

AN ADVISORY SERVICES PANEL REPORT

St. Joseph Missouri



Urban Land
Institute

St. Joseph Missouri

**A Comprehensive Development Strategy for the Riverside Corridor
and Development Framework for the City of St. Joseph**

June 18-23, 2006
An Advisory Services Panel Report

ULI—the Urban Land Institute
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About ULI—the Urban Land Institute

The mission of the Urban Land Institute is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to:

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 35,000 members from 90 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partici-

pants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Thanks also go to Lowell C. Kruse, chief executive officer, and Dirck Clark, chief business development officer, Heartland Health; Joe Kneib, vice president, market development, and Kenney Neville, engineer, Herzog Contracting Corp; and

Dr. James Scanlon, president, Missouri Western State University.

Special thanks go to Robert Collins, Collins, Noteis & Associates, whose excellent work preparing source materials made the panel's job clearer and its work more focused.

The panel also would like to thank all of the community members who volunteered their time by sharing their thoughts and experiences during the interview process. This group of more than 60 individuals included government officials, residents, business leaders, and property owners. They provided the panel with valuable information and insights that were critical in the completion of the panel's assignment.

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Foreword: The Panel's Assignment

At the invitation of three major property owners—Heartland Health, Herzog Contracting Corp., and Missouri Western State University (MWSU)—a ULI Advisory Services panel was convened to study the Riverside Corridor of St. Joseph, Missouri. The sponsors own more than 1,100 acres of property in the Riverside Corridor, which is on the eastern urban fringe of St. Joseph. The corridor currently is the home of Heartland Health, the major health care facility for St. Joseph; the corporate headquarters of Herzog Contracting Corp., a national construction and transportation services company; and MWSU, a university with 5,100 students.

The city of St. Joseph is at the center of the sixth-largest metropolitan statistical area (MSA) in Missouri and is 54 miles north of Kansas City, the second-largest MSA in Missouri and the 26th largest in the United States. St. Joseph has had a relatively flat population since the turn of the 20th century. As in many medium-sized cities in the Midwest, the economic drivers of the early 20th century—stockyards, railroads, a brewery—have given way to less well-defined businesses and industries.

During the second half of the 20th century, development in St. Joseph moved east, from the compact downtown area to the north-south Belt Highway corridor. Today, development is moving even farther east, to the Riverside Corridor and along interstate highway 29.

The panel was challenged to develop a plan for the Riverside Corridor that would

- Identify and enhance the full development potential of the corridor;
- Identify appropriate land uses and development strategies; and



Location map.



Regional map.

- Develop a common concept for development that the three sponsors can use for future development decisions.

In a broader sense, sponsors also challenged the panel to make recommendations that would

- Strengthen the economy of St. Joseph;
- Enable St. Joseph and the Riverside Corridor to compete for regional business opportunities in life sciences and other areas; and

The view of the Missouri River from downtown is interrupted by the interstate.



- Create sustainable development for the city and region, promoting thoughtful and coordinated efforts by the sponsors, the city, the business community, and other public and private sector stakeholders.

The panel analyzed and made recommendations on four aspects of the Riverside Corridor:

- Market potential—the area’s current assets and economic base;
- Planning and design—its physical form;
- Development strategies—how real estate development has occurred and might occur; and
- Implementation—tools and techniques for the public and private sectors to work together.

Summary of Recommendations

The panel recommends that St. Joseph adopt a comprehensive approach to leadership, marketing, and economic and social development for the city. This “New Frontiers” approach balances the new development potential in the Riverside Corridor and emerging neighborhoods in the eastern part of the city while refocusing interest and opportunities in the downtown core. Key components of this balancing approach include the following:

- A new strategy for cooperative leadership;
- The Riverside Plaza plan—a near-term plan for the Riverside Corridor and the Heartland, Herzog, and MWSU properties;
- The Cityscape plan—a plan to connect the properties to the rest of the city;
- The Two Rivers plan—a long-term plan for the region;
- An infrastructure plan;
- Programs to stimulate urban infill and downtown revitalization; and
- A focused marketing plan.

Market Potential

St. Joseph is a city in early transition from old-economy traditions to new-economy prospects. Capitalizing on new opportunities is not recent to St. Joseph. It was, indeed, at the cutting edge of information technology in 1860, when the Pony Express changed how the western United States communicated.

Founded as a jumping-off point for the western frontier, St. Joseph continues as a crucial multimodal transportation and distribution hub. Long one of America's centers for agriculture and livestock, St. Joseph is evolving as a focal point for life science advancements. Manufacturing has been a backbone of the economy, and St. Joseph is adapting to global economic changes as an innovator in industrial land and building reuse.

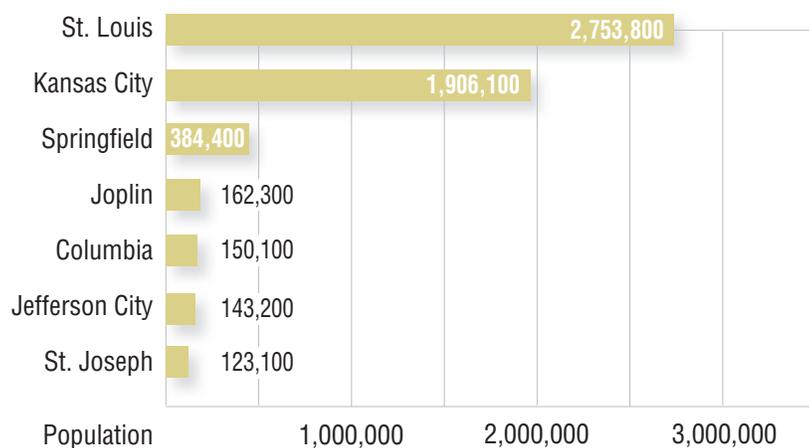
St. Joseph achieved remarkable success in the 19th century as a gateway to the American dream. The city celebrates its historic identity and legacy of the rewards of hard work to this day with its collection of historic buildings.

St. Joseph experienced decades of economic stagnation after this success, as have many of its peer cities. Nevertheless, the enduring legacies of the past survive and provide building blocks for the future of the city. The panel firmly believes that the city is now approaching a new frontier filled with opportunity; defined by global economic potential; and rooted in American ingenuity, enterprise, and commitment.

St. Joseph faces an important challenge. The city can maintain its persistent profile of no growth, expanding into fringe and unincorporated areas while leaving behind empty buildings, depleted tax rolls, and disappointed neighborhoods of people with faded hopes and dreams.

Alternatively, it can emerge into a "New Frontier" of growth, recapturing the vitality of its core and in-town neighborhoods, updating its increasingly outdated commercial "strips," and building well-planned developments in fringe and infill locations. Such a strategy will bolster tax rolls and ensure the city's competitive standing where St. Joseph has special strengths, such as advanced manufacturing and transportation, and where it can convert those strengths to growing sectors, such as life sciences and high technology.

