gambling establishments, retail trade entities, educational services entities, religious organizations, public administration entities (governments), and food and drinking places.

**Tax Increment Financing (TIF)**

TIF allows the use of a portion of local property and sales taxes to assist in the funding of redevelopment of certain designated areas in a community. Areas identified for TIF must be deemed to be part of a “blighted,” “conservation” or an “economic development” area. TIF essentially uses the additional sales tax revenue that is generated above and beyond the current level of revenue, as a result of a redevelopment, in order to fund a variety of project costs. Eligible project cost categories include professional services, land acquisition, rehabilitation of buildings, new infrastructure, and relocation of existing businesses or residents. Consideration should be given to the net benefit within a broad area so as not to use public subsidy with no net regional gain.

**Chapter 353 Tax Abatement**

The State of Missouri offers a Chapter 353 Tax Abatement as an incentive that can be used by cities to encourage the redevelopment of blighted areas by providing real property tax abatements. Under this program, an “Urban Redevelopment Corporation” must be organized pursuant to the Urban Redevelopment Corporations Law in the state of Missouri and the area designated for tax abatements must be deemed a “blighted area” under state law.

Under the program, tax abatements are available for up to 25 years. During the first 10 years, the property is not subject to real property taxes except in the amount of real property taxes assessed on the land, exclusive of improvements. During the next 15 years, the real property may be assessed up to 50 percent of its true value. Payments in lieu of taxes (PILOTs) may be imposed on the Urban Redevelopment Corporation by contract with the city. PILOTs are paid on an annual basis to replace all or part of the real estate taxes that are abated.

In areas that are challenged by economic decline or blight, the Chapter 353 provisions provide an additional tool for local governments to provide incentives for economic redevelopment.
Sales Tax Reimbursement Agreements

The State of Missouri allows Sales Tax Reimbursement agreements as a funding mechanism to fund infrastructure associated with new developments. Under these agreements, municipalities have the ability to annually appropriate the increase in sales taxes created by new private capital investment to offset a portion of project investment costs. Under this type of agreement, a portion of City sales taxes captured from the increased sales generated by the project would be reimbursed to the developer or company for eligible expenses.

This provision, then, helps to provide an incentive for redevelopment or new development along corridors such as North 14th Street. The state has laid out a number of criteria that must be followed or satisfied in order to allow for a Sales Tax Reimbursement Agreement.

- The applicant must demonstrate that the project would prevent a significant loss in existing sales tax revenue or make a significant contribution to the overall health and wellbeing of the local economy.
- The project must show a clear demonstration of the public purpose and the economic benefit provided through the agreement and how the agreement would further the city’s economic development goals.
- The application must show that the project would not occur “but for” the incentives offered. The incentive should make a difference in determining the decision of the particular business to expand or remain in the city and it must be proven that this would not have otherwise occurred without the availability of the sales tax reimbursement.
- The firm that would benefit from the sales tax reimbursement must show its financial stability and capacity to complete the project.
- The application must ensure that the city or any other taxing jurisdiction affected by the incentive is not receiving less total sales tax revenue from the property than was received prior to the granting of the sales tax reimbursement provision.
- The sales tax reimbursement is generally not allowed to extend for greater than ten years.

Additional Funding Sources for Greenways

In addition to the normal tools in Missouri such as NIDs, CIDTs, TDDs, and TIFs, the City of St. Louis may wish to consider additional funding strategies identified to provide for greenway enhancements. These additional strategies may include but not be limited to the following:

- Bond Referendums for Greenways—Communities across the nation have successfully placed on local ballots propositions to support greenway development, ranging from small towns to larger cities. For example, a few years ago residents in Casper, Wyoming passed a greenway bond referendum to provide for the first three miles of a local greenway.

- Greenway Trust Fund—Many communities around the country have created trust funds for land acquisition and facility development. A trust fund may help in acquiring parcels that would otherwise be lost if not acquired by private sector initiative.

- Community Development Block Grants (CDBG) - The US Department of Housing and Urban Development provides states with annual direct grants that are then awarded to local communities in part for park and greenway projects.