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IMPLEMENTATION

Implementation

The success of the five communities in creating meaningful improvements to the Manchester Road corridor will depend on their ability to implement the recommendations outlined in the Manchester Road Great Streets Master Plan. Civic leaders must work with other government partners as well as the private sector to execute public improvements and to encourage private development that matches the vision articulated by the community during the master plan effort. Successfully integrating the Manchester Road Great Streets Master Plan will involve a number of challenges, but dedication to the long term goals of the effort will produce a series of communities and a corridor that will set an example for suburban areas not only in St. Louis, but around the country. The communities should proceed in earnest with the following implementation steps to maintain momentum and move forward with initial phases of improvements and developments along Manchester Road.

Comprehensive Plan Updates - The five communities should begin the implementation of the master plan within the next several months by including the recommendations of this plan in their particular Comprehensive Plans. These plans articulate the long range land use visions for particular communities, and including the updates from the master plan effort will, for the first time, attach the recommendations of this master plan to official community planning documents. The conversion of a good deal of the acreage along Manchester Road from a single-use (general commercial) to a mixed-use orientation should, based upon discussion and interactions the consultant team conducted during the project with the private and public sector, meet with agreement from the community. This change presents property owners with additional options for their land (including residential and office uses, as well as retail) and therefore should increase the value proposition for individuals along the corridor. The comprehensive plan updates should also include text and graphics that depict the locations of future park and open space connections, future civic spaces, and future street locations (including north-south streets as well as side streets running parallel to Manchester Road).

Form Based Code - The adoption of a unified Form Based Code (FBC) for the corridor will outline the relationship between particular buildings and adjacent streets and open space areas for various districts or transects along the corridor. FBCs do not specify particular land uses for various buildings, but instead articulate how setbacks, architectural standards, and site plan layouts should create a sense of place for various types of districts. Over time, land uses (such as retail or residential) may change, but the form of buildings and streets should remain the same.

Master Redevelopment District Formation - The five communities of Wildwood, Ellisville, Ballwin, Winchester, and Manchester built an unusual collaboration for the St. Louis area in organizing and applying for funding through East West Gateway's Great Streets Initiative to conduct master planning for the Manchester Road corridor. Throughout the planning effort, the five mayors and other elected officials from the communities expressed a desire to maintain the coalition behind the Manchester Road effort going forward, as redevelopment and revitalization efforts begin over the next few years. The communities should establish a redevelopment district for the Manchester Road corridor. The district would transcend changes in the political and economic environment in the five communities and help to ensure that the overarching goals and vision of the master plan reach fruition in the coming decades.

Redevelopment districts commonly go beyond mere marketing and promotion of a given district as an area for economic development and more actively coordinate redevelopment efforts. Redevelopment authorities around the country help to secure public funding for infrastructure, negotiate and work with developers to formulate redevelopment concepts and plans, and often assist developers or public/private partnerships in gaining entitlements for individual projects. A successful redevelopment authority along Manchester Road would represent one of the first redevelopment districts of its kind in a suburban area.

While the five communities along Manchester Road will determine the exact roles and responsibilities of a redevelopment authority or district for the corridor, the consultant team recommends that elected leaders from the area consider the following factors in organizing and establishing a redevelopment entity. These factors highlight issues that the five communities should discuss and resolve as they formally create the structure for a redevelopment district.

- The district could have the power to issue bonds, collect sales tax revenues, enter into contracts with private and public entities for design and construction of improvements, and acquire and assemble land for redevelopment.
- The district or authority could have the power to prepare a district-wide drainage plan, work with MoDOT to establish design standards for the corridor, and to fund and construct drainage facilities which may serve more than one community at a time.
- The district could have the power to regulate and charge for parking and to build parking structures at select locations along the corridor in order to encourage shopping.
- The communities could delegate at least a portion of the “planning and zoning” powers for the corridor to the redevelopment authority. These powers could pertain to developing and enforcing standards for signage, landscaping, parking, zoning, drainage and grading, lighting, and other standards. In turn, the redevelopment district could form its own planning commission or Design Review Board (DRB) that would administer the planning and zoning powers. The district could oversee the implementation and application of a Form Based Code for the Manchester Road corridor. The consultant team assumes that the planning directors and existing city staff will continue to administer the existing zoning and development codes throughout the rest of the five communities (outside of the corridor study area).
- The communities may wish to establish the bylaws of the redevelopment district so that the entity follows a master phasing plan approved by the board and the five communities.
- As an alternative, the communities could delegate this control to the redevelopment district and allow it to select projects and improvements for the corridor on an as-needed, case by case basis, as funding becomes available.
- Staffing for the Redevelopment District - In order to coordinate redevelopment activities and capital improvements within the corridor, the consultant team recommends that the communities join together to hire an executive director for the redevelopment district. This individual would have primary responsibility for implementing the district redevelopment plan, and the district could hire additional staff on an as-needed basis. The Executive Director for the district should have a balanced background working with both the public and private sector and should have experience in formulating development agreements, coordinating capital improvements, negotiating incentives for new businesses, and marketing and promoting a redevelopment area.
- Ongoing Funding - The redevelopment district may obtain ongoing funding from a variety of sources to provide for operations and improvements along Manchester Road, including:
 - A sales tax (of a predetermined percentage) charged on all retail sales conducted within the district; or
 - A master tax increment fund; or
 - The net increase in property tax receipts generated from the district (resulting from redevelopment) may fund the district; or
 - Parking and other user fees
 - The Missouri Downtown Economic Stimulus Act (MODESA)
 - Federal road corridor enhancement grants
 - Additional funding or grant sources including MoDOT sources of corridor funding

