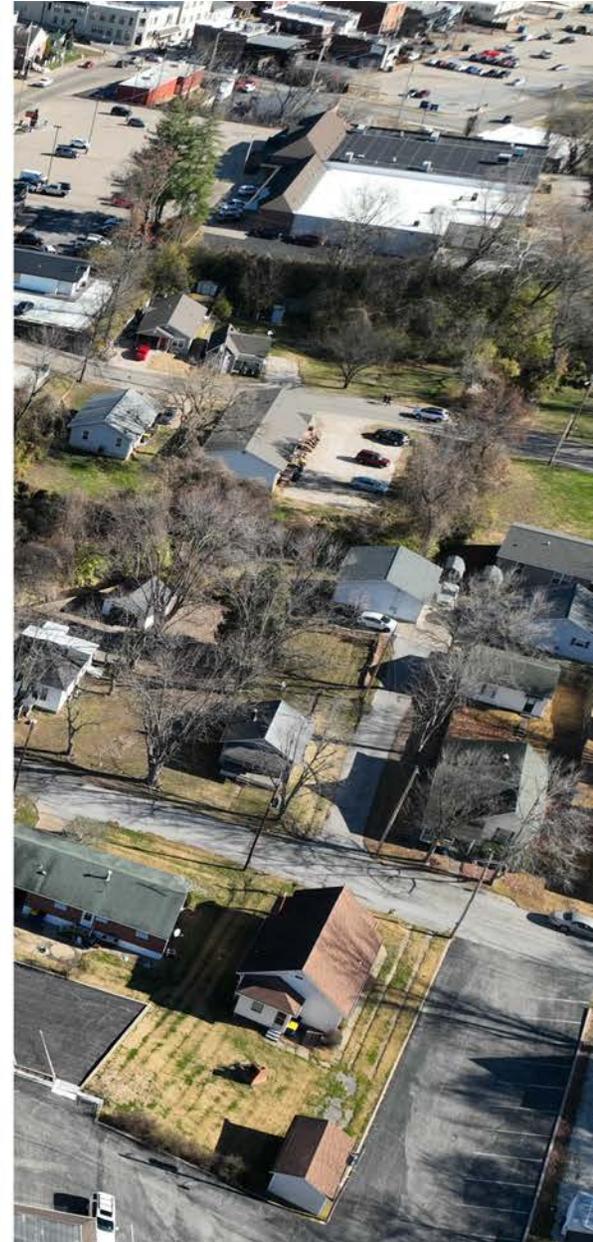


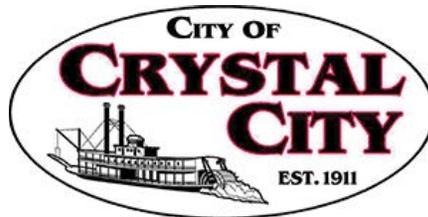
# TWIN CITIES GREAT STREETS



*Twin Cities: Cities of Crystal City and Festus*

*June 2022*

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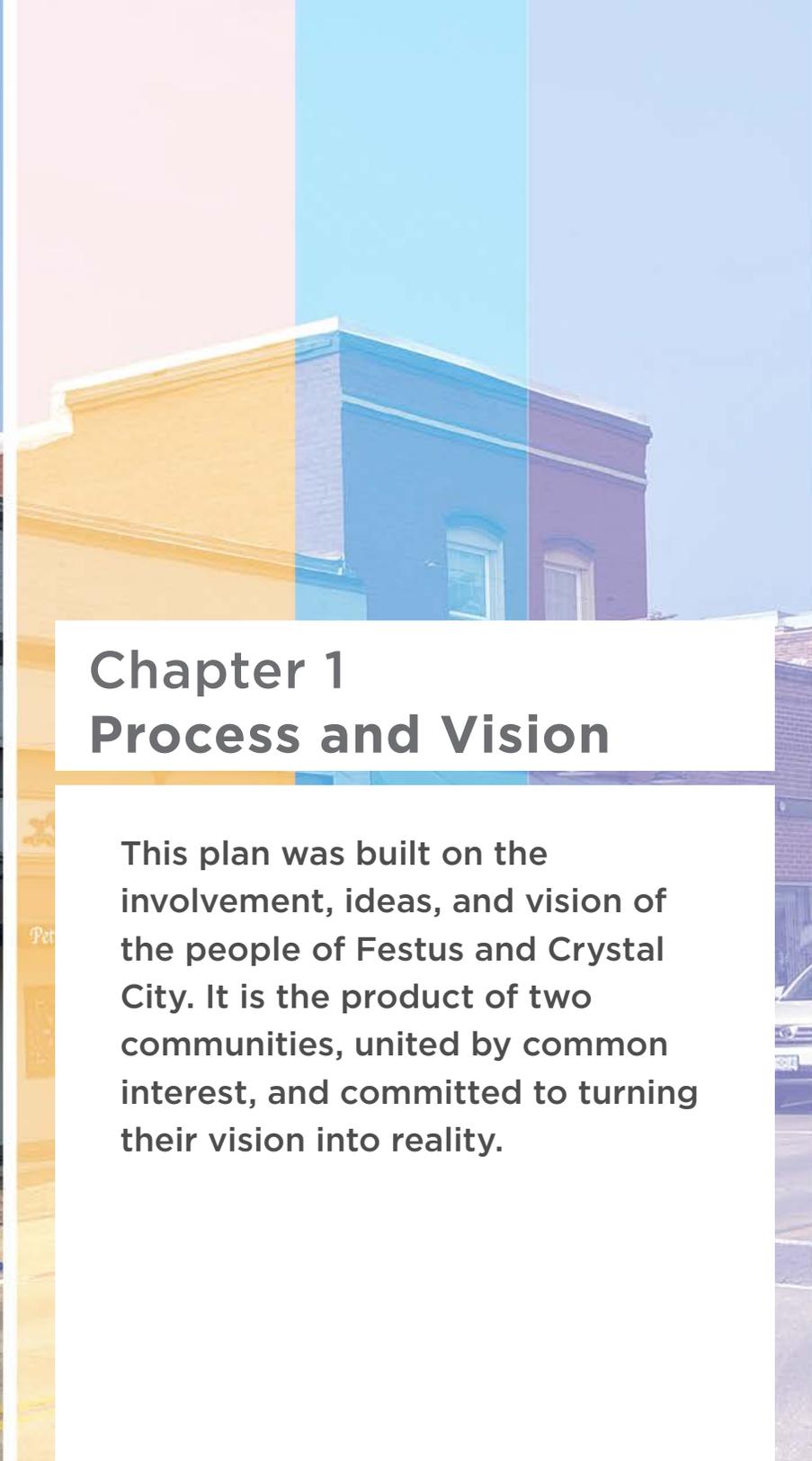


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**The M2M Plan is made possible by collaboration between the City of Crystal City and City of Festus, in partnership with the Great Streets Initiative administered by the East-West Gateway Council of Governments.**



## Chapter 1 Process and Vision

This plan was built on the involvement, ideas, and vision of the people of Festus and Crystal City. It is the product of two communities, united by common interest, and committed to turning their vision into reality.





## GREAT STREETS FOR THE TWIN CITIES

Allan B. Jacobs' landmark book, *Great Streets*, helped people look at the physical and emotional environment of streets with newly opened eyes. His work taught us to look at streets as living places, full of potential in their vitality, details and relationships with the private environment. Too often, we view streets as conduits instead of places – and the very word “corridor” that all of us use implies something that is dark, narrow and something that we hope to get through as quickly as possible.

Streets are the category of public space that we experience most often and directly in our everyday lives. They are our primary contact with the public realm when we drive, bike, walk or ride to the destinations where we do most of our living. They are the front doors to our neighborhoods and business districts and define the image and quality of our cities. Streets can bring us together or pull us apart.

A Great Street offers something to everyone. They can be avenues

for economic development, social interaction, aesthetic appreciation, civic pride, and even history and storytelling. They have layers of meaning and add meaning to the city routine.

It is exactly this perspective that helps us recognize the potential of our streets. and drives our passion to make them powerful contributors to the quality of their cities and the wellbeing of their users. The sequence of streets that make up our current study area – Park Avenue, Main Street, Bailey Road and Mississippi Avenue – unify the Twin Cities Of Crystal City and Festus on a symbolic passage from city hall to city hall.

Major community streets are individuals in character but all more or less share certain attributes:

**All Great Streets reflect the vision of their communities for the corridor and how the corridor is woven into the fabric of their communities.** This vision is expressed by the people who live, work, play, and learn in the corridor. The Great Streets plan expresses that vision in words, maps, and illustrations and provides a roadmap to guide implementation.

it guides planning in directions that succeed functionally, socially, economically and environmentally.

- **Great Streets are designed for people and places, not just for cars and traffic.**

They should provide a human scale in which people are comfortable and secure and not intimidated. They are bridges and destinations, not barriers. Buildings and uses along them relate to the street rather than back away from it. The scale, variety and density of the street environment engage the pedestrian.

- **Great Streets are major public investments and assets.** They are public environments that support human activities and encourage positive interactions. Their design and infrastructure add to the sense of place and do not detract from it.

- **Great Streets integrate all modes of transportation, including walking, biking, riding on transit and driving.** They positively provide safety and comfort for all roadway users and give the highest consideration to vulnerable users, rather than relegating them to “tolerated” status.

They emphasize multimodal connectivity.

- **Great Streets have a healthy mix of land uses that connect and reinforce one another.**

Single-use streets can be very pleasant and mixing of uses is not suitable everywhere. But great urban streets usually connect different land uses in ways that create compact and active city environments.

- **Great Streets evolve.** They have the capacity to accommodate positive change as markets, economics and even neighborhood characteristics change. Even Great Streets have development patterns that will use some sites inefficiently, but these also provide flexibility for change.

The Main to Mississippi study area is unique for both its continuity and variety. Its 1.5 mile length unifies the hearts of two cities and their seats of public life. It also encompasses five distinctive environments that each have their own separate character but can make beautiful music together. This plan's mission is to show how the potential of Main to Mississippi can be realized.

## **THE GREAT STREETS INITIATIVE**

East-West Gateway Council of Governments (EWG) launched the St. Louis Great Streets Initiative in early 2006 to expand the way communities think of their streets. Rather than viewing a roadway project as solely a way to move more cars and trucks faster, the goal of the St. Louis Great Streets Initiative is to trigger economic and social benefits by centering communities around interesting, lively and attractive streets that serve all modes of transportation.

In 2021, the Cities of Festus and Crystal City were selected to participate in the Great Streets Initiative to envision a bold but attainable future for the Main to Mississippi corridor - uniting two cities with common purpose while respecting and building on their individual identities.

### **Principles of Great Streets**

**1** Great Streets are great places.

**2** Great Streets integrate land use and transportation planning.

**3** Great Streets accommodate all users and all modes.

**4** Great Streets are economically vibrant.

**5** Great Streets are environmentally responsible.

**6** Great Streets rely on current thinking.

**7** Great Streets are measurable.

**8** Great Streets develop collaboratively.

For more information, visit:

[www.ewgateway.org/transportation-planning/great-streets-initiative/](http://www.ewgateway.org/transportation-planning/great-streets-initiative/)

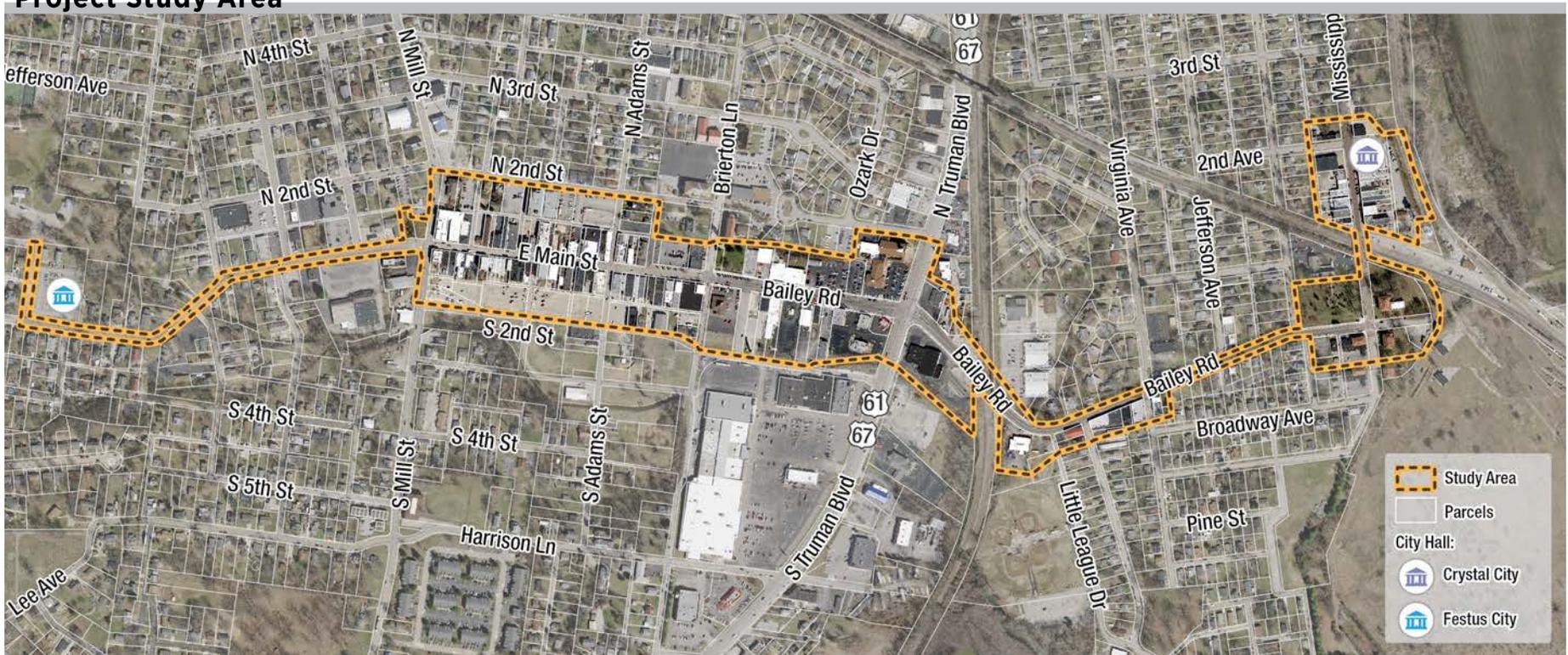
## WHAT IS THE M2M PLAN?

Main Street districts are the image centers of their communities – the visual picture that we associate with a town. Like people, Main Streets are individuals – no two districts in the world are exactly the same. The M2M (Main to Mississippi) Plan connects two such unique districts. But even more importantly, it represents a joint venture of two cities – Festus and Crystal City, Missouri – to create a whole that is more than the sum of its parts. This cooperative enterprise has the potential to create a unique business environment with new business opportunities, build a destination for both community residents and the South

Metropolitan area, improve infrastructure, and capitalize on the history and stories of the Twin Cities.

The M2M Plan recommends bold yet practical actions to achieve that future, able to guide incremental policies and decisions in a cohesive, outcome-oriented direction. Like any good plan, it has the flexibility to adapt over time to changes and individual actions without losing sight of its long-term vision – using Great Streets principles to create a great place for Crystal City, Festus, and the surrounding region.

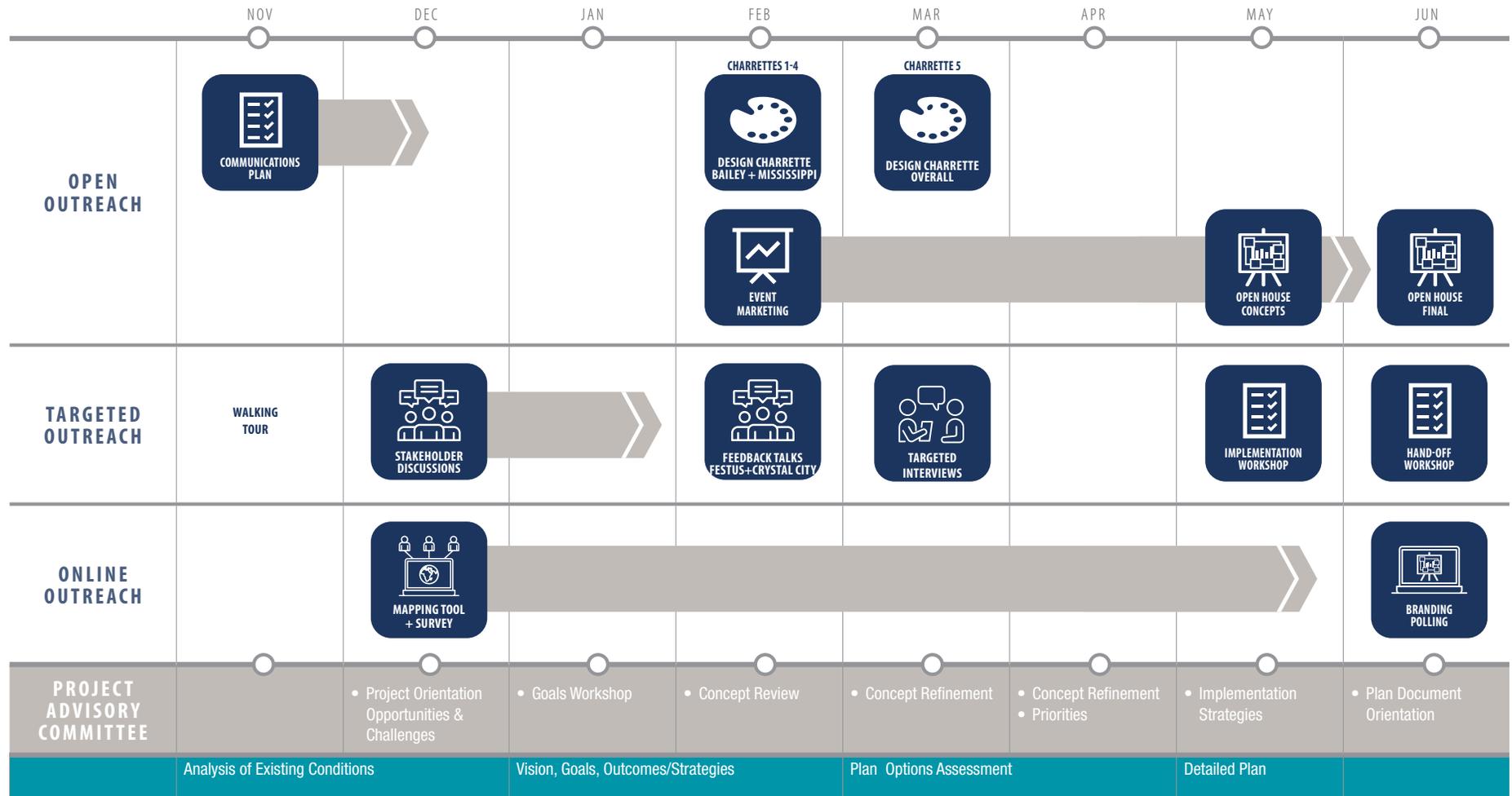
### Project Study Area



Source: RDG Planning & Design, East-West Gateway COG

## THE PROCESS: HOW WAS THE M2M PLAN DEVELOPED

A successful plan requires a successful process. People in the Twin Cities have a strong connection with their individual communities and a strong awareness of their inter-related stories. Issues ranging from parking to community and regional identity can also generate strong opinions. The M2M process provided many opportunities for discussion and debate from its kickoff in November 2021 to its last open house in June, 2022, ensuring that all points of view were heard.





## Plan Committees

Three standing committees were central to creating the M2M Plan. The **Plan Advisory Committee (PAC)** represented a variety of community and business interests and met seven times at key milestones during the course of the project, **The Plan Management Committee (PMC)**, included staff from both cities and the EWG Council. It met regularly to coordinate progress and discuss important issues as they emerged. The **Technical Committee (TC)** included specialized organizations such as transportation agencies and utilities for consultation, meeting as necessary to consult on technical issues.



## Stakeholder Interaction

These techniques involved individual and small group discussions, in both in-person and virtual formats. **Stakeholder interviews** were 90 minute, in-depth small group discussions with people with major interests in the M2M study area. **Business canvassing** took us door-to-door to discuss specific concerns and ideas with 29 businesses. **Customer interceptions** included informal short conversations with customers on the street about their shopping experience and ideas for the district. Distributing flyers and promotional materials at local businesses gave us additional opportunities for interaction.



## Online Activities

The process included an extensive on-line presence. Both Festus and Crystal City hosted pages on their **websites** to provide information and access the plan concepts. Over 100 people used an **interactive mapping exercise** to provide site-specific and general ideas and input and a **survey questionnaire** explored people’s perspectives and preferences for the study area. **Digital polling** was used to consider and rate ideas for a brand for the Main to Mississippi district. **Social media posts** were pushed by Festus and Crystal City staff multiple times leading up to each public event. Affiliate organizations also pushed notifications.



## Design Studios

We held five multi-day public design studios during February and March, 2022. At these public sessions, we developed many of the major concepts of the physical plan in partnership with community members and stakeholders. Each studio focused on a specific segment of the M2M corridor, and included a multi-disciplinary team of planners, urban designers, engineers, and architects.



## Open Houses

Each design studio ended with an open public presentation and discussion of work in progress. Two additional open houses took place in May and June, 2022. The first provided a public review and discussion of major plan concepts. The second presented the plan document itself.



## Engagement Snapshot

Stakeholder discussions provided in-depth information about the study area, helping the project team understand perceived opportunities and challenges in the study area. In addition, workshops, public meetings, and open houses allowed people to share their ideas and hopes for the Main to Mississippi corridor.

Publicity for attracting community input and feedback included news channel coverage, several radio talk shows appearances, articles in the local newspapers, multiple social media postings before each event, e-mail blasts, and going door-to-door to businesses.

While people expressed many opinions and ideas, common themes and priorities emerged. This section summarizes these comments, grouped by thematic area.



### Activity and Businesses

- Make the overall district a living place outside of typical business hours. Attract businesses that add activity after 5:00 pm.
- Recruit restaurants, entertainment and retail businesses.
- Add more nightlife to Downtown.
- Recruit a signature business to Crystal City with spillover benefits to other storefronts.
- Encourage retail consistent with market support.
- Encourage businesses that complement each other and provide more reasons for people to visit the district.

### Access

- Rebuild Main Street to make it more accessible for people.
- Improve connectivity across Highway 61/67. Connectivity for pedestrians and bicycles can be dangerous. Access across the highway should be relatively easy.
- Ensure that there is adequate parking that is available, well-designed and convenient for businesses, residents and visitors.

### Image

- Develop a collective identity for joint, external marketing, while maintaining distinct themes for both main streets.
- Maintain a welcoming, safe, and inviting feel.

### Parks and Open Space

- Develop usable open space that ties into the rest of the district.
- Create a connected system using existing and potential parks and open spaces.
- Create spaces that attract people, and provide places for programmed activities and public celebrations.
- Extend the trail system to connect downtown to broader trail systems.

### History

- Preserve surrounding historic buildings and adding special events and activities.
- Maintain the heritage of the area.



## Land Use

- Create new, quality housing opportunities while expanding the diversity of housing types available in the Twin Cities.
- Redevelop underused sites to support higher and better uses
- Increase density of activity to attract new activity.



## Implementation

- Establish consistent codes for both downtown districts.
- Create and refine city incentives to promote economic development.
- Communicate with current property owners as redevelopment occurs.
- Implement the plan in a consistent, fair and realistic manner.



## VISION AND PURPOSE

*The Main to Mississippi Plan is based on the vision that a Great Street connecting the Twin Cities of Festus and Crystal City – their City Halls, historic town centers, neighborhoods, and centers of local enterprise - will create a unique place of great benefit to their people and businesses, and shares that uniqueness with the people metropolitan region around them. We envision a unified district that...*

### **Stimulates investment and entrepreneurship.**

Public policy and investment can water the garden for ideas and enterprise that the district can become. An attractive and exciting place draws visitors and stimulates the sales and activity that rewards public investment. In addition, entrepreneurs and startups are attracted to exciting places that encourage collaboration and a sense of belonging to something important.

### **Attracts and retains new business, customers and visitors.**

Improvements to parking, traffic and public spaces create a friendlier and more convenient environment for people to visit, shop and stay for a while. A customer friendly and delightful environment helps existing businesses flourish and encourages new businesses to make their home.

### **Uses its environment to the advantage of both cities.**

Growth in the Saint Louis metropolitan area has begun to turn toward the south. An economically strong and experientially appealing central corridor will advance the Twin Cities' ability to take advantage of this potential. In addition, both cities offer walkable main street districts that are rare in the south metro area. By enhancing this product, the M2M corridor will position itself to attract people from this larger region. An active, vibrant, and convenient district is the key.

### **Provides functionally solid and visually appealing public infrastructure.**

Quality infrastructure underlies a quality commercial environment. Basic systems like utilities, sewers, and stormwater management, should be dependable. The street environment itself should be accessible to all and support the customer experience. These essential components must work quietly but effectively.

### **Creates a great place for its citizens that celebrates history and values.**

An important economic and civic district like M2M should be a place that its main constituents – the residents and businesses of the Twin Cities – enjoy and take pride in. It should reflect the history of Crystal City and Festus in its stories, sympathetically maintained and rehabilitated historic buildings, and overall feeling.



FESTUS



CRYSTAL CITY

## THE BIG IDEAS: REALIZING THE VISION



### ***One Connected District, Five Facets***

The M2M District will market itself and develop as a cohesive district under a unified brand. Uniquely, it is a brand enriched by recognizing and celebrating the identity of two communities of common interest and the changing nature of five individual character areas.



### ***Green Streets for Pedestrians***

The M2M District will place accessibility, safety, and quality experience for pedestrians and other active users on equal footing with those of motorists. Street design will use landscape, public space, amenities, art, and storytelling to enrich the pedestrian experience. Streets and destinations will be accessible to all users, with a particular emphasis on people with mobility needs or impairments.



### ***Convenient Parking that Fits the District***

The M2M District will provide convenient, easy to use, and attractive parking sufficient to meet the needs of customers and workers. Parking will enhance rather than dominate the urban environment, designed to manage negative effects like excessive stormwater runoff. Off-street parking will be clearly connected to main street destinations.



### ***Connected Community Green***

The M2M District will connect the built and natural environments. It will use creeks and adjacent public spaces to create a multi-use park for play, events, informal gathering, and active and passive recreation. Trails and bikeways will connect the M2M District to surrounding neighborhoods in Crystal City and Festus.



### ***Highway Crossroads***

The intersection of Truman Boulevard (US 61/67) and Bailey Road will be a major center for new development and a gateway at the center of the district. It will be a bridge between the two sides of the corridor - visually connected and easily crossed by people using all modes. It will encourage people traveling regionally from north and south to explore the district on its east and west.



### ***Preserving Historic Character***

The M2M District's commercial architecture spans a series of periods, from the 19th Century to Mid-Century Modern. Appropriately rehabilitated storefronts in both Crystal City and Festus will help tell the stories of the Twin Cities and add to the character and attraction of the district's physical environment.



### ***Business Development***

The M2M Corridor will be a garden for new businesses and ideas, using its renewed environment, unique features, and community to become a location of choice for new places to eat and drink, creative retailers, innovators, artisans and craftspeople, and start-ups. Affordable commercial space will provide some of the fertilizer for the garden.

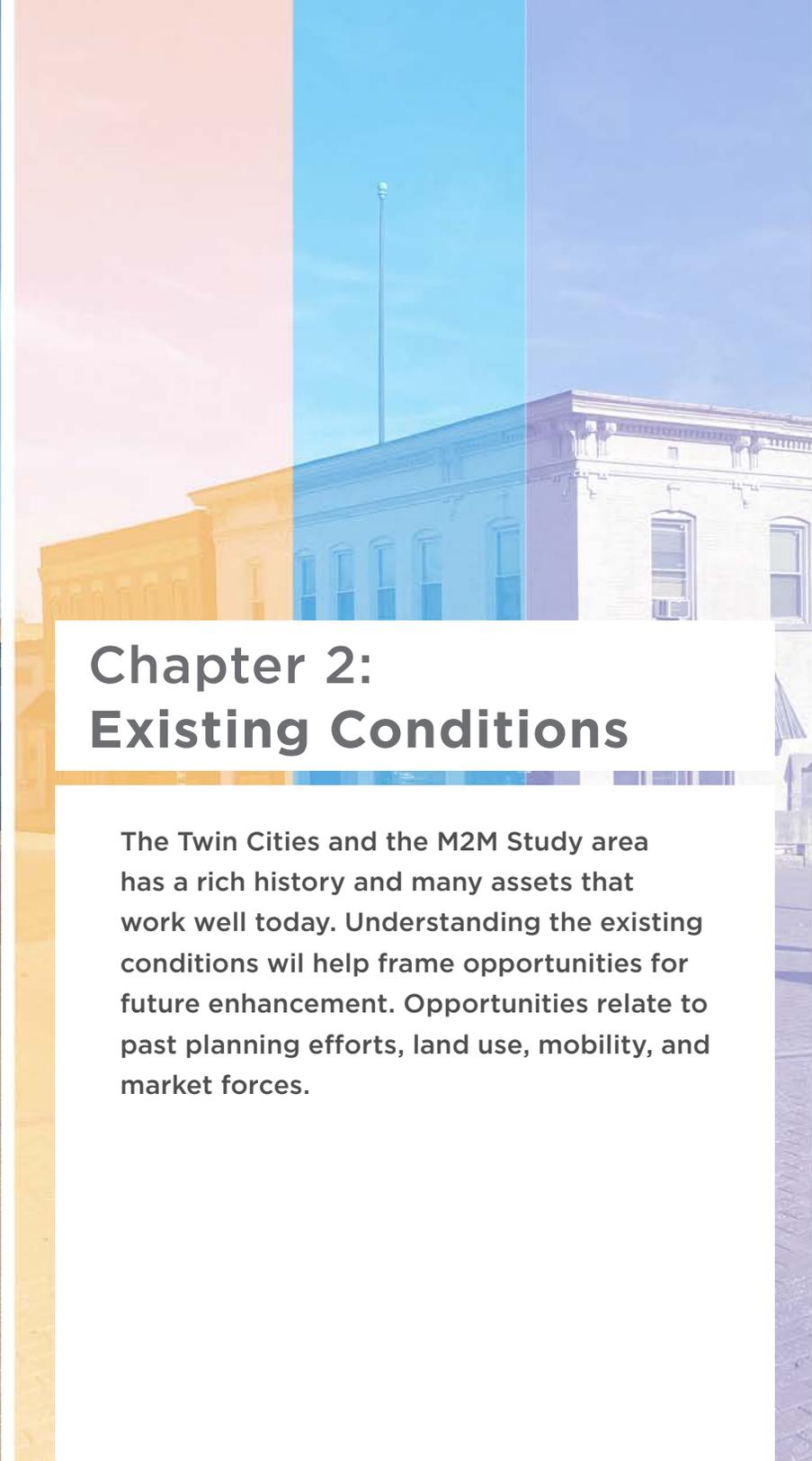


### ***Options for Living***

The M2M Corridor will provide places to live for families and a range of household types. Upper-level housing and new development of various types on underused or vacant property will add to the resident population of the district. This will improve the quality of the district, increase the customer base, and address community-wide housing needs.

A photograph of a house with a white picket fence and a garden. The house is a two-story structure with a gabled roof and a brick chimney. The garden is lush with greenery, including a large bush on the left and various flowers on the right. A small American flag is visible in the garden. A text box is overlaid on the image, containing the text: "A plan that is rooted in community desires is a plan that can be implemented."

**A plan that  
is rooted in  
community  
desires is a plan  
that can be  
implemented.**



## Chapter 2: Existing Conditions

The Twin Cities and the M2M Study area has a rich history and many assets that work well today. Understanding the existing conditions will help frame opportunities for future enhancement. Opportunities relate to past planning efforts, land use, mobility, and market forces.



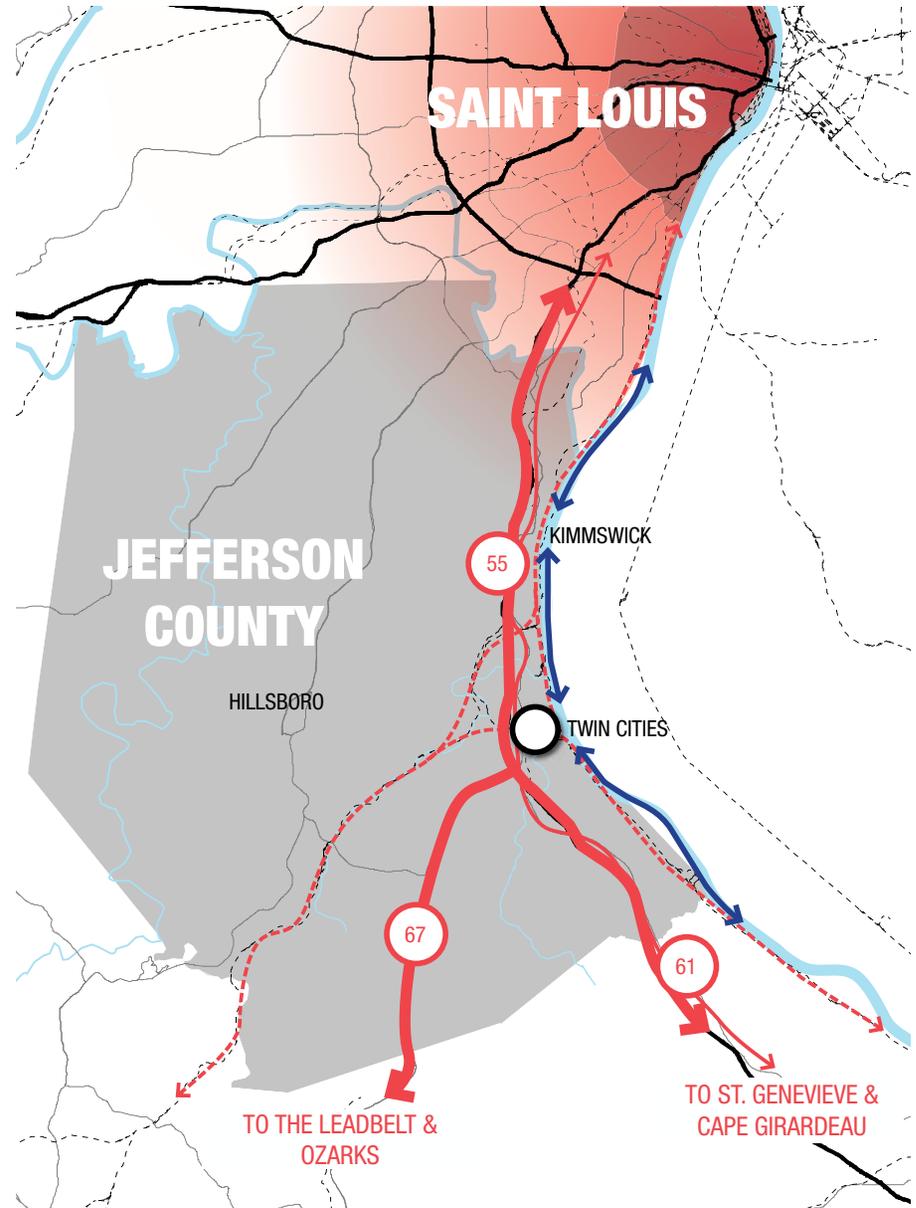
# Community Context

The oldest road in the state of Missouri, the “El Camino Real”, connected New Madrid, St. Genevieve, and St. Louis city along what is essentially the current Interstate 55 corridor. On this road, five miles south of Herculaneum, are the Twin Cities of Festus and Crystal City. After the spot had been settled for many years, analysis indicated that nearby sand was well suited for manufacturing glass. As a result Captain Ebenezer B. Ward of Detroit formed the American Plate Glass Company in the area. In May, 1872, building began. The company town named “New Detroit” began to grow. Residents, however, referred to it as “Crystal City”. Despite the sand’s high promise the enterprise failed, and in 1877 the factory and land were sold to a new corporation, the Crystal Plate Glass Company of St. Louis. Eighteen years later the factory, town, and holdings were purchased by the Pittsburgh Plate Glass Company (PPG). Crystal City was, until 1906, a true “company town”, at which point PPG sold the lots and other properties to private individuals for residences and businesses. The town was incorporated in 1912.

Shortly after the establishment of New Detroit the Festus area was settled in 1878 by W. J. Adams. It was named “Tanglefoot”. Officials of the glass company in New Detroit prohibited drinking establishments within one mile of the factory, and Tanglefoot grew to meet local demand. In later years it was called “Limitville”, then eventually “Festus”. The city was incorporated in 1888 and grew to be one of the largest towns in Jefferson County.

Today, I-55 having replaced the El Camino Real west of Crystal City, the municipality is somewhat off the beaten path. Historic company

Figure 2.1: The M2M Corridor in the Saint Louis Region



Source: DTLs

town housing is largely still intact within well maintained walkable neighborhoods. The block and a half long Mississippi Avenue commercial district includes City Hall, though currently suffers from key vacancies. Additional local businesses along Bailey Road also factor in to the community's identity and economy. The city's population has slowly grown from 4,247 (2000 census) to 4,752 (2018). Despite close proximity to the Mississippi River, direct access is quite limited.

The PPG factory site is now empty (razed in 1992, the foundations and slab reportedly buried under 12" of backfill). Long term lease rights are currently being contested in court. A proposed iron ore smelter for the site met local resistance and is currently stalled. Long term viability and use for the site remains an open question.

Slow steady growth has also been the recent trend in Festus, growing from a population of 9,660 (2000 census) to 11,982 (2019). Business has also grown in the community's Main Street district. This resurgence has been driven primarily by local, small business entrepreneurs with limited public financial support. This momentum raises the need to clarify community goals and evaluate the supportive infrastructure and organizational structure in order to support the commercial district and ensure effective management.

In order to fortify the "Twin Cities" name and enhance the walkable scale and quality of the neighborhoods, pedestrian and cyclist connections among the Crystal City and Festus neighborhoods, open spaces, institutions, commerce, and other amenities should minimize the impact of major roadway, railway, and topographical barriers.



City of Festus



City of Crystal City

The history of the Festus and Crystal City area is deeply intertwined with the glass making industry, and it is likely that most community members will accurately identify it this way. The district does have a long regional history that transcends multiple cultures, is rich in design inspiration, and hold the potential to be further explored and celebrated.

## CHARACTER: A DISTRICT TOUR

*Note: We wrote this short essay after an initial walk from one end of the project area to another before beginning the planning process. It describes our first impressions of the area and thought it would be valuable to include here as an introduction to the character and possibilities of the M2M District.*

The histories of Festus and Crystal City have been linked since their development in the late nineteenth century, and a spirit of cooperation clearly remains in force today. When we cross Brierton Lane, the boundary between the two communities, we are not aware of crossing a city line. This sense of cooperation and common future is an enormous asset for this plan's Great Streets concept, linking city halls and business districts. A unified strategy that benefits both communities and their residents by speaking to common economic and human interests is the ultimate purpose of this enterprise.

The Main to Mississippi Corridor is especially interesting because of its sequence of environments, each with its own personality and imperatives. In a way, the city hall to city hall sequence has a sense of the individual movements of a symphony, each with distinctive personalities but together, in the end, forming a unified suite.

**In Festus.** The western starting point of this short travelogue is Festus City Hall. Festus neighborhoods are connected to this point by 3rd Street, Sunset Park and Park Avenue, and Main Street. Both Main and 3rd Streets cross I-55 without interchanges, providing a safe local crossing of the freeway. Main Street extends this residential environment east to Chestnut Street. The Chestnut to Mill segment includes the Festus Public Library and United Methodist Church, but large parking lots along Main Street and free-standing commercial buildings provide opportunities for placemaking, commercial enhancement and a stronger transition to Festus' very active Main Street district. Main Street from Mill to the city line at Brierton Lane is defined by an intimate scale (50-foot building-to-building width),



Twin Cities Walking Tour, November 2021



City of Festus



City of Crystal City

development of an alley walk and rear entrances with public parking on its south blocks, and healthy commercial occupancy and business mix. Significant possibilities in this busy and successful district include streetscape and parking enhancement and connection to storefronts connections, development of the North 2nd Street frontage and alleys, utilization of the drainage corridor to the south and facade improvements.

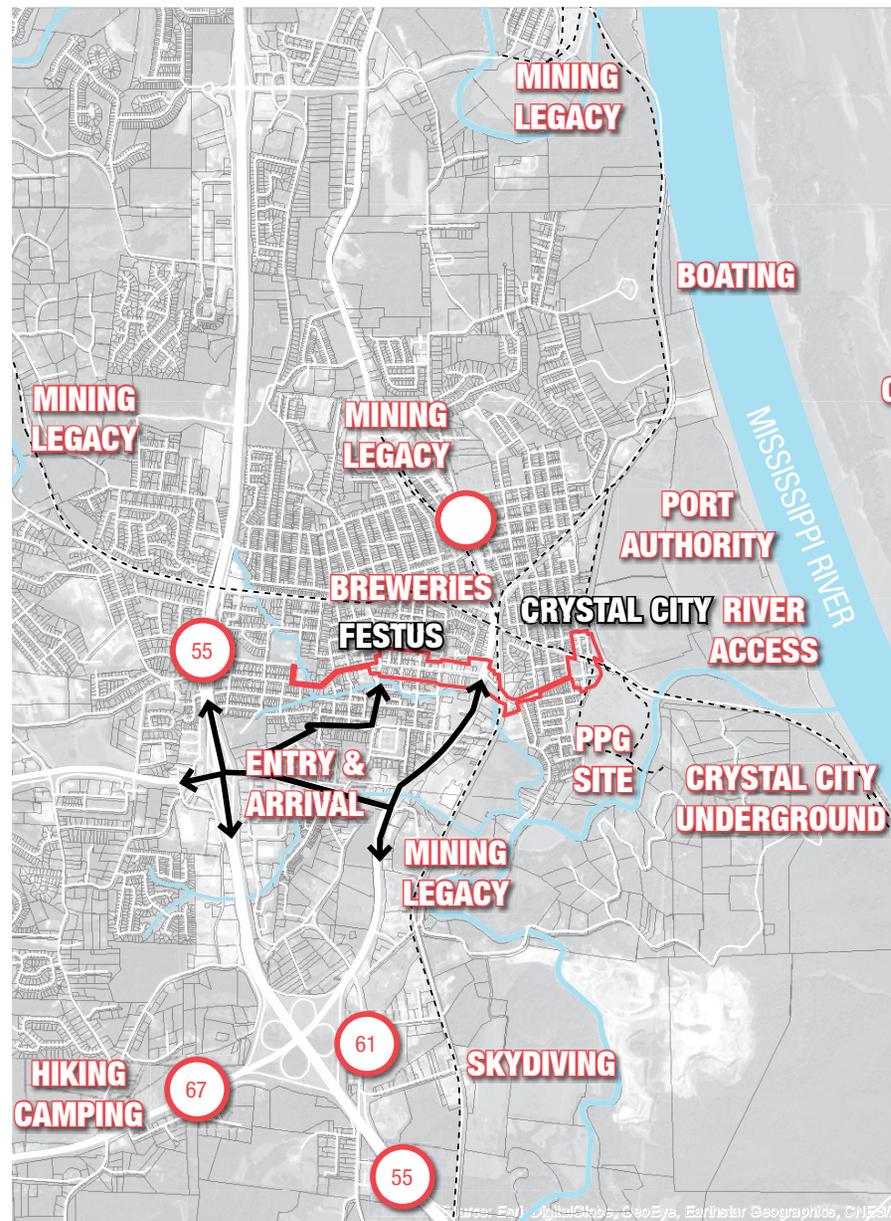
**In Crystal City.** The personality of development changes as we cross Brierton Lane into Crystal City, but this segment between Brierton and Little League Drive can advance the theme of Twin Cities cooperation. Between Brierton and Truman Boulevard, Bailey Road, the continuation of Main Street, widens and is fronted by free-standing commercial and strip buildings that maintain a close relationship to the street. A stronger connection to Crystal City Mall to the south, now separated by vacant sites and a large parking lot, would benefit both the Mall and the Bailey Road environment. The south drainageway

continues under this lot and daylights on the north side of Broadway Avenue. The major highway intersection at Bailey and Truman Boulevard (US Highways 61/67) is a significant barrier, but redesign could substantially reduce this dividing effect. The potential relocation of First Baptist Church and reuse of commercial properties on the southeast corner and the triangle formed by the highway and railroad, combined with the iconic Stoplight Drive-In, create possibilities for an important activity center at this strategic intersection.

The environment changes and becomes quieter and greener as we travel along the residential and mixed-use blocks to Mississippi Avenue. The Fox Brothers block on the south side between County Road and Maple is of special interest, taken together with the fine residential frontage up to Taylor Avenue. This sequence leads up to the superb historical four corners at Mississippi and Bailey, with the Grace Presbyterian site, historical hospital, bank and mansion. This evocative intersection asks for its story to be told. Straight ahead is an access drive that leads to the former PPG site. But our tour turns north on Mississippi Avenue across the gateway bridge to the town center, framed by the gateway bridge and south to the former PPG site, a significant area of study and opportunity for this plan. The quiet quality of Crystal City's center, both separated and connected, is both a contrast to the highway environment of Truman Boulevard and a perfect complement to the activity of Main Street Festus. This character, possibly seen as a liability, could instead be seen as a major asset that generates its own integrity and economic energy. Immediate issues include building reuse, improvement of building facades and blighted conditions behind buildings on the west block, and marketing of what could be a unique district.

We believe that this sequence of activities and environments can create a truly distinctive asset for the Twin Cities of the south part of the Saint Louis metropolitan area. These different strains - **urban character, development opportunity, transportation, economic possibilities, environment, storytelling, neighborhood quality, and marketing** - all converge in the M2M: Main to Mississippi Plan.

