

5.0 IMPLEMENTATION STRATEGIES

5.1 PLAN IMPLEMENTATION STRUCTURE

The vision for Clayton's business districts is outlined in the development concepts, urban design elements, market strategies and other planning recommendations described in the previous sections of the plan. In this section the focus shifts to the equally important organizational structure and responsibilities required to implement the Business District's Master Plan.

The City's existing organizational framework for providing the present level of services, policy direction, economic development, and physical improvements has in the past generally proven successful. However, the many physical improvements and ground work required to devise and implement the proactive redevelopment policies and marketing strategies which are fundamental to strengthening Clayton's economic future involve new responsibilities and functions that must be staffed and monitored. Simply stated, Clayton must do more if it hopes to have its Central Business District remain competitive. In some instances the responsibilities for action can be absorbed by the existing organizations while in others new City committees, appointed City task forces, and private organizations must be established.

The present system of organization and responsibilities for business district functions fall into four categories: (a) public policy, (b) economic development and physical improvements, (c) promotion and marketing, and (d) service and maintenance.

Promotion and marketing functions are undertaken by both the City Economic Development Department and the Clayton Chamber of Commerce. The Chamber activities are oriented toward the traditional special events (e.g. the Corporate Challenge and Parties in the Park) and promotional functions such as producing the Business Directory. The City's Economic Development Department focuses more on business attraction, marketing, and assisting existing and prospective businesses with site locations and approval procedures.

Economic development and physical improvements are also primarily City responsibilities with the Economic Development Department in charge of the marketing and promotion activities and the Board of Aldermen having major responsibility for recommending public improvement packages for taxpayer approval in the business districts. Likewise the City provides the essential service and maintenance functions ranging from fire and police protection to

street sweeping and park maintenance.

Authority and responsibility for public policy (e.g. planning, zoning, eminent domain) is legally and functionally vested in the City although it receives from time to time input from various groups and individuals such as the Planning Commission, professional staff, Economic Development Advisory Committee and interested merchants and citizens.

The Business Districts Master Plan suggests no significant change in this system of business district functional responsibilities. However, as noted above it recommends a much more active intervention-oriented philosophy and a long-term public commitment to securing the implementation of the Master Plan. The following recommendations explain the distribution of responsibilities for a number of the new functions or actions contained in the master plan.

- A City Redevelopment Committee should be established consisting of the Mayor, two Aldermen, a member of the Clayton School District Board, and one other member of one of the other key taxing subdistricts in the City. This committee would build upon the initial efforts of its recent ad hoc predecessor and would be charged with developing a policy regarding the use of redevelopment incentives which are available to the City, particularly the Land Clearance for Redevelopment Law (Sections 99.300 to 99.660 RSMo), the Real Property Tax Increment Allocation Redevelopment Law (Sections 99.800 to 99.865 RSMo) and the Urban Redevelopment Corporations Law (Sections 353.010 to 353.180 RSMo) which are outlined in Appendix A. The committee would study the use and impact of real estate and other tax incentives and the power of eminent domain and would evaluate redevelopment proposals which are in concert with the Business Districts Master Plan. The product and composition of this group would allow the City to quickly assess the incentives which the consultant team believes may be needed to secure the implementation of certain aspects of this Plan.
- As done so successfully recently with the UE power line location and the County Justice Center project, the Mayor should take advantage of the wealth of knowledge and experience represented by Clayton's residents. He should periodically appoint task forces to address the key issues that need immediate attention in order to implement major components of the Business Districts Plan. First on this list would be a MetroLink Task Force to secure MetroLink stations in Clayton's CBD and to begin discussing how to do this with University City, Washington University and key property owners as discussed in Section

2.2.4.

