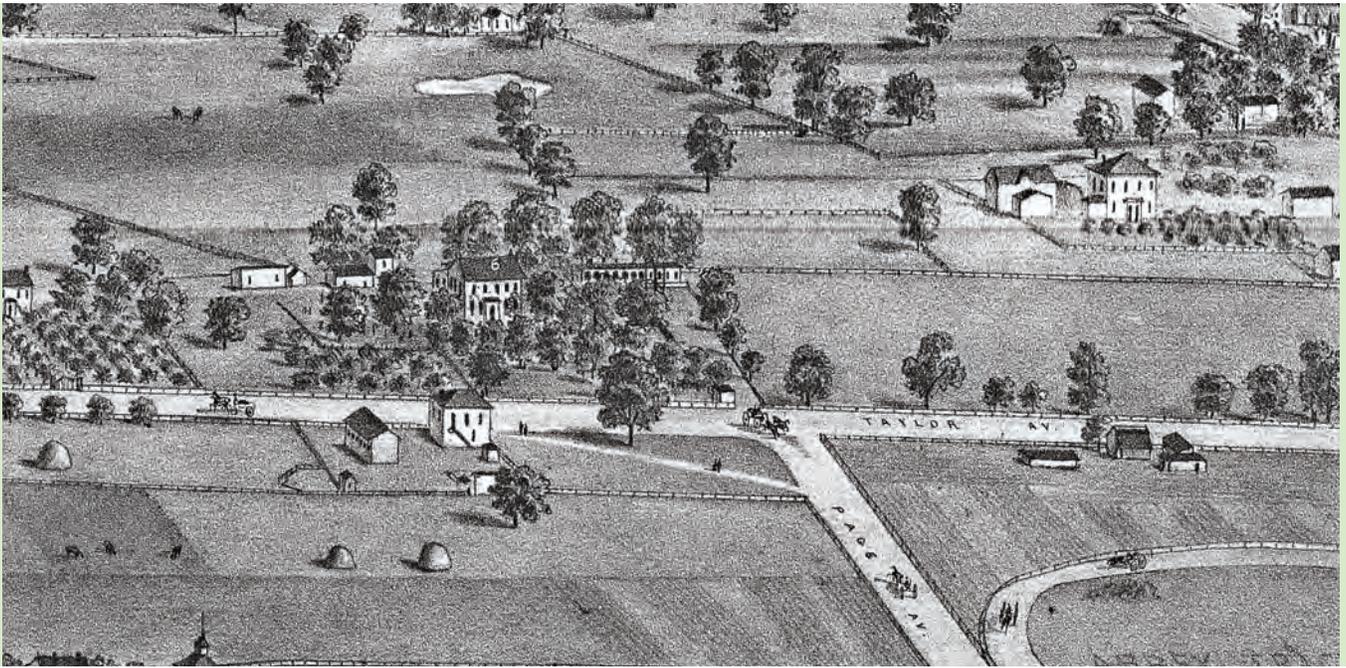




PAGE AVENUE YESTERDAY

25

Place-making is a very important aspect of the Great Streets Initiative. Rather than purely focusing on the importance of vehicular transportation along Page Avenue, the Great Streets Initiative seeks to use the multi-modal transportation network as a framework for community development and neighborhood revitalization by establishing places which are memorable, exciting, and functional. In many respects, the Great Streets Initiative is really about creating “great places”. Fundamental to the success of the Great Streets Initiative is the ability of our team to understand the morphology, evolution, and social formation of the City of Pagedale, as well as to identify and leverage existing on-going planning and improvements within the Community today. The purpose of this section of the document is to catalog a brief history of the City of Pagedale and the context for Page Avenue, while also providing a brief summary of all of the applicable on-going planning documents and projects.