**Figure 2.2: Snapshot of Regional Assets**



# CHARACTER: A DISTRICT TOUR

## Commercial Transition

- Residential scale transitioning to commercial east of Chestnut Street.
- Mixed uses along street
- Large parking lots on street frontage
- Strip and free-standing commercial buildings
- Neighborhood and park connections

## Traditional Main Street

- Intimate environment with narrow building front to front separation
- Very narrow sidewalks
- High activity and appropriately slow traffic movement
- Restaurants and specialty retailing
- Primary parking behind buildings
- Interesting rear facades on south side
- Drainage issues

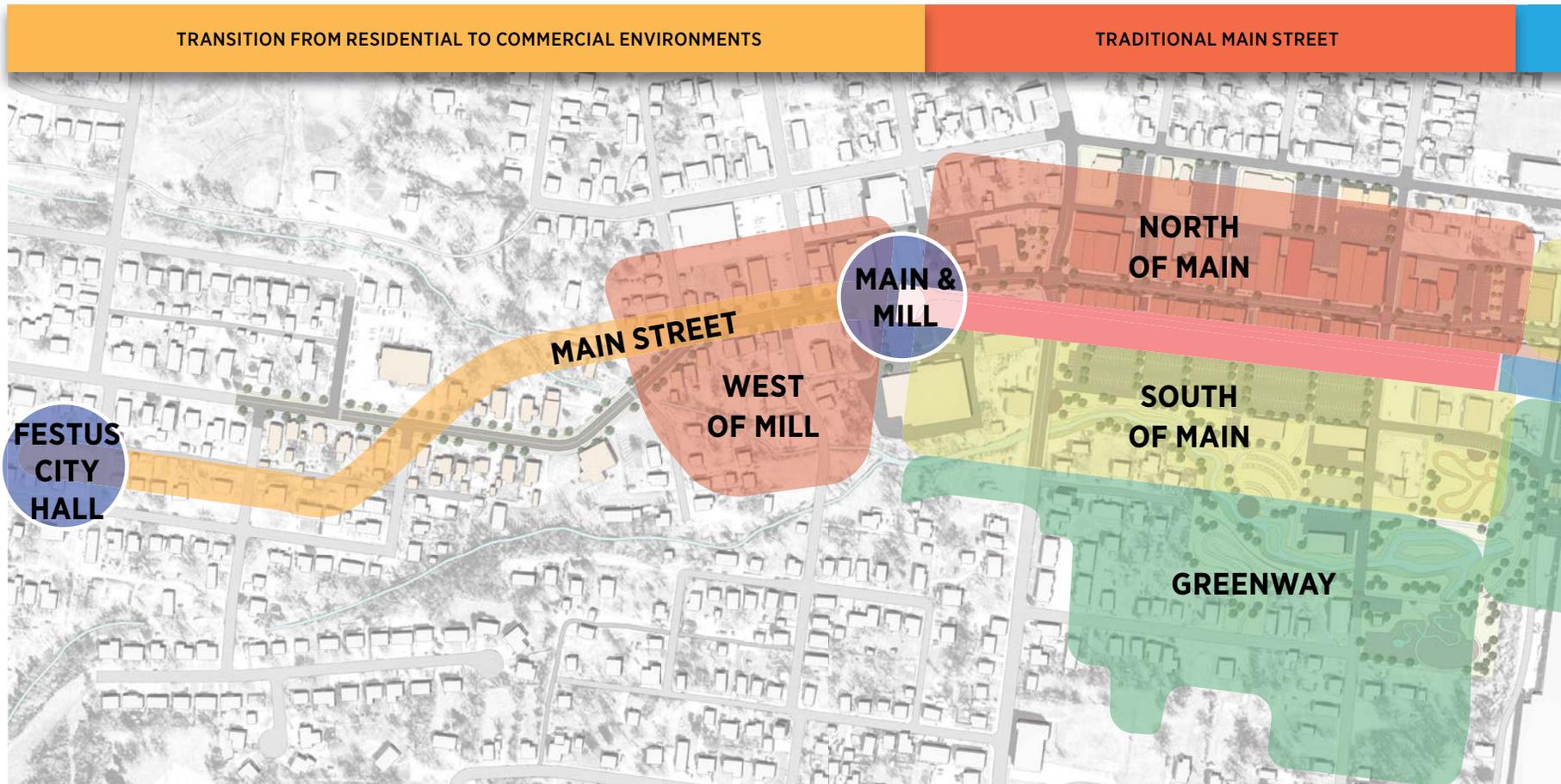


Figure 2.3: Character Areas

## Crossroads Transitional

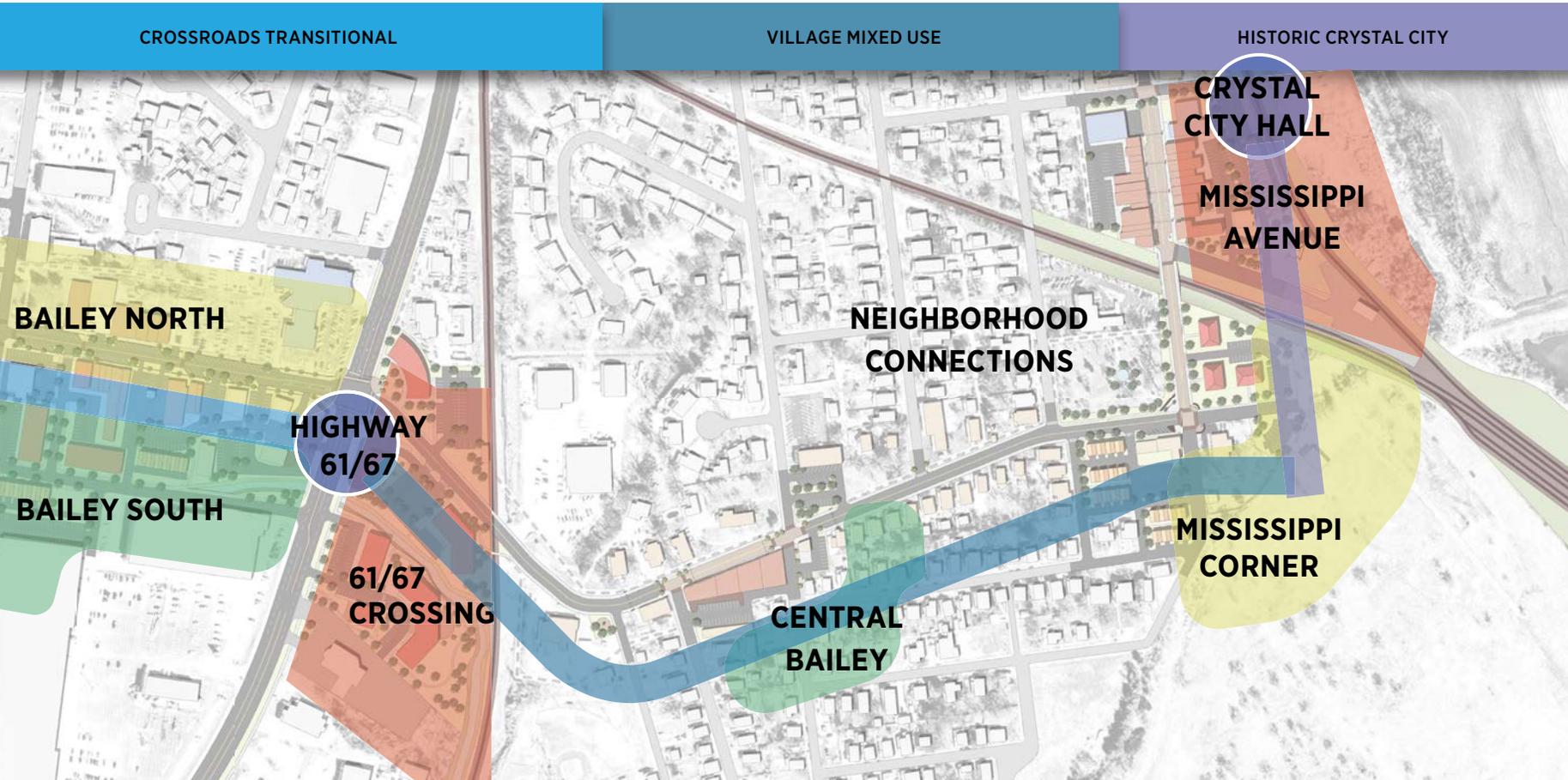
- Wider street on the Crystal City side of Brierton Lane
- Recent streetscape
- Free-standing or small strip commercial with good street orientation
- Barrier created by 61/67 intersection by street width and poor pedestrian crossing
- Vacant or underused sites at the intersection
- Possible mall connection
- Bridging highway barrier
- Major redevelopment

## Village Mixed Use

- Mid-area commercial node at historic Fox Building
- Quiet, village quality
- Superb historic corner at Mississippi turn
- Tremendous open space asset with Grace Presbyterian site

## Historic Crystal City

- Gateway railroad bridge
- Recent streetscape
- Main street scale with historic facades
- Major reinvestment project at Crystal Tavern
- River view and relationship
- Poor site maintenance behind west side buildings



Source: Consultant Team

# Land and Building Use

## COMPOSITION OF LAND USE AND BUILDING SPACE

**The Main Street area's building space of approximately 309,000 square feet.**

- About 35 percent in retail and restaurant uses and 15 percent in service uses.
- One medical use in the area with over 11 percent of area space.
- 12 percent of office use.
- Nearly eight percent is vacant building space.

**The Bailey Road area contains less building space of approximately 172,000 square feet than the Main Street area.**

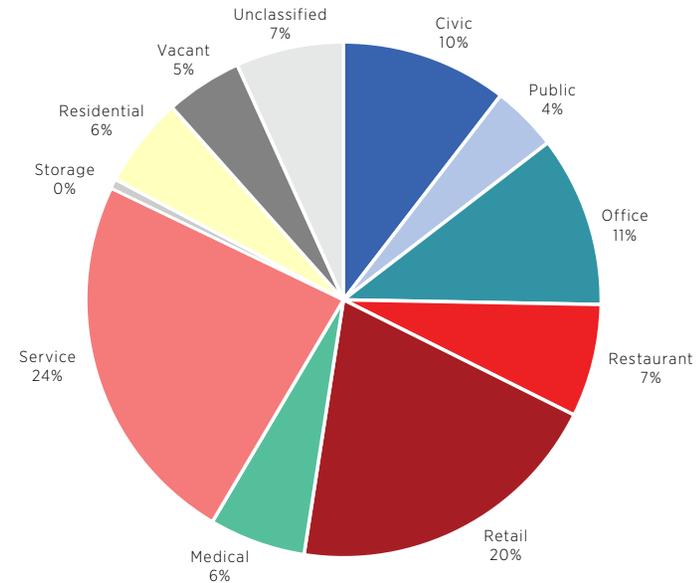
Service uses at about 38 percent of building space.

- Civic uses at about 26 percent of building space includes the area's three major churches.
- Retail and restaurant uses at about 22 percent of the area space.
- The area is well occupied with very little vacant space of approximately 1,300 square feet.

**The Mississippi Avenue area in Crystal City contains over 112,000 square feet of space.**

- Service uses at about 27 percent of area space.
- Public uses with the presence of Crystal City Hall and City police and fire departments at 16 percent of area space.
- The largest amount and proportion of residential uses with over 23,000 square feet of space.
- Only one vacant space of 2,905 square foot space located on the ground floor of the building inventory. Unclassified space of over 20,000 square feet is comprised entirely of second floor building space.

**Figure 2.4: Total Building Use Distribution**



**TABLE 2.1: DISTRICT LAND USE CHARACTERISTICS<sup>1</sup>**

| LAND USE     | MAIN STREET <sup>1</sup> |              | BAILEY ROAD <sup>2</sup> |              | MISSISSIPPI AVE. <sup>3</sup> |              |
|--------------|--------------------------|--------------|--------------------------|--------------|-------------------------------|--------------|
|              | # Sq. Ft.                | % of Total   | # Sq. Ft.                | % of Total   | # Sq. Ft.                     | % of Total   |
| Civic        | 17,320                   | 5.6          | 44,598                   | 25.9         | 0                             | 0.0          |
| Public       | 5,224                    | 1.7          | 1,233                    | 0.7          | 18,077                        | 16.1         |
| Office       | 38,174                   | 12.4         | 18,950                   | 11.0         | 6,424                         | 5.7          |
| Restaurant   | 25,251                   | 8.2          | 8,891                    | 5.2          | 7,834                         | 7.0          |
| Retail       | 84,397                   | 27.3         | 29,405                   | 17.1         | 5,318                         | 4.7          |
| Medical      | 35,885                   | 11.6         | 0                        | 0.0          | 0                             | 0.0          |
| Service      | 46,202                   | 15.0         | 66,222                   | 38.4         | 27,719                        | 24.7         |
| Storage      | 1,998                    | 0.7          | 1,534                    | 0.9          | 0                             | 0.0          |
| Residential  | 10,488                   | 3.4          | 0                        | 0.0          | 23,271                        | 21.1         |
| Vacant       | 24,420                   | 7.9          | 1,265                    | 0.7          | 2,905                         | 2.6          |
| Unclassified | 19,708                   | 6.4          | 0                        | 0.0          | 20,418                        | 18.2         |
| <b>Total</b> | <b>309,067</b>           | <b>100.0</b> | <b>172,098</b>           | <b>100.0</b> | <b>112,415</b>                | <b>100.0</b> |

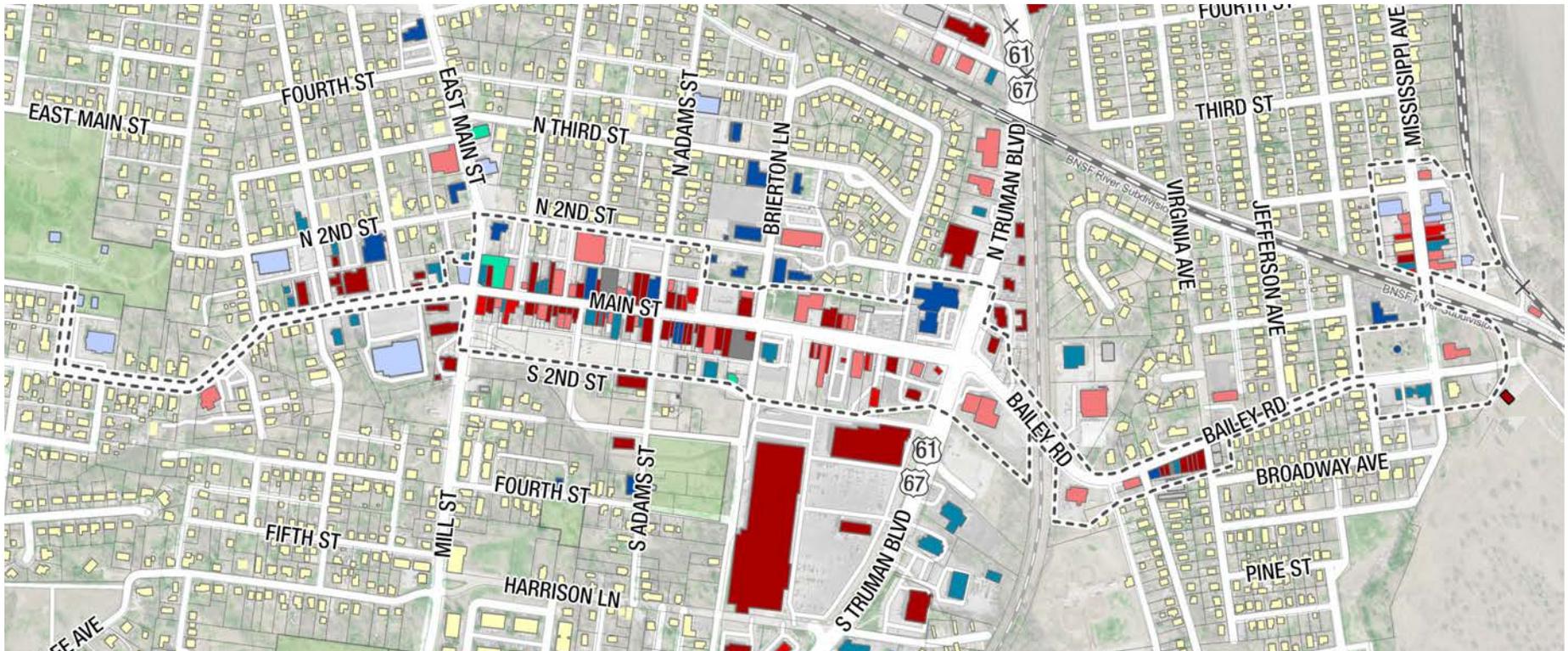
<sup>1</sup> Approximately 218,000 square feet or about 70 percent of the space is first floor space.

<sup>2</sup> Approximately 153,000 square feet or about 89 percent of the space is first floor space.

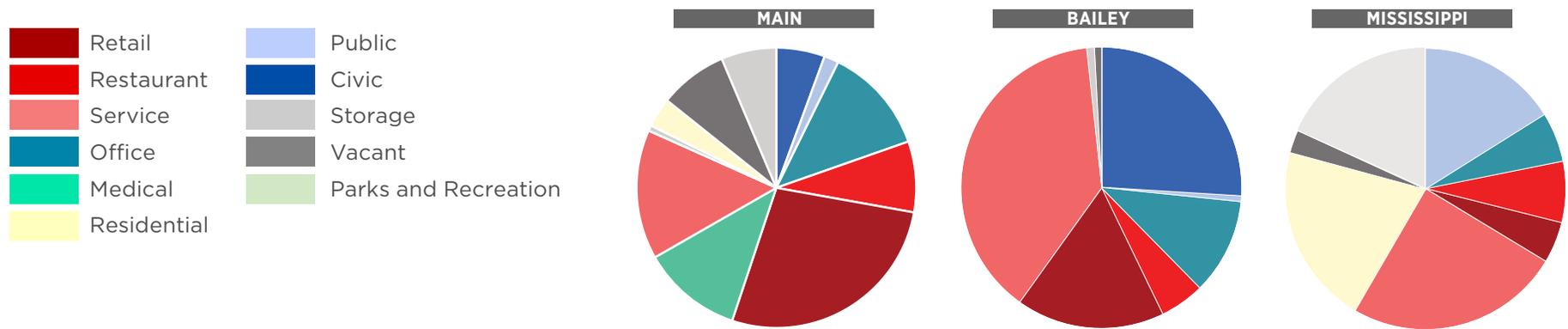
<sup>3</sup> Approximately 75,000 square feet or about 66 percent of the space is first floor space.

Sources: Jefferson County Assessor; RDG Planning & Design; Gruen Gruen + Associates.

Figure 2.5: Building Use Map



Source: RDG Planning & Design



# Mobility

## CONTEXT

**Mobility refers to transportation by vehicle, a motorized device, bicycle, or by foot.** Three local agencies own transportation facilities in the district:

- The City of Festus owns the public right of way from Park Avenue on the west side of the project corridor to Brierton Lane near the center of the project corridor.
- The City of Crystal City owns the public right of way from Brierton Lane to Mississippi Avenue near where the project terminates at Crystal City City Hall.
- The Missouri Department of Public Transportation (MoDOT) owns 61/67 (Truman Boulevard) where it crosses the project at Bailey Road.
- There are no public transportation routes that operate fixed service within the corridor.
- There are no dedicated bike facilities for traveling within the corridor.

## STREET CLASSIFICATIONS

**The use and design of each street in the district informs possible development demands, safety enhancements, and street character.**

- **Main Street/Bailey Road from Park Avenue to 61/67** is a minor arterial, meaning that it functions to move a greater amount of motor vehicle traffic when compared to collectors or local streets.

- **Bailey Road and Mississippi Avenue from 61/67** to the project limits is a major collector. This means the street has greater access to more land uses and does not move as many vehicles as an arterial.
- **Mill Street** is a major collector to the north of Main and a minor arterial to the south of Main.
- **Truman Boulevard – 61/67**, which crosses the project corridor is a principal arterial, meaning it functions to serve mobility needs of vehicles with less access to adjacent land uses.
- **All other streets** that cross the project corridor are local streets. These roads offer the most access to adjacent land uses, while limiting mobility of vehicular traffic. However, local streets serve as great routes for enhanced mobility for people walking and biking as the traffic volumes are low and the posted speeds are low.

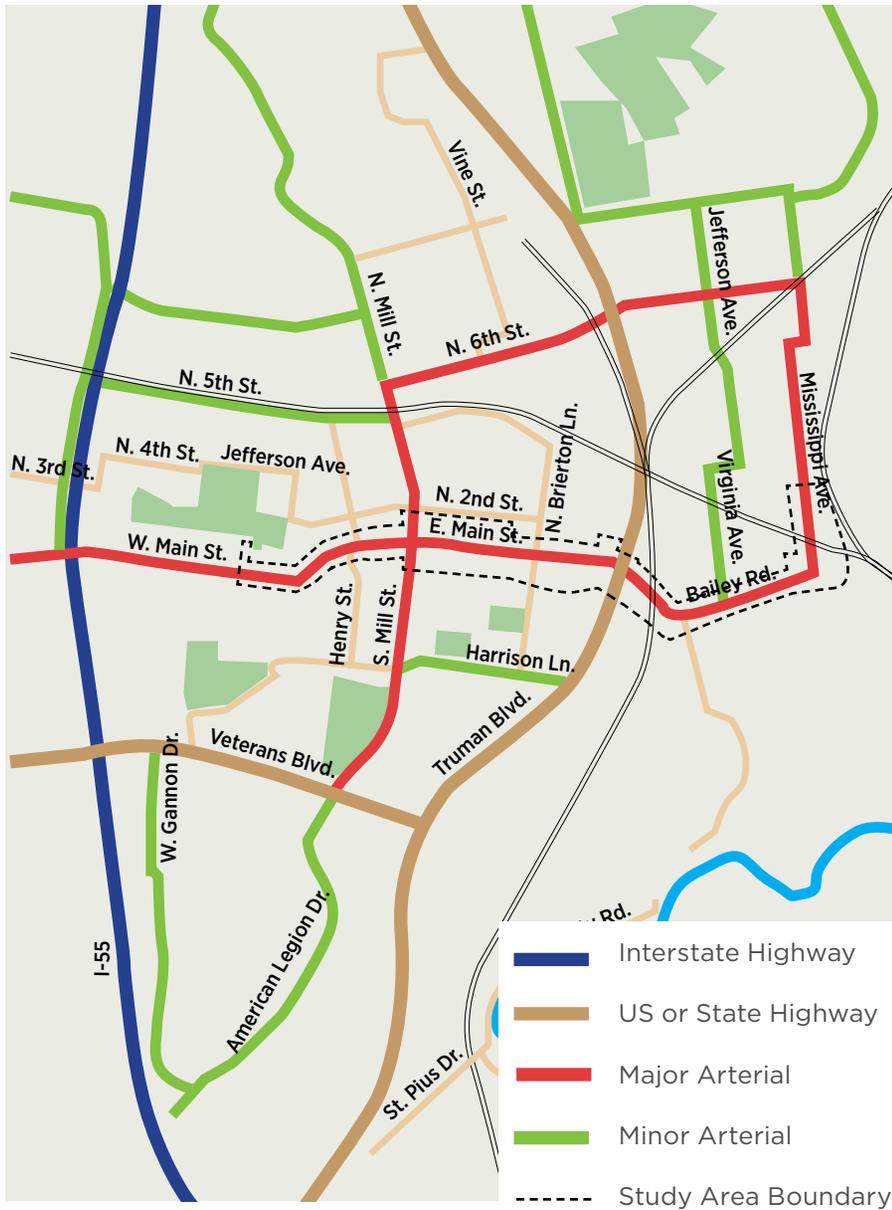
**Posted speeds and street widths frame the existing character of streets and how comfortable they are for walking, biking, and other forms of active transportation.**

- **Posted Speed.** The posted speed limit is 30mph on Main Street from Park Avenue to Mill Street. The posted speed from Mill Street to the project limits is 20mph.

The posted speed is important when considering the design of the roadway and the safety of the street for users of all ages and abilities. Speed is the number one determining factor in severity and lethality of crashes with pedestrians. The figure to the right demonstrates that when a car traveling at 20mph hits a pedestrian you have a 90% chance of survival. The chance of survival drastically decreases as speed increases.

**Designation of a street with a functional classification as an arterial or major collector street (See Figure 2.6) makes it eligible for improvement funding through the Surface Transportation Program (STP), an annual competitive funding program that both Festus and Crystal City are familiar with.**

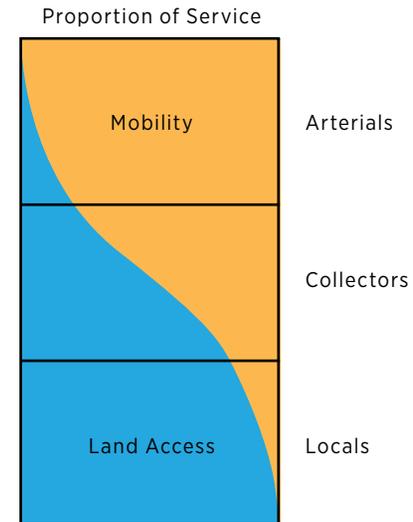
**Figure 2.6: Functional Classification**



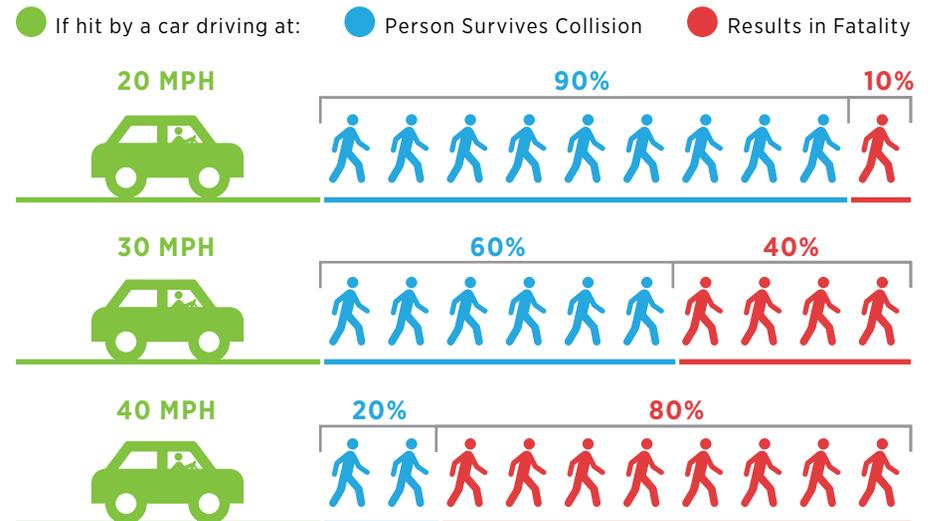
Source: Missouri Department of Transportation

**Functional Classification and Access Relationship**

Relationship of Functionally Classified Systems in Serving Traffic Mobility and Land Access



**Chances of Surviving a Crash as a Pedestrian at Various Motor Vehicle Speeds**



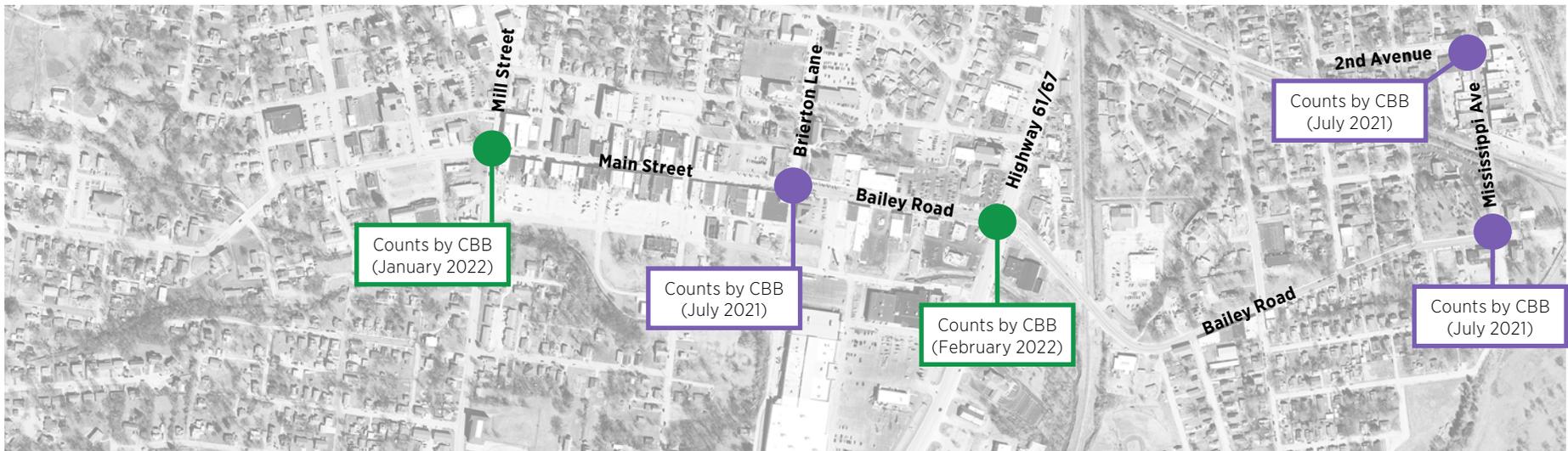
## TRAFFIC VOLUMES

Traffic volumes collected from local jurisdictions and during the planning process provides information on demand for mobility and accessibility improvements. Level of service (LOS) is the primary measure of motor vehicle traffic service. LOS A is free flowing traffic and downgrades with each level to LOS F which is a breakdown.

### FINDINGS:

- **Main and Mill.** The vehicular level of service (LOS) at the intersection operates between an A and B under existing conditions. With the current lane configuration at Main and Mill and collected traffic volumes, the intersection operates well at LOS A and B (depending on peak periods).
- **Bailey and 61/67.** The vehicular level of service (LOS) at the intersection operates between an B and C under existing conditions. With the current lane configuration Bailey and 61/67 and collected traffic volumes, the intersection operates well at LOS B and C (depending on peak periods).
- **Bailey and Brierton.** Counts were provided to the consulting team from the City of Festus. The AM peak period is between 11am – Noon. The PM Peak is between 4pm – 5pm.
- **Bailey and Mississippi.** Counts were provided to the consulting team from the City of Festus. The AM peak period is from 11am – Noon. The PM Peak is between 1pm – 2pm.
- **2nd and Mississippi.** Counts were provided to the consulting team from the City of Festus. The AM peak period is from 11am – Noon. The PM Peak is between 1pm – 2pm.

Figure 2.7: Traffic volume data locations



Video counts were collected at Main and Mill for 24 hours on Thursday, January 27 and Saturday, January 29 during normal weather conditions and no special events. Afternoon (PM) video counts were collected from 4pm – 9pm on Friday, January 28. The video counts collected traffic volumes, as well as vehicle classification, and bike and pedestrian traffic.

## CRASHES

Crash data along the corridor was reviewed to understand where any existing safety issues may be present. The full data sets were available for 2016 – 2020. It should be noted that:

- Complete crash reporting can lag, which is why the year 2021 was not reviewed when looking at full sets of crash data.
- Crash data relies heavily on the incident being reported and thoroughness of the police report.
- Crashes that occurred, but did not reach a certain damage threshold, may not be reflected in this data set.

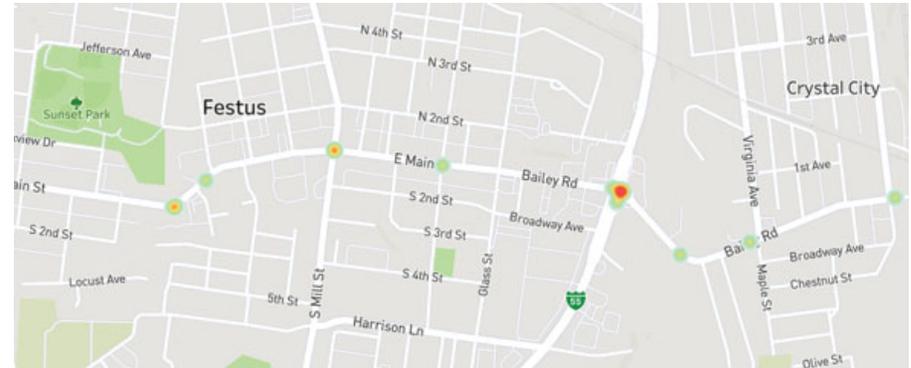
**From 2016 – 2020 no fatalities or disabling injury crashes happened within the project corridor.**

- Crashes that occurred were labeled as minor injury only and property damage.
- Two bicycle crashes were reported and occurred at Main and Adams, and at Bailey and Brierton.
- One pedestrian crash was reported and occurred at the intersection of Main and Mill.
- Most crashes happened at Main and Mill and 61/67-Truman Boulevard and Bailey Road.

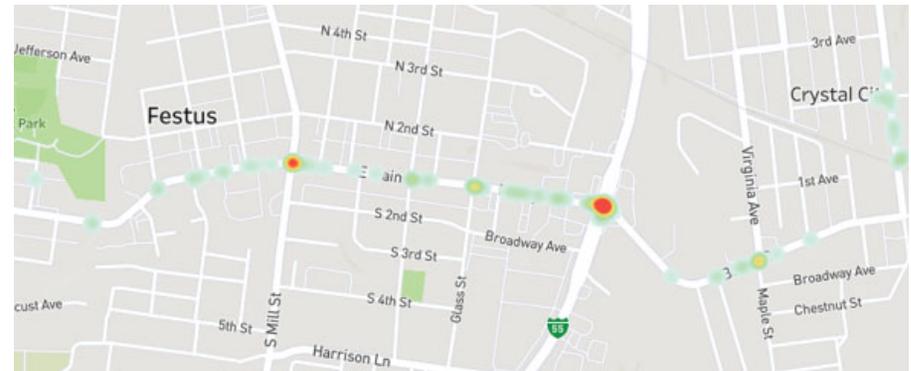
## PARKING

Parking supply was considered on the project corridor for the segment from Main and Mill to Bailey and 61/67. In general this portion of the corridor has on-street parking on both sides of the street (parallel and back-in-angle), as well as parking behind the buildings on Main Street, and within the lots of the businesses during the commercial strip transition. **Later chapters discuss parking needs and policies for the individual business districts.**

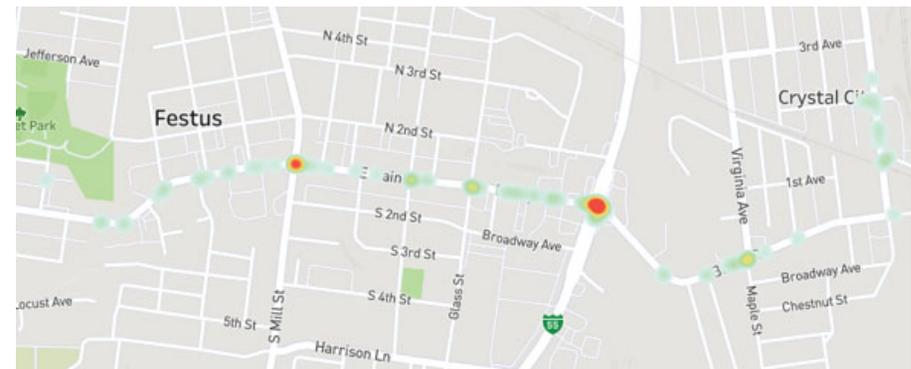
**Figure 2.8: Minor Injury Crashes Heat Map (2016 – 2020)**



**Figure 2.9: Property Damage Only Crashes Heat Map (2016 – 2020)**



**Figure 2.10: 2016 – 2020 All Crashes Heat Map**



Source: MoDOT

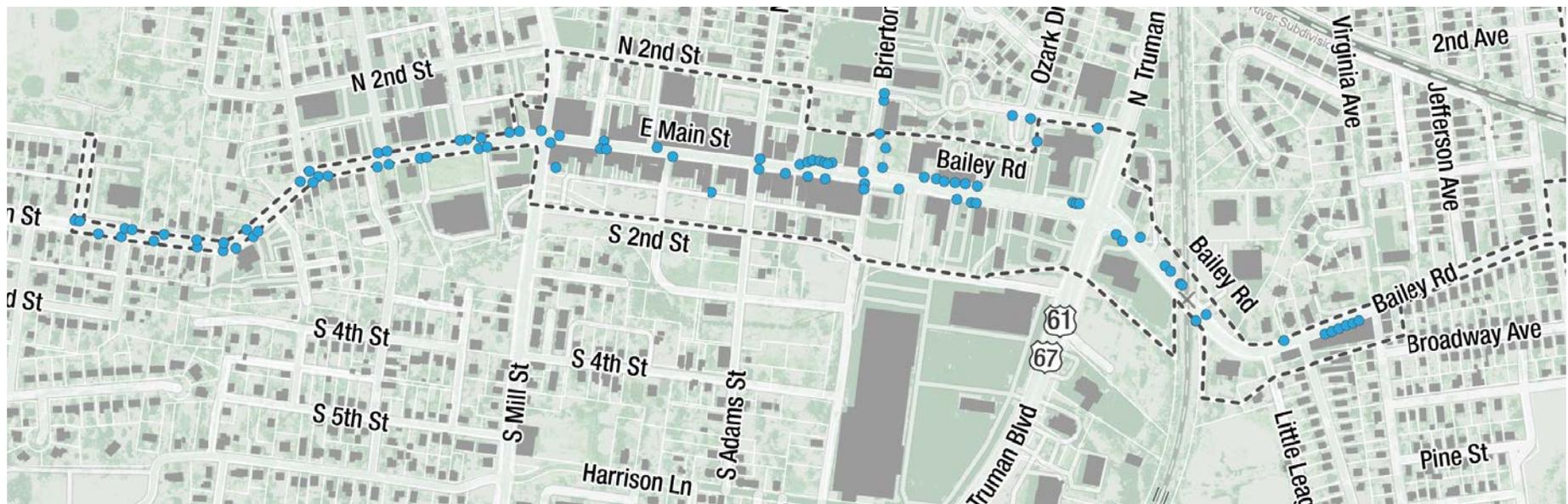
## ACCESSIBILITY ISSUES

**Significant ADA issues exist along the corridor.** Examples include stairs, utility poles in the sidewalk, sandwich board signs in front of businesses, lack of curb ramps, steep grades, and many more. Neither the City of Festus nor Crystal City have required ADA transition plans.

**Any improvements to the corridor should include updates to facilities so that they comply with the latest ADA design requirements.** Additionally, any projects that use federal funding must follow the latest ADA design standards. To remediate all of the ADA issues along the segment of Main Street, a new typical section will be required to allow enough design space for proper ramp size and sloping.

The Planning Concepts section identifies strategies to improve accessibility in the district.

Figure 2.11. Observed ADA Obstructions



Source: CBB, RDG Planning & Design

**ADA issues Downtown**



# Environment

## ENVIRONMENTAL CONTEXT

The environmental context and conditions shape development based on impacts to development patterns and recreational opportunities.

- **Ecology.** The local plant communities are well adapted for use in future design and construction projects in the Twin Cities area.

Common natural plant communities in the Twin Cities region include Little Bluestem, sideoats, alkaline glades, post-black jack oak woodland, and white black oak woodlands. Conditions that these plant communities tolerate are similar to those in urban sites after construction – alkaline and low in organic matter.

- **Glades.** Glades are an open landscape which shares more species in common with prairies and deserts due to the dry, rocky soil which inhibits the growth of trees. Glades are a common feature of the landscape surrounding the Twin Cities area. They remain an important ecological asset, but also a reservoir of native plant species suitable for urban areas. In a designed context, Glades carry a specific relationship to the urban environment in which soil profiles are often rocky, shallow, and quick-draining.

Glade plant communities can be applied to roof gardens and urban plaza conditions. In addition, the glades are home to many grass species which are common in native landscaping and appropriate for urban use.

Publicly accessible examples of this landscape include Victoria Glades and Valley View Glades near Hillsboro, MO.

- **Mixed Oak Woodlands.** Mixed Oak Woodlands typify dry side-slopes and hill crests of the landscape surrounding the Twin Cities.

Oaks are making a resurgence in use in designed landscapes and the urban forest in recent years for their longevity, resilience, and ecological value.

- The white oaks, as well as the red oaks, black jack, and black oak, are excellent urban trees and are well-adapted to conditions in the study area.

## URBAN HEAT ISLAND RESILIENCY

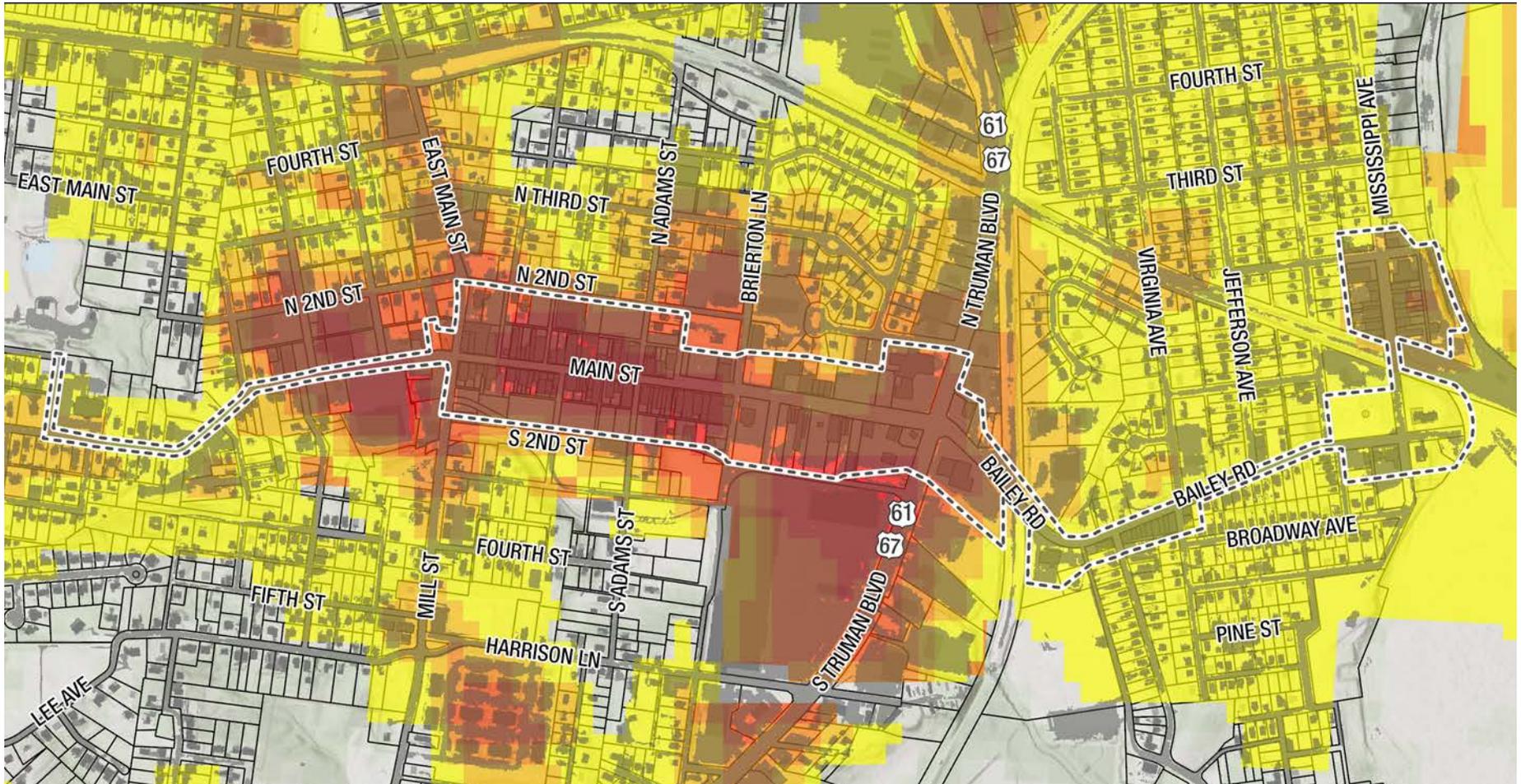
**What is urban heat island?** Urban environments amplify the effects of rising temperatures. Large expanses of traditional pavement and buildings create a heating effect that results in much higher surface temperatures than rural counterparts or green spaces. The map displays areas in the study area subject to higher surface temperatures than the average in 2021. Surface temperature can correlate to local air temperature and illustrate the feeling to pedestrians in the downtown context. Figure 2.12 shows the heat island effect for the study area and surroundings.

### Why is the urban heat island more pronounced near downtown?

Buildings, concrete pathways, and limited vegetation all contribute to the urban heat island effect.

- **Significant amount of impervious surfaces.** Downtown districts are hard. The majority of the land is covered by streets, sidewalks, parking lots, building roofs, and other hardscapes. Non-permeable surfaces make up 83% of the study area. The remaining 16% of the study area represents permeable areas such as lawn, other green space, and gravel parking lots. Disproportionately high impervious coverage increases ambient temperatures, increasing stress on both people and the environment and increasing the need for cooling, which in turn releases heat.
- **Few street trees.** The study area lacks street trees and in some cases uses trees poorly suited to their current environment. The study area is sparsely planted with canopy trees, most of which

Figure 2.12. Urban Heat Island Effect



Source: RDG Planning & Design



are located within Crystal City limits and were planted as a part of a recent streetscape effort. Street tree plantings exist to the west within the Festus portion of the project study area, but many of those tree wells were paved over after trees have declined, resulting in limited opportunities for tree replacements within the existing streetscape. This decline appears to be the result of inadequate root space within tree planting areas, limiting the capacity for trees to reach full maturity and resulting in premature death.