- The City will have to supplement its staff and community resources with professional consulting advice if it is to become more active and successfully use the types of tools discussed in this Plan. For example, before another public parking structure is planned or constructed, the City should retain the services of a parking management consulting firm to prepare an overall parking management system for the CBD. Such a plan would not only evaluate parking supply and demand, but would include a strategic pricing structure and other components to maximize existing facilities. Professional economic, engineering, and planning services must also be retained in order to develop the technical information which will be necessary to bring MetroLink to Clayton's CBD. If the City is to use development bonuses and incentives to encourage development as discussed in Section 5.3 it will require consultant services to craft such devices.
- An independent Design Review Commission should not be established to conduct architectural evaluations of proposed new buildings or major renovations. Instead, a three person Subcommittee of the Plan Commission should be appointed as a Development Review Committee with one of those members being trained and educated in one of the design professions (architecture, landscape architecture, city planner). The function of this Subcommittee would be to make recommendations to the Plan Commission concerning the degree to which a proposed structure/development meets the previously drafted development guidelines outlined in this plan or any subsequent standards or area plans adopted by the City in order to guide future investment and use of public development incentives such as tax abatement or zoning bonuses (greater density, height, flexibility, etc. in return for specific project contributions to the public environment).
- The City Economic Development Department and the Clayton Chamber of Commerce must have clear direction as to their goals and must support and work to implement this plan. In order to do this they should promote and assist subarea merchant groups in the CBD and in the three non-CBD business districts in order to help implement certain recommendations for cooperative retail management in section 5.4 and to address particular issues and concerns affecting their areas. The recent effort by the Demun merchants to focus their efforts is a step in the right direction.

5.2 LAND USE CONTROLS

Zoning is the City's formal implementation tool for controlling land use in the business districts and for all other property within the city boundaries. Plans and the policies within them are also part of a community's "tool kit" for guiding and managing future development and redevelopment. As such, the Clayton Business Districts Master Plan should be formally adopted by the City as a public record of its policies and criteria regarding the manner in which these four business areas are intended to develop, look, and function in the future.

The Central Business District zoning and the zoning for the three other business districts is generally consistent with the concepts outlined in this plan in terms of the allowable uses, densities, building heights, lot dimensions and setback requirements. However, there are several specific recommendations related to the zoning code that should be implemented in order to put the plan into action.

5.2.1 Retail/Mixed Use Overlay District

To realize the vision for the Retail/Mixed-Use Core as a special place in the CBD that is a hub of pedestrian activity, another level of controls and guidelines are needed to supplement those contained in the zoning code. For this purpose a Retail/Mixed-Use Core Overlay zoning district is proposed. The regulations and development standards incorporated in the overlay district would apply in addition to, or "overlay" rather than replace the present C-4 zoning provisions covering the three-block Retail/Mixed-Use Core Area. The following standards would apply:

- All development and redevelopment for a building, store, office or other use over 5,000 square feet in area in the overlay district should be subject to a Site Plan Review process. This process should be established and incorporated into the zoning code to ensure adequate review and consideration of potential impacts of proposed development on surrounding uses and activities and to demonstrate that all reasonable steps have been taken to produce development that is compatible and consistent with the Business Districts Master Plan. The site plan review process should begin with City staff review of a plan package submitted by the applicant, and a staff report should be submitted to the Plan Commission for review. The Plan Commission must then act upon the application in a specified time and send to the Board of

Aldermen its recommendation to approve or deny in a report along with any accompanying conditions. The Board of Aldermen must then approve the application prior to a building permit being issued. Unless a rezoning or conditional use permit is required, no public hearing is involved in the site plan review process.

- The same permitted and conditional uses applicable to the C-4 zoning district should be applicable to the overlay district.
- The same floor area ratio (FAR) permitted in the C-4 district, 3.0, should apply in the overlay district, however the height limit in the overlay district should be 7 stories or 90 feet (the same as the C-2 district). This limit would only be increased if, subject to site plan review, a building demonstrates unusually high quality amenities related to interior block pedestrian alleys, courtyards or interior block public plazas, or building skylines.
- Minimum Front Setbacks for buildings should be modified to address the need for adequate sidewalk dimensions. A minimum dimension of 15' between building and curb face should be enacted to allow room for street trees, furniture, utilities, and most importantly, pedestrians.
- Maximum Front Setbacks for buildings should be 18' from building facade to face of curb, except along Forsyth Boulevard.
- Forsyth Boulevard Front Setbacks should be set at a minimum of 20' and a maximum of 26' from building facade to face of curb.
- Party Wall Development should be encouraged to ensure a continuous building facade.
- Upper Story Setback above three stories -- 35' should provide a minimum additional setback of 34' building face to face of curb for Forsyth Boulevard and 26' building face to face of curb for all other streets.
- Footprint Geometry should be square and true with the

roadway. Odd shapes and building orientation which competes with the total urban setting should not be allowed.

