# Acknowledgements

## City of New Haven

## Downtown Revitalization and Economic Assistance for Missouri (DREAM) Program Sponsors:

## Planning Consultant:

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# DREAM Initiative Process

## EXECUTIVE SUMMARY

The objective of the Downtown Revitalization and Economic Assistance for Missouri (DREAM) Initiative is to develop a strategic planning vision for Downtown New Haven that leverages and expands existing resources to obtain additional public and private reinvestment in Downtown.

The DREAM planning process reviewed numerous issues related to the function, structure, and image of Downtown New Haven. The process identified recommendations to address critical issues with the goal of implementing needed policies and programs, adjusting existing revitalization efforts, and developing sustainable plans for future improvements.

The DREAM Initiative process began with several wide-ranging assessments of existing conditions in Downtown New Haven. These assessments were used as the basis for various analyses and recommendations developed in each DREAM task as described in this Strategic Plan.

The DREAM Strategic Plan is intended to function as a resource guide for community leaders as DREAM recommendations and Downtown improvements are implemented. The Strategic Plan provides a multi-year vision promoting innovative, positive, and attainable change for Downtown New Haven. Participants of the DREAM process, including numerous citizens, Downtown property owners, business owners, civic leaders and City staff, expect the Strategic Plan to be the blueprint that will enhance Downtown New Haven, which has many things for people to enjoy (i.e. arts, music, dining, scenery) contained within one block and one lot.

The Downtown Strategic Plan describes the goals developed through the DREAM Initiative and suggests strategies to achieve those goals, including specific projects and action items. The primary goals are listed in each section of the Strategic Plan, according to the DREAM task wherein they were developed. High-priority goals for Downtown New Haven include the following:

**Goal One: Establish Downtown New Haven, Inc. as the Primary Organization for Downtown New Haven**

The existing group of merchants, property owners, residents, and other individuals have accomplished a lot for Downtown New Haven. While the current level of cooperation is effective, Downtown interests need to formalize the organization and lead themselves. Downtown New Haven, Inc. ("DNH") is developing leadership, an active board, a mission statement, by-laws, and operating policies. The City and Chamber should continue to support the DNH as it coheres and acquires status as a 501(c)3 not-for-profit able to accept tax-deductible charitable donations.

Other organizational elements regarding funding and the committee structure of the DNH are included in this Strategic Plan. The formation of a Downtown District (a CID, TIF, etc.) is also included as a separate goal in this section. Although such funding improves the likelihood and viability of a Downtown organization greatly, it is possible to proceed with a volunteer board and seek more stable funding at a later date. Eventually, the DNH should seek to hire an Executive Director, at least on a part-time basis.

While overall there are other priorities that will benefit Downtown more immediately and directly, the potential of Downtown revitalization efforts hinges on an active, engaged, and formal organization. Downtown New Haven has already had significant successes and should continue to build on these. For this reason, this goal carries the highest priority.

**Goal Two: The Levee**

The New Haven levee was constructed in 1954-55 by the United States Army Corps of Engineers. The City maintains the levee, which has never breached, even through two of the worst floods in Missouri River history (1993 and 1995).

The Federal Emergency Management Agency ("FEMA") has required the New Haven levee be improved to maintain certification. The cost of improvements is estimated at up to $1 million.

In response, a Local Levee Partnership Team ("LLPT"), including local stakeholders with assistance from consultants from FEMA, has been established that will undertake a comprehensive review of the levee's condition. During this study period, the levee will have provisional accreditation. FEMA will use this information to produce more detailed flood insurance study reports and related produces for communities affected by non-accredited levee systems.

**Goal Three: Establish a Downtown Community Improvement District**

With a formal Downtown organization in place, efforts should shift to identifying and obtaining a sustainable funding source for the DNH. A CID should be established as a political subdivision and be supported by a property and sales tax.

Depending on the structure and the final boundary, a Downtown New Haven CID could generate between $2,000 and $45,000 in annual revenue.

The DNH could provide certain services to the CID on a contractual basis, which will help expand the roles of the DNH and allow it to better meet the needs of Downtown. Funding from the CID can also help pay for a DNH Executive Director. This Strategic Plan proposes projects such as gateways, wayfinding signage, public improvements, and streetscape enhancements, which are all CID eligible expenses. Additionally, efforts such as marketing, promotions, and events are also eligible.

Any incentive mechanism will require substantial public outreach. The City will need to be involved in the petition and legal requirements of any district, but the DNH will likely be the promotional arm of the effort. The DNH will need to communicate the benefits of the district and weigh those benefits against any real or perceived costs. Property and business owners should be provided information that clearly demonstrates the improvements to be made and the programs to be initiated for Downtown New Haven.

**Goal Four: Implement Downtown Site Plan Improvements**

Embodied in the Downtown Site Plan reported prepared as part of the DREAM Initiative are several recommendations for physical improvements to various sections of Downtown New Haven.

The sites for which plans have been developed are:

- Front Street Streetscape
  - The main commercial street in Downtown New Haven, fronting on the railroad.
- East Front Street Streetscape and Lion's Club Property
  - Front Street east of Miller Street and including recommendations for the Lion's Club property
- The Town Steps
  - The public steps leading up the bluffs from the railroad tracks.
- The Downtown Alley
  - The area comprising the center of the block that is the heart Downtown New Haven
- The Riverwalk
  - The pedestrian walkway that winds from the end of Front Street on the east along the levee and back around to Olive Street.

The City and DNH should continue to explore funding options for the implementation of these Downtown Site Plans.

**Sidewalk Connection**–The levee walk was paid for by a federal grant in 2000. It is a beautiful amenity for Downtown New Haven. It affords pleasing views of the Missouri River and Downtown New Haven. Generally, it is easy to access from any point in Downtown New Haven.

A sidewalk connection from Miller Street, along Front Street to the east to a point of connection with the levee walk, would give pedestrians a safer path along that stretch of Front Street, which, at present, has only minimal pedestrian facilities.

**New Trash Cans**–New trash receptacles can improve aesthetics and help Downtown New Haven stay neat and tidy.

**Courtesy Boat Dock—**The placement of a courtesy boat dock would encourage recreational boat traffic to dock at Downtown New Haven and would give visitors, and residents, a new way to access, experience, and enjoy Downtown New Haven. Related to this goal is the need for adequate signage for the City's boat slip.

**Goal Five: The Union Pacific Corridor**

The Union Pacific rail line that runs along the southern edge of Downtown New Haven takes up a significant portion of real estate. The condition of this corridor has a large impact on the aesthetic impression Downtown New Haven makes on its visitors and residents.

**Beautification:** The City and DNH should engage Union Pacific to discuss beautification of the rail corridor, tree removal on the bluffs, and movement of the retaining wall. The retaining wall is, evidently, a late addition to the landscape, representing an addition to what was originally a gradual slope from Front Street to the railroad tracks. As the retaining wall is not evidently load-bearing, or related in a vital way to railroad activity, pushing it back could enhance Front Street's aesthetics and could create additional, much needed, parking.

**Quiet Zone:** The City and DNH should engage Union Pacific to discuss the potential of establishing a Quiet Zone through Downtown New Haven so that trains will not have to announce their passage with their whistles as they pass through Downtown New Haven. For those living miles away from Downtown New Haven, this sound provides a nice ambience. For those living within close proximity to, or conducting business in, Downtown New Haven, this sound is a conversation stopper.

**Slower Trains:** Union Pacific trains do not appear to slow down as they pass through Downtown New Haven. The City, and Franklin County, should encourage Union Pacific to require their freight trains to slow for safe passage through New Haven and other communities.

**Amtrak Stop:** The City, with support from DNH should engage Amtrak to discuss the implementation of a passenger train stop in Downtown New Haven. An asset such as this could greatly enhance Downtown New Haven tourism.

**Goal Six: Complete Wayfinding Plan Implementation**
The City and the Chamber have begun the implementation of the signage recommendations embodied in the Wayfinding Plan. The City and the Chamber should, as funds become available, implement the remaining signs.
The Wayfinding Plan addressed wayfinding needs for Downtown New Haven and the entire City.

Included in the Wayfinding Plan implementation should be the painting of a decorative mural on the building at Miller Street at Front Street, at the southern entrance to Downtown New Haven, that welcomes visitors and presents an impression of the history and character of Downtown New Haven.

**Goal Seven: Public Works Building**
The City has solicited qualifications for facility planning which will explore the City's current space utilization at City Hall and the Police Department and potential uses for the City Public Works building.

**Goal Eight: RV Park**
A recreational vehicle park ("RV Park") established on the Lions Club Property could be a benefit for tourism to Downtown New Haven. The Lions Club Property could support approximately 6 RV spots, which could cost approximately $10,000 to establish (i.e. install adequate utility services). DNH or the City could serve as the manager for the RV Park, collecting reservation fees, advertising the RV Park, and ensuring regular maintenance is completed.

**Goal Nine: Parking (more of it)**
Downtown New Haven needs additional parking. The Lions Club Property could accommodate additional parking. Reconfiguring the traffic pattern and the streetscape in Downtown New Haven (e.g. widening Front Street) could also create more parking spaces.

**Goal Ten: Explore Two-Way Front Street**
The City and DNH should explore the feasibility of transforming Front Street from a one-way street to a two-way street. In discussing this topic, we learned that the retaining wall at the southern edge of Front Street does not represent the cutting off of a hill, but rather the establishment of a wall that was back-filled to the railroad tracks. In light of this information, the City should explore the feasibility of removing the retaining wall and pushing the right-of-way south toward the railroad tracks to create more room for two-way traffic and for additional parking.

**Goal Eleven: Better Mobile Phone Service**
Downtown New Haven lies below the bluffs and, for this reason, it does not receive very good cellular telephone service from nearby transmission towers. The City or DNH should review the feasibility of installing a cellular transmission tower in Downtown New Haven to provide cellular phone service for residents, business owners, workers, and tourists.

**Goal Twelve: Retail Development**
The Retail Market Analysis revealed unmet retail demand. The City, DNH and the Chamber should promote available building space and/or land to retailers and local entrepreneurs for retail development. The visitor survey identified "more shops in general" as one of the top items that would motivate visitors to Downtown New Haven.

## INTRODUCTION

Through a partnership of state agencies that includes the Missouri Development Finance Board (MDFB), Missouri Department of Economic Development (DED), and the Missouri Housing Development Commission (MHDC), the DREAM Initiative provides downtown-focused planning services over a multi-year period to designated Missouri communities. The State Partner Agencies retained PGAV PLANNERS, a professional planning and design firm headquartered in St. Louis, Missouri, to provide this technical assistance.

The purpose of the DREAM Initiative is to leverage local public and private improvements to sustain revitalization momentum in small communities like New Haven. The goal of the DREAM Initiative is to revitalize downtown districts and put them back into productive use, generating economic development and jobs in the process. The DREAM Initiative provides planning assistance that culminates in a Downtown Strategic Plan. The process begins with an assessment of the community that serves as the foundation for developing the required tasks and analyses. This analysis is paired with a public engagement component that involves community leaders, major stakeholders in Downtown, and the general public in generating ideas and casting vision for their Downtown.

