



# Chapter Seven

IMPLEMENTATION PLAN

“You have to design your streets for everyone. The cities that have safe streets, that are easy to get around, are the ones that will grow and thrive in the 21st century.”

*– Janette Sadik-Khan*

*Commissioner, New York City Department of Transportation, 2007-2014*



**CHAPTER SEVEN**

# implementation plan

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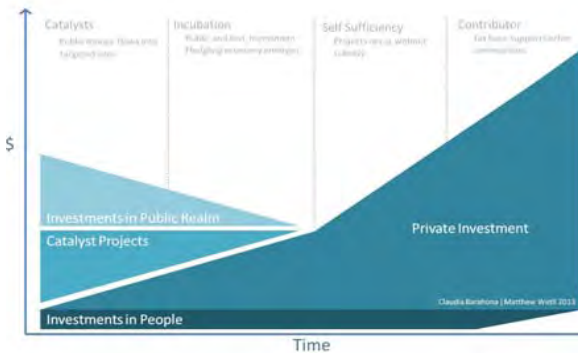
SEGMENT PRIORITIES

PRIORITY ACTIONS

**THERE IS A STRONG RECOGNITION AMONG THE PROJECT STAKEHOLDERS** that the implementation of the West Florissant Avenue corridor as described in the West Florissant Avenue Master Plan is a high priority that will improve future economic prospects for the cities of Dellwood and Ferguson and surrounding unincorporated areas in the County. This implementation chapter of the Plan defines the “how-to” steps for phasing the public investments that will in turn leverage catalytic private developments in the corridor. This phasing framework creates a solid foundation from which to base logical decisions and to allocate limited resources.



Developing the West Florissant corridor will take concerted effort from leaders in the public and private sector



One economic development strategy that has a proven track record is to catalyze private investment through public improvement projects that upgrade the quality of place.

To achieve the overall vision and goals, it is important to stress that:

- Land use vision sets the goal. It is the land use plan that most clearly paints the picture of what residents, businesses, and owners say they want for the future of their community.
- The transportation system, utilities, and environmental measures are tools by which we design to help achieve and serve that vision.
- Zoning is an instrument over which Dellwood and Ferguson have immediate control and one of the highest priorities will be to make necessary adjustments
- The economic development strategy gives the vision long term viability and is primary to project success.
- Funding and financing recommendations are essential to implementation in both the short and long terms.
- Implementation of the Master Plan will require many years of dedicated effort by the two cities in partnership with St. Louis County. Creation of a quasi-independent implementing agent (e.g. a redevelopment corporation or business improvement district) is crucial to success.

Evaluation of market findings, which indicate the potential revenues of different types of projects, and feasibility analysis (which takes into account cost factors such as construction, land acquisition, and operating expenses to determine overall project viability) reveals that very few quality developments can occur in the corridor that are financed by the private sector alone. In most cases, there is a financial “gap” that exists, indicating that partnerships with the public or institutional sectors are necessary in order to realize the development of identified catalyst projects.

## 7.1 OVERALL LAND USE STRATEGY

### 7.1.1 RETAIL

A key finding of the market analysis was that there are already more retail spaces (and probably more retail businesses) along the corridor than the population can support. While retail redevelopment is a key strategy used in the Master Plan, it should be clear that this is “replacement retail,” not new retail, so the intent is to upgrade and rebuild two key focus retail areas, Segments 3 and 5, and consolidate the existing corridor retail in those locations. For the strategy to work, retail should be discouraged from locating in other

zones. This means that Ferguson and Dellwood should be vigilant that zoning and permitting in other zones (Segment 2 is a good example), does not allow additional commercial development. It may also mean that there is no point in encouraging redevelopment of existing commercial areas outside Segments 3 and 5.

In other words, allowing continued sprawl of commercial development reduces the chances of success for existing businesses and commercial districts, and ultimately compromises the vision for two walkable commercial districts, one each in Dellwood and Ferguson. When funding is found, it would even make sense for the cities or their implementing agent to purchase vacant commercial properties that are far outside the focus areas and put them to other purposes such as housing, or even to become new green spaces, to attract more residents and enhance walkability.

Due to low achievable rents, retail development will be difficult to finance, and thus all tools available are likely to be necessary. With few logical new tenants, existing tenants must be enticed to pay higher rents with the promise of having higher quality buildings that will attract customers with more spending power.

**7.1.2 HOUSING**

Housing is a key component of the overall strategy. Not only is there a need for new housing types over the next two decades, but the proximity of housing to the retail focus areas will help those businesses succeed, and help rebuild Segments 3 and 5 into more attractive and walkable districts.

However, evaluation of market findings and feasibility analysis reveals that very few quality developments can occur in the corridor that are financed by the private sector alone. In most cases, there is a financial “gap,” indicating that partnerships with the public or institutional sectors are necessary in order to realize the development of identified catalyst projects.

The single best tool for realizing new housing in the corridor is through use of the Low Income Housing Tax Credits (LIHTC) program to develop mixed-income housing. While funding is competitive (and thus not guaranteed), securing LIHTC can assist in developing 75 to 125 units per allocation. In the case of senior housing, parking standards can often be relaxed, enabling the developer to achieve a higher density and thus afford a higher land purchase price (on a per square foot basis).

As is documented earlier in the report, the neighborhoods surrounding the corridor have experienced slow (or no) property value appreciation, which has discouraged investment in property maintenance. This, in turn, often leads to further property devaluation. This cycle is difficult to break, particularly where household incomes and municipal tax receipts are modest, as is the case in Dellwood and Ferguson. Many simultaneous efforts are needed to turn this cycle around, including improvement of the corridor.

**A community investment analysis and strategy are needed to outline the depth and breadth of investment that is needed.** Following is a partial list of economic and community development initiatives that are needed—some of which relate directly to the West Florissant corridor:

- Enhance marketability: recommendations to improve the corridor that are found in this plan aim to boost the marketability of not only the corridor, but the surrounding neighborhoods. A growing body of evidence indicates that communities with walkable streets and town centers, inclusive of leisure retail uses, meaningful public space, and appealing urban design, are experiencing above average home appreciation.

