

DOWNTOWN

St. Joseph, MO



*Building Tomorrow...
Today*



This project was created as a tool to better inform our civic leaders of the need for funding the Downtown Urban Lifestyle District in St. Joseph, Missouri. This will assist the City Council in achieving their goal of revitalizing downtown, while at the same time supporting the city's mission of: providing quality services by working to enhance the quality of life and to create a healthy, progressive community in which to live, work and visit.

DOWNTOWN *Agenda*

I. **Downtown Overview**

II. **Ten Steps to Downtown Redevelopment**

Housing

Entertainment District

Convention Center

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Streetscape

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Formation of a Downtown TIF District

Formation of a Downtown CID

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Maps





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DOWNTOWN *Overview*

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Overview

OVERVIEW

As a result of the City Council establishing a goal of downtown redevelopment, staff submitted a DREAM application to the State of Missouri to assist with accomplishing this goal. The City of St Joseph received the designation of a DREAM Community in 2007, based on an application drafted by city staff and approved by City Council. The DREAM process is a collaborative effort between the Missouri Development Finance Board (MDFB), Missouri Department of Economic Development (MDED), Missouri Housing Development Commission (MHDC), and local downtown interest groups.

HISTORY

The DREAM Initiative entails a three-year planning process which provides the framework for the implementation of goals and future projects identified in the planning process. The planning process entailed several major components and focuses on the Downtown DREAM Study Area, which the City of St. Joseph identified in its DREAM application. The follow studies have been used as a blue print for downtown redevelopment:

I. Organizational Structure Review

By studying the city's organizational capacity in the Organizational Structure Review, the state's DREAM consultant, PGAV arrived at recommendations for enhancing organizational capacity and accomplishing goals identified within St Joseph's DREAM application.

II. Land Use and Building Infrastructure Survey

In cooperation with city staff, PGAV inventoried land uses, vacancies, and existing buildings and infrastructure conditions in the DREAM Study Area.

III. Community and Consumer Survey

PGAV subcontracted with the surveying consulting firm UNICOM/ARC to conduct focus groups comprised of downtown St. Joseph residents, business owners, and property owners. UNICOM/ARC also conducted telephone surveys, contacting residents and obtaining information about how they use downtown, perceive downtown, and what, if anything, they might like to see improved.



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IV. Housing Market Analysis

MHDC staff conducted an analysis of the city's housing market, with a particular focus on the DREAM Study Area. Their findings indicate that downtown St. Joseph is ready for more market-rate housing.

V. Convention Center and Hotel Feasibility Analysis

Nationally recognized convention center planning and consulting firm Hunden Strategic Partners (HSP) was contracted by PGAV to perform a feasibility analysis for a convention center and related hotel for downtown St. Joseph. This is a development the city has been contemplating for some time, and the HSP study revealed that, with significant public and private investment, improved convention center facilities would allow the city to capture mid-market convention business.

VI. Downtown St. Joseph TIF Redevelopment Plan

PGAV completed a TIF Redevelopment Plan which focuses on the DREAM Study Area. The focal point of the plan is an entertainment district along Felix Street, near the center of downtown. The TIF plan is meant to encourage building revitalization and takes into particular consideration the recommendations of the E.D. Hovee Retail Study performed for the City of St. Joseph in 2007.

OUTCOME

As a result of this planning process, the City of St Joseph has worked closely with the following organizations: State of Missouri, Missouri Department of Economic Development, Missouri Department of Finance, Missouri Housing, PGAV, Hunden Strategic Partners, Unicom-ARC, DREAM Team, Downtown Team, and property owners and residents of downtown. From this work, the following ten project/goals were developed as a constant theme to establishing a successful downtown:

- Housing
- Entertainment District
- Convention Center
- Hotel
- Streetscape
- Public Parking
- Grocery/Service
- Historic Buildings
- Job Creation
- Private Investment



“After inspecting the downtown area of St. Joseph, it is the opinion of the analyst that increasing the level of residential occupancy in that area will contribute to the overall revitalization of downtown”

-PGAV Residential Demand Analysis

October, 2007



DOWNTOWN *Housing*

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Housing

HOUSING DATA

The housing analysis study quantified the potential residential demand in the downtown area of St. Joseph that would complement the overall revitalization efforts of the downtown area and identify the type of residential demand that exists and the depth of the market demand.

Some of the conclusions of the report are as follows:

- After inspecting the downtown area of St. Joseph, it is the opinion of the analyst that increasing the level of residential occupancy in the area will contribute to the overall revitalization of the downtown area by promoting a large and continuous people presence that can support existing and new businesses.
- After inspecting the market, reviewing migration patterns, and taking into consideration the opinions of the market's real estate participants, it is the opinion of the analyst that the Primary Market Area, or area in which households are expected to come from for residential demand in downtown St. Joseph is generally all of Buchanan and Andrew counties in Missouri, and the eastern portion of Doniphan County in Kansas.
- A demographic demand analysis indicates that between 2007 and 2012, approximately 130 market rate renter households could be attracted to rental housing in the downtown market area and that the market rate rental units should make a positive contribution to the revitalization efforts by increasing the number of households in the area with enough discretionary income to help support existing and new businesses. The many architecturally significant underutilized buildings in downtown St. Joseph would allow the production of "loft" style units, which has proven to be very popular in many markets around the country and an important key to central business district revitalization.
- It is the opinion of the analyst that between 2007 and 2012, approximately 125 limited-income households could be attracted to rental housing in the downtown market area. Approximately 40 of the households could be served by the San Regis Apartments at 10th and Faraon, which is currently undergoing renovation. The affordable housing rental units should make a positive contribution to the revitalization efforts by increasing the number of households that can help support existing and new businesses in downtown and provide housing in close proximity for employees of many of the businesses in the area. The affordable housing production programs have already proven to be successful in starting the process of reintroducing a significant number of residential units in the downtown market of St. Joseph.
- It is the opinion of the analyst that between 2007 and 2012, approximately 60 limited-income senior households could be attracted to rental housing in the downtown market area and that the affordable senior units should make a positive contribution to the revitalization efforts by increasing the age diversity of the area, which makes the market attractive to a wider assortment and larger number of households. It also should increase the types of businesses in the area.