- Building Skylines should provide interest through introduction of compatible shapes and roof forms. Avoid long uninterrupted cornices.
- Facade Relief should be incorporated into all building elevations reminiscent of pedestrian scale building developed before World War II. Avoid long uninterrupted elevations.
- Window Openings should be incorporated into all building elevations and similar in proportion to windows from the pre World War II era, avoid blank walls, long horizontal openings, odd shapes and glass walls.
- Street Level (ground floor) elevation facing the street should be storefront architecture with large show windows interrupted at regular intervals with building piers and generous entrances. Blank walls, long uninterrupted show windows, odd shaped and small show windows should be avoided.
- Street Level Uses should be retail, commercial, service, and food establishments. Avoid uses which visually and physically do not contribute to vitality of the sidewalk.
- Parking should occur within the city block interior. Avoid surface parking abutting the sidewalk. Parking structures abutting the street should have (see street level uses) facing the sidewalk. The upper story should be of design material and color compatible to the urban setting.

5.2.2

Additional Rezoning

In order to accommodate residential development recommended by the Plan for portions of Action Areas #4, #5, #9, and #11 (the Washington University, Plaza in Clayton, North Meramec area, and Tipton/Brighton areas), rezoning or conditional use permits will be required. As with any CBD residential development, careful consideration must be given to not only the

impacts of the residential project itself, but to the affect of existing and potential non-residential development on the proposed residential project.

5.2.3 Zoning Code Revisions

Though the implementation of the Plan can proceed without immediate redrafting of the zoning code, it is clear from the planning process that for future business district development and redevelopment to be adequately guided, managed, and encouraged the zoning code will need substantial updating. The need for a Site Plan Review procedure has already been described. Many of the definitions are also in need of updating. The parking and loading requirements, though the standards themselves are generally valid, are confusing and need redrafting (this should not be undertaken until analysis of the potential impacts of MetroLink on the CBD are examined and after a professional parking management consultant has prepared a parking management system plan).

5.2.4 Push Cart Controls and Guidelines

The following is a list of design and points of possible regulation to consider should the City choose to permit and manage retail push cart operations within the CBD. This list is by no means inclusive of all concerns or special requirements that the City may feel important to consider. However, it should provide a starting point for discussion between interested parties:

- Push carts should be mobile with wheels and pushed by hand into place, not towed with a motor vehicle.
- The quality of construction should be professional and have maximum dimensions for width of 4 feet, length of 6 feet, height of 8 feet including awning.
- There should be no sharp edges or pointed projections which might injure the public.
- All push carts shall have a fabric awning and spoke wheels.

- All advertising/signage should be professionally executed, contained on the cart, and directed only to promoting items being sold.

Materials. It would be practical to limit the number of acceptable materials for cart construction to as follows:

- Food carts shall primarily be constructed of stainless steel.
- Non-food carts shall be primarily constructed of wood.

Color. Unless there is a single source for cart construction the coordination of colors and monitoring the results will be difficult.

Accessory Items

- Seating should be a single wooden stool to be used by vendors only, the stool being of a height to keep vendors at a public eye level to give the appearance of attentiveness.
- There should be no audio equipment allowed for promotion. Vendors should only be allowed to use walkmen. Radios and boom boxes should be prohibited.
- One personal cooler is allowed for attendant use only if in good repair and kept closed.
- Carts shall not have an electric generator or depend on electricity. All food carts which have heating elements should have a fire extinguisher.
- Food carts are responsible for food and grease spills and should carry a cleaning agent, brush and sponge.
- Animals and pets are not allowed to accompany vendors unless for disability assistance.