The City of New Haven was designated as a DREAM community in 2009, with project tasks initiated in 2010. The completed tasks for New Haven include the following:

- Map Reference Handbook (January 2011)
- Downtown Wayfinding and Site Plans (April 2012)
- Organizational Structure Review (October 2011)
- Financial Assistance Review (October 2011)
- Retail Market Analysis (March 2013)

This Strategic Plan emphasizes the establishment of new local incentive mechanisms for future implementation, as well as the leveraging of these local sources to obtain funding from State of Missouri and Federal programs. Throughout the DREAM Initiative, ongoing project-specific support was provided by the State Partner Agencies and PGAV PLANNERS.

New Haven DREAM Study Area.

**PUBLIC OUTREACH**

A good strategic plan is established, in large part, from the ideas and input of the local community. This requires engaging a range of individuals and organizations that include elected officials, property owners, business owners, residents, and the general public. By involving the community in the planning process, local officials can better support and initiate the necessary policy changes to implement the plan and drive Downtown revitalization forward. The DREAM Initiative used a comprehensive approach to interact with the community. The intent of this public outreach was to uncover issues and perceptions regarding Downtown New Haven and generate ideas for improving Downtown. The DREAM Initiative included focus groups, surveys, public meetings, and meetings with individuals to obtain the most comprehensive input for the Strategic Plan.

Interviews with Downtown stakeholders and open discussions with the public revealed a strong sense of civic pride in New Haven for its historic riverfront. The DREAM Initiative builds on public sentiment to develop sound planning recommendations and strategies that are inspired, and supported, by the public. These actions and projects are outlined in this Downtown Strategic Plan. The DREAM Initiative solicited public comments and engaged the community regarding Downtown New Haven through several activities and methods, including the following:

- **Initial assessment meeting**
  New Haven was designated as a DREAM community in August 2009, and an Initial Assessment Meeting was held in December 2009. The meeting included representatives from the City, the Chamber of Commerce, the Riverfront Cultural Society, and others. PGAV PLANNERS staff and personnel from the DREAM partner agencies also attended. The City provided an overview that helped to identify the DREAM planning tasks that would benefit Downtown.

- **Key stakeholder discussions**
  Conversations were held with representatives of the City, the Chamber of Commerce, the Riverfront Cultural Society, Downtown property and business owners, and other members of the community to discuss issues uncovered during outreach methods. Discussions occurred throughout the DREAM process and helped guide the revitalization strategies in each DREAM task.

- **Public meetings**
  Beginning with a DREAM Kickoff meeting in March of 2010, many public meetings were held to review progress on the DREAM Initiative work in New Haven. Public meetings included the following:

  –DREAM Kickoff Meeting: March 30, 2010
  –Review Meeting November 21, 2011
  –Wayfinding & Downtown Site Plans: Nov. 21, 2011
  –Retail Visit/Presentation: March 2012
  –State Sponsor Meeting August 2012
  –Strategic Plan Kickoff: January 16, 2014

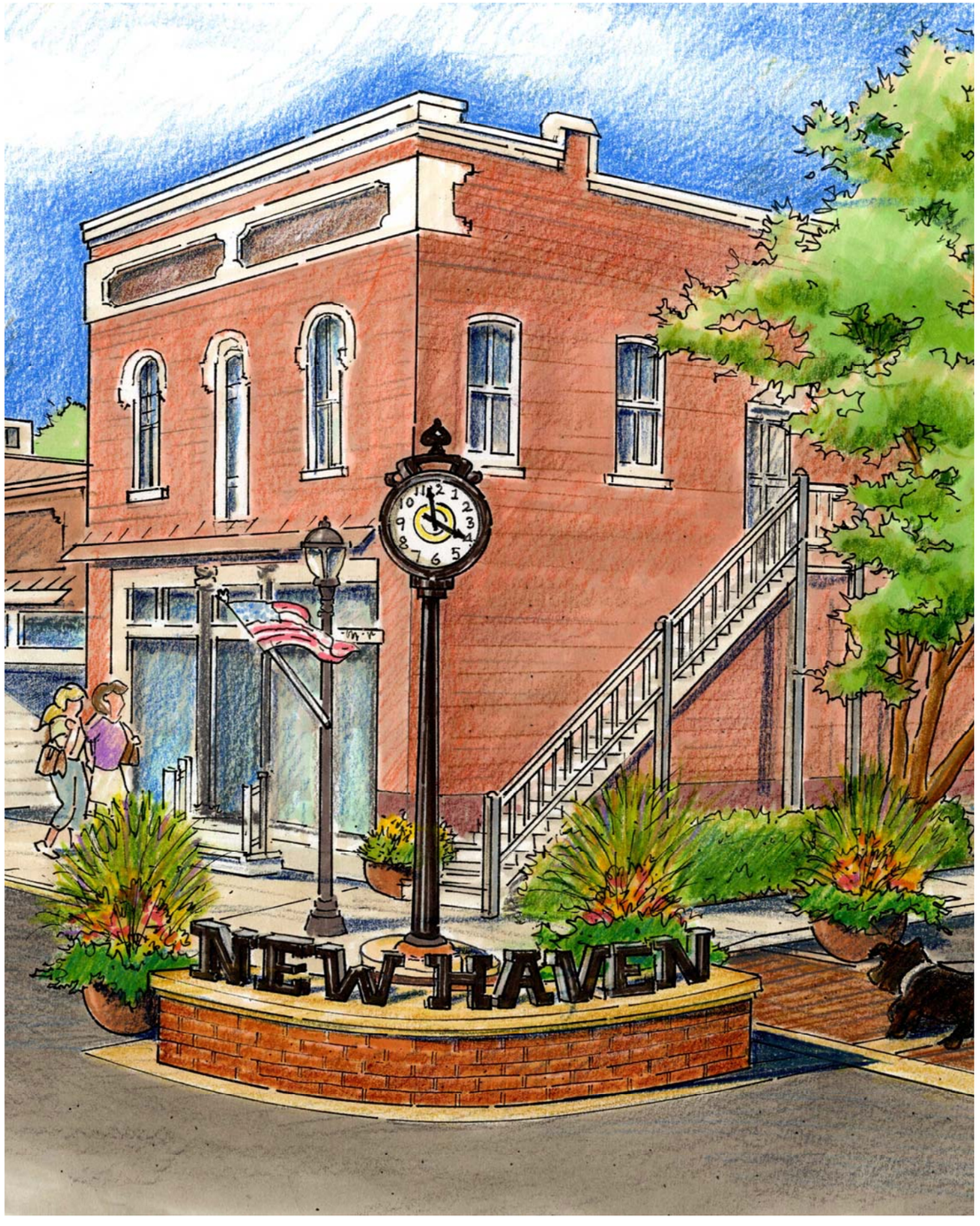
- **Press involvement**
  Press releases were sent out regarding DREAM meetings and tasks. At several of the public meetings, representatives of the local newspaper were in attendance.

- **Education and communication**
  The DREAM Initiative process also included seminars to educate and inform the City staff and officials on issues pertaining to Downtown revitalization and planning. The seminars were conducted by the State Partner Agencies, PGAV PLANNERS, and other entities. Leading practitioners and specialists participated in these workshops, which were held in Jefferson City. Seminar topics included organizational structure, adaptive reuse, retail business development, historic preservation, building design and renovation, façade loans and incentive programs, and engaging public support and community organizations to lead downtown revitalization. New Haven representatives attended these seminars.

**ACCOMPLISHMENTS**

When the City of New Haven was designated a DREAM Initiative community in 2009, the DREAM Initiative provided immediate benefits to Downtown. Positive news articles and increased awareness of Downtown New Haven improved the City's ability to obtain additional funding. Some recent accomplishments in the DREAM Study Area include:

- The City of New Haven was successful in obtaining the DREAM designation; a commitment of about $142,000 from the Missouri Development Finance Board. New Haven leveraged a 20% match over three years, to obtain this funding and planning process.
- Downtown New Haven, Inc. has been formed, applied for and received nonprofit status in the State of Missouri. Remaining steps include gaining federal nonprofit status, establishing a board, and adopting by-laws.
- Using the plan and designs produced via the DREAM Initiative, the City, with monetary assistance from the Chamber, installed new wayfinding signage directing motorists from Highway 100 to Downtown New Haven.
- Using designs produced by PGAV during the DREAM Initiative, the City installed a clock at the corner of Miller Street and Front Street.



# Task Summaries

## ORGANIZATIONAL STRUCTURE

The DREAM Initiative included a review of the organizations with an active interest in Downtown New Haven. The purpose of this task was to understand the roles and responsibilities of these organizations and their impact on Downtown. The recommendations developed from this task describe how these organizations may be improved, adjusted, or complemented to ensure that there is an efficient structure in place to implement the projects and recommendations outlined though the DREAM Initiative.

Organizations, reviewed for this task included these:

- **City of New Haven**
- **New Haven Chamber of Commerce**
- **The New Haven Preservation Society**
- **The Riverfront Cultural Society**
- **The New Haven German-American Club**
- **The New Haven Lions Club**

A group of dedicated citizen artists, businessmen, businesswomen, craftsmen and public officials have worked hard to make Downtown New Haven what it is today; a unique arts and cultural district.

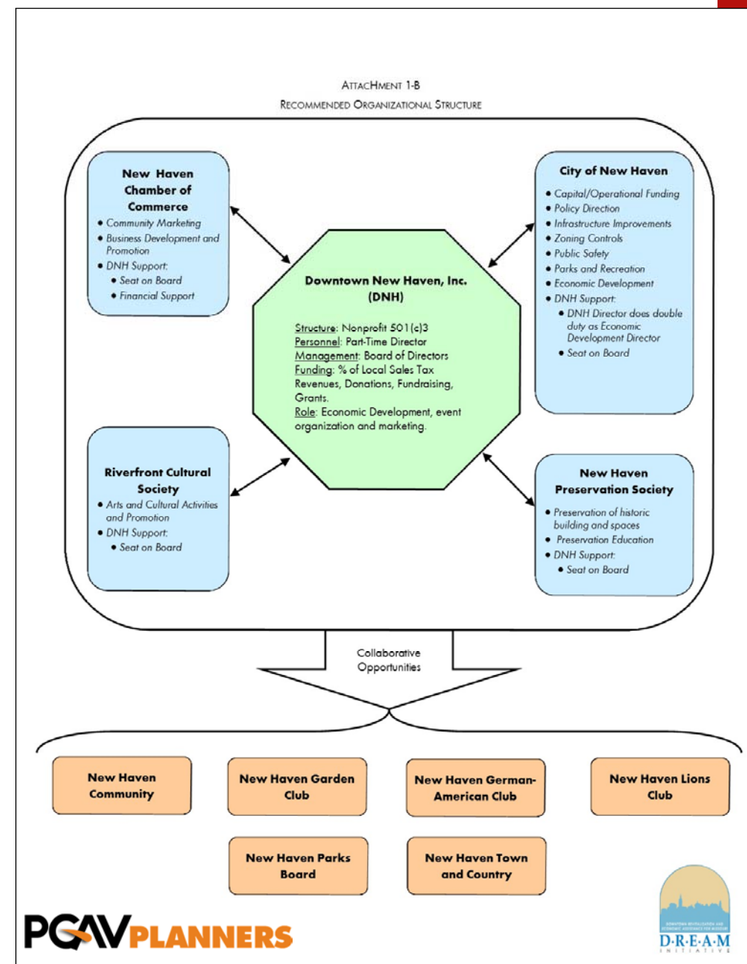
The Downtown Organization Structure Review analyzed the roles the active community organizations and stakeholders play with respect to Downtown New Haven. Primary Recommendations identified via this analysis include:

- **Formation of an Umbrella Downtown Organization**
  A new organization, Downtown New Haven, Inc. ("DNH"), should be established in order to unify the downtown-related activities of each of New Haven's civic organizations. The DNH will be led by a Director and a Board of Directors whose membership should be drawn from: the Chamber, the City, the Riverfront Cultural Society, the New Haven Preservation Society, the Lions Club, and the New Haven German-American Club.