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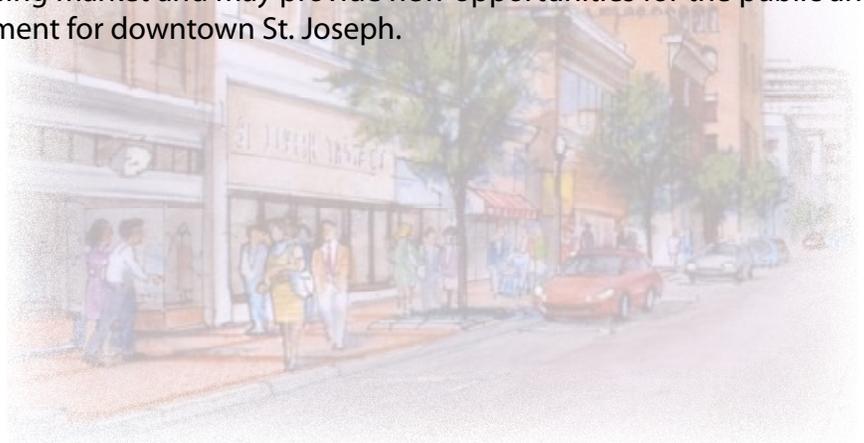
Housing

- It is the opinion of the analyst that between 2007 and 2012, approximately 250-275 potential home owners could be attracted to ownership units in the downtown market area and that the ownership units should make a positive contribution to the revitalization efforts by being the catalyst for further permanent residential investment in the area. The price range for the potential homeowners should be from a low of \$150,000 to around a high of \$230,000.

St. Joseph's more recent downtown residential redevelopment projects mirror state and national trends in downtown revitalization efforts. Often, low to moderate income restricted units lead housing development in downtowns through adaptive reuse of former industrial or public buildings. These projects are typically subsidized due to the development challenges associated with redevelopment or adaptive reuse of vacant or underutilized buildings as well as the "uncertainty" of a "housing market" for downtown. These pioneering projects initiate the establishment of downtown as a neighborhood community and equally important they "benchmark" the demand for urban or downtown living in a particular community. Through projects such as the Lofts at Landmark and the 4th Street Lofts, downtown St. Joseph has demonstrated that there is sufficient demand from the community to live in a downtown "neighborhood."

Missouri cities such as Kansas City, Springfield, and St. Louis, have demonstrated that each community reached a "tipping point" whereby market-rate residential development opportunities quickly surpassed the development of affordable or senior living facilities in their downtown. St. Joseph's existing housing unit ratio in the downtown area, which includes a high proportion of low to moderate income housing units, is a relatively common imbalance for a downtown area emerging from the beginning of a comprehensive revitalization effort.

The conclusions of this report suggest that the future demand for housing units will begin to take on a different balance between low to moderate income housing compared to market rate housing units, provided St. Joseph's overall revitalization efforts continue to make downtown a compelling alternative for homebuyers and higher income tenants. The conclusions of this report indicate that the future demand for the capture of market rate units is estimated to comprise approximately 65-70% of future housing units in the downtown market area. By comparison, the future demand for the capture of low to moderate income units is estimated to comprise approximately 30-35% of future housing units in the downtown area. This is a significant shift in the downtown housing market and may provide new opportunities for the public and private sector's role in housing development for downtown St. Joseph.



“Retail requires mixed use development. To succeed, downtown eith public investment is needed to stimulate private investment.”

*-E.P. Hovee Retail Strategy Report
February, 2007*



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Entertainment District

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Entertainment District

ENTERTAINMENT DISTRICT DATA

The “entertainment district” refers to the area along the Felix Street corridor between 9th Street on the east and 5th Street on the west. This area was also the focus of the St. Joseph Revitalization Analysis: Mead/West-Vaco Reuse & Downtown Retail/Entertainment Strategies (Retail Study) completed by E.D. Hovee in early 2007. The Retail Study focused on four guiding principles for the achievement of active retail density as a means to generate activity in the Downtown core. These four guiding principles are directly addressed by RPA1 of the Downtown St. Joseph TIF Redevelopment Plan:

I. Sustainable revitalization begins within the 100% retail blocks of 5th to 9th Streets. Some communities begin making the reinvestment on the outside of the core and work its way back in. This outside-in strategy may generate some activity in St. Joseph, but will ultimately be thwarted due to the lack of adequate economic development in the downtown core. Therefore, an inside-out strategy is recommended as the first guiding principle for Felix Street revitalization.

II. Retail requires other uses to generate pedestrian activity and investor confidence. The days are gone when urban downtown retail can make it on its own. Residential use downtown represents the “best bet” for supportive development that can pencil “in the black” today. Office use represents a “wild card” opportunity that should not be ignored. With every new retail tenant and storefront improvement project, the first question to be asked is – how can we bring mixed use to this site? This means paying more attention to reinvesting in the upper levels as well as the ground floor – with upper story development often providing the economics to make ground floor retail and entertainment business more feasible.

III. The public face of the street will become more shopper and pedestrian friendly. The City of St. Joseph controls at least one side of Felix Street on at least five of the seven blocks between 2nd and 9th Streets – with public parking, Civic Arena, and Coleman Hawkins Park at Felix Street Square. With the exception of Coleman Hawkins Park at Felix Street Square, these uses cannot reasonably be described as pedestrian friendly, or as offering a shopper opportunity. The city is also in control of the sidewalks and the streetscape. While the narrow width of the sidewalks is more constraining than ideal, there is much more that can be done to create appeal and interest with landscaping, lighting, and coordinated signage.



DOWNTOWN *Entertainment District*

IV. Revitalization requires active public-private participation, but on Felix Street, the city will need to lead – both with guidance and with dollars. Public initiative should be orchestrated to be matched by private response; otherwise the project comes to halt – or a new partner is found.