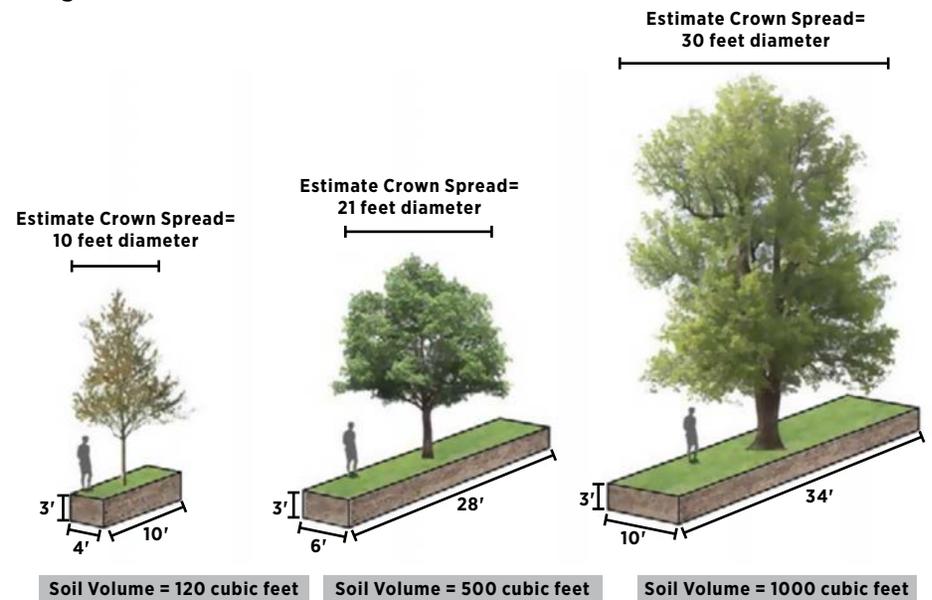
**What can we do about it?** Increasing the percentage of permeable surfaces (surfaces that absorb rainfall) and tree canopy will lead to economic benefits, comfort and shade, stormwater volume reduction, and less-severe local flooding.

- › The recommended soil volume for urban street trees is a minimum 1,000 cubic feet at 3' depth. The existing street tree locations within both communities are 4'x4' square grated tree wells, with an assumed cubic foot capacity of about 50cf. Small tree wells reduce longevity of the trees by creating a pot-like growing condition which restricts root growth. The roots of some tree species are known to reach out into adjacent soil, resulting in buckling and damage to pavement, adding concerns of creating a barrier to accessibility and liability for each City.

- **Types of trees.** The existing tree species in the study area are exotic ornamentals that provide little to no ecological benefit or cultural connection to the surrounding native landscape. Two tree species were observed in the study area are bradford pears and columnar hornbeams.
  - › Bradford pears were once popular in downtown tree planting programs but have fallen out of favor. They are weak-wooded, prone to sudden splitting and are listed as an invasive species.
  - › Columnar hornbeams exhibit ample upright branching, but lower limbs cannot be pruned and create visual barriers for vehicles and physical barriers for pedestrians.

This species can work well in screening applications due to these characteristics, but the innate branching pattern creates hazards in an urban streetscape.

**Figure 2.13: Soil Volume for Tree Root Growth**



Source: DTLS; Casey Trees, 2008



Bradford pear (left) and Hornbeam (right) within the study area.

## Benefits of Trees

In an effort to quantify the evident tree issues within the study area, the existing trees were visually surveyed and entered into the iTree software to create a baseline inventory for future plan comparison. Figure 2.14 shows the results of replacing the future tree canopy.

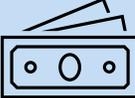
|                                      | <br>Gallons of Water Intercepted | <br>Gallons of Stormwater Runoff Infiltrated | <br>Tons of CO <sup>2</sup> Reduced | <br>Pounds of Pollutants Removed | <br>Tons of CO <sup>2</sup> Stored | <br>Economic Benefits |
|--------------------------------------|---|---|--|---|---|--|
| <b>Existing Conditions</b>           | <b>197,698</b>  | <b>12,907</b>   | <b>10.4</b>  | <b>113</b>  | <b>315.66</b>   | <b>\$817</b>   |
| <b>Plan Implementation – Year 0</b>  | <b>647,630</b>  | <b>71,798</b>   | <b>38.53</b>   | <b>354.9</b>  | <b>701.25</b>   | <b>\$3,255</b>   |
| <b>Plan Implementation – Year 25</b> | <b>22,407,546</b>   | <b>2,488,356</b>  | <b>1,260</b>   | <b>11,410</b>   | <b>237,021</b>  | <b>\$86,827</b>  |

Figure 2.14: Tree Map Area Breakdown



Source: DTLS

## STORMWATER & FLOODING

The development of both Festus and Crystal City predates modern stormwater ordinances. The density of older buildings, streets, and parking lots all contribute to excessive stormwater runoff during rain events.

Major flooding in the Twin Cities was once a regular occurrence from the Mississippi River and low-lying topography. Since the construction of the levee in the early 2000s, the risk of flooding was reduced to localized occurrences. The levee has provided a relief from flooding, but the risk remains, and large portions of the study area are located within the 100 year floodplain (see teal shaded area in the graphics).

Conditions that contribute to flooding concerns include:

- Impervious surfaces strain the aging stormwater systems and fails in some locations. Three specific areas of concern include:
  - A. Ponding at 61/67 (Truman Boulevard)
  - B. Bailey Road, and popping manholes at S. Second Street and Mill Street.

C. Stormwater ponding issues on Main and Palliet Streets.

- Per current city code, new residential developments under two acres in the Festus area, and all developments under one acre in Jefferson County, are exempt from providing stormwater Best Management Practices (BMPs). Much of the study area comprises parcels smaller than one acre.

## CURRENT PLANNING PROJECTS

Many recommendations from past planning efforts are valid for the M2M Plan.

### Festus 2030 Comprehensive Plan:

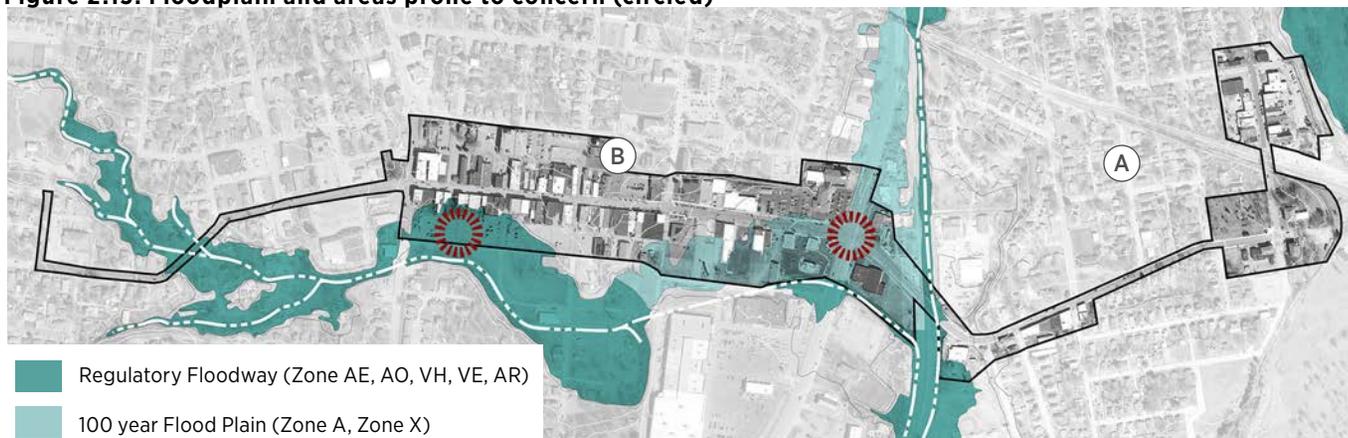
#### Stormwater

- Festus has a stormwater control ordinance that provides for the management of stormwater in new developments. Jefferson County has a Clean Water Management Plan that includes stormwater, wastewater, and water supply elements.

### Programmed Projects:

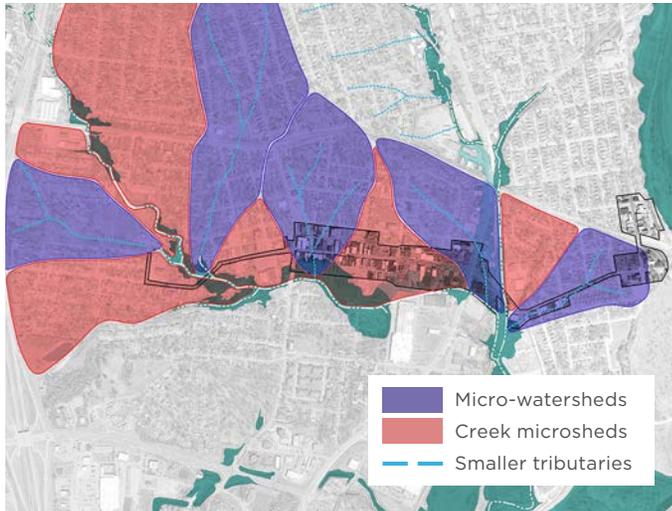
The project corridor has received significant funding for transportation projects near or within the project limits. Four-million dollars has already been allocated for improvements, and another nearly \$500,000 is being requested by Crystal City.

Figure 2.15: Floodplain and areas prone to concern (circled)



Source: DTLS

Figure 2.16: Local micro-watersheds



Source: DTLS

Figure 2.17: Local micro-watersheds



Source: DTLS

## STORMWATER MANAGEMENT

The series of figures illustrate a methodology for implementing targeted stormwater volume reductions BMPs for specific problem areas:

### Existing Pervious / Impervious Calculations

- Project Area = 2,446,542 Sq feet = 56 Acres
- Total Pervious = 400,826 Sq Ft = 9 Acres (16%)
- Pervious (Lawn) = 374,514
- Pervious (Gravel) = 26,312

- Total Impervious = 2,045,716 Sq Ft = 47 Acres (83%)

Figure 2.15 shows the 100 year floodplain and areas of concern that were identified by the City.

Figure 2.16 shows local micro-watersheds (purple); creek microsheds (red) and smaller tributaries (teal)

Figure 2.17 shows relevant local micro-watersheds considered of highest potential impact to problem areas. Much of the contributing land-use is small-lot residential.

Figure 3.51 on page 121 shows opportunity areas for volume reduction to improve conditions within problem areas include work with the contributing street rights-of-way and areas of large impervious coverage.

Much of the study area is at a low-point, and therefore cannot control runoff volume from contributing uphill property. City-scale strategies may be required to assist in stormwater mitigation. First begin by identifying problem areas, then identify local micro-watersheds where plumbing and other backup issues occur.

Focus improvements and funding to areas of greatest impact. Reduce volume in targeted areas through reduction in impervious surfaces, downspout disconnections, and on-site retention.

This will require cooperation with private property owners. A small-grants program for green infrastructure has been successful in other cities.

Underutilized property can be converted into neighborhood-scale rain gardens, Smaller projects for residential areas will have a collective impact on volume reduction, through rain harvesting, previous pavement and rain gardens. Require increased stormwater detention/recharge (green infrastructure) on private lots for new construction.

# Markets

A solid, implementable plan must be based on both market realities and new possibilities that numerical analysis cannot always predict. In this section, we will construct a strategic analysis based on both quantifiable projections and insights gained from experience and observation.

## *EVALUATING M2M/DEFINING ASSETS*

Our story begins by considering the distinctive characteristics and assets of the M2M corridor. In doing this, it's helpful to have a measuring stick - identifying characteristics that are predictors of successful downtowns. Figure 2.18 on the following pages reviews these significant characteristics and includes a capsule evaluation of how the M2M corridor performs for each of these items. Note that few smaller business districts will perform well on all of these indicators.

Based on our evaluation, the M2M corridors major assets include:

**COMPACTNESS AND COHESION.** Both “main street” segments are compact and walkable. As a result, businesses relate to each other and have been able to sustain a common identity with cooperative relationships.

**NEIGHBORHOOD SERVICES.** Despite significant competition around the Veterans Boulevard interchange on I-55 and along the Truman Boulevard strip, M2M offers abundant local services that people use on a routine basis.

**SAFETY.** The district is uniformly perceived as a safe and comfortable environment for most people.

**Parking.** The parking supply adequately meets most business needs and does this without dominating or breaking up the streetscape. Large parking lots are behind buildings and are generally well-utilized. Several buildings on Main Street Festus have upgraded rear elevations and sites, and the parking lots suggest a continuous pedestrian path. But some caveats remain. Connections from the lots to Main Street storefronts are not fully accessible or clearly visible. And parking favors one side of the street in both districts.

**Unique Retail and Restaurant tenants.** The district along Main Street in Festus and portions of Bailey Road in Crystal City contain unusual and desirable retail and restaurant tenancies. A combination of affordable rents, increased foot traffic with new enterprises, the character of the district, and growing population has attracted new businesses. Personal services, while not unique, also maintain a loyal clientele, bringing people to the district and strengthening support for additional retailing, restaurants, and specialty shops.

### **INCREASING GROWTH IN THE SOUTH METROPOLITAN AREA.**

The Twin Cities have traditionally been regarded as the southern frontier of the Saint Louis metropolitan area, with the bulk of residential growth occurring to the west and northwest. But that dynamic may be changing. Single-family residential construction in Festus has grown dramatically during the last five years. Some of this new development is relatively close to Main Street. Demand for townhome and multi-family development, which in the past has not developed in either city, is likely to increase. These housing forms fit well in town center settings, where walkability and variety are important selling points. These trends will increase the customer base and catalyze additional growth.

Three other distinctive assets are not on the checklist but are important factors in the M2M district:

Figure 2.18a

**Characteristics of Successful Downtowns**

|   | <b>MORE SUCCESSFUL Characteristics</b>  | <b>How M2M STACKS UP</b>  | <b>GRADE</b>  |
|---|---|---|---|
| <b>Concentrated Linkages and Coherence</b>  | Highly concentrated with complementary uses that reinforce each other to form coherent districts.   | Both main street districts are relatively concentrated and most building uses contribute to the coherence of the district. The West of Mill area has valuable retail uses but has less cohesion. Truman Road is a major barrier to creating a visually and functionally connected corridor.   |    |
| <b>Perceived Safety and Social Cohesion</b> | High degree of perceived safety and good maintenance of both the public and private domains. Low degree of social dislocations such as graffiti and poor maintenance. | Most people view the M2M corridor as a safe environment. Public realm maintenance is generally adequate, but obsolete and sometimes deteriorating materials affect public perceptions.  |    |
| <b>Parking</b>                              | Adequate parking to meet business and customer needs, convenient location that serves but does not dominate the district, avoids creating dead zones on the street.   | Both districts locate largest parking facilities behind main street buildings and provide an adequate supply that does not harm the quality of the overall district. Parking areas south of Bailey and east of Brierton are somewhat chaotic. Redesign could improve Festus' large downtown lots. Existing public parking advantages one side of each street. |    |
| <b>Significant Street-Level Activity</b>    | Street level activities encourage pedestrian movement, are easily accessible, and encourage walking and browsing  | Both districts have relatively transparent building facades and some outdoor activity. Some Main Street Festus businesses use rear areas very effectively for dining and events. Lack of public gathering space is somewhat typical of linear districts.  |  |
| <b>Unique Tenants</b>                       | Quality and experiential retail, restaurant, and entertainment tenants whose primary or only facility is located downtown   | Main Street Festus has developed a base of creative restaurants and shops to build on. Mississippi district is small, with an emphasis on personal services. Major vacancy will be filled by an innovative restaurant/tavern.   |  |

Figure 2.18b

**Characteristics of Successful Downtowns**

|  | <b>MORE SUCCESSFUL Characteristics</b>  | <b>How M2M STACKS UP</b>  | <b>GRADE</b>           |
|--|---|---|------------------------|
| <b>Attractive, Safe Physical Environment</b>       | Well-maintained historic buildings with modern interiors and building systems and new structures of architectural merit; the totality offers a unique physical character.                 | Main Street Festus is unattractive and presents barriers to users. But it displays good examples of effective facade rehabilitation. In Crystal City, Mississippi Avenue buildings have significant but feasible rehabilitation needs. Public environment is in good condition, with exception of service area on the back of the west block. | Festus<br>Crystal City |
| <b>Cultural and Recreational Amenities</b>         | Quality cultural and recreational amenities reflecting the community and located in a compact, integrated area that attracts frequent visitation and/or from an extensive geographic area | Existing open space assets exist but are underused. Private recreational initiatives have contributed to the districts. Cultural facilities are limited to the public library in Festus and history museum in Crystal City.   |                        |
| <b>Character of Residential Units</b>              | Market-rate residential units located in or close to the core of downtown   | Residential development is an opportunity area for both districts. Festus has a few upper level apartments and Crystal City has an existing downtown multi-family building. Both have solid adjacent neighborhoods.   |                        |
| <b>Make-up of the Labor Force and Office Space</b> | High proportion of downtown labor force is in private sector and the downtown is a preferred location for office space users with best-in-class space for the area                        | Most office spaces are for professional services. Multi-tenant offices are not a factor, Private employment dominates, but overall employment has declined.   |                        |
| <b>Conference and Meeting Space</b>                | Quality conference/meeting space located in core downtown, if area is large enough to support such space  | Meeting spaces is limited to public facilities and churches.  |                        |

Source: Gruen Gruen + Associates, RDG Planning & Design

### **UNIQUENESS OF A MAIN STREET DISTRICT IN THE SOUTH METROPOLITAN AREA.**

Festus alone, and certainly in combination with Crystal City, is unique in the south metro area for having a multi-block main street district. This creates a critical mass of adjacent businesses that reinforce each other and provide customers with multiple places of interest for each trip. During stakeholder discussion at the beginning of the M2M planning process, participants cited St. Charles as a model for the development of their district. That consensus underscores both an understanding of the value of a cohesive district and the lack of competition from similar settings in the immediate area.

**DIFFERENT VENUES FOR DIFFERENT VENTURES.** The M2M corridor's different environments can appeal to different types of businesses. The district west of 61/67 is a busy, active district with high visibility to the highway on the east and convenient access to local residents from the west, north, and south. East of 61/67, the district feels more out of the way and has a quieter, more relaxed feel – ideal for artisans and artists, craftspeople and other makers, people who provide personal services, and a destination restaurant or two. Being “out of the way” and quiet is by no means a challenge if a business thrives in that environment.

**AFFORDABLE SPACE.** Relatively low cost commercial space nurtures new businesses and innovation. Unfortunately, low cost space is a temporary condition in successful districts, but M2M is still relatively young in its development process. Rents in the M2M district vary from \$4 to \$17/square foot, with a weighted average of just under \$8/square foot. This is well below average commercial rent for the metropolitan area, accomplishing two benefits for small businesses: a lower operations drain and a reduced sales per square foot requirement for business viability. A full investment analysis of rents is included in the market analysis report in the Appendix.

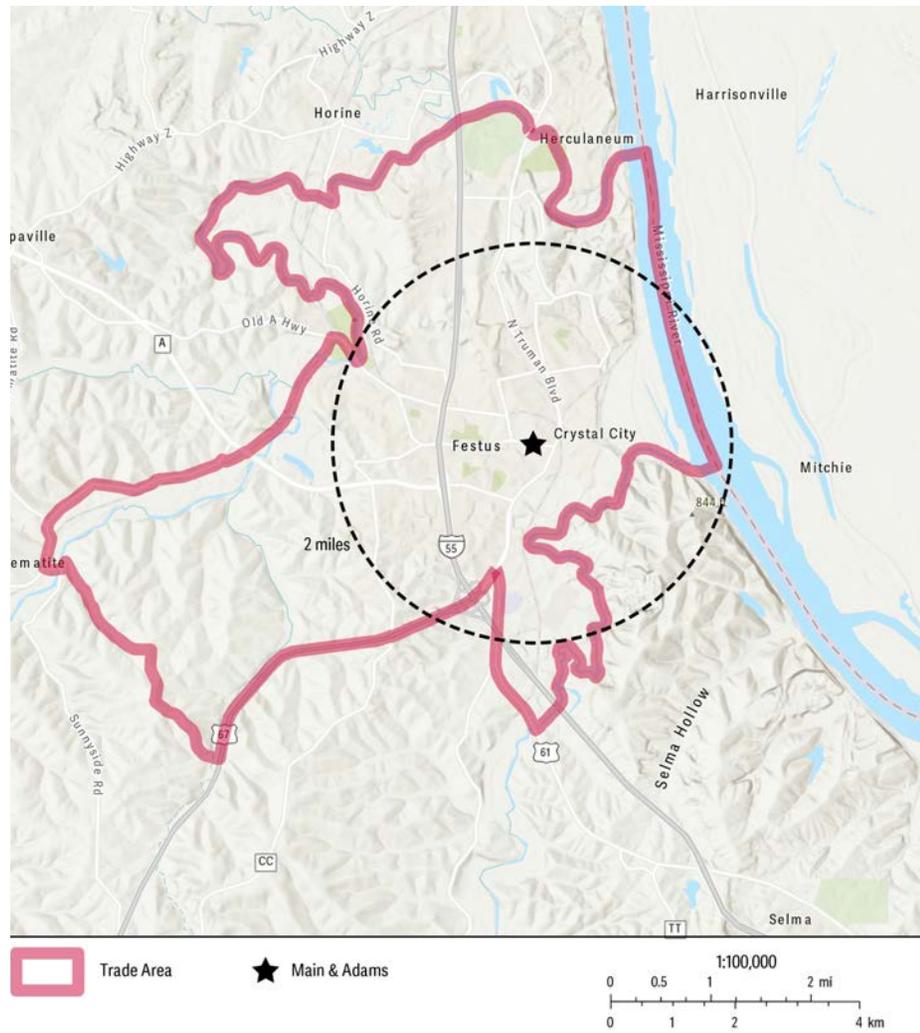
### **Commercial Market Projections: Space**

Market projections for commercial space include two dimensions: demand that can be forecast within a narrow local market area and generated by existing and prospective population, and demand generated by new markets and businesses that do not exist today.

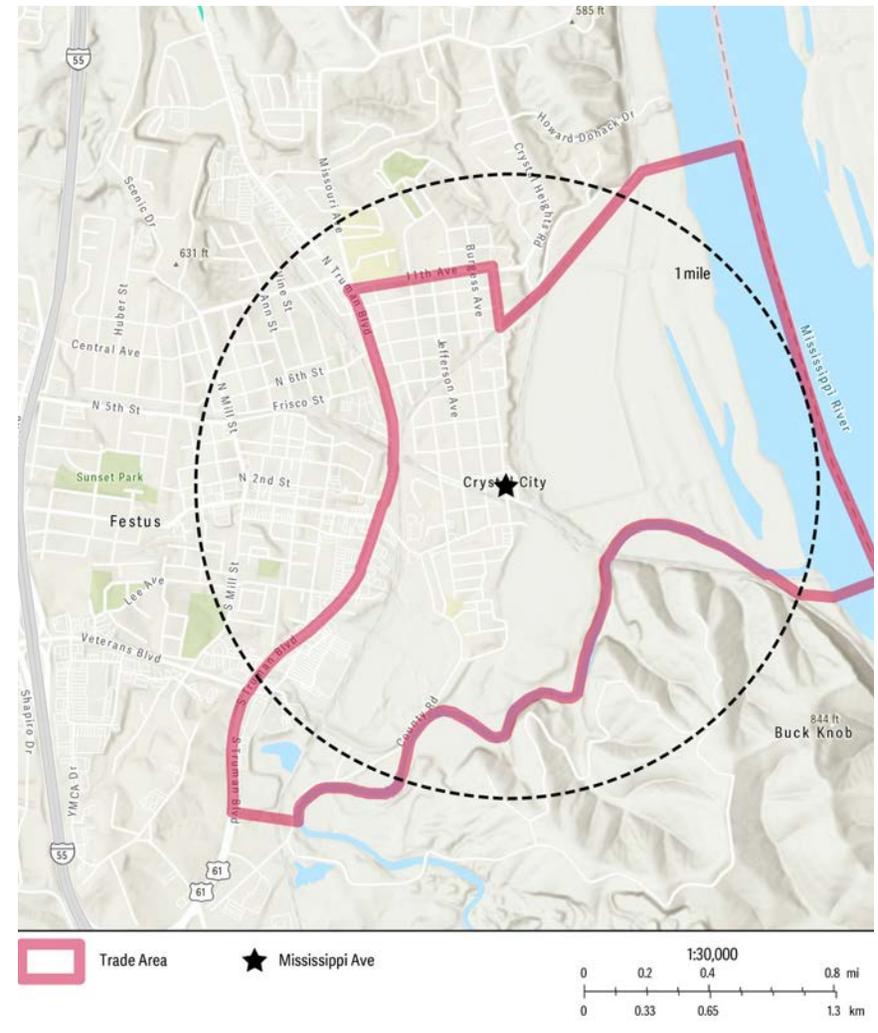
For analysis of space demand for the first element, we can divide M2M into two analysis zones: an “active” zone west of 61/67 (including the Crystal City block between Brierton and the highway); and a “quiet” zone east of 61/67 (including the Mississippi Avenue block between the Union Pacific tracks and 2nd Street. Figures 2.19 and 2.20 display the primary market areas for each of these analysis areas. A primary trade area is defined as the geographic area from which most (70 percent or more) customers of a store, restaurant, commercial node, or shopping center are drawn. The trade area for any specific use is a function of its size and tenant make-up, accessibility, and the scale and tenancies of competing shopping locations. Therefore, trade areas are dynamic and tend to change as the type, quality and location of retail supply competition changes. The space forecasts developed fully in the market analysis report included in the Appendix use the following assumptions:

- Use of existing 2020 population as a base for establishing existing space need. Population growth in Festus and Crystal City will naturally increase commercial space demand.
- A capture rate of 25%. This assumes that 25% of household income is spent within the specific market zone. The report notes that this is probably an optimistic number. That comment is especially true for the zone east of 61/67 because of its limited retail offerings.
- A projected sales target of \$250/square foot. This is a standard figure used for calculating retail space needs. Some businesses, such as so-called “hobby” businesses (where owners are not dependent on profits as their source of income) may be tolerant of a lower yield and on-line sales may also modify this calculation by reducing the amount of on-site sales necessary to support a given area. Also, relatively low rents may allow retail businesses to remain viable at lower yields per square foot.

**Figure 2.19: Main Street/Bailey Road Primary Trade Area**



**Figure 2.20: Mississippi Avenue Trade Area**



Source: Gruen Gruen + Associates

Using these assumptions, the market analysis for the “active” zone calculates a need for 109,100 square feet of retail space and an existing supply of 147,900 square feet. This suggests a surplus of about 39,000 square feet. Obviously, we do not observe a vacancy rate of 26%. We explain this imbalance in two ways:

- Businesses operate with sales below \$250/square foot; and/or
- The district attracts a significant portion of business from outside the primary market area. The criterion used to establish a primary market area suggests that up to 30% of expenditures come from outside that area. Using that assumption, the space demand jumps to about 155,800 square feet, indicating a close balance between existing supply and existing demand.

For the “quiet” zone, the market analysis indicates a demand for 10,600 square feet and a supply of 13,151 square feet. Using the same factor of 30% of expenditures from outside the primary trade area, the space demand increases to 15,142 square feet, or a deficit of about 2,000 square feet. But the relatively small amount and limited offerings of commercial space makes it difficult to suggest a space deficit.

These calculations suggest that:

- M2M has a relatively good balance between space demand and currently available space. This does not mean that all space is now occupied. Some spaces are not suitable in current condition or require major rehabilitation. But reasonable market potential exists to fill most currently vacant space.
- Future growth will be determined by population growth in both communities and the ability to attract a larger share of business from outside the primary trade area.
- Between 2010 and 2021, the Twin Cities, driven by Festus, experienced an average annual household growth rate of about 1% without significant multi-family development. A reasonable projection of potential multi-family demand, based on a more typical single-family/multi-family split, would increase this rate to about 1.5%. This would generate a demand over ten years of about

23,000 square feet of new commercial demand created by growth in the primary market area. This would be distributed across the entire corridor.

- This calculation does not account for an ability to increase business from outside the primary area, obviously a very important part of the equation.

## COMMERCIAL MARKET PROJECTIONS: CANDIDATE USES

The various segments of the M2M corridor have significantly different physical characteristics, access routes, and existing uses. Consequently, these different commercial environments will be attractive to different types of businesses. These settings are also influenced by and can benefit from the adjacent auto-oriented 61/67 commercial corridor, whose big and junior box retailers and restaurants attract customers from a wide market area. This section suggests candidate uses and business types for each segment, based on both their character and location.

**Festus Main Street west of Mill.** This segment is a transition from single-family uses west of City Hall to the traditional Main Street district east of the Mill Street intersection. With the notable exception of the Vinyard Funeral Home, commercial uses begin at Henry/Walnut Street. These use precedents include several retail businesses (book store, convenience and liquor store, pharmacy, sportswear and novelties), services, offices, and automotive uses, housed in free-standing or small strip buildings with individual parking lots. The Festus public library is located between Mill and Henry Streets and its large parking lot and that of the First United Methodist Church dominate the streetscape. Vacant opportunity sites include a former gas station at Main and Grand Avenue.

Logical candidate uses for limited available space in this segment include small businesses like a professional office, personal service, or small food service establishment that can use the gas station’s



**Courthouse square, crown point, indiana.** 13-Foot sidewalk accommodates outdoor seating and accessible storefront ramps while generating street activity.

paved apron and rear yard for both parking and open space amenity. Supportive public actions include improving the library’s street frontage with landscaping, providing a better sidewalk on the north side of Main Street, improving the troublesome Main and Mill intersection, and creating better pedestrian access across Main Street.

**Festus Main Street, Mill to Brierton; Bailey Road in Crystal City, Brierton to 61/67.** This segment includes Festus’ traditional three-block Main Street with shared parking and a transitional block in Crystal City with free-standing structures and individual parking lots. The segment includes a wide variety of uses that include small retail establishments and boutiques, offices, financial and personal services, entertainment, and both sit-down and fast food restaurants. The last fifteen years have seen a reduction in retail employment and occupancy and a marked increase in leisure and hospitality and personal service sectors. Area restaurants have used events and performances to expand their markets.

The market analysis recommends building on the momentum established by these trends to expand the geographic reach of the Main Street market. While additional eating and drinking establishments appear to create internal competition, greater variety and more restaurants create a critical mass that competes successfully

for customers outside the primary market area and expands the amount of business for everyone. This expansion also includes non-restaurant food related businesses, includes sweet shops, bakeries, and “artisan” products, which in turn generate traffic for specialty retail and service uses and appeal to residents. Businesses like Corner Cup Micro-Bakery, Pine Mountain Country Coffee and Ice Cream, and Four Brother Mead demonstrate this associated market.

The fundamental public actions that support this development sequence are clear:

- Developing a high quality street environment that also provides good access for all users and space for street activity like outdoor tables and
- Providing convenient shared parking that is both convenient and avoids compromising the street environment.

**The Truman Boulevard (61/67) and Bailey Road Intersection.** This key intersection is a gateway to both sides of the M2M Corridor and is widely viewed as both a major barrier and a major opportunity. The 61/67 Highway connects the intersection directly to I-55, 1.6 miles to the south. It also includes major retailing, including Twin City Mall, the Wal-Mart Supercenter, CVS, and a variety of fast food restaurants. Three corners of the intersection are solidly developed with First Baptist Church, the iconic Gordon’s Stop Light Drive-In, and Casa Charro restaurant, now under construction. But the northeast corner is vacant and the southeast quadrant includes a large potential site. National restaurant chains have indicated interest in this area and other food service or office use may also be appropriate. Desirable public actions here include intersection improvements that improve pedestrian access, provide additional “breathing space” for buildings at the corner, and encouraging mixed use development for these entire sites rather than just the highway frontage.

**Bailey Road and Mississippi Avenue in Crystal City.** These segments in the “quiet zone” include the Fox Brothers Building, an



**Silver Street, Ashland, Nebraska.** This town of about 2,800 people on the edge of the Omaha metropolitan area, located three miles off Interstate 80 and near major recreational assets, has similarities to Crystal City. It used streetscape investments, successful marketing, and a focus on artisans and specialty retailing to convert a district with a commercial vacancy rate of 35% in 1992 to a highly successful destination district.

historically significant 1924 vintage multi-tenant commercial building and surrounding area and the historic Mississippi Avenue block between the Union Pacific tracks and 2nd Street. The Fox building includes retail boutiques, a furniture store, small grocery, and a post office. The Mississippi Block includes several personal service businesses with Crystal Tavern, a major reinvestment project, under construction in 2022. The segment’s location off the main highway and with a small primary trade area points toward destination businesses – specialty services that potential customers reach deliberately rather than by accident. Historic buildings and a cobblestone street provide a sense of place that reinforces Mississippi Avenue’s ability to attract business types that include:

- One or more eating and drinking establishments to complement Crystal Tavern.
- Outdoor recreation retail, taking advantage of a location close to the Mississippi River and providing a gateway to the adjacent hills and natural environments.
- Crafts and artisanal enterprises and workshops that thrive in quiet areas and workplaces, invite intentional customers, and make extensive use of on-line sales. For these businesses, a location that seems out of the way is actually an asset.

Public actions that support these potential markets include:

- Promotion of the segment as a place for creative workshop spaces and recruitment of specific entrepreneurs and artisans.
- Private/public partnerships to encourage and assist with financing for storefront improvements.
- If the fire department moved to a new facility, re-purposing the existing structure as a business workshop or incubator.
- Improving public space and taking advantage of the panoramic river valley view to the east.
- Residential development on available sites in the immediate surrounding area to increase the customer base and extend the asset of the adjacent residential neighborhood north of 2nd Street.

## **RESIDENTIAL MARKETS**

Housing has been a central feature of downtown development across the country during the last two decades. Downtown housing in city centers is typically in multi-family or townhouse configurations. However, these building types have been largely absent in both the M2M corridor and the Twin Cities area in general. Since 2010, Festus built only 14 multi-family units out of total housing production of 516 units. Crystal City has developed no new multi-family units during the same period. Festus has developed two significant townhome projects

**TABLE 2.2: HOUSING UNITS BY TYPE AND TENURE: 2019**

| City of Crystal City:    | Owner-occupied |              | Renter-occupied |              |
|--------------------------|----------------|--------------|-----------------|--------------|
|                          | #              | %            | #               | %            |
| Detached Single-family   | 1,342          | 100.0        | 361             | 55.0         |
| Attached Single-family   | 0              | 0.0          | 0               | 0.0          |
| Multi-family (2-4 units) | 0              | 0.0          | 30              | 4.6          |
| Multi-family (5+ units)  | 0              | 0.0          | 265             | 40.4         |
| Mobile homes/other       | 0              | 0.0          | 0               | 0.0          |
| <b>Total</b>             | <b>1,342</b>   | <b>100.0</b> | <b>656</b>      | <b>100.0</b> |
| City of Festus:          | Owner-occupied |              | Renter-occupied |              |
|                          | #              | %            | #               | %            |
| Detached Single-family   | 2,827          | 91.8         | 635             | 41.3         |
| Attached Single-family   | 146            | 4.7          | 41              | 2.7          |
| Multi-family (2-4 units) | 37             | 1.2          | 440             | 28.6         |
| Multi-family (5+ units)  | 0              | 0.0          | 392             | 25.5         |
| Mobile homes/other       | 68             | 2.2          | 28              | 1.8          |
| <b>Total</b>             | <b>3,078</b>   | <b>100.0</b> | <b>1,536</b>    | <b>100.0</b> |

Sources: U.S. Census Bureau, 2019 American Community Survey; Gruen Gruen + Associates.

with 182 units since 2000, both of which were built before 2010. Multi-family projects or structures with over five units make up only 8.5% of Festus' total housing stock and 13.2% of Crystal City's inventory.

Yet, Festus and Crystal City display relatively normal splits in owner and renter occupancy – tenure in both Festus and Crystal City is about 67% owner/33% renter. In both cities, a significant percentage of rental units are single-family detached houses. In contemporary development, new single-family detached houses built exclusively for rental purposes are exceedingly rare outside of special programs like rent-to-own units built by nonprofit development corporations. In the future, this continuing rental demand must be accommodated by different construction types – specifically multi-family and attached configurations.

**TABLE 2.3: EXISTING RENTAL HOUSING SUPPLY (OCCUPIED UNITS) BY PRICE: 2019**

|                      | Monthly Gross Rent | Total # Units | Total % Units |
|----------------------|--------------------|---------------|---------------|
| City of Crystal City | Less than \$5001   | 121           | 19.7          |
|                      | \$500 to \$999     | 289           | 47.1          |
|                      | \$1,000 to \$1,499 | 132           | 21.5          |
|                      | \$1,500 to \$1,999 | 71            | 11.6          |
|                      | \$2,000+           | 0             | 0.0           |
| <b>Total Units</b>   |                    | <b>613</b>    | <b>100.02</b> |
| City of Festus       | Less than \$5001   | 46            | 3.1           |
|                      | \$500 to \$999     | 864           | 58.7          |
|                      | \$1,000 to \$1,499 | 433           | 29.4          |
|                      | \$1,500 to \$1,999 | 130           | 8.8           |
|                      | \$2,000+           | 0             | 0.0           |
| <b>Total Units</b>   |                    | <b>1,473</b>  | <b>100.0</b>  |

1Includes with "no cash rent". 2May not add to 100.0 due to rounding.

Sources: U.S. Census Bureau, 2019 American Community Survey; Gruen Gruen + Associates.

In places that have experienced very little contemporary rental development, rents tend to be low. This appears to be the case in the Twin Cities, where only 9.6% of rental units rent for \$1,500 and over. Property owner interviews suggest typical monthly rents in existing inventory at \$1.00/square foot, well below the \$1.50 to \$2.00/square foot ranges required for feasibility in non-assisted development. Nevertheless, contemporary units are built and leased, with gaps filled by renters paying a larger share of their income for housing and/or use of various public incentives, tax credits, and other subsidies.

Owner-occupied units in the Twin Cities are also now almost exclusively in single-family houses. In Festus, 91.8% of ownership units are conventional single-family detached construction; in Crystal City, all ownership units are single-family detached. With rising construction cost and the probability of higher interest rates, some portion of that

demand will shift to attached and townhome development. We believe that a minimum 20% of new ownership construction will be in these alternatives to conventional single-family detached structures.

## **FUTURE HOUSING DEMAND**

As we have seen, housing development in Festus has accelerated in the recent past while Crystal City has experienced very little new construction. About 45% of the 502 new single-family units between 2010 and 2020 were built during the period's last two years. A conservative assumption for owner-occupied housing during next ten years is 62 units per year – the weighted average of the previous decade and the much higher construction rate of the last two years. This would produce a ten-year demand for 620 units. Assuming that 20% of the potential demand is met by owner-occupied attached units and townhomes, the Twin Cities have a ten-year potential demand for 124 units in these configurations that are appropriately located in or near urban districts like the M2M corridor.

In the past, the Twin Cities housing market failed to meet new rental housing demand. A conventional market analysis could conclude that this demand does not exist, but about third of the Twin Cities' occupied inventory is renter-occupied. If the projected owner-occupied production represents two-thirds of actual demand, market support exists for 307 new rental units over the next ten years. Sites in the M2M corridor could provide supportive environments for part of this potential demand.

## **GENERAL RECOMMENDATIONS**

**Business Recruitment and Development.** Develop a coordinated business recruitment program that identifies potential business targets that are likely to succeed in individual corridor segments. Provide

support in identifying potential buildings and sites.

**Food and Entertainment Base.** Food, drink, and entertainment have been the base of the district's revitalization and are the keys to expanding its market area. Strategies include:

- Building a critical mass of eating and drinking establishments clustered close together to support each other and provide an entry to other businesses, including retailers.
- Concentrating entertainment venues to the extent possible to appeal to a wide variety of tastes and budgets.
- Improving shared district parking facilities, including opportunities for outdoor dining and pick up/takeout.

**Linkages and Transitions.** Tighten and clarify connections among the various segments of the district. Provide natural and comfortable transitions from one sector environment to another. Also improve to commercial features adjacent to the corridor, such as the Crystal City Mall.

**Creative Business Incubation Initiatives.** Establish a judged competition of potential entrepreneurs, providing winners with attractive business terms for an initial period. Consider development of a business incubator, potentially in a vacated public facility or available commercial space.

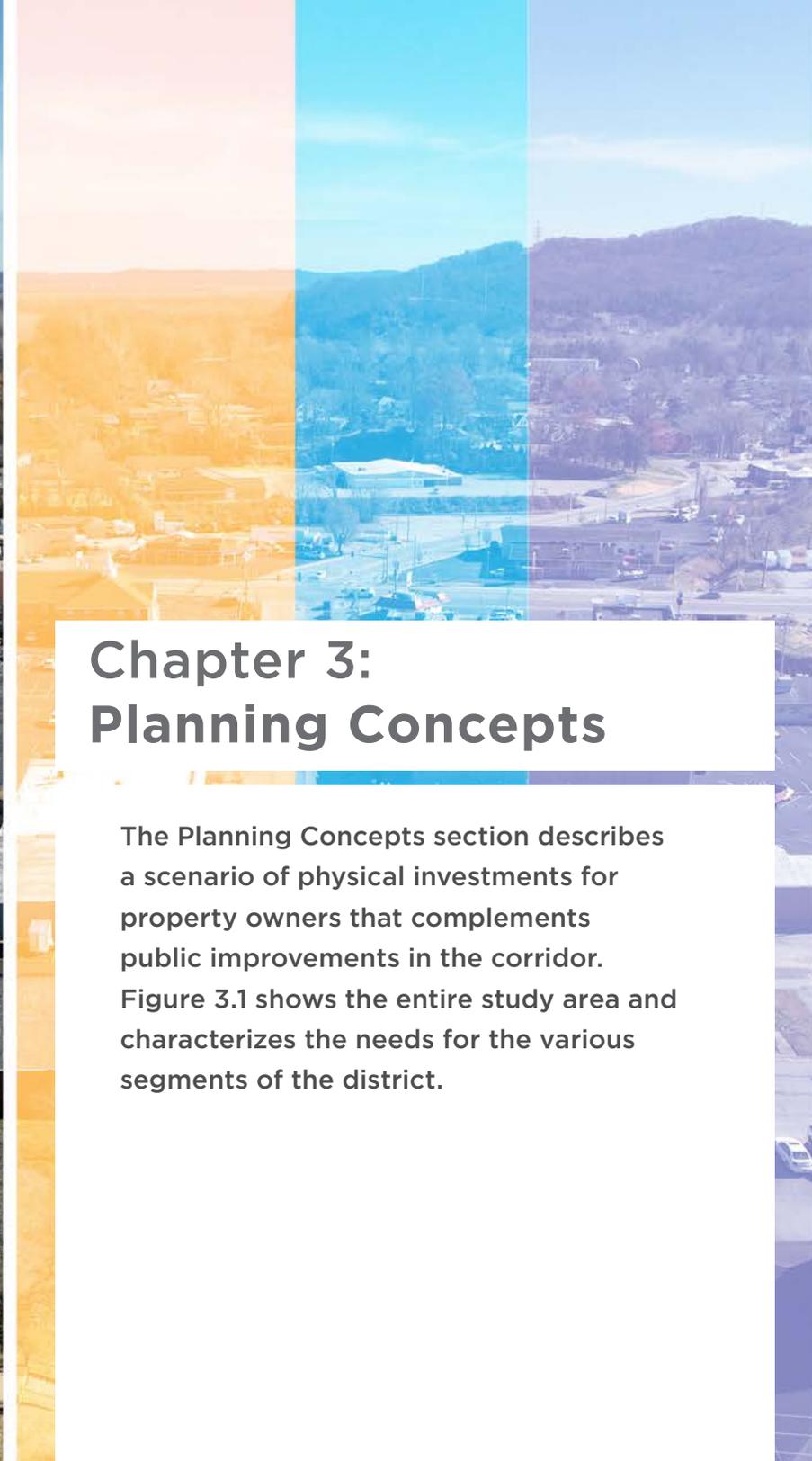
**Wayfinding.** Design a new wayfinding system, including attractive graphics, gateway artwork, directional information to parking and attractions, and business information. Complement physical features with technology, including QR codes and virtual store visits.

**Public Realm.** Make the public environment an asset rather than a liability with improved, accessible design and quality maintenance. Manage clutter and the appearance and function of services areas.

**Housing.** Incorporate housing development into the land use mix of M2M, taking advantage of existing market possibilities and the appeal

An aerial photograph of a city street intersection, overlaid with a semi-transparent white box containing text. The scene shows a multi-lane road curving to the right, with various commercial buildings, parking lots, and utility poles. A prominent red brick building with a classical facade is visible in the upper right. The overall image has a blue color cast.

**To stand still is to invite stagnation and eventual decline. To change the future, we will need to take an active role in making ideas become reality.**



## Chapter 3: Planning Concepts

The Planning Concepts section describes a scenario of physical investments for property owners that complements public improvements in the corridor. Figure 3.1 shows the entire study area and characterizes the needs for the various segments of the district.