  DNH ought to be organized as a non-profit 501(c)3 organization whose funding may be derived from donations, grants, fundraising activities, and portions of any local sales taxes.

- **Establishment of a Regular Funding Source for Downtown Organizations**
  The City and Downtown New Haven's other stakeholders should establish a special taxing district such as a Community Improvement District ("CID"), to provide annual funding for the administrative and mission-related costs of DNH. The City should also contemplate a City-wide sales tax, such as a Local Option Economic Development Sales Tax, which could provide funding support not only for downtown-related activities, but also for City-wide economic development efforts.

To view the full report, see the *New Haven Organizational Structure Review*, October 2011.




Recommended Organization Structure Chart for Downtown New Haven

## LAND USE, BUILDINGS & INFRASTRUCTURE SURVEY

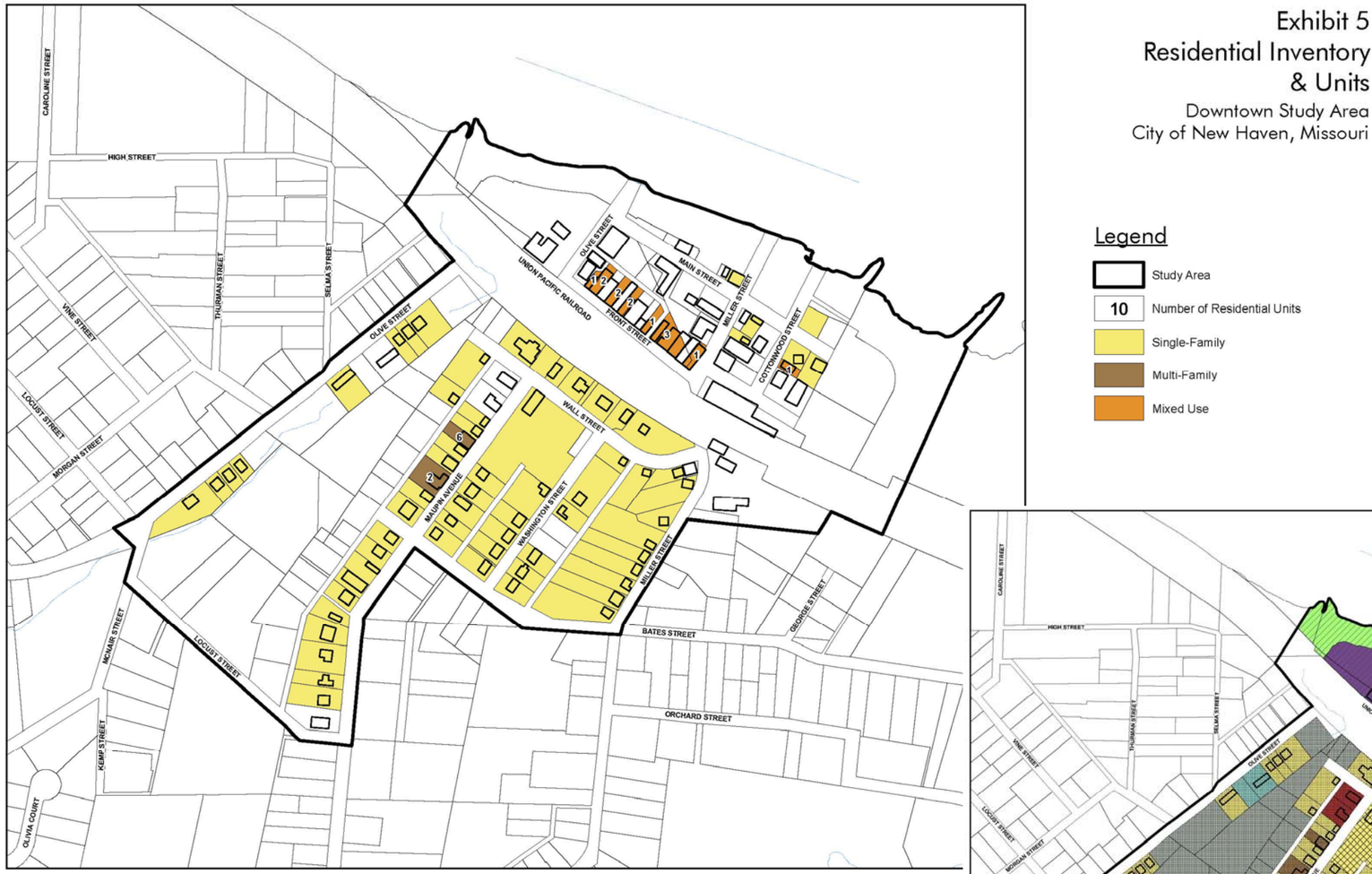
The Land Use, Buildings & Infrastructure Survey is an inventory of Downtown New Haven's existing land use, exterior building conditions, and the condition of public infrastructure. The survey was conducted during the Spring of 2009. Conditions are documented in the *Map Reference Handbook* of January 2011. The maps produced in the report were used throughout the DREAM planning process. Sample maps are shown on this and the following page. The data collected during the survey helped identify the most pressing issues, physical conditions, and opportunities in Downtown New Haven. The maintenance of the information gathered for this survey, along with ongoing monitoring, will continue to provide insight for Downtown New Haven. The City should work with others, particularly Franklin County, to develop and update this mapping data.

While the goal of this task was to develop information that would feed into other DREAM Initiative tasks, several conclusions can be drawn from the data displayed in the *Map Reference Handbook*, including the following:

New Haven DREAM Study Area General Land Use Map.

## Exhibit 5
## Residential Inventory & Units

Downtown Study Area
City of New Haven, Missouri




Residential Inventory Map.

### Legend

- Study Area
- 10 Number of Residential Units
- Single-Family
- Multi-Family
- Mixed Use

## Exhibit 9-b
## Existing Zoning & Land Use

Downtown Study Area
City of New Haven, Missouri

Land Use and Zoning Map.

### Legend

- Study Area
- R-1A (Single-Family Large Lot)
- C (Commercial)
- L-1 (Light Industrial)
- Single-Family
- Multi-Family
- Mixed Use
- Commercial
- Retail
- Industrial
- Public/Institutional
- Park / Open Space
- Parking Lot
- Vacant Lot

FEBRUARY 2011

0 150 300 600
Feet

PGAVPLANNERS

## VISITOR SURVEY

Visitors and patrons of Downtown New Haven businesses were surveyed using an online survey. One-hundred and ten (110) responses were collected. Below are summarized certain of the findings:

- For 36% of respondents, their main reason to visit Downtown New Haven is to shop. 27% of respondents answered "other," and of these responses, the most prominent entries were: Astral Glass, Shopping and Dining, Art, Family, River and Wine.

- Thirty-seven percent (37%) of respondents stayed overnight in New Haven. Of these, approximately 43% stayed with family or friends; 38% stayed in a hotel or bed and breakfast in New Haven, 7% stayed in a neighboring community. Two respondents stayed in a vacation rental home.

- Fifty-six percent of respondents (56%) visit Downtown New Haven more than once a year but less than once per month.

- Ninety-two percent (92%) of respondents say that it is "very easy" or "somewhat easy" to find their way to and around Downtown New Haven.

- Eighty-six percent (86%) of respondents said that parking downtown is either "very convenient" or "somewhat convenient."

- Fifty-one percent (51%) of respondents said that downtown business hours are "somewhat convenient; 36% of respondents said that downtown business hours are very convenient.

- Thirty-one percent (31%) of respondents anticipated spending $50 or less during their visit; 46% of respondents anticipated spending between $50 and $99; 23% of respondents anticipated spending more than $100.

- Forty-seven percent (47%) of respondents are between the age of 50 and 64; 10% are age 65 or over.

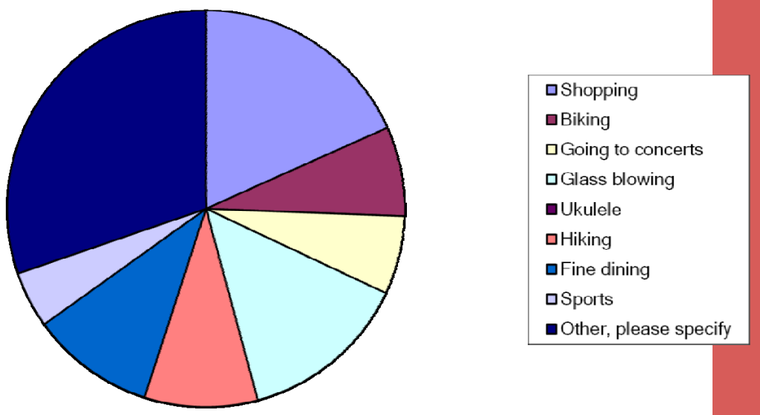
- When asked what kinds of restaurants or entertainment opportunities would make one more likely to visit Downtown New Haven, 28% answered "family dining," and 18% answered "bands/live music."

- When asked what kinds of kinds of businesses would make one more likely to visit Downtown New Haven, 25% answered "more shops (in general)," and 24% answered "art galleries;" 12% "antique shops" and 10% "coffee shop."

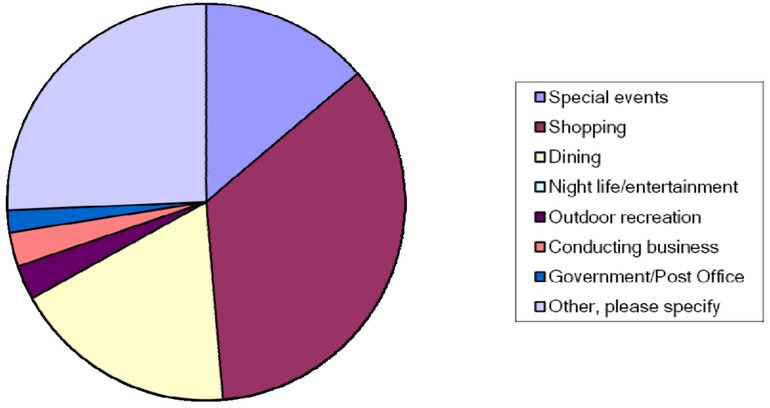
- When asked about hobbies, 18% listed, "shopping," 14% "glass-blowing;" 10% fine dining; 9% "hiking" and 30% "other." Of the answers written or typed in under "other," the most prominent answer (at 50%) was "antique shopping."

