



# 07

## **PAGE AVENUE IMPLEMENTATION**

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With the vision for Page Avenue established, implementation will be the yardstick by which the Community will measure the success of the Great Streets Initiative. When considering the challenges of a recovering economy and limited federal funding sources, it is important that there be many strategies in place that will not only focus on Page Avenue, but will provide for a holistic approach to addressing the broader needs of the Community. In essence, the revitalization of the neighborhood and the revitalization of the street are one in the same, and it is important to ensure that greater economic strategies being utilized are grounded in the physical design for the vision. This section of the report is purposed to elaborate on those overall economic strategies as well as to define a plan of phased implementation and partnerships for the full development of the Vision Plan.



PHOTOGRAPH OF EXISTING CONDITIONS ON PAGE AVENUE

## ECONOMIC ENHANCEMENT STRATEGY

**96% of attendees believe that there should be a high priority to “establish a long-term social, economic, and environmentally sustainable place.”**

-Keypad Polling Results

### ***Introduction***

The economic challenges to realizing a transformation of Page into an attractive, walkable, and self-sustaining community include an unappealing, auto-oriented physical form, vacancy, and deteriorated buildings. Yet these problems are largely symptomatic of broader socio-economic challenges that residents of Pagedale face, including relatively low incomes, above average unemployment, poverty, and unequal access to education and jobs—to name a few. As a result, the underlying real estate economics are such that quality new development is dependent on subsidy—tax credits, grants, local incentives, etc.—because buying power is low, making achievable rents low for apartments and retail spaces and therefore creating little incentive for the private sector to act alone in improving Page Avenue.

An infusion of incentives and public/institutional money can be an effective strategy to catalyze a local economy (and is, in fact, a key recommendation of the plan for Page Avenue) but, generally, outside resources are sometimes scarce and uncertain. Tax credits are awarded on a competitive basis and federal grants are in increasingly short supply. Therefore, a long-term strategy is needed—an economic enhancement strategy—to help improve the local economy from within.



TRANSFORMATIONAL IMAGE - PHOTOGRAPH OF EXISTING CONDITIONS ON PAGE AVENUE WITH UTILITIES INFRASTRUCTURE REMOVED

Business attraction is an important part of any economic development strategy, but an economic enhancement strategy, by necessity, identifies ways to empower a community to improve its own fortunes by fostering job creation and entrepreneurship from the ground up. In doing so, the incomes of residents can be raised, making quality development along Page Avenue more economically viable and with less dependence on scarce public resources. In other words, an economic enhancement strategy seeks to make Pagedale more economically self-sufficient and less dependent on “outside money”—thus placing its residents and community leaders firmly in control to achieve their goals for their community.

Beyond Housing has taken a holistic approach toward improving the economy of Pagedale as part of its 24:1 Initiative. Efforts planned or underway include addressing schools, early childhood education, and community capacity building. All of these efforts relate to growing an economy. The purpose of an economic enhancement strategy is not to reiterate elements of that plan or to replace it. Rather, it complements it with specific initiatives targeting economic stabilization and growth, income growth, and job creation.

*When asked ‘What type of places would you most like to do on Page Avenue?’ community survey respondents said...*

- 15.8% said i would like a Town Square (like Lafayette Square)*
- 14.9% said i would like Recreational Parks (like Baerveldt Park)*
- 20.2% said i would like Community Centers (like the YMCA)*
- 11.4% said i would like Community Gardens (like Wayside)*
- 6.1% said i would like Public Buildings (like City Hall)*
- 20.6% said i would like Cultural Amenities (like Pinkhouse)*



TRANSFORMATIONAL IMAGE - RENDERING OF PROPOSED VISION FOR PAGE AVENUE WITH NEW STREET INFRASTRUCTURE

### ***Placemaking: The interrelationship between Housing and Economic Development***

When asked ‘Please tell us one word that should describe Page Avenue tomorrow?’ community survey respondents said...

.... *Better / Improving*

.... *Welcoming / Appealing / Inviting*

.... *Great / Excellent*

.... *New / Modern / Upgraded*

.... *Beautiful*

.... *Vibrant*

With a declining population and ever-more limited federal resources to address housing and community development-related issues, a series of recommendations were made, aimed at targeting changing demographics and community preferences by investing finite resources in the areas where investments can have an outsized impact in transforming economies and housing conditions. These include main streets, historic districts, town centers, and areas near transit stations. The plan for Page Avenue, along with efforts by Beyond Housing, could present a model of economic and physical transformation for other North County communities to follow.