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- Stabilize the neighborhoods: a number of programs could help stabilize the neighborhoods, including:
    - \* Community gardens: a study of Gateway Greening’s community gardens (from 1990 to 2000) show better property appreciation in areas where residents formed community gardens. Such efforts should be encouraged as neighborhood stabilization strategies.
    - \* Building repair fund: a low-interest loan program should be established for property owners seeking to make repairs to their homes.
    - \* Proactive code enforcement: Ferguson has established a proactive code enforcement program that requires properties to be inspected annually before receiving occupancy licenses.
  - Improve economic opportunity: In areas with a high percentage of low and moderate income residents, physical improvements alone are not going to bring about a transformation. Investments in people are needed. Longitudinal studies have shown positive results brought about from early childhood centers, including increased rates of high school and college graduation, higher incomes, and a reduction in households below the poverty level. Sustained support of programs with a track record of success is needed in these neighborhoods.
  - Deconcentrate poverty: Two large rental properties at the southern end of the corridor have heavy concentrations of low-income residents. This is due to many other areas failing to accept (or qualify) a fair share of low income residents—especially those holding Section 8 vouchers. A 2011 housing policy study by St. Louis County recommended several county-wide efforts at deconcentration that should be followed up on. These include voucher counseling in which households are shown their full range of rental options, and housing policies that make illegal the landlord practice of screening tenants based on their source of income.
  - Evaluate more sustainable housing models: In the case of two large apartment properties at the southern edge of the corridor—Park Ridge and Northwinds—more sustainable housing models might be considered.
    - \* Cooperative Housing: In the instance of Northwinds, its townhome-style properties would be marketable as cooperative housing, which targets moderate income households. Such a model requires an entrance fee that is modest compared to a home mortgage, offers housing at moderate monthly fees, and is generally well-maintained over time due to residents having an ownership stake in their housing.
    - \* Mixed Income Housing: Given the barracks-style appearance and layout of housing at Park Ridge, redevelopment of the property into mixed-income housing with more marketable, human-scaled housing should be considered. A significant amount of patient capital would be necessary in order to realize such a transformation.
    - \* Tenant Equity: Tenant equity enables renters work with owners to maintain an apartment building in return for equity. From the savings accrued from reduced maintenance costs, apartment properties can provide equity payments for tenants who work on maintaining a property.

### 7.1.3 MIXED USE

One strategy that could address difficulties in financing retail and housing is the development of mixed use buildings or properties that would include both retail and residential apartments

in the same parcel or development. A mixed-income venture that makes use of federal and state LIHTC for at least a portion of the residential components will be easier to finance. Therefore, if the majority of land costs are attributed to the residential element of a mixed-use development, acquisition cost for the retail portion could be reduced, increasing the leverage of available financing. Shared parking scenarios could also reduce costs. Residential has strong synergies with office and with retail and civic development as well. Other tools that are likely needed include NMTC, and some combination of TIF, CID, and/or TDD, which could make use of future sales tax revenue.

**7.1.4 BUS RAPID TRANSIT**

BRT can add value and viability to all the above. It can serve and even catalyze new and existing housing, support nodal economic redevelopment and retail (often referred to as Transit-Oriented Development, or TOD), and of course help achieve transportation and environmental goals. It is important that an implementation team keep these opportunities in front of Metro during their development of the BRT.

**7.2 CATALYST PROJECTS**

Catalytic projects are those with strong potential to induce additional private and or public

investment and development. The following are the most catalytic projects in the Master Plan.

**7.2.1 MALINE CREEKSIDE DEVELOPMENT**

In this report we present a land use scenario for how parcels in the vicinity of Maline Creek, as it crosses West Florissant Avenue, could be redeveloped as an attractive mixed use residential community. But this vision for an environmentally friendly community is not likely to happen without a concerted joint effort from the City, private developers, and Great Rivers Greenway. The vision is a starting point for creating a shared investment strategy for all parties. In addition to agreeing on a master development plan that maximizes the potential created by the Maline Greenway project, cross access agreements, easements, or other means for bringing a trail up to the street would be integral to achieving this.

**7.2.2 MULTI-USE PATHWAY**

The pathway has the power to brand the corridor as a special place and it alone may attract new residents, businesses and developers. Together, the planned BRT and the pathway will provide these communities with very marketable advantages, making them distinct from other communities in the region. Only preliminary design can determine whether it is feasible to build the multi-use path as a separate project that moves ahead



Dellwood Town Center is a key area of potential development



Creative tools are needed to help develop South Gateway, an area in need of attention

independent of roadway construction, but in either scenario the path will be catalytic.

### 7.2.3 MEDICAL OFFICE

Possibly the highest rent-yielding use for the area, some amount of medical services could be combined in a quality medical office building. With reasonably high achievable rents, a lesser amount of subsidy is likely to be needed to ensure project viability. That said, this use will likely require sufficient parking (and thus sufficient land area), so acquisition costs could be high.

Therefore, some economic development tools are likely needed, and could include NMTC, as well as a property-based TIF, CID, or TDD. If an excess of funds can be generated from nearby retail sales TIF, CID, or TDD, that might be used to underwrite portions of site development for the medical office property.

### 7.2.4 DELLWOOD CIVIC CENTER

Dellwood owns a considerable amount of land around its Recreation Center, which also happens to share a parcel line with the largest site for redevelopment in the City, Springwood Plaza. The Civic Center idea that emerged as the preferred land use concept for Dellwood could bring new civic buildings and uses to cluster around the Recreation Center, creating an anchor that would be attractive to additional adjacent development

from the private sector. Any one of the proposed anchors (City Hall, Early Childhood Center, Library tenant, community garden) could catalyze interest that helps attract the other civic uses.

### 7.2.5 SPRINGWOOD PLAZA

Residential development could be especially synergistic with the Civic Center idea. Meanwhile, if the City and the Springwood Plaza owners collaborate on a development vision, there would be possibilities that neither could accomplish on their own, including potential for bus service to the Springwood site and possible land swaps that make the best arrangement for development for both parties. Other parties such as the St. Louis County Library could also be part of this investment strategy either as investor or tenant in a small branch library.

### 7.2.6 BRT STATION AREA DEVELOPMENT

A new BRT stop in Dellwood Town Center has potential to attract additional investors looking for a transit-based location. The City of Dellwood, Metro, and a private partner such as a developer or a health care facility looking for new locations could all be partners to developing a larger project that incorporates the BRT stop. As further incentive, the Federal Transit Administration (FTA) provides funding programs for such joint ventures. Redesigning the Chambers Road

intersection to better serve this vision for walkable development will be key to making this work.