## West of Mill

- Building reuse
- Parking lot quality
- Stormwater management
- Placemaking
- Streetscape
- Neighborhood and park connections

## Festus Main Street

- Pedestrian/active transportation
- Infill development
- Façade upgrade
- Housing potential
- Business growth
- Parking lot quality
- Greenway linkage
- Streetscape/urban design
- Stormwater management

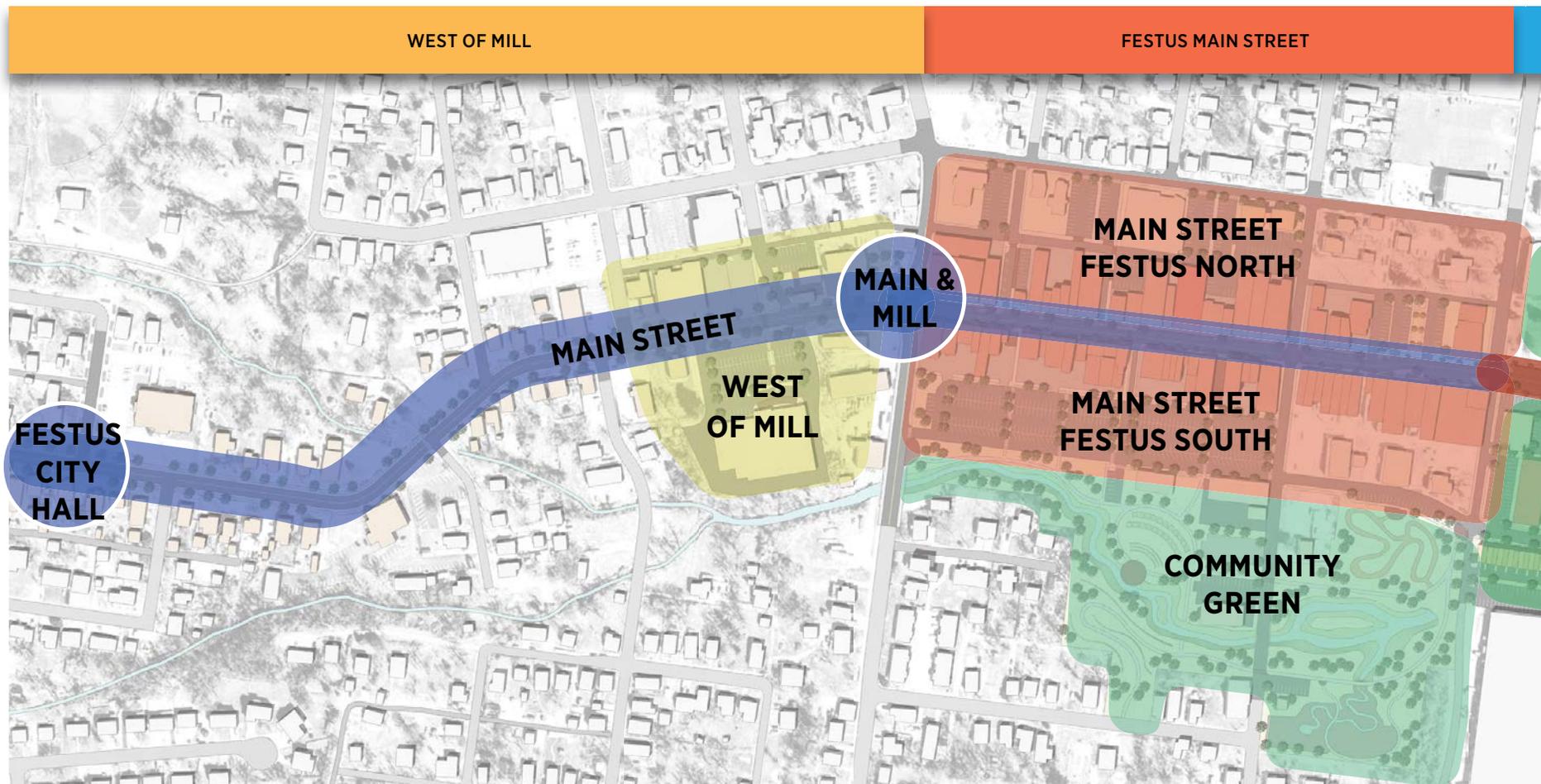


Figure 3.1: Concept area

## Bailey Crossroads

- Commercial occupancy
- Pedestrian quality
- Stormwater management
- Placemaking/urban design
- Streetscape
- Infill development
- Mall connections
- Bridging highway barrier
- Major redevelopment

## Village Mixed Use

- Preservation
- Business occupancy
- Residential conservation

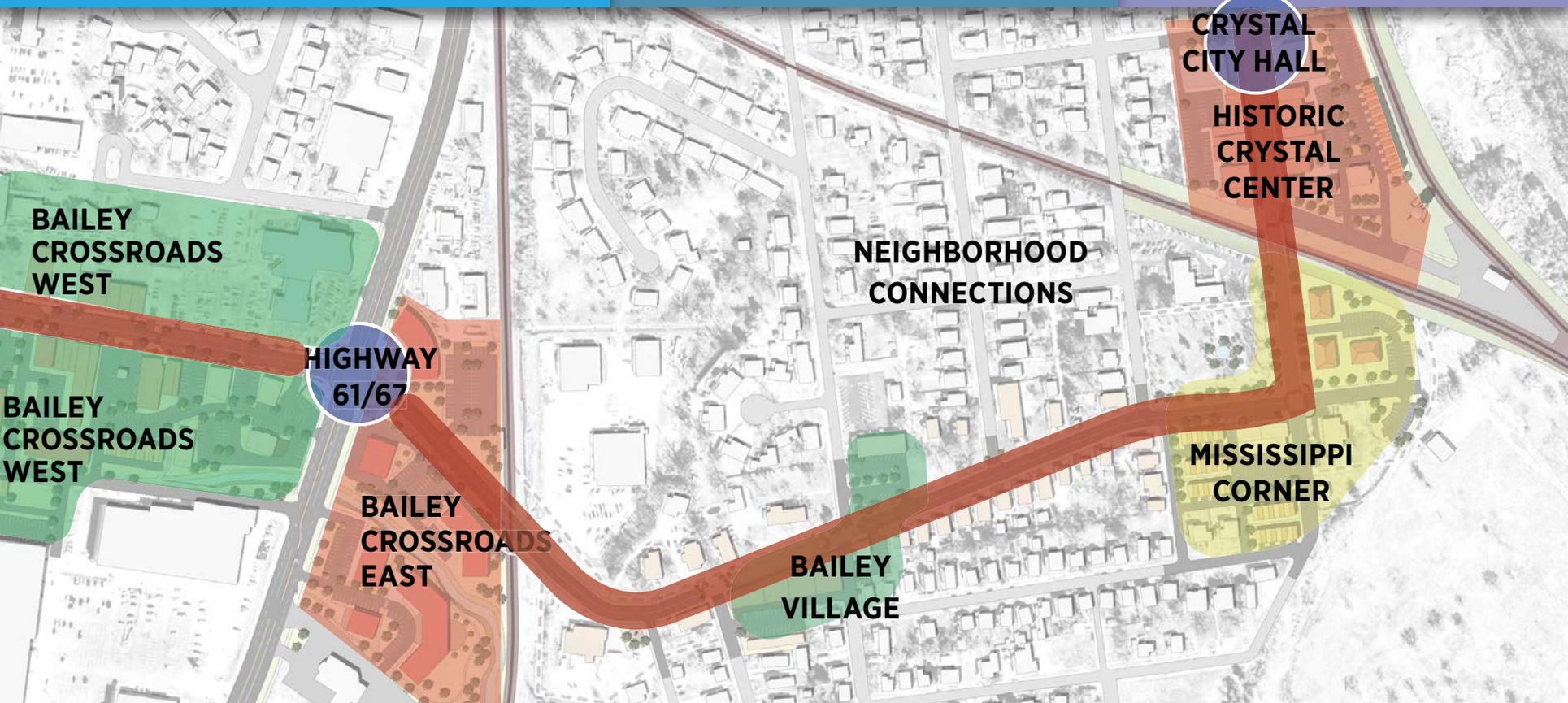
## Historic Crystal Center

- Historic preservation
- Brownfield redevelopment
- Accessibility
- River connection
- Backlot environment
- Building occupancy
- Marketing

BAILEY CROSSROADS

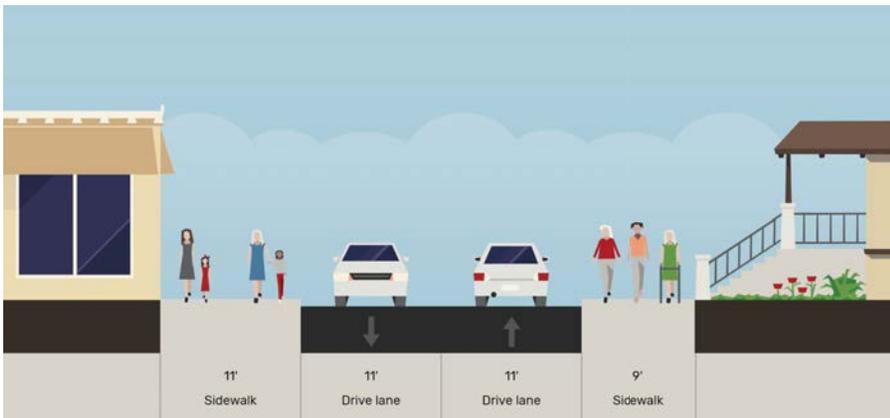
VILLAGE MIXED USE

HISTORIC CRYSTAL CENTER



Source: Consultant Team

# West of Mill



## THE STREET

- Commercial and public uses between Mill and Henry, transitioning to residential character west of Henry.
- Typical 40-foot width to back of sidewalks: two 12-foot drive lanes (one in each direction), 2-foot shoulders in each direction, and 6-foot sidewalk on both sides.
- Two-way left-turn lane on public library block from Walnut Street to Grand Avenue for turning movements into commercial properties.
- Multiple access points near Mill Street, providing access consolidation opportunity.
- The posted speed is 30 mph.
- Overhead utilities on both sides of the street, with poles placed in the sidewalk.
- Narrow shoulders and bike route signage



# MAIN AND MILL INTERSECTION

## Intersection Performance:

The vehicular level of service (LOS) at the intersection operates between an A and B under existing conditions. With the current lane configuration at Main and Mill and collected traffic volumes, the intersection operates well at LOS A and B (depending on peak periods).

## Problem:

The current conditions at the intersection of Main and Mill create an awkward intersection with geometry that makes navigating the intersection as a person driving, walking and biking challenging. The intersection currently does not meet ADA compliance, which makes crossing the street to access Downtown Festus difficult and unsafe. Highly used, important buildings are located near the corners without protective barriers, making them vulnerable to errant vehicles. The intersection also lacks enough room for streetscape features that would mark the west entrance to the Main Street district.

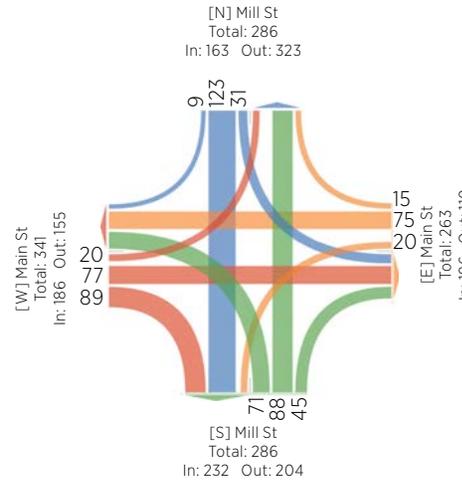


Figure 3.2: Main & Mill Weekday AM Peak volumes

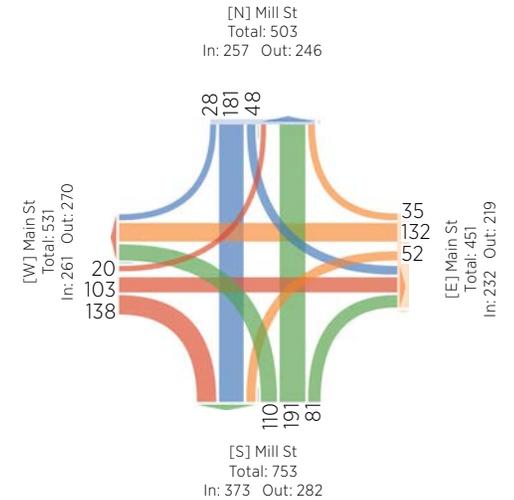


Figure 3.3: Main & Mill Weekday PM Peak volumes

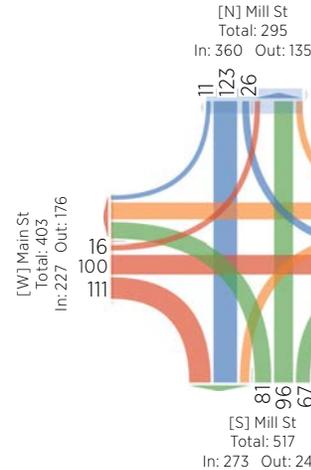


Figure 3.4: Main & Mill Weekend AM Peak volumes

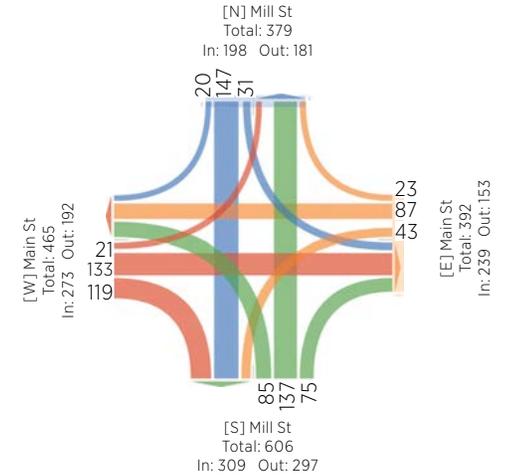


Figure 3.5: Main & Mill Weekend PM Peak volumes

## CONCEPTS

The west segment of the M2M study area focuses on Festus from Walnut Street to City Hall.

For purposes of describing the planning concepts, the content is organized by the following:

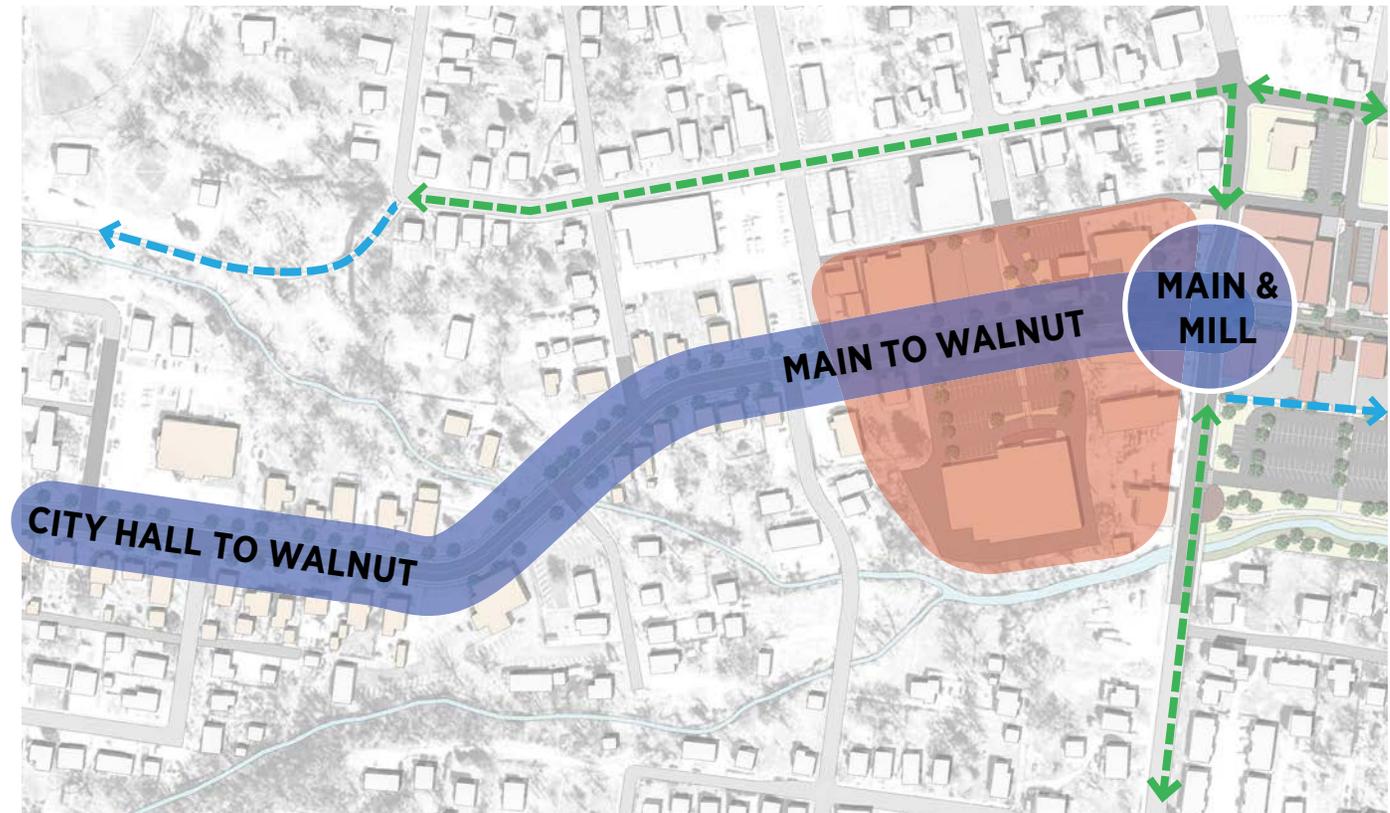
1. **City Hall Link**
2. **Main & Mill Intersection**
3. **Mill to Walnut Environs**

### City Hall Link

Funding for improvements was approved for Main Street, west of the Mill Street intersection. When the future cycle of street improvements occurs, the City should adapt the street to address the following:

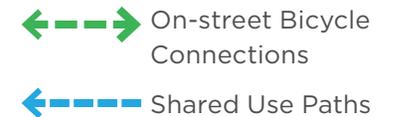
1. **Widen Sidewalks.** Sidewalks are narrow and should be expanded to 5' minimum. Damaged paths should be replaced
2. **Implement a Re-tree Program.** Planting trees along the roadway can create a continuous tree canopy and help calm traffic speed.

Figure 3.6: West of Mill Diagram



3. **Limit impervious coverage for commercial front yards.** Several front yards are entirely concrete. The City should support property owners to limit the amount of impervious coverage in front yards, restoring some of the space to vegetation.

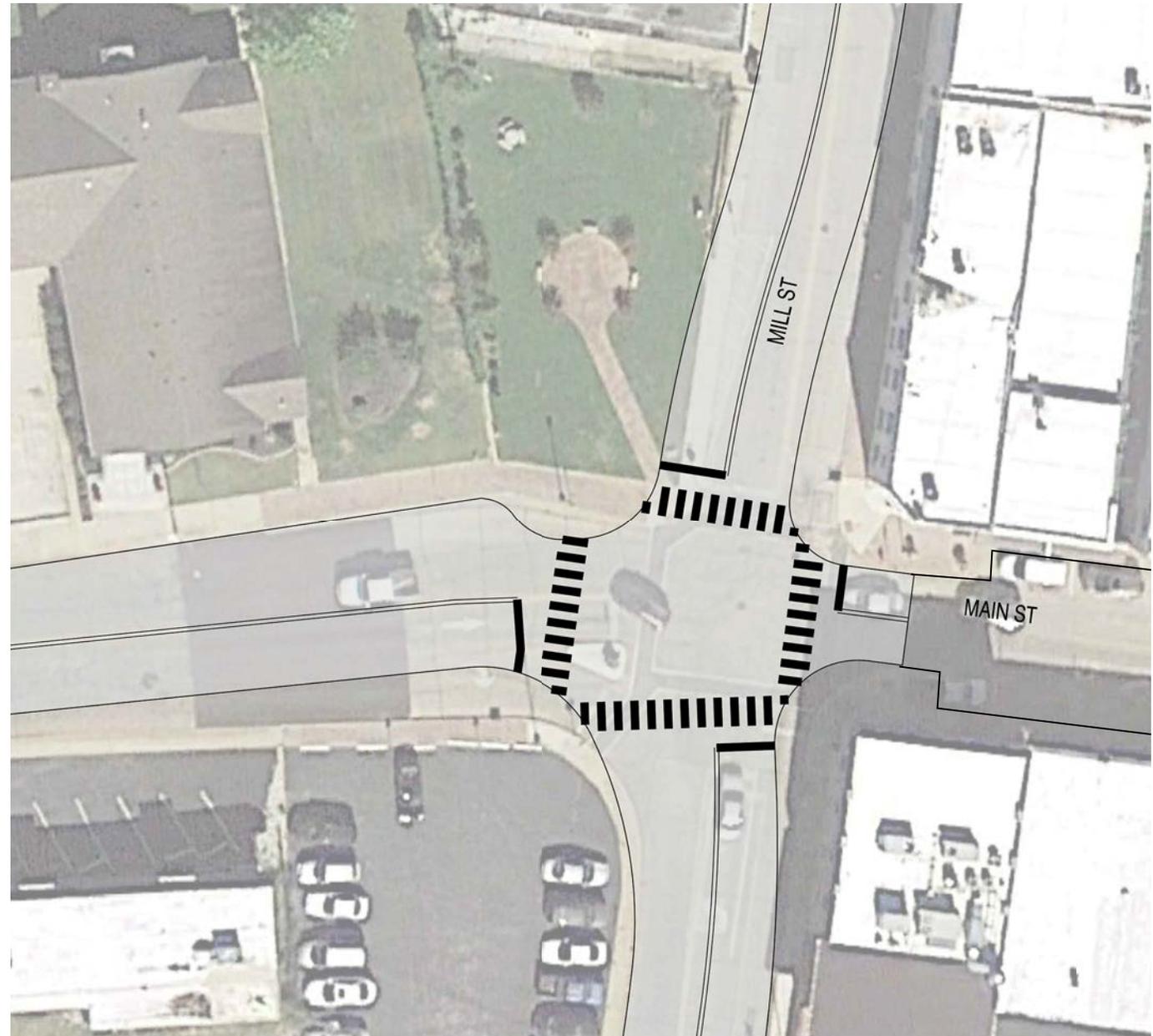
4. **Extend Sunset Park Trail.** The trail from Sunset Park crosses a creek bridge to exit onto 2nd Street. Painting sharrows and adding signage will guide people to downtown.



### ***Main and Mill Intersection***

The proposed solution significantly resolves existing navigation and safety problems. First, intersection bumpouts create more room for the pedestrians (and adjacent buildings) on the corners. The bumpouts will also provide space for ADA compliant curb ramps. Dedicated turning movements will be removed, and every approach will consist of combined thru-turn movements, narrowing the street channel and reducing the pedestrian crossing distance. The bumpouts also offer space for a gateway treatment marking the western entrance to Downtown Festus.

**Figure 3.7: Main and Mill Squiggle Intersection Concept**

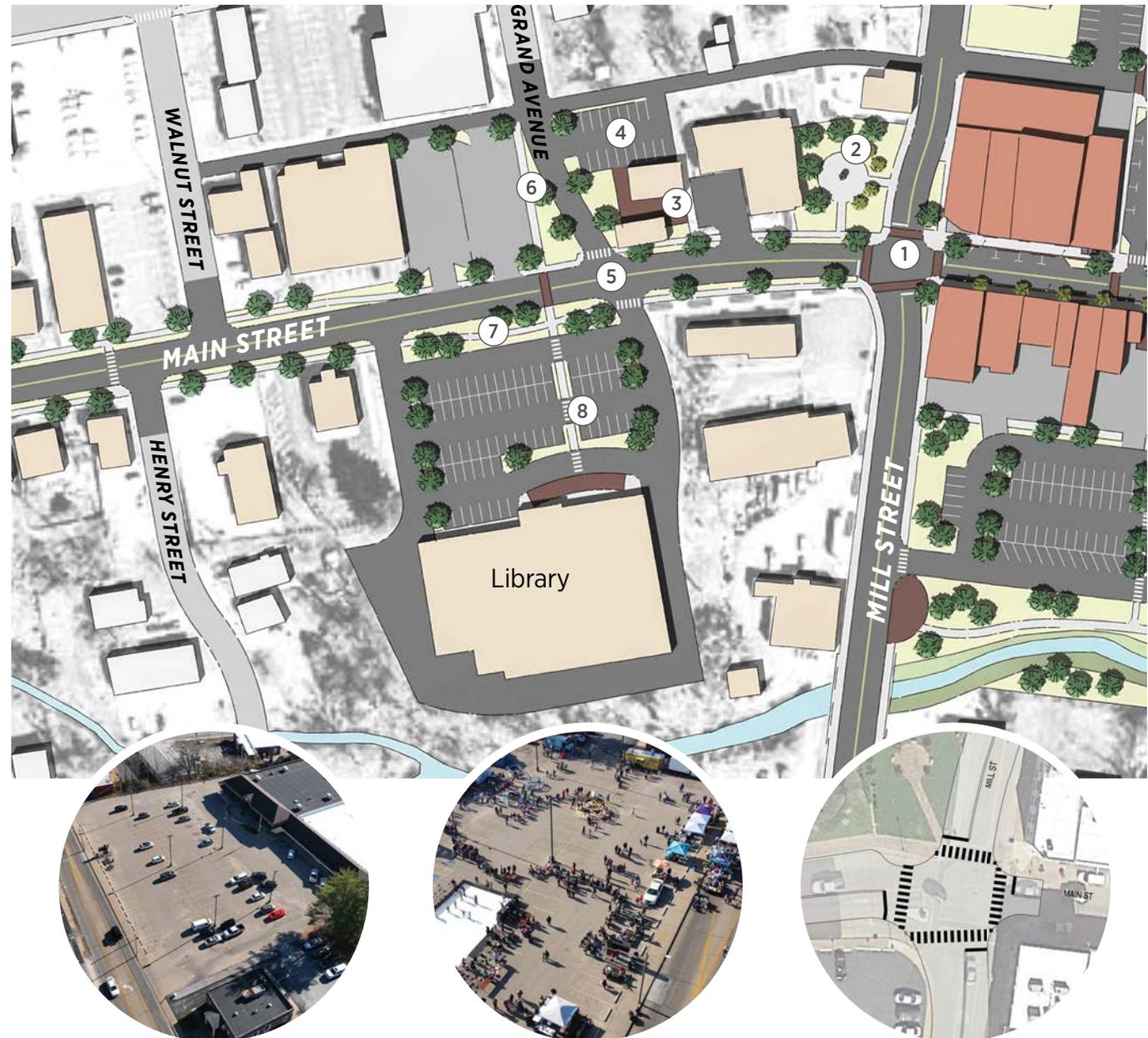


## CONCEPTS

The West of Mill segment transitions Main Street's residential areas into the Main Street district. City Hall and the Public Library are dominant features along this part of the street. Commercial development is auto-oriented but within walking distance of the Main Street district. Concepts for this area include:

1. **“Squiggle” redesign of Main and Mill.** Concept shifts the alignment of Mill Street to the west to expand the sidewalks near businesses and remove the southbound turn lane from Main Street to Mill Street.
2. **Green space enhancements.** The green space can be artfully designed as a plaza with seating areas and a gateway feature.
3. **Gas station reuse.** The main building can be reused for a commercial tenant, with the canopy area used as a small plaza for the tenant. Possible uses include a cafe, small art gallery or specialty foods.

Figure 3.8: West of Mill Plan



4. **Rear parking.** The space behind the former gas station can provide customer parking.

5. **Realign Grand Avenue.** Realigning Grand Avenue eliminates conflicting turning movements on Main Street and provides more direct access from the neighborhood to the public library. Crosswalk could be either at mid-block location or at relocated intersection.

6. **Pedestrian way and new green space.** The realignment of Grand Avenue creates space for a public sidewalk to the surrounding neighborhood.

7. **Greening of library street frontage.** The library's street frontage is completely paved and has an over supply of parking. Removing a bay of parking stalls to create green space that helps manage stormwater runoff, improves the street image, and provides functional green space for outdoor tables and seating.

8. **Parking improvements.**

Adding a pedestrian pathway through the lot directs pedestrians to Main Street and can include underground electrical conduits that can be used for staging special events in the parking lot.



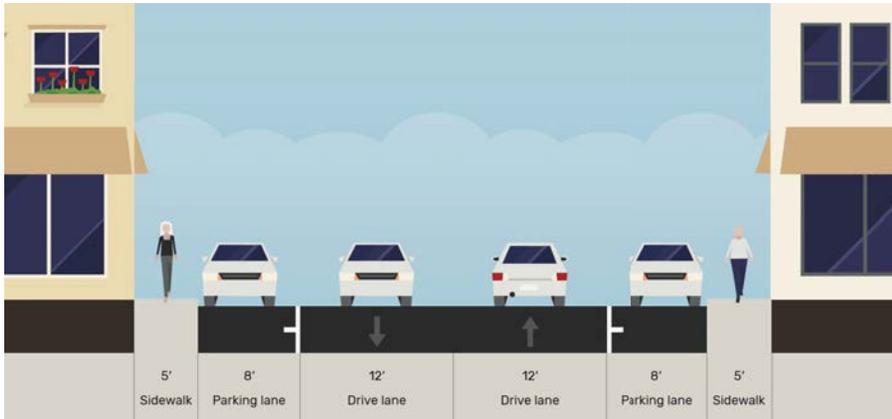
Above: Striping sidewalk area near continuous curb cuts to define the pathway.

Figure 3.9: Library Green



Above: Inset of library parking lot showing recommended plan revisions; Left: extent of front green at library lot.

# Festus Main Street



## THE STREET

- Downtown main street environment.
- 50-foot right-of-way constrained by competing uses, widening to 55-feet between Church and Brierton
- Ramps, sidewalk width, and building accesses violate American with Disabilities Act standards for accessibility
- Typical section of two 12-foot travel lanes, 8-foot parking lanes on both sides, 5-foot sidewalks on both sides
- The sidewalks directly abut building fronts
- Obstacles and side slopes at many locations that contribute to accessibility issues
- The posted speed is 20mph.
- No overhead utilities; pedestrian scale lighting is included on both sides of the street.
- No bicycle facilities exist (dedicated space or signage).

## PARKING

In theory, the traditional Main Street segment from Mill to Brierton has a moderate parking surplus of about 88 stalls over required supply. The majority of existing stalls are behind the Main Street blocks. In any dense district, customers value the convenience and visibility of on-street stalls. When these are unavailable, people perceive a parking shortage.



Figure 3.10. Main Street Parking Supply

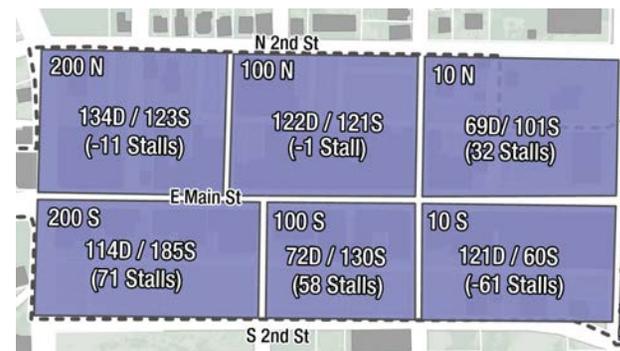


Figure 3.11. Parking Supply/Demand based on Zoning Requirements

## PEDESTRIAN QUALITY AND ACCESSIBILITY ISSUES

Main Street Festus is defined by both its architectural character and intimate scale, with a building to building facade with of 50 feet. The current section of two-way traffic and two-sided on street parking leaves five feet on each side for sidewalks – too narrow for safe passage and inadequate for accessibility improvements like ramps to storefronts. Side slopes and inadequate space for fully accessible intersections complicate the problem.

Infrastructure issues will require Festus to reconstruct Main Street, and the street's classification as a minor arterial makes such a project eligible for funding assistance through the Surface Transportation Program (STP). A new street must be ADA compliant, safe and accessible for all persons. This will require building entries to be flush with or within  $\frac{1}{2}$ ' vertically of the sidewalk. In some instances this may be resolved with site grading, many buildings will require ramps for access. This will require a minimum average sidewalk with of ten feet on each side, leaving a thirty-foot curb to curb face street channel – too narrow to maintain on-street parking on both sides.

We present the preferred concept for Main Street later in this section. But the following guiding criteria guide the solution:

- Retain on-street parking only on the north side of Main Street.
- Maintain or increase the total inventory of convenient parking between Brierton and Mill.
- Improve connections between parking lots behind Main Street to Main Street storefronts.
- Upgrade the large south public parking lots, making them a parking location of choice.
- Increase public access to off-street parking on the north side of Main.



## CONCEPTS: MAIN NORTH

These concepts focus on adding to the available public parking supply adjacent to businesses on the north side of the street and improving connections from parking areas to businesses. It also proposes several strategic projects for underused sites, consistent with the Big Ideas presented at the beginning of this plan. Figure 3.12 presents concepts for enhancement north of Main Street. The following are specific strategies for improving the area.

1. Define parking stalls on rear service area. Definition of these parking areas can increase the number of functional parking spaces.
2. Public parking on existing private parking lot. This could include public acquisition or leasing of this underused lot.
3. Possible small footprint multifamily buildings along North 2nd Street.
4. Proposed two-level Main Street parking deck. This important potential project is described in more detail on page 67.
5. Add parking spaces by redesigning parking lots, reducing parking bay width to the standard 60-foot.
6. Walkway connecting to parking deck walkway, stair, and elevator.
7. Existing telephone equipment building.
8. Add parking spaces by redesigning parking lots, reducing parking bay width to the standard 60-foot.
9. Walkway with protected connection to Main via Hauge Street.
10. Define parking stalls in rear service area.
11. Modify Hauge Street to a single northbound one-way lane with 6' sidewalk.
12. Define painted pedestrian path through parking area.
13. "Squiggle" redesign of Main and Mill Streets. See page 59.
14. Proposed Marketplace project, described on page 68.

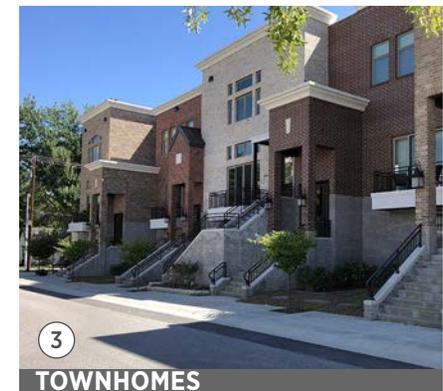


Figure 3.12: North of Main Concept



PALLIET STREET PATH



HAUGE STREET PATH



PROPOSED MARKETPLACE

## CONCEPTS: MAIN NORTH

Figure 3.13: North of Main Concept Rendering



### Infill Parking Concept

This concept for an infill parking deck uses a long vacant site fronting Main Street between Adams and Hauge Streets. The grade change permits a two-level deck with entrances at both Main Street and alley levels. An elevator with stair connects the upper level to Main Street, and the design provides space for public restrooms or small tenant space. An elevator may be unnecessary if handicapped stalls are provided on the lower Main Street level. Space along Main Street could have dedicated space for public restrooms at a cost of several parking spaces. The parking deck adds up to 56 stalls directly adjacent to the street.

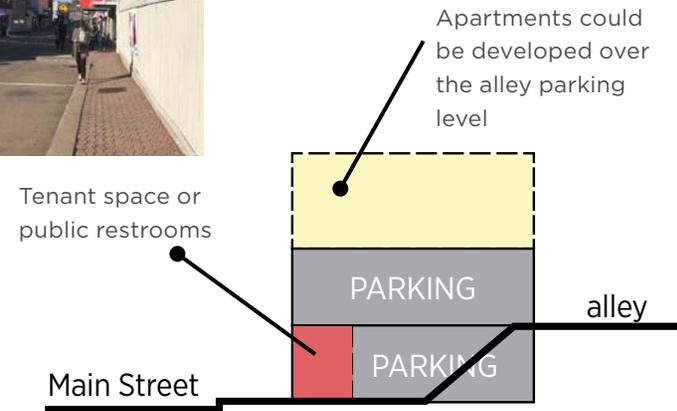
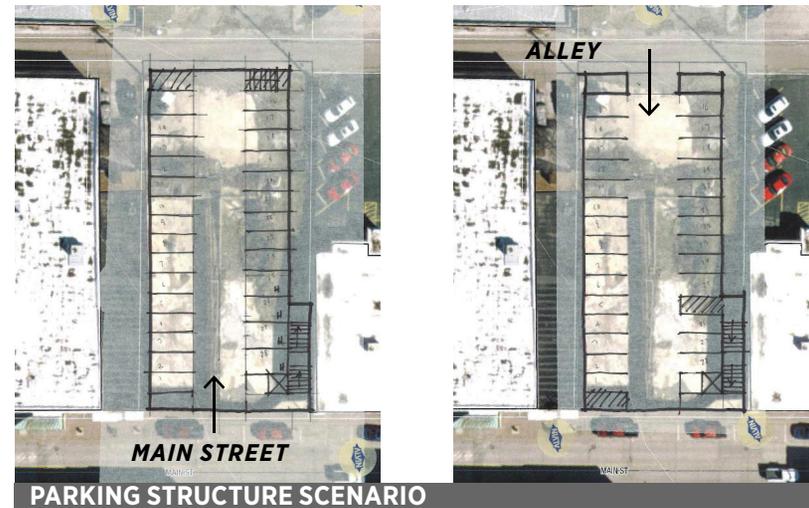


Figure 3.14: Infill Concept



Figure 3.15: Infill Concept Plan



- 56 stalls (28 per level)
- Elevator to upper

## CONCEPTS: MAIN NORTH

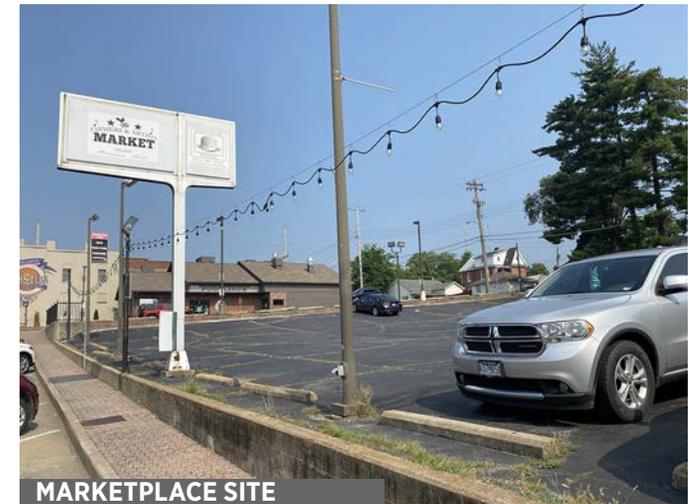
### Twin Cities Marketplace

The parking lot east of Pogolino's is a private lot but is used by the general public and has hosted public events. The Marketplace concept envisions an efficient redesign of the lot to provide a linear market and event shelter and gathering space, while retaining its current 46 parking stalls. The concept for this

1. Expanded sidewalk near Pogolino's frontage.
2. Diagonal parking along Main Street.
3. New ADA compliant ramp to business entrance and seating area.
4. Curbless street along square to allow events to spill over.
5. New linear market shelter



Figure 3.16: Marketplace Concept Plan



## CONCEPTS: MAIN SOUTH

### South Side Parking Lots

The loss of on-street parking with reconstruction of Main Street will make Main Street Festus' largest parking resource – the southside lots between Mill and Adams – especially important. These lots will provide the primary parking source and secondary circulation during the construction period. Their function, appearance, and connectivity to Main Street also should make them a parking facility of choice after the street is re-opened. Fortunately, several Main Street businesses have established attractive rear entrances facing these lots and previous lot improvements have established a subtly differentiated walking path along these rear property lines. The concept for redesign of these lots is illustrated on pages 96 and 97 and includes the following features:

1. **Parking Redesign.** The concept re-orientes parking bays to an east-west direction, creating a more efficient circulation pattern that increases parking while also providing better pedestrian access, stormwater management, landscaped areas, and dumpster and service locations. This concept increases the parking count by 26 spaces.
2. **Backside “Street” and Shared Use Path.** The reoriented lot design creates a “second main street” along back facades, enhanced by landscaping and urban streetlighting. In addition to an amenity that encourages adjacent businesses to upgrade rear yards and facades, it also creates a service road that is currently lacking. A shared use path with separated bicycle and pedestrian tracks would be located along the street and fully integrated into the proposed trail access and park paths on pages 85 and 87.
3. **Stormwater Management.** The current uninterrupted expanse of pavement intensifies runoff problems into the adjacent drainageway. This lot redesign and reorientation should include effective stormwater management practices, including strategic location of landscaping, detention features, and permeable pavers.
4. **Calming 2nd Street South.** 2nd Street essentially enters into a parking area rather than continuing to behave as a street.
5. **Dumpster Corrals.** The lot concept provides specific location for screened groupings of dumpsters, managing the placement of these often unruly but necessary appurtenances of commercial areas.
6. **Adams Street Sidewalk.** Improving the sidewalk along Adams Street will connect Main Street to the park amenities south of 2nd Street.
7. **Passageways between Main Street and Parking.** Two midblock passages connect the south lots to Main Street. Redesigning the passageways will improve the convenience of parking to businesses. Also, good design can make these passages destinations in themselves. These features are discussed on page 74.
8. **Walking Paths.** Paths should link Main Street to the parking lot and proposed Glass Park. Intermittent islands of vegetation can help manage stormwater runoff.



## CONCEPTS: MAIN SOUTH

Figure 3.17: South of Main Concept



Figure 3.18: South of Main Concept - Test Fit Parking Sketch

- 1 PARKING REDESIGN
- 2 BACKSIDE STREET AND SHARED USE PATH
- 3 STORMWATER MANAGEMENT
- 4 SOUTH 2ND STREET CALMING
- 5 DUMPSTER CORRALS
- 6 ADAMS STREET SIDEWALK
- 7 PASSAGEWAY ENHANCEMENTS
- 8 BEHRING STREET WALKWAY

PARKING COUNT  
 EXISTING: 243 SPACES  
 PROPOSED: 269 SPACES



## CONCEPTS: MAIN SOUTH

Figure 3.19: South of Main Concept Rendering



## CONCEPTS: MAIN SOUTH



Screened trash receptacle.



Above: Passageways between parking areas and Main Street.



Above: Pathways within parking lots.



Above: Integrating stormwater management into parking lots.

## CONCEPTS: MAIN SOUTH

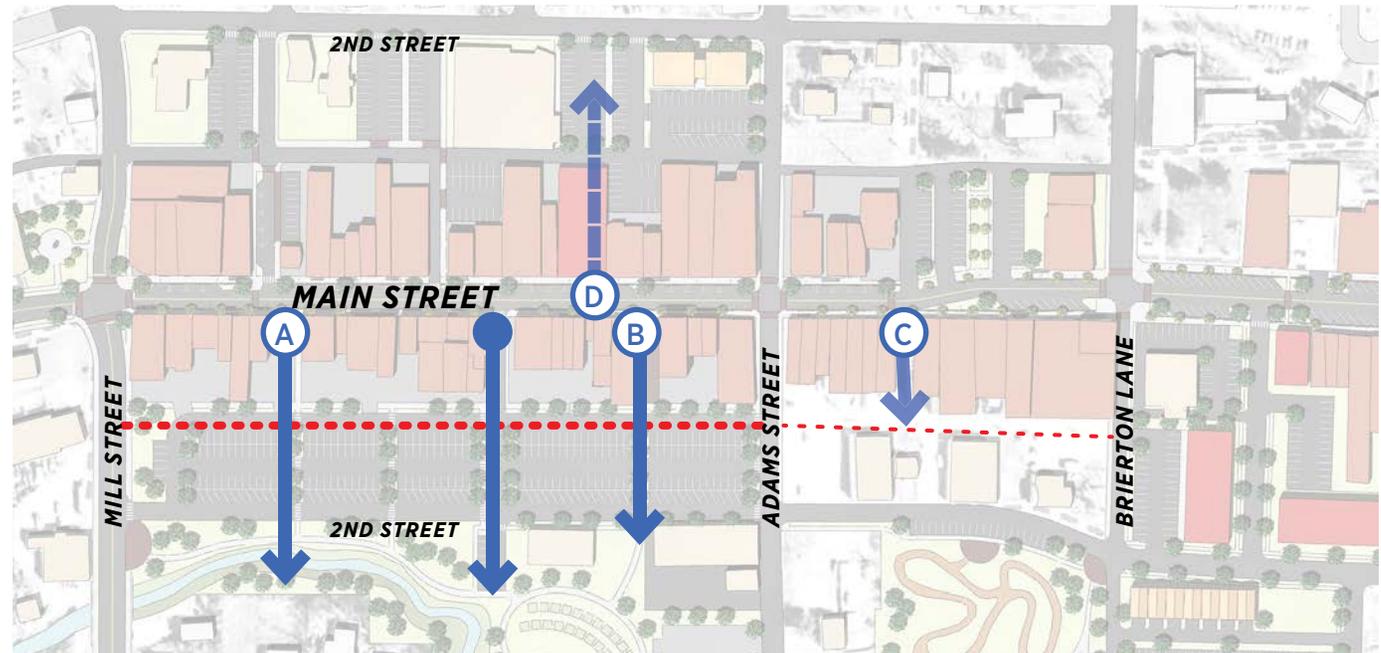
### The Passageways

Gaps between buildings can be viewed as nondescript spaces but have a very important role to play in Festus. These narrow paths can become enticing experiences as well as functional links, providing a new dimension to the pedestrian experience linking Main Street to the parking behind buildings. They can also be activated by adjacent businesses with new side openings and access to the passageways. Several concepts show possible adaptations to these spaces and considers the 5-6' grade change between Main Street and parking lot levels.

Concepts for each recommend:

- ADA-compliant access with ramps down to the parking area.
- Themed spaces with art and lighting.
- Pocket parks for seating and shade.

Figure 3.20: South of Main Concept - Passageways



**A** 200 PASSAGEWAY

Activated space from adjacent businesses



**B** 100 PASSAGEWAY

Artist passage, draped with lighting

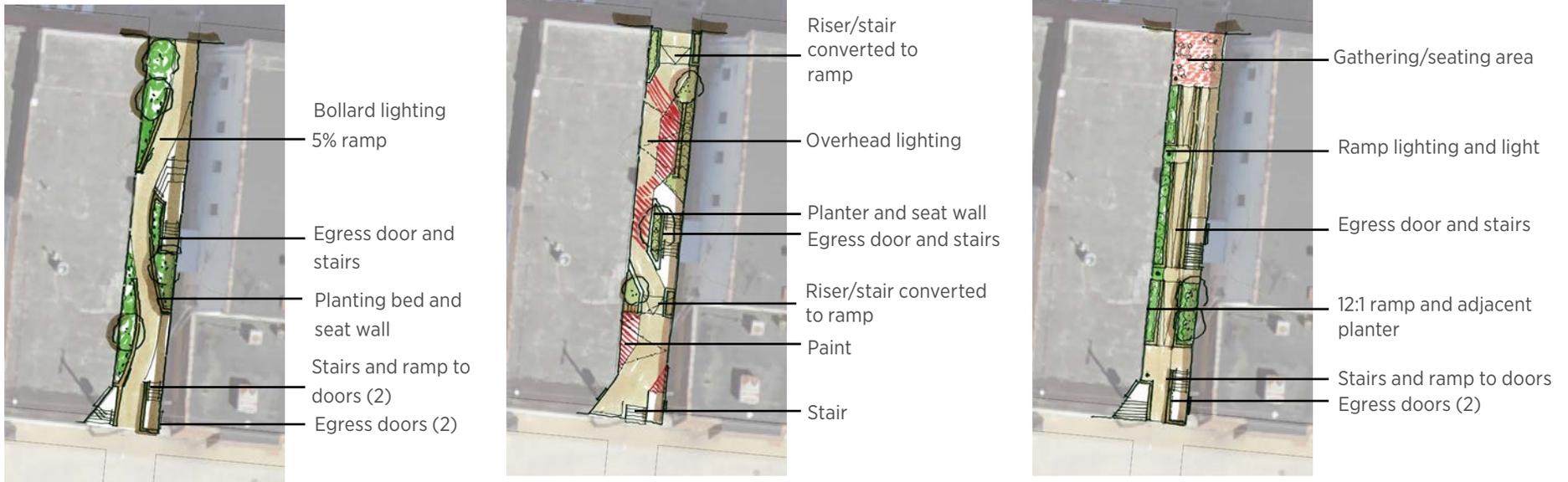


**C** 000 PASSAGEWAY

Possible open or enclosed path with public restrooms

## CONCEPTS: MAIN SOUTH

Figure 3.21: Passageway Retrofits



NOTE: This option is not fully ADA compliant and should be seen only as an interim option

### Passageway Retrofits

Demonstrations from other communities show alleys becoming fun experiences that are attractions in themselves, making the experience of walking through them an anticipated event for the family.