The TIF Plan sets the city as the lead partner in this scenario by establishing the process by which redevelopment within the area can occur. This process will enable the city to carry out the comprehensive redevelopment envisioned within the Retail Study. Without the assistance provided through TIF, the area is not likely to experience significant growth and development through investment by private enterprise.

Retail Storefront Improvement

A program to encourage property and business owners to make improvements to existing retail storefronts is the recommended starting point:

- Initial focus on Felix Street properties between 5th and 9th Streets – with opportunity for subsequent broadening to the rest of the Felix Street retail corridor.
- Low interest loans and/or grants for qualified storefront improvements that enhance business and street vitality.

In addition to the Retail Study, each of St. Joseph's major recent planning initiatives recognize the value of tax increment financing in encouraging economic revitalization, and each recommends that the city establish TIF Redevelopment Area(s) to meet their goals. This plan, then, represents an effort toward implementing those recommendations.



“Currently St. Joseph is not considered for events because of its capacity to host events, losing out on millions of dollars in revenue.”

*-Hunden Strategic Partners
St. Joseph Convention Center/Hotel Study
November, 2007*



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Convention Center

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DOWNTOWN *Convention Center*

CONVENTION CENTER DATA

In 2007, Hunden Strategic Partners (HSP) completed the St. Joseph Convention Center, Hotel and Civic Arena Study, which outlines the market and financial feasibility for a newly constructed convention center and ballroom facility, in addition to a new boutique hotel – the American Electric Building renovated into a hotel.

The current Civic Arena facility presents many difficulties due primarily to its small size and distribution of available space. HSP recommends a new convention center, including the following, be constructed if St. Joseph is to capture more convention center business:

- Exhibition Space: 22,000 sq.ft.
- Ballroom Space: 9,500 sq.ft.
- Meeting Rooms: 4,000 sq.ft.

This will result in **35,000 square feet** of total function space constructed at an estimated total cost of **\$32 million**.

The HSP study concluded, via a survey of meeting planners, that there is an appetite for a meeting facility of this size in St. Joseph.

Development of the convention center and on-going operating expenses would be borne by the City of St. Joseph. Public incentive revenues available for this project may amount to approximately **\$20 million**, leaving a gap in financing of approximately **\$12 million**.

The hotel would be developed by a private company using private capital but, in order to be successful, would require an estimated \$4 million in tax incentive assistance. This would result in a **130-room**, full-service hotel constructed at an estimated total cost of **\$16 million**.

Total estimated development costs for the convention center and American Electric Building Hotel are **\$48 million**.



DOWNTOWN *Convention Center*

Project Financing

Financing the Convention Center and Hotel Project (Project) will require substantial private and public investment. We anticipate the public investment will include tax increment financing via the Missouri Downtown and Rural Economic Stimulus Act (MODESA), which is described in further detail within this document, a Community Improvement District (CID) sales tax of one-percent (1%), and an increase in the City of St. Joseph's Hotel/Motel Tax to eight percent (8%), from which five percent (5%) of net-new Hotel/Motel Tax revenues, provided by the new hotel, could be used to assist in financing the Project. This would require amending the state statute that enables the city to levy this tax so that the city can use these funds for bricks-and-mortar construction.

The **\$23 million** in total gross revenues represents the total amount of money generated by each of the above listed revenue streams over its entire life; 25 years being the life of the MODESA; and 20 years being the term of any CID notes or obligations, although the CID may continue after obligations are retired. These revenue streams can potentially support up to an estimated **\$9.5 million** in current dollars (or debt), at a rate of six-percent (6%), and assuming a ten percent (10%) debt-service coverage ratio.

Per HSP's report, **\$4 million** in public assistance would likely be required for the American Electric Building Hotel. Subtracting this **\$4 million** in public assistance from the available, net-present value amount generated by the public incentive revenues referenced above, leaves an approximate **\$5.5 million** shortfall.

Therefore, assuming this money is used for the convention center project, the gap between this **\$20 million** and the actual development costs for the convention center is approximately **\$12 million**. The City of St. Joseph must decide how to fill this gap with other funds. Possible strategies may include:

- Larger MODESA District
- Larger CID
- Any other public funds available to the city



“Additional hotel rooms are needed downtown to meet the need of large groups occupying a convention center.”

*-Hunden Strategic Partners
St. Joseph Convention Center/Hotel Study
November, 2007*



DOWNTOWN *Hotel*

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DOWNTOWN *Hotel*

HOTEL DATA

In contemplating the appropriate hotel package for downtown, including the proposed convention center and improved Civic Arena, a number of items must be considered. These include:

- ~Ability to maximize business to the market and convention center without providing more supply than can be sustained in the market,
- ~Existing hotels in the proximate area,
- ~Walking distance to demand generators, such as a convention center,
- ~Available land; ownership of land,
- ~Available buildings for re-use, and
- ~Market strength.

There is currently a renovated 169-room Holiday Inn adjacent to the proposed site for the convention center. Our recommendation for a total hotel package is to either have one hotel of 275 - 300 rooms, or two hotels totaling 200+ and 100+ rooms. If the Holiday Inn is the smaller of the two, then a new 200-room property with 15,000 square feet of net function space is recommended. If such a property is not realistic (or there is no room), then the Holiday Inn should be expanded to 200 rooms and another hotel developed of 100+ rooms.

If possible, would it be better for the hotel and the market if there were simply one property to accommodate all downtown and convention demand? Likely not, as this assigns too much risk to one property. While meeting planners would appreciate the single large room block on the one hand, on the other hand they would not like to have their attendees' options limited to one property.



DOWNTOWN *Hotel*

Is the hotel room count amongst two hotels necessarily recommended to be the same as if there were one hotel? No. Generally, it is possible and recommended to have more rooms in two hotels than one large hotel with the same number of rooms. This provides both properties flexibility in booking various types of business yet provides a suitable room block for each.