The effects of placemaking can be profound on real estate. Studies have shown that where the place is inviting (and often open-air), shoppers stay longer and spend more. Anchors are particularly important for retailers, so developing those elements that draw people in—a grocery store (already in place), meaningful public space, and a cinema and other leisure attractions—is essential. In this way, the plan for Page can bolster the economic performance of Page by creating a central gathering place such as a civic greenspace or plaza, slowing down traffic, and making a more inviting pedestrian realm with buildings oriented toward people rather than cars.



TRANSFORMATIONAL IMAGE - RENDERING OF PROPOSED VISION FOR PAGE AVENUE WITH NEW DEVELOPMENT &amp; POPULATION

As a housing and employment strategy, the development of an appealing town center or main street with attractive public space, retail, services, and entertainment is a catalyst that improves property values and increases the desirability of an entire area or community as a place to live and do business. A place-based approach can help improve the trajectory of property appreciation for homeowners in Pagedale—and their economic outlook- in very measurable ways, including home equity and net worth, and, by extension, their ability to maintain and improve their properties, finance education for their children, and start a business. More than simply creating a park or investing in street lamps, investments in a truly placed-based approach can help empower residents by making a community less dependent on public money.

*81% of attendees believe that there should be a high priority to “establish a street that serves all types of transportation, including pedestrians.”*

-Keypad Polling Results



EXAMPLE OF COMMUNITY GARDEN

### Urban Agriculture

Urban agriculture has gotten a great deal of press recently as a community revitalization tool. In fact, it presents two opportunities: a catalyst for community empowerment and neighborhood stabilization, and a commercial enterprise. A study by Gateway Greening showed better rates of property appreciation, rent growth, occupancy, and homeownership—basic metrics indicating a neighborhood's health—in the vicinity of its community gardens. This demonstrates that while community-based urban agriculture may not always directly stimulate the economy in the form of jobs and income, it can help stabilize a neighborhood by boosting marketability, desirability, and economic competitiveness.

In areas such as North St. Louis and North St. Louis County, an abundance of vacant land now coincides with demand for locally grown food. For-profit businesses such as Bright Farms, which is partnering with Schnuck's to build a facility in the St. Louis region, as well as Garden Fresh Farms in St. Paul and FarmedHere in Chicago, have shown promising results as economically sustainable enterprises that could produce jobs and thus promote direct economic activity.

Urban agriculture can play two roles in the revitalization of Page Avenue specifically. First, they can serve as interim uses for land at the far edges of the corridor that are unlikely to be developed in the next five years. Second, the public market can be used to sell products grown in Pagedale, thus providing a direct link between Page Avenue and this effort aimed at neighborhood stabilization, job creation, and wellness.

### Business Incubators

In addition to a business attraction strategy, there is also a need to allow startup and existing businesses to grow organically from within the community. As St. Louis continues to recover from the recession, more emphasis has been placed on innovation and entrepreneurship both regionally and nationally, and the public and private sector continue to form partnerships and develop programs to assist small businesses in their development and growth. Business incubators have been effective ways to allow startup and existing businesses to work in a collaborative environment, as well as receive educational, mentoring, and counseling services. They also provide access to broader networks and opportunities through which to grow and expand. The incubator space usually offers below-market rents so the business can focus more investment in product development, marketing, and expansion. The ultimate goal is that the business "graduates" from the space and ideally moves to a permanent space within the community. This way the businesses incubator functions as a catalyst for economic development in terms of local job growth, community wealth building, and real estate development.

In urban areas, establishing an incubator in an existing vacant or underutilized property is an effective way of putting these types of properties back to a productive use while also bringing new commercial activity to the area. Businesses incubators typically operate at a loss, so subsidies are required for initial startup costs, real estate, and operations, but depending on the size and success of the program, some incubators can break even from the rents paid by business tenants.