## 7.3 PHASING STRATEGY

Project construction should start at the south end, where there is high potential for redevelopment projects such as new housing, retail and mixed use projects. Thus investing public funds in this zone first follows a strategy that looks to catalyze private investment as soon as possible. Maline Creek is also planned to be reconstructed, so developers will be attracted to the critical mass of activity which will result in an appealing place for housing to be developed. Putting the South Gateway into construction in the first phase will also help create a rationale for the street design and use of medians and access management, simply because these street treatments are already in place immediately to the south, at Buzz-Westfall Plaza. The I-270 interchange project may also affect future strategizing about phasing and timing.

## 7.4 SEGMENT PRIORITIES

The following section outlines sequential strategies to implement each segment of the corridor, followed by a list of immediate next steps.



7.4.1 CORRIDOR SEGMENT 1

Strategy Narrative

In the North Gateway (Corridor Segment 1), the strategy is to retain regional access to the retail center while creating a new gateway image to mark the entrance to Ferguson and the project area from the north. Improvements to the image and identity of this area are important to the long term economic viability of this regional hub. Public improvements should be leveraged to involve property owners to make their own improvements, mainly beautification that screens parking lots.



Multi-modal functionality should be improved for all users, and better access to the Bus Rapid Service is a specific goal. MODOT is concluding a study of the I-270 interchange that will affect the final option for the roadway section design. Metro will be conducting further study of Bus Rapid Transit on the corridor and location of BRT stop and access to Transit Center should be considered in light of the West Florissant Avenue Master Plan.

Strategy Steps

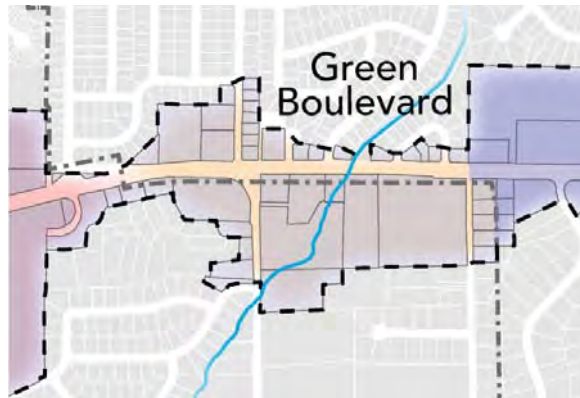
- **Step 1:** Memos should be drafted to MoDOT and Metro regarding the master plan recommendations related to Pershall Rd. and BRT service (see Phase 1A)
- **Step 2:** Convene meeting with area property owners to engage them in private property improvements such as screening parking lots and planting trees
- **Step 3:** Meet with area institutions (St. Louis Community College, YMCA) to explore collaboration or sponsorship
- **Step 4:** Dellwood, Ferguson, County, and East-West Gateway to identify a combination of local, state and federal funding
- **Step 5:** St. Louis County to proceed with roadway improvements

Segment 1 hard and soft costs: \$7.8 million

Cost breakdown:

| DESIGN FEES  |                     |
|--|---------------------|
| SURVEYING & DESIGN                                 | \$1,021,800         |
| CONSTRUCTION COSTS                                 |                     |
| ROADWAY ITEMS                                      |                     |
| MOBILIZATION                                       | \$250,000           |
| CONTRACTOR SURVEYING AND STAKING                   | \$50,000            |
| ADJUSTING UTILITY MANHOLE                          | \$7,000             |
| PAVEMENT REMOVAL                                   | \$669,375           |
| SIDEWALK REMOVAL                                   | \$35,850            |
| CURB REMOVAL                                       | \$99,807            |
| CONCRETE CURB RAMPS                                | \$52,500            |
| TRUNCATED DOME PAVERS - Concrete                   | \$10,000            |
| CONCRETE SIDEWALK, 4IN.                            | \$59,750            |
| MULTI-USE PATH (Pervious Paver System)             | \$387,000           |
| CURB AND GUTTER                                    | \$202,340           |
| CONCRETE PAVEMENT - 8" PCC (NON-REINFORCED)        | \$845,080           |
| TYPE 5 AGGREGATE BASE - 4"                         | \$105,635           |
| PEDESTRIAN BRIDGE (Sidewalk)                       | \$0                 |
| PEDESTRIAN BRIDGE - (Multi-Use Path)               | \$0                 |
| UTILITIES  |                     |
| REMOVE AND REPLACE FIRE HYDRANT                    | \$22,000            |
| REMOVE LIGHT POLE                                  | \$0                 |
| CURB INLET   | \$25,500            |
| 24 IN REINFORCED CONCRETE PIPE                     | \$14,550            |
| PRECAST CONCRETE MANHOLE - 48 IN.                  | \$12,000            |
| RELOCATE POWER POLE                                | \$140,000           |
| PAVEMENT MARKING                                   |                     |
| PAVEMENT MARKING PAINT                             | \$16,182            |
| CROSS WALKS - Special Pavement                     | \$109,200           |
| SYMBOLS  | \$5,700             |
| SITE FURNISHINGS                                   |                     |
| SITE FURNISHINGS (Benches, Bike Racks, Trash Cans) | \$50,000            |
| ELECTRICAL - TRAFFIC SIGNAL AND LIGHTING           |                     |
| PEDESTRIAN LIGHTING - 12'-14' POLE, LED, BANNER    | \$440,000           |
| LIGHT POLE/FIXTURE/BASE                            | \$175,000           |
| SERVICE PANEL BOARD AND METER                      | \$90,000            |
| FULL SIGNAL  | \$1,000,000         |
| MID-BLOCK CROSSING                                 | \$0                 |
| INTERCONNECT                                       | \$47,800            |
| VEGETATION   |                     |
| TREES  | \$118,350           |
| PARKWAY PLANTING AREAS                             | \$315,000           |
| BUFFER EDGE PLANTING AREAS                         | \$135,000           |
| MEDIAN PLANTING AREAS                              | \$148,880           |
| MEDIAN IRRIGATION                                  | \$37,220            |
| Contingency  | \$1,135,343         |
| <b>2014 CONSTRUCTION COSTS</b>                     | <b>\$6,812,062</b>  |
| <b>2014 TOTAL COST</b>                             | <b>\$7,833,862</b>  |
| <b>2024 TOTAL COST</b>                             | <b>\$10,527,927</b> |

7.4.2 CORRIDOR SEGMENT 2



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**Strategy Narrative**

Within the Green Boulevard (Corridor Segment 2), the overall strategy is to develop strong pedestrian and bike access through a multi-use path that traverses a mostly green corridor highlighted by an improved creek crossing at Hudson Creek. Zoning should coordinate jurisdictional efforts, limit further commercial development, and capitalize on improved bike / pedestrian access. Design should take care that natural features such as greenery and the creek are enhanced as elements, and that exposed parking is

screened by vegetation. Stormwater planters and other green infrastructure should be an important element leading to Hudson Creek. The City of Dellwood should look for opportunities to purchase commercial parcels to take them off the market, put them to other use, or turn them into green space, to direct all retail energy to Dellwood Town Center.