Cart Location. It is important to identify where carts are allowed to merchandise for reasons of safety, maintenance and for maximizing the synergy to retail street activity.

- Food vendors should be near City trash receptacles or provide and maintain their own waste disposal.
- Vendors should not obstruct pedestrian movement, block storefronts, or obstruct access to and from parked cars.
- Identify limits of at-grade display allowed in addition to the cart itself.
- Vendors shall never use street trees for hanging or displaying or merchandise.
- Food carts which generate heat should not locate under trees. The heat can collect in the tree canopy and damage the tree.
- Carts should be dismantled and stored in event of storms, high wind conditions and end of working day.
- Carts should not be left unattended.
- Food carts with smoke or smell should be located so as to not interfere with existing shop front uses.

Additional Items

- Consider hours in use. (Minimum - maximum)
- Consider dress code. Shoes, sandals, shirts, etc.
- Possibly state specific guidelines could be altered if reasonable alternatives are presented. The object is to work with vendors in creating a more and better merchandizing which in turn improves the vitality of a retail street.

5.3 REDEVELOPMENT MECHANISMS

Central Business District development - building new offices, stores and residences - has always been and will remain primarily a function of private investment. Cities usually participate in the process to the extent that they supply the roads, sewers and other physical infrastructure necessary to support the private development and by regulating the type and intensity of development through zoning. Redevelopment, on the other hand, especially

the CBD redevelopment, presents numerous, often costly special circumstances and conditions that require adjustment to the traditional public/private division of responsibilities. The CBD redevelopment almost always involves starting with a piece of property that already has some type of building, road or other previous investment on it. Redeveloping such sites often involves acquiring and consolidating fragmented pieces of property, demolishing existing buildings and improvements, dealing with "hold-out" owners, and preparing the site for new development by installing upgraded on-and-off site improvements. More often than not, the cost to bring a redevelopment site to this point is higher than starting with an undeveloped site in a non-urban location. For some urban properties, including certain key sites in Clayton, redevelopment can serve a strategically important function for the community. When the objective is to build a new public road or school, for example, the city or school district may simply purchase the property and build with public funds. If, however, the objective is to have more housing or a specialty retail center constructed - a development function best undertaken by the private sector - there are ways for a city to encourage, catalyze, guide the design or accelerate such development. If a developer recognizes a market demand for a particular type of development and believes it is economically feasible, and the City has determined that the proposed development meets its planned objectives and guidelines, it can use a number of different redevelopment tools or incentives to help bring that project to reality. Depending on the circumstances and the desired level of city intervention in the development process, Clayton could assist with property consolidation, property acquisition, public infrastructure, zoning incentives, or financial incentives. The nature of these redevelopment tools and how Clayton might employ them is outlined below.

5.3.1 Property Consolidation

Assembling properties needed for private redevelopment can be a real challenge in an urban setting such as Clayton's CBD. Two methods for the City to assist with this as an inducement to redevelopment are available to Missouri communities. Missouri's Chapter 353 Urban Redevelopment Statute is the most well known. It allows a community to delegate its power of eminent domain to a private redevelopment corporation through contract and a mutually agreed upon plan of action. The corporation is thereby acting on behalf of the City to assemble property for municipally approved private investment in redevelopment activities following the City's adoption of a formal redevelopment plan that prescribes those activities. Alternatively, Missouri's Land Clearance and Tax Increment Financing (TIF) statutes allow a city to use its condemnation

powers directly to assist in the property assembly aspect of private redevelopment if it is done as a part of a publicly approved project. Clayton should consider the use of the eminent domain provisions of either of these two redevelopment tools in those particular cases where good faith attempts to assemble the required properties have proven futile and where the strategic value of the private investment is clear and in concert with City plans.