## Retail-Oriented Incubators and Public Markets

Though many business incubator models are geared towards promoting IT-oriented businesses, there are also successful incubator models that focus on retail-oriented business in industries such as food production, restaurants, fashion, jewelry, home decorations and furnishings, or any other industries that require physical design and production. There is a great opportunity on Page Avenue to provide assistance to these retail oriented startups that can then grow and expand their businesses locally. Many retail oriented incubators offer business assistance services, office and production space, as well as retail space for test marketing new product lines in a public setting. These retail spaces can be in the form of a storefront or even a public market or flea market. There could be an opportunity to leverage the namesake of Frison Market by relocating it to Page Avenue and allowing retail incubator "students" to sell their products with the hopes of eventually relocating to a permanent brick and mortar location. In addition to the incubator opportunity, having an active public market on Page Avenue would bring much needed commercial activity to the corridor that could then trigger additional retail activity.

## Workforce Development

The future prosperity of Pagedale is also dependent on having a skilled workforce with access to the resources that connect them to future employers and living wage jobs. A large part of this skillset includes workplace etiquette of dress code, punctuality, personal finance, and interpersonal skills that help prevent the revolving door of unemployment and set the stage for future advancement and promotion. Many of these resources are available in the region, including the MET Center in Wellston that provides adults with programs that build job and life skills to ensure employment and self-sufficiency.

An economic development liaison could work directly with existing and new businesses on Page to make sure that Pagedale residents are getting the training needed to make them employable. Such efforts will ensure that a revitalized Page Avenue not only provides Pagedale residents an appealing place to shop and spend their free time, but jobs and a source of income.



EXAMPLE OF A BUSINESS INCUBATOR

## Public-Private Partnerships

Because the road to economic enhancement and self-sufficiency is not financeable purely by the private sector, partnerships are necessary. Where interests are aligned by the public, private/business, non-profit, or institutional sectors, opportunities exist to improve Pagedale to a greater degree than would be possible if any one sector acts alone.

## Public Sector

The roles for the public sector are many, including facilitation and the development of infrastructure. Local economic development programs exist that allow a government to capture taxes generated by a corridor or commercial district and—rather than distribute those revenues throughout the community—focus them on the specific area generating those revenues, concentrating funds in an area likely to generate economic growth for a broader area. Other programs, such as tax credits, can be utilized to bridge financial "gaps" necessary to complement private funding and realize a community's aspirations for a project or district.



EXAMPLE OF FARMERS MARKET

## Private Lenders

Private lending plays a pivotal role in real estate development, business incubation, and a number of other economic enhancement strategies. The goal for Pagedale—or any community, for that matter—is to leverage private finance to its full extent in bringing development projects and other efforts to life, spending public resources only when necessary.

## Business Community

The business community can play a significant role in improving the economic fortunes of a community first and foremost by providing jobs. But, the business community also has a vested interest in their surroundings and can act as a catalyst in other ways—for example, by serving as an anchor tenant in a community that is revitalizing itself, or providing venture capital for business start-ups—a role whose importance has been increasingly recognized in business incubation. In Cincinnati, a number of corporations put together a pool of patient capital for use in land acquisition and land banking, which has had a profound effect in transforming the Over-the-Rhine neighborhood and leveraging other dollars.

## Non-Profits

Non-profits, such as Beyond Housing, can really provide the “glue” that establishes goals and priorities and acts on them, in conjunction with public and private partners. Often more nimble and possessing more real estate expertise than the government sector, a non-profit community development corporation (CDC) is an essential implementer and partner if Page Avenue is to be revitalized.