**Strategy Steps**

- **Step 1:** Meet with Great Rivers Greenway to explore potential of Hudson Creek trail west to Hudson Park
- **Step 2:** Convene meeting with area property owners to inform them of the upcoming project and build support
- **Step 3:** Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding
- **Step 4:** St. Louis County to proceed with roadway improvements

**Segment 2 hard and soft costs: \$7.2 million**

**Cost breakdown:**

|  |                    |
|--|--------------------|
| <b>DESIGN FEES</b>                                 |                    |
| SURVEYING & DESIGN                                 | \$946,800          |
| <b>CONSTRUCTION COSTS</b>                          |                    |
| MOBILIZATION                                       | \$248,000          |
| CONTRACTOR SURVEYING AND STAKING                   | \$50,000           |
| ADJUSTING UTILITY MANHOLE                          | \$3,500            |
| PAVEMENT REMOVAL                                   | \$476,650          |
| SIDEWALK REMOVAL                                   | \$36,450           |
| CURB REMOVAL                                       | \$102,258          |
| CONCRETE CURB RAMPS                                | \$67,500           |
| TRUNCATED DOME PAVERS - Concrete                   | \$20,000           |
| CONCRETE SIDEWALK, 4IN.                            | \$71,000           |
| MULTI-USE PATH (Pervious Paver System)             | \$486,000          |
| CURB AND GUTTER                                    | \$196,360          |
| CONCRETE PAVEMENT - 8" PCC (NON-REINFORCED)        | \$815,880          |
| TYPE 5 AGGREGATE BASE - 4"                         | \$101,985          |
| PEDESTRIAN BRIDGE (Sidewalk)                       | \$0                |
| PEDESTRIAN BRIDGE - (Multi-Use Path)               | \$0                |
| <b>UTILITIES</b>                                   |                    |
| REMOVE AND REPLACE FIRE HYDRANT                    | \$0                |
| REMOVE LIGHT POLE                                  | \$1,200            |
| CURB INLET   | \$15,000           |
| 24 IN REINFORCED CONCRETE PIPE                     | \$7,550            |
| PRECAST CONCRETE MANHOLE - 48 IN.                  | \$0                |
| RELOCATE POWER POLE                                | \$612,500          |
| <b>PAVEMENT MARKING</b>                            |                    |
| PAVEMENT MARKING PAINT                             | \$13,178           |
| CROSS WALKS - Special Pavement                     | \$73,200           |
| SYMBOLS  | \$3,600            |
| <b>SITE FURNISHINGS</b>                            |                    |
| SITE FURNISHINGS (Benches, Bike Racks, Trash Cans) | \$50,000           |
| <b>ELECTRICAL - TRAFFIC SIGNAL AND LIGHTING</b>    |                    |
| PEDESTRIAN LIGHTING - 12'-14' POLE, LED, BANNER    | \$440,000          |
| LIGHT POLE/FIXTURE/BASE                            | \$195,000          |
| SERVICE PANEL BOARD AND METER                      | \$150,000          |
| FULL SIGNAL  | \$200,000          |
| MID-BLOCK CROSSING                                 | \$75,000           |
| INTERCONNECT                                       | \$48,600           |
| <b>VEGETATION</b>                                  |                    |
| TREES  | \$103,500          |
| PARKWAY PLANTING AREAS                             | \$338,800          |
| BUFFER EDGE PLANTING AREAS                         | \$72,000           |
| MEDIAN PLANTING AREAS                              | \$148,600          |
| MEDIAN IRRIGATION                                  | \$37,150           |
| Contingency  | \$1,052,092        |
| <b>2014 CONSTRUCTION COSTS</b>                     | <b>\$6,312,553</b> |
| <b>2014 TOTAL COST</b>                             | <b>\$7,259,353</b> |
| <b>2024 TOTAL COST</b>                             | <b>\$9,755,844</b> |

7.4.3 CORRIDOR SEGMENT 3



**Strategy Narrative**

The strategy for Dellwood Town Center is to create a walkable and friendly town center by focusing corridor growth on this area and redeveloping parcels with new zoning standards that create a more urban, town center environment. Pedestrian movements should be the priority mode when designing the roadway as this has the highest foot traffic in the corridor and economic success will depend on the comfort of

pedestrians. Particular priority should be placed on redesigning the Chambers Rd. intersection to be safe and comfortable for pedestrians. Streetscape should be high quality to brand the district and jump-start development. Access management is important to improving safety and creating a more continuous walking and biking experience. Small parcels would be easier to develop if they were bought out and combined.

One of the single-biggest challenges to transforming Dellwood Town Center is the corner sites at the intersection of Chambers and West Florissant. Generally, the sales price for such sites is relatively high, given the high traffic volumes and desirability of the sites for particular users—pharmacies and gas stations—that are able to pay a premium for land. With such high land prices, certain uses such as, residential, retail, and office, may be difficult to develop, and therefore alternative sites within Dellwood Town Center need to be considered. One strategy for these expensive sites is to attract a chain pharmacy as part of a shopping center. Another strategy could be to use joint development, building off the proximity to the BRT station. Certainly it should be a long term priority to replace gas

stations at this corner with any of these suggested uses in order to achieve the walkable urban form that Dellwood desires for its town center. Tools that could be used to improve project viability include NMTC, which can be used for building improvements, and some combination of TIF, CID, and/or TDD, which could make use of future sales tax revenue.