5.3.2 Public Infrastructure

Another inducement for desired private redevelopment can be for the City to either use its own funds secured from bond sources or TIF funds as described below to construct new supporting infrastructure such as roads, sewers, sidewalks, streetscaping and other facilities that enhance, enable or add value to private development investment. Likewise, the City may be successful in inducing or working with other units of government such as the County, the State, the federal government or the Bi-State Development Authority to invest in public infrastructure that is of regional significance but located in the Clayton CBD. Improvements to roads on the County Arterial system, creation of an effective regional bus transfer station or location of MetroLink light rail line and stations would be two obvious examples of such regional infrastructure investments of great importance to the CBD. In the latter case, the City might even consider funding a portion of the cost of a metro station in order to secure the economic benefits of such a regional facility.

5.3.3 Zoning Incentives

Several forms of zoning incentives can be used to encourage or induce certain types or qualities of private redevelopment in the Clayton Business Districts. Allowing building heights, densities, uses, and parking that exceed the basic regulations through the creation of specific zoning bonuses in a particular district can be effective ways for the City to participate as a partner to add value to a proposed redevelopment project. In exchange, the City must require that the private developer do something of value that truly advances the City's redevelopment objectives.

For example, the provision in the proposed Retail/Mixed Use Core Overlay District would allow building heights to exceed the 7-story limit in exchange for specific amenities. This is an example of how such incentives have been successfully utilized by other communities to implement plan objectives.

5.3.4 Financial Incentives

Two forms of financial incentives for private redevelopment that the City can offer in its negotiation with private developers of strategic projects are (a) tax abatement of a portion of the real property taxes on improvements under Chapter 353, and b) the use of Missouri TIF provisions which allow a recapture of a portion of the increased real property taxes and locally imposed taxes (e.g. city sales and utility taxes) to be used to provide on and off-site improvements and a host of other eligible development costs. Both these tools have been used successfully for many projects and are real incentives which developers understand. However, since Clayton has not embarked on such programs, the City and the school district and other taxing districts which are affected by the use of these tools, should as discussed above, learn more about them, develop criteria for their use and then authorize their use for key or strategic projects which "but for" these incentives would not develop.

5.3.5 Initial Criteria for Using Redevelopment Tools

None of the redevelopment tools described in this section can make an ill-conceived or infeasible redevelopment project successful. TIF, for example, cannot create demand for a new residential tower in the CBD if demand does not exist, nor can it alter the basic economic factors which determine such a project's economic feasibility. Neither TIF, Chapter 353, or any other zoning or redevelopment mechanism should be used to encourage business district projects whose basic development feasibility elements are either unsound or would occur without the public partnership they require.

On the other hand, there are certainly cases in which unusual existing site conditions, property consolidation complications, or lack of adequate public infrastructure justify the use of one or

more of these redevelopment tools to achieve important public policy objectives. The existence of such conditions should represent the first criterion for Clayton to consider using the redevelopment tools described previously.

The second criterion for using redevelopment incentives should be whether or not a proposed redevelopment project is consistent with the Master Plan and significantly contributes to the vision articulated in the Plan. More specifically, the City should limit its use of TIF and Chapter 353 inducements to proposals that clearly contribute to one or more of the five Key Vision Components of the Retail/Mixed Use Core, the Forsyth Corridor, the County Government Center, the introduction of MetroLink into Clayton's CBD, or Residential Development. The City should resist the temptation to use these redevelopment tools indiscriminately, otherwise all private development will expect and claim to require their use to be competitive in the local and regional markets and community opposition to their use will develop.

5.4 COOPERATIVE RETAIL MANAGEMENT

The dramatic changes in retailing and the increasingly competitive retail environment have been described and alluded to in several sections of the plan. One estimate recently claimed that the amount of retail space on a per capita basis nearly doubled for the country during the decade of the 1980's. From a local perspective, think of the number of new community shopping centers, strip centers, new and renovated discount department stores developed in recent years in our region, and then consider that our region has seen no net gain in population over the last decade. The result is simply more retailers competing for patronage from a relatively stable size market. This somewhat oversimplifies the phenomena, since demographic shifts and changes have occurred within the region that influence the retail market. But, these do not alter the overall fact that retail competition in the Clayton area and the region as a whole is fierce, especially for general merchandise retail shopping.