## CONCEPTS: MAIN STREET DESIGN

### The Process

The most visible and potentially momentous project in the M2M Corridor will be the ultimate design of Main Street between Brierton and Mill in Festus. Within the broad outlines of minimum sidewalk and street requirements, we investigated a variety of potential alternatives and configurations for this street segment. The various options were reviewed and discussed extensively by the PAC and vetted by the public at open houses and through website comments.

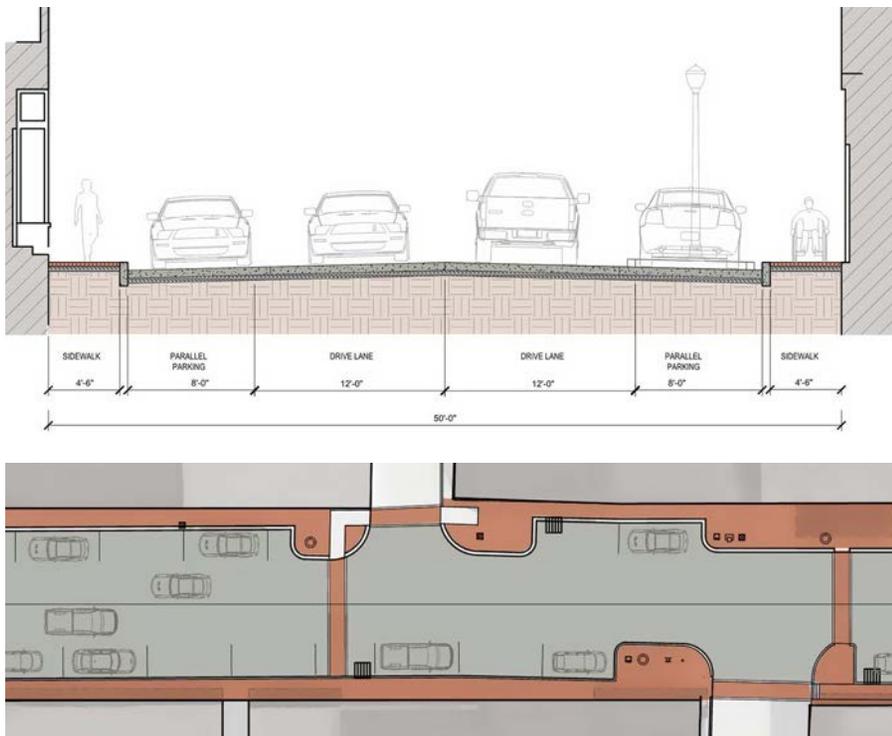


Figure 3.22: Existing Street Diagram

Figure 3.23: Main Street Scenarios



## CONCEPTS: MAIN STREET DESIGN



### Design guidance references:

PROWAG (Public Rights-of-Way Accessibility Guidelines) level landing at top of ramp has to be 5 ft by 5 ft & 4 ft clear width (total 9ft needed for sidewalk)

NACTO Street Design Guideline (travel lane widths of 10/11 ft & parking lane widths of 7 - 9ft)

<https://nacto.org/publication/urban-street-design-guide/street-design-elements/lane-width/>



Figure 3.24: Design Guidelines

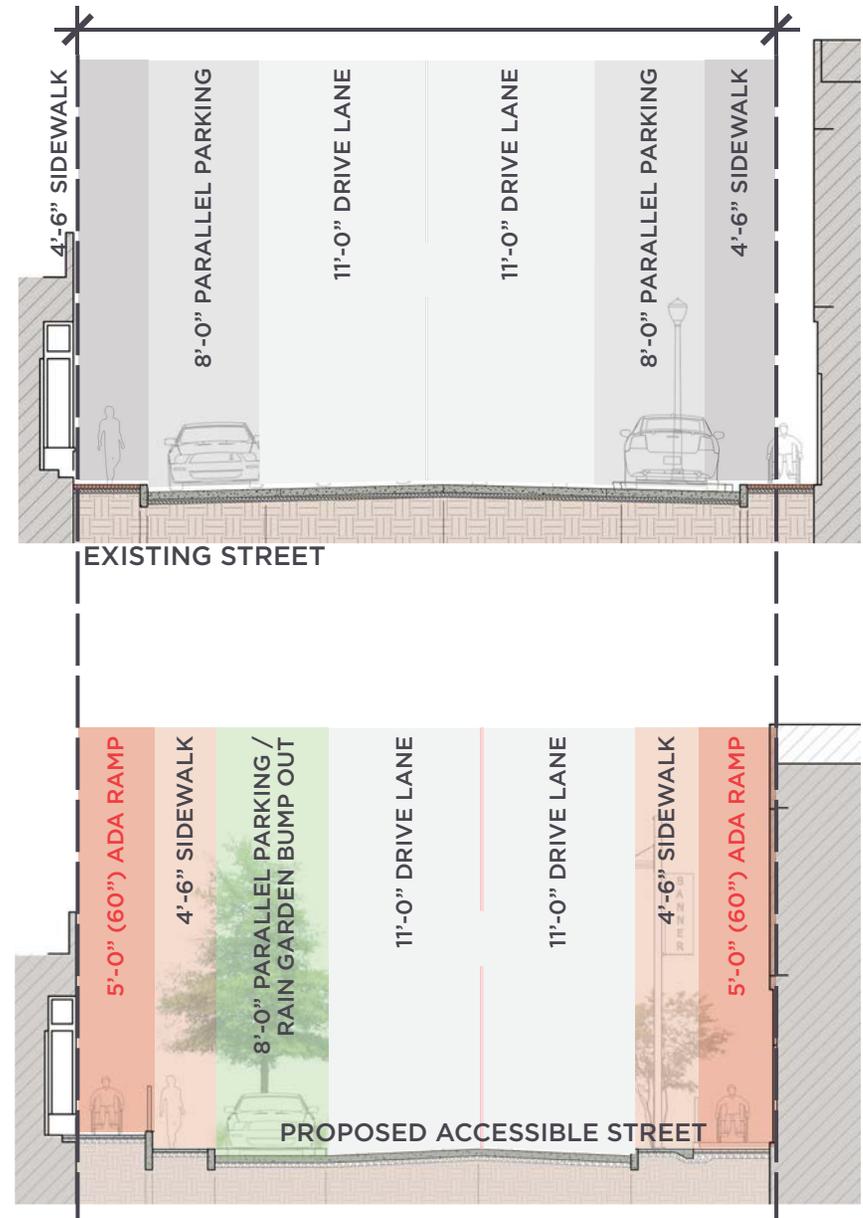


Figure 3.25: Accessible Street Diagram

## PREFERRED MAIN STREET CONCEPT

The preferred design option maintains on-street parking on the north side of the street. The north side was chosen for two reasons; first, businesses on this side are further away from the large public parking lot to the south of Main Street. Second, the shadows cast from the buildings in the winter often render the south side parking spaces unusable in inclement weather, including snow or ice storms.

The result is that the sidewalk on both sides of the street will now be 10'-0" wide. However, the south side of the street may feel more constrained because it will lack corner bump-outs that protect parallel stalls at corners. These bump outs function as additional pedestrian space, dining spaces, rain gardens, and planters. The south side will use grated tree wells for street landscaping. The 10' sidewalk will narrow when passing against accessible ramps, but will still provide adequate width for pedestrians to pass.

**Figure 3.26: Preferred Main Street Concept**



Specific details include:

- Travel lanes are 11'-0" wide
- Parking lanes are 8'-0" wide and assumed to be a decorative and/or permeable pavement system.
- Spaces reserved for people with disabilities should generally be located near the center of the block to provide the shortest distance to the greatest number of storefront entrances and to mid-block pedestrian crossings.
- A 5' offset from the face of the buildings is shown as a contrasting pavement. This area would include site furnishings, ramps, and other entries.
- Trees on the north side will have larger soil volumes and receive more light, for this reason they are proposed to be large canopy trees
- Trees on the south side will have smaller soil volumes and receive less light, for this reason they are proposed to be small to medium sized understory trees.

## CONCEPTS: MAIN STREET DESIGN



Figure 3.27: Main Street Reconstruction Perspective



Figure 3.28: Main Street Reconstruction Concept - VIEW 2 of 3

Source: DTLs

## CONCEPTS: MAIN STREET DESIGN

Figure 3.29a: Main Street Reconstruction Concept - VIEW 1 of 3



Figure 3.29b: Main Street Reconstruction Concept - VIEW 2 of 3



Figure 3.29c: Main Street Reconstruction Concept - VIEW 3 of 3



## CONCEPTS: MAIN STREET DESIGN

### Main Street Streetscape Elements

The M2M Plan recommends unifying streetscape materials, furnishings and best practices across all schemes and in both cities.

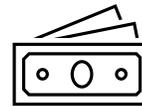
Streetscape materials should reference the industrial history of the two cities through glass, steel, wood and other natural materials. The forms should be contemporary. The choice to select contemporary forms and natural materials will set Festus and Crystal City apart from other regional small town destinations which often attempt to appear locked in time by using vintage forms such as ornate acorn lights and red brick.

Design best practices include adequate tree soil volume, native plants and stormwater management. Wherever possible, all landscape areas within the streetscape should be multi-functional. Plantings should be regionally native plant species which are more resilient, provide ecological benefit and a sense of place. Plantings should not only be aesthetically pleasing, they should also be sponges that collect and filter stormwater as part of a broader volume reduction effort. Stormwater can be collected in curb-side rain gardens in linear planters or at corner bump-outs. It can also be funneled into the soil volume set aside for tree growth and health.

Trees should be planted with a minimum of 1,000 cubic feet of soil volume, at no more than 3' depth. This can be a challenge in the urban environment and will require the tree to grow beneath the adjacent pavement. Two methods exist to reduce compaction and add porosity in these spaces, and both are suitable for use in stormwater volume reduction. The two methods are:

- Cornell structural soil system
- Suspended pavement system

In an effort to quantify the evident tree issues within the study area, the existing trees were visually surveyed and entered into the iTree software to create a baseline inventory for future plan comparison. The results exhibit that existing trees:



Are estimated to create  
an annual benefit of  
**\$817.00**  
per tree.



Reduce atmospheric carbon  
dioxide (CO<sup>2</sup>) by  
**20,792 pounds**  
and  
**631,405 pounds**  
of the CO<sup>2</sup> equivalent of  
carbon is stored.

Provides shade for pedestrians  
and reduces the heat island  
effect created by hard surface in  
urban areas



The existing trees  
**together** will  
**intercept 197,698**  
**gallons of rainfall**  
and help avoid 12,898  
gallons of stormwater runoff  
this year.



The air quality benefits of the  
existing trees are estimated  
to remove  
**113 pounds of**  
**pollutants per tree.**



### STREETSCAPE FURNISHINGS:

- Structura Beam Light Pole
- Structura Beam Bollard
- Tandem Bollard
- Banacal Bench
- Gus Planter
- Bravo Bistro Tables and Chairs
- Emerson Bike Rack
- FGP Trash Receptacle



**POROUS PAVERS**



**ACCENT PAVERS**



**TREE GRATES**

### STREETSCAPE MATERIALS:

- Unilock Eco Piora pervious paver
- Wausau accent pavers
- Glass aggregate concrete
- Corten Steel tree grates and edging

## CONCEPTS: MAIN SOUTH



### A Vision for a Major Community Park

The City of Festus owns a large number of parcels along the creek. These parcels are mostly open lawn, with a few small baseball fields along South 3rd Street. This open space receives marginal use now, but could be assembled and reprogrammed into a signature feature that would complement the district's built environment and attract people to its features and businesses.

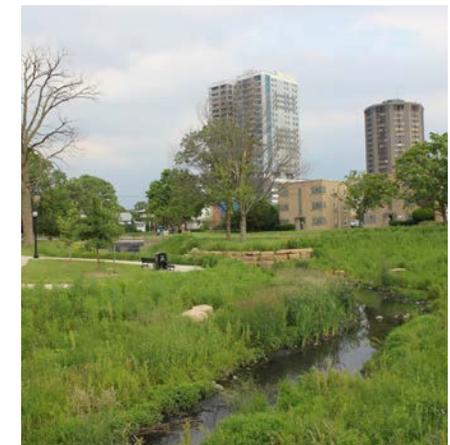
Ron Herrington Pavillion Park and Playground is located on the south side of this open space at Adams and 4th Street. Less than 500 feet away is Shropshire Park on South 4th Street, but the two parks are separated by

steep grades and completely disconnected from one another. Topography blocks connectivity to the north of Shropshire Park, and Downtown Festus. However, a number of residential lots have recently become vacant and may be available for regrading and improving connectivity.

Other uses in the area include a popular and temporary BMX pump track at South Second Street and Brierton Lane. This recreational facility is managed by Pedal'n Pi Cycle Shop and could develop into a more permanent facility. The location, landscape and the need to improve resilience against flooding makes this an ideal program use for this area. Public support of a permanent track may go a long way to promote

outdoor recreation, public health and destination-oriented tourism in the Twin Cities.

Cities have also begun to celebrate adjacent creeks and rivers as valuable open space for outdoor recreation. Two regional examples are Flat Branch Creek in Columbia, Missouri which continues to be naturalized and through the process it has become a park and greenway connection. Boneyard Creek in Champaign-Urbana is another good example of this treatment for urban waterways. The creek acts as a large stormwater detention basin, helping to slow, infiltrate and store water as part of a holistic approach to management.



**From top:** Flat Branch Park in Columbia, MO; Boneyard Creek Park in Champaign-Urbana, IL

Figure 3.30: Community Park Concept



Source: DTLS

## CONCEPTS: MAIN SOUTH

### Park Concept

Similar to Boneyard Creek, the concept would naturalize Festus' creek and let it meander with wider banks and floodplains to increase capacity for stormwater storage and native plants.

Along with this work, it is possible to improve connectivity between Main Street, the parking areas to the south, the BMX track, Ron Herrington Pavillion Park and Shropsire park. Eventually these improvements could be the centerpiece, or hub, of a larger connectivity plan for the Twin Cities. Additionally, the area which is currently the Adam McCullough Fields could become a large gathering space with associated pavilion and built-in seating. This informal amphitheater would be the ideal location for small festivals, gatherings and other events which currently occupy much-needed parking space south of Main Street. Adjacent open space could be programmed for beer gardens and a food truck corral. The Garage Building at

102 S. 3rd Street would be a great conversion space as a food truck food hall or rentable venue (Map key #5 on page 85).

The water quality within the creek is likely not safe for consumption or contact. Therefore, it may be beneficial to provide someplace for children and adults to have a safe creek walk experience. A nature playscape at Ron Herrington Pavillion Park would fit into the overall improvements to the creek area with boulders, rock walls, logs and a wading creek or pool.

In summary, the following improvements are suggested for this area in order of suggested implementation:

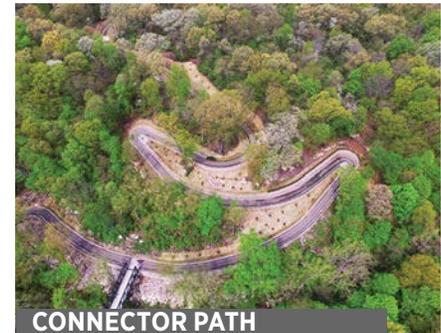
- Restore channelized creek and creek banks into pre-settlement conditions with native vegetation
- Design creek area to capture, infiltrate, and store stormwater.
- Provide informal amphitheater and gathering space for events, with pavilion and parking.

- Formalize the BMX pump track and expand cycling opportunities.
- Implement a multi-use path system to connect the creek to nearby parks and Main Street.
- Program smaller outdoor spaces for beer gardens and food trucks.
- Create a nature playscape at Ron Herrington Pavillion
- Expand the multi-use path system through both Cities.

These improvements are ambitious and will take years and possibly phases. The proposed concept is intended to suggest an exciting future and to illustrate the opportunities that exist in Festus.



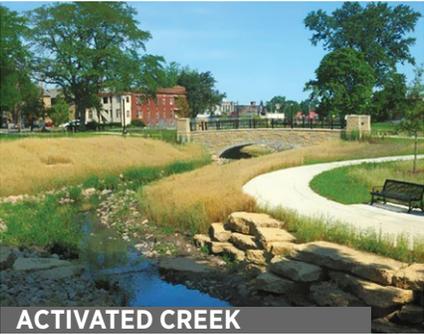
BIKE COURSE



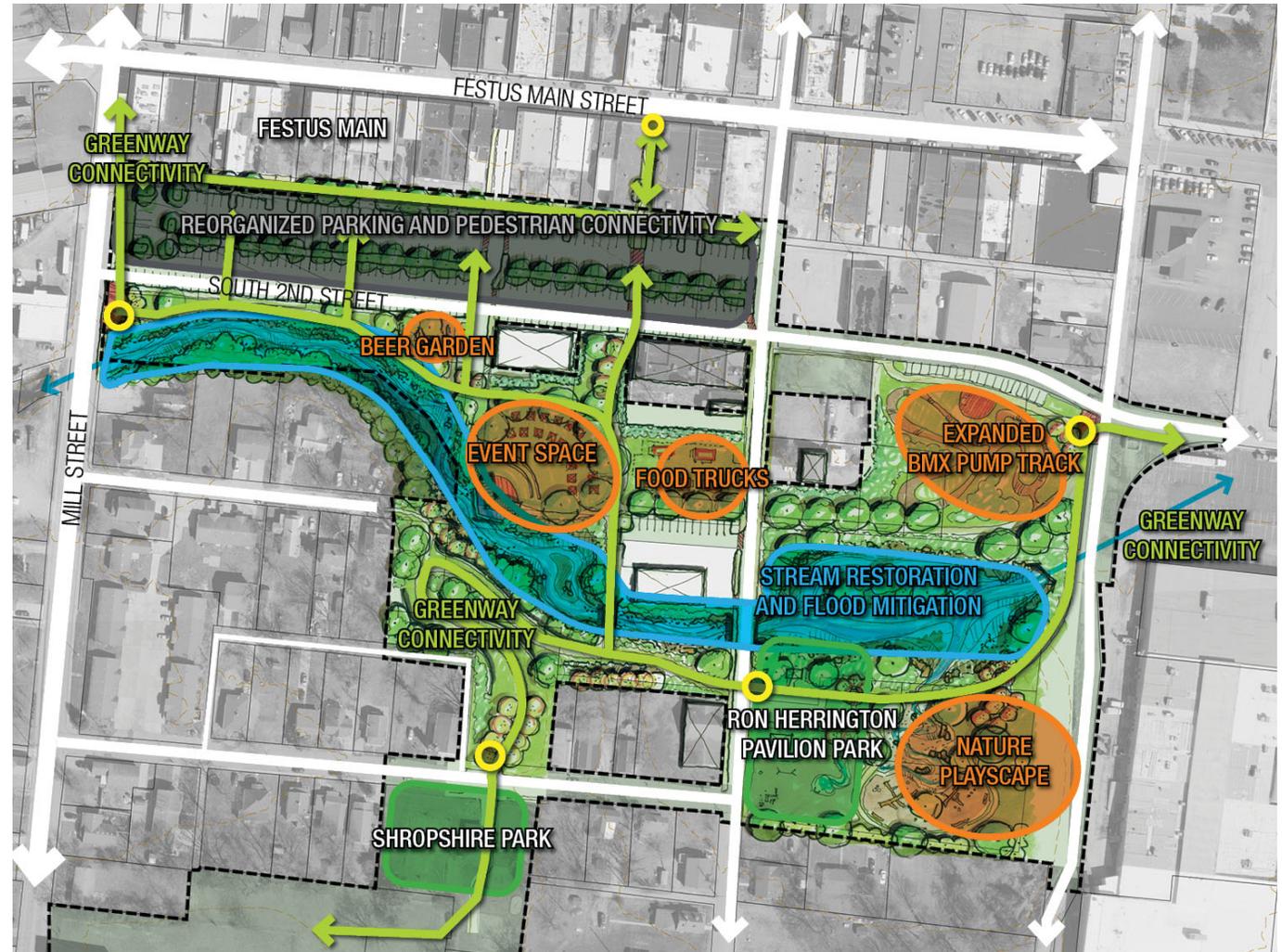
CONNECTOR PATH



NATURAL PLAY



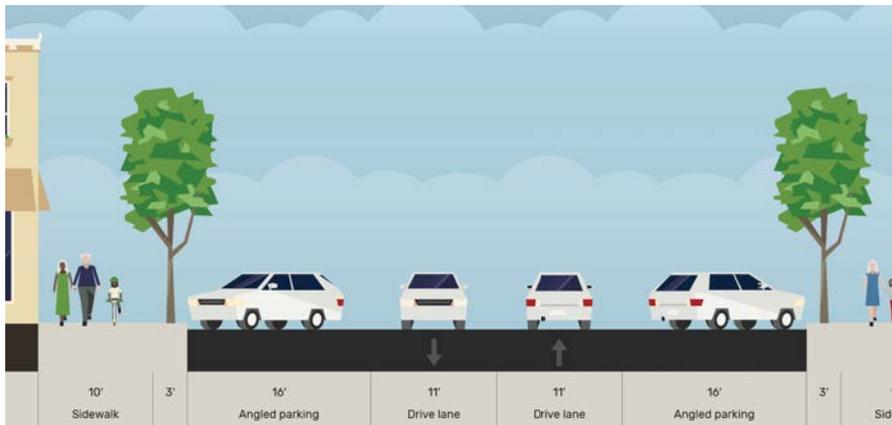
**Figure 3.31: Community Park System Diagram**



Source: DTLS

-  Park spaces
-  Natural spaces
-  Pedestrian pathways
-  Vehicle pathways
-  Arrivals

# Bailey Crossroads



## THE STREET

- More auto-oriented but still walkable, street-oriented commercial environment - hybrid town center/suburban character.
- Right-of-way east of Brierton opens up to 80-feet.
- Section includes two 12-foot drive lanes, 14-foot head-in angled parking lanes on both sides, 4-foot landscaped/lighting space buffer and 10-foot sidewalk on each side of the street.
- Multiple access points west of Truman Boulevard (US 61/67) with possible consolidation to improve safety and accessibility.
- Overhead utilities do not exist along the corridor.
- No bicycle facilities (dedicated space or signage) exist.
- Recent streetscape includes pedestrian scale lighting on the north and south sides of the street.
- Dedicated turn lanes and right-turn bypass medians at 61/67



CRYSTAL CITY - BAILEY ROAD WESTBOUND



CRYSTAL CITY HIGHWAY 61/67 AND BAILEY ROAD INTERSECTION

## 61/67 CROSSROADS

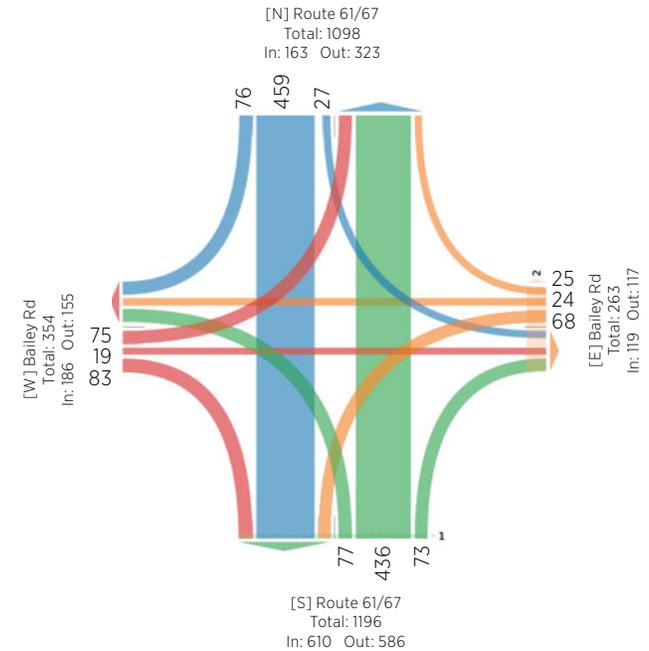
### Intersection Performance:

The vehicular level of service (LOS) at the intersection operates between an B and C under existing conditions. With the current lane configuration Bailey and 61/67 and collected traffic volumes, the intersection operates well at LOS B and C (depending on peak periods).

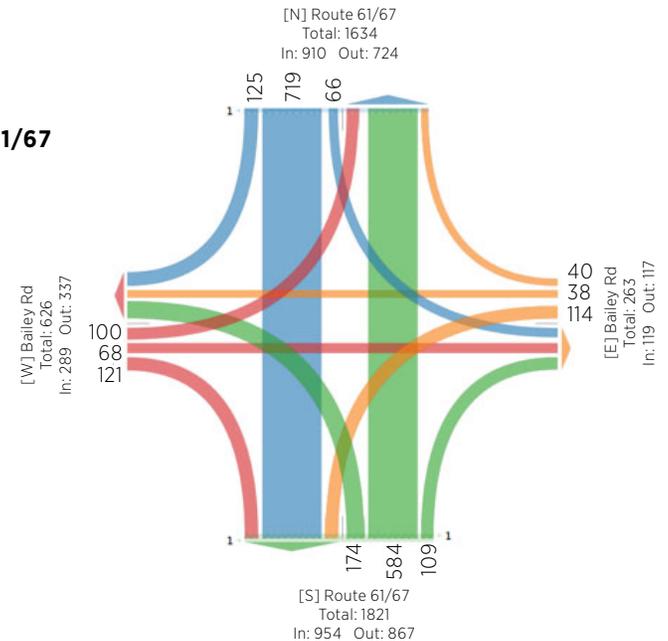
### Problem:

Truman Boulevard (US 61/67) is a Missouri Department of Transportation (MoDOT) arterial and a regional connector to many other communities. The intersection at Bailey Road and 61/67 is an important node along the M2M Corridor and is a major entrance to the both the Crystal City and Festus town centers. Yet, the north-south traffic volume on 61/67 and the intersection's width makes it both a visual barrier and a challenging and intimidating space for people crossing by bike or on foot. Channelized turning islands promote free flow moving right turn traffic that impedes a pedestrian's ability to cross safely, even during a red signal notification for motorists (right on red is permitted). The intersection offers few pedestrian amenities and the crosswalk design are a dated standard of two solid white lines. A more human-scaled intersection here is both functionally and symbolically important.

**Figure 3.32:**  
Turning movement counts at Bailey & 61/67 during the AM Peak Period



**Figure 3.33:**  
Turning movement counts at Bailey & 61/67 during the PM Peak Period

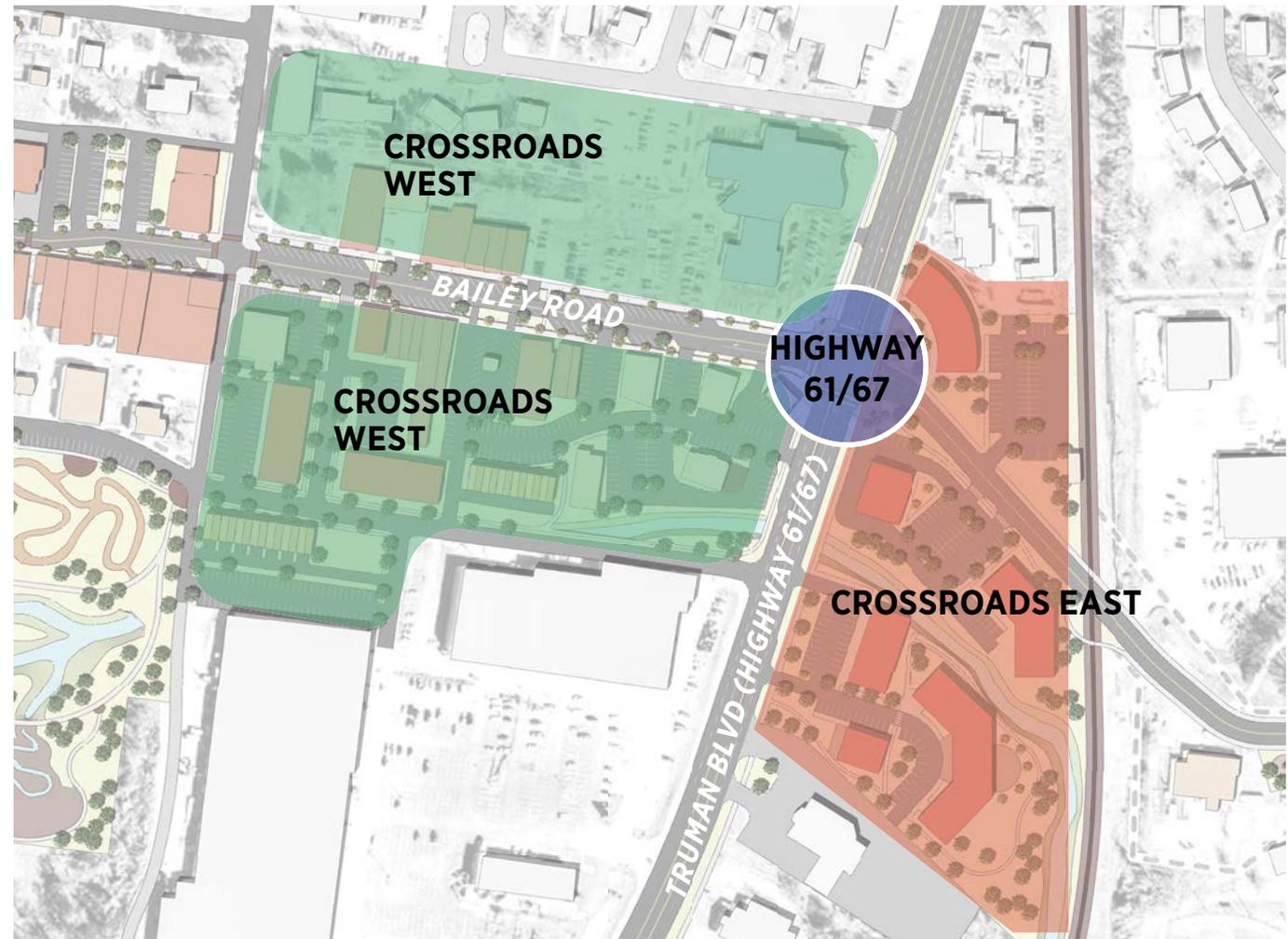


## CONCEPTS

The central segment of the M2M study area focuses on Crystal City from Brierton Lane to the railroad, and includes properties along Truman Boulevard (Highway 61/67). For purposes of describing the planning concepts, the content is organized by the following:

1. **61/67 Crossroads**
2. **Crossroads West**
3. **Crossroads East**

Figure 3.34: Crossroads Diagram



## CONCEPTS: 61/67 CROSSROADS

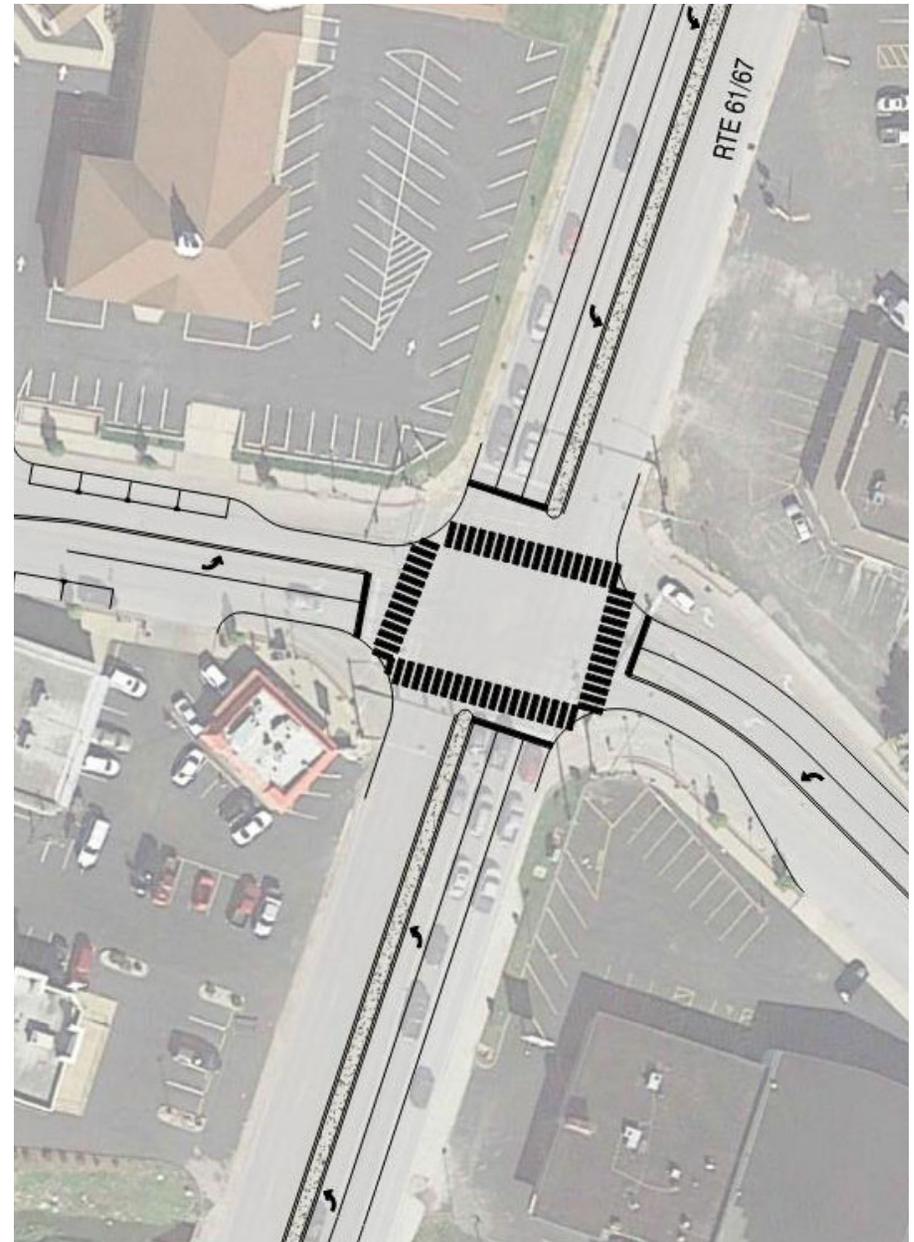
### Solution:

The proposed changes will reduce the crossing distance for people walking, creating a more comfortable environment for pedestrians and bicyclists. It will also improve visibility between pedestrians and motorists, a distinct safety advantage. The changes call for removing the dedicated right-turn lanes on the east bound and west bound approach, providing room for intersection bumpouts. The changes also would remove the channelization for turn lanes on the northbound right and eastbound right movements, eliminating the free-flowing traffic people currently must navigate. The new design includes high-visibility continental crosswalks and full ADA compliance. Finally, adding intersection bumpouts on all four corners provides comfortable space for pedestrians to wait for a walk signal as well as possibilities for gateway treatments, planters, signage and other amenities.

The recommended design maintains existing mast arms and controllers, but will require new pedestrian equipment. *A full technical engineering report documenting this concept included as Appendix A.*



Figure 3.35: Bailey Road and Highway 61/67 Intersection Concept



## CONCEPTS: CROSSROADS WEST

A location on Bailey Road near the busy 61/67 intersection at the gateway to both sides of the M2M Corridor produces real business opportunities. These concepts are designed to create both a better business environment and introduce urban housing as a new use to the corridor. This will help M2M take advantage of a growing but so far largely unmet demand for higher-density residential in a service-rich setting.

### 1. **Common Circulation.**

Cooperative redesign of parking areas and drives on the south side of Bailey Road would improve access, circulation, and parking yield. This redesign, which also makes it safer to walk internally between businesses, could be accomplished as part of a planned parking lot maintenance project. The City or Chamber could support communication between businesses, but this would be an essentially private initiative.

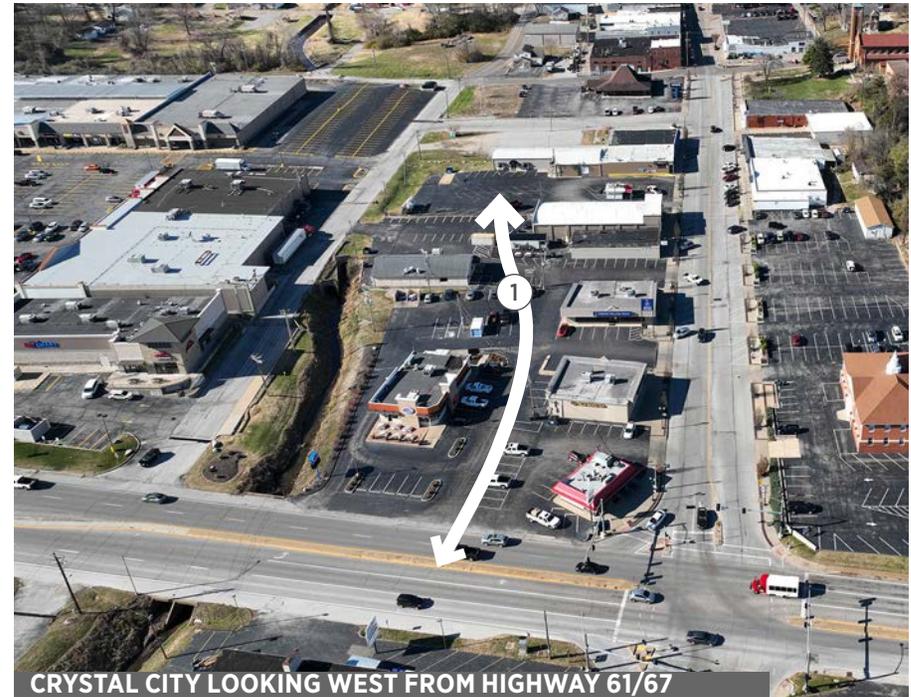
2. **Infill Development.** The open lot on Bailey Road should be redeveloped for commercial use, possibly expansion of an existing local business.

3. **Townhomes.** New townhomes with first level parking so that the habitable areas stay above the designated flood plain. This site is on a buildable part of the Crystal City Mall's north parking lot.

### 4. **Multi-family Development.**

Housing has been a key component of contemporary downtown and more recently, corridor development in cities of all sizes. Multi-family development would introduce more people and housing options to the area.

5. **Mall Street.** Significant residential development should also include upgrading Mall Street, using its 48-foot section for a narrower street with adjacent sidewalks and green tree lawns. This would help connect the Mall to the rest of the Bailey Road corridor.



6. **Major Redevelopment.** The concept shows an alternative scenario if US Bank site became available in the future. It includes a mixed-use project on Bailey Road and multi-family along 2nd Street. The interior of the site could be used for shared parking.

Figure 3.36: Bailey Environs Concept



## CONCEPTS: CROSSROADS WEST

Figure 3.37: Bailey Environs Rendering



Aerial view looking northwest. The concept shows interconnected parking and activated 2nd Street with possible new housing projects.

Mixed-Use

Urban Townhomes

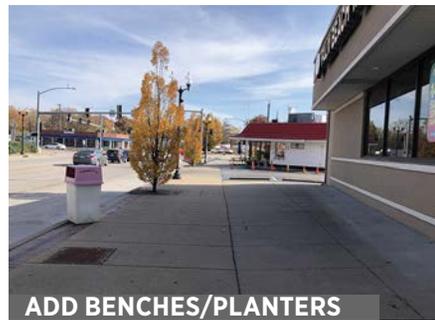
## CONCEPTS: CROSSROADS WEST

### Bailey Road

The concept for Bailey Road, between Brierton Lane and Truman Boulevard (61/67), largely preserves the existing streetscape, including diagonal parking, lane and sidewalk widths, trees, and lights.

While Bailey Road was recently resurfaced, its design will eventually be revisited. Items to address include:

- Extending the implemented streetscape features from Main Street to Highway 61/67.
- Elevating driveway aprons to allow for uninterrupted sidewalk. Using pavement markings and signs to caution motorists exiting driveways of the presence of pedestrians.
- Replacing or maintaining plantings to avoid obstructing pathways.
- Adding bump-outs to shorten pedestrian crossings and to place plantings.
- Converting pockets of underused space into small gathering places, such as the



- frontage of 504 Bailey Road (Palm Beach Tan).
- Adding ADA-compliant ramps where required.
- Reducing driveway aprons to 12' for one-way, and 24' for two-way.

- Consolidating driveways, especially at the First Baptist Church parking lot. This change will result in more on-street parking and fewer conflict points between vehicles and pedestrians.

## CONCEPTS: CROSSROADS EAST

One of the Big Ideas identified in the Vision chapter was viewing the Bailey and 61/67 intersection as a development center. The most significant opportunities are on the east side of the highway. This concept identifies three sites with significant development potential: north, central, and south. It shows an illustrative use plan for each site, and how potential developments can should relate to each other.

1. **North Site.** Potential uses for this high visibility site are single- or multi-tenant office, service, or retail space. Bailey Road would provide access to the site, with building oriented to the corner and parking behind along the railroad. Site development should include open space and amenity marking the entrance to the central elements of Crystal City's M2M Corridor.
2. **Central Site.** Development of this site includes reuse of the mid-century modern restaurant at the corner, under rehabilitation as of this writing in 2022 (2a) with multi-family residential to the east (2b). Bailey Road provides principal site access. Existing right-in, right-out movement (not shown) on Highway 61/67 can remain. The proposed modification of the 61/67 intersection provides space for properly functioning circulation around the restaurant.

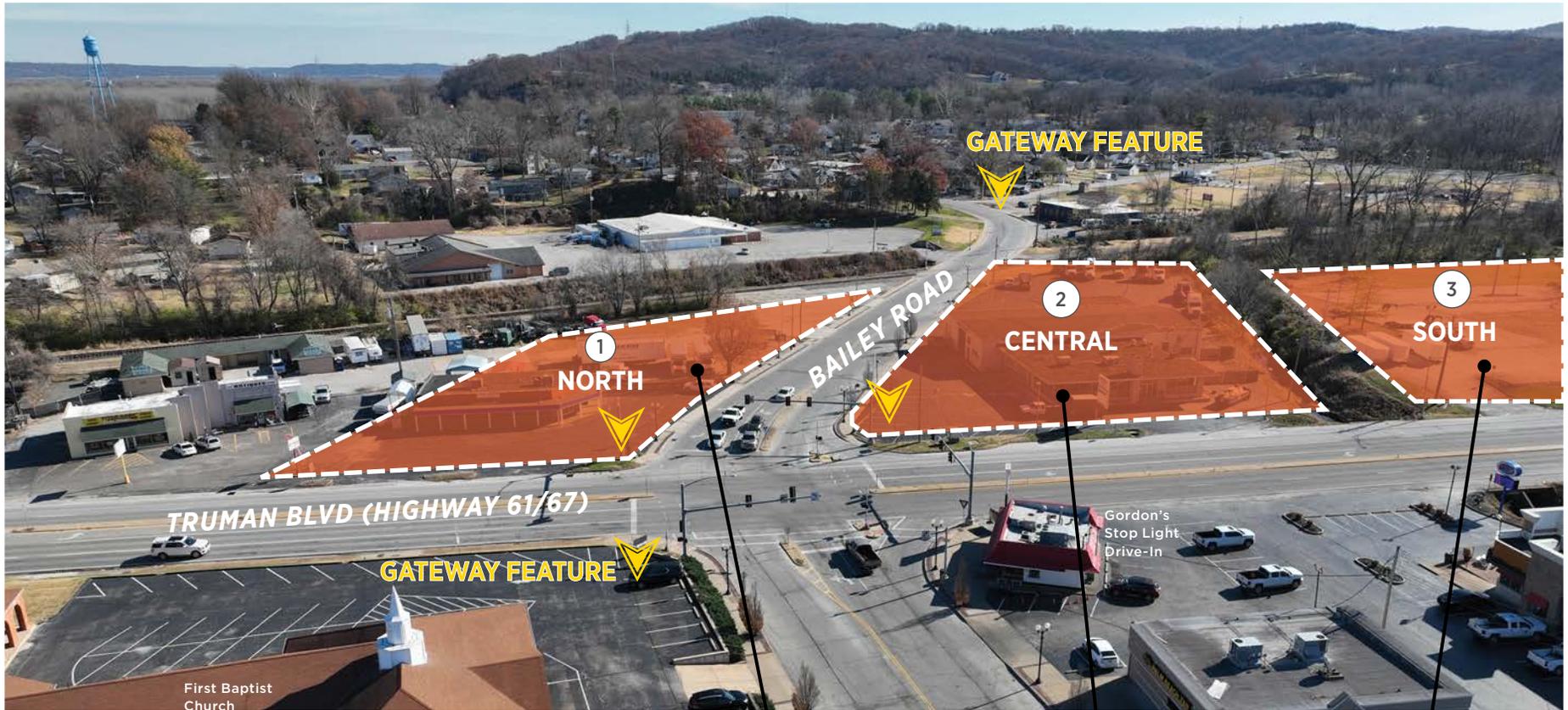
This recommends removing the attached auto-oriented warehouse and replacing it with a parking lot. This provides the restaurant with the adequate parking and creates a lot shared with an adjacent development project.

3. **South Site.** The south site is currently vacant and has high exposure to 61/67. The site should develop with planned access to its interior and a connection to an existing parking lot to the south. Potential uses on the site include commercial along the 61/67 frontage, with multi-family residential on the site's interior to the east. A bridge over the creek to the north would allow common development with a similar multi-family building to the north.