1875 PICTORIAL ST. LOUIS BY CAMILLE N. DRY

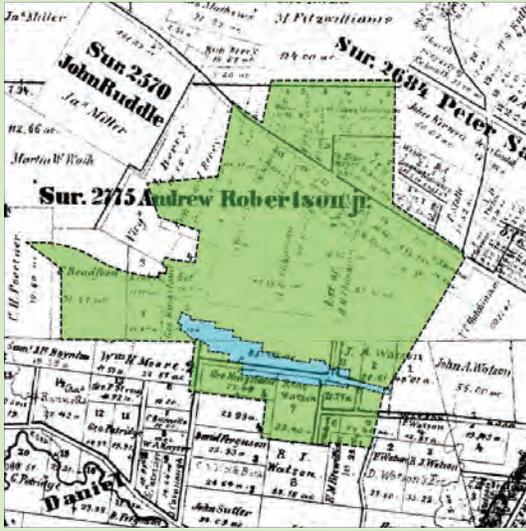
A BRIEF HISTORY OF THE CITY OF PAGEDALE & PAGE AVENUE

The City of Pagedale and many of the neighborhoods and subdivisions along Page Avenue today evolved from rural farmlands located on the outskirts of the City of St. Louis. In the early 1800s, much of this area consisted primarily of large lots under single ownership. These lots were used for apple, peach, and pear orchards, as well as a number of upland and riparian areas utilized for duck and game hunting, which is still exhibited in many of the streets' names such as Mallard Drive and Ruddy Lane.

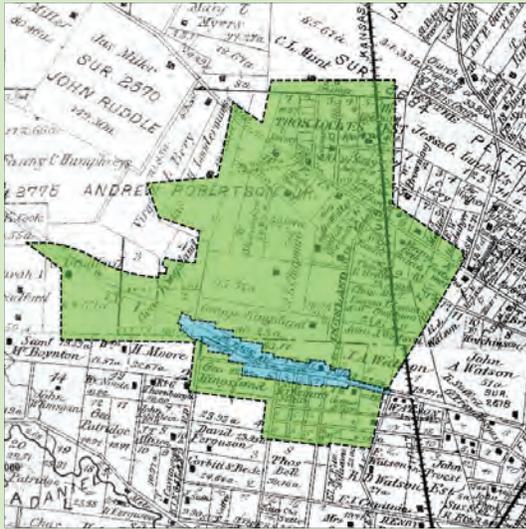
The primary landowners in the area were Andrew Roberston Jr. (who controlled almost all of the land between Page Avenue and Saint Charles Rock Road), George Kingsland, and the Watson Family. And while many maps indicate that there was a major street aligning with what is Page Avenue today, there were few public roads in the area and most of these streets were not yet paved, which would make them impassable during spring thaws. Sidewalks were typically constructed with heavy wood planks along the edge of the road, and large rock slabs were used at crossings. Thus, early infrastructure and pedestrian connectivity was limited to a few key streets through the area, as shown in the 1868 Pitzman Map on the opposite page.

Almost 60% of attendees believe that it should be a high priority to “establish a place which will increase property values and foster home ownership.”

-Keypad Polling Results



1868 MAP BY JULIUS PITZMAN



1878 ATLAS BY JULIUS PITZMAN



1893 ATLAS OF ST. LOUIS COUNTY

The area was first really subdivided in the mid 1800s, where around that same time, Page Avenue was extended from the City of St. Louis into what is now the City of Pagedale. In the late 1870s, the right-of-way for Page Avenue was clearly identified through George Kingsland's property headed northwest to North Hanley Road as shown on the 1878 Pitzman Atlas.

By the late 1890s, Page Avenue and much of the street structure to the south was in place as shown on the 1893 Atlas of St. Louis County. However, the areas to the north of Page Avenue were fairly disconnected due to the fact that many of the streets still did not exist (except for Kingsland Avenue). Following this in 1903, the Terminal Rail Road was constructed through the Chapman Farm just north of Page Avenue, further disconnecting the street from many residents to the north.

Though the new infrastructure was somewhat limiting for development, many of the first homes in the area were built using lumber from the 1904 St. Louis World's Fair. These early-century dwellings sold for six hundred to two thousand dollars, and many of the lots for these homes were sold for five dollars per square foot.



PHOTOGRAPH OF THE DINKY ELECTRIC STREETCAR LINE



PHOTOGRAPH OF THE WAGNER ELECTRIC PLANT

At the time, there was no indoor plumbing, no sanitary sewers, and few homes had centralized heating systems. However, new schools such as the Hazel Hill School, and the close proximity to the Dinky Electric Streetcar Line, provided plenty of reasons for the continued settlement of the area.