Funding needs for the Manchester Road district should correlate to the needs for land acquisition for new redevelopment projects and for related redevelopment costs, such as capital improvements along the corridor. Participation of the redevelopment authority in land transactions with the private sector will largely drive the need for outside funding. The communities should establish an investment return threshold that the redevelopment district should attain within a specified period following inception (five years or ten years, for example).

Initial Cost Estimate - Based upon the final illustrative plan for the corridor, recommendations for transportation and utility improvements within the study area, and assumptions for unit costs developed through discussions with local officials and experience with other projects around the St. Louis region, the consultant team outlined an initial cost estimate for the public improvements necessary over the next 30 years to bring the revitalization plan to fruition.

Using an assumption of 20 percent contingency, the consultant team determined that public improvements, including funds for signage and wayfinding, lighting, landscaping, utilities and drainage, grading, and improvements to existing and future roadways, totaled roughly \$100 million in 2010 dollars.

Based upon assumptions made by the consultant team regarding the timing of new development and the timing for associated public improvements and revenues resulting from new or revitalized development along the corridor, the consultant team determined that the “break even” point for new public improvements was in the \$115 to \$120 million range. Public improvement costs totaling less than this amount would provide positive returns on investment for the communities, and cost estimates exceeding \$150 million would result in a negative net present value (NPV) for the overall master plan revitalization strategy.

Funding for public improvements would result from contributions from each of the five communities, MoDOT, and St. Louis County, as well as contributions from utility companies and potential cost sharing or payment in kind from local agencies such as MSD or Trailnet. The five communities would need to work together to determine the appropriate contributions from various parties up and down the corridor, and will work to identify critical phase 1 improvements that require short-term funding.

Business Association – The five communities and the local business community should work to establish a business association for the Manchester Road corridor. Business associations around the country typically work to develop the brand image, advertising campaigns, and promotions for a given shopping district. They also may work with local governments to coordinate maintenance. Business associations resemble merchants’ associations in that they help a given district speak as a collective voice and therefore more clearly articulate its viewpoints and secure support from the larger community. In terms of promotions, a business association along Manchester Road could help coordinate festivals, farmers’ markets, and other regular events to bring more people into the district. It would help the business community along Manchester Road speak collectively concerning the redevelopment and ongoing operation of the corridor over the next few decades.

Fiscal Impact Analysis - In order to determine the impact that the proposed development program for the Manchester Road corridor will have on the budgets and fiscal standing of the five communities over the next thirty years, the consultant team conducted a formal Fiscal Impact Analysis for each community, and for the corridor as a whole. In order to determine the fiscal benefit resulting from the implementation of the Manchester Road Great Streets plan, the consultant team compared the fiscal position of each city under an “intervention” scenario, and under a “non-intervention” scenario.

The “non-intervention” scenario assumes that the corridor study area will not attract any new market-driven development. The ten year forecast for the corridor suggests that without intervention new

developments along the corridor would require some level of development subsidy (such as tax increment financing, write-downs, etc.). Recent developments along the corridor have either involved retail tenant replacement (in which one tenant moves from an existing location to another), or subsidized development. From research and discussions with local real estate experts, the consultant team concluded that the market alone will not support new projects to fruition without some form of public assistance.