There are some very real constraints given what is attempting to be created; a convention, arena, and hotel package. Having an adjacent hotel or hotels is absolutely critical, so available land surrounding the proposed convention center is a must. In St. Joseph, this land is limited unless existing buildings are razed. The proposed convention center will take up the 1.5 blocks of surface parking available. After reviewing the options, there are no viable sites for a new full-service hotel of 200 rooms. This leaves two options:

- ~Expand the Holiday Inn to 300 rooms.
- ~Expand the Holiday Inn to 200+ rooms and develop a second hotel with 100+ rooms.

Again, given the available land, it is not likely the Holiday Inn could expand to 300 rooms, nor would we suggest it as the best option for the owners of the Holiday Inn or the market. However, there is room on the site to add rooms and function space, although it is likely that structured parking could then be required. Adding a wing with 30-50 rooms is feasible, and additional function space could be added.

HSP and city officials, along with PGAV, have investigated the options for a new hotel and have determined that the redevelopment of the American Electric Building may be the best alternative for the second hotel. The building could be redesigned to accommodate as many as 130 rooms, which is a comfortable number of rooms for most branded hotels.



“Establish a dedicated revenue stream to fund public improvements downtown, paid by downtown customers.”

*-PGAV Annual Review Report
October, 2008*



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Streetscape

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Streetscape

STREETSCAPE DATA

With the recent approval by City Council to begin construction of the Felix Streetscape improvements, staff is now working to ensure this streetscape design is carried out on all future projects to occur in downtown. One such project that is currently under redevelopment is the San Regis building. Currently, the city has no mechanism to require improvements made to property undergoing renovation to conform to the same streetscape standards illustrated in the Downtown Master Plan that has been approved for Felix Street. The Downtown Master Plan outlined a design for streetscape to ensure uniformity throughout downtown. With the renovation of the San Regis property, staff has approached the developer requesting they consider modifying their streetscape for this project to match what will be constructed on Felix Street. The next large project to occur downtown is the redevelopment of the Uptown project. Staff will work with the developer of this project to ensure the same streetscape design is outlined on this project. The intent of having similar streetscape throughout downtown is to create a more pedestrian friendly environment and to create a sense of place.



DOWNTOWN *Streetscape*

Community Improvement District (CID)

The city is exploring the use of a Community Improvement District (CID) to funding further streetscape improvements downtown. A CID may fund public facilities or improvements within its boundaries, including the following:

- 1) Pedestrian or shopping malls and plazas.
- 2) Parks, lawns, trees, and other landscape.
- 3) Sidewalks, streets, alleys, bridges, ramps, tunnels, overpasses and underpasses, traffic signs and signals, utilities, drainage, water, storm and sewer systems, and other site improvements.
- 4) Parking lots, garages, and other facilities.
- 5) Streetscape, lighting, benches or other seating furniture, trash receptacles, marquees, awnings, canopies, walls, and barriers.

A CID may be created as either a political subdivision or a nonprofit corporation. It is recommended that the CID be established as a political subdivision so that it can levy an additional one-cent sales tax.



“Eliminate the confusing parking regulations/signage and provide a funding source to pay for parking system improvements.”

-PGAV Annual Review Report



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Public Parking

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Public Parking

PARKING DATA

The City of St. Joseph completed a Parking Plan for Downtown St. Joseph (Parking Plan), which lays out recommendations for managing not only the myriad and confusing parking regulations and related signage in Downtown St. Joseph, but also for providing additional revenue to pay for parking system improvements, garage maintenance, and streetscape improvements.

The Parking Plan analyzes the current parking conditions in Downtown St. Joseph:

- There is a total of approximately 4,700 total parking spaces available downtown. Approximately 55% of these spaces are owned and operated by the City of St. Joseph. (The total number of parking spaces available at East Hills Shopping Center is 3,525)
- All public parking is free on weekends and holidays and after 5:30pm on weekdays.
- There is currently sufficient parking available in the downtown area on a typical weekday.
- There are parking deficiencies in specific areas during peak hours and for special events. However most of the areas where parking deficiencies exist are adjacent to blocks or parking facilities that have a significant surplus of parking spaces.
- All on street public parking and most private parking is free.
- There are currently 21 businesses paying for their employees to park in paid public garages and lots.
- The availability of free parking, both public and private, might be limiting the utilization of the pay public parking facilities.



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Public Parking

- The costs for parking in public parking facilities in the downtown area are consistent with many other similar cities.
- Many people are unhappy with parking enforcement, believing it to be selective and unfriendly.
- There is confusion in some areas created by parking regulations that seem to be inconsistent. The variety of parking regulations include: special permit spaces, customer parking zones, 2-hour limit parking, 2-hour handicap, 4-hour handicap, passenger loading zones, bus loading zones, and freight loading zones.
- There is too much signage associated with parking restrictions and not enough assisting motorists to find available parking.
- Some of the walking conditions are questionable between available parking and destinations they serve.

The Parking Plan lists three options for addressing Downtown parking issues:

1. Reintroducing parking meters.
2. Free parking for shoppers.
 - a. Paid for by imposing a surcharge on all merchants in the area.
3. Free Downtown Parking
 - a. Paid for by an additional CID sales tax.



“48.5% of those who responded to survey indicated a grocery store/pharmacy is viewed as a high priority.”

*-Community Survey, UNICOM-ARC
September, 2007*



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Grocery/Pharmacy

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Grocery/Pharmacy

GROCERY/PHARMACY DATA

People are moving back downtown - and they want grocery stores in their neighborhoods, but there are many obstacles to getting them back downtown. Among them:

- Land prices: It is usually more expensive - particularly in larger cities - to buy land downtown than on the periphery of the city or in the suburbs.
- Land assembly: Given that today's average grocery store is more than 50,000 square feet in size, and that national supermarket chains have become comfortable with their business models, it is very difficult to find enough contiguous land available in a downtown area without either great expense or demolition of buildings (sometimes of historic significance), or both.
- Market: Most supermarket chains need to be convinced that older downtowns and neighborhood commercial corridors have enough market demand to support a supermarket.
- Zoning: Zoning laws sometimes make it difficult to build or operate downtown grocery stores - particularly as part of a mixed-use project in which zoning officials fear that noise from a 24-hour or late-night grocery store or smells from its trash area might disturb residents. Downtown development patterns - zero-setback, parking in the rear or in a parking lot elsewhere in the district - are unfamiliar, and therefore perceived as risky, to the national chains (and to lending institutions). They are also likely to believe that they will need the same number of parking spaces as for a comparably sized suburban store, not knowing how many district residents are likely to reach the store on foot, by bicycle, or using public transit, rather than by car.