One of the first early dwellings in the area was the Nicholas Craig Homestead, which was located at the southeast corner of Kingsland Avenue and Whitney Avenue. Craig had fled from slavery in Kentucky as a boy before finding his way to Hannibal, where he was, by chance, reunited with his mother who was also sold into slavery. Though the Craig home is not standing today, Whitney Avenue remained a prominent street for African American ownership and professionalism for many decades.

Page Avenue's main role was to provide for east-west connectivity from the City, while the major mode of transportation remained the Dinky Electric Streetcar Line. This streetcar went from Hodi-amont Avenue to the Creve Coeur Line south of Olive Boulevard, and then onto Ferguson Avenue to the St. Charles Line at Rock Road. When the line was discontinued in the 1930's, Page Avenue was widened all the way to Pennsylvania Avenue.

After the incorporation of the City of Pagedale on February 15, 1950, the population began to grow, due heavily to an influx of blue collar workers following the manufacturing boom in the suburbs. With a population of approximately 5,000 residents and 200 businesses, most of the residents of the City were employed at the Wagner Electric Plant, the Lever Brothers Company, the Hill Behan Lumber Company, or the Stix, Baer and Fuller Warehouse. The first City Hall was established at 1250 Ferguson Avenue, and the City was open for business.

Local entrepreneurship was a major part of the growth in the City of Pagedale, and though primarily associated with St. Charles Rock Road to the north, the area hosted some of the best local retailers at the time including: the Jones Ice Cream Shop, the Ontario Store, Priegel's Bakery, the Lewis Confectionery, the McKinney's Store, and a Premster Grocery with a U.S. Post Office.

With the population growth and influx of workers and their families to the area came the necessity for public spaces and more family-oriented recreational activities. In 1955, the City of Pagedale acquired two tracts of land and posted a bond for \$75,000 dollars for the completion of Baerveldt Park, the City's first municipal park. At the same time, Kiddie Land was becoming one of the most popular outdoor parks in Missouri, as noted in a 1958 copy of Billboard Magazine. Kiddie Land offered eleven types of children's rides, pony rides, three refreshment stands, and free admission and parking.

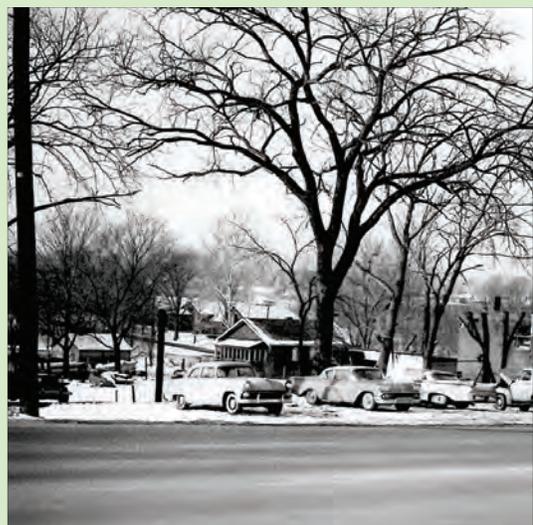
Throughout the 1960's and 1970's, many of the local businesses began to decline. Well-known local establishments such as the Olympic Drive-In began featuring X-rated movies, along with other establishments which were offering then-illegal gambling and adult entertainment. As the area began to decline and property values dropped, there was a rapid influx of small used car lots and vehicle repair shops along both Page Avenue and St. Charles Rock Road.



PHOTOGRAPH OF PAGEDALE CITY HALL



PHOTOGRAPH OF BAERVELDT PARK



PHOTOGRAPH OF COUNTY SPEED SHOP



PHOTOGRAPH OF WHITNEY AVENUE



PHOTOGRAPH OF GATED FENCES ON GRUNER & GREGAN PLACE

80% of attendees believe that there should be a high priority to “establish a family-friendly destination with a variety of activities for all ages.”

At the same time as this economic decline, and very similar to many other North St. Louis County suburbs, the demographics and social conditions of the City of Pagedale began to evolve. In the early 1980s, the Wagner Electric Plant closed its doors to move to Florence, Kentucky, severely impacting the economy due to the layoff of hundreds of workers. The area experienced a large amount of vacancy and foreclosures due to the decline, and many older white members of the population began moving to the west, out of the City of Pagedale, in search of new housing and jobs.