The “intervention” scenario assumes that the projected development program for the Manchester

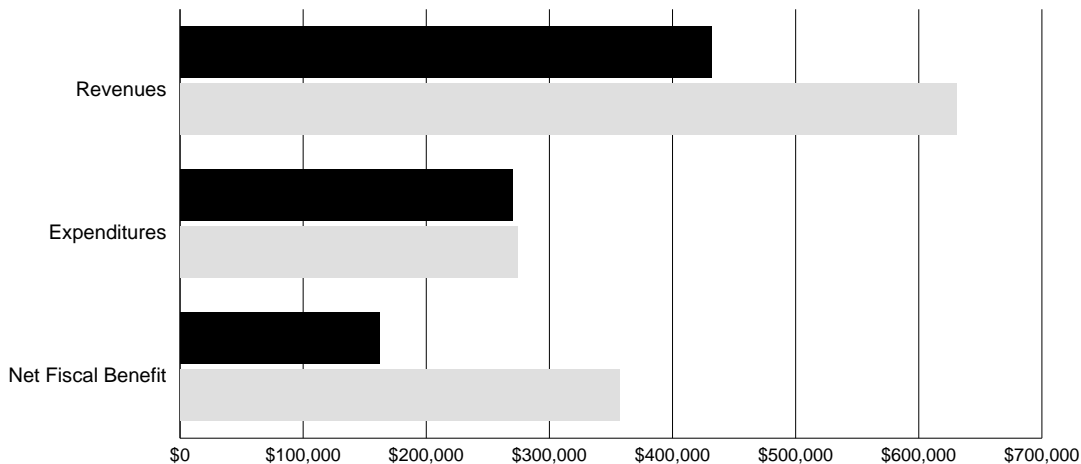


Figure 26: Fiscal Impact

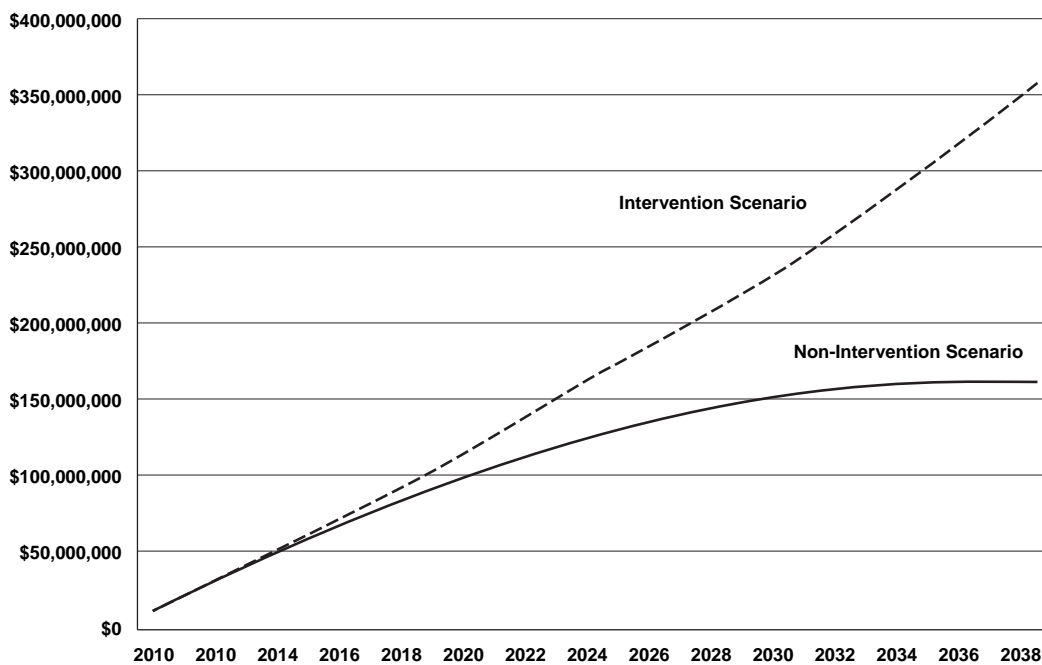


Figure 27: Intervention vs. Non-Intervention Scenarios (Annual Net Fiscal Impact)

Road corridor will proceed in phases. The timing of development ties to the conclusions of the market study with respect to the supportable pace of absorption. The consultant team assumed that new development will not spread evenly across the five cities, but instead will begin at locations along the corridor deemed more favorable for investment and likely to stimulate subsequent rounds of investment along the corridor. Importantly, the overall fiscal impact analysis assumes that, under the intervention scenario, the five communities will continue to coordinate and effectively implement the

recommendations of the master plan for each development, and not allow new development to occur haphazardly, on a piecemeal basis.