- When asked what physical improvements does one think would make Downtown New Haven more appealing, 39% answered "renovation of historic buildings;" 17% answered "more landscaping;" 15% of respondents said, "other," and, of these other responses the most dominant answers were (listed in order of prominence): Enhancements to Riverwalk and River Access

**Please indicate which of the following are hobbies of yours.**




**What is the top reason you most often visit Downtown New Haven?**



## WAYFINDING

The term "wayfinding" refers to a mental process of understanding and navigating a given environment–literally "finding your way" between points A, B, and C. A wayfinding system refers to the signs, pathways, landmarks and other visual cues to help people understand where they are going.

To those who live in and around New Haven, Downtown New Haven is a frequent destination. However, to those travelling along Highway 100 who might be unfamiliar with the City and Downtown New Haven, the primary routes to Downtown could be easily missed.

The Wayfinding Plan prepared for New Haven as part of the DREAM Initiative provides a general explanation of the principles of wayfinding and its components, reviews existing signage in New Haven, and outlines a comprehensive wayfinding system. The Wayfinding Plan seeks to achieve the following:

1. Alert Highway 100 travelers to Downtown New Haven.
2. Help these travelers find Downtown New Haven and its points of interest.
3. Establish a positive first impression.
4. Alert travelers to other destinations in New Haven.

A uniform system of wayfinding will communicate New Haven's identity as an attractive, vibrant community and direct visitors from the highway to Downtown and other destinations. The components of the wayfinding program are:

### Gateways to New Haven and Downtown

Two locations for primary gateway signs (or monuments) are for two locations: along Highway 100 near the water tower near the eastern end of the City, and at the intersection of Highway 100 and Shamrock Drive, near the western end of the City.

### Trailblazer Signs

Trailblazer signs are recommended at seven locations, three of which would be on Highway 100; at Miller Street, Maupin Avenue, and Sunset Lane as motorists could take any of these streets and reach Downtown New Haven. Three of the four remaining trailblazer signs will be placed at key intersections along Miller Street, Maupin Avenue and Sunset Lane to guide motorists along their way to Downtown New Haven. The seventh trailblazer sign will be posted at the end of Miller Street, at the entrance to Downtown New Haven.

### Proximity Signs

The proposed proximity sign locations are closer to particular destinations in New Haven. Depending on the location, they can list a single destination, assuring travelers that they are headed in the right direction, or they can point out the location to two or more destinations with arrows.

A total of 12 proximity signs are proposed in the Wayfinding Plan. The majority of these would be on the downtown square, to point out key attractions and businesses or business areas. The remainder will be along key routes, such as Miller Street, Maupin Avenue and Sunset Lane, or near the High School and recreation area.

New Haven's proximity signs will have the same coordinated design as trailblazers but would be installed on single posts. Some of these signs, which are designed to be as small as 3 feet by 2 feet, could be installed on existing light poles as a cost-saving measure.

### Wayfinding Implementation

After considering the information and recommendations provided in this Wayfinding Plan, the City should confer directly with the New Haven Area Chamber of Commerce, members of the DREAM Committee, and members of Downtown New Haven, Inc. (when formed) with respect to funding and implementing the wayfinding plan:

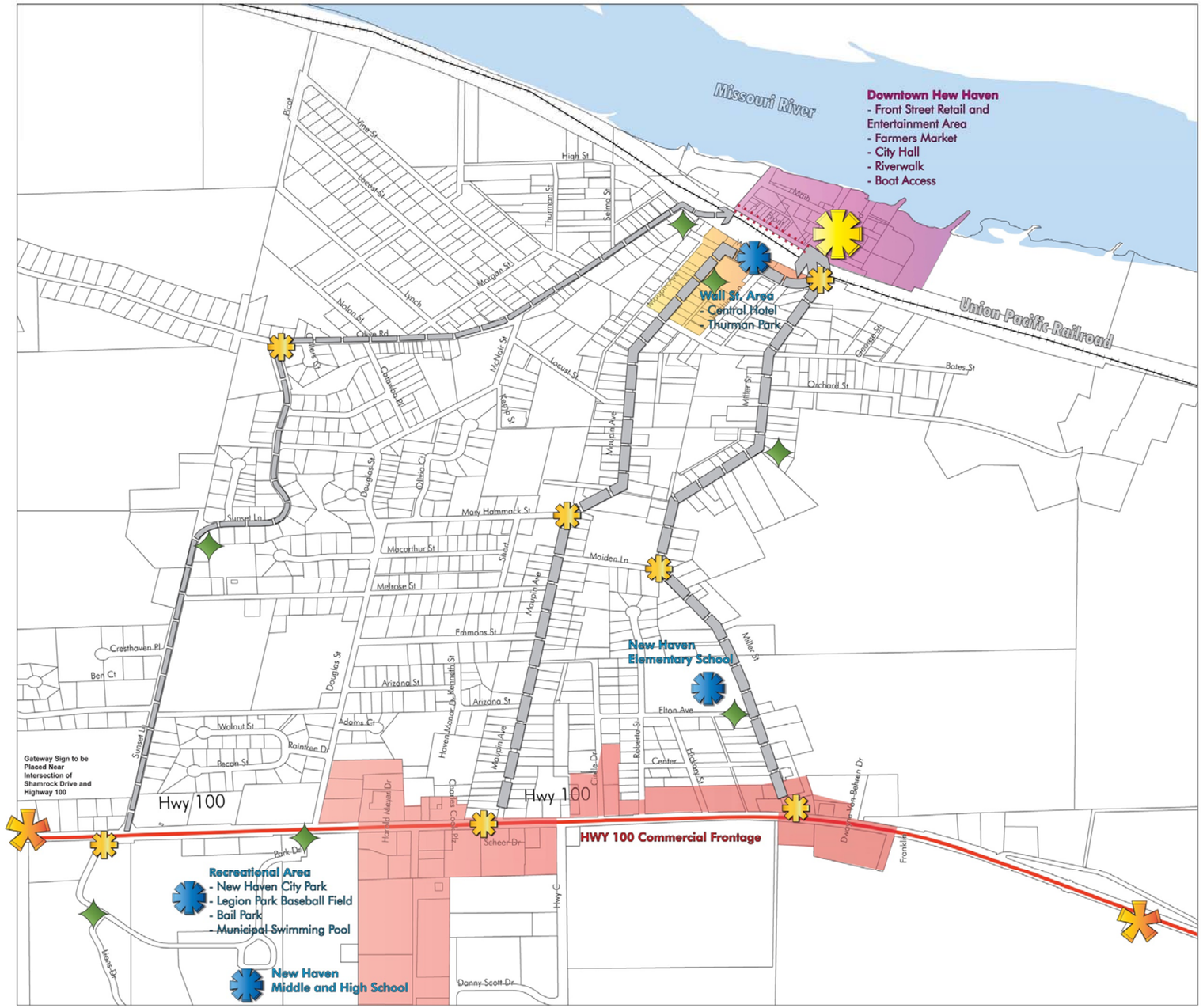
1. Study the Wayfinding Plan and make any desired modifications to destinations and sign placement locations. Begin consultation with MoDOT officials regarding permitting along Highway 100.
2. Develop a budget (including funding sources) and installation timeline for the program.
3. Using the recommendations in the Plan, evaluate and photograph each proposed location to determine any conflicting signage or installation problems.
4. Obtain permits from MoDOT for signage on state highways.
5. Evaluate proposals and enter into contracts to purchase and install signs.

A portion of the wayfinding plan has been implemented already, with a sign at Highway 100 at Miller Street and trailblazer signs along Miller Street to Downtown New Haven.

A series of public meetings were held at which three different signage design motifs were presented. After discussion, the signage designs shown below were chosen.

The signs are (from left to right); the gateway sign, trailblazer sign, and proximity sign.

Specifications for each sign are shown in the following page, and cost estimates for each sign are shown on page 16.




# New Haven Wayfinding

## Wayfinding Sign System

## Legend

- Major Activity Area
- Destination
- Gateway Sign
- Trailblazer Sign
- Proximity Sign
- Proposed Streetscape Enhancements
- Primary Access Route
- Secondary Access Route
- Wall Street Area Historic District
- Downtown New Haven
- HWY 100 Commercial Area
- State Highway
- Railroad

PGAV PLANNERS

0 300 600 1,200 Feet

1 inch = 300 feet

## New Haven Wayfinding

### Downtown Wayfinding Detail

### Legend

- Destination
- Gateway Sign
- Trailblazer Sign
- Proximity Sign
- Proposed Streetscape Enhancements
- Primary Vehicular Circulation Route
- Railroad
- Downtown New Haven
- Wall St. Area Historic District

PGAVPLANNERS

0 60 120 240 Feet

1 inch = 60 feet

**DOWNTOWN SITE PLANS**

During the initial assessment meeting at the start of the DREAM Initiative planning process, local stakeholders made PGAV staff aware of their desire to improve the look and character of Downtown New Haven in certain material ways. Among the desired results of these improvements would be enhanced aesthetics and functionality with respect to five targeted portions of Downtown New Haven:

- Front Street Streetscape
  - The main commercial street in Downtown New Haven, fronting on the railroad.
- East Front Street Streetscape and Lion's Club Property
  - Front Street east of Miller Street and including recommendations for the Lion's Club property
- The Town Steps
  - The public steps leading up the bluffs from the railroad tracks.
- The Downtown Alley
  - The area comprising the center of the block that is the heart Downtown New Haven
- The Riverwalk
  - The pedestrian walkway that winds from the end of Front Street on the east along the levee and back around to Olive Street.

The following pages show a series of graphic illustrations for each Downtown Site Plan showing observations made during site visits and illustrated recommendations for improvements.

The Downtown Site Plans shown in this document were developed over a series of meetings with the City and with the DREAM Committee. Drafts were presented at meetings in August and November 2011, and revisions were made pursuant to feedback from those in attendance.

An element from the perspective view of the Town Steps site plan.