Figure 1
Population of Missouri's Metropolitan Areas: 2003



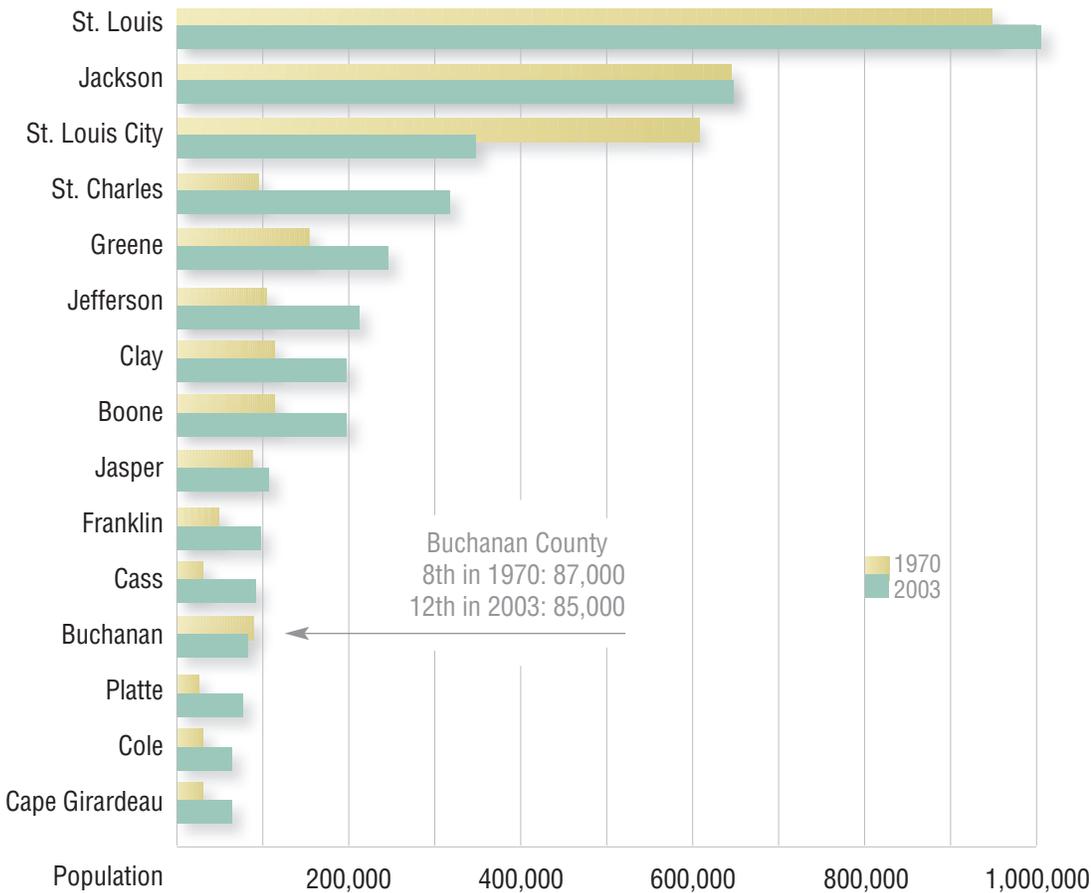
Source: U.S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis.

Demographic Profile

St. Joseph is the sixth-largest city in Missouri with 72,650 residents in 2004, as estimated by the U.S. Census Bureau. It is the seat of Buchanan County and home to 85 percent of the county's population. According to 2003 estimates, the St. Joseph MSA has approximately 123,100 residents; the MSA abuts and is necessarily interdependent with greater Kansas City, the second-largest MSA in the state and 26th largest in the nation with more than 1.9 million residents (see Figure 1).

The St. Joseph MSA encompasses four counties: Buchanan, Andrew, and DeKalb in Missouri; and

Figure 2
15 Most-Populated Missouri Jurisdictions



Source: U.S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis.

Doniphan in Kansas. Buchanan is, by far, the most populated of these four counties with 85,000 residents in 2003, or 69 percent of the MSA. Buchanan County was the 12th-most-populated county in Missouri in 2003 with 84,980 residents (see Figures 2 and 3).

Employment and Income

Most economic data available from state and federal sources are limited to counties or larger geographic areas. Thus, much of the following analysis is county based. Although Buchanan County's population growth has been less than robust in recent decades, its growth rate in employment has

significantly outpaced the state's growth rate since 1999, as discussed below. Jobs in the county totaled 54,360 in 2003, up 7.0 percent between 1998 and 2003, more than three times as fast as in Missouri as a whole. Unfortunately, the county's employment grew at a slower pace than the state's over the prior 30 years. But the most recent trends are more positive and help explain a growing optimism among St. Joseph residents that a crucial corner has been turned in favor of expanding opportunities.

As a result, the ratio of jobs to population in Buchanan County increased from 0.46 in 1970 to 0.64 in 2003 while the ratio in the state increased more slowly from 0.47 in 1970 (almost the

Figure 3
Demographic Snapshot of St. Joseph

| | City of St. Joseph | Metro Area Outside City | Kansas City MSA | State of Missouri | U.S.A. |
|------------------------------------|--------------------|-------------------------|-----------------|-------------------|-------------|
| Population, 2005 | 72,200 | 49,700 | 1,925,300 | 5,800,300 | 295,310,000 |
| Employment, 2005 | 49,700 | 20,300 | 1,135,000 | 3,515,000 | 174,000,000 |
| Age of Residents | | | | | |
| Less than 25 years old | 35.7% | 33.2% | 35.1% | 35.1% | 35.3% |
| 25 to 50 years old | 35.1% | 36.9% | 38.6% | 36.1% | 37.4% |
| Over 50 years old | 29.2% | 29.9% | 26.3% | 28.8% | 27.3% |
| Median age | 35.6 | 37.8 | 35.2 | 36.1 | 35.3 |
| Educational Attainment | | | | | |
| Less than high school | 19.1% | 18.0% | 13.5% | 18.7% | 19.6% |
| High school | 37.0% | 41.1% | 28.9% | 32.7% | 28.6% |
| Some college | 22.9% | 21.2% | 23.9% | 21.9% | 21.1% |
| Associate and/or bachelor's degree | 15.3% | 15.3% | 24.3% | 19.1% | 21.9% |
| Graduate degree | 5.7% | 4.4% | 9.4% | 7.6% | 8.8% |
| Median Household Income | \$33,100 | \$38,300 | \$46,200 | \$38,400 | \$42,700 |
| Median Housing Value | \$69,600 | \$78,700 | \$103,100 | \$87,300 | \$112,500 |
| Ratio: Income to Value | 2.10 | 2.05 | 2.23 | 2.27 | 2.63 |
| Homeownership Rates | 64.9% | 79.0% | 68.2% | 70.3% | 66.2% |

Source: U.S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis.

Figure 4
Strongest Job Sectors: Location Quotients Compared with the United States

| Economic Sector | Buchanan County | St. Joseph Metro | State of Missouri | Plains States |
|-----------------------------------|-----------------|------------------|-------------------|---------------|
| State Government | 1.93 | 2.13 | 1.06 | 1.01 |
| Wholesale Trade | 1.42 | 1.32 | 1.00 | 1.04 |
| Manufacturing | 1.34 | 1.15 | 1.02 | 1.09 |
| Utilities | 1.26 | 1.26 | 1.01 | 1.07 |
| Farm Proprietors Employment | 1.25 | 3.57 | 2.43 | 2.80 |
| Health Care and Social Assistance | 1.22 | 1.05 | 1.01 | 1.06 |
| Administrative and Waste Services | 1.13 | 0.97 | 0.82 | 0.78 |
| Retail Trade | 1.08 | 1.04 | 1.02 | 1.03 |

Source: U.S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis.

same as in Buchanan County) to 0.61. Clearly, the county has become a much more important employment center, attracting a larger and larger workforce. Meanwhile, income per job (after removing the effects of inflation) increased by a whopping 53.4 percent between 1970 and 2003.

A significant opportunity for St. Joseph and Buchanan County that also emerges from these data is to attract more members of the growing labor force to reside in the city. Although population has not grown, employment has. So a large portion of the “new” workforce does not live in the city.

Recent trends, therefore, suggest that the St. Joseph–area economy has turned something of a corner toward increasing prosperity and net growth after many years of sluggishness. Identifying the sources of these strengths is now important so that the area can capitalize on them.

Location Quotients

One way to evaluate a region’s relative economic strength is to compare it to the U.S. economy as a whole. A classic analytical tool is the location quotient (LQ), which compares the percentage of, for example, employment in major economic sectors for the St. Joseph area to the percentages in the same sectors for the United States. An LQ of 1.0 indicates that the St. Joseph–area economy has the same percentage of jobs in that sector as the United States. An LQ of less than 1.0 suggests that St. Joseph has relatively less strength in that sector; whereas a quotient of greater than 1.0 indicates a sector of strength—typically noted as an “export” sector that produces goods or services in excess of the local demand.