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Grocery/Pharmacy

Attracting Grocers to Downtown

In spite of these obstacles, a growing number of communities are succeeding in attracting national grocers. In 1998, for example, a group of citizens in Washington, DC's 14th and U Streets neighborhood went door-to-door asking neighborhood residents where they shop for groceries, how much they would spend in a neighborhood grocery store if one were available, what their level of commitment would be to supporting a neighborhood grocery, and their demographic characteristics. This information helped persuade Whole Foods Market to open a store in their neighborhood.

Residents and workers have expressed an interest in bringing a national grocery store chain downtown; it pays to be well-prepared before making contact. The grocer will want to know as much as possible about: demographic characteristics of the district; available space; zoning restrictions; and the size and location of potential competitors. Even if all the answers are exactly what the grocer wants to hear, it will probably still be skeptical of opening a downtown store. It will be the job of the city to provide a positive attitude along with assurances of support from other city leaders, which will go far towards making the grocery company feel more comfortable.



“65% of respondents surveyed considered the improvement to downtown facades a high priority.”

*-Community Survey, UNICOM-ARC
September, 2007*



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Historic Buildings

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Historic Buildings

HISTORIC BUILDING DATA

The city has a wealth of historic buildings downtown and 50% of those buildings are either vacant or under-utilized. To protect these community treasures and turn them into adaptive re-use, city staff has a proposal for a Downtown TIF Plan ready for City Council to review. It will be the City Council's decision to adopt this or a similar TIF proposal in order to establish a Downtown TIF District to help rehabilitate downtown's aging building inventory.

By establishing a Downtown TIF Plan, the primary tool would be a façade improvement program which would be funded by the TIF. The façade improvement program would provide private property owners with financial assistance to improve their building façades, which would also greatly improve the streetscape downtown. The city has already improved the public domain, and the streets and sidewalks along Felix Street. This makes approval of a Downtown TIF Plan vitally important to completing the comprehensive redevelopment of the Felix Street corridor and further establishing this area's identity as Downtown's entertainment district.



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Historic Buildings

The plans of the city that specifically recommend the use of TIF for downtown building improvements are:

- The Downtown Master Plan (2000)
- The Downtown Precise Plan (2001)
- The City of St. Joseph Land Use Plan (2005)
- St. Joseph Missouri: A Comprehensive Development Strategy for the Riverside Corridor and Development Framework for the City of St. Joseph (the "ULI Plan") (2006)
- St. Joseph Revitalization Analysis: Mead/WestVaco Reuse & Downtown Retail/Entertainment Strategies (2007)

The redevelopment program and corresponding redevelopment projects are intended to alleviate those conditions that qualify the area as a "blighted area" in order to facilitate the economic revitalization of the area. The city will serve as "master developer," coordinating the redevelopment program and the redevelopment projects. Redevelopment activities include redevelopment of individual buildings and multiple properties as well as the use of TIF funds for programs to assist local businesses, homeowners, residents, and property owners through grant, loan, or other programs to assist redevelopment and rehabilitation activities throughout the area. These redevelopment activities will be funded from TIF revenues deposited into a "special allocation fund." The city will adopt guidelines for the use of TIF revenues to assist with these redevelopment activities.



“Creating a vibrant downtown by providing an environment in which businesses feel welcome to locate.”



DOWNTOWN

Job Creation

III

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Job Creation





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Private Investment

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Private Investment





DOWNTOWN

Council Consideration

III

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Council Consideration

COUNCIL CONSIDERATION AND STAFF RECOMMENDATION

Based on various surveys, staff work, and consultant studies, all of this information identified three main goals needing City Council approval to continue efforts towards downtown redevelopment. To continue working with the information we have compiled to date on achieving council's goal of downtown redevelopment, staff needs direction from council on these three items:

- TIF Plan / Entertainment District
- Community Improvement District
- Convention Center/Hotel Strategic Plan



DOWNTOWN

Council Consideration

TIF PLAN / ENTERTAINMENT DISTRICT

The state's consultant, PGAV, has recommended that the city create a TIF District for all of downtown in order to stimulate private investment downtown. The TIF District would be divided into four separate districts with the first district to be activated being the entertainment district. The city has a draft of the TIF Redevelopment Plan ready for adoption, should the City Council choose to establish a TIF District in downtown.

By establishing the TIF Plan, the city would be activating the Redevelopment Project Area One or entertainment district. The focus of the Redevelopment Project Area One is the comprehensive redevelopment of Felix Street, and the establishment of this area as the entertainment district. The primary tool is a façade improvement program which would be funded by the TIF. The façade improvement program will provide private property owners with assistance for improving their building facades, which would also greatly improve the streetscape along Felix Street. The city has already put a lot of work into improving the public domain, streets, and sidewalks along Felix Street. The TIF Plan will provide assistance for improvements to private property along Felix Street, and is therefore vitally important to completing the comprehensive redevelopment of the Felix Street corridor, and further establishing this area's identity as Downtown's entertainment district.

ACTION...

The city has a draft of the TIF Plan, it needs only to adopt it and establish the TIF District. Staff is asking City Council for support to finalize the plan for consideration by the TIF Commission.



DOWNTOWN

Council Consideration

COMMUNITY IMPROVEMENT DISTRICT

Implementing a Downtown Community Improvement District (DCID) over the majority of the downtown would impose an additional one-cent sales tax on retail purchases made within its boundaries. Funds raised by the DCID could be used for a variety of public improvements.