Because of these factors and others, it is recommended that Clayton's CBD and the other business districts should not attempt to compete against the shopping malls for general merchandise, comparison shopping. In the vision-building sessions, the consensus was that Clayton businesses should attempt to distinguish themselves from the shopping centers by offering specialized merchandise and a high level of customer service in a unique urban environment. Unfortunately, the fact remains that most shopping malls enjoy a

whole set of advantages over retailers in most downtown settings. Among their advantages are centralized control and coordination of marketing, business hours, parking, rents, maintenance and landscaping, signage and appearance and design of the stores. In Clayton's CBD and its other business districts, these factors are much more difficult to control or coordinate. Every retailer has his or her own idea of what the hours of operation should be, what the most effective signage is, where their employees and customers should park and other issues. Often, the independent entrepreneurial talent and independent thinking that makes a successful retailer and produces interesting, eclectic shops, makes it difficult to achieve some basic coordination of factors that benefit the retail area as a whole, such as coordinated hours of operation, parking, maintenance and design.

The following recommendations are intended to enhance the competitive position of the business districts' retailers by incorporating specific cooperative retail management elements and approaches applicable to the CBD and the other business districts.

- The Clayton Chamber of Commerce and the City Economic Development Department should encourage and provide assistance to business district retailers to form subarea Merchants Associations. The purpose of the merchants associations would be to work cooperatively on issues facing the subdistricts and to participate in implementing several of the other recommendations related to cooperative retail management in their districts.
- The Economic Development Department of the City should develop a plan and marketing strategy to attract target businesses to the CBD. This would involve first identifying local as well as regional and national examples or chains of stores that fit within the target categories identified earlier. Sustained contact would then be made with each to inform them of the growing attractiveness of a Clayton location. Emphasis should be placed on the concept of sustained contact by a variety of methods over an extended period of time. A "one shot" contact program will not be worth the investment. Also, the City needs to be prepared to help effect property exchanges and other aggressive measures required to concentrate retail businesses in the Retail/Mixed Use Core.
- The Clayton Chamber of Commerce should work with selected types of business district retailers to promote events that highlight specific businesses. This might include a charitable fund-raising event in which local restaurants provide appetizer specialties which is given wide advertising and media exposure or a similar event to highlight galleries,

specialty clothing, antiques, furnishings, etc.

- The Merchants Associations should establish standardized business hours for similar types of businesses in each subdistrict. This should initially apply to restaurants and then be expanded to include other types of businesses.
- The Economic Development Department should work with the Merchant's Associations to create security networks within each subarea. The Clayton Police should assist in providing direction and suggestions on how this can best be done in each subarea. Concepts to be considered should include a phone or fax chain, etc. to keep businesses informed of security issues.
- The current 7% per one hundred dollar tax rate applied to properties in the CBD's special business district produces approximately \$100,000 in annual revenue on a total tax base of approximately \$150 million in assessed value in the district. As tax appeals have increased and with no major new development projects coming on line in the past few years, the tax base and the resulting special district revenues have begun to drop. As more functions and activities are recommended to be undertaken by the Economic Development Department, this will create greater demands on the budget. In the present CBD special district an increase in the seven cent levy will probably be necessary if the additional services and investments to make it more competitive can be demonstrated to businesses and property owners. To help cover the cost of providing additional services to business districts outside the CBD, the City should establish other special business districts in those areas in which merchants are in agreement. The most likely area to benefit from this is the Clayton Road business district. This is due to area's size and capacity to generate sufficient potential revenues to fund clearly needed streetscape improvements.
- The Economic Development Department should provide specialized training/seminars through the business district merchants associations on subjects such as small business management, window displays, and advertising.
- The Economic Development Department should work with the Washington University Graphic Design Department to sponsor a student competition to design a standardized sign for the CBD stores and restaurants to list their hours of business.