**FRONT STREET STREETSCAPE**
Site Evaluation

Large Area of Undefined Pavement Should be Redefined To Increase Aesthetic Appeal and Functionality

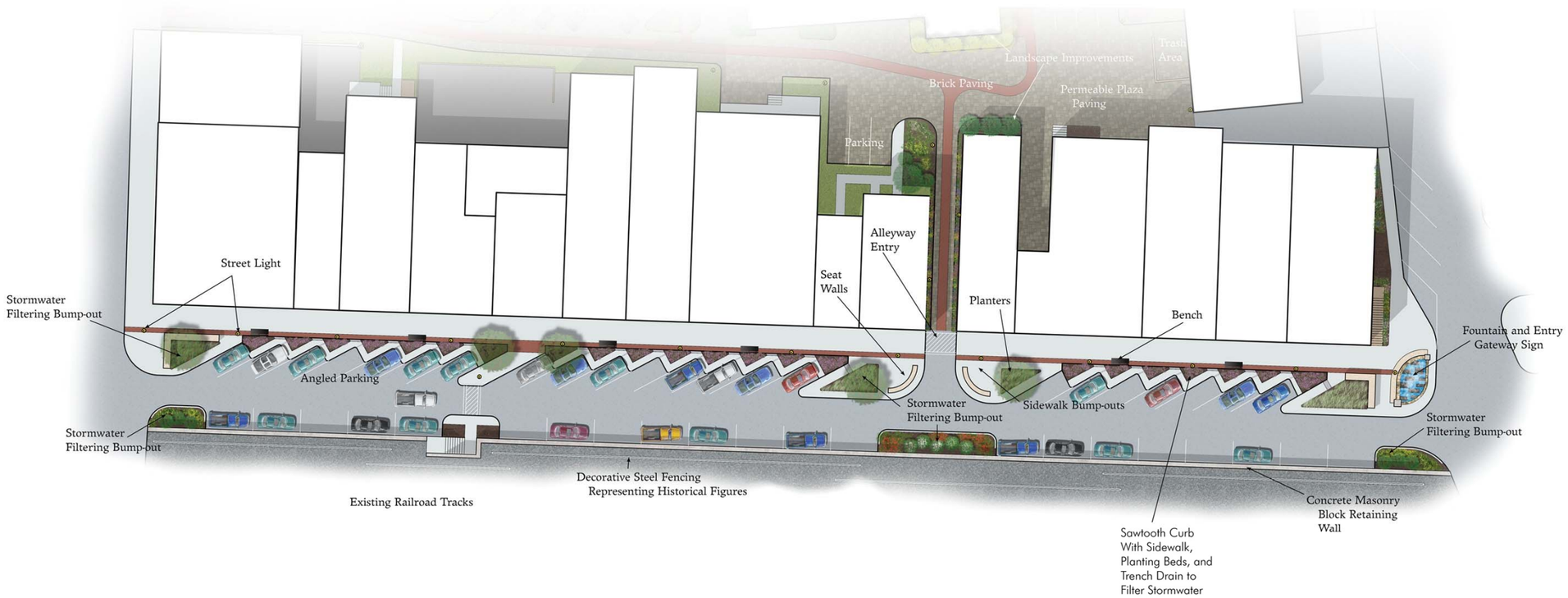
Front Street Building Facades Are In Good Condition. Enhancements to The Pedestrian Zone Will Boost Pedestrian Safety, Aesthetic Appeal and Comfort.

Existing Railroad Tie Retaining Wall Should Be Replaced With More Durable Masonry Units

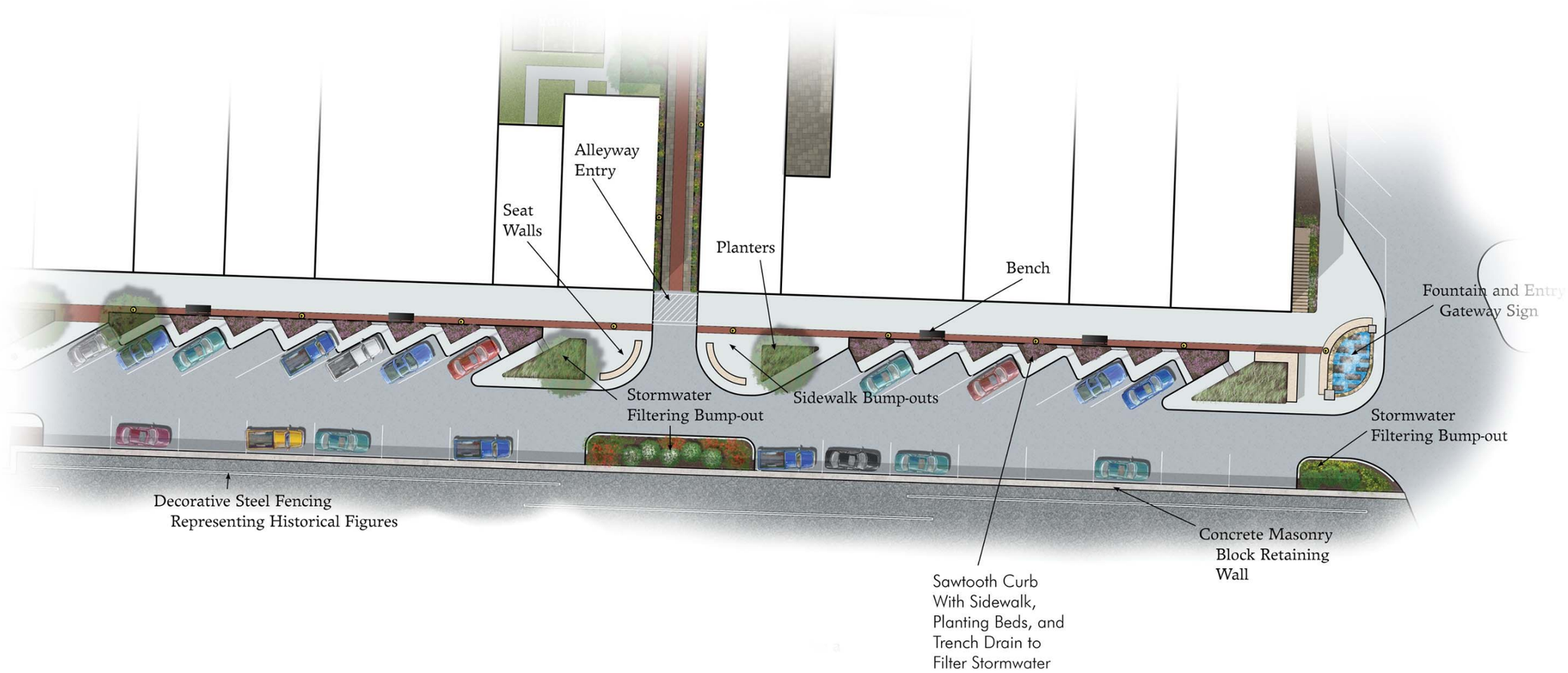
Existing Shrub Planting are Overgrown and Need to Be Refreshed