The DCID may be used to address downtown parking issues. In particular, many of the recommendations of the city's Parking Plan for Downtown St. Joseph. The (Parking Plan) specifically calls for the creation of a Downtown Community Improvement District to aid in not only the continued financing of the city's annual parking budget, but also to provide revenues for parking regulation improvement and streetscape enhancement.

A CID may be created as either a political subdivision or a nonprofit corporation. It is recommended that the DCID be established as a political subdivision so that it can levy an additional one-cent (1%) sales tax.

City staff recommends the pursuit to discuss such a mechanism with downtown property owners as a way to fund a variety of public improvement projects downtown, including but not limited to parking, safety, and streetscape.

ACTION...

Staff is asking City Council to proceed with working with downtown property owners to gain support for a CID prior to additional consideration.



DOWNTOWN

Council Consideration

CONVENTION CENTER/HOTEL STRATEGIC PLAN

Recognizing that moving forward with the convention center and hotel, as well as various other downtown redevelopment projects, is an expensive proposition, the state's consultant (HSP) would conduct further analysis on project costs, the public financial incentives/mechanisms that are required and are available for assistance in subsidizing or incentivizing the financing of the convention center and hotel, as well as other projects. These financial mechanisms include:

- Missouri Downtown and Rural Economic Stimulus Act (MoDESA)
- Hotel/Motel Tax

HSP's strategic plan would also provide a comparative analysis of other, similarly sized communities that have succeeded with similar developments. HSP will perform this work under contract directly with the City of St. Joseph. The DREAM program sponsors have offered to cover a portion, but not all, of the project costs.

Hunden Strategic Partners, authors of the Convention Center and Hotel Feasibility Analysis, will undertake this planning effort in order to provide more detail regarding the vision and related costs for several major projects currently under consideration by the city. This planning effort is proposed to entail three tasks:

- 1) Establish "Vision" and Related Costs: HSP will work with the Downtown Team to determine what the "Downtown Vision" includes in terms of new development and redevelopment, focusing on generating visual renderings of what the new downtown development will look like and how much it will cost. During this phase, general costs for each project will be determined. This could include costs for:
 - ~The convention center
 - ~Hotel(s)
 - ~The entertainment district
 - ~Parking improvements
 - ~Land acquisition
 - ~Façade improvements
 - ~Streetscape improvements

The city will also be provided with visual renderings of what the new downtown could look like, from both aerial and street-level perspectives.



DOWNTOWN

Council Consideration

CONVENTION CENTER/HOTEL STRATEGIC PLAN CONTINUED...

- 2) Determine Funding Sources: Once the costs are established, the analysis will focus on sources of funding to finance the vision. HSP will take a block-by-block approach to determine the size and shape of the districts that would need to be established in order to generate the revenues to pay for the vision. This would include MoDESA, TIF, CID, and others, as appropriate. This will be the most interactive and intense portion of our work and deliverables will include maps and drawings of the various districts that are determined.
- 3) Comparison Case Studies: Part of understanding the power of vision, leadership, and action related to this type of undertaking is seeing the success and failure stories of other similar cities. HSP's analysis will show how other cities with downtowns like St. Joseph's have been transformed by the very process upon which we now hope to embark if the City Council agrees to pursue this project. The analysis will show what steps were taken and how obstacles were overcome to make the vision of other cities a reality. The analysis will also give information on cities that have not taken action and describe the current state of affairs and the impact on the local community.

This work will be completed by HSP with assistance from PGAV. The lump-sum fee for HSP and PGAV's work, which includes expenses, is \$49,000. HSP's portion is \$45,000, and is to be billed in monthly increments of \$15,000 per month, during the process, directly to the city. PGAV's fees (\$4,000) will be covered by the DREAM initiative. The DREAM program sponsors have offered to fund \$22,500 of this task's costs. The city will need to fund \$26,500 of the total \$49,000 project cost.

ACTION...

Staff is asking City Council to fund the city's portion of this project cost from Riverboat Gaming Funds to continue work on the study prior to council considering overall project.



DOWNTOWN

Council Consideration

SUMMARY

In order to continue working towards revitalizing downtown, the city must now take the next steps to maintain the positive momentum downtown is currently experiencing. The result of taking the next three important steps identified in this document will assist the city in realizing a successful downtown revitalization. All steps are important and not one step will be an end-all, cure-all for downtown. This City Council has identified downtown redevelopment as a goal that will help to revitalize the downtown area and the entire community as well. Being awarded the DREAM designation from the Governor solidified this council's commitment to this goal. The state has a three-year commitment to St Joseph as part of the DREAM initiative and the city has a three-year commitment to the state that we will work to implement the plans and objectives that resulted from the surveys and reports submitted by the state's consultants.

What is the potential result?

Implementation of these three items will result in the realization of the ten items identified earlier. As the city has learned in the past, accomplishing just one project, or one portion of the entire plan, does not necessarily result in the changing of downtown or ensure its success. All ten items must be realized to help in the revitalization of downtown. Striving to create a market for a convention center and additional hotel rooms to serve such a facility, to implement a downtown TIF District, and to create a Downtown Community Improvement District will take this city in a positive direction and will help accomplish City Council's goal of downtown redevelopment.

Agreeing to consider the creation of a TIF District, Community Improvement District, and further analysis of a convention center/hotel concept will fulfill our promise to the state of our commitment to them as well as our commitment to the community.