Figure 4 compares the percentage of jobs in those economic sectors where Buchanan County exceeds 1.0, using the average number of jobs between 2001 and 2004. The table also shows the LQs for the whole metropolitan area, the state of Missouri, and the combination of all the Great Plains states.



The Heartland Regional Medical Center is an economic engine in St. Joseph.

State government rates well, with 1.93 for the county and 2.13 for the metropolitan area primarily because of the jobs at MWSU and state prison facilities. But state government jobs for the state as a whole are closer to 1.0, an indicator that such jobs are not overly represented in the entire state. Thus, St. Joseph is very successful at attracting state dollars, along with student tuition dollars, to generate multiplier effects in the region. Wholesale trade and manufacturing sectors score well because St. Joseph remains a center of such economic activity. Likewise, farm employment is a strong area, particularly outside Buchanan County. Retail trade, however, although scoring higher than 1.0, is very close to 1.0, indicating that it directly serves the regional economy.

More-detailed data for LQs are available for the personal income produced by various economic sectors. In this case, overall manufacturing scores in about the middle (with an LQ of 1.52), but within that sector, paper manufacturing scores highest of all with 4.52. The presence of Mead and Stone Container gives this sector an LQ indicating that the St. Joseph–area economy is both more dependent on paper manufacturing than on any other sector in producing personal income and a national leader in producing paper products.

Also quite strong is the amusement, gambling, and recreation sector, represented most notably in St. Joseph by Frontier Casino. However, this sector is less than 1.0 statewide, indicating that it is not very important for the state as a whole despite its importance for selected areas of the state.

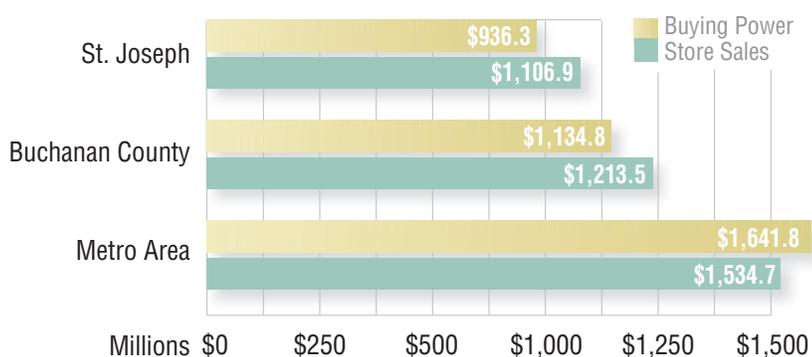
Food manufacturing ranks third, not surprising with St. Joseph’s long association with food pro-

Figure 5
St. Joseph–Area Retail Buying Power and Sales: 2005

| Jurisdiction | Population | Households | Retail Demand (Buying Power) | Local Stores Retail Sales | Retail (Gap) or Surplus |
|--------------------|------------|------------|------------------------------|---------------------------|-------------------------|
| City of St. Joseph | 72,200 | 28,300 | \$936,332,000 | \$1,106,906,000 | \$(170,574,000) |
| Buchanan County | 84,500 | 33,000 | \$1,134,781,000 | \$1,213,459,000 | \$(78,678,000) |
| St. Joseph MSA | 122,700 | 46,700 | \$1,641,789,000 | \$1,534,727,000 | \$107,062,000 |

Source: Claritas, Inc.

Figure 6
St. Joseph–Area Retail Buying Power vs. Store Sales: 2005



Source: Claritas, Inc.

cessing, both from crops and livestock. Subsets of manufacturing then show up quite strongly with fabricated metal products, machinery manufacturing, and chemicals. The latter sector includes companies involved in pharmaceutical production. The ULI panel received information that St. Joseph companies produce about 40 percent of the nation’s animal pharmaceuticals, which is also an important subsector of the life sciences industry.

Retail trade, again, shows up with a personal income LQ greater than 1.0 (1.22), indicating the county’s importance as a regional shopping destination. But certain retailers score even higher than retailing in the aggregate, most notably gasoline stations (with an LQ of 2.09); St. Joseph is an important link in the transportation network of the nation, especially in trucking, and it is able to capture a large share of the nation’s gasoline sales as a result. Also scoring strongly in the retail sector are health and personal care (drug) stores; home improvement stores; miscellaneous stores, an indicator of the diversity of offerings in St. Joseph; and food services and drinking places (i.e., restaurants and bars), also an indicator of the attractions of St. Joseph for entertainment.

Retail trade has been a critical driver of improved economic conditions in St. Joseph, but further expansion at such a scale is unlikely and should not be a primary target. Perhaps best represented by the new development along the St. Joseph urban fringe, the Shoppes at North Village, many retail dollars have been attracted back to St. Joseph rather than “leaked” to the Kansas City area now that the diversity of retail stores has markedly increased. Recent data available from Claritas, Inc., a highly respected monitor of retail trends throughout the nation, indicate that both St. Joseph and Buchanan County generated much more in sales than their own populations could support (see Figures 5 and 6). This trend, of course, is healthy for a regional hub like St. Joseph, but expanding much beyond that surplus of supply becomes increasingly difficult. The entire metropolitan area, somewhat to the contrary, shows a surplus of buying power over sales, but this surplus is almost certainly “absorbed” by shoppers going into St. Joseph.

Commuting Patterns: St. Joseph and Kansas City

Another indication of the relative economic strength of Buchanan County as well as its interdependency on greater Kansas City is the pattern of commuting for employment that was last measured during the 2000 U.S. Census. The census counts the number of commuters who live in one county and commute to jobs in another. Figure 7 shows these counts for Buchanan County.

To read the table, look first at the column titled “To Buchanan County,” which indicates the inflow of commuters from other counties to jobs they hold in Buchanan County. Thus, for instance, 4,770 residents of Andrew County commute to Buchanan County for work. While Figure 7 shows numbers for 2000 that have not been updated to 2006, more-recent data indicate that jobs have increased in Buchanan County, thus potentially increasing the

Figure 7
Commuting to and from Buchanan County: 2000

| Counties | Number of Commuters to Buchanan County | Number of Commuters from Buchanan County | Net Inflow |
|-----------------------------------|--|--|----------------|
| St. Joseph MSA | 39,864 | 34,215 | 5,649 |
| Buchanan | 32,889 | 32,889 | — |
| Andrew | 4,770 | 403 | 4,367 |
| DeKalb | 1,079 | 161 | 918 |
| Doniphan | 1,126 | 762 | 364 |
| Kansas City MSA | 1,939 | 3,385 | (1,446) |
| Platte | 519 | 1,141 | (622) |
| Clay | 253 | 501 | (248) |
| Jackson | 128 | 752 | (624) |
| Wyandotte | 18 | 283 | (265) |
| Johnson | 106 | 318 | (212) |
| Clinton | 769 | 214 | 555 |
| Leavenworth | 26 | 114 | (88) |
| Caldwell | 74 | 50 | 24 |
| Cass | — | 12 | (12) |
| Ray | 12 | — | 12 |
| Linn | 13 | — | 13 |
| Miami | 21 | — | 21 |
| Other Significant Counties | 903 | 635 | 268 |
| Atchison, Kansas | 254 | 461 | (207) |
| Nodaway | 223 | 126 | 97 |
| Holt | 426 | 48 | 378 |
| All Others | 826 | 284 | 542 |
| Total | 43,532 | 38,519 | 5,013 |

Source: U.S. Census 2000.

rate of commuting into the county. The importance of the information is not so much the absolute numbers themselves but the relative proportions compared to total commuting. (Community flow data are available only at the county level. Moreover, the data are available only for counties representing at least 0.5 percent of commuters.)