Potential For Storm Water Capture and Defined Parallel Parking

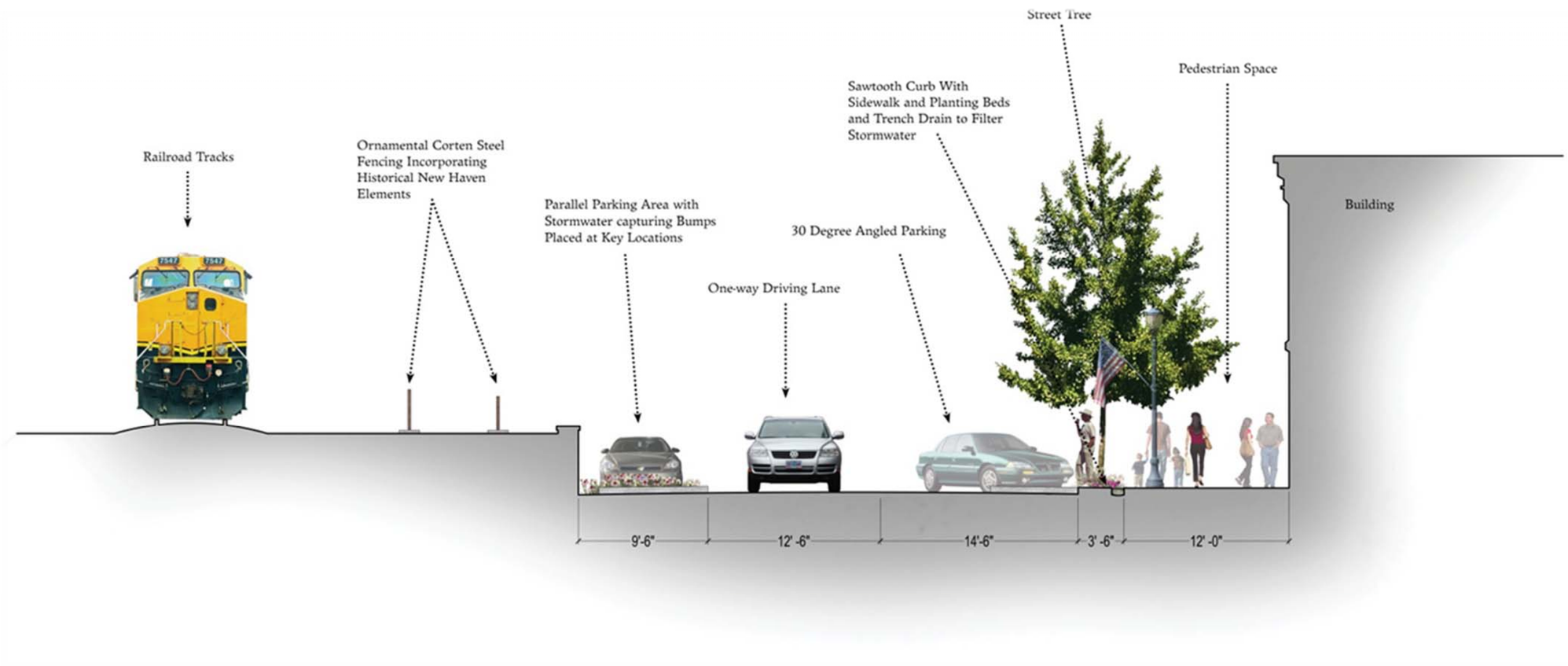
Front Street Streetscape: Site Plan



Front Street Streetscape: Site Plan Detail

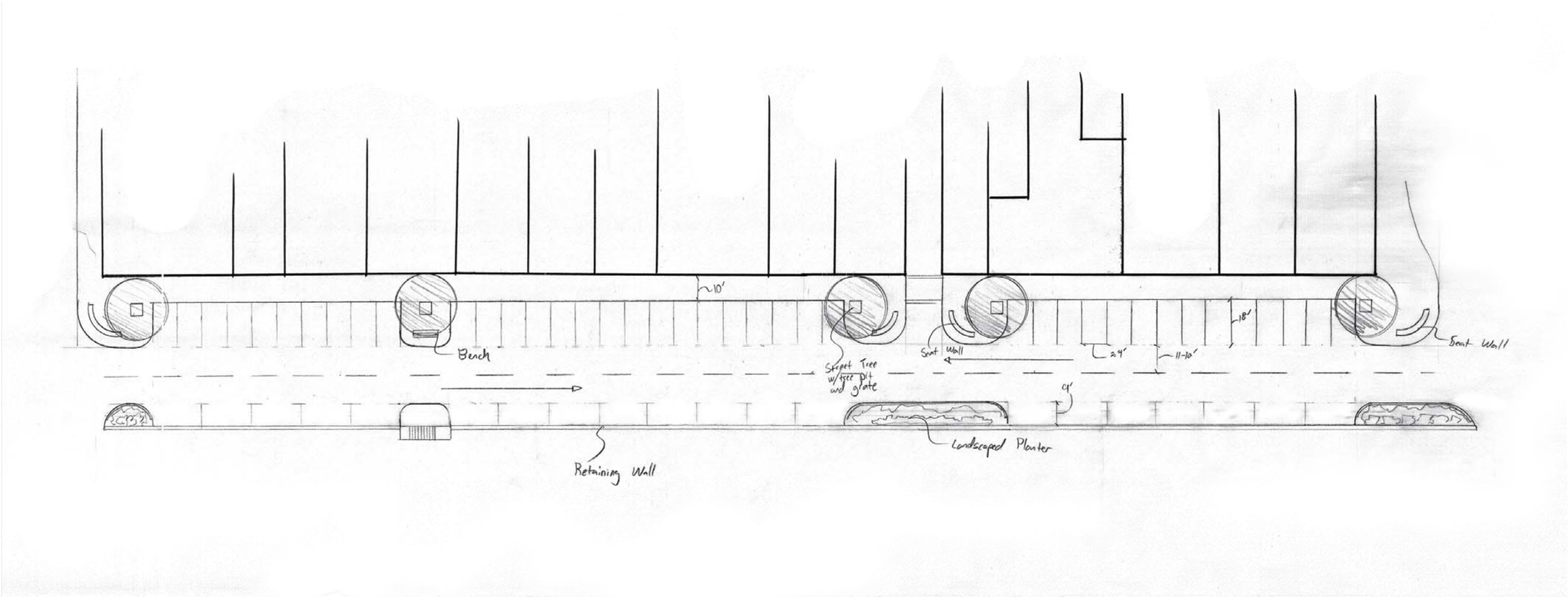


Front Street Streetscape: Elevation

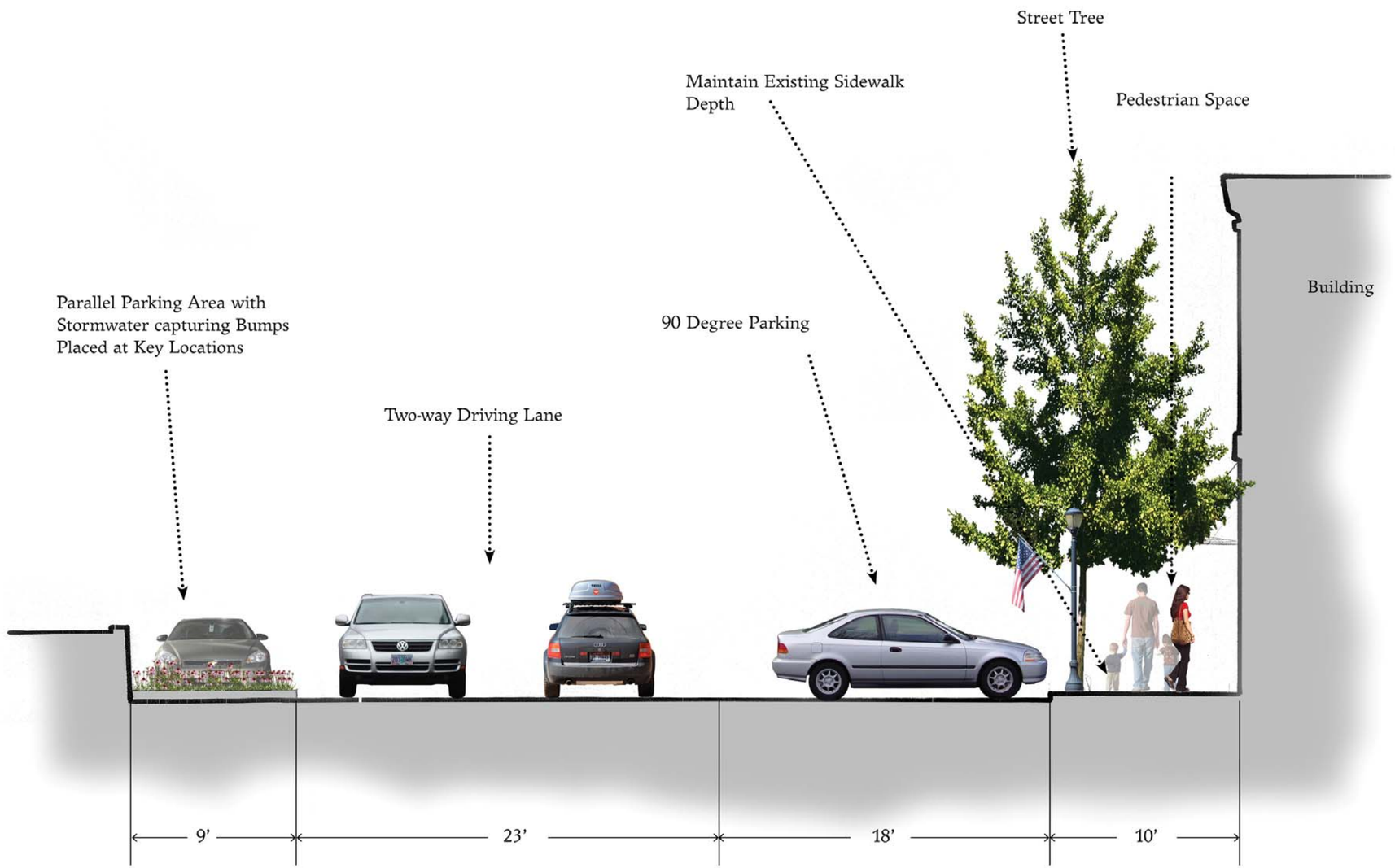


**FRONT STREET STREETSCAPE ALTERNATIVE**

Alternative layout showing two-way traffic and ninety-degree parking on Front Street.



Front Street Streetscape Alternative
Elevation showing two-way traffic and ninety-degree parking on Front Street.



Front Street Streetscape: Elevation

Sample Elevation of Ornamental Corten Steel Fencing Incorporating Historical New Haven Elements Height Will Vary From About 2’ to 4’.

**EAST FRONT STREET STREETSCAPE:**
Site Evaluation

Roadways Undefined and Should Designate Driving Lanes and Pedestrian Zone.

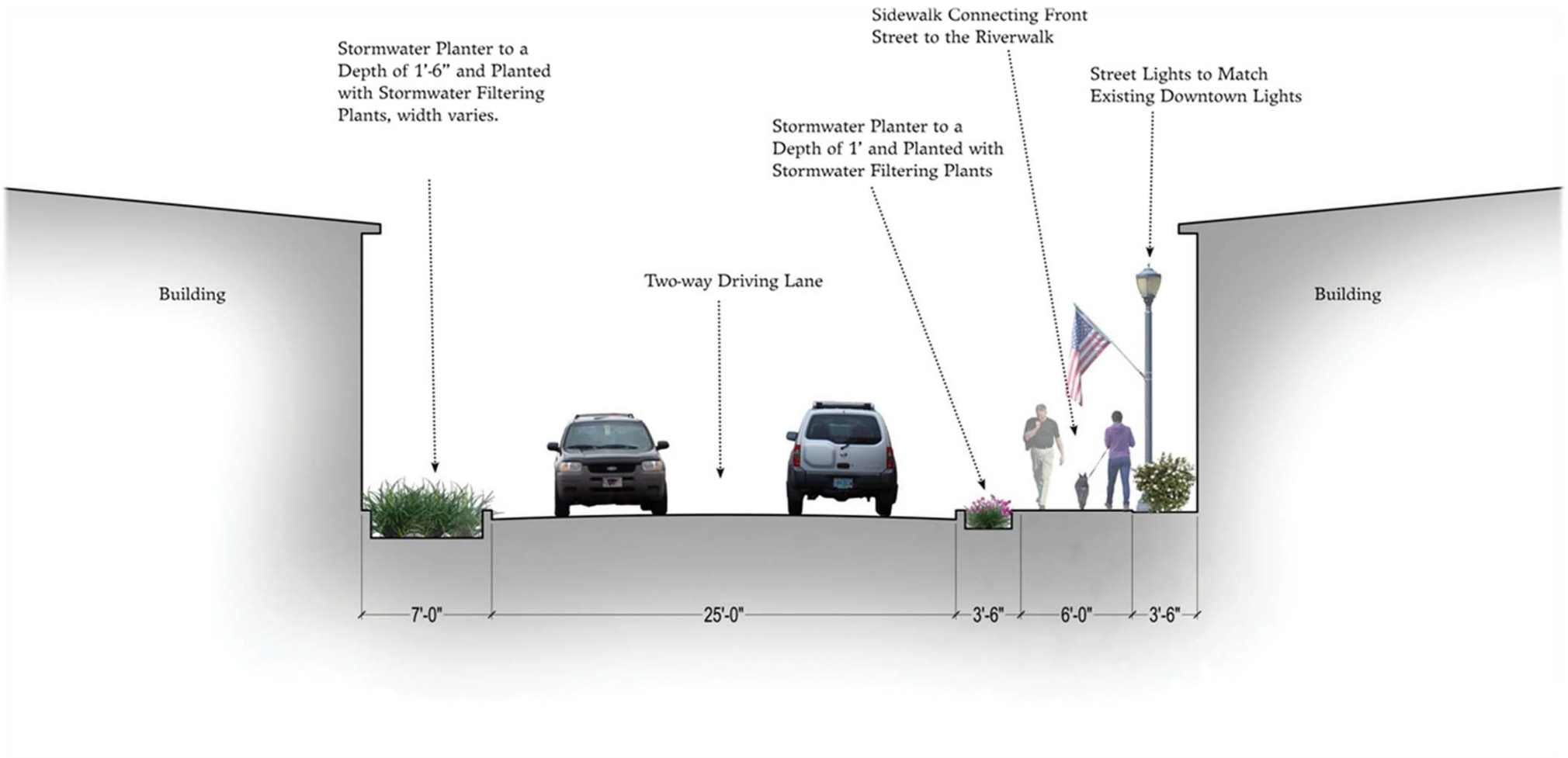
Sidewalk Should Be Continued to the River walk and Lions Club Property.