Figure 3.38: Bailey West Concept



Figure 3.39: Bailey West Aerial



OFFICE BUILDING



STRIP COMMERCIAL



MULTI-STORY PROJECT

Figure 3.40: Bailey West Concept Rendering



- 1 NEW COMMERCIAL OR OFFICE
- 2 GATEWAY PLAZA
- 3 RESTORED RESTAURANT
- 4 MULTI-FAMILY OR MIXED USE
- 5 COMMERCIAL/POSSIBLE RESTAURANT
- 6 CREEK CROSSING
- 7 GORDON'S STOPLIGHT DRIVE-IN



BAILEY ROAD BUSINESS



BAILEY ROAD BUSINESS



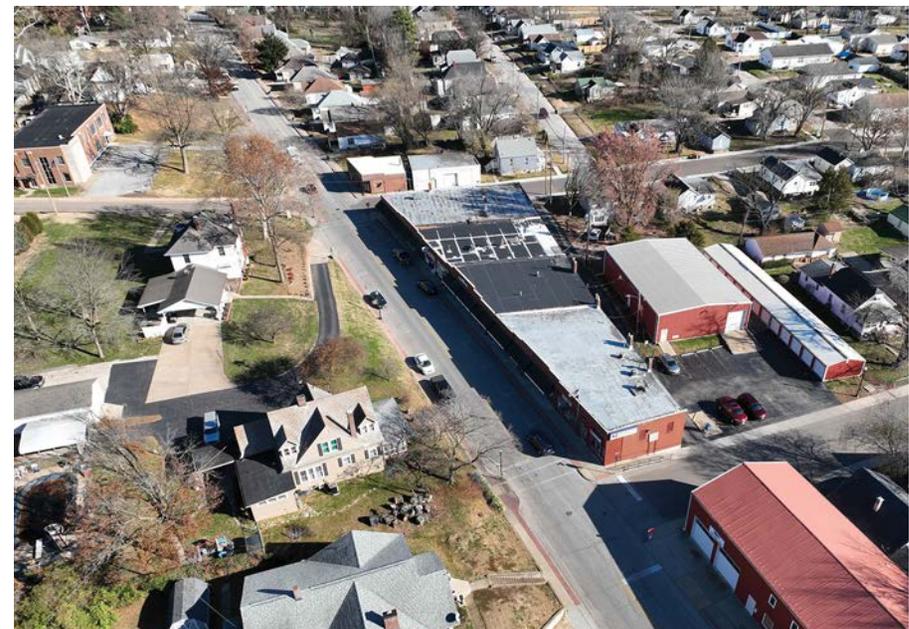
RAILROAD ENVIRONS

# Bailey Village



## THE STREET

- Mixed use environment with residential, retail, civic, and office use in a quiet, neighborhood-scaled environment
- Typical 46-foot section with two 11-foot drive lanes, 8-foot parking lane on the north side of the street, and a 2-foot buffer with a 6-foot sidewalk on each side of the street.
- Narrower sidewalks from County Road to Virginia Avenue creating an additional 8-foot parking lane on the south side of the street fronting local businesses.
- No overhead utilities along Bailey Road itself
- No bicycle facilities
- Railroad crossing requires significant coordination with Union Pacific for substantial changes to street design
- Relatively new streetscape that includes upgraded lighting (north side) and stamped concrete between the road and sidewalk.



## **BAILEY VILLAGE/MISSISSIPPI CORNER**

The east segment of the M2M study area focuses on Crystal City from Mississippi Avenue to the railroad crossing on Bailey Road.

For purposes of describing the planning concepts, the content is organized by the following:

1. **Bailey Village**
2. **Mississippi Corner**
3. **Historic Town Center**

**Figure 3.41: Mississippi Avenue Plan**



## CONCEPTS: BAILEY VILLAGE

Bailey Road between County Road and Taylor Avenue is a quiet street lined with homes, but including a central neighborhood commercial node between County Road and Maple Street. The character of this small center is largely defined by the Fox Bros. Building, an historic block long multi-tenant built in 1924. A small commercial building and the Quad Cities Senior Center also contribute to this classic small town business cluster.

### 1. Additional parking.

Increasing parking availability near businesses along Bailey Road is a priority for this segment. The concept shows two places for adding parking nearby, including:

#### A. Senior Center Frontage.

Parking could be provided on a portion of the Senior Center lawn nearest to Bailey Road.

#### B. Bailey/Maple SE Corner.

Building parking south and east of the existing commercial corner would add up to 15 spaces. This involves demolition of a

**Figure 3.42: Bailey Village Concept**

- 1 PARKING AT SENIOR CENTER LAWN
- 2 COMMERCIAL REUSE WITH PARKING
- 3 BACKSPACE PARKING
- 4 FOX BUILDING FACADE RENEWAL
- 5 DINING DECK
- 6 SUSPENDED ENTRY LIGHT
- 7 CORNER PLANTERS



small vacant structure behind the commercial corner.

#### C. Backside Parking.

Additional parking could be developed

by demolishing the warehouse behind the Fox Bros. Building. An added access drive would improve circulation and loading.

### 2. Enhance Fox Building building facade.

A rehabilitation program for the Fox building could include:

- Refresh awnings.
- Sconce lighting between awnings

- Window restoration when needed.
- Cornice lighting
- Tuckpointing and exterior repair where needed.

**3. Enhance rear entrance.** The building's rear entrance can become an attractive user space by adding a continuous deck. This will permit outdoor dining space in a quiet setting.

**4. Streetscape enhancements.** Bailey Road was recently improved so recommendations are tactical retrofits rather than major infrastructure improvements. Features include:

- Place large planters near pedestrian crossings. Planters help calm traffic and add plants and color to the area.
- Lighting to mark the small area. A suspended overhead street lamp or other lighting solution west of County Road and east of Maple Street would help mark entrance to this distinctive part of Bailey Road.



- Entrance monument. The motorist's line of sight approaching the bend in Bailey Road creates a place for a monument guiding people to Mississippi Avenue. This feature could share design characteristics with

potential gateway features at the Highway 61/67 intersection.

**6. Sidewalk continuity throughout the neighborhood.**

## CONCEPTS: MISSISSIPPI CORNER

The intersection of Bailey Road and Mississippi Avenue is one of the region's great points of historical and architectural interest. The Pittsburgh Plate Glass Company's main office was located on the southeast corner, and its hospital was on the northeast corner. Crystal City Bank (now Bloomsdale Bank) is located on the southwest corner while the superb Grace Presbyterian Church and grounds truly "graces" the northwest quadrant of the intersection. Mississippi Corner is a fitting landmark site and entry to the historic center of Crystal City.

Evidence of the corner's history extended beyond its architecture. The granite stone turrets at the northwest corner of the intersection were guard houses for the Crystal City Bank to deter robbery of accounts, especially those associated with the Pittsburgh Plate Glass Company payroll system. Built in 1927, these structures are well-preserved and will soon celebrate 100 years (St. Louis Star, July 15, 1927).

Concepts for the area should capitalize on this history. But open sites around this historic intersection also provide substantial development opportunities, reinforced by the scale and character of this unique area.

1. **New multi-family residential.** The remaining buildings of the PPG era flank Bailey Road, east of Mississippi Avenue. The historic hospital now functions as a group home but could be adapted as market-rate multi-family housing. Other sites on the grounds of this structure could support new multi-family structures comparable in size to the original hospital building, yet exhibiting their own character. A new drive and parking with access to both intersecting streets would serve the new development.
2. **New townhouses.** A vacant commercial building and unused surface parking could be redeveloped with townhouses, which would

reinforce the adjacent single-family neighborhood and introduce a housing option that is currently unavailable in the area. The concept illustrated on page 105 provides 22 townhome units.

3. **Intersection Enhancements.** Privately-funded improvements on the southeast corner establish a template for similar projects on other corners.
4. **Turret Plaza.** This project

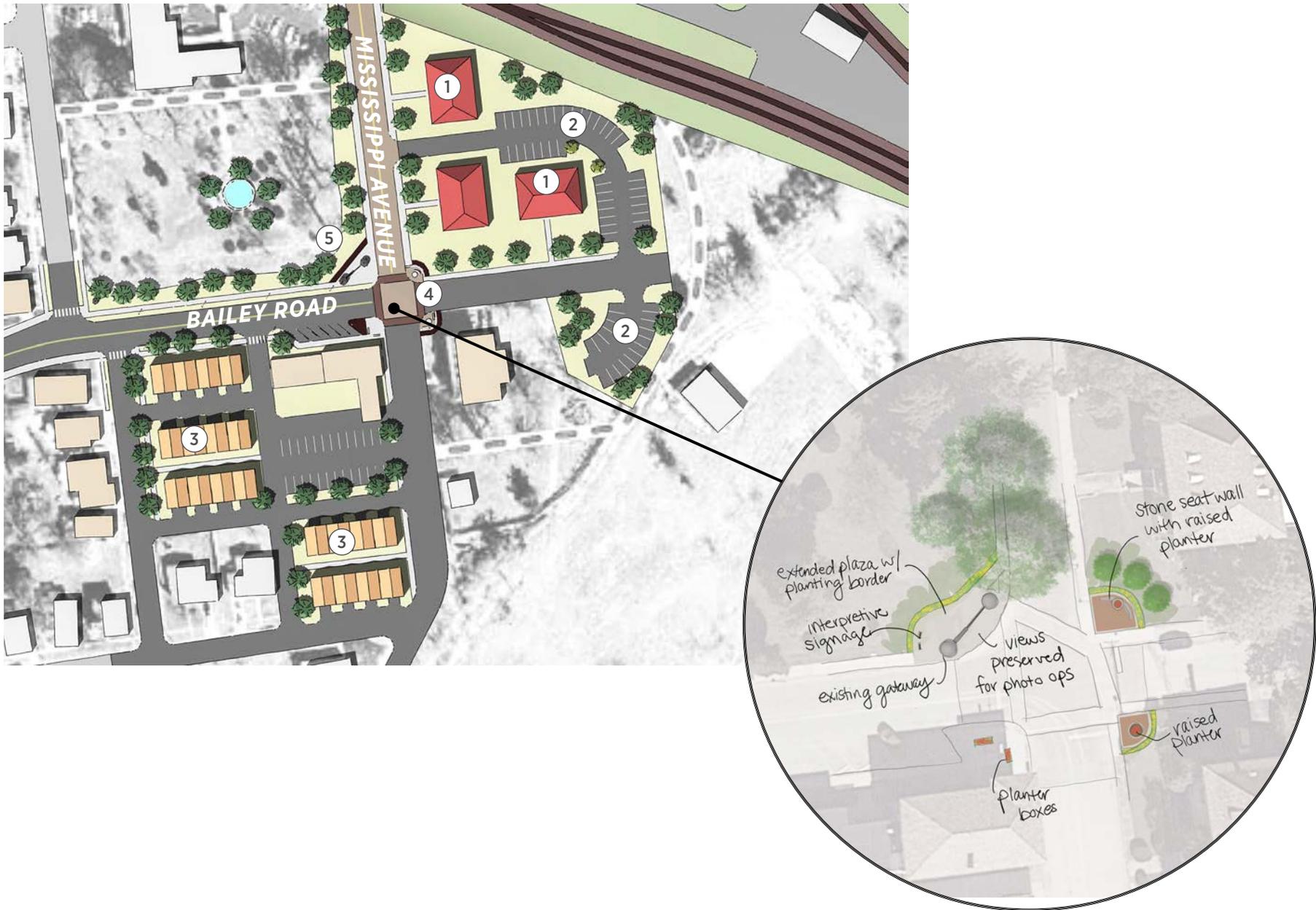
would enhance space behind the turrets with informational kiosks, seating and flower garden.

5. **National Register of Historic Places (NRHP) District.** Designation of this eminently eligible intersection, extending north along Mississippi Avenue to 2nd Avenue would provide historic tax credits for appropriate rehabilitation and adaptive reuse projects.

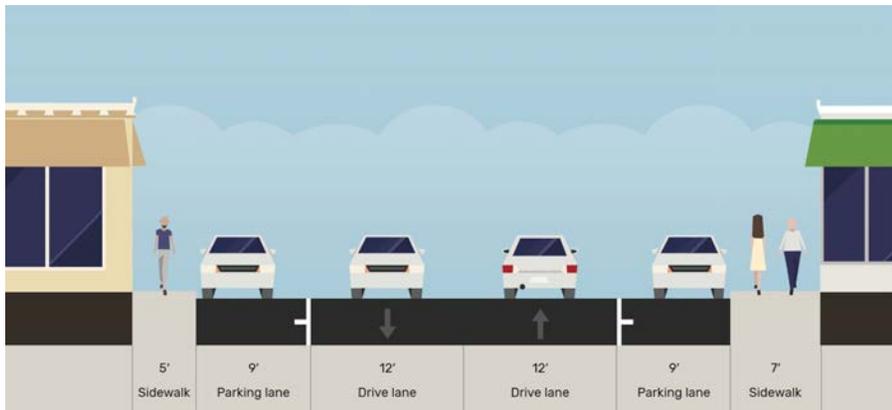


MISSISSIPPI AVENUE AND BAILEY ROAD

Figure 3.43: Mississippi Corner Plan



# Historic Crystal Center



## THE STREET

- Includes reconstructed railroad bridge and historic Mississippi Avenue block
- Bridge segment is 44-foot width with two 15-foot travel lanes in each direction and a 7-foot sidewalk on each side of the street separated by concrete barricades.
- Right-of-way widens to 50-foot north of the bridge with two 12-foot travel lanes, a 10 to 12-foot parking lane on the east side of the street that transitions from parallel to head-in angle parking, a 7-foot parking lane on the west side of the street, and sidewalks on each side of the street adjacent to commercial building facades.
- Overhead utilities at the intersection of Bailey and Mississippi.
- No bicycle facilities (dedicated space or signage).
- Pedestrian scale lighting on both sides of the street.





## PARKING

- City lot behind buildings on east side of Mississippi Avenue has been recently rehabilitated and is the district's main parking source.
- Parking behind buildings on west side is in poor condition and appears to be primarily used for service and some employee parking.
- Total inventory of about 170 spaces is adequate for current demand

**Figure 3.44: Historical Crystal City Parking**



## CONCEPTS

Mississippi Avenue's historic district is a single-block main street set in an attractive residential area. It is sited at the top of a bluff with long views of the Mississippi River valley below. But the street's quiet, off the beaten track quality, consistent with its surroundings, can become an important asset.

Market analysis indicates that the historic district's most likely role is as a provider of neighborhood services. But other possibilities exist, evidenced by a major new restaurant and tavern under development in 2022. The character of the street can also attract artisans and specialty retailing, playing off the very quality that may be seen as a challenge. Recruiting one or more entrepreneurs, unique businesses, or artists looking for a quiet place to work and sell could help establish the momentum of appropriate reinvestment. The concepts discussed here are designed to help position the district to recruit these targets.

Figure 3.45: Mississippi Avenue Plan



- |  |                             |
|--|-----------------------------|
| ① Streetscape Enhancements               | ④ Possible Development      |
| ② Facade Enhancements                    | ⑤ City Hall Scenarios       |
| ③ Wayfinding and Parking Reconfiguration | ⑥ Fire Department Scenarios |

## CONCEPTS

People are drawn to small downtowns for many reasons, unified by the desire for an experience to discover a unique place. The following concepts strengthen the district's identity and offerings.

### 1. Streetscape Enhancements.

Minor additions to a quality streetscape will improve the image of the corridor and create a stronger setting to attract customers and target tenants.

### 2. Facade Enhancements.

The Building Facades section of this plan offers guidance for improving business facades.

### 3. Wayfinding and Parking Reconfiguration.

The district should install wayfinding signs to direct people to available parking. The parking behind the buildings can be reorganized to improve efficiency, resulting in a slightly higher yield of stalls.

### 4. Possible Development.

The viewsheds to the east from the city lot provides a unique

Figure 3.46: Historic Crystal Center Rendering



setting that may attract a development project. The concept shows townhomes overlooking a broad vista. A project like this may include a public blufftop promenade. Such a project can be completed with no loss of parking.

### 5. City Hall.

This plan assumes that City Hall remains. In the event of its relocation, then the site is considered a redevelopment site for mixed use development that complements the district.

### 6. Fire Department Scenarios.

This plan assumes that the

Fire Department remains. In the event of its relocation, then the building is first considered a reuse project. Several precedent projects include retrofitting stations into restaurants and other uses.

## CONCEPTS FOR THE STREETScape

- 1. Accent Lighting.** The character of the acorn light fixtures complements the historic elements of downtown buildings.
  - A. Add catenary lighting over the street to frame the district, creating a sense that people are in a room.
  - B. String lights along rooftops and across the street to help make the district appear more alive during the evening.
- 2. Planters.** The street was recently rebuilt and retrofitting planter beds in a tight space is not an option. However, placing large planters in select parking stalls will provide an opportunity to bring color and interest to the area. Other low cost enhancements such as flower baskets and low-lying planters break up storefronts and concrete sidewalks.
- 3. Banners.** Well designed banners add color and interest to the street and can tell the story of the community.

Figure 3.47: Mississippi Avenue Streetscape Features



4. **Parklets.** A parklet transforms a curbside parking stall into a vibrant space often used by businesses. Parklets typically provide a combination of seating areas and greenery, and can also include bike racks, café tables or art. They are often constructed as a raised platform placed at sidewalk level over the existing street, made to be temporary or semi-permanent. Parklets are a particularly good addition when sidewalks are too narrow or congested to accommodate traditional sidewalk cafes. They benefit nearby businesses by visitors and potential customers to enjoy the street environment without obstructing other pedestrians.

A study by the “Great Street Project” in San Francisco showed an increase in traffic and revenue for businesses near parklets. Parklets have become a common sight in cities of all sizes.

The City should encourage parklets, which are typically initiated, funded, constructed and maintained by adjacent

property owners or business associations. Some communities like Cedar Rapids (Iowa) cover the cost of design, construction and seasonal setup and removal of parklets to promote the program.

5. **Art.** Art can vary throughout the district from historically appropriate pieces to more abstract.

A. Surfaces. Art incorporated onto surfaces adds a unique environment for pedestrians.

B. Business windows are canvases for art, as well

C. Sculptures can be placed on pedestals where buildings are set back from the sidewalk.

D. Banners attached to light poles.



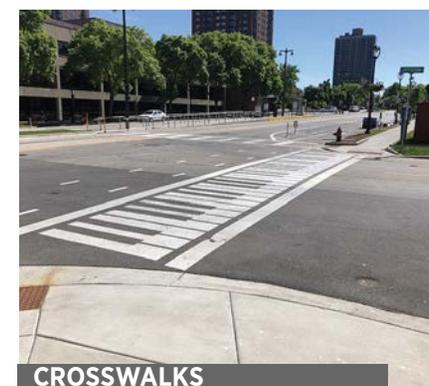
City of Crystal City

### Parking Reconfiguration.

The parking behind buildings could be paved and marked to show individual stalls.



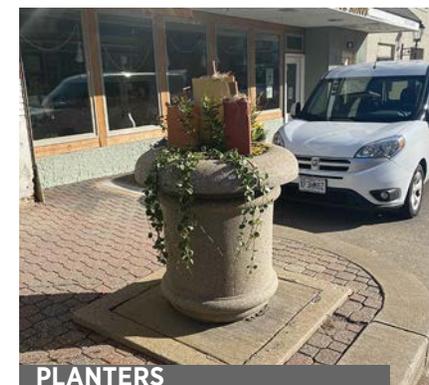
MURALS



CROSSWALKS



PARKING LOT SURFACES



PLANTERS

# Overall M2M Corridor Components

## BICYCLE AND PEDESTRIAN COMMUNITY CONNECTIONS

### Problem:

Festus and Crystal City both lack active transportation facilities, including trails, on-street bike facilities, and continuous sidewalk networks. On a community scale, these features fill both important transportation and recreation functions, connecting neighborhoods, schools, parks, community facilities, and activity centers. Other sections of this plan address sidewalk issues along Main Street, Bailey Road, and Mississippi Avenue, with specific recommendations for improvements. However, the M2M Corridor should also connect externally to their surrounding neighborhood and natural environments. Infrastructure connections can also encourage people to walk or bike to their destinations, reducing traffic and parking demand to at least some degree.

### Solution:

While M2M Plan is not a detailed active transportation plan, it does recognize the importance of active modes to the function and character of the district. Figure 3.48 proposes a potential community-wide active network composed of three facility types:

- **Bicycle Boulevards.** Bicycle boulevards adapt low-volume, low-speed streets with good continuity to bicycle use with signage, wayfinding, shared lane markings, stop preferences, and traffic calmers. Using an appropriate combination of techniques can convert streets into comfortable shared use facilities for local traffic and bicyclists. All designated bicycle boulevards should provide continuous sidewalks with full accessibility.

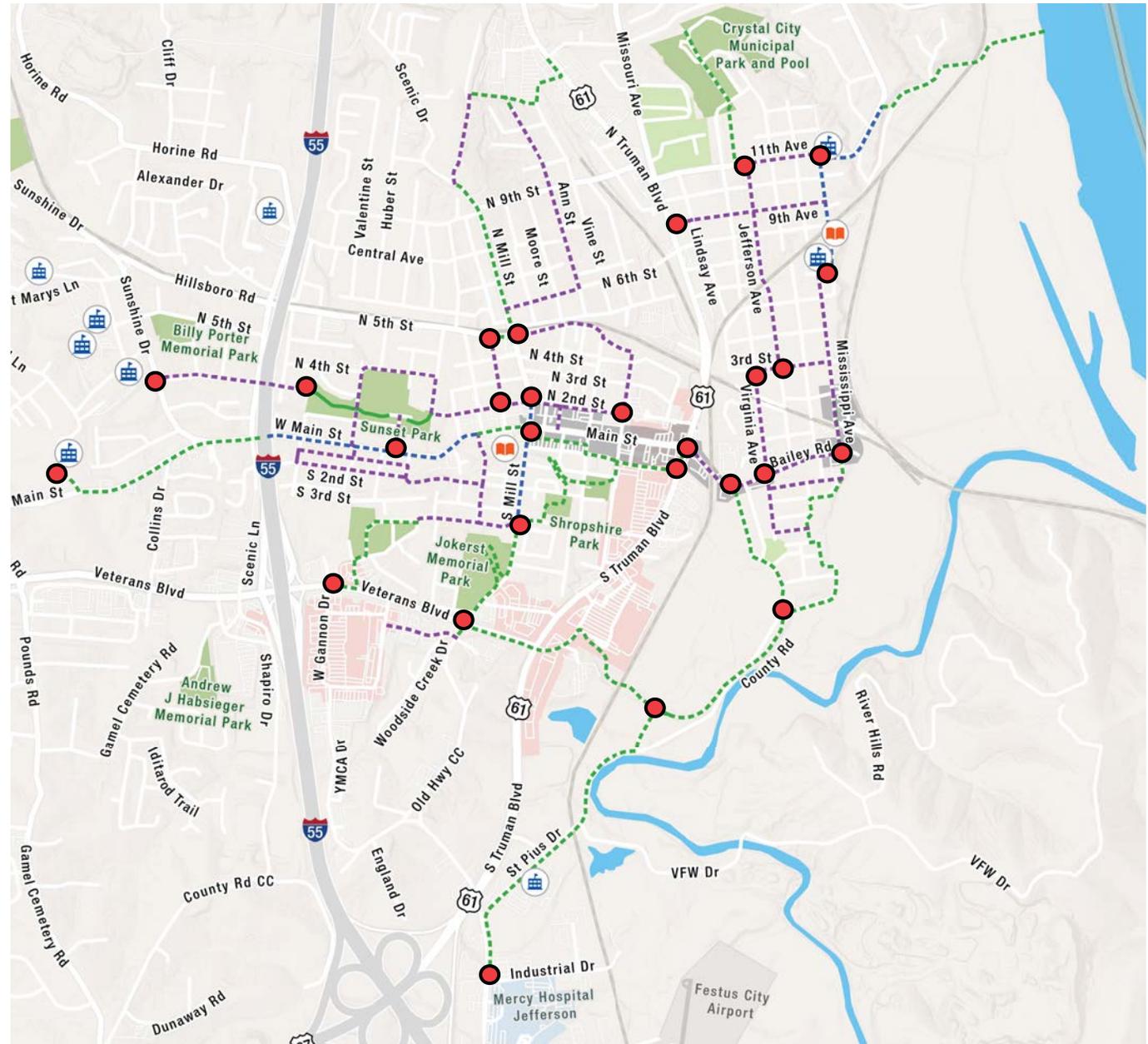


- **On-street Bicycle Lanes.** On-street bicycle lanes provide exclusive territory on the street for bicycles and other micro-mobility modes such as scooters. They apply to streets with higher traffic volumes and speeds up to 30 miles per hour. Standard bike lanes without buffers require a minimum street width of 30 to 32 feet without on-street parking. We recommend enhancements to increase their visibility, including bike lane pavement marking with a green background and crossing markings at major street intersections. Protected bike lanes add painted or physical buffers to separate the bike lane from adjacent traffic. Greater degrees of separation creates a comfortable bicycling environment for more people.
- **Shared Use Paths.** Shared use paths (SUP) offer the highest form of separation and comfort for users of all ages and abilities. Shared

Figure 3.48: Bicycle and Pedestrian Regional Connections

## Bicycle and Pedestrian Regional Connections

-  Library
-  School
-  Existing Trail
-  Proposed Shared Use Path
-  Proposed Bike Boulevard
-  Potential On-street Facility/Bike Lane
-  Study Area
-  Parks and Recreation Areas
-  Commercial Clusters
-  Wayfinding Sign Locations



use paths can be divided into two general categories. Sidepaths adjacent to streets can be used in place of conventional sidewalks. They have become a popular solution along major corridors but require major design attention at conflict points such as street and driveway intersections. Off-road SUPs, on fully separated right-of-way, are the preferred facility for the greatest number of users but are the most expensive facilities to develop.

### **Priority Connections to the M2M Study Area.**

Within this conceptual network, several facilities stand out as especially important connections between the corridor and the built and natural environments:

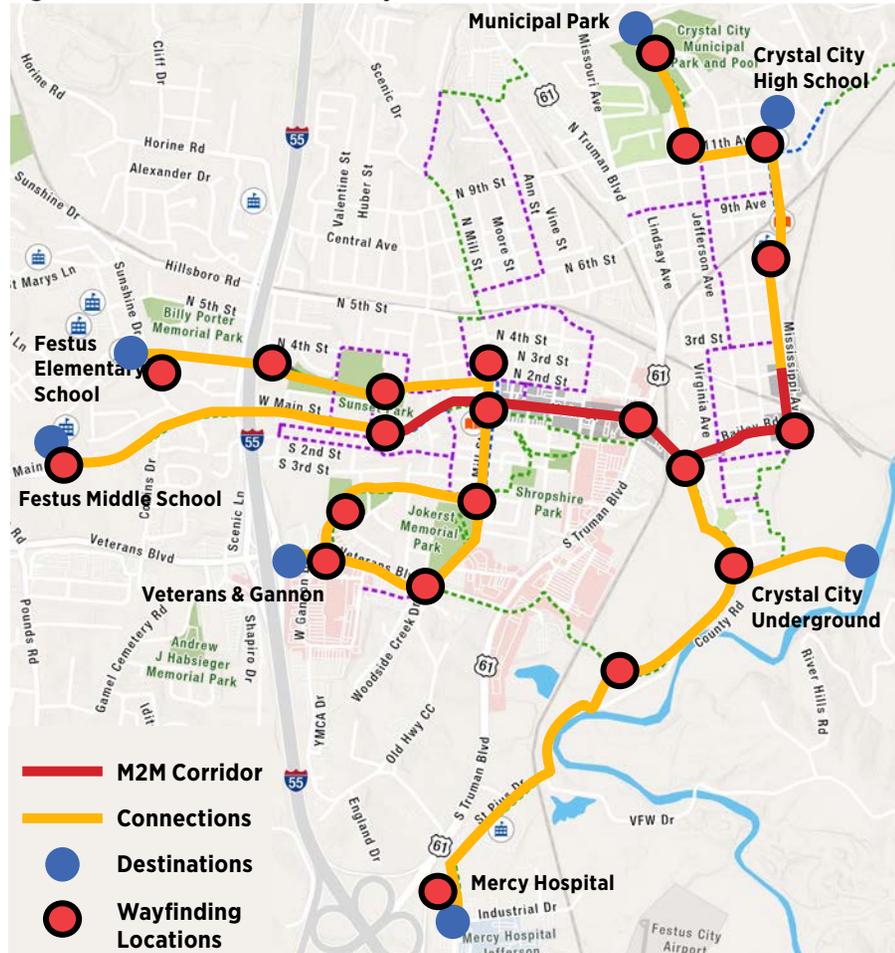
- **Festus: Sunset Park to School Campuses.** This connection would upgrade the existing short Sunset Park Trail, connecting trailheads at 2nd and Russell and Park Avenue and Parkview Drive to North 3rd Street. This route would continue as a sidepath using the existing I-55 underpass to the Elementary School at North 3rd and Sunshine Drive. Third between the school and park lacks sidewalks for more of its length. Paths within the adjacent school campuses would then connect to local neighborhood streets.
- **Festus: Main Street to Middle School.** Main Street west of Mill Street is designated as a bike route, with a crossing over I-55 to Cromwell Road. The street has painted shoulders that could be upgraded to standard bike lanes. The street narrows to the west, and has a narrow curbside sidewalk on its north side. A sidepath would provide shared use access to the Festus Middle School and potential development areas to the west.
- **Festus: Veterans Boulevard to Main Street.** A link between the extensive commercial and hotel development at the I-55 and Veterans Boulevard would connect visitors to the city with the features of the M2M corridor. Connections are complicated by the highly auto-oriented nature of Veterans and its single-point urban interchange (SPUI) with I-55. Several options exist for connecting the central Gannon Drive and Veterans intersection to Main Street Festus:
  - *Lee Avenue.* This route would include a sidepath from Gannon to Lee Drive and establish an on-street bike route on Lee Avenue to Main Street, using enhanced shared lane markings and providing a continuous sidewalk. A shared use path is not compatible with the relatively small scale of Lee Avenue and placement for graves at the adjacent cemetery. The connection continues north on Mill Street with a painted shoulder (similar to that on Main Street west of Henry) that can also function as a bike lane, with or without bike lane signage and pavement markings. Mill has adequate width for 11 to 12-foot travel lanes and five foot shoulders.
  - *Main Street.* This alternative would extend a sidepath on the north side of Veterans between Gannon and Mill, and establish a path through Jokerst Park and Mill Street to the Lee/Harrison intersection. The route would then continue along Mill Street as in the above option.Both options should include high visibility crosswalks at the Mill and Lee/Harrison intersection in addition to the existing four-way stop controls. The City of Festus and the Missouri Department of Transportation should also plan and execute modifications at the Veterans and Gannon intersection to address pedestrian safety at this difficult location.
- **Crystal City : Bailey Road to Hospital.** This connection would tie the M2M corridor south to the hospital and the unique Crystal City Underground attraction, with possible extensions along Patten Creek and possibly the river itself. This concept would include a shared use path along the edge of Little League Park, continuing south along County Road and the levee, and providing branch trails to Crystal City Underground to the east and the hospital to the south.
- **Crystal City: City Hall to Municipal Park.** This connection would create a community processional route using wayfinding signage, shared lane markings, graphics and continuous barrier-free sidewalk access north along Mississippi Avenue, west along 11th Street, and through Municipal Park extending the existing park path between 11th and 14th Streets. This would connect M2M to the Elementary and High Schools, Crystal City Public Library, and the various features of the city's major community park.

- **Bicycle Integration into M2M Corridor.** The Community Park concept is described on page 87 and includes pathway continuity through the south edge of the M2M study area and into surrounding neighborhood open spaces. But the M2M core should also incorporate access for customers. The parking lot concept for the south lots of Main Street Festus includes a shared use path for both pedestrians and bicycles along its rear access drive. This would be connected to potential Mill Street bike lanes on the west and continue along a signed route using Adams Street and Bailey Road.

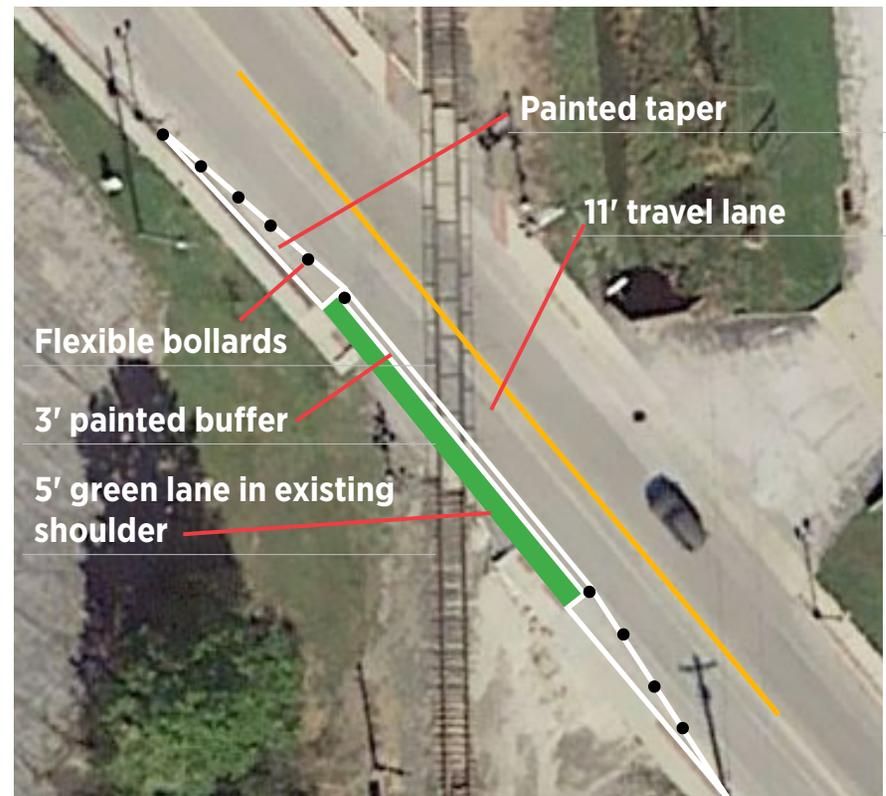
The parking lot redesign should provide bicycle parking at convenient locations on each block, with a focus on points of connection to Main Street. Bicycle parking should be incorporated into curb extensions on the wider sections of Main Street/Bailey Road east of Adams Street. Bicycle parking facilities should be simple in design, using inverted U's and incorporating the district brand.

- **Bailey Road Railroad Crossing.** The Union Pacific spur east of 61/67 crosses Bailey Road interrupts the sidewalk on both sides of the street. On the south side, a sidewalk realignment to create a 90 degree crossing would be optimal. But a more immediate tactical concept would adapt the existing shoulder on the south side of the street to a buffered painted pedestrian area, illustrated by Figure 3.50 below.

**Figure 3.49: Recommended Priority Connections**



**Figure 3.50: Walkway concept at Bailey Road railroad crossing**



## GATEWAYS AND WAYFINDING

Gateway and wayfinding enhancements welcome visitors to the city and direct people to destinations. People visit the Twin Cities for a variety of reasons. When looking for a place to eat, shop, or recreate, visitors need information to tell them where to go and when they get there. Wayfinding directs people to a destination and gateway features tell them they've arrived.

All gateway features and wayfinding signage should have a theme that complements the city's identity. Elements of the design should consider construction materials, fonts, color, and graphics. Figure 3.51 shows possible locations for gateways, while Figure 3.52 shows locations for wayfinding. Community gateways are frequent decision points in the community that welcome people to a part of the city. These gateways can be individually unique.

### Gateways

The gateway concept plan is divided into a hierarchy of features - major and minor. Figure 3.49 shows the existing and proposed gateway signage for the Glass District.

**Citywide Gateways.** Existing gateway signs for the Twin Cities are located along major routes (I-55 and Highway 61/67). These are located far from each city's downtown area. As a result, visitors often cannot differentiate the boundaries between the communities when nearby.

**District Gateway at Bailey Road and Highway 61/67.** Major gateways are higher investments that typically include signs, large graphics, plazas, or sculpture. These elements are the signature identification element for the district.

The concept for the major gateway to the Glass District is a sculpture that incorporates colored glass and light. The form can have antecedents to the turrets at Mississippi Avenue,

creating a rhythm of gateway features.

Developing this gateway feature to the Glass District is a joint endeavor between the Twin Cities.

**Minor Gateway at Main and Mill Streets.** Minor gateways are smaller, low-cost and high impact improvements that typically include murals, banners, and landscaping. The turrets at Bailey Road and Mississippi Avenue represents one bookend of the district; the other bookend is located on the open lot at the northwest corner of Main Street and Mill Street. The latter could be developed with a minor gateway feature that shares the same shape and scale as the turrets in Crystal City.

### Wayfinding

The plan recommends a regional approach to wayfinding signage for vehicular movements in Jefferson County and custom wayfinding for (pedestrians/ bicyclists) within the district.

A precedent for regional wayfinding is the system

adopted for Northwest Arkansas. The form, font and colors are uniform with some customization when moving through individual communities. This approach provides users with predictability that makes the signage more useful. Eight communities, both large and small, share the system in Northwest Arkansas.

Figure 3.50 shows a proposed wayfinding system. Community destinations should be identified to direct travel for visitors. Signs should be differentiated and scaled for auto-oriented versus pedestrian oriented travelers. The wayfinding prototypes on page 119 show example sign layouts that are clear and legible for auto and pedestrian oriented wayfinding. Pedestrian level wayfinding can be incorporated into the district or other areas with frequent pedestrian traffic such as trails, bike paths, and parks. The figures are not all inclusive. Placement of signs should be from multiple directions and offset from intersections on the respective side of the street.

Figure 3.51: Existing and Proposed Community Gateway Signage

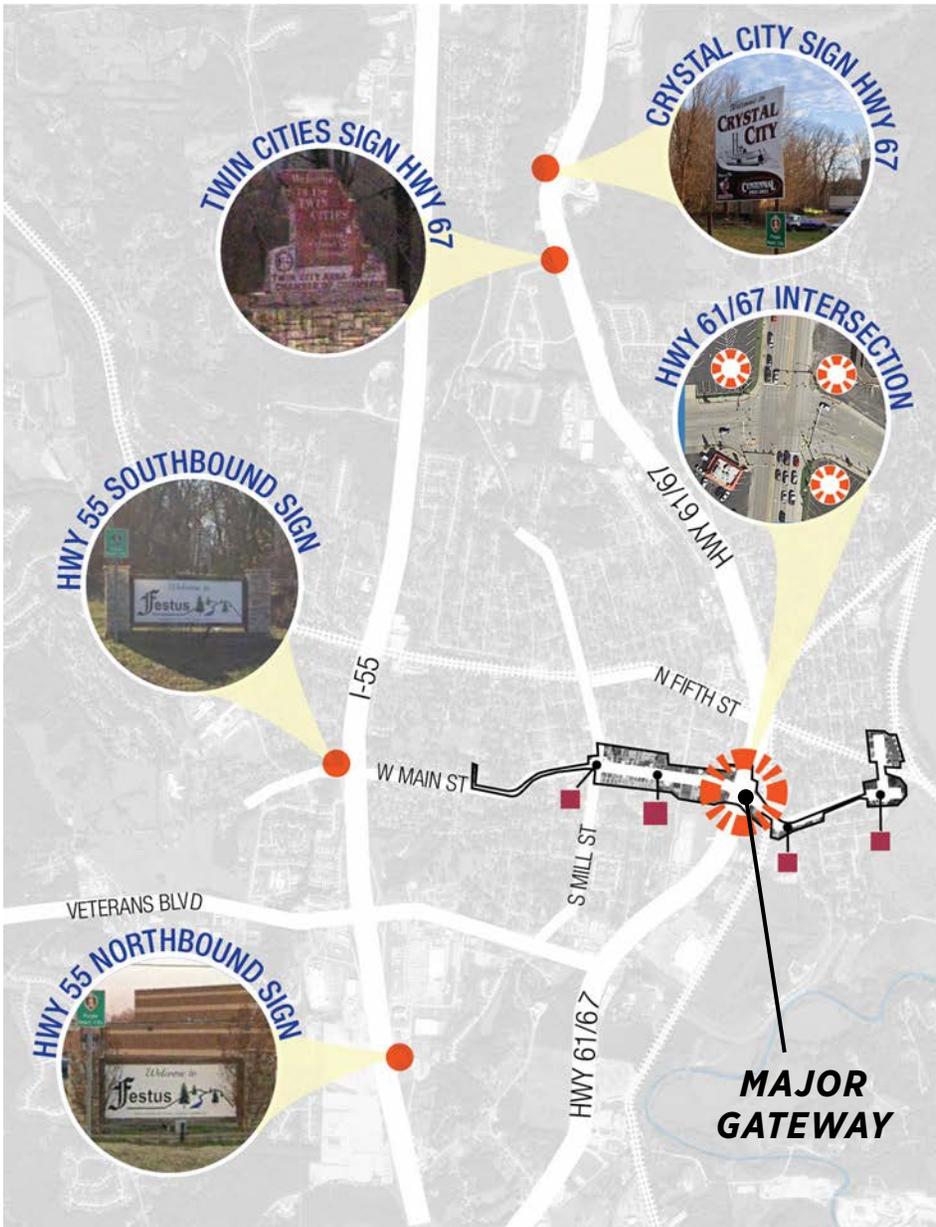


Figure 3.52: Possible Gateway and signage





**Pedestrian Wayfinding.** The Plan recommends a system that can be regularly updated and attaches to existing poles. Narrative can be quirky to create welcomed discoveries.

**Parking Wayfinding.** A clear design ensures that the viewer can quickly identify paths to available parking. Painting “Parking” on the side facades of select buildings can also improve legibility.

## Implementing Wayfinding

A comprehensive wayfinding program is most appropriately led by a unified entity such as a Community Improvement District. Wayfinding design processes are often led by specialized consultants. The process itself includes the following steps:

- Identify key landmarks and destinations to be included.
- Identify wayfinding locations, generally at key points where motorists and pedestrians must make decisions on directions.
- Design the signage system, in general limiting information on each sign to three destinations. Pedestrian systems can show more locations, but should avoid information overload.
- Contract for installation of the sign system.



RECOMMENDED PARKING MURAL LOCATIONS



## ENVIRONMENTAL RECOMMENDATIONS

- **Offer Green Infrastructure Incentives.** There are no green infrastructure incentives on the city or county level to encourage volume reduction and infiltration on a parcel-by-parcel basis.
  - › Programs such as Project Clear through the St. Louis Metropolitan Sewer District in St. Louis have enacted successful green infrastructure grant programs based on targeted watersheds of concern. These grant programs provide funding for a variety of stormwater best managed practices including rain gardens, permeable pavers, harvesting (rain barrels), lawn alternatives and others. This strategy may be an appropriate model for the Twin Cities area because funding can be narrowly appropriated for use in specific local watersheds, shown in Figure 3.51, to alleviate discrete flooding concerns.
  - › Amend chapter 520 Stormwater management to address land disturbance of less than two (2) acres in residential zoning district. This amendment should aim to limit the adverse effects of runoff from development, using on-site mitigation and site design to limit runoff to existing rates.
  - › Provide regulatory incentives for increased stormwater detention/recharge (green infrastructure) on private lots.
- **Commission a study to understand stormwater lines.** By understanding the location of inlets, we can assume where underground stormwater lines may connect. Also, larger groups of inlets may indicate where stormwater mitigation would create the greatest benefits. These inlets are along Main Street/Bailey Road, especially between South Mill Street and Virginia Avenue, Mill Street, and on South Second Street between Mill Street and South Truman Boulevard.
- **Implementing targeted stormwater volume reductions.** The diagrams on pages illustrate a methodology to implement targeted stormwater volume reductions BMPs for problem areas.
- **Adopt tree coverage standards.** The plan generally recommends



the adoption of a minimum tree-coverage requirement for surface parking lots.

- **Provide guidance to property owners for energy and water use reduction.** Cycles of grants and funding assistance often become available for building owners to leverage and offset costs for improvements. These include:
  - › Replacing windows
  - › Upgrading HVAC
  - › Insulation
  - › Electrical upgrades
  - › Green roof and solar arrays applications
- **Incorporate green infrastructure practices into parking lot design.** Redesign of parking lots, notably the south lot in Main Street Festus, should incorporate contemporary storm management practices and materials. These include permeable pavers in parking spaces, rain gardens and swales in lot interiors, and grading and potential terracing to reduce speed of stormwater flows.

**Figure 3.51: Opportunity areas in micro-watersheds**



Source: dtls

## Street Tree Recommendations

The selection of street trees in the district should focus on species that are native, adaptable, and those with appropriate form. Appropriate form includes species that are tall and mostly upright branching in youth but widening with age. The final species selection should be made on a case-by-case basis in order to match the correct tree to the proposed site condition. With the many potential variables at each site ranging from sun to shade, wet to dry, and personal aesthetic preference it is impossible for this report to recommend an all-encompassing list of potential tree species. The goal is to provide a handful of regionally successful and generalist species for initial consideration.

The plan recommends that the overall study area have no more than 30% of a single genus. For example, that means no more than 30% of the trees should be oaks. This recommendation is to promote diversity and resilience. Tree diversity will protect the community's investment from invasive pests, disease, and changes in climate.

Finally, a total 40% canopy coverage within the study area is recommended by American Forests and is a goal to strive towards as the plan progresses.

- # Max. Height (Feet)
- # Max. Spread (Feet)
- # Native (N) or Near Native (NN)
- # Upland (U), Lowland (L), or Adaptable (A)
- # Canopy (C) or Understory (U)



Maclura pomifera 'White Shield'  
(Fruitless Osage Orange)

35 35 NN A C



Gleditsia tricanthos var. inermis  
(Honeylocust)

70 40 N U C



Quercus bicolor  
(Swamp White Oak)

60 60 N L C



Taxodium 'Shawnee Brave'  
(Bald Cypress)

75 20 N L C



Cornus florida  
(Dogwood)

30 30 N A U



Ostrya virginiana  
(Hop Hornbeam)

30 30 N L U



Quercus muhlenbergii  
Chinkapin Oak

60 70 N U C



Ulmus x 'Princeton'  
Princeton American Elm

40 30 N U C

## Landscape Recommendations

Landscape areas including beneath street trees, in planting beds at corner bumpouts, parking area buffers, and planters are opportunities to enhance the experience of visitors and residents.