**Strategy Steps**

- **Step 1:** Zoning of the Dellwood Civic Area and Springwood Plaza should be revised to match the desired future uses described in the vision. This will need to accommodate civic uses as well as mixed use. Form-based zoning would be appropriate for this area and should be considered as Dellwood moves forward with zoning revisions. Zoning south of Dellwood Park should be revised to allow mixed-use. The St. Louis County form based zoning code template is available for this purpose and can be used freely, or the City of Ferguson’s recently adopted form based code may be a resource
- **Step 2:** Develop preliminary estimates for City Hall on Dellwood-owned site by the Recreation Center

- **Step 3:** Approach regional institutions, foundations and other partners for early childhood center, community garden, or library as tenant or co-developer of civic complex
- **Step 4:** Seek potential other civic anchors as described in the vision would also potentially come together in a convergence of activity that would catalyze other developer interest
- **Step 5:** Meet with Gateway Greening to discuss Civic Center concept and interest in engaging the public in a garden planning project
- **Step 6:** Approach Springwood Plaza owner with Master Plan and opportunity for residential development, with fiscal impact analysis (Phase 1A, Step 6)
- **Step 7:** Meet with other developers and property owners to gauge interest in market opportunities identified
- **Step 8:** Begin discussion of cross access agreements, shared parking, and consolidation of driveways in preliminary design of roadway
- **Step 9:** Meet with health care providers to explore interest in corner site
- **Step 10:** Identify and meet with potential corner anchor tenants (pharmacy, a hardware

store, etc.) that can be incorporated into a small shopping center on the corner of Chambers Road, attracting higher-rent inline retailers

- **Step 11:** Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding
- **Step 12:** St. Louis County to proceed with roadway improvements
- **Step 13:** Design and implement improvements to Dellwood Park frontage

**Segment 3 hard and soft costs: \$13.6 million**



BRT Station Area Development can be a catalytic development tool

**Cost Breakdown:**

| DESIGN FEES  |                      |
|--|----------------------|
| SURVEYING & DESIGN                                 | \$1,850,000          |
| CONSTRUCTION COSTS                                 |                      |
| ROADWAY ITEMS                                      |                      |
| MOBILIZATION                                       | 450,000              |
| CONTRACTOR SURVEYING AND STAKING                   | 60,000               |
| ADJUSTING UTILITY MANHOLE                          | 5,250                |
| PAVEMENT REMOVAL                                   | \$989,300            |
| SIDEWALK REMOVAL                                   | \$65,955             |
| CURB REMOVAL                                       | \$161,139            |
| CONCRETE CURB RAMPS                                | \$181,500            |
| TRUNCATED DOME PAVERS - Concrete                   | \$40,000             |
| CONCRETE SIDEWALK, 4IN.                            | \$225,000            |
| MULTI-USE PATH (Pervious Paver System)             | \$792,000            |
| CURB AND GUTTER                                    | \$369,680            |
| CONCRETE PAVEMENT - 8" PCC (NON-REINFORCED)        | \$1,635,360          |
| TYPE 5 AGGREGATE BASE - 4"                         | \$204,420            |
| PEDESTRIAN BRIDGE (Sidewalk)                       | \$0                  |
| PEDESTRIAN BRIDGE - (Multi-Use Path)               | \$0                  |
| UTILITIES  |                      |
| REMOVE AND REPLACE FIRE HYDRANT                    | 16,500               |
| REMOVE LIGHT POLE                                  | 20,400               |
| CURB INLET   | 66,000               |
| 24 IN REINFORCED CONCRETE PIPE                     | 20,900               |
| PRECAST CONCRETE MANHOLE - 48 IN.                  | 18,000               |
| RELOCATE POWER POLE                                | 437,500              |
| PAVEMENT MARKING                                   |                      |
| PAVEMENT MARKING PAINT                             | \$31,842             |
| CROSS WALKS - Special Pavement                     | \$157,500            |
| SYMBOLS  | \$12,600             |
| SITE FURNISHINGS                                   |                      |
| SITE FURNISHINGS (Benches, Bike Racks, Trash Cans) | \$100,000            |
| ELECTRICAL - TRAFFIC SIGNAL AND LIGHTING           |                      |
| PEDESTRIAN LIGHTING - 12'-14' POLE, LED, BANNER    | \$825,000            |
| LIGHT POLE/FIXTURE/BASE                            | \$0                  |
| SERVICE PANEL BOARD AND METER                      | \$270,000            |
| FULL SIGNAL  | \$600,000            |
| MID-BLOCK CROSSING                                 | \$225,000            |
| INTERCONNECT                                       | \$87,940             |
| VEGETATION   |                      |
| TREES  | \$177,300            |
| PARKWAY PLANTING AREAS                             | \$882,000            |
| BUFFER EDGE PLANTING AREAS                         | \$61,500             |
| MEDIAN PLANTING AREAS                              | \$386,400            |
| MEDIAN IRRIGATION                                  | \$96,600             |
| Contingency  | \$2,105,517          |
| <b>2014 CONSTRUCTION COSTS</b>                     | <b>\$ 11,778,103</b> |
| <b>2014 TOTAL COST</b>                             | <b>\$ 13,628,103</b> |
| <b>2024 TOTAL COST</b>                             | <b>\$ 18,314,808</b> |

7.4.4 CORRIDOR SEGMENT 4



Strategy Narrative

The Residential Avenue section and will showcase the multi-use path as a highly visible element that will attract regional attention for its quality as a bike and walking facility. Land use is all residential with no driveways and minimal cross-streets. This will make construction relatively simple compared to other segments and so this phase has the potential to happen quickly making an impressive impact. Opportunities to reduce noise & light pollution should be explored. Stormwater planters should be featured in the vicinity of Maline Creek.