The next column, “From Buchanan County,” shows the number of Buchanan County residents who are commuting to other counties for work. Thus,

403 Buchanan residents commute to Andrew County, effectively passing the 4,770 Andrew County residents going the other direction. The net inflow to Buchanan County, therefore, is 4,367 when compared with Andrew County. Buchanan County residents who stay within the county for work comprise the largest overall number at 32,889.

Within the four-county St. Joseph MSA, Buchanan County is the net gainer during the workday, with

5,649 more commuters from the St. Joseph area coming into the county than going out to jobs in the other three counties. Something of the opposite effect takes place between Buchanan County and the counties of the Kansas City metropolitan area. On a net basis, 1,446 more Buchanan County residents *leave* the county for jobs in the Kansas City MSA than the number of Kansas City MSA residents commuting to Buchanan County. Indeed, 3,385 Buchanan County residents are employed in the Kansas City area. The residential quality of life for these people appears to be quite acceptable in the St. Joseph area, but they are unable to find appropriate work closer to home. This fact suggests that a sizable labor force might be attracted to “stay home” if good jobs are created in St. Joseph.

A “net loss” also occurs with Atchison County, Kansas (which is in neither the Kansas City nor the St. Joseph MSA), whereas notable net gains occur in the flow of commuters to Buchanan County from Clinton and Holt counties (555 and 378, respectively). Because the St. Joseph and Kansas City MSAs are contiguous, cross-commuting is always likely to take place, but more job opportunities in St. Joseph might shape the net exchange more favorably for St. Joseph.

Employment Projections

Every two years, the U.S. Department of Labor prepares ten-year employment projections for the nation in cooperation with the states. States, in turn, prepare their own projections based on the national model but are usually a year behind the national projections. These state projections are useful indicators of the consensus view on job growth by economic sector.

In Missouri, the current projections are for the period 2002 to 2012, and they are available for ten regions of the state, rather than by county. The St. Joseph MSA is part of the Northwest region, which includes not only the three counties on the Missouri side of the MSA but also another 15. National projections are currently available for the period 2004 to 2014. The following discussion focuses on the state data for the Northwest region

but qualifies the findings with reference to national trends.

“Trend” is the key factor here. Most of the projected employment by sector for any level of geography is based heavily on historic trends. Thus, the projections for the Northwest region should not be viewed as “the way it’s going to be” but, instead, as guides to the future if no changes are made in policy decisions or no major economic shocks occur. If the future does not seem as robust or high quality as local policy makers would like it to be, changes in local economic development and related strategies should be instituted to alter the course of actual job growth.

Projections for the Northwest region are tabulated in Figure 8. The table shows the fastest-growing sectors in terms of numbers of jobs that would be added (top half of the table) and in terms of the rate of growth (bottom half). Some fast-growing sectors, however, were left off the table if they are projected to produce very small numbers of new jobs, even though their rates of growth might be high.

The 18-county Northwest region had 113,850 wage and salary jobs in 2002, with 118,650 projected by 2012, which would be 4,800 more jobs, or an increase of 4.2 percent for the decade. Buchanan County had 46,930 wage and salary jobs in 2000, or 41 percent of the region’s total. (There were also about 7,260 non-wage and salary jobs in Buchanan County in 2002, or about 13 percent of the county’s total employment of 54,190.) Thus, Buchanan County would likely capture about 41 percent of the region’s overall growth, although indicators suggest that, in fact, jobs are becoming more concentrated within Buchanan County because of the decline in rural enterprises. Still, for the purposes of this discussion, 41 percent is the assumption.

On that basis, Buchanan County should experience a net gain of some 1,980 wage and salary jobs between 2002 and 2012. In reality, by 2004, wage and salary employment had already increased by 550 jobs in Buchanan County to 47,475, or about 28 percent of the projected ten-year growth in just two years. (Based on national projections for 2002 to 2012, the nation as a whole is also ahead of

Figure 8
Northwest Missouri Employment Projections by Selected Sectors: 2002–2012

| Fastest Numerical Growth | 2002 | 2012 | Added | Percentage Change |
|---|----------------|----------------|--------------|--------------------------|
| Health Care and Social Assistance | 12,529 | 14,163 | 1,634 | 13.0% |
| Administrative and Waste Services | 3,697 | 5,103 | 1,406 | 38.0% |
| Educational Services | 9,941 | 10,897 | 956 | 9.6% |
| Elementary and Secondary Schools | 8,018 | 8,789 | 771 | 9.6% |
| Food Services and Drinking Places | 6,320 | 6,935 | 615 | 9.7% |
| Accommodation and Food Services | 6,936 | 7,545 | 609 | 8.8% |
| Retail Trade | 11,955 | 12,564 | 609 | 5.1% |
| Employment Services | 1,538 | 2,131 | 593 | 38.6% |
| Hospitals | 4,565 | 5,121 | 556 | 12.2% |
| General Merchandise Stores | 3,003 | 3,542 | 539 | 17.9% |
| Animal Slaughtering and Processing | 1,967 | 2,480 | 513 | 26.1% |
| Other Services, Excluding Public Administrative | 4,494 | 4,998 | 504 | 11.2% |
| Business Support Services | 1,207 | 1,672 | 465 | 38.5% |
| Food Manufacturing | 2,991 | 3,431 | 440 | 14.7% |
| Social Assistance | 1,569 | 2,005 | 436 | 27.8% |
| General Medical and Surgical Hospitals | 3,344 | 3,751 | 407 | 12.2% |
| Fastest Rates of Growth | | | | |
| Support Activities for Transportation | 61 | 94 | 33 | 54.1% |
| Plastics and Rubber Products Manufacturing | 260 | 385 | 125 | 48.1% |
| Investigation and Security Services | 142 | 197 | 55 | 38.7% |
| Employment Services | 1,538 | 2,131 | 593 | 38.6% |
| Services to Buildings and Dwellings | 555 | 769 | 214 | 38.6% |
| Business Support Services | 1,207 | 1,672 | 465 | 38.5% |
| Administrative and Waste Services | 3,697 | 5,103 | 1,406 | 38.0% |
| Agricultural Chemical Manufacturing | 184 | 243 | 59 | 32.1% |
| Chemical Manufacturing | 935 | 1,234 | 299 | 32.0% |
| Pharmaceutical and Medicine Manufacturing | 598 | 789 | 191 | 31.9% |
| Total, All Industries | 113,852 | 118,650 | 4,798 | 4.2% |

Source: Missouri Economic Research & Information Center.



An industrial park, the Mitchell Woods Business Park is located in the southeastern portion of the study area.

pace. The rate of job growth in the United States was quite sluggish after the 2001 recession but has accelerated nationwide since those projections. St. Joseph appears to be a beneficiary of this quickened pace.) On a straight-line basis (equal increases each year for ten years), the county was ahead of schedule in 2004 because it should have added 20 percent of the projected growth over the first two years of the projection period. The panel expects St. Joseph and Buchanan County to be able to at least maintain this accelerated pace going forward if the “New Frontiers” approach is embraced.

Assuming that the local job market will now reflect a greater ability to accelerate, the pace of job growth potential in St. Joseph and all of northwest Missouri should continue to gather speed. The key for St. Joseph will be to capture a larger share of those jobs, especially higher-paying jobs, by attracting new business and expanding the current employer base. A key question, then, is what kinds of jobs should be expected?