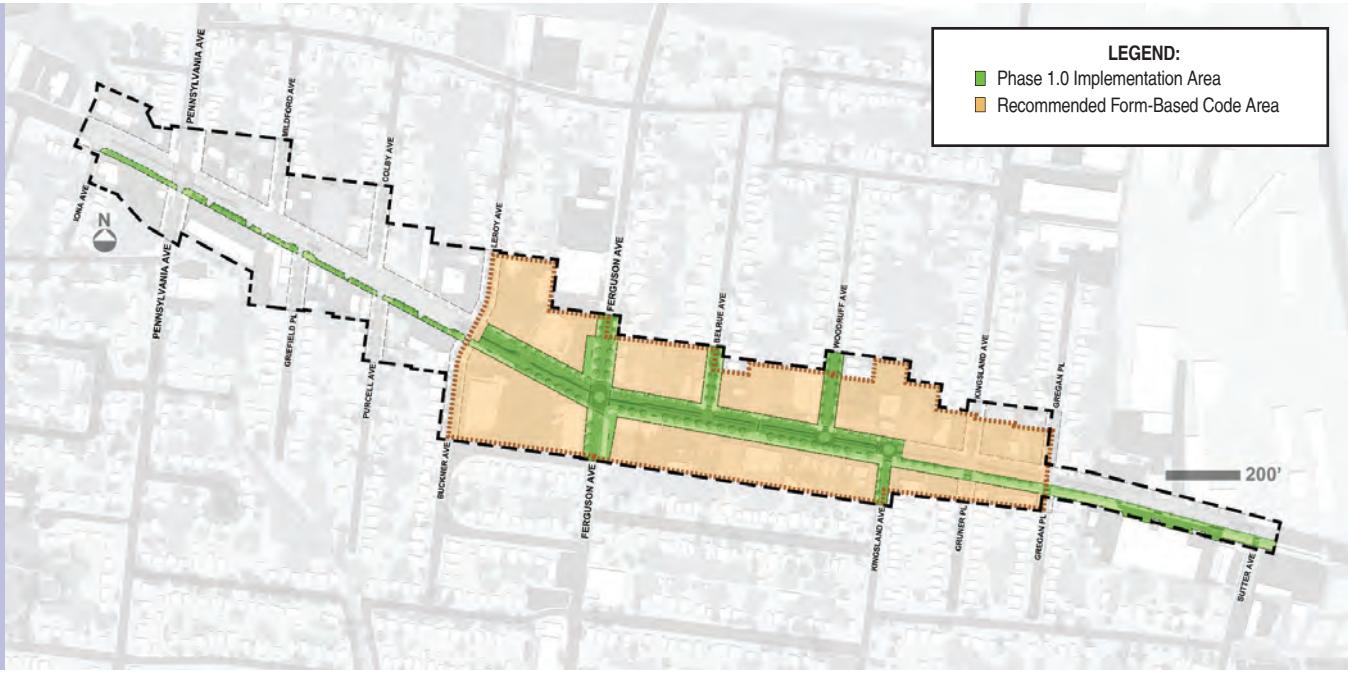
## Institutions

Like the business community, institutions also provide jobs. Unlike the business community, their interest in a community is often more vested, because they tend to stay in the same place for decades. Further, they often possess institutional knowledge that is useful in understanding and resolving problems. The Public Policy Research Center at the University of Missouri St. Louis (UMSL) is an excellent example of such a resource.

## Foundations

Foundations often have a specific set of goals and objectives—public “goods”—that they seek to accomplish. More than simply “last resorts” called upon when all other funding options fall short, foundations can provide true aligned-interest partnerships with the resources and expertise to help effect positive change. The Kauffman Foundation, for example, focuses on entrepreneurship and could prove to be an excellent partner in getting a business incubator up and running. Other foundations focus on health and nutrition or education. Beyond Housing has typically sought partnerships wherever possible in furthering the goals of Pagedale.

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MAP OF IMPLEMENTATION PHASE 1.0 AREA

## IMPLEMENTATION: PHASE 1.0 NEAR TERM: 1-3 YEARS

### Narrative of the Strategy

The basic strategy for Phase 1.0 of the Great Streets Initiative is four (4) fold. The goal of this phase is to first connect the new vibrancy of the Save-a-Lot and the Rosie Shields Senior Living Facility with a new streetscape to the west and a new greenway to the east, and second, to form the core of the Town Center from Buckner Avenue to Kingsland Avenue while new developments are being completed at the intersection of Page Avenue and Ferguson Boulevard.

### Steps of the Strategy

**Step 1:** City of Pagedale to proceed with Phase II Page Avenue Streetscape Improvements provided for in the St. Louis Transportation Improvement Program by the East-West Gateway Council of Governments for fiscal years 2014 to 2017. Establish specific project area for these improvements on the south side of the street from Pennsylvania Avenue to Buckner Avenue.

*Cost for Improvements: Approximately 600K.*

**Step 2:** Beyond Housing & City of Pagedale to form partnership with Great River's Greenway and seek funding for the design & construction of the St. Vincent Greenway on the south side of Page Avenue from Sutter Avenue to Ferguson Avenue. Additionally, seek matching funds / cost sharing with MSD and Ameren UE for underground utilities work. Coordinate with MODOT, who will act as oversight and review during the process, and further engage with NEFF Press to coordinate design appropriately.

*Cost for Improvements: T.B.D.*

**Step 3:** Beyond Housing & City of Pagedale to conduct an open and transparent process in order to develop a form-based code for the area between Gregan Place and Ferguson Avenue.