Strategy Steps

- **Step 1:** Convene meeting with residents to inform them of the upcoming project and build their support
- **Step 2:** Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding for segment
- **Step 3:** St. Louis County to proceed with roadway improvements

Segment 4 hard and soft costs: \$5.9 million



Any development around the Maline Creek area should assure that Great Rivers Greenway’s concept for the Maline Creek Greenway, like its plans for other St. Louis area greenways, as pictured above, is incorporated into development plans to help make this key project a reality

Cost Breakdown:

|  |                    |
|--|--------------------|
| <b>DESIGN FEES</b>                                 |                    |
| SURVEYING & DESIGN                                 | \$770,265          |
| <b>CONSTRUCTION COSTS</b>                          |                    |
| <b>ROADWAY ITEMS</b>                               |                    |
| MOBILIZATION                                       | \$200,000          |
| CONTRACTOR SURVEYING AND STAKING                   | \$40,000           |
| ADJUSTING UTILITY MANHOLE                          | \$5,250            |
| PAVEMENT REMOVAL                                   | \$302,975          |
| SIDEWALK REMOVAL                                   | \$28,290           |
| CURB REMOVAL                                       | \$77,539           |
| CONCRETE CURB RAMPS                                | \$21,000           |
| TRUNCATED DOME PAVERS - Concrete                   | \$4,000            |
| CONCRETE SIDEWALK, 4IN.                            | \$64,000           |
| MULTI-USE PATH (Pervious Paver System)             | \$432,000          |
| CURB AND GUTTER                                    | \$147,300          |
| CONCRETE PAVEMENT - 8" PCC (NON-REINFORCED)        | \$594,800          |
| TYPE 5 AGGREGATE BASE - 4"                         | \$74,350           |
| PEDESTRIAN BRIDGE (Sidewalk)                       | \$0                |
| PEDESTRIAN BRIDGE - (Multi-Use Path)               | \$0                |
| <b>UTILITIES</b>                                   |                    |
| REMOVE AND REPLACE FIRE HYDRANT                    | \$16,500           |
| REMOVE LIGHT POLE                                  | \$6,000            |
| CURB INLET   | \$31,500           |
| 24 IN REINFORCED CONCRETE PIPE                     | \$28,350           |
| PRECAST CONCRETE MANHOLE - 48 IN.                  | \$18,000           |
| RELOCATE POWER POLE                                | \$175,000          |
| <b>PAVEMENT MARKING</b>                            |                    |
| PAVEMENT MARKING PAINT                             | \$10,182           |
| CROSS WALKS - Special Pavement                     | \$33,900           |
| SYMBOLS  | \$5,700            |
| <b>SITE FURNISHINGS</b>                            |                    |
| SITE FURNISHINGS (Benches, Bike Racks, Trash Cans) | \$50,000           |
| <b>ELECTRICAL - TRAFFIC SIGNAL AND LIGHTING</b>    |                    |
| PEDESTRIAN LIGHTING - 12'-14' POLE, LED, BANNER    | \$330,000          |
| LIGHT POLE/FIXTURE/BASE                            | \$160,000          |
| SERVICE PANEL BOARD AND METER                      | \$120,000          |
| FULL SIGNAL  | \$400,000          |
| MID-BLOCK CROSSING                                 | \$0                |
| INTERCONNECT                                       | \$37,720           |
| <b>VEGETATION</b>                                  |                    |
| TREES  | \$99,900           |
| PARKWAY PLANTING AREAS                             | \$406,000          |
| BUFFER EDGE PLANTING AREAS                         | \$141,000          |
| MEDIAN PLANTING AREAS                              | \$174,400          |
| MEDIAN IRRIGATION                                  | \$43,600           |
| Contingency  | \$855,850          |
| <b>2014 CONSTRUCTION COSTS</b>                     | <b>\$5,135,106</b> |
| <b>2014 TOTAL COST</b>                             | <b>\$5,905,371</b> |
| <b>2024 TOTAL COST</b>                             | <b>\$7,936,228</b> |

7.4.5 CORRIDOR SEGMENT 5



**Strategy Narrative**

The South Gateway strategy is to create a neighborhood node distinguished by sustainable practices that promote a healthy creek environment and attract a new kind of healthy living apartment community. Design should emphasize green space and a gateway at the Maline Creek crossing; the multi-use path will be at its maximum use here because of access onto the future Maline Greenway. Bike facilities (racks, parking areas, trail access points) should feature throughout the district. Streetscape should brand the district and spark development. Stormwater planters should be featured in the vicinity of Maline Creek. Access management is critical to improving safety and creating a more continuous walking and biking experience.

**Strategy Steps**

- **Step 1:** City of Ferguson revise zoning following recommendations above
- **Step 2:** Convene meetings with GRG to strategize on partners, developers and funding
- **Step 3:** Seek special funding for multi-use trail from federal and state funding sources for alternative transportation and the foundation and corporate communities
- **Step 4:** Meet with developers and property owners to gauge interest in market opportunities identified
- **Step 5:** Solicit medical office and pharmacy – the health sector could respond very quickly once it becomes known that a market opportunity exists
- **Step 6:** Cities of Dellwood and Ferguson and St. Louis County, with East-West Gateway, identify a combination of local, state and federal funding for implementation
- **Step 7:** Negotiate cross access agreements, shared parking, and consolidation of driveways in preliminary design of roadway
- **Step 8:** St. Louis County to proceed with roadway improvements