DOWNTOWN

Appendix

IV

Section

HOUSING

**ENTERTAINMENT
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DOWNTOWN

Accomplishments To Date

ACCOMPLISHMENTS TO DATE

With the support of the community, City Council, and state representatives, St Joseph has accomplished multiple action items over the last five years. These “smaller projects” make up significant steps towards accomplishing the larger goal of downtown redevelopment. Below is a listing of accomplishments:

- ✓ Work with state to revise Hotel/Motel Tax
- ✓ Moratorium on number of bars
- ✓ Property inventory list
- ✓ Quiet Zone
- ✓ Hotel/Convention Center Study
- ✓ DREAM initiative
- ✓ Universal Guardian Expansion
- ✓ Downtown Master Plan
- ✓ Downtown property inventory
- ✓ Downtown parking
- ✓ Implementation of Retail Strategy Report
- ✓ Downtown Precise Plan
- ✓ Establish incentives to stimulate private investment
- ✓ Uptown St. Joseph Project
- ✓ Target Marketing Plan
- ✓ Streetscape Project
- ✓ Public use of private sidewalks
- ✓ Change one way streets and signalized intersections
- ✓ Downtown signage
- ✓ Revised Building Code
- ✓ Alley updates
- ✓ Housing Study
- ✓ Downtown parking contracts
- ✓ Holiday Inn TIF



DOWNTOWN

Downtown Involvement

DOWNTOWN INVOLVEMENT

- ~City of St. Joseph
- ~State of Missouri, Governor Blunt
- ~Missouri Department of Economic Development
- ~Missouri Development Finance Board
- ~Missouri Housing Development Commission
- ~PGAV – Planning Consultant
- ~UNICOM-ARC – Research Consultant
- ~Hunden Strategic Partners- Hotel/Convention Planner
- ~St Joseph DREAM Team
- ~Downtown Team
- ~Chamber of Commerce
- ~Downtown Partnership
- ~Convention & Visitors Bureau
- ~Missouri Western State University
- ~St Joseph residents/business owners



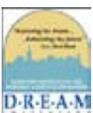
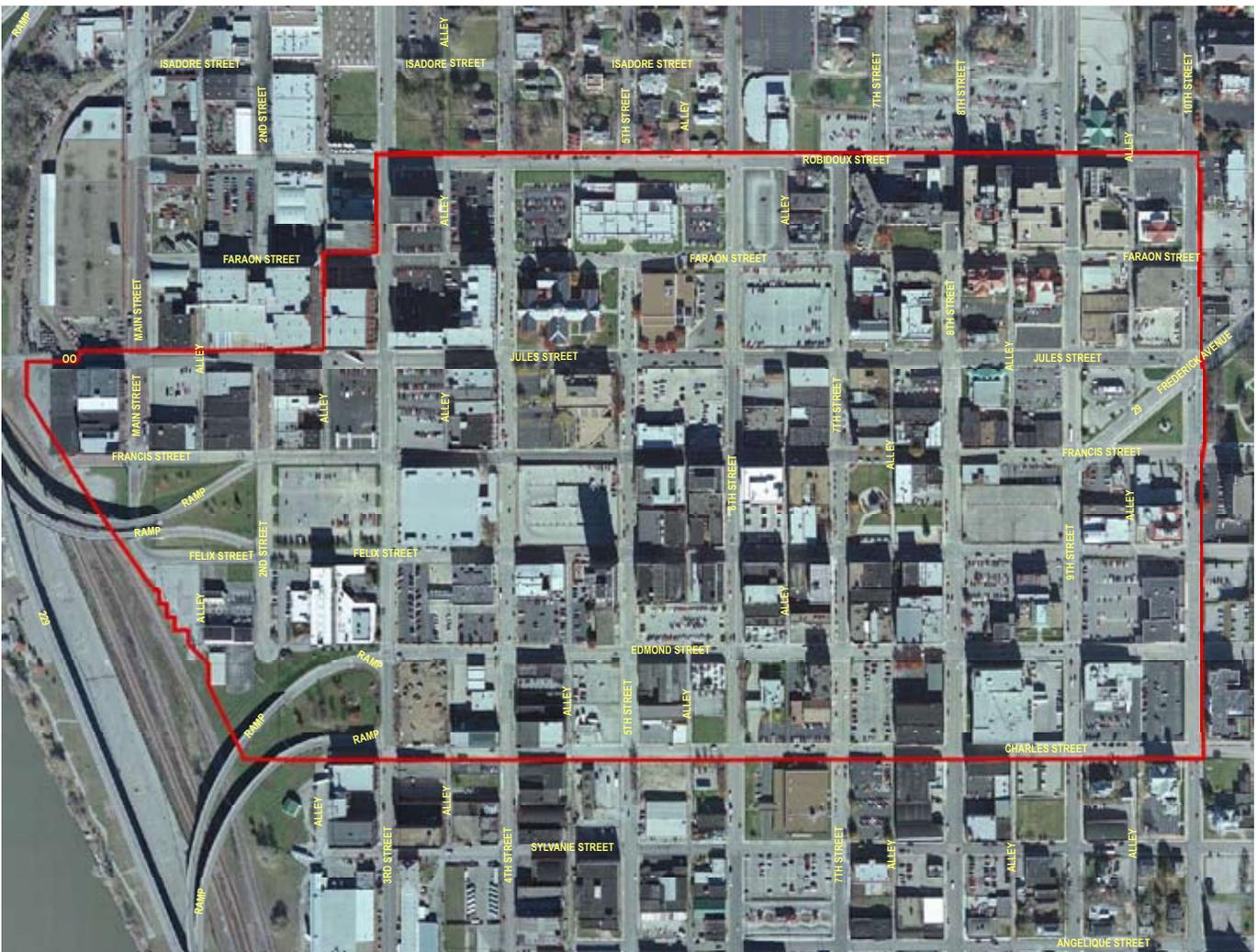
DOWNTOWN *Maps*

Exhibit 1 Boundary Map

Legend

Downtown Study Area
City of St. Joseph, Missouri

 Study Area Boundary



MARCH
2008



DOWNTOWN

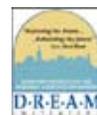
Maps

Exhibit 2 General Land Use

Downtown Study Area
City of St. Joseph, Missouri

Legend

- Commercial
- Mixed Use
- Industrial
- Public/Institutional
- Multi-Family
- Recreation
- Parking
- Vacant
- Study Area Boundary



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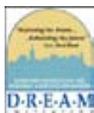
DOWNTOWN *Maps*

**Exhibit 2-a
Mixed Land Use**

Legend

- Commercial/Residential
- Commercial/Public
- Study Area Boundary

Downtown Study Area
City of St. Joseph, Missouri



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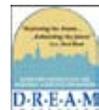
Maps