- A CBD directory/map should be located at two or three strategic locations in the Retail/Mixed-Use Core area to provide visitors a guide to businesses, services, and parking.
- The Economic Development Department should provide a program offering facade/signage improvement assistance to business district merchants for a nominal fee.
- To add additional leverage to the efforts to retain or attract target businesses the City should offer free or discounted facade improvement design assistance through the Economic Development Department.
- Merchants should require their employees to park in deck parking where available to free up street and nearby surface parking for customer use. This should be encouraged through merchant association agreements and the City could assist by providing additional security assistance for employees working late hours.

5.5 FINANCING

Several mechanisms for financing redevelopment have been discussed in the preceding section, but implementing the Business Districts Master Plan involves more than just "bricks and mortar" costs. Some types of implementation activities are appropriately funded by one form of financing while others should use another method. An initial guide for determining the most appropriate method is offered in the following list:

- Public Improvements - For public improvements such as implementing streetscaping along Forsyth Boulevard and other activities where no additional private development is involved, the City should normally use general revenue funds or a general obligation bond issue. Under special situations where the City is making public improvements as a part of its participation in a private redevelopment project, TIF financing should be considered as an option to capitalize on or recapture the incremental tax revenues as a source of paying for public infrastructure without committing general revenues or issuing general revenue bonds.
- Economic Development - Though providing public improvements is certainly one form of economic development, there are numerous "soft costs" associated with economic development activities such as promotion and marketing and target market retention and attraction. City funding for these programming and administrative functions will

have to be provided through general revenues and the special assessment district. The City should recognize as it considers future funding through special assessment revenues that when an area is incorporated into a TIF district, the increased revenues attributable to new development that would normally be realized by the special assessment district are captured by the TIF district and go into a Special Allocation Fund unless specific negotiated provisions state otherwise. Thus, the special assessment district will not benefit from the new higher assessments in a TIF district as long as the TIF district is in existence.

- Cooperative Retail Management - The activities recommended to be undertaken as a part of the cooperative retail management effort described in section 5.4 should be funded through special assessment district revenues and, in cases where the Chamber of Commerce is participating, with funds from that organization. As these activities evolve and expand, the City should consider an increase in the levy and fees for some services for which there is sufficient demand (such as assistance in facade improvement design, joint marketing, or other services).

5.6 PRIORITIES AND PHASING

The Business District Master Plan includes many recommended actions to help the City realize its vision for the CBD and the non-central business districts. Obviously, all of these actions cannot and should not be undertaken at once. City financial resources will dictate the phasing on many of these items while market demand, economic conditions, public policy and related factors will affect the timing and feasibility of other recommended actions. However, the chart below has been produced to suggest a logical set of priorities related to major components of the vision for the CBD and the other business districts. The chart indicates the actions to be taken, who has major responsibility for each action, its phasing priority and funding options, if appropriate.

The phasing priorities used are as follows:

- | | | |
|---|---|---|
| 1 | = | Immediate action |
| 2 | = | Near-term action in 2-5 years |
| 3 | = | Intermediate action in 5-10 years |
| 4 | = | Long-range action, probably 10 or more years away |

The following abbreviations are used in the chart:

CTY	=	City of Clayton
SLC	=	St. Louis County
EDD	=	City Economic Development Department
CC	=	Clayton Chamber of Commerce
EWG	=	East-West Gateway Coordinating Council
MKT	=	Private Market Development Action/Investment
MA	=	Merchant's Association
RH	=	City of Richmond Heights
UC	=	City of University City
CON	=	Professional Consulting Services
GF	=	General Funds
SD	=	Special Assessment District Funds
BS	=	Bond Sale
PF	=	Private Funding
TIF	=	Tax Increment Financing
353	=	Chapter 353 Redevelopment
ISTEA	=	Intermodal Surface Transportation Efficiency Act
O	=	Other sources e.g. grants, etc.