Summary of Findings from the Fiscal Impact Model:

- The current pattern of development and its anticipated performance in the market, absent intervention, will result in fiscal distress for the five municipalities
- Revenues from the Manchester Road study area comprise a significant portion of the fiscal base for several of the cities.
- Fiscal impact modeling suggests that the annual fiscal benefit to the five communities, in aggregate, will decline from roughly \$10 million annually today to less than \$100,000 in 2039 without market-driven changes to existing land uses. This level of decline could pose significant budget challenges to the five communities in coming years.
- The projected development program for the Manchester Road corridor could significantly strengthen the long-term fiscal health of the Manchester Road corridor.
- Over 30 years, the anticipated development program will generate \$195 million more in fiscal benefit to the five communities compared to the “non-intervention” scenario.
- The assessed real estate value of properties in the study area, assuming the intervention scenario, will increase by \$185 million in real dollars by 2039, an 87 percent increase over today’s aggregate value.

Potential Implementation Schedule (Summary) - While the revitalization of the entire Manchester Road corridor will progress over the next two to three decades, civic leaders and residents from the five communities expressed a desire during the master planning process for continued planning and initial phases of improvements to the corridor to proceed as quickly as possible. The process of moving from the current master planning effort to construction of public improvements and initial stages of redevelopment by the private sector will involve several steps. In order for significant redevelopment projects to launch by the year 2013, for example, the cities will need to work carefully over the next two years on preliminary planning steps and initial infrastructure improvements.

The consultant team anticipates that the five communities will consider the recommendations of the master plan as part of the comprehensive plan updates and changes to existing city codes and regulations by early to mid 2011. Civic leaders will likely consider the idea of forming a redevelopment entity during the first half of 2011. The Missouri General Assembly could pass enabling legislation for such an entity during the Spring 2011 session.

Following the adoption of master plan elements in each city and the potential organization of a redevelopment authority, the five cities would likely spend the rest of 2011 completing final design and engineering necessary for initial streetscape and related public improvements along the corridor. At the same time, improvements to signage and lighting could move forward in order to produce tangible improvements to the corridor in the near term and improve the visual appearance of Manchester Road. By 2012, the redevelopment entity and private sector investors could conduct planning and entitlement activities for initial redevelopment projects. By 2013, residents may witness the beginning of the first major redevelopment projects created using the Manchester Road Great Streets Master Plan as a guide. By the middle of the decade, MoDOT will conduct an overlay paving project for the corridor that will also include improvements to pedestrian access points, including sidewalk ramps, to comply with requirements of the Americans with Disabilities Act (ADA). The cities should coordinate this project with other initiatives and improvements identified by the master plan. Missouri American Water should coordinate its ongoing efforts to replace older water mains along the corridor with the reconstruction and revitalization efforts of the cities and MoDOT along Manchester Road. Conducting all necessary

infrastructure improvements in a given section of Manchester Road at the same time would create efficiencies and reduce construction issues for motorists and local businesses. Importantly, many of the implementation steps may move in parallel fashion, and the table below represents merely an estimate of the exact phasing of redevelopment.

Next Steps:

The five communities should use their own discretion in moving forward with the next steps in the planning and execution of the Manchester Road Great Streets Master Plan. However, the consultant team suggests that the cities move forward with next steps of action in the following order.

Figure 28: Manchester Rd Corridor Implementation Schedule

	2010	2011	2012	2013	2014
Finish Master Plan	█				
Adopt Guiding Principles	█				
Legislative Action (provide authority for corridor-wide organization)		█			
Amendments to Comprehensive Plans		█			
Adoption / Integration of Master Plan Elements into City Codes		█			
Adoption of Form Based Code		█			
Rezoning of Corridor Study Area		█			
Schematic Design / Construction Documents for Phase 1 Improvements		█			
Signage / Wayfinding Improvements		█			
Signalization Enhancements (Painting / Aesthetics)		█			
Initial Streetscape / Aesthetic Improvements		█			
Organize Development Authority		█			
Organize BIDs / CIDs		█			
Water Main Replacement (Ongoing, Missouri American Water)			█	█	█
Assemblage of Land for Redevelopment			█		
Project Planning for Specific Development Sites			█		
Approach Developers to form Public / Private Partnerships			█		
Site Plan Entitlements				█	
Begin Phase 1 Redevelopment				█	
MoDOT Signal Optimization Study					█
Overlay Paving Project and ADA Improvements (MoDOT)					█

- 1) Signing of a Memorandum of Understanding between the municipalities agreeing to the general principles articulated in this master plan.
- 2) Adoption of master plan recommendations into comprehensive plans for each community.
- 3) Establishment of a Master Redevelopment District to coordinate the ongoing planning and revitalization effort.
- 4) Adoption of a Form Based Code for the corridor, and adoption of updated development codes (for parking, signage, zoning, etc.) for the corridor based upon the goals and strategies articulated in the Manchester Road Great Streets Master Plan.
- 5) Identification of first and second phase public improvements along the corridor.