Location Quotients and Job Projections

When compared to the national economy, a real strength of the St. Joseph-area economy is in health care jobs. Figure 8 indicates that the health care and social assistance sector is projected to add more than 1,600 jobs over ten years in north-

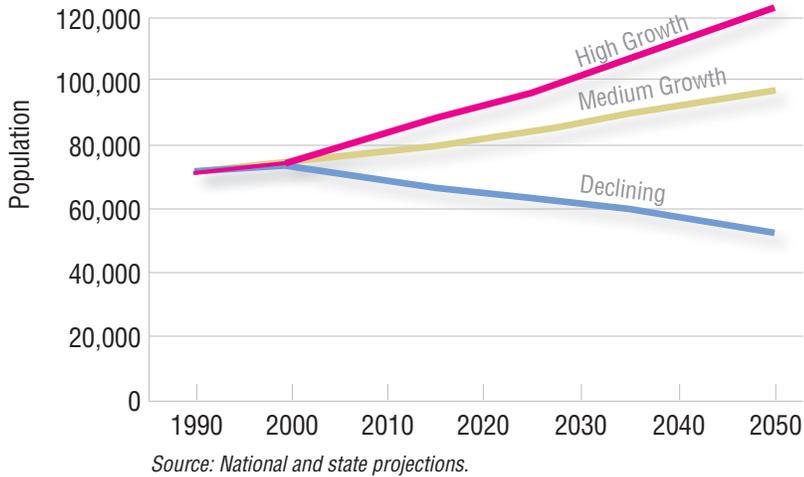
west Missouri. The location quotients also indicate that St. Joseph, itself, has a stronger health care LQ than the rest of the region, so St. Joseph can reasonably be expected to attract the lion’s share of these new jobs.

The manufacturing sector has a relatively high LQ in St. Joseph of 1.34. Figure 8 indicates that several manufacturing subsectors will be among the fastest growing—animal slaughtering and processing, food manufacturing, plastics and rubber products manufacturing, and agricultural chemical and pharmaceuticals manufacturing. Food and chemical sectors are closely tied to advances in life sciences, so St. Joseph should be sure to emphasize these strengths as it pursues economic development resources in the future and targets its marketing to life sciences companies.

Nevertheless, the U.S. manufacturing sector as a whole is projected to lose about 1 percent of its jobs each year between 2002 and 2012, or 10 percent over the decade. According to William Ward in the winter 2006 *Economic Development Journal*, the principal culprit in this decline is productivity improvement in manufacturing plants with a small effect from overseas job shifts. A few subsectors at the national level, however, are expected to add jobs. St. Joseph is in a good position to capture some of that growth.

- The nation’s food manufacturing subsector is expected to grow by 0.5 percent per year, the animal food subsector by 0.2 percent per year, and the animal slaughtering and processing subsector by 1.5 percent per year. Each of these subsectors has direct relevance in St. Joseph. Indeed, the current construction of the \$140 million Triumph Foods pork-processing plant in the stockyards area is a manifestation of the value that the St. Joseph area brings to this industry. Triumph could employ as many as 2,000 within a couple of years.
- The bakery and tortilla manufacturing subsector and the “other” food manufacturing subsector are each projected to add 0.3 percent more jobs nationally.
- Consistent with the positive projections in the St. Joseph area for the lumber industry, na-

Figure 9
St. Joseph–Area Population Projection Scenarios:
Average Annual Growth Rates



United States will have about 420 million residents in 2050, up 43 percent from 2004. The nation's 2030 population will be about 364 million, up 24 percent from 2004. Missouri's population for 2030 is projected to be 6.4 million in 2030, up 12 percent from 2004, for about half the national growth rate.

The panel studied trends of St. Joseph's population changes since 1990 compared to national changes. Unfortunately, if the same patterns persist into the future, St. Joseph's population will decline by about 20,000 by 2050 because the city's population has seen a general downward slide even as the nation's has been growing slowly.

The panel believes, however, that St. Joseph is poised for more aggressive growth if public and civic policies are instituted to achieve the planning and economic objectives outlined in this report. A great deal of the state's growth is and will be focused on urban and suburban centers as rural communities unfortunately continue to struggle.

St. Joseph is, for all intents and purposes, the urban capital of northwest Missouri. With its adjacency to metropolitan Kansas City and its proximity to the growing economy of greater Omaha, Nebraska, St. Joseph should strive to become an ever more important center of high-quality residential living and high-value economic growth. This scenario would increase St. Joseph's population by about 50,000 between 2006 and 2050.

Planning and Design

The panel's direct charge was to develop a plan for the Riverside Corridor on the eastern urban fringe of St. Joseph, including the 1,200 acres controlled by Heartland Health, Herzog Contracting Corp., and Missouri Western State University. As the panel began to consider the study area, panel members quickly realized that the properties constitute such a sizable portion of the St. Joseph MSA that they had to consider the planning and design of the entire region for the plan and design of the study area to make sense.

The panel members also recognized the potential negative effect that development in the 1,100-plus acres could have on the historic city areas if the larger view were ignored. The panel sponsors—and the 60-plus stakeholders the panel interviewed—consistently told the panel that they supported the future development of the Riverside Road corridor, but only inasmuch as its development did not detract from the revitalization of other parts of the city.

The panel divided its planning and design work into three levels of analysis:

- The Riverside Plaza plan—a near-term plan for the Riverside Corridor and Heartland, Herzog, and MWSU properties;
- The Cityscape plan—a plan to connect the properties to the rest of the city; and
- The Two Rivers plan—a long-term plan for the region.

Riverside Plaza Plan

First, the panel looked at the Riverside Corridor and the properties owned by the advisory panel's sponsors: Heartland, Herzog, and MWSU. The panel has named the resulting plan the Riverside Plaza plan.

The plan focuses future development in the Riverside Corridor at the intersection of Faraon Street and Riverside Road, with Riverside projected to be extended into a loop arterial connection circulator between I-229/29 to the south and I-29/71 to the north.

Focusing development around the intersection of Faraon and Riverside allows the crossroads to become an icon of sorts on the east side of St. Joseph. It also provides for an integrated mix of land uses that holds the potential of becoming a pedestrian-friendly development where people can walk between various destinations. In the aggregate, the “plaza” would be a full multiuse center, including integrated medical, research, education, business, retail, recreation, and diverse housing products. Such a plaza configuration would be a welcome change from the predominantly automobile-dependent design of the developments of Belt Highway and the Shoppes at North Village.

Riverside Plaza also could become a much-needed focused development to help serve not only Heartland Health and its staff and clients but also MWSU and its faculty, students, and staff.

Going west from Riverside Plaza, each of Faraon Street and Frederick Avenue, enhanced with additional landscaping, would serve as the primary east-west routes through the city to and from downtown St. Joseph.

Going beyond the plaza, the layout of the proposed pedestrian, street, and greenway framework of Riverside Corridor allows maximum flexibility for future development. The plan permits a variety of land uses adjacent to the plaza in a number of possible sequences over the next 50 years or more.

The Riverside Plaza plan conforms to Federal Emergency Management Agency regulations and the findings of the St. Joseph Loop Arterial Corridor Location study environmental assessment fac-

Riverside Plaza plan.