**Segment 5 hard and soft costs: \$8.9 million**

**Cost Breakdown:**

| DESIGN FEES  |                     |
|--|---------------------|
| SURVEYING & DESIGN                                 | \$1,150,700         |
| CONSTRUCTION COSTS                                 |                     |
| ROADWAY ITEMS                                      |                     |
| MOBILIZATION                                       | \$300,000           |
| CONTRACTOR SURVEYING AND STAKING                   | \$55,000            |
| ADJUSTING UTILITY MANHOLE                          | \$7,000             |
| PAVEMENT REMOVAL                                   | \$542,175           |
| SIDEWALK REMOVAL                                   | \$37,500            |
| CURB REMOVAL                                       | \$27,987            |
| CONCRETE CURB RAMPS                                | \$79,500            |
| TRUNCATED DOME PAVERS - Concrete                   | \$14,000            |
| CONCRETE SIDEWALK, 4IN.                            | \$675,000           |
| MULTI-USE PATH (Pervious Paver System)             | \$450,000           |
| CURB AND GUTTER                                    | \$197,140           |
| CONCRETE PAVEMENT - 8" PCC (NON-REINFORCED)        | \$809,280           |
| TYPE 5 AGGREGATE BASE - 4"                         | \$101,160           |
| PEDESTRIAN BRIDGE (Sidewalk)                       | \$120,000           |
| PEDESTRIAN BRIDGE - (Multi-Use Path)               | \$192,000           |
| UTILITIES  |                     |
| REMOVE AND REPLACE FIRE HYDRANT                    | \$16,500            |
| REMOVE LIGHT POLE                                  | \$1,200             |
| CURB INLET   | \$31,500            |
| 24 IN REINFORCED CONCRETE PIPE                     | \$2,050             |
| PRECAST CONCRETE MANHOLE - 48 IN.                  | \$15,000            |
| RELOCATE POWER POLE                                | \$122,500           |
| PAVEMENT MARKING                                   |                     |
| PAVEMENT MARKING PAINT                             | \$13,600            |
| CROSS WALKS - Special Pavement                     | \$137,400           |
| SYMBOLS  | \$3,000             |
| SITE FURNISHINGS                                   |                     |
| SITE FURNISHINGS (Benches, Bike Racks, Trash Cans) | \$100,000           |
| ELECTRICAL - TRAFFIC SIGNAL AND LIGHTING           |                     |
| PEDESTRIAN LIGHTING - 12'-14' POLE, LED, BANNER    | \$440,000           |
| LIGHT POLE/FIXTURE/BASE                            | \$200,000           |
| SERVICE PANEL BOARD AND METER                      | \$150,000           |
| FULL SIGNAL  | \$600,000           |
| MID-BLOCK CROSSING                                 | \$75,000            |
| INTERCONNECT                                       | \$50,000            |
| VEGETATION   |                     |
| TREES  | \$136,350           |
| PARKWAY PLANTING AREAS                             | \$336,000           |
| BUFFER EDGE PLANTING AREAS                         | \$122,400           |
| MEDIAN PLANTING AREAS                              | \$222,000           |
| MEDIAN IRRIGATION                                  | \$55,500            |
| Contingency  | \$1,287,548         |
| <b>2014 CONSTRUCTION COSTS</b>                     | <b>\$7,725,290</b>  |
| <b>2014 TOTAL COST</b>                             | <b>\$8,875,990</b>  |
| <b>2024 TOTAL COST</b>                             | <b>\$11,928,443</b> |

## 7.5 PRIORITY ACTIONS

Priority Actions are outlined below to help the cities of Dellwood and Ferguson make critical next steps that lead to longer term projects to get the West Florissant Avenue vision fully implemented. The Priority Actions are either pertinent to the entire corridor, or are specific and relevant to individual Focus Areas.

### SHORT TERM - NEXT THREE MONTHS

#### 7.5.1 STEP 1: ESTABLISH AN IMPLEMENTATION TEAM

An Implementation Team must be established to take on the first phases of launching the project until a more formalized entity is established to take it over (see Step 6). This team should be formed by city and county staff and other leaders from the civic and business community. City staff people assigned to the project should work closely with the Implementation Team to coordinate meetings and tasks. Specific team composition should include:

- Cities of Dellwood and Ferguson: City Manager's office; Department of Public Works; Department of Public Services; Department of Planning and Zoning; Council representative(s)

- St. Louis County: Deputy Director of Highways, Traffic, Public Works; North & West Area Engineer

#### 7.5.2 STEP 3: MEMORANDUM OF UNDERSTANDING (MOU)

The Cities of Dellwood and Ferguson and St. Louis County should memorialize their agreement on the plan's vision and principles and their intent to collaborate on implementation in a signed Memorandum of Understanding. This MOU should make specific reference to the implementation team members and their commitment to hold regular meetings. It may also make reference to the intent to conduct a feasibility analysis together, and to collaborate on synchronizing zoning in segment 2, where the municipal boundary runs down the middle of West Florissant Avenue.

#### 7.5.3 STEP 4: SUBMIT MEMOS TO METRO AND MODOT

The Implementation Team should submit a memo to Metro clearly stating their concerns about BRT access to the northern portion of the corridor and asking that the ideas put forward in the Master Plan be part of the next phase of study. There is a high transit demand in the area around Harneywold and Pershall due to Wal-Mart

and St. Louis County Community College and an additional BRT stop at this location should be considered to better serve these users. Another memo should go to MoDOT articulating that access to West Florissant Avenue from the North County Transit Center could become problematic under a one-way outer road scenario and that a counter-flow bus lane on Pershall between the Transit Center and the Avenue should be considered. The memo should also state that further analysis is needed before additional lanes near Pershall Rd might be considered.

### MEDIUM TERM - THREE - NINE MONTHS

#### 7.5.4 STEP 5: COMPREHENSIVE PLAN AND ZONING ORDINANCE REVISIONS

City staff should work to create and revise their comprehensive plans and zoning ordinances as soon as possible so that any new development proposals fall in line with the vision outlined in the plan.

One of the quickest and most focused ways to establish a zoning ordinance that crosses jurisdictions may be to create a special corridor overlay zoning district with a unified code - a single document that regulates the corridor zoning for both municipalities.

Specific changes to the zoning ordinances include:

- In general, C-1 commercial development should be concentrated on the opportunity areas in Segment 3 (Dellwood Town Center) and Segment 5 (South Gateway).
- Dimensional criteria in the corridor's commercial zones should be modified to enhance walkability and provide a more attractive and pedestrian-scaled environment. Recent mixed-use zoning standards for other urban areas provide examples of dimensions that could be suitable for commercial zones along West Florissant Avenue, particularly in Segment 3 (Dellwood Town Center) and Segment 5 (South Gateway). In addition, Ferguson recently adopted form-based zoning for its Downtown districts; this flexible zoning approach also could serve as a model for a commercial overlay along West Florissant Avenue, and for a code to be developed by Dellwood. Specific changes to make to dimensional criteria should be along these lines:
  - \* Building setbacks or front yard requirements should be reduced to a maximum of 10 feet from the lot line. This will remove parking from the front and bring the front door of each business right to the pedestrian.

- \* Parking minimums should be more flexible for businesses that can thrive on bus and pedestrian traffic. In some areas this would mean a major increase in economic development potential, such as for the small urban lots discussed in Dellwood above.
- \* Consider a maximum side yard width to discourage the placement of small buildings on large parcels, surrounded by parking. A minimum lot coverage requirement might also be considered to address this same issue, which has resulted in a spread out commercial form only suitable for driving.
- \* Vehicular access requirements can compromise safety on roads where there are numerous access points to adjacent parcels. In heavily commercial zones such as Segments 3 and 5, allowing two driveways for every business, as in current zoning, means the sidewalk is interrupted every few feet with cars entering and exiting parking areas. Reducing these allowances to one driveway per business would help create a better walking experience. Access management that encourages adjacent businesses to share parking lots would result in even fewer driveways.