*Cost for Improvements: Not Included*

**Step 4:** Beyond Housing & City of Pagedale to work closely with the East-West Gateway Council of Governments to seek local, state, or federal funding for the Town Center Streetscape between Buckner Avenue and Kingsland Avenue (south), and prioritization in the Transportation Improvement Program for FY 2014 - 2017\*.

*Cost for Improvements: Approximately \$9.06M*

\*See Review of the Plan with Respect to the Transportation Program in the appendices of this report for eligibility & evaluation.

### Cost of Phase: \$9.66M

The following is a brief breakdown of the costs for this phase of the streetscape work.

#### BASICS:

Public Spaces & Amenities:	0.45 M
Roadway & Street Improvements:	2.32 M
Utilities Work / Relocations*:	1.90 M
Bus & Bicycle Improvements:	0.24 M
Sidewalk Improvements:	2.09 M
SUBTOTAL:	7.00 M

Design Fees (15% of Subtotal)	1.05 M
Contingency (20% of Subtotal + Design Fees)	1.61 M

PHASE 1.0 TOTAL	9.66 M
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\*Utilities Work / Relocations indicates cost for both Phases 1.0 & Phase 2.0.

## Implementation Partners

- The East-West Gateway Council of Governments
- Beyond Housing
- The City of Pagedale, Missouri
- The Great Rivers Greenway District
- The Missouri Department of Transportation
- St. Louis Department of Highway & Traffic
- St. Louis County Department of Planning
- METRO
- Metropolitan Sewer District
- Ameren UE
- NEFF Press

## Funding Tools

- TIGER Grant Program
- MODESA (Tax Increment Financing)
- EPA Smart Growth Implementation Assistance Program
- Private Funding Sources



CONCEPTUAL PLAN FOR LANE DROP / ADD AT PENNSYLVANIA AVENUE

## Recommended Roadway Implementation & Phasing

It is recommended that the transition from the existing five-lane to the proposed three-lane cross-section occur via lane drops/adds at the signalized intersections with Pennsylvania and Ogden Avenues. Specifically, the outside eastbound lane would drop as a right-turn-only at Pennsylvania, while a second westbound lane would be added at that location, as depicted at the top of this page. Similarly, the outside westbound lane would drop as a right-turn-only at Ogden Avenue. The existing right-turn lane at Ogden would be converted to a shoulder.

These limits for the three-lane cross-section are consistent with the traffic volumes on Page Avenue, and they provide an appropriate gateway into the primary Great Streets project area. While Pennsylvania coincides with the western limits of the core area, Ogden Avenue was chosen as the eastern limit to better accommodate the St. Vincent Greenway. The Greenway will intersect Page Avenue near Ogden and traverse the overpass between Ogden and Sutter Avenue, so it will be necessary to accommodate it within the existing cross-section on the bridge by reducing the number of vehicular lanes.

While the permanent infrastructure would be implemented in phases as noted above, it is recommended that the reduction to three lanes occur throughout the full study area between Pennsylvania and Ogden Avenues as part of Phase One of the plan. This would provide several benefits:

- It will result in a three-lane section of sufficient length to encourage driver compliance and to facilitate traffic calming. It also reduces the distance for pedestrians to cross Page Avenue, which is a significant existing need.
- It will provide an appropriate buffer and transition area for motorists entering from the west before they reach the core redevelopment area in Phase One and its pedestrian-scale environment.
- The St. Vincent Greenway will need to be added on the existing overpass between Sutter and Ogden Avenues as part of Phase One, and the reduction to three vehicular lanes in this section will provide sufficient space to add the trail and a protective barrier on the bridge.

As noted previously, it is not feasible to build the full infrastructure of the plan initially. Instead, it is recommended that the lane reductions outside of the Phase One project area be accomplished at a low cost initially via re-striping and signage. Additionally, the use of large planters or other physical barriers to reinforce the lane reductions near the intersections should be considered. MoDOT staff has indicated that such features may be permissible under permit, provided the City agree to maintain them.



MAP OF PHASE 2.0 IMPLEMENTATION AREA

## IMPLEMENTATION: PHASE 2.0

### MEDIUM TERM: 3-7 YEARS

#### **Narrative of the Strategy**

The basic strategy for Phase 2.0 of the Great Streets Initiative is to focus on the eastern entryway into the new Town Center, as well as complete street improvements necessary to reconnect the Community to the Wellston Metrolink Station. If funding sources are secured in Step 4 of Phase 1.0, then Phase 2.0 should be completed at the same time as Phase 1.0.