Key

Institutional

- 1 Heartland Medical Expansion
- 2 Riverside Plaza
- 3 Research and Development
- 4 Academic Campus
- 5 Herzog Campus
- 6 Low-Scale Office
- 7 Service or Corporate/ University Lease
- 8 Corporate Use

Mixed Use

- 9 Hotel

Residential

- 10 Expanded Residential Neighborhood
- 11 Progressive Housing
- 12 RV Park
- 13 Student Housing
- 14 Married Student Housing

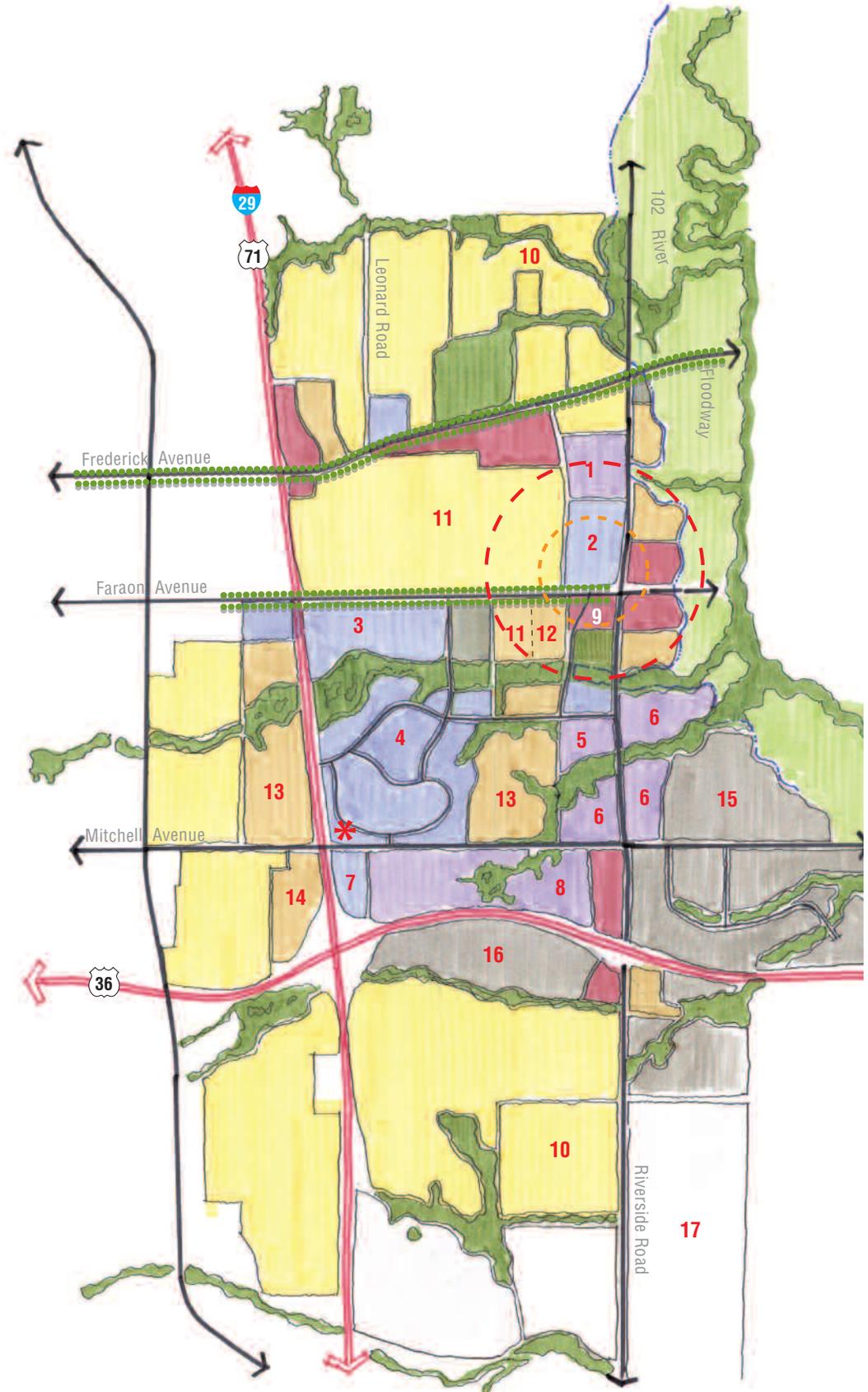
Industrial

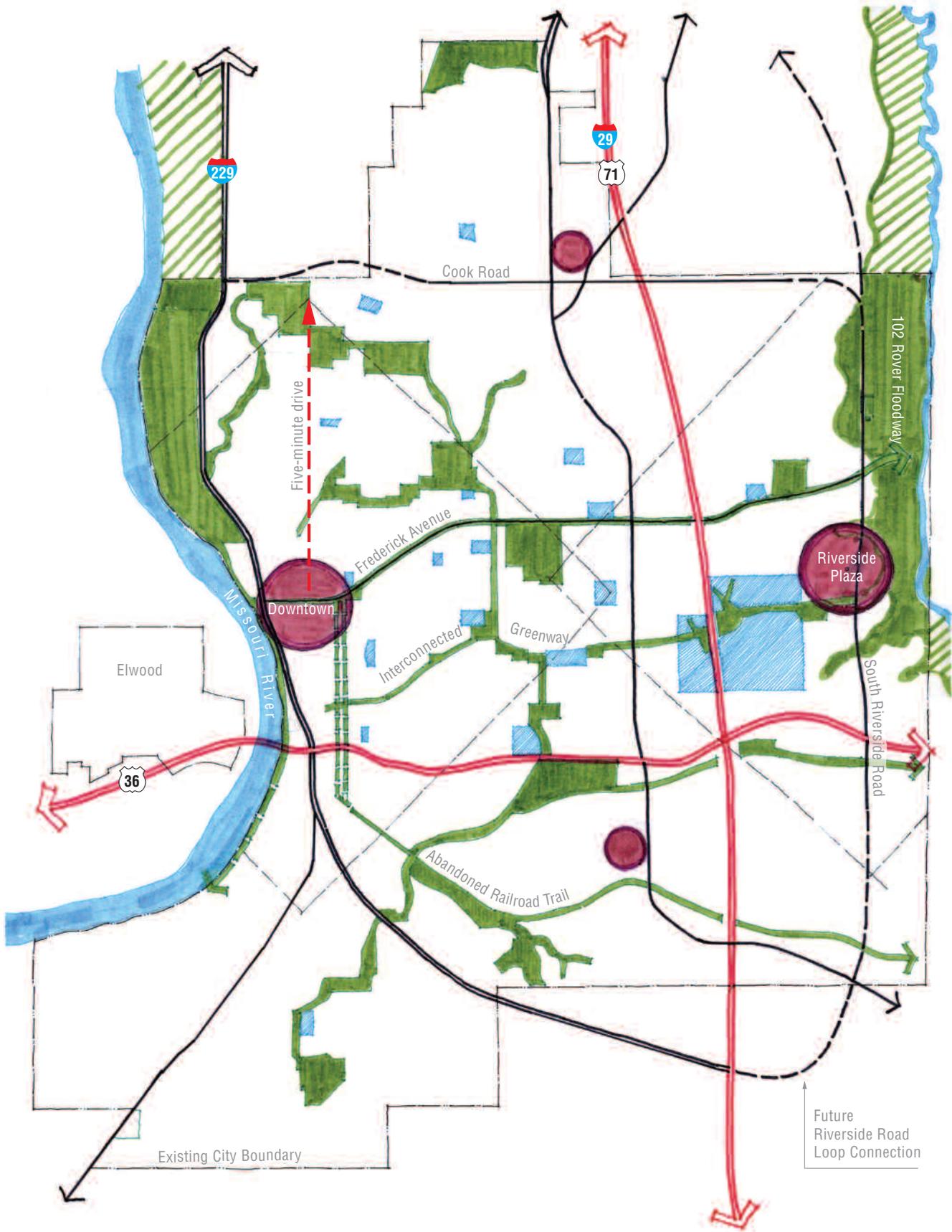
- 15 Mitchell Woods Business Park
- 16 ALTEC
- 17 Concentrated Light/Heavy Industrial

* 20,000 Square-Foot Life Science Incubator Facility

○ Five-Minute Walk

○ 10-Minute Walk





Cityscape plan.

The St. Joseph Park system, including the Riverwalk, is listed on the National Register of Historic Places. Along with the city's bicycle and pedestrian Master Plan improvements, the panel recommends significant additions to the pedestrian greenways into the Riverside Plaza area.



Even though ample undeveloped land exists east of Riverside Road, the panel recommends focusing new development north and south of the study area.