At that time, Whitney Avenue was really the only street available for African Americans to live on in the City of Pagedale, and efforts such as gating off streets had previously been taken to stop the residents of Whitney from accessing Page Avenue, as shown above. Thus, with the new abundance of housing stock available, more African Americans began moving to the City of Pagedale, and the City began to evolve into the Community that it is today.

NOTE: This section was created using the following references: *Black America Series: St. Louis Disappearing Black Communities*; *Discovering African American St. Louis: A Guide to Historic Sites*; historic information provided by *Beyond Housing (A History of the City of Pagedale, Missouri)*; *Pagedale Area History 1897 - 1910*; and independent research at the *Missouri Historical Society in the City of St. Louis*.



PHOTOGRAPH OF THE NEW SAVE-A-LOT

A RECENT HISTORY OF THE CITY OF PAGEDALE & PAGE AVENUE

With the challenges of this new economy and changing landscape of the job market, the newly elected Mayor, the Honorable Mary Louise Carter, was elected in 1994 and was alarmed by a large number of home mortgage foreclosures in the area, noting specifically that many of the owners were “uncaring, out-of-state buyers”. Then faced with on-going maintenance costs and declining property values, the City approached the County and was awarded the right to one hundred vacant lots in the City of Pagedale. With this new redevelopment opportunity, a partnership was forged between the City of Pagedale and Beyond Housing, a regional non-profit community development and housing organization which had been working in the area for thirty-five years. Since this alliance began, over one hundred new homes have been constructed, and over two hundred owner-occupied homes have been rehabbed in the area.

In the 2000 Census, the population of the City of Pagedale was estimated at 3,616 residents, having declined as much as thirty percent since the sixties. In 2002, the City built a new City Hall along Ferguson Avenue and also formed the Pagedale Community Association, which provides leadership training through the Neighbor-



PHOTOGRAPH OF ROSIE SHIELDS MANOR SENIOR LIVING FACILITY

works American Training Institutes. Along with these accomplishments, Beyond Housing's Family Support Center began to provide after-school programs and job training opportunities for neighborhood residents, focusing on the social foundation of the community.

Since 2000, Beyond Housing had been working with the City of Pagedale to improve quality of life for the residents. In 2009, they initiated a "place-based" model for community transformation and progress, known as the 24:1 Initiative. The strategy was to work in multiple dimensions (such as family support services, housing improvement, leadership development, business development, youth development, asset building, and neighborhood revitalization) in order to address the disinvestment that had taken place over the last thirty years in the community. From 2004 to 2009, the crime rate in the City of Pagedale decreased by about 27%, while crime in St. Louis County was still rising.

By 2010, Beyond Housing had facilitated more than \$26 million in community reinvestment activity in the area. From a Tax Increment Financing Redevelopment Plan approved in 2007, the Save-a-Lot Grocery Store was completed as the first portion of a larger vision for the Page Avenue Corridor. At that time, the City of Pagedale was effectively considered a "food desert", not having access to a grocery store since the 1960s. This new \$5 million investment by Beyond Housing quickly became the central focal point of all future development and social rebuilding.

Following the success of the Save-a-Lot, the Rosie Shields Manor Senior Living Facility was completed on the southwest corner of Ferguson Avenue and Page Avenue, adding forty-two units designed specifically for the elderly and disabled. The project would also include the Midwest BankCentre, which would be the first-ever full service banking facility in the City of Pagedale. With these new projects in place, much of the physical framework for community reinvestment was established. Today, the City of Pagedale and Beyond Housing continue to work closely with the community, much of which is described in the following section of this report.

NOTE: This section was created using the following references: "Getting a Grocery Store in Your Community" from www.stablecommunities.org; the 24:1 Community Plan; and 24:1 Initiative Impact Reports.

PREVIOUS PLANNING STUDIES AND APPLICABLE PROJECTS

As a critical part of any planning project, and especially critical to the Great Streets Initiative for Page Avenue, it was important that the consultant team build upon all of the work which had been completed in the community to-date. As previously described, much of this work directly involves the efforts between the City of Pagedale and Beyond Housing over the last six years.

Many of these key projects (which are listed on this page for reference) were aimed at identifying market redevelopment opportunities, strategies for social empowerment, community outreach and transparency approaches, and physical infrastructure planning projects. Primarily applicable to the Great Streets Initiative for Page Avenue, the redevelopment projects and infrastructure planning would have the most impact on decision-making and project direction.