The landscape around the Twin Cities is unique for the region in that it includes limestone dolomite glades. These glades, and the native plants within them, are well suited for use in urban areas and provide the sense of place which adds to the unique character of the Twin Cities area.

- # Max. Height (Feet)
- # Max. Spread (Feet)
- # Native (N) or Near Native (NN)
- # Glade (G), Lowland (L), or Adaptable (A)
- # Raingarden (R), Planter (P) Bed (B)



Baptisia australis

(Blue False Indigo)

4 N G A B

4



Clematis fremontii

(Freemont's Leather Flower)

1 N G P

2



Panicum virgatum 'Shenandoah'

(Switchgrass)

4 4 N L A B



Rhus aromatica 'Grow Low'

(Fragrant Sumac)

8 N A B

2



Chasmanthium latifolium

(River Oats)

5 3 N L A R B



Echinacea simulata

(Glade Coneflower)

3 2 N G A P B



Physocarpus opulifolius (cultivars)

Ninebark

6 6 N L A B

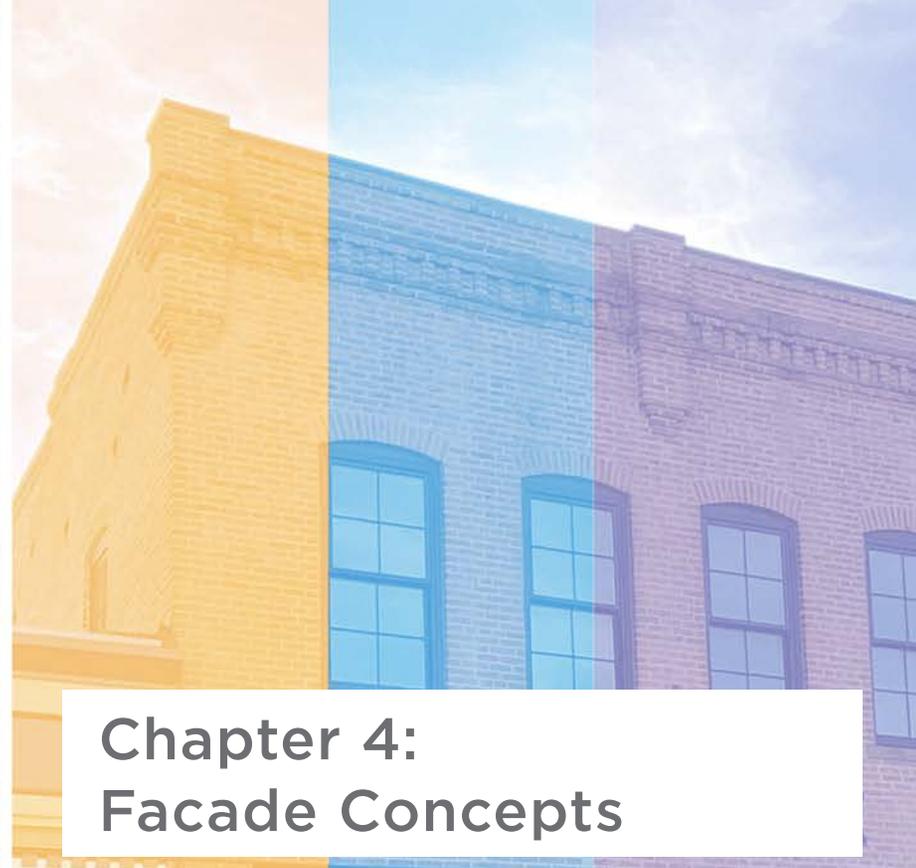


Sporobolus heterolepis

Prairie Dropseed

3 3 N G A R B





## Chapter 4: Facade Concepts

The building facades section includes advisory recommendations for enhancing the character and condition of the district.



## BUILDING FACADES

Many of the buildings in the M2M corridor's two main street districts would benefit from significant facade rehabilitation and enhancement. A comprehensive facade improvement program increases business by improving the image and attraction of a district and can provide other economic benefits such as energy savings. Rear facades are also unusually important in these districts because of their exposure to major parking areas and future developments. Landscaping, decorative fencing or railings, and creative lighting can also improve the quality of these environments. Several buildings in Main Street Festus demonstrate how the back of buildings can become major assets.

**Historical Review.** Figures 4.1 and 4.3 display the consultant team's evaluation of historical significant buildings along Mississippi Avenue in Crystal City and Main Street in Festus respectively. These evaluations consider the level of contribution that individual buildings make toward a potential National Register district designation.

**Condition.** Figures 4.2 and 4.4 assess the exterior condition of buildings within the Crystal City and Festus main street districts, providing a starting point for facade improvements.

### Recommendations:

1. Crystal City should prepare a site inventory of buildings in their downtown and apply to be listed on the State and/or National Register of Historic Places. Festus should advance their current application.
2. Establish a facade grant or loan program. Program components that have succeeded in different communities include:
  - State and Federal investment tax credits in for architecturally appropriate rehabilitation in designated historic districts. National Register listing provides access to Federal credits and makes applications for state credits more competitive

Figure 4.1. Historical Impressions - Crystal City (cursory review)

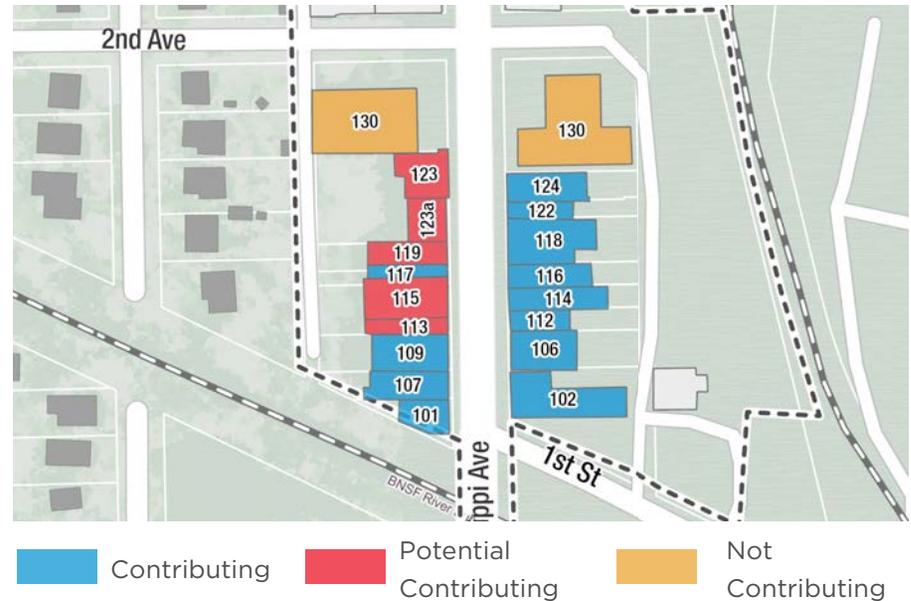


Figure 4.2. Building Condition - Crystal City Core



**Figure 4.3. Historical Significance - Festus Downtown**



**Figure 4.4. Building Conditions - Festus Downtown**



- Partnerships with locally active lenders to provide lower interest rates for facade rehabilitation loans. This can become a more significant incentive with the likely rise in interest rates occurring in mid-2022.
  - City-funded matching grants or loans to leverage private reinvestment, using local funds, Community Development Block Grants, American Rescue Plan Act (ARPA) funds, or other community development programs. For example, some local sales taxes generated within a district could be allocated to facade rehabilitation incentives.
  - Create a page on the City’s website that is dedicated to available funding programs.
3. Offer guidance to building owners on facade improvements, using the content in this plan.

### Facade Elements

The basic historic main street storefront contains several common elements. Features accommodate pedestrians and accentuate decorative elements. Over time many characteristic features of downtown buildings were altered or covered up. This section provides façade guidance for each historic blockface along Main Street, Bailey Road, and Mississippi Avenue.

**Signage.** Signs communicate the name, nature, and character of businesses to both motorists and pedestrians. Signage should be legible for the intended reader and complement the character of the building. Size, design, location, type, material, and lighting all influence the effectiveness of the message and compatibility within the district. Projecting signs at the pedestrian level promote walking from store to store as people along the sidewalk can see from a distance which businesses are on the block.

**Lighting.** Lighting on building facades illuminates sidewalks, creating a friendlier and safer feeling for pedestrians. Decorative lighting over building storefronts and signage promote an active streetscape during



Notable challenges for some building entrances include steps and columns that interfere accessibility into the business. These obstructions will need to be resolved during the restructure of Main Street and may be eligible for special assistance from the community.

the evening and nighttime hours. Lighting should be directed downward to limit glare to upper story residential uses.

**Windows.** Windows provide natural light to the building and provide transparency for pedestrians. Often older buildings have irregular window openings that have been covered up. Generally, first floor storefronts should consist of mostly non-tinted display windows. Window replacement should complement the style and scale of the building and in most cases utilize the entire original opening.

**Awnings.** Awnings provide shelter for pedestrians from sunlight and rain while walking along the sidewalk. Shade to the building storefront reduces air conditioning costs and protects merchandise from sun damage. Awnings also provide space for signage, both above and hanging underneath. Often cloth awnings are replaced with metal and wood canopies which are less consistent with the building character. The size of an awning should fit the window or entry opening and scaled relative to

adjacent awnings.

**Entryways.** Entries should welcome visitors to a business. If the building contains multiple entrances, perhaps for upper floor residential and a ground floor commercial, signage or lighting should inform customers of the correct entry. Like windows, original door openings enhance the character of the building. However, some entrances may need to be significantly retrofitted in Festus to become ADA compliant.

**Color.** Historic paint colors vary by time period, building type, and location in the country. Simply painting a building can transform the appearance from an aesthetic and maintenance standpoint. Colors should not create a visual distraction, but rather create continuity throughout the district. Brick and stone features should not be painted unless historically painted.

**General Maintenance.** A well maintained building gives customers an impression that the property owner cares about his or her business. Regular

maintenance of buildings in a district increases feelings of safety for pedestrian and shows that property owners are committed to their businesses. Proper maintenance and cleaning may be all that is needed to enhance several facades in the district. In addition, cleaning slows long term deterioration and can show if a bigger problem with the masonry exists and where to address the cause.

Additional recommendations and discouraged design guidelines are included as an appendix to this plan.

## Façade Grants and Easements

An important tool to encourage façade improvements (as well as further renovations) are state and federal historic tax credits for properties on or eligible for listing on the National Register of Historic Places. These programs make historic rehabilitation projects more feasible. However, some property owners do not seek tax credits because of concerns about the application process, the cost of complying

with required rehabilitation standards, and the economics of small scale projects. Important functions of a district-wide development entity can be to help property owners evaluate the benefits of tax credits to their specific situation and to assist them with the application process.

Façade easements are a tool the City can use to protect building facades from certain alterations while providing a tax benefit to the donor. A local façade improvement grant program, was introduced at the beginning of this section. More details about façade easements and examples of local façade grant programs are presented in the Implementation section of this plan.

For most owners, making facade improvements will be an economic decision – they must see that their actions will improve business and increase the value of their property. This plan’s recommendations are dedicated to creating the overall environment that rewards this kind of private reinvestment.

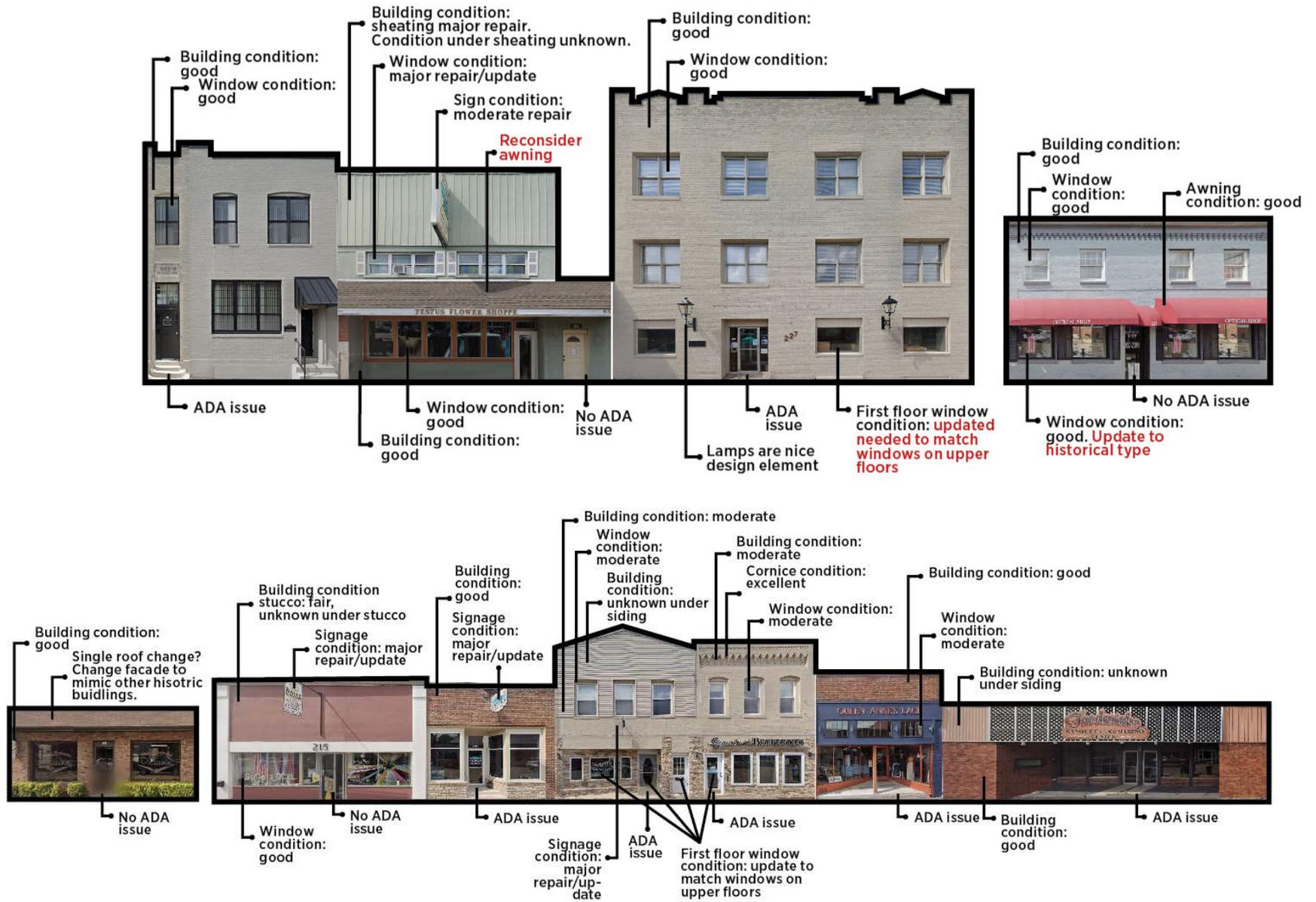
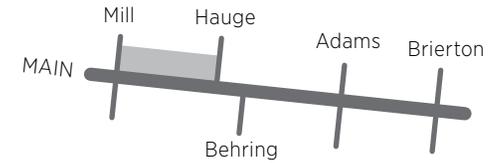
## Advisory Recommendations

The following section, provides preliminary design guidance for each historic block in the M2M corridor. It presents a general guide to architectural improvements for business and property owners to upgrade facades and enhance the character and pedestrian friendliness of their main street blocks. downtown districts.

Recommendations for each block fall under tactical improvements and major façade rehabilitation. Tactical improvements are projects under \$10,000 that do not significantly alter materials on the façade. Major façade rehabilitation are projects over \$10,000 or that require alterations and repair to façade materials. Many buildings require more investigation to provide a better understanding of each unique situation. A professional should always be hired for major rehabilitation projects.

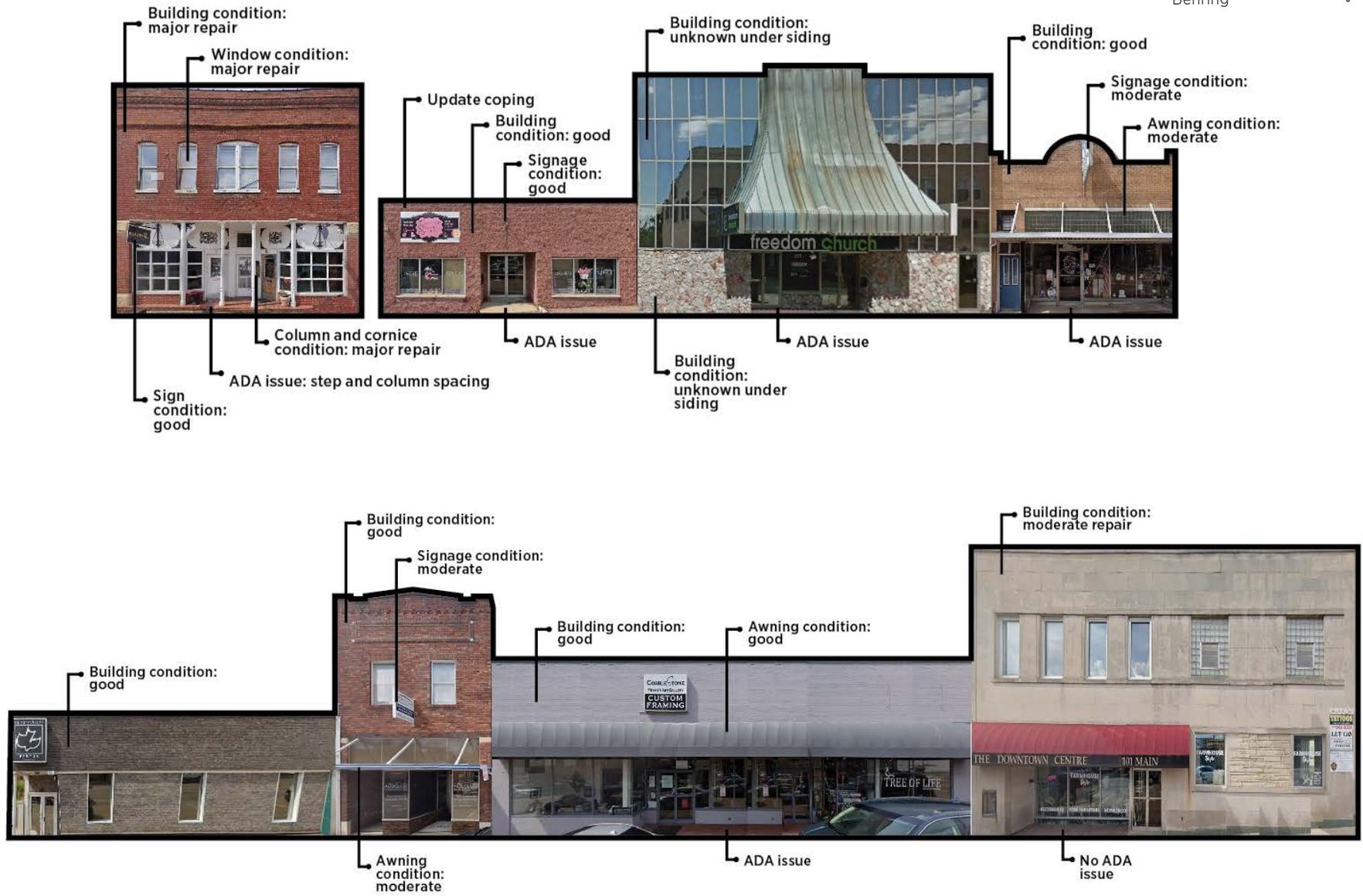
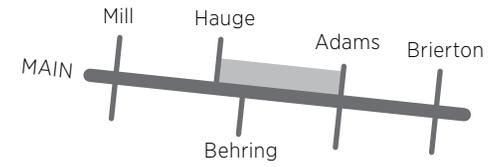
# Figure 4.5a: Façade Recommendations

## 200 Main Street (north side)



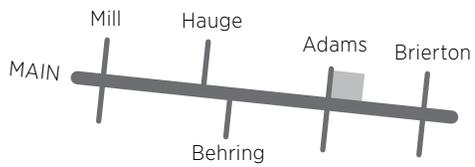
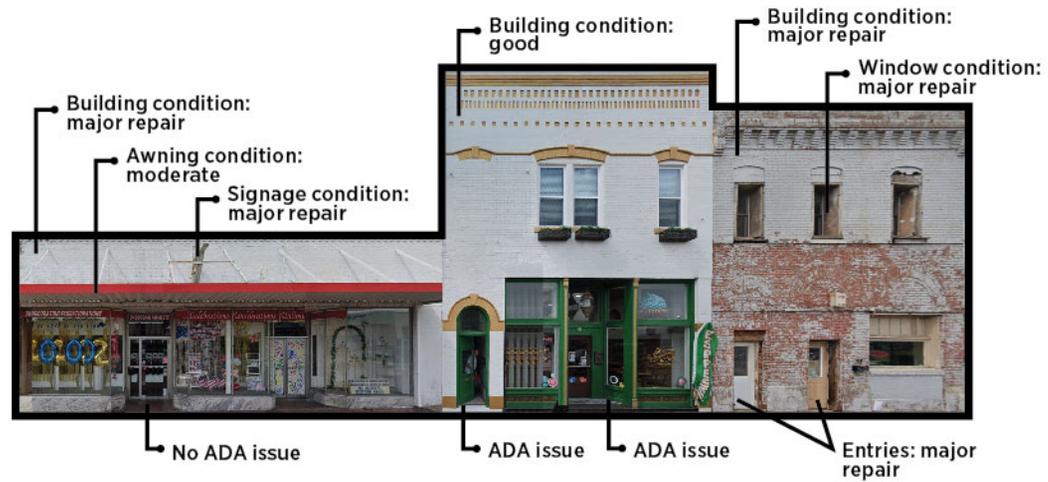
# Figure 4.5b: Façade Recommendations

## 100 Main Street (north side)



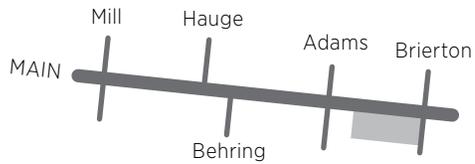
# Figure 4.5c: Façade Recommendations

000 Main Street (north side)



# Figure 4.5d: Façade Recommendations

## 000 Main Street (south side)



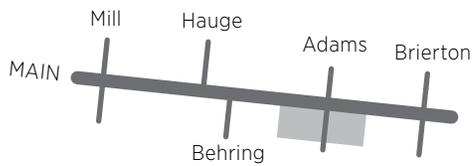
# Figure 4.6a: Façade Recommendations - Festus

## 000 Main Street (south side)

(continued)



## 100 Main Street (southside)



# Figure 4.6b: Façade Recommendations - Festus

## 100 Main Street (south side)

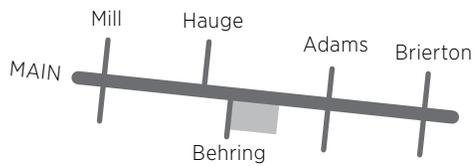
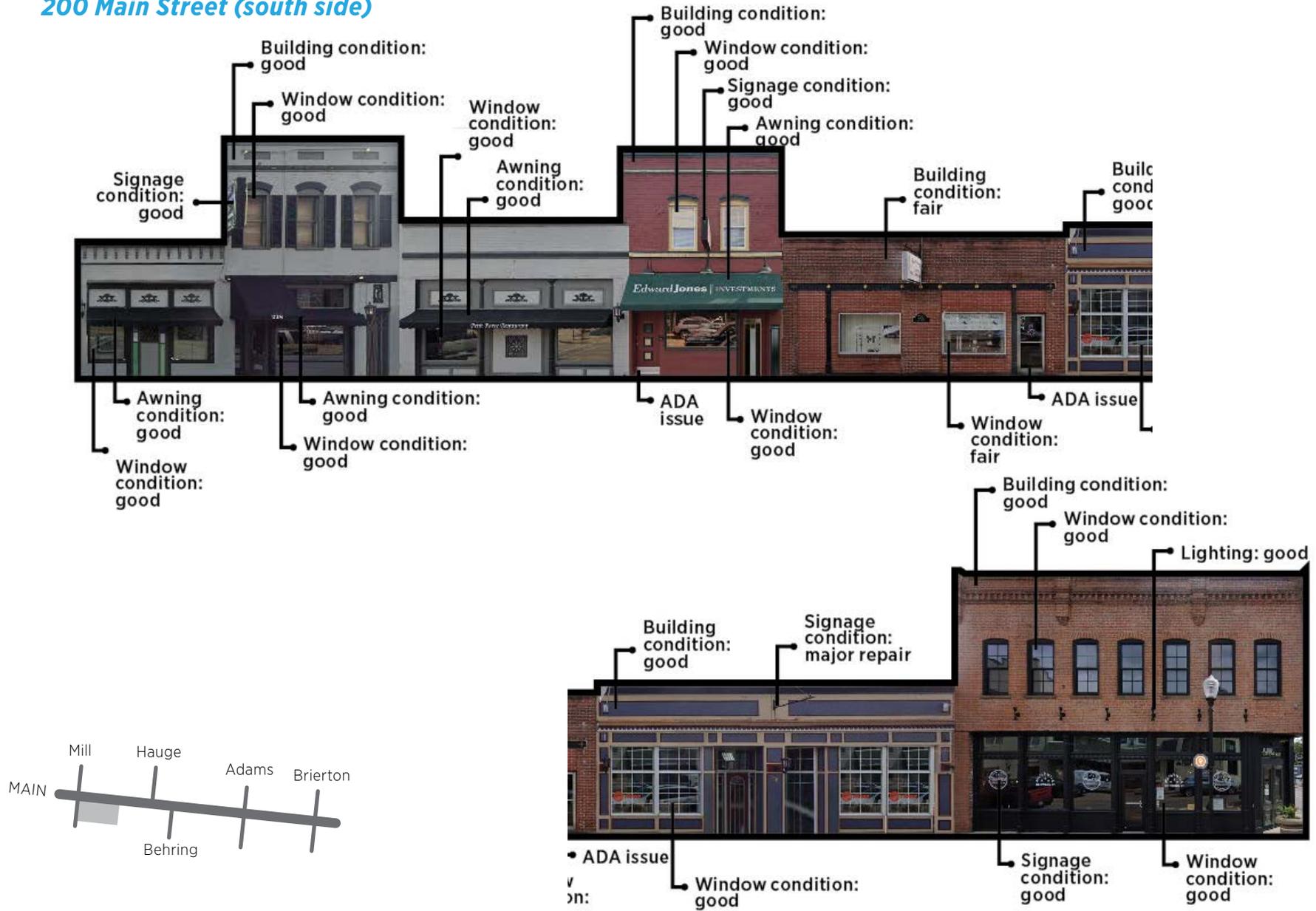




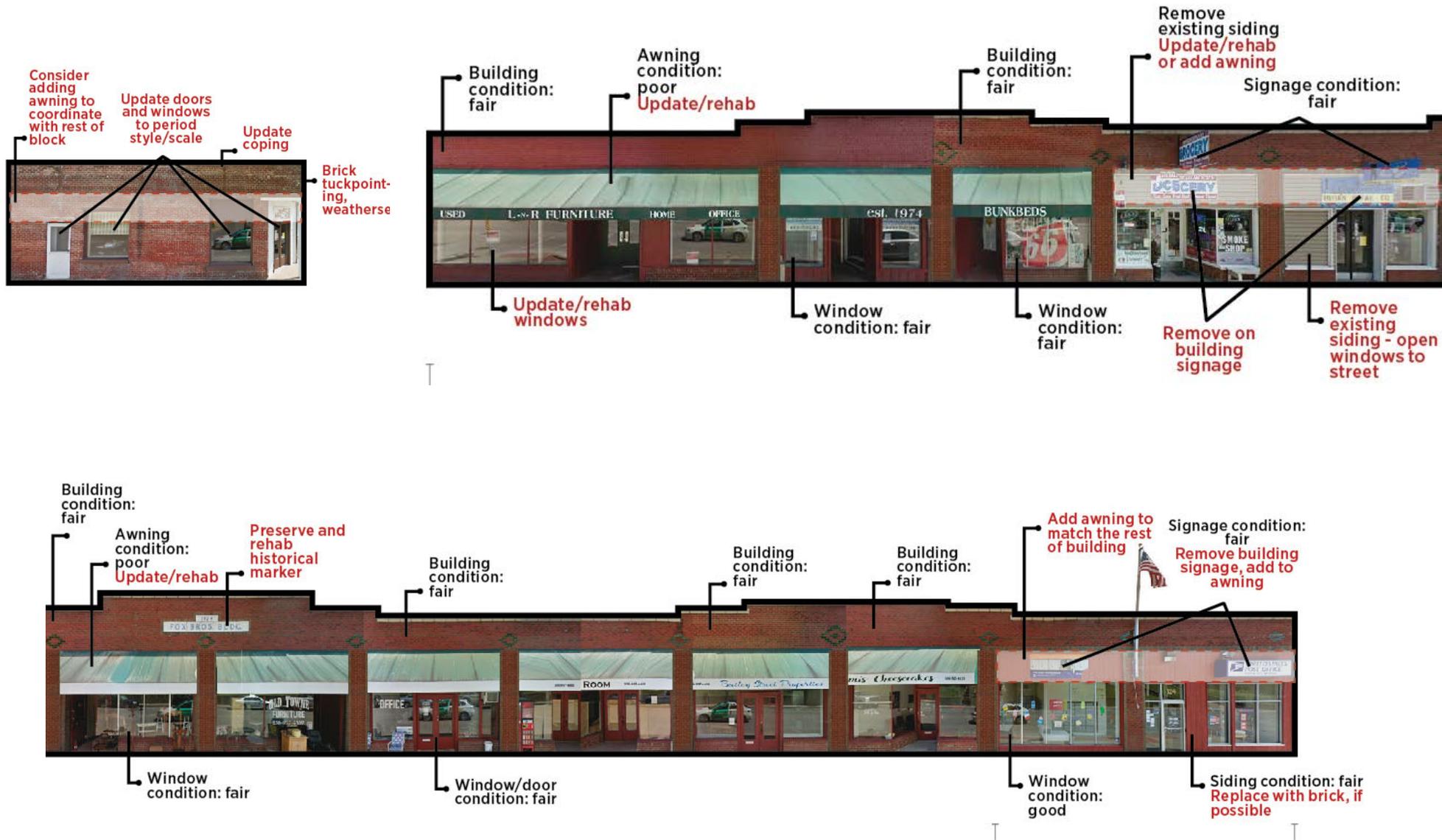
Figure 4.6d: Façade Recommendations - Festus

200 Main Street (south side)



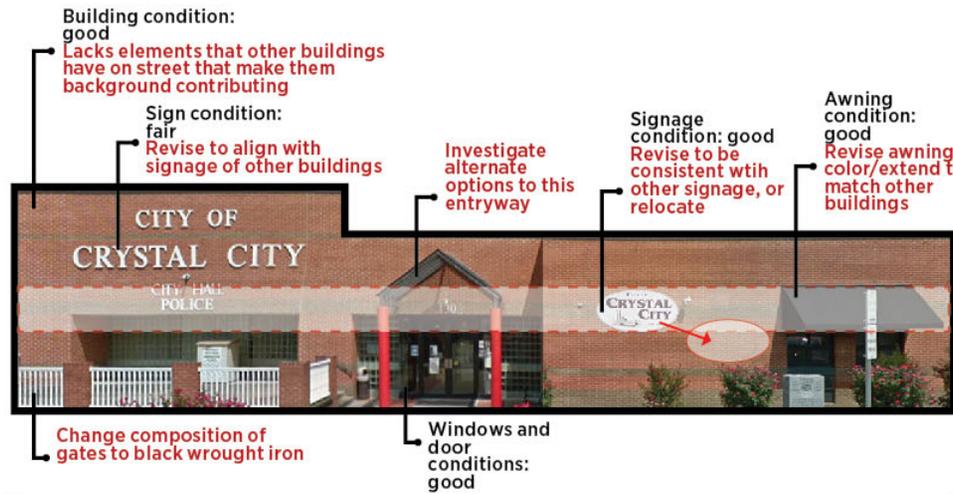
# Figure 4.7a: Façade Recommendations - Crystal City

## Bailey Road (south side)



# Figure 4.7b: Façade Recommendations - Crystal City

## Mississippi Avenue (east side)



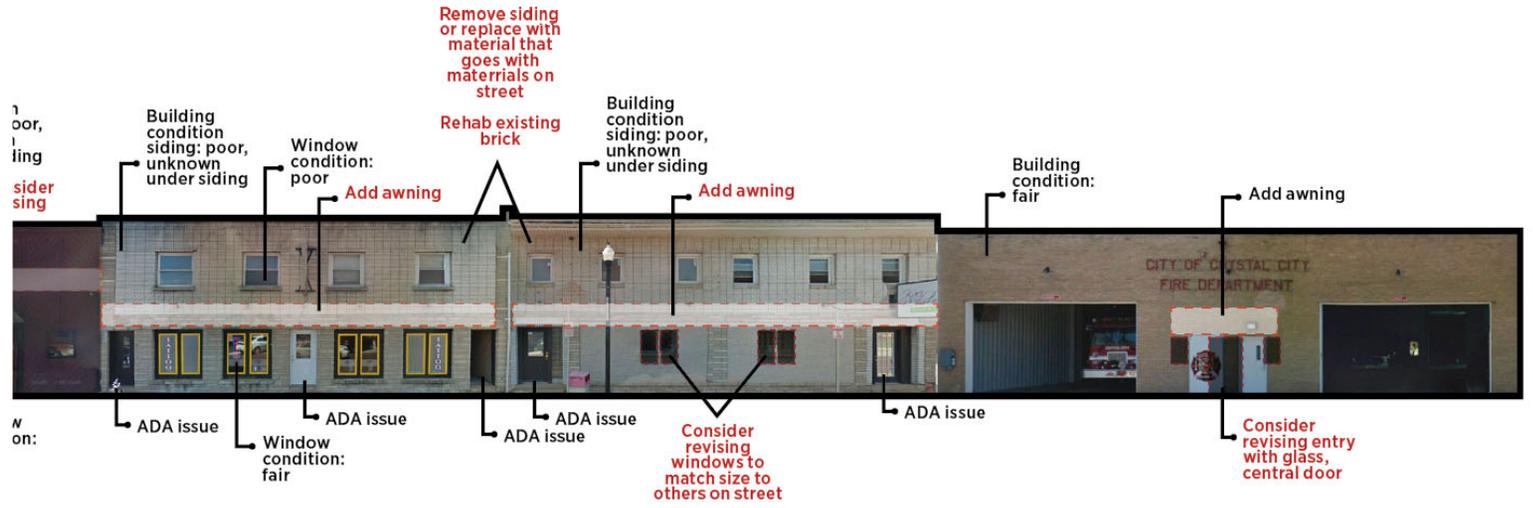
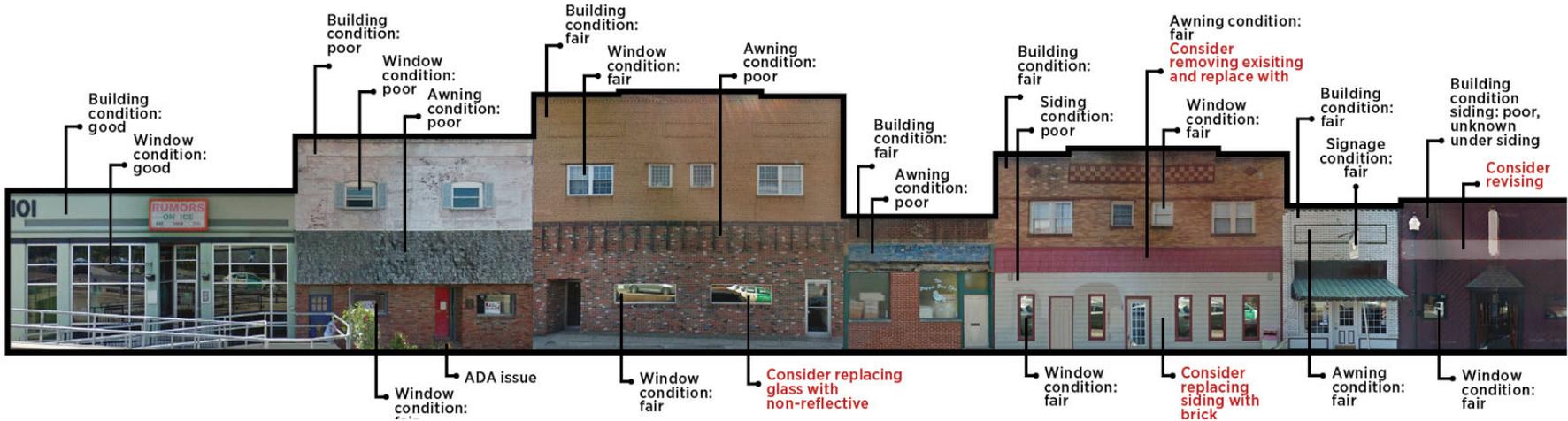
GROUND CONTRIBUTING

BACKGROUND CONTRIBUTING (POTENTIAL TEMPLATE FOR REVITALIZATION)

BACKGROUND CONTRIBUTING

# 4.7c: Façade Recommendations - Crystal City

## Mississippi Avenue (west side)

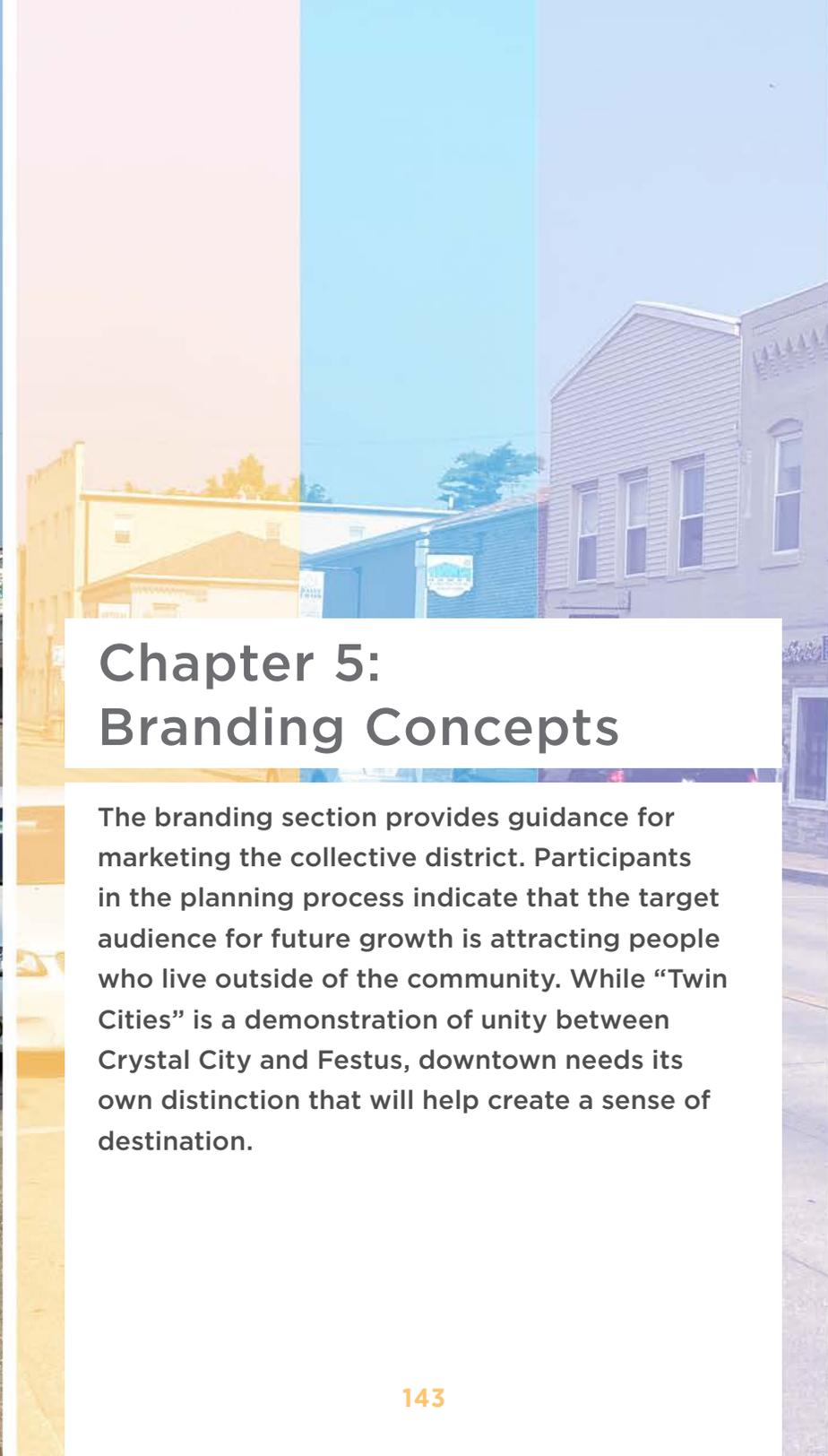




Crystal City Facades

An aerial photograph of a town, rendered in a monochromatic blue color scheme. The image shows a central street intersection with several buildings, parking lots, and cars. A semi-transparent white rectangular box is centered over the image, containing the text "A district is brought to life by the buildings and people inside them." in a dark, bold, sans-serif font.

**A district is  
brought to life by  
the buildings and  
people inside them.**



## Chapter 5: Branding Concepts

The branding section provides guidance for marketing the collective district. Participants in the planning process indicate that the target audience for future growth is attracting people who live outside of the community. While “Twin Cities” is a demonstration of unity between Crystal City and Festus, downtown needs its own distinction that will help create a sense of destination.



## DISTRICT BRANDING

A strong consistent brand identity is the foundation for successful marketing and brand recognition. It's especially important for a public facing community with many stakeholders.

An essential step is to bring the most valuable intangible asset—trust—to your brand

### Brand Development Process

A Branding Subcommittee met three times to discuss a unified brand for the district and completed a visual preference survey. The committee explored over 20 potential names that might resonate with the district. Ultimately, “Glass” became the most favorable term

The emergence of Crystal City and Festus began with their intertwined history with the fabrication of plate glass. Today, glass represents a prism of culture, businesses and people that now make the community what it is today, and brings focus for an even better tomorrow. This branding discovery process also included having the committee participate in branding exercises to develop a brand character statement and promise

### Brand Character Statement

The Glass District offers visitors a welcoming neighborhood shopping and entertainment destination located in a community-centric suburb of Saint Louis. The District provides a unique chance to visit local artisans, breweries, and one-of-a-kind shops in a walkable historic corridor that is minutes away from outdoor recreational activities. This visionary enclave is committed to accessibility and diversity to stimulate entrepreneurial growth.



### Brand Promise

To provide a walkable and lively neighborhood retail shopping and entertainment experience that visitors can enjoy within a unique and historic downtown corridor.

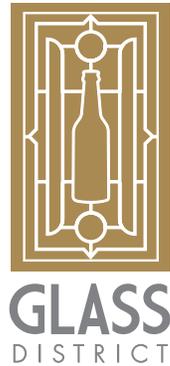


## Conceptual Brand Options

Both the branding subcommittee and the general public were given an opportunity to share their thoughts on these brand options. The previous page shows the final recommended brand logo and variants for sub districts.