The downtown core of St. Joseph includes a variety of historic structures and businesses. The panel suggests that special attention be given to balancing new growth with revitalization of the city core.



tors, which dictate an approximate one-half mile or greater zone of “no build” open space along the 102 River. The existing stream, river, and abandoned railway rights-of-way are integrated in the planning to provide and connect private and public open spaces and facilities with hiker and biker trails, parks, greenways, and preserves.

Overall, the panel proposes that the Riverside Corridor be developed in a balanced way, with new land uses of approximately 15 percent roads;

20 to 25 percent open space; 10 to 15 percent commercial, office and industrial; and 45 to 50 percent residential. The viability of the Riverside Plaza plan depends upon collaborative planning and development between and among the three primary property owners—Heartland, Herzog, and MWSU—as well as with the city of St. Joseph and state and federal agencies for infrastructure and open space development. Cooperation will produce a Riverside Corridor that can attract new interest and investment; a lack of cooperation will produce more unfocused suburban development that runs the risk of leaving the rest of St. Joseph behind.

Cityscape Plan

Second, the panel analyzed connections between the Riverside Corridor and the rest of the city of St. Joseph.

The panel notes that, for a city of less than 100,000, St. Joseph has a remarkable transportation network—a multimodal dynamic circulation grid of river, railroad, highway, street, general aviation, and pedestrian routes that strategically converge on the downtown. The transportation matrix helps generate excellent commercial and neighborhood spaces that meet diverse social, economic, and political needs. The excellent transportation network also means that all areas of the city are conveniently within a seven- or eight-minute drive of all other areas.

The transportation network must be matched by a vastly extended pedestrian greenway, parkway, and park systems. In addition to the proposed usual downtown streetscapes, the images must be enhanced with wayfinding, community arts, fountains, sculpture, signage guidelines, receptacles, utility pedestals, awnings, and banners. Consideration should be given to mounting a vast public arts initiative to create large decorative viaducts, floodwalls, and other projects linking the city to the Missouri River and vice versa, similar to the world's longest combined mural on the Arkansas River concrete flood sidewalls in Pueblo, Colorado.

In the evolution and growth of American cities, the original single-nucleus downtown, surrounded by the rest of the city, has changed to a pattern of

Two Rivers plan and 100-year concept plan.



multiple nodes or community activity centers. St. Joseph is no exception. Today, St. Joseph arguably has three nodes (downtown, north Belt Highway area, and south Belt Highway area), with the proposed Riverside Plaza node constituting a fourth. The two Belt Highway nodes are predominantly retail oriented, while downtown and the proposed Riverside Plaza are centers of more total urban use.

Like a seesaw, the two urban centers—downtown and Riverside Plaza—must be complementary and not competitive, but with different characters and images. Unlike the other three places, downtown must eventually have the most density, diversity, and intensity.

With the excellent Downtown St. Joseph Master Plan of 2001 as a guide, the city must make the ultimate effort to implement every possible type of development activity there: government; creative and cultural endeavors; convention, lodging, entertainment, and sports; transit; professional offices; nonprofit/social services and support facilities; and broad residential products of rental, lofts, condominiums, townhouses, and flats, including more senior housing.

The historic downtown and the 21st-century Riverside Plaza—each compact, vibrant, and well-designed—will give St. Joseph the wherewithal to compete for people, jobs, and investment.

Two Rivers Plan

Finally, the panel looked at the St. Joseph area holistically.

The panel unequivocally recommends limiting growth to the land between the two rivers—the Missouri to the west and the 102 to the east. The city should look at future expansion to Dillon Creek to the north and the Pigeon River to the south.

Extending city infrastructure—roads, bridges, water, sewer—across the 102 River could be cost-prohibitive, especially when compared to alternatives. The city of St. Joseph can neither afford the negative financial return that “jumping the river” presages nor withstand the environmental degradation.

Although the population of St. Joseph has been flat—and that of northwest Missouri has declined—over the past century, the “New Frontier” plan suggests that the city needs land for future expansion. If an optimistic projected growth rate in population of 1 percent per year is applied to the current density of one dwelling unit and 2.45 persons per acre, the required land to service the St. Joseph population would double over approximately the next 72 years.

Expanding the city’s footprint from its current 45 square miles to the recommended footprint of more than 100 square miles would, under the panel’s scenario, provide enough land to service St. Joseph for most of the next century. Over that same period, 25 percent of all development becomes infill replacement of obsolete built facilities. Projected commercial and industrial growth should occur in the downtown and Riverside Plaza activity centers as adaptive use of outdated properties and along interstates and where transportation access is easy and logical.

The area’s farmland, along with its rivers and streams, has given character and context to St. Joseph. The Two Rivers plan offers the opportunity to give St. Joseph a definitive long-term, city-country landscape edge.

The American landscape architect Frederick Law Olmsted designed and built the “Emerald Necklace” plan for Boston in the late 1800s. “We want a ground to which people may easily go when the day’s work is done, and where they may stroll for an hour, seeing hearing and feeling nothing of the bustle and jar of the streets, where they shall, in effect, find the city put far away from them,” Olmsted said.

The more sweeping agricultural greenbelt idea was first achieved in Adelaide, Australia, some 60 years ago. It has been duplicated in Oxfordshire, United Kingdom, and Boulder County, Colorado, as exceptional examples of place in the 20th century.

St. Joseph has the opportunity to establish a unique city identity. Not only can the Two Rivers plan provide an ecological greenbelt and a city-country edge, it also can be used to create true entry and

departure gateways to St. Joseph, especially where I-29 and U.S. Route 36 intersect the greenbelt at four locations. Such gateways have been used in all of the best post-World War II community development projects across the United States, from Columbia, Maryland, and Reston, Virginia, to The Woodlands, Texas, and Mission Viejo, California.

Accomplishing the Two Rivers plan will not be easy. Lands that are needed must be set aside based on floodways, floodplains, conservation easements, gifts, donations, property and open space trusts, and the like. Land development

already has begun on the east side of the 102 River; political constituencies will call for providing goods and services.

But the Two Rivers plan allows St. Joseph to set itself apart and is the appropriate urban planning response to the north-south axis that naturally leads to the magnet anchors of Omaha-Council Bluffs to the north and Kansas City to the south.

Development Strategies

In its study of the development possibilities in the Riverside Corridor, the panel also considered the effect of such development on downtown St. Joseph and other neighborhoods. The panel saw clearly that any development on the east side can and probably will affect the city's mature markets. As set forth in the previous sections, the panel determined that the "can-do" scenario is the approach it believes provides the best result for the community.

If the can-do approach is not adopted, then the panel believes that "lateral mobility" will continue, and little can be developed on the east side of I-29 that will not detrimentally affect the historic city center. In the can-do approach, the panel recommends that critical components of the city be moved to the central business district. Those critical elements include convention and meeting space, athletic fields, competition venues, and annual festival events.

New Frontier Strategies

The panel hopes that the sponsors and the city of St. Joseph will embrace the can-do approach reflected in the New Frontier approach described in the previous sections. Under this approach, the panel believes that efforts to create new jobs and residential growth will afford the community the opportunity to redevelop areas that have historic value and appropriately develop new areas on the eastern, northern, and southern edges of the city.

Although a concerted effort by staff, elected representatives, and the community as a whole will be required, the panel has no doubt that the New Frontier approach will reap benefits in the near future and well into the middle of this century. St. Joseph's pioneer spirit is alive and well. The political, community, business, and philanthropic leadership are clearly in place in St. Joseph to accomplish this goal.

As with any resource, if it is channeled to a designated target, it will provide results. To that end, the panel has expressed its confidence in St. Joseph's enthusiasm and resources by focusing the panel's report on the can-do spirit of the New Frontier approach.