ACTION	RESPONSIBILITY	PHASING PRIORITY	FUNDING OPTIONS
Retail/Mixed Use Core			
Attract target retail uses	EDD/CC	1-2	SD/PF
Induce mixed-use redevelopment	CTY/EDD	1-2	GF/TIF
Implement streetscape improvements	CTY	2	BS/353
Create overlay zoning district	CTY/CON	1-2	GF
Enforce strict code enforcement	CTY	1	GF
Upgrade existing properties/uses	MKT	1	PF
Establish a merchant's association	EDD/MKT/CC	1	SD/PF
Increase special activities/events	CC/EDD	1-2	PF/SD
Forsyth Corridor			
Implement streetscape improvements	CTY	1	BS
Create pocket parks	CTY/MKT	2-3	BS/PF
Create east end public greenspace	CTY/MKT	2-3	BS/PF/TIF
Implement development guidelines	CTY	1-2	GF
Promote redevelopment of strategic sites	CTY/EDD	1-4	GF/SD
Create pedestrian oriented redevelopment	MKT	2-4	PF/TIF
Redevelop Washington University property	MKT	3-4	PF/353/TIF
Develop Plaza in Clayton property	MKT	2-4	PF/353/TIF
Reuse Missouri Savings Property	MKT	2-4	PF/353
Higher-density housing near Shaw Park	MKT	2-3	PF/353/TIF

ACTION	RESPONSIBILITY	PHASING PRIORITY	FUNDING OPTIONS
County Government Center			
Create new plaza on Forsyth	SLC/CTY	2	GF/BS
Prepare facilities master plan	SLC/CTY	1	GF
MetroLink serving center	SLC/CTY/EWG	2	BS/O
Justice Center design guidelines	SLC/CTY	1	GF
Joint City/County development committee	CTY/SLC	1	---
Publicly accessible parking	SLC/CTY	2-4	BS
Ground floor retail in Justice Center	SLC/CTY	1-2	BS
MetroLink			
Create joint MetroLink task force	SLC/CTY/UC	1	---
Initiate preliminary discussions with E.W. Gateway	CTY/EWG	1	---
Hire consultant	CTY	1-2	GF/ISTEA
Identify potential alignments	CTY/CON	1-2	GF/ISTEA
Identify potential station locations	CTY/CON	1-2	GF/ISTEA
Provide inducements for MetroLink	CTY/SLC	2	BS/TIF
Prepare plan for MetroLink	CTY/CON/EWG	2	GF/ISTEA
Construct MetroLink	0	2-3	0
Capitalize on MetroLink	MKT/CTY	2-3	---
Clayton Road			
Streetscape Improvements	CTY	2-3	BS/SD
Sub-area Merchant's Association	MKT/CC/EDD	1	GF
Sub-area identity/signage	CTY/EDD	2	GF/SD
Vacate Francis Place	CTY	3-4	GF
Upgrade/redevelop private properties	MKT	1-4	PF

ACTION	RESPONSIBILITY	PHASING PRIORITY	FUNDING OPTIONS
Hanley/Wydown			
Improve identification signage on Hanley Road	CTY	1	GF
Create sub-area Merchant's Association	MKT/CC/EDD	1	GF/PF
Improve identify with consistent signage/design	MKT/CTY	1-2	PF/GF
Demun Business District			
Increase complementary uses	MKT/EDD	1-2	PF
Identification signage on Clayton Road	CTY	1	GF
Expand Merchant's Association	MKT/CC/EDD	1	PF/GF

ACTION	RESPONSIBILITY	PHASING PRIORITY	FUNDING OPTIONS
Cooperative Retail Management			
Encourage sub-area Merchant's Assoc	EDD/CC/MKT	1	SP/GF/PF
Increase special events	CC/EDD	1-2	PF/SD
Standardize business hours	EDD/MKT	1-2	SD/PF
Security networks	EDD/MKT	1-2	SD/PF
Increase special assessment levy	CTY	2-3	SD
Training seminars	EDD	1-2	SD
Facade improvement assistance	EDD	2	SD
Target business attraction/retention	EDD	1-2	SD
Employee parking agreements	MKT/EDD	1-2	PF/SD
Other			
Additional parking facilities	MKT/CTY	2-4	PF/BS/TIF
Retain parking consultant	CTY	2	GF/SD
Update zoning code	CTY	1-2	GF