Underutilized Lions Club Property Has High Potential For a Community Event Space

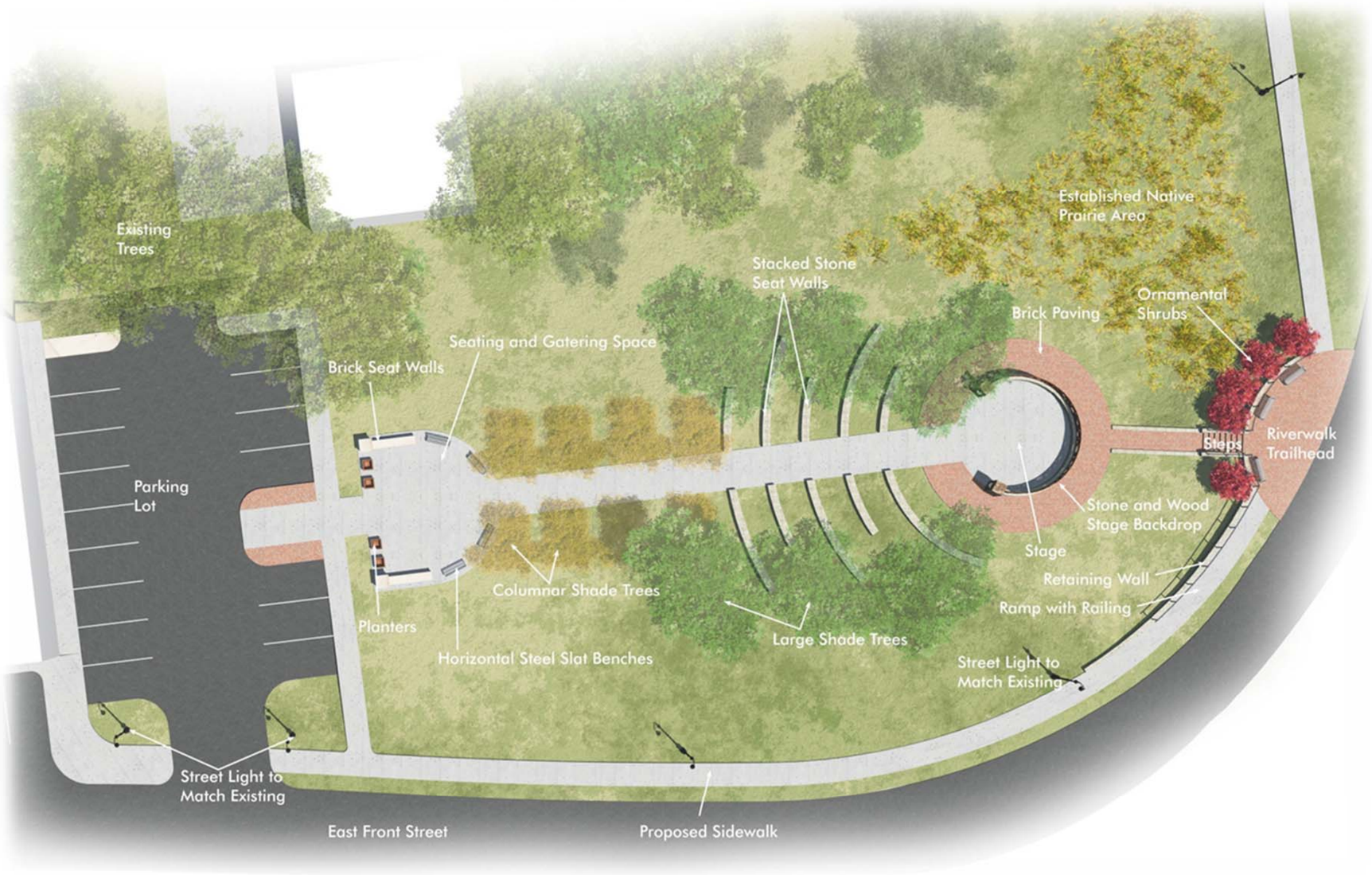
No Dedicated Pedestrian Access to RiverWalk. No Signage to Give Direction.

East Front Street Streetscape: Site Plan

East Front Street Streetscape: Elevation



**LION'S CLUB PROPERTY**
Park Space Plan



Lion's Club Property: Perspective View

**DOWNTOWN ALLEY:**
Site Evaluation

Existing Utilitarian Alleyway Does Not Present A Welcoming Feel To Pedestrians.

A More Defined Pavement Can Help To Guide Vehicular and Pedestrian Users

Parking Space Should Be Defined To Help Control the Use of Alleyway Space.

Trash Bins Can Be Placed In Designated Screened Off Trash Areas.

Downtown Alley: Site Plan

Downtown Alley: Site Plan Detail

Downtown Alley: Perspective View

**RIVERWALK:**
Site Evaluation

No Sense of Entry to The River walk Trailhead.

No Dedicated Pedestrian Access To and From The River walk.

Existing Trees Along The Bank of the Missouri River, Block Views From River walk and Downtown.

Existing Walkway Lights On River walk Are in Good Condition and Should Be Kept.

Riverwalk: Improvement Plan

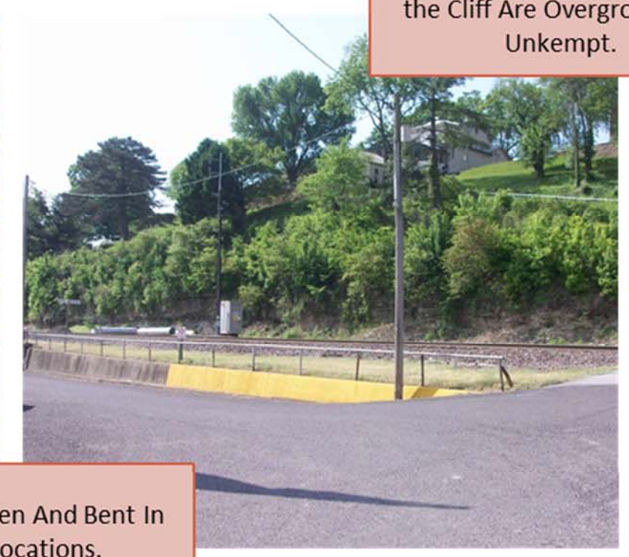
Riverfront Improvements Perspective View

**TOWN STEPS:**
Site Evaluation

Trees and Shrubbery Along the Cliff Are Overgrown and Unkempt.

Ramp Is Continuous Without Any Platforms To Comfortably Rest and View the Downtown.

Railing Is Broken And Bent In certain Locations.



Town Steps Site Plan

Town Steps Perspective View

## DOWNTOWN SITE PLANS IMPLEMENTATION

PGAV staff developed cost estimates for each of the aforedescribed Downtown Site Plans. The course of implementation will be determined, in part, by priority, as determined by stakeholders, and the ability of the City, other organizations, and civic leaders to raise funding for the construction of each Downtown Site Plan.

Programs which may be particularly useful in funding the implementation of the Downtown Site Plans are:

1. **Community Development Block Grant ("CDBG"):** The City and/or Downtown New Haven, Inc. could apply to DED for CDBG monies to fund portions of Downtown Site Plan related improvements. The application for CDBG assistance is competitive.

2. **MDFB Tax Credit for Contribution Program:** If a private entity (i.e. corporation or private individual) in the community would like to donate funds for implementation, they could do so via the MDFB Tax Credit for Contribution Program which provides the donor with a credit against their state income liability equal to 50% of their contribution to the project. Activities eligible pursuant to this program include infrastructure projects; as a result all of the activities proposed as Downtown Site Plans are eligible with the exception of the Downtown Alley improvements which are planned for what is currently private property. If that property were deeded to the City, then improvements thereon would become eligible for this program.

3. **MDFB Public Entity Loan Program:** Through this program, MDFB provides loans to local governments to finance general public infrastructure improvements and economic development projects. Downtown Site Plans work would qualify.

4. **Neighborhood Improvement District:** Via the implementation of a Neighborhood Improvement District ("NID"), that portion of the City affected by the Downtown Site Plans (or willing to contribute to funding the implementation thereof) may participate in a NID (with permission from the County) which would levy an additional tax or special assessment on property within the NID to raise revenues to pay for portions of implementation. These moneys could be leveraged, with the assistance from MDFB, to gain full funding via tax credits or other low cost financing options.

1. **Neighborhood Assistance Program ("NAP") Tax Credits:** The City and/or Downtown New Haven, Inc. would apply to DED for an allocation of NAP tax credits to help fund these revitalization projects. A corporation (or a person with rental income) making a qualified donation to an approved NAP project would receive State tax credits in an amount equal to either 50% or 70% of their contribution depending on the type of NAP tax credits allowed after the application process for the project.

For assistance in funding implementation, PGAV recommends that the City engage directly with staff of two of the DREAM Initiative sponsor agencies, the Missouri Development Finance Board ("MDFB") and the Missouri Department of Economic Development ("DED") to discuss the options listed above and any other scenarios staff may know of to assist implementation funding.

The New Haven community has a history of banding together to pool resources for worth causes. For example, the New Haven Industrial Park was begun with a bond issue bought by residents; essentially, the New Haven community cooperated to facilitate economic development and job creation. This is a rare, and great, example of community cooperation for a common goal. DNH should engage the community, should tap into this community spirit, for support for the implementation of the Downtown Site Plans and other Downtown New Haven infrastructure improvement needs.

**RETAIL MARKET ANALYSIS**

Downtown New Haven is a cozy haven—simply put. Home to artists, gift shops, craftsmen, restaurants, a move theater, and the Riverfront Cultural Society, Downtown New Haven presents an out of the way, quiet place for unique finds and good times. It's only drawback is that it is, perhaps, a little too out of the way and that, as a result, not as many people in the greater St. Louis region are aware of what Downtown New Haven has to offer.

The purpose of this Retail Market Analysis is to review demographics and retail supply and demand in an effort to outline the market dynamics underlying retail activity in Downtown New Haven, the City proper and the surrounding trade area. In reviewing this information, this report develops recommendations for appropriate retail sectors toward which to target retail development or attraction efforts either downtown or throughout the City. This report also proposes general strategies for retail growth in Downtown New Haven.

The Retail Market Analysis was conducted by analyzing data from three geographic areas: The Downtown Trade Area (DTA) which is the DREAM study area; Primary Trade Area (PTA) which is the city limits; and the Secondary Trade Area (STA) which is a 20 minute drive-time from Downtown New Haven.

The DREAM Land Use, Building, and Infrastructure Survey revealed that Downtown New Haven has 48,150 square feet of first-floor commercial space. Following is a breakdown of the space by current use:

- 23,865 square feet of office/service space (11,550 square feet vacant)
- 20,545 square feet of retail space (1,400 square feet vacant)
- 3,740 square feet of restaurant space (0 square feet vacant)

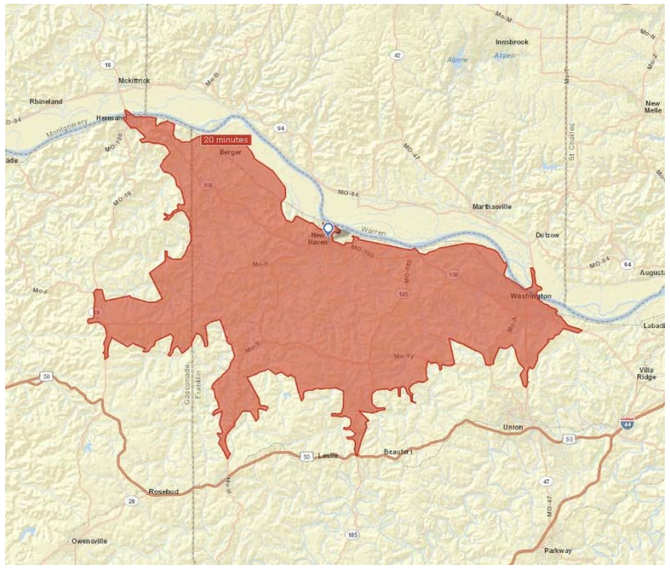
The total occupied retail and restaurant space is generating about $1.5 million in sales annually. The retail component of this space is averaging $77 per square foot. Restaurant sales average $21 per square foot.