Legend

- Good
- Fair
- Poor
- Dilapidated
- Study Area Boundary

Exhibit 3 Building Conditions

Downtown Study Area
City of St. Joseph, Missouri



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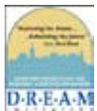
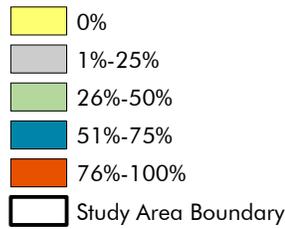
DOWNTOWN

Maps

Exhibit 4 Commercial/Retail Vacancy

Downtown Study Area
City of St. Joseph, Missouri

Legend



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DOWNTOWN

Maps

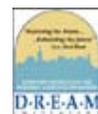
Exhibit 5-a Residential Inventory

Downtown Study Area
City of St. Joseph, Missouri

Legend

- Multi-Family
- Mixed Use
- Study Area Boundary

Mixed Use Properties are those that have commercial, retail or a restaurant on the 1st floor and residential properties on the upper floors. The number of units are labeled on mixed use & multi-family properties



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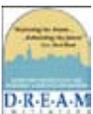
DOWNTOWN *Maps*

Exhibit 6-a Vacant & Parking Lots

Downtown Study Area
City of St. Joseph, Missouri

Legend

-  Parking
-  Vacant
-  Study Area Boundary



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DOWNTOWN

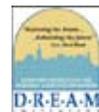
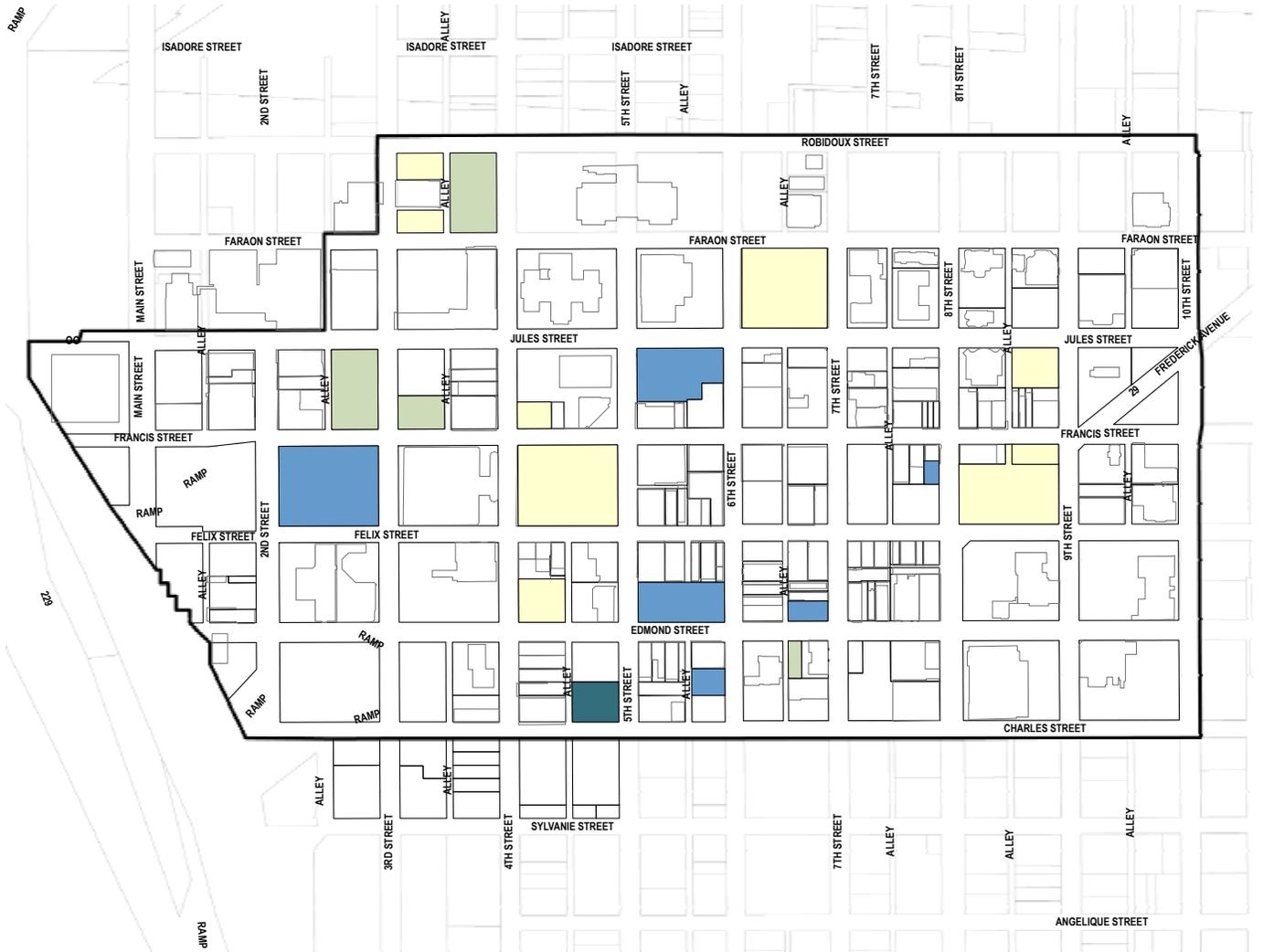
Maps

Exhibit 6-b Parking Lot Conditions

Downtown Study Area
City of St. Joseph, Missouri

Legend

- Good
- Fair
- Poor
- Dilapidated
- Study Area Boundary



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DOWNTOWN *Maps*

Exhibit 6-c Off Street Parking

Downtown Study Area
City of St. Joseph, Missouri

Legend

- # of Off Street Parking Spaces
- Off Street Parking
- ▭ Study Area Boundary



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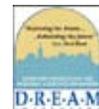
Maps

Exhibit 6-d Off Street Parking Conditions

Downtown Study Area
City of St. Joseph, Missouri

Legend

- Good
- Fair
- Poor
- Dilapidated
- Study Area Boundary



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Maps

DOWNTOWN

Maps