In general, the 24:1 Initiative by Beyond Housing has become a critical component in the revitalization of the area. This on-going engagement work has become the gateway between the community, providing key insights into the needs, concerns, and aspirations of the Pagedale Community. More specifically, as a subset of the 24:1 Initiative, the Pagedale Determined effort is a collection of three (3) physical development projects, which, when completed, will transform entire sections of the City of Pagedale. This Great Streets Initiative is one of those three projects and is critical to the establishment of a town center for the Pagedale Community.

These infrastructure projects are the result of an immense amount of collaboration and funding by the East-West Gateway Council of Governments, the Missouri Foundation for Health, the Des Lee Collaborative Vision, the Great Rivers Greenway District, the Missouri Department of Transportation, Trailnet, METRO, and Citizen's for Modern Transit.

More specific details regarding the most applicable studies and projects are described in greater detail in the following section of this report.

LIST OF STUDIES & PROJECTS

24:1 INITIATIVE PLAN

- Final 24:1 Community Plan
- 24:1 Initiative Plan Impact Report 2011
- 24:1 Initiative Plan Impact Report 2012

PAGEDALE HEALTHY CORRIDOR PROJECT

- Healthy Corridor Grant Proposal

PAGEDALE TIF HEALTH IMPACT ASSESSMENT

- Page Avenue HIA Report
- Page Avenue HIA Impact Table

PAGEDALE TOWN CENTER MARKET INFORMATION

- Market Radius Analysis Data
- Market Radius Analysis Household Spending
- Retail Market Area Census Data
- Retail Market Area Overlay Boundary
- Retail Market Area Profile

PAGEDALE TOWN CENTER TAX INCREMENT FINANCING (TIF) PLAN

- Development Feasibility Report
- Redevelopment Project Area
- Redevelopment Plan & Blighting Study
- Original Redevelopment Site Plan

ST. CHARLES ROCK ROAD TOD

- Feasibility Study for Rock Road Station

ST. VINCENT GREENWAY PROJECT

- Conceptual Layouts & Plans

PAGE AVENUE STREETScape PHASE II IMPROVEMENTS

- The East-West Gateway Transportation Improvement Program 2014-2017

PAGEDALE SENIOR HOUSING

- Site & Market Study

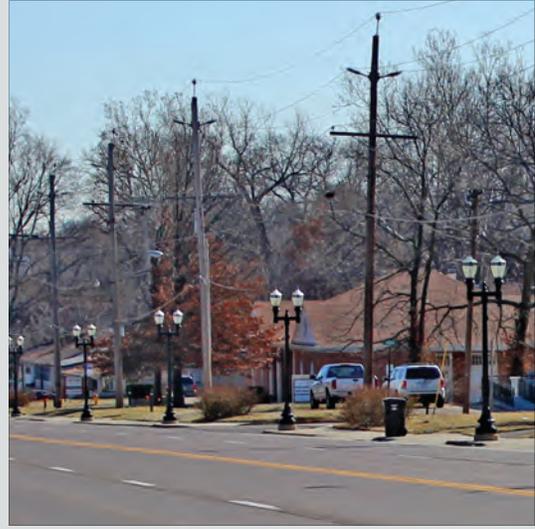


IMAGE FROM TOWN CENTER TIF PLAN

TAX INCREMENT FINANCING (TIF) REDEVELOPMENT PLAN

This plan provides for the redevelopment of an area consisting of 41 parcels of land in the City of Pagedale, Missouri, primarily located in an area bounded by Belrue Street, King-land Avenue, Schofield Avenue, Buckner Place, Page Avenue, and Ferguson Avenue. The plan is a culmination of a deliberate and strategic effort undertaken through a partnership of the City of Pagedale and Beyond Housing.

The process included a Comprehensive Community Development Initiative, a Feasibility Report, the incorporation of relevant and recognized planning studies and existing area plans, as well as extended discussions with Stakeholders and City officials. Utilization of tax increment financing (TIF) to assist with the construction of the proposed projects and related public improvements will enable the Redevelopment Area to be put to its highest and best use. Redevelopment Projects A (Save-a-Lot) & B (Rosie Shields) of the TIF Plan have both been completed as of 2013. The total redevelopment costs for the TIF Plan are estimated to be approximately \$42.2M, including some improvements to Page Avenue throughout the TIF area.