The list below provides a few suggestions for possible retail. The retail goods and services are classified by industry group according to the North American Industry Classification System (NAICS). The following retail sectors have the highest opportunity (expressed in dollars) for the City of New Haven:

- Office Supplies, Stationery, and Gift Stores (NAICS 4532)
  $ 246,126
- Home Furnishings Stores (NAICS 4422)
  $ 468,113
- Beer, Wine, and Liquor Stores (NAICS 4453)
  $ 230,601

The categories of unmet demand listed above could generate approximately $945,000 dollars in additional sales for New Haven and represents the potential to utilize up to 12,000 square feet of retail space.

Existing businesses in Downtown New Haven include: Astral Glass, New Haven Grille/Levee Bar, Boat Paddle Ukulele, Riverfront Cultural Society, Pinckney Bend Distillery, and Elizabeth's. Downtown New Haven is rich in active, unique businesses.




Downtown New Haven's trade area.

## FINANCIAL MECHANISMS

The Financial Assistance Review analyzed several funding mechanisms that are available to Downtown New Haven for business development, and public or private investments. The intent of this DREAM task was to provide information on funding concepts for potential projects and programs, along with the preliminary financial data necessary to support the further exploration of these incentives. There are several financial tools available for use in Downtown New Haven and while these mechanisms are important and significant to Downtown projects, they each have limitations on how the funding can be used.

The DREAM Financial Assistance Review is focused on obtaining a stable funding source for the Downtown organization as it pursues projects and programs. Potential mechanisms include a Community Improvement District (CID), a Tax Increment Financing (TIF) district, an Local Option Economic Development Sales Tax (EDS), historic tax credits, low income housing tax credits, and contribution tax credits. While the review does not make definitive recommendations about which tools the City should establish, this Strategic Plan acknowledges that some specific funding source should be explored to support ongoing Downtown revitalization efforts. The decision on which financial tools are to be used is determined, in part, by the nature of potential projects and the willingness of local officials and decision makers to engage in public-private partnerships. Regardless of the specific financing mechanism, the general goal of DREAM recommendations is to leverage public funds to attract private investment that leads to job creation, business growth, and an attractive Downtown.

Information on a CID and EDS, include:

- **Community Improvement District (CID)**
  With a CID, the municipality, in cooperation with property owners, can establish an additional sales tax within the District boundary, an additional property tax levy, or some combination of both. The Financial Assistance Review considered a CID for the DREAM Boundary. The funds generated by a CID may be used in the district for a variety of public facilities or improvements, and programs and services such as, business and tourism promotions, refuse collection, and maintenance of public facilities. A CID forms a new administrative board to oversee the district and has involved establishment procedures that will require necessary public outreach by the Brick District Association and City to obtain petition signatures and convince voters. A CID also carries an annual administration cost.

  A CID established for Downtown New Haven could generate, depending on the type and rate of taxation, between 2,000 and $45,000 in annual revenue

- **Local Option Economic Development Sales Tax (EDS)**
  An additional sales tax, up to one-half of one percent, may be imposed by cities in the State of Missouri to fund economic development initiatives. This tax requires voter approval by referendum. An EDS is relevant to downtown revitalization because the statute provides the municipality with broad discretion in the use of revenues beyond limits on administrative spending and certain other requirements. Establishing this tax can allow for allocating a portion of the revenue to assist in Downtown revitalization efforts as well as support other economic development projects.

  The Financial Assistance Review projects EDS sale tax revenue for New Haven based on the assumption of a one-half of one percent sales tax, and a structure of not more than 25% for Administration and at least 20% for City-wide economic development activities such as:
  - Land Acquisition
  - Infrastructure for industrial or business parks
  - Extension of streets
  - Public Facilities directly related to economic development and job creation
  - Providing matching dollars for state or federal grants

  The remaining 55% could be dedicated to Downtown projects in the areas of:
  - Marketing
  - Providing grants or loans to companies for job training, equipment acquisition, site development, and infrastructure
  - Training programs to prepare workers for advanced technologies and high skill jobs
  - Legal and accounting expenses directly associated with the economic development planning and preparation process

  Based on historical data, the financial review estimates that New Haven could generate $90,000 in total annual tax revenue from an EDS; with about half dedicated to Downtown economic development activities. This revenue would be expected to grow over time as Downtown strengthens. The City could also borrow against this revenue by issuing bonds to fund a large project.

  Raising the City sales tax must be weighed carefully and would require voter approval.

# Plan Implementation

| | Organizational Structure | | | | | |
|---|---|---|---|---|---|---|
| | Objectives | Project/Program/Action Item | Responsible Party | Support Groups | Time Frame | Tools, Techniques & Resources |
| 1 | Establish Downtown New Haven, Inc. as the primary organization for Downtown | Downtown New Haven, Inc. has begun its formation, applied for and received State of Missouri non-profit status. Downtown New Haven, Inc. needs to acquire federal non-profit status, needs to establish a board and adopt by-laws. | City, Chamber | Riverfront Cultural Society, New Haven Preservation Society | 2014 | 501(c)3 status will allow Downtown New Haven, Inc. to accept donations that can be taken as a federal tax deduction. The City should explore additional funding sources for Downtown New Haven, Inc., such as grants, special taxing districts or a local option economic development sales tax |
| | **Capital Improvements** | | | | | |
| | Objectives | Project/Program/Action Item | Responsible Party | Support Groups | Time Frame | Tools, Techniques & Resources |
| 2 | Levee Certification | The Local Levee Partnership Team, in cooperation with FEMA, is in the beginning stages of a Levee Analysis and Mapping Procedures (LAMP). During this procedure, the levee has provisional accreditation. The goal of this process is to develop strategies for gaining accreditation. | City | Chamber | 2014-2016 | FEMA's consultants conduct regular meetings with the Local Levee Partnership Team, to keep them informed of issues related to the levee's provisional status and gaining full accreditation. The Missouri Department of Economic Development has identified community development block grant fund monies that could help with levee improvements. These funds require a local match. Additional local revenues could be generated by additional taxes or other fees. |
| 3 | Implement Downtown Site Plans | Implement improvements per Downtown Site Plans for: Front Street Streetscape, East Front Street Streetscape and Lions Club Property; The Town Steps; The Downtown Alley; the Riverwalk<br><br>Additional improvements include: Sidewalk connection from Miller Street along Front Street to the Riverwalk, installation of a courtesy boat dock, and new trash cans. | City, DNH | Chamber | 2014-2016 | The City should coordinate with DNH for grant applications for monies to implement certain of these improvements. In addition to searching for grant monies, the City, DNH and Chamber should collaborate with respect to other funding resources, such as special taxing districts, City-wide taxes, or donations. DNH should coordinate with volunteers who may be willing to help in beautification activities (i.e. gardening, cleaning, etc.) |
| 4 | Address the Union Pacific Railroad Corridor | The Union Pacific Railroad Corridor should be addressed in the following ways:<br><br>**Beautification:** Tree removal, retaining wall removal, planting and landscaping<br><br>**Quiet Zone:** Causing the cessation of siren announcements by freight trains passing through Downtown New Haven.<br><br>**Slower Trains:** Causing freight trains to slow as they pass through Downtown New Haven<br><br>**Amtrak Stop:** Working with Amtrak to establish a passenger stop in Downtown New Haven to promote tourism and lodging stays. | City, DNH | Chamber | 2014-2016 | The City should coordinate with DNH for grant applications for monies to implement certain of these improvements. In addition to searching for grant monies, the City, DNH and Chamber should collaborate with respect to other funding resources, such as special taxing districts, City-wide taxes, or donations. DNH should coordinate with volunteers who may be willing to help in beautification activities (i.e. gardening, cleaning, etc.) |
| 5 | Increase Parking Supply | Downtown New Haven needs additional parking, especially for its regular events | City | DNH | 2014 | The City should explore the acquisition and/or conversion of certain property for parking lot use, and ways to increase the right-of-way at Front Street could generate more parking spaces for Downtown New Haven |
| 6 | Establish a Recreational Vehicle Park | A parking lot, served by adequate utilities for recreational vehicles could provide another opportunity by which Downtown New Haven could attract visitors and keep them for one or more nights | City | DNH | 2014 | The City and DNH should explore the potential conversion of the Lions Club Property for use as an RV park. |
| 7 | Two-Way Traffic on Front Street | Establishing a two-way traffic pattern on Front Street could alleviate some confusion on the part of visitors caused by the one-way configuration | City | DNH | 2014 | The City and DNH should explore the likelihood of being able to remove the retaining wall at the southern right-of-way of Front Street, which would allow the expansion of the street's right-of-way to accommodate a two-way traffic configuration |
| 8 | The Public Works Building | The public works building is vacant and represents an opportunity for reuse | City | DNH | 2014 | The City has solicited qualifications for facility planning in an effort to explore the City's current space utilization and potential uses and costs of rehabilitation for the public works building. |
| 9 | Improved Mobile Phone Service | Downtown New Haven lies below the bluffs and, for this reason, received poor mobile phone service | City | DNH, Chamber | 2014 | The City should review the feasibility of installing a cellular telephone transmission tower, or similar facility, in Downtown New Haven to provide more reliable cellular telephone service for residents, business owners, workers and tourists. |

| Wayfinding Plan | | | | | | |
|---|---|---|---|---|---|---|
| | Objectives | Project/Program/Action Item | Responsible Party | Support Groups | Time Frame | Tools, Techniques & Resources |
| 10 | Complete implementation per the Wayfinding Plan | A portion of the wayfinding plan has been implemented already, with a sign at Highway 100 at Miller Street and trailblazer signs along Miller Street to Downtown New Haven | City | Chamber, DNH | 2014-2015 | The City and the Chamber should team up, once again, to find or develop funding resources to implement the rest of the Wayfinding Plan. |
| **Retail Market Analysis** | | | | | | |
| | Objectives | Project/Program/Action Item | Responsible Party | Support Groups | Time Frame | Tools, Techniques & Resources |
| 11 | Retail Development | Promote available retail space to potential tenants and available land to local entrepreneurs | DNH | City & Chamber | Ongoing | DNH, the City, and Chamber should coordinate to maintain an inventory of leaseable space and developable land and promote these opportunities to potential tenants and developers, online social networks, and direct contact with business owners |
| **Financial Assistance** | | | | | | |
| | Objectives | Project/Program/Action Item | Responsible Party | Support Groups | Time Frame | Tools, Techniques & Resources |
| 12 | Provide a financing mechanism for public projects and programs aimed toward the promotion and revitalization of Downtown New Haven | Formation of a Downtown New Haven Community Improvement District to assist in funding DNH activities | City, DNH | Chamber | 2014 | Convene public outreach events. Contract legal counsel to develop CID petition and documents |