- \* Requiring owners to screen parking lots from view of the street would be a great enhancement to the pedestrian environment.
- \* The City of Dellwood should hire a consultant to draft new zoning ordinance and a comprehensive plan that incorporates the West Florissant Avenue Master Plan vision.

#### 7.5.5 STEP 6: FUNDING STRATEGY DEVELOPMENT

##### **Funding Plan**

Because development is unlikely to occur without public incentives, there is little question that some form of economic development tool (likely many forms) will be needed in order to realize a physical transformation of the corridor. Using the market study conducted for this plan as a basis, fiscal impact analysis should be conducted to determine how much revenue could be generated for different projects through the use of different tools. These sources of funding should be lined up next to the uses (and the costs associated with those uses). In this way, decision makers will have a clearer vision of how different incentive tools might be utilized, what the magnitude of the incentives are likely to be, and what the remaining “gaps” in funding are. A detailed analysis should evaluate possible



and likely incentives and economic development tools to help implement the plan. This analysis will estimate what level of revenue can be generated to fund a tax increment financing (“TIF”), community improvement or transportation development districts (“CID” and “TDD”), and other relevant forms of tax credits, tax abatements, and land assembly. **Until this analysis is completed there should be no new TIF districts formed along the corridor.**

**Funder Research**

The Cities of Dellwood and Ferguson should research local, state and regional funders and make preliminary inquiries and applications. Initial interviews with other organizations that fundraise on a high level should be conducted early on. These organizations may include Citizens for Modern Transit, Great Rivers Greenway, Beyond Housing, and others.

**LONG TERM - MORE THAN NINE MONTHS**

**7.5.6 STEP 7: ESTABLISH LEAD ENTITY TO SPEARHEAD DEVELOPMENT**

The creation of a spearhead organization will move project implementation to a new level. An evaluation of different potential organizational structures is needed. Such an evaluation would look at the resources and capabilities of both

the cities of Dellwood and Ferguson (in terms of staff time and skills) to implement the plan. Other entities, such as community development corporations (CDCs) in the area should be evaluated to determine the capacity to implement the plan, and the business community should be evaluated to determine whether leaders are present who could spearhead efforts for the corridor. The sum of existing assets can therefore be determined and critical “gaps” can be identified in order to suggest the next steps in terms of organizational needs.

While it is likely that all of the above entities will be needed to implement the plan, it is also possible that a new entity is needed to focus on the corridor and coordinate the different stakeholders and programs. This would likely take the form of a community development corporation. Whoever the entity it is, it must coordinate a significant number of initiatives, and have a depth of in-house experience that ranges from real estate, economic, and community development expertise, marketing fundraising, coalition building, advocacy, and forming partnerships.

This entity should play several key roles, among them:

- Coordinate efforts among municipalities, agencies, businesses, and residents

- Provide leadership and advocacy
- Manage incentive districts
- Measure performance
- Apply for and administer grants and tax credits
- Partner with foundations
- Partner with developers
- Structure deals
- Raise funds and assemble property
- Market the district

Ideally a CDC would also take charge of purchasing properties, seeking tax credits, and then actually developing real estate. In some cases this will be the most direct path to getting a good mixed-use project built that delivers exactly what the city hopes for, rather than leaving it to other developers.

If a community development corporation were to be created, funding mechanisms would have to be established to support staff and other essentials, such as facilities, overhead, etc. While incentive programs such as community improvement districts (CIDs) can be used to fund operations, it is likely to be inadequate, and thus other funds will be needed. Some could come from the cities of Dellwood and Ferguson. The St. Louis Economic Development Partnership has demonstrated a

willingness to provide some funding for such efforts.

Importantly, there are several case studies of institutions and foundations in the St. Louis area contributing money for operations and other ventures carried out by a CDC that is working to benefit their surroundings. This can be witnessed in Forest Park Southeast, where two CDCs receive funding from the Washington University Medical Center (WUMC) and have made significant progress. The newly formed Spanish Lake CDC is receiving some funding from Christian Hospital and the St. Louis Economic Development Partnership. Area institutions, such as St. Louis Community College and Emerson Electric could invest in forming a new CDC that could then guide investments toward proven revitalization strategies.

#### 7.5.7 STEP 8: ESTABLISH DISTRICTS FOR TARGETED INVESTMENT

One of the key underpinnings of this plan is to focus investment in a few targeted areas that will be most catalytic for improving property values and economic performance for the corridor and surrounding neighborhoods. This will involve establishing boundaries for districts, as well as incentive tools. It is important to leverage incentive tools in such a way that money is

funneled to public improvements and other elements of this plan that will create the most benefit for the entire community. **Therefore, individual or “property TIFs”, for example, should be avoided in favor of larger district-wide incentives.**

#### 7.5.8 STEP 9: LEVERAGE ECONOMIC DEVELOPMENT TOOLS

Once a funding plan is established that is supported by sound market and financial analysis (which makes predictable returns likely), uses of that funding are prioritized, and an organization structure/implementation entity is established, economic development tools can be leveraged and funds can be directed to established districts. These tools should be used judiciously, since many direct funds from one government program to another. Yet the intent of most of these programs is to assist in the revitalization of economically distressed areas, so their use in the West Florissant corridor—provided safeguards such as market and financial analysis are conducted to increase the likelihood of predictable returns—is consistent with good policy.

#### 7.5.9 STEP 10: EXECUTE A MAINTENANCE AGREEMENT

Before the project can be designed, there needs to be a Maintenance Agreement executed that scopes

out maintenance levels and roles of each partner: St. Louis County, the cities of Dellwood and Ferguson, and any future district entity such as a CID.

The solutions and implementation efforts to create a vibrant streetscape along West Florissant Avenue will be undermined if the street is not adequately maintained. Currently all maintenance of the roadway is handled by St. Louis County, although there are certain tasks that are left undone, such as picking up sidewalk litter. In the future, together with a more attractive streetscape will come the need for a more robust maintenance program. How these new services are to be provided is a critical question, since the County is not in a position to do extra maintenance of landscaping, pedestrian lighting, or the multi-use path, to name three examples.

In addition, achieving the long-term vision shown as a possible design for each segment in Chapter 5 would depend on working out exact roles and responsibilities among the partners.

Through mechanisms such as a special tax district, such as a CID, TIF or TDD as discussed above, an ongoing funding stream can be created to help finance these maintenance costs.



“When you come to a fork in the road, take it!”

– *Yogi Berra*