**Step 1:** Beyond Housing & City of Pagedale to work closely with the East-West Gateway Council of Governments to seek local, state, or federal funding for the Eastern Entryway Streetscape between Sutter Avenue and Kingsland Avenue (north), and prioritization in the Transportation Improvement Program\*.

*Cost for Improvements: Approximately \$1.75M*

\*See Review of the Plan with Respect to the Transportation Program in the appendices of this report for eligibility & evaluation.

**Step 2:** City of Pagedale to adopt form-based code completed in Step 3 of Phase 1.0 into the Municipal Code of the City of Pagedale.

*Cost for Improvements: Not Included*

**Step 3:** City of Pagedale to consider conducting an open process with the residents of Pagedale and the stakeholders of Gregan Place and Gruner Place (on south side of Page Avenue) and determine the feasibility and impacts of opening the gates at the south end of the street to pedestrian and vehicular circulation.

*Cost for Improvements: Not Included*

#### **Cost of Phase: \$1.75M**

The following is a brief breakdown of the costs for this phase of the streetscape work.

##### BASICS:

Public Spaces & Amenities:	0.13 M
Roadway & Street Improvements:	0.73 M
Utilities Work / Relocations*:	0.00 M
Bus & Bicycle Improvements:	0.00 M
Sidewalk Improvements:	0.39 M
<b>SUBTOTAL:</b>	<b>1.25 M</b>

Design Fees (15% of Subtotal)	0.20 M
Contingency (20% of Subtotal + Design Fees)	0.30 M

<b>PHASE 1.0 TOTAL</b>	<b>1.75 M</b>
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\*Utilities Work / Relocations costs are included in Phase 1.0.

#### **Implementation Partners**

- The East-West Gateway Council of Governments
- The City of Pagedale, Missouri
- The Missouri Department of Transportation
- ECO Recycling

#### **Funding Tools**

- TIGER Grant Program
- EPA Smart Growth Implementation Assistance Program
- Private Funding Sources



MAP OF PHASE 3.0 IMPLEMENTATION AREA

## IMPLEMENTATION: PHASE 3.0

### LONG TERM: 7-15 YEARS

#### **Narrative of the Strategy**

The basic strategy for Phase 3.0 of the Great Streets Initiative is to focus on the western entryway into the new Town Center, as well reconfigure some connections into the neighborhood. If funding sources are secured in Step 4 of Phase 1.0, then Phase 3.0 should be completed at the same time as Phase 1.0.

**Step 1:** City of Pagedale to conduct a feasibility study to ascertain the feasibility of reconfiguring the intersections of Buckner Avenue and Leroy Avenue with Page Avenue into a singular intersection.

*Cost for Improvements: Not Included*

**Step 2:** Beyond Housing & City of Pagedale to work closely with the East-West Gateway Council of Governments to seek local, state, or federal funding for the Western Entryway Streetscape between Sutter Avenue and Kingsland Avenue (north), and prioritization in the Transportation Improvement Program\*.

*Cost for Improvements: Approximately \$2.73M*

\*See Review of the Plan with Respect to the Transportation Program in the appendices of this report for eligibility & evaluation.

#### **Cost of Phase: \$2.73M**

The following is a brief breakdown of the costs for this phase of the streetscape work.

##### BASICS:

Public Spaces & Amenities:	0.13 M
Roadway & Street Improvements:	0.64 M
Utilities Work / Relocations:	0.53 M
Bus & Bicycle Improvements:	0.01 M
Sidewalk Improvements:	0.67 M
<b>SUBTOTAL:</b>	<b>1.98 M</b>

Design Fees (15% of Subtotal)	0.30 M
Contingency (20% of Subtotal + Design Fees)	0.45 M

**PHASE 1.0 TOTAL** **2.73 M**

#### **Implementation Partners**

- The East-West Gateway Council of Governments
- The City of Pagedale, Missouri
- The Missouri Department of Transportation
- METRO
- Metropolitan Sewer District
- Ameren UE
- Save-A-Lot

#### **Funding Tools**

- TIGER Grant Program
- EPA Smart Growth Implementation Assistance Program
- Private Funding Sources