PHOTOGRAPH OF PHASE I STREET IMPROVEMENTS

PAGE AVENUE STREETScape PHASE II IMPROVEMENTS

Through a grant from the East-West Gateway Council of Governments, the City of Pagedale received funding for the second round of improvements to Page Avenue. The first round of improvements (shown above for reference) was completed by the City of Pagedale a couple of years ago, and it included new sidewalks, new street lighting, and some new landscaping along Page Avenue from Quendo Avenue to Pennsylvania Avenue. These improvements were well received.

The second phase of these improvements has been slated within the St. Louis Transportation Improvement Program for fiscal years 2014 through 2017. The funding is available for Sustainable Development improvements essentially to be executed from Pennsylvania Avenue east to the City Limits and include a continuation of the sidewalk improvements, street lighting, and landscaping along Page Avenue, with an additional focus on the utilization of landscape to improve stormwater runoff. The estimated total project costs for the Phase II Improvements is \$653,775. The funding is composed of both federal and local dollars and is expected to proceed into design in the Fall of 2013.

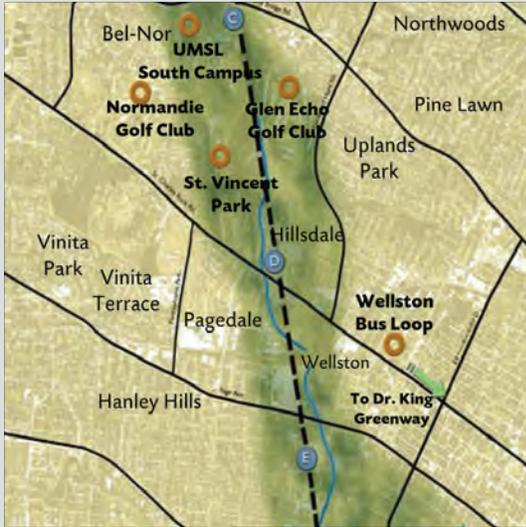


IMAGE FROM ST. VINCENT GREENWAY CONCEPT PLAN



PHOTOGRAPH OF FERGUSON AVENUE



PHOTOGRAPH OF ROCK ROAD STATION

THE ST. VINCENT GREENWAY PROJECT

The fundamental purpose of the Great Rivers Greenway District is to make the St. Louis region a better place to live by creating a clean, green, and connected region. As one of GRG's key projects, the St. Vincent Greenway will extend for more than seven miles from NorthPark, near I-70 and Hanley Road, to Forest Park. The greenway route will include completed sections through the University of Missouri-St. Louis campus and the adjoining St. Vincent (County) Park. At Forest Park, St. Vincent Greenway will eventually connect to other greenways, such as Centennial, Chouteau, and River des Peres.

To date, GRG has constructed and / or planned for the St. Vincent Greenway to the north and south of the City of Pagedale. Through the three (3) Pagedale Determined projects (Great Streets, Rock Road TOD Planning, & Ferguson Healthy Corridor), there is the opportunity to complete the full regional connection from UMSL to Forest Park. Furthermore, GRG had vast interest in the success of this process and was an major ally in the Great Streets Initiative through the provision participatory input and funding of a portion of the study.

OTHER: ROCK ROAD TOD PLANNING & FERGUSON HEALTHY CORRIDOR

A Transit-Oriented Development (TOD) Plan for the Rock Road Metrolink Station

In partnership with EWG the Regional Plan for Sustainable Development, CMT, and the Des Lee Creating Whole Communities Initiative, Beyond Housing led a participatory design process that met residents where they are to understand their desires for the station. Led by resident input, a plan for mixed land use will likely result from this process when it is completed simultaneously in June of 2013.

A Healthy Corridor on Ferguson Avenue

This project will activate the spaces along the corridor that connects the Page Avenue and Rock Road MetroLink transit-oriented development. Through infrastructure development, programming, and a Complete Streets policy campaign, this project will serve as the connective tissue for a "town center" that will be a hub of activity for Pagedale and surrounding communities. Funding for the Healthy Corridor is provided in full by Missouri Foundation for Health through a three year grant which is expected to be complete in November of 2015. MFH is a philanthropic organization whose vision is to improve the health of the people in the communities it serves.