- Resembles the bottom of a glass bottle
- Primary font uses shadows to suggest the transparency of glass
- Sophisticated black/white color palette
- Timeless while historically grounded



- Incorporates a stained glass motif featuring a bottle or other identifying icon in the center
- Art Deco/Prairie Style linework and font choices bridge the gap between ornate and minimalistic



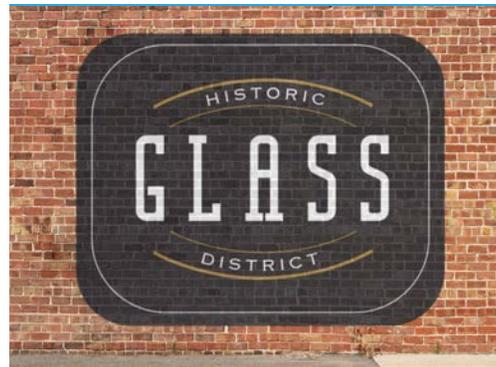
- Expanding lines reference shapes often found in glass blowing
- Contemporary slab serif primary font is juxtaposed against the historical feel of the secondary font



- Reminiscent of classic shop window graphics
- Turn-of-the-century styling complements the period architecture of the district while not feeling dated
- Gold accent adds a hint of sophistication and interest to the monochromatic color palette



- Victorian ornamental fonts embrace the district's past, while remaining effective at a variety of display sizes
- Draws inspiration from existing local municipal identities
- Text warping brings energy to the mark, inviting the eye



## Next Steps for Launching the Brand

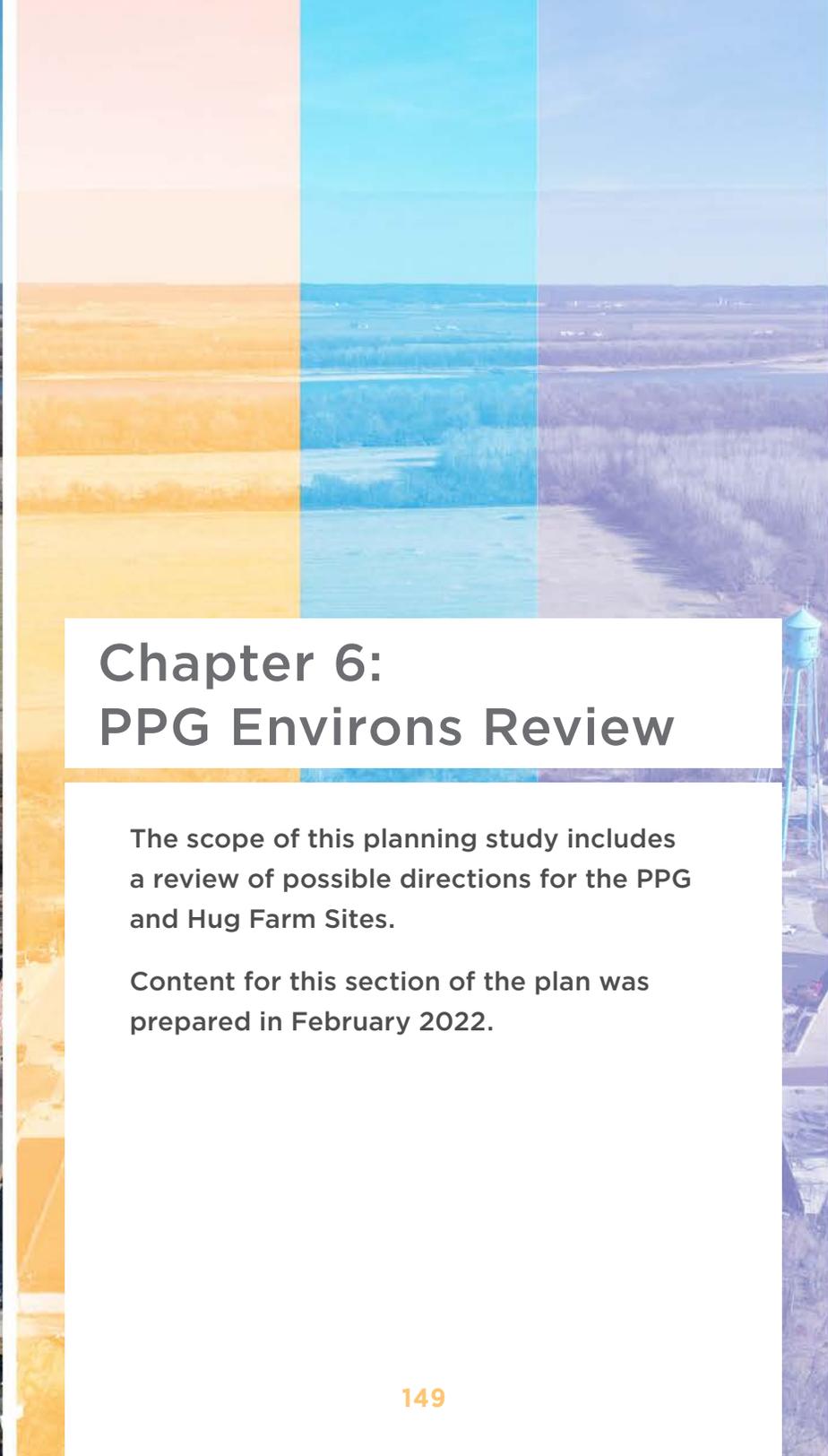
When launching the new name and logo, the messaging of its origin is critical to help everyone understand and buy-in to the new branding concept. The M2M Plan recommends the following process for launching the name and logo for the Glass District:

1. Designate a brand launch committee.
2. Finalize your brand character and promise statements to make sure it is clear what the purpose of creating a new name and logo for “The Glass District”. Establish a clear and consistent messaging that is used across all platforms.
3. Create baseline talking points that all staff, marketing staff and business advocates can use in marketing content and collateral that adheres to “The Glass District” brand promise and voice. This is a significant opportunity to launch “The Glass District” as a destination.
4. Plan an unveiling of the new logo at a community event that is already planned that is well attended. **This may coincide with the groundbreaking ceremony for a new project or joint community celebration.**
5. Create a press release and digital media kit with new logo assets to share with media. The release will share the process of how the logo was developed and its purpose. The goal is to show that the name and logo was decided upon by building consensus with the branding committee and municipalities.
6. The same day the new district name and logo is launched, send social media posts and have influencers in the community to share the news on the same day.
7. Designate brand champions from both communities who will advocate for the new brand. Give them the marketing tools to display the new logo on the day of the launch in their storefront and throughout the next year to start reinforcing the new brand in the public’s mind.
8. Develop signage of the new name and logo that can be displayed up and down The Glass District corridor.
9. Focus on the next year to create consistency in all marketing efforts for The Glass District by using the new logo, name and brand promise messaging.
10. Prepare a schedule of social media and public relations notifications that helps build awareness of the District to local and regional audiences.
11. Plan specific events along The Glass District corridor that can highlight the new name and logo that helps create a new destination.
12. Consider creating a Glass District Day annual event that can be promoted locally, regionally and nationally that encompasses the history of the District. Maybe it’s a special glass art day where glass artist can display their work.



A legacy of place is  
found in the memories  
and stories that people  
share with others.





## Chapter 6: PPG Environs Review

The scope of this planning study includes a review of possible directions for the PPG and Hug Farm Sites.

Content for this section of the plan was prepared in February 2022.

## PPG AND HUG FARM PROPERTIES

The economic foundation of Crystal City and Festus was the glass industry – the coincidence of raw materials (the area’s silica deposits) and transportation (the Mississippi River and the railroad). The closing of the PPG plant in 1992 capped this era and shifted the area’s economic focus. But it left the plant’s 240 acre site at the foot of Bailey Road, with the soil contamination typical of vacant heavy industrial sites, vacant and a subject of discussion over its future that continues thirty years later.

The scope of our plan includes an assessment of issues and possibilities for the PPG and the neighboring 358 acre Hug Farm sites. Currently, control of these sites is in litigation and any reuse awaits resolution of these issues. But eventually, ownership issues will be resolved and how and whether the site is ultimately developed will become a more immediate community issue. This section summarizes the findings of this assessment. A complete study of the PPG and Hug Farm sites is included in the Appendix.

### The Site

#### *Environment and Zoning*

- The former PPG parcel is a brownfield site. City officials estimate that about 99 of the site’s 240 acres are developable for industrial and potential river-related transportation purposes.
- Remediation of soil contamination has taken place. However, development restrictions prohibit residential use on any part of the site. Additionally, some areas cannot have inhabited workspaces but do permit storage. Contaminated groundwater and soils must be left undisturbed.
- The site is currently in Crystal City’s M2 General Industrial District. A significant part is located in the Mississippi River floodplain.

...the primary candidate use over the long term [for the site] is industrial use.



#### *Transportation and Infrastructure*

- The site’s primary transportation assets are adjacent rail and river transportation. These assets include adjacent major Burlington Northern & Santa Fe (BNSF) and Union Pacific (UP) freight lines and a rail spur directly serving the site.
- Adjacency to the river and rail service made the PPG site one of four candidate Jefferson County locations for a river port. The 2010 Jefferson County Ports Feasibility Analysis, completed for the Jefferson County Port Authority by TranSystems, recommended using the uncontaminated Hug Farm site in place of the former PPG land. Since completion of that study, Herculanum has emerged as the primary port facility for Jefferson County.
- Road transportation is very challenging. Currently external access

is limited to Bailey Road, leading to US 61/67 and ultimately I-55. Use of Bailey Road for significant truck traffic is completely antithetical to the overall goals and vision of this plan and must be avoided.

- The TranSystems 2010 study suggested an underpass at the BNSF tracks an alignment around the edge of Crystal City and roughly parallel to the existing UP tracks to a new I-55 interchange east of the existing 61/67 cloverleaf. The study estimated the cost of this project at \$46 million.
- The study indicated that extensive wetlands mitigation, dredging, material disposal, and permitting would be required as part of a port construction project. The cost of port development was estimated at \$249 million in the 2011 study.

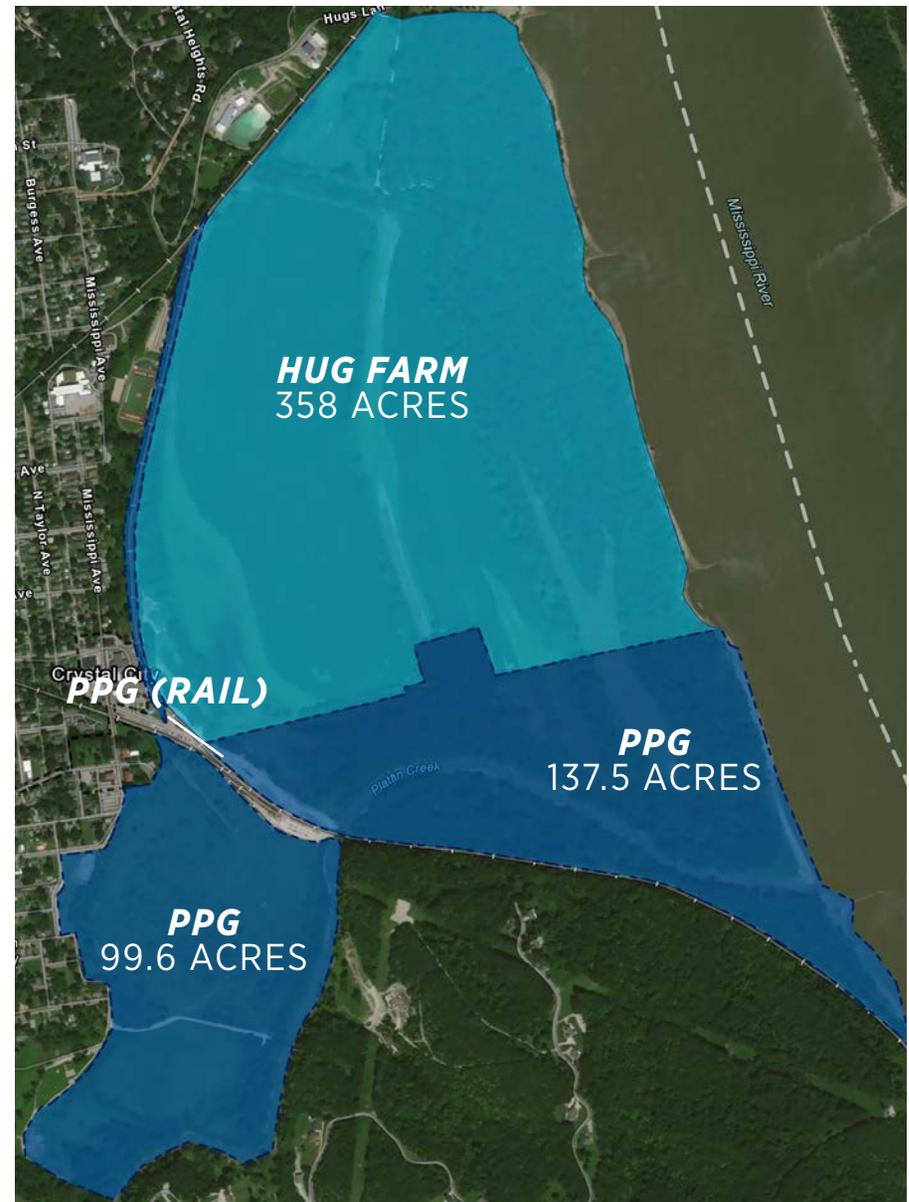
#### Current Status

- An iron ore reduction plant was proposed for the PPG site at the time of the 2010 port study, but was not developed.
- Ownership of the PPG site and the adjacent Hug Farm is disputed and is in litigation involving the current owner and the City. There is no current timeline for resolution of this situation.

#### Assessment of Future Uses

- Use restrictions imposed by the brownfield clean-up exclude residential development of any kind on the PPG site.
- Traditional commercial or office uses, while permissible in certain areas, are unlikely because of poor visibility, isolation because of topography, physical barriers like the railroad, and very limited access. These uses also do not use the site's primary transportation assets - the river and railroads.
- Light industrial development is unlikely to generate the value necessary to support the costs of site improvements and a new transportation corridor.

**Figure 6.1: Former PPG Site and Hug Farm**



Source: City of Crystal City

- Major industrial, manufacturing, and warehousing and distribution uses are the most appropriate uses for this site, provided they are large enough to reward the large, probably public capital investment for a direct roadway link to I-55. Any such development must avoid negative impact on Bailey Road or the rest of the M2M district.

### The Competitive Environment

- Jefferson County has not traditionally been a strong industrial market in the Saint Louis metropolitan area. Its 2021 inventory of about 2.5 million square feet represents about 1% of the metropolitan area’s industrial space inventory.<sup>1</sup>
- Industrial development and recent construction has gravitated toward the I-70 corridor. About 94% of large buildings (over 250,000 square feet) built since 2016 have been within ten minutes of I-70.<sup>2</sup>
- Jefferson County’s industrial space largely consists of non-bulk distribution facilities, and average building size is a relatively small 36,000 square feet, half the metropolitan area average.
- While the PPG site is very unusual for its combination of river access and two major freight railroads, high development costs probably neutralize these advantages for port development.
- The Port of Herculaneum is attracting a significant addition to the area’s industrial inventory, including the 300 acre Riverview Commerce Park, other industrial space to be vacated by the planned closure of a lead smelter at the Doe Run site, and expectations of up to 750,000 square feet of new industrial development.

1 Colliers St. Louis, MO 4th qtr, 2021  
 2 St. Louis Freightways Regional Market Report

## CONCLUSIONS

- Access to two Class 1 railroads and the Mississippi River position provides a long-term major industrial development opportunity at the PPG and Hug sites.
- Road access for significant industrial growth must be solved. Industrial traffic must not be routed to Bailey Road, and such a condition would jeopardize the major goals of this plan. Industrial development at PPG must be significant enough to support the substantial public cost of a direct connection to I-55.
- Because of the established patterns created by the warehouse and distribution inventory along the I-70 corridor, the most likely potential user for PPG would be new to the region. Such an operation would lack a pre-established network of plants, terminals, service areas, vendors, and operations. A possible shift to more domestic manufacturing and supply options – a need demonstrated by supply chain bottlenecks during the COVID pandemic – could accelerate development demand at PPG.

### Near-Term Policies and Initiatives

The best short- and medium term industrial development policy at the PPG site would be to avoid premature or expedient proposals, instead positioning the site for future development by removing obstacles wherever possible. This can be accomplished by:

- Removing the legal entanglements over ownership and control of the property.
- Developing a clear and comprehensive explanation with supporting materials of the environmental status of the property.
- Developing a plan including cost estimates and schedule for the necessary basic land development/site preparation work and roadwork or other infrastructure required independent of the scale and type of industrial uses.

- Exploring the willingness or conditions by which federal, state, or other government sources would contribute funds to bridge the feasibility gap created by necessary transportation improvements.
- If transportation and infrastructure funding assistance appears feasible, developing and implementing a marketing program in cooperation with the Jefferson County Economic Development Corporation.
- If development funding appears unfeasible, considering an alternative, low-impact use program, as discussed below.

### Another Option: Creating a Destination Park

The significant difficulty and expense of port and industrial development, coupled with the relative lack of demand, the likely development of a port upriver at Herculaneum, substantial access issues, and environmental problems may well make normal private development of the PPG site unfeasible. A participant presented another option worth considering – development of a regional park that would take provide public access to the Mississippi River and the possibility of transforming this area adjacent to Crystal City and the M2M corridor into a major recreational and environmental asset.

Precedents for this kind of development include the Olympic Sculpture Park in Seattle, illustrated on the facing page. Like PPG, the Seattle project is a former industrial site with contaminated brownfields. Another somewhat comparable facility, although not a brownfield, is the private nonprofit Fontenelle Forest Nature Center along the Missouri River in Bellevue, Nebraska on a 1,000 acre site that incorporates a former farmsite. A possible concept for the PPG site would include a network of trails, both paved and primitive, connecting interactive and interpretive natural environments, areas for natural playscapes, and a riverfront promenade. The park would also include direct access to Crystal City and the M2M corridor.

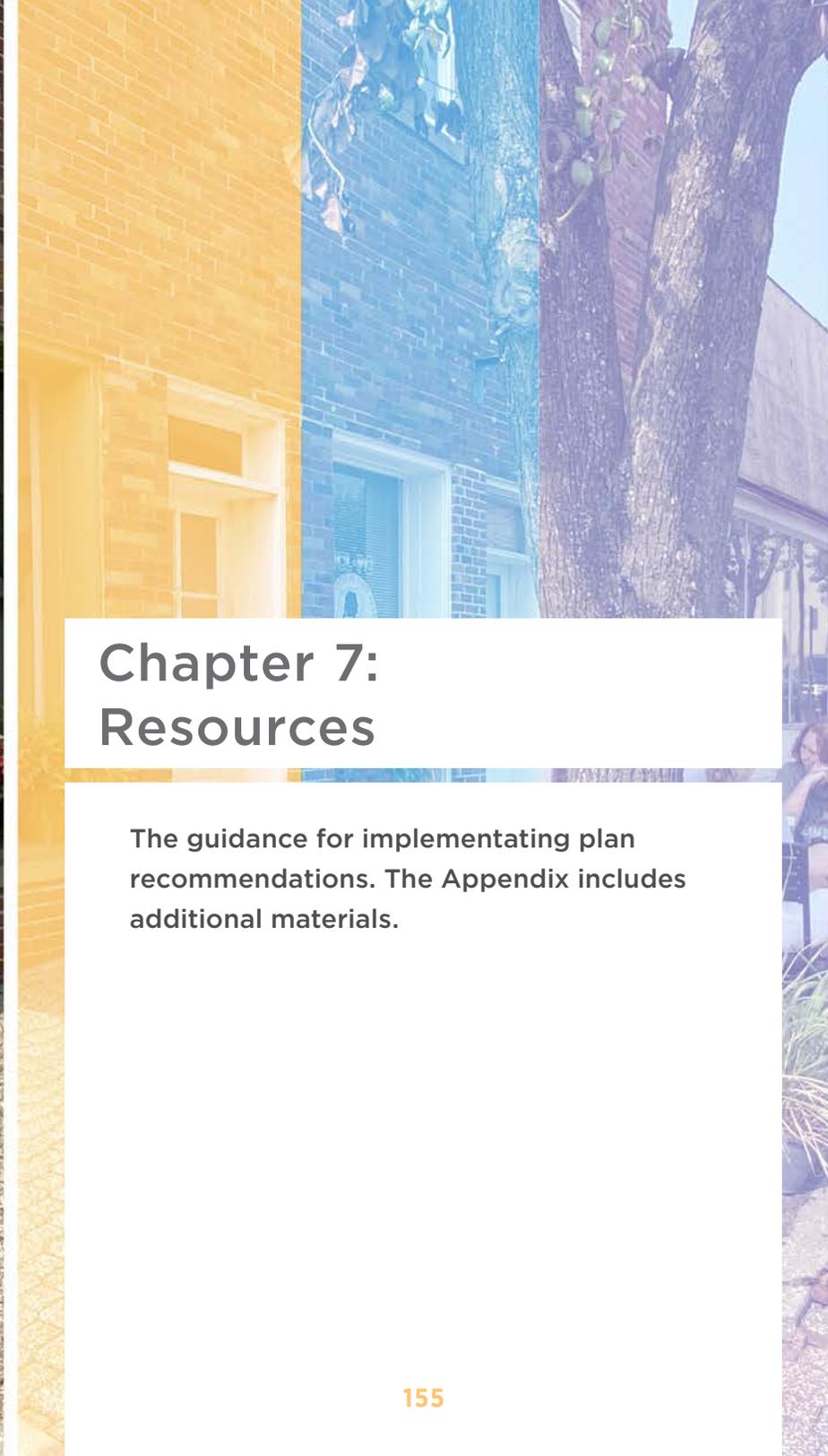
A preliminary feasibility study, sponsored by the county and environmental interests, would evaluate both a program and relative

costs of development, including phasing and governance options. The study would also include options for cordoning off areas of environmental contamination with features that prevent public access while appearing to be part of an organic environment. A planning level feasibility study could be done before the current litigation is resolved.





**Setting our sights on  
future opportunities  
will make the Twin  
Cities more complete.**



## Chapter 7: Resources

The guidance for implementing plan recommendations. The Appendix includes additional materials.



## **ESTABLISH A CID, COMMUNITY IMPROVEMENT DISTRICT**

A Community Improvement District (CID) is a local special taxing district that collects revenue within its designated boundaries to pay for special public facilities, improvements or services. CIDs are created by ordinance of the local governing body of a municipality upon presentation of a petition signed by owners of real property within the proposed district's boundaries, typically encompassing a commercial, not a residential area. A CID, although approved by the local municipality, is a separate political subdivision with the power to govern itself and impose and collect special assessments, additional property and sales taxes. CIDs may also generate funds by fees, rents or charges for district property or services and through grants, gifts or donations. CID annual reports are filed with the Clerk of the creating municipality and a copy filed with the Department of Economic Development which does not have oversight or audit responsibility for these districts.

The M2M Plan advises that the district create a CID founded on two key requests, including:

1. **Marketing the district during construction.** The Plan recommends that the City of Festus offer a one-time matching grant of \$35,000 to an established CID for the purpose of marketing the district during the reconstruction of Main Street. The intent is to help the businesses attract customers and direct them to available parking.
2. **Maintaining the district after construction.** For the business district to receive enhanced streetscape design features than any other part of the City, the plan recommends that the CID help maintain the district. Without the support of a CID, enhancements may resort to basic features.
  - A. Watering plants and annual replantings.

- B. Trash removal and routine sidewalk cleanup.
- C. Plowing snow off of sidewalks.

### **Establishment**

The CID can be initially established for the blocks adjacent to Main Street (from Mill Street to Brierton Lane) and Bailey Road (from Brierton Lane to Highway 61/67). Additional blocks could be included at its inception or later date.

### **Next Steps**

Communication is critical to the process of establishing a CID. Members of the local business community should lead the organization's formation, representing a grassroots initiative.

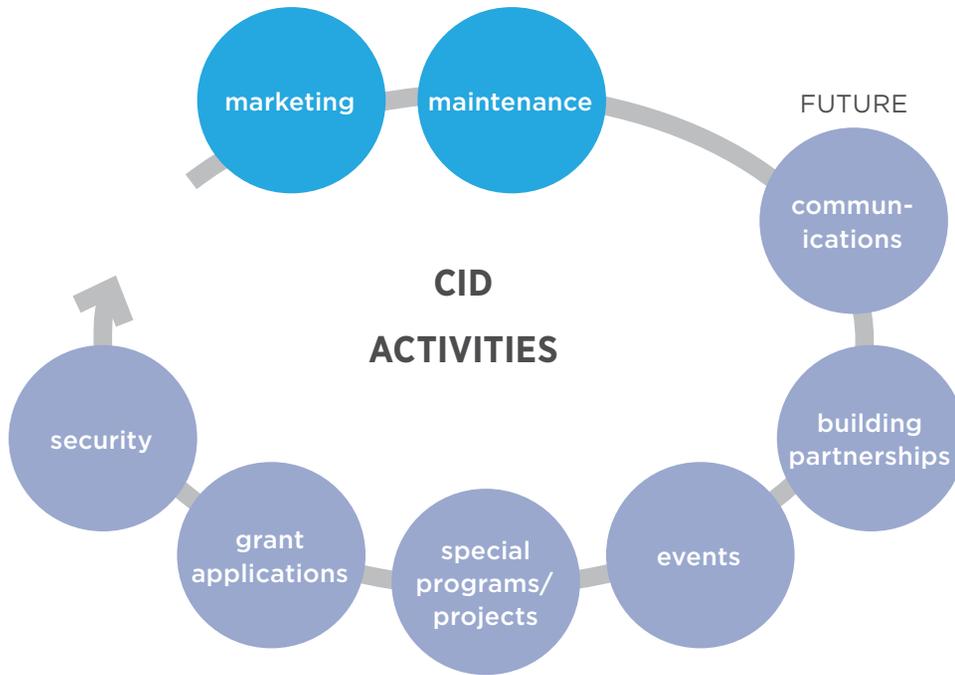
1. Consult with Missouri Department of Economic Development on the process for creating a cooperative CID between two jurisdictions.
2. Host learning workshop for business/property owners to understand the purpose and benefits of a CID.
3. City of Festus to dedicate funding for a matching grant.
4. Establish the CID before the commencement of major projects.

### **Future Steps**

The CID is self-governed and determines rates for collection. To manage tasks beyond basic maintenance (watering and removing snow, trash and litter), the CID can elect to add additional services. These services may include:

- Hiring staff (part-time and/or full-time)
- Hosting a recycling program
- Organizing and promoting events
- Providing security

**Figure 7.1: Recommended CIDistrict Functions**



- Participating in economic development activities
- Building partnerships
- Writing grants for funding foundations
- Managing special projects
- Generating revenue through grants, gifts, donations and endowments.
- Maintaining landscaping, signage, public art, specialty lighting, street furniture and other public realm components

The Tanglefoot Business Association is a 501(c)3 organization is an established organization that could be restructured to become the Community Improvement District.

## Case Studies

### Old Town Cape

*Cape Girardeau, Missouri*

Partnered with Missouri Main Street association and followed The Main Street Approach. Volunteer committees are dedicated to four areas of revitalization: Economic Vitality, Design, Promotion, and Organization.

The community created a CID, using the largest percentage of the CID budget on beautification including as litter pick-up, branded banners, and holiday decorations. A portion of the budget is spent on enhancing the safety of downtown and a percentage on promoting downtown and ensuring its continued vibrancy.

See also:  
[downtowncapegirardeau.com](http://downtowncapegirardeau.com)

### The District

*Columbia, Missouri*

Columbia combined the Columbia Special Business District and the Central Columbia Association to create a Downtown CID. Voters approved a property assessment and a sales tax that goes towards beautification, streetscape enhancements, economic development, marketing, communications, cleaning, and safety.

The Board of Directors includes six committees (operations, economic development, marketing, executive committee, search & review, and gateways).

See also:  
[discoverthedistrict.com](http://discoverthedistrict.com)

## SEQUENCING

Tables 7.1a, 7.1b, and 7.1c display a projected implementation timeline for individual projects proposed by the M2M plan. These tables also identify a planning level opinion of cost in current year dollars; the lead agency or agencies for the project; initial actions to take on the way to full implementation; and explanatory comments where necessary. Table 7.2 lists potential funding sources with a description of the source and a hyperlink providing further information. These tables will provide a tool that the two cities and other implementing agencies can use to program and budget for improvements and complete funding applications as necessary.

Most of the public realm projects identified in the plan can be completed without major disruptions to the basic business and transportation functions of the M2M district. Inconveniences will certainly take place, but workarounds can minimize their real impact. But the exception to this rule of minimum impact is a big one – the reconstruction of Main Street in Festus between Mill and Brierton. This project, which also includes utility infrastructure, will require removal of the street from property line to property line along with loss of on-street parking and direct building access. However, the presence of parallel streets north and south of Main Street and the presence of parking directly accessed from these streets can reduce the impact. Individual project concepts in the plan also were designed with sequencing in mind to reduce if not eliminate business impact.

The ideal sequencing would take place as follows:

**1. Develop or secure replacement parking on the north side of the Main Street block.** This includes 1) leasing or acquiring the underused private parking lots at North 2nd and Adams, with redesign to increase efficiency; and 2) developing the proposed parking deck proposed for the vacant lot on the Adams to Hauge block. This will compensate for the loss of parking on the south lot during construction. This assumes

an ideal scenario, designed to eliminate a parking shortfall during the construction sequence. If one or both of these actions is impossible in the short run, the overall project still should proceed, but available parking at any one time will be reduced. If possible, we recommend completing the Main and Mill “squiggle” project as part of this initial step, maintaining free flow on Mill Street while other construction is taking place.

Detailed design for the south parking lots should also take place during this initial step. Design should include analysis of stormwater conditions and include management practices and features to address existing issues such as inundation, creek impact, and manhole popping.

**2. Reconfigure and improve the south side lots.** The parking redesign increases parking and provides convenient, continuous east-west circulation by creating a “second street” along rear facades. This project can be completed in two phases, Mill to Behring and Behring to Adams. Completion of the parking lot project is necessary before construction begins on Main Street.

**3. Reconstruct Main Street.** Completing the projects described in points 1 and 2 above will provide the parking support and circulation that will enable the closure and major reconstruction of Main Street. Depending on the nature of infrastructure reconstruction, the project may be buildable in two phases – like the parking lots, Mill to Adams and Adams to Brierton.

Figure 7.2: Recommended CIDistrict Functions



**Table 7.1a: Implementation Table**

| DEVELOPMENT CONCEPTS  | TIMELINE <sup>1</sup> | COST OPINION <sup>2</sup> | ROLE                       | FIRST MILESTONE                                      | NOTES  |
|---|-----------------------|---------------------------|----------------------------|--|--|
| <b>FESTUS</b>   |                       |                           |                            |  |  |
| Passageways   | 3-10                  | \$50K-\$200K              |                            | Prepare detailed plan with streetscape design        | Cost escalates with material selection.  |
| Infill (2-story)  | 10+                   | \$2M                      | Private                    | Site plan submission                                 | 6,250 SF x 2 stories x \$160 SF  |
| Parking garage on Main Street                                   | 3-10                  | \$2.5M                    | Private/Public Partnership | Initiate discussions with property owner             | -\$35k+ per stall<br>Numerous scenarios for implementation: Possible private/public partnership for building to be condo with parking as public and upper-stories being private. |
| Marketplace   | 10+                   | -\$800K                   | City of Festus or Private  | Owner or City to approach other to discuss scenarios | Achieving a positive ROI for a private use is unlikely. Property could be sold to the City for implementation.   |
| Park Design   | 3-10                  | \$120,000                 | City of Festus             | Allocate funding for study.                          | Prepare schematic design through public engagement. Influx cost is to considering engineering review of waterway. Completed project will be over \$4M.                           |
| <b>CRYSTAL CITY</b>   |                       |                           |                            |  |  |
| Bailey Crossroads<br>> Mixed Use and Commercial<br>> Townhouses | 3-10<br>10+           |                           | Private                    | Site plan submission                                 | City to negotiate redevelopment incentives   |
| Mississippi Corner<br>& Historic Crystal Center<br>> Townhouses | 10+                   |                           | Private                    | Site plan submission                                 | City to negotiate redevelopment incentives   |

Source: M2M Consultant Team

<sup>1</sup>Ongoing or Within 3 Years (<3), 3-10 Years (3-10), Beyond 10 Years (10+)

<sup>2</sup> Many factors are unknown that can escalate costs beyond the opinion. Each project requires further study.

**Table 7.1b: Implementation Table**

| MOBILITY CONCEPTS                              | TIMELINE <sup>1</sup> | COST OPINION <sup>2</sup> | ROLE                        | MILESTONES                                      | NOTES   |
|--|-----------------------|---------------------------|-----------------------------|---|---|
| <b>FESTUS</b>                                  |                       |                           |                             |   |   |
| Main Street West (west of Mill St)             | 10+                   | Deferred                  | Festus MoDOT                | Monitor condition                               | Reserve for next cycle of repairs   |
| Main Street Streetscape (Mill to Brierton)     | <3                    | \$3.6M                    | Festus MoDOT                | 1. Allocate funding                             | \$1.2M per block.<br>Target construction: 2025-2026   |
| Main Street and Mill Street Intersection       | <3                    | \$700K                    | Festus MoDOT                | 1. Allocate funding                             | -\$300kt for signalization  |
| Parking Lot (behind Main Street)               | <3                    | -\$3M                     | City of Festus Partnerships | 1. Prepare detailed site plan                   | Area x \$20 SF  |
| <b>CRYSTAL CITY</b>                            |                       |                           |                             |   |   |
| Bailey Rd (Brierton to Hwy 61/67)              | 10+                   | \$1.5M                    | Crystal City MoDOT          | Include design services for Main Street project | Bump-outs, rain gardens, landscaping, sidewalks, lighting, stormwater, utilities, curb adjustments and resurface. |
| Bailey Rd and Hwy 61/67 Intersection           | <3                    | \$1.5M                    | MoDOT                       | Coordinate with MoDOT                           | Cost is increment above planned budget.   |
| Bailey Rd (61/67 to Virginia Ave)              | 10+                   | -                         | Crystal City MoDOT          |   | Reserve for next cycle of repairs   |
| Bailey Rd and Mississippi Ave Intersection     |                       | -\$150K                   | MoDOT<br>Crystal City       | Coordinate with MoDOT                           | Paver plaza, seat wall, plant bed, planters and custom signage  |
| Mississippi Ave Adaptions                      | <3                    | \$60,000                  |                             | Budget funds                                    | Parklets (\$20k/ea), planters and accent lighting   |
| Behind Bailey Rd parking redesign (south)      | 3-10+                 | -                         | Private owners              |   | Area x \$20 SF  |
| Behind Mississippi Ave parking redesign (west) | 10+                   | -\$800K                   | Private owners              |   | Additional structural study required.   |

Source: M2M Consultant Team

<sup>1</sup>Ongoing, Within 3 Years, 3-10 Years, Beyond 10 Years<sup>2</sup> Many factors are unknown that can escalate costs beyond the opinion. Each project requires further study.

**Table 7.1c: Implementation Table**

| OTHER CONCEPTS                                   | TIMELINE <sup>1</sup> | COST OPINION <sup>2</sup>      | ROLE                                      | FIRST MILESTONE                                       | NOTES  |
|--|-----------------------|--------------------------------|---|---|--|
| COLLABORATIONS                                   |                       |                                |   |   |  |
| Wayfinding Fabrication Document                  |                       | \$40K (doc)<br>\$60K (install) | Cities                                    | Commit funding for documentation                      | Detailed fabrication document: 40K<br>Existing post sign placement: \$1K<br>New post sign placements: \$3K<br>Opinion assumes all new posts. |
| Economic Development Contracting                 | <3                    | \$175K                         | Cities                                    | Memorandum of Understanding between possible partners | Possible new employee (salary + benefits) oriented to economic development.  |
| Branding Implementation                          | <3                    | Varies                         | Cities<br>Tanglefoot Business Association | see branding section                                  | Coordination necessary between Cities, Chamber and Tanglefoot Business Association.  |
| Marketing Campaign                               | 3-10                  | \$35K                          | City<br>CID                               | (1) City pledge to future CID.<br>(2) Form CID.       | Possible multi-year pledge.  |
| Facade Grants                                    | <3                    | \$25K-\$75K annual             | Private/Public                            | Budget annual allocation                              | Matching grant to applicants using Historic Tax Credits  |
| Historic Nomination                              | 3-10                  | \$25K                          | Cities                                    | Hire consultant                                       | Fee to prepare nomination for National Register of Historic Places.  |
| Gateway Features                                 | 3-10                  | \$125K                         | Cities                                    | Secure sites for gateway placements                   | Coordinate design with streetscape improvements.   |
| Trail Network<br>> Prepare regional trails plan) | 3-10                  | \$75K                          | Festus<br>Crystal City                    | 1. Prepare trails and pathways plan                   | \$35k mile for on-street<br>\$1M mile for off-street   |

Source: M2M Consultant Team

<sup>1</sup>Ongoing, Within 3 Years, 3-10 Years, Beyond 10 Years

<sup>2</sup> Many factors are unknown that can escalate costs beyond the opinion. Each project requires further study.

**Table 7.2: Funding Resources**

| FUNDING OPPORTUNITY  | TARGETED AREA         | DESCRIPTION  | LINK  |
|--|-----------------------|--|---|
| Transportation Development District (TDD)                                    | Infrastructure        | A TDD can be used to fund, promote, plan, design, construct, improve, maintain, and operate transportation projects.   | <a href="https://www.modot.org/transportation-development-districts-tdds">https://www.modot.org/transportation-development-districts-tdds</a>   |
| City façade program??  | Building Facades      |  |   |
| Community Improvement District (CID)   | Community Development | A Community Improvement District (CID) is a tool used by communities to form (within a specified area) either a not-for-profit corporation or a political subdivision. CIDs can raise revenue via special assessments and taxes to fund transportation infrastructure improvements.        | <a href="https://www.fhwa.dot.gov/ipd/pdfs/value_capture/strategies_in_practice/mo_community_improvement_districts.pdf">https://www.fhwa.dot.gov/ipd/pdfs/value_capture/strategies_in_practice/mo_community_improvement_districts.pdf</a>   |
| Transportation Alternatives Program (TAP)                                    | Bicycle Connections   | TAP provides funding for a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, safe routes to school projects, community improvements such as historic preservation, and environmental mitigation related to storm water and habitat connectivity. | <a href="https://www.ewgateway.org/transportation-planning/transportation-improvement-program/competitive-transportation-programs/tap/#:~:text=The%20Transportation%20Alternatives%20Program%20(TAP,Louis%20region.">https://www.ewgateway.org/transportation-planning/transportation-improvement-program/competitive-transportation-programs/tap/#:~:text=The%20Transportation%20Alternatives%20Program%20(TAP,Louis%20region.</a> |
| Community Empowerment Grant  | Community Development | The program is designed to help communities form a Main Street program with new investment, businesses, residents and events celebrating all that makes a downtown the heart of the community  | <a href="https://www.momainstreet.org/Grants/">https://www.momainstreet.org/Grants/</a>   |
| People Energizing Places (PEP) Grant   | Community Development | If the foundation for a Main Street is built and you are now ready for the next step, the PEP Grant offers more advanced training to increase effectiveness and sustainability.  | <a href="https://www.momainstreet.org//FileStream.aspx?FileID=245">https://www.momainstreet.org//FileStream.aspx?FileID=245</a>   |
| Strategic Teams Engaging Places (STEP) Grant                                 | Community Development | This one-year program will assist in getting everyone in an organization on the same page, identify smart growth strategies, and create a detailed plan of action to advance the Main Street revitalization organization to the next level.  | <a href="https://www.momainstreet.org//FileStream.aspx?FileID=244">https://www.momainstreet.org//FileStream.aspx?FileID=244</a>   |
| Missouri Infrastructure Development Opportunities Commission Program (MIDOC) | Infrastructure        | Provides financing to rural communities and districts to partially fund infrastructure improvements, with priority given to water and sewer projects addressing public health and safety.  | <a href="https://www.mdfb.org/Programs/MIDOC.html">https://www.mdfb.org/Programs/MIDOC.html</a>   |

## ZONING RECOMMENDATIONS

### Goals:

- Provide consistent zoning for the downtown cores.
- Resolve zoning conflicts between existing zoning and the concept plan.

### Actions:

The following actions are advisory. Both cities should seek legal guidance before proceeding with recommendations.

#### General

1. **Create a consistent zoning district for the core that is replicable in both Festus and Crystal City.** Details and recommendations for creating a consolidated district for the commercial cores are included in the Appendix.
2. **Allow mixed-uses in commercial districts without special review.** Do not seclude residential uses to the second story or above. If nothing else, do not require that the ground floor be retail or office in commercial districts.

3. **Consider allowing accessory dwelling units in residential districts.** These units would allow more diversity in housing types and price points.
4. **Consider reductions in minimum parking requirements across all districts.** In general, one space per 200 square feet for uses like general office and service uses is appropriate. Parking for mixed-uses should allow shared parking reductions rather than aggregating parking requirements for all uses.
5. **Ensure that the municipal codes allow sidewalk cafes/outdoor seating to encroach into the right-of-way.** Establish standards to maintain pedestrian access if not already in place.

#### Crystal City Specific

6. **Reduce setback requirements within commercial districts on Bailey Road.** Setbacks limit the ability to frame the

- street along Bailey Road. Additionally, the proposed concept shows a mixed-use development that maximizes the use of the site.
7. **Rezone the C-4 Planned Commercial district to a district that allows residential use.** The C-4 district was initially intended for a planned shopping center use, which is no longer relevant.
  8. **Encourage the site at Bailey Road and S Truman Blvd to develop as a Planned Unit Development.** Doing so would prevent setback limitations that could arise from parcel by parcel development and benefit from shared parking arrangements.
  9. **Rezone the townhome infill sites at Bailey Rd and Mississippi Ave to allow townhomes.** However, the City may want to investigate allowing more dwelling types in the RS-1, RS-2, RS-3, and C-1 districts. At a minimum, duplexes should be allowed in the RS-2 and RS-3 districts.

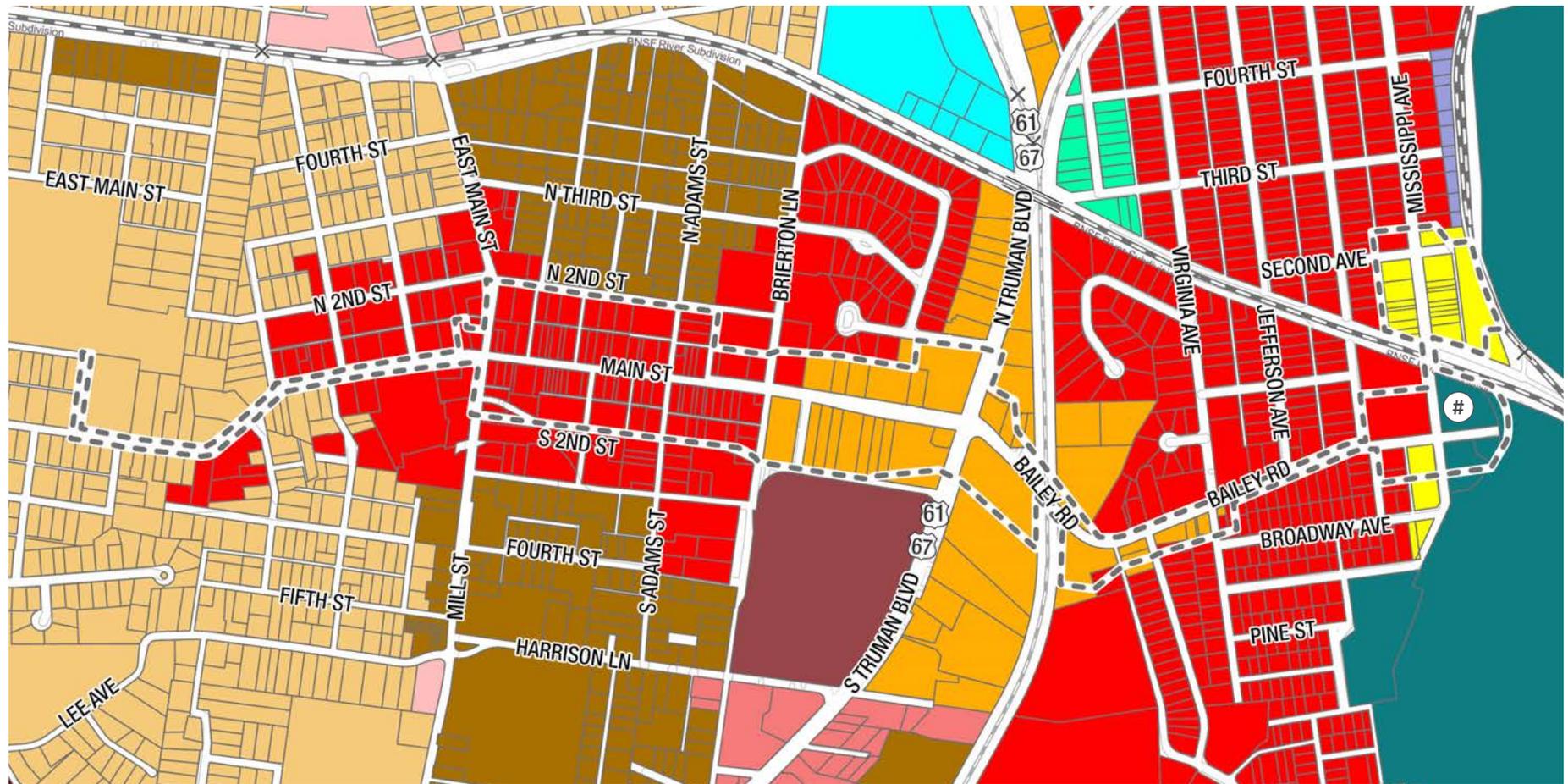
Front setbacks will also have to be flexible to frame the street.

10. **Rezone the single M-2 district in the plan area to a district that allows multi-family development.**

#### Festus Specific

11. **Make sure parks uses allow certain amenities for programming.** For example, state regulations on outdoor alcohol sales to permit beer gardens and a mobile food vendor ordinance to protect against potential impacts of food trucks, such as parking in one space indefinitely or not having food safety permits.

**Figure 7.3. Zoning Districts**



Source: City of Festus, City of Crystal City

**Festus**

- |  |   |
|--|---|
|  B1 - Local Business    |  I-1 - Industrial  |
|  B2 - Community Retail  |  R1 - One Family   |
|  B3 - Downtown Business |  R2 - One Family   |
|  B4 - Highway Business  |  R4 - Multi-family |

**Crystal City**

- |  |   |
|--|---|
|  C1 - Neighborhood Commercial |  RC - Conservation     |
|  C2 - General Commercial      |  RS2 - Residential     |
|  C4 - Planned Commercial      |  RA - Residential      |
|  M2 - General Industrial      |  M1 - Light Industrial |





## Appendices

The **APPENDICES** include documents that are important to the reader and inform the planning concepts.

Some documents are included in the appendix, while others are a matter of record and available as individual documents in their native format. Having these documents as separate files helps manage the size of the document—both in pages and digital memory.

## APPENDICES

*(Files available digitally)*

1. Recommendations - US 61/67 Bailey Road Traffic Memo by CBB
2. Recommendations - Zoning by RDG
3. Recommendations - PPG and Hug Farm by GG+A
4. Conditions - Market Review by GG+A
5. Conditions Database by RDG and GG+A
6. Conditions - Environment Report by DTLs
7. Conditions - Land Use and Parking by RDG
8. Conditions - Mobility ADA Conflicts Record by CBB
9. Conditions - Mobility Analysis by CBB
10. Conditions - Mobility Traffic Counts by CBB
11. Concept Testing - Bailey & Truman by CBB
12. Concept Testing - Main & Mill Squiggle by CBB
13. Opinion of Probable Cost - Streetscape by DTLs
14. Opinion of Probable Cost - US 61 & Bailey / Main & Mill by CBB
15. Opinion of Probable Cost - Concepts by RDG
16. Engagement - Charrette Gallery in 02/2022
17. Engagement - Charrette Gallery in 03/2022
18. Engagement - Charrette Presentation to PAC in 03/2022
19. Engagement - Open House Displays in 05/2022
20. Engagement - Open House Final Displays in 06/2022
21. Engagement - Online Interactive Map results, 01/2022 to 06/2022
22. Engagement - Meetings and Media Report