Downtown

The panel recognizes that part of an overall balanced approach for the community of St. Joseph is a healthy and vibrant downtown. Efforts should continue in the central business district to maintain a revitalization momentum that contains components of a traditional downtown. Those elements include a traditional governmental district with city and county offices and a financial district.

The city should also focus on the sustainable growth of an entertainment district that includes restaurants and small retail uses and continue to emphasize creating a defined residential sector. Marketing initiatives should be developed to create the programs and development strategies to grow the retail sector, and the historic theme of St. Joseph should be incorporated to promote tourism. Consideration should be given to the creation of a Community Improvement District to provide downtown with enhanced "clean and safe" services. Services could include security, maintenance of public areas and landscape improvements, and special events and programming in the public areas.

The successful revitalization of downtown will need to include a combination of public and private sponsorships. The panel concurs that to ensure this momentum and success, the city's proposed public improvement initiatives should be implemented. Furthermore, a key focus of these redevelopment efforts will be to recruit new businesses and residents to the downtown area. Scheduled activities and the park amenities down-

town for festivals and special events will help attract both current and future generations.

The traditional concept of single-family housing is being reshaped. More of it appears headed to central cities and downtowns. Part of this new development and residential construction is caused by the changing demographic patterns of the younger workforce, which is reorienting its housing choices toward a new urbanist housing alternative.

St. Joseph is addressing this change in housing in part with the uptown revitalization project. This redevelopment of the Heartland West Campus includes as an initial component 50 new single-family residential units that further define a downtown residential market. Public/private partnerships have helped these initiatives by using both a Missouri Chapter 353 Development (a tax abatement incentive that cities can use to encourage the redevelopment of blighted areas) and a tax increment financing plan. Additional programs available for development activities include historic tax credits.

The panel recommends that a convention center remain downtown as an important component for making downtown viable. The center provides the necessary space for business functions and entertainment venues to attract new business revenue to the area. The availability of hotel rooms to accommodate the use of the convention center must be taken into consideration. The possibility should be explored of a boutique hotel concept that incorporates the theme of St. Joseph and its history while providing rooms for the convention center.

A vital downtown serves as a catalyst for business expansion, provides new avenues for investment resources, and encourages the health and identity of a city.

Southside

This area of St. Joseph provides a strong backdrop for implementing the New Frontier approach. Many of the opportunities for near-term economic success are tied to this important area. When properly introduced to the market, the workforce housed here can be expected to provide the impetus that will entice businesses to locate in St.

Joseph, especially in the historic stockyard area. With continuing pressure on alternative fuel production, the panel believes that the location near the port, in the middle of one of the nation's most productive agricultural areas, will certainly attract prospects to the inventory of available buildings.

The challenge will then be to put St. Joseph's best foot forward both for business and for community. Responsible companies will consider an array of factors beyond cost before deciding on a location. Cooperation among labor, government (including the Port Authority), and business is always recognized as an important consideration in the decision-making process. The New Frontier approach should include a coalition of these parties, and the plans to implement the approach can then be easily and honestly marketed.

Several challenges remain to consider in making the Southside more attractive to business and the residents that contribute to those businesses. Until significant improvements are made to the sewer system, as proposed in the Implementation section of this report, some businesses will continue to have concerns about locating in Southside.

In addition, careful consideration should be given to road improvements, especially at rail crossings, to ensure safe and efficient hauling routes in every direction. In today's logistics arena, even short delays for traffic congestion or passing trains can be high-cost items that will result in a site's being ruled out of contention by many businesses that rely on the transport of raw materials and finished products.

The historic nature of this important part of the city should be studied for preservation of structures that have cultural value. When possible and economically feasible, special codes may need to be developed to accommodate historic redevelopment as long as life-safety measures provide adequate protection for these special properties.

East-West Connections

Although the north-south corridors are well defined and for the most part effective conveyances, the city is in clear need of developing more-effective east-west routes between the downtown and



Narrow roads typify the areas located outside the core of the city. Future development as suggested in the Two Rivers plan will require significant investment in roads and infrastructure.

the Riverside Corridor. Frederick Avenue, in particular, needs to be improved in terms of both capacity and aesthetics. The city should develop landscaping and setback standards for the area east of Belt Highway to give it a look and feel similar to the older parks of Frederick Avenue west of Belt Highway. And, as the street enters downtown, Frederick Avenue should have a truly urban feel, which can be achieved by promoting and supporting renewed and expanded street activity and neighborhood retail and entertainment.

Another street that should be considered for design, intersection, and driveway access improvement is Belt Highway. Studies should be made of other roads and highways, for example a viaduct overpass across the rail track on Alabama Street, to determine community-by-community needs for such improvements.

Recognizing the importance of the highway, the panel strongly supports expanding that system throughout the community to provide a safe pedestrian and bikeway. By using rail-to-trail and streamside path routes, the panel has preliminarily designated several paths in its materials. Care should be taken to maintain the highway concept throughout the expanded system. Grade crossings should be avoided when possible, and where they cannot be avoided, signalized crossings will be important.

Incubator Research and Development Facility

The panel recommends that an incubator research and development (R&D) facility be constructed on the campus of MWSU as soon as funds are available. The panel anticipates that the facility should

be able to house small to medium-sized users seeking 1,500 to 10,000 square feet of space each. The facility should be located in an area that allows association with the university but provides a strong business atmosphere. Because many R&D operations need uninterrupted power and telecommunication services, special consideration should be given to looped systems, redundant sources of power, and communication and backup systems.

A completed R&D incubator space will cost more than \$100 per square foot. The university should consider and expect that subsidies for rent and perhaps utilities may be necessary for many of the occupants of the facility. In exchange for rent subsidies, occupants could be required to participate in internal placement programs for MWSU students and alumni. In addition, the operating budget should provide for full-service property management of the facility. Outsourcing may provide the best solution for the management of the building until a significant critical mass is developed, with the university providing its own maintenance and repair expertise when available.

The facility should be designed to house small R&D companies that agree to work with the university, its faculty, and staff. These users are likely to be life sciences based, tapping into the existing and future business of St. Joseph related to that industry.

Business Park on Riverside Extension

The panel recognizes that the availability of land with completed and adequate infrastructure is critical in marketing St. Joseph on an expanded basis. The panel counsels the sponsors and the city to analyze use trends before spending capital resources. The panel's analysis was limited because of a shortage of valid market data, such as net absorption of industrial space. The panel recommends that the park, if and when developed, should bear a name that indicates its purpose to a prospect that may be in a remote location when creating its "short list." The panel notes that the existing Mitchell Woods Business Park would more appropriately be identified as an industrial park.

If the New Frontier approach is as successful as the panel expects, and if it is geared toward R&D and technology businesses, then Riverside Park should provide flexibility to accommodate industrial or high-tech uses. A campus development, with more landscaping, larger setbacks, and smaller sites will be better suited for the higher-tech uses. The market will dictate the future uses, but flexibility on the front end will give the developer a better likelihood of accommodating that market. Data are critical, and care should be taken to avoid the “if we build it they will come” myth.

Medical Campus

The hospital should continue to be a catalyst for the Riverside Corridor. A progressive approach should be continued. To promote more growth, the sponsors should make land available for sale to clinics, diagnosis facilities, and surgery centers in the corridor to create an even greater synergy in that area, even if it creates a more-competitive atmosphere for the existing medical center.

The panel has identified land that could be sold to groups of doctors for building new professional and medical offices. If those sites are made available, the panel believes that a true medical corridor will develop. Although the Heartland facility should be maintained as the center of medical activity in the community, medical practices have become more specialized, with the obvious result of the need for referrals, lab outsourcing, and specialized imaging facilities.

The quality of service and convenience for patients and the synergy for medical professionals can be expected to attract a wider array of specialists. In addition, the ability to grow the R&D aspect of human life sciences should be enhanced because of the proximity of the hospital and the university campuses.

Heartland will need to preserve the greater part of its core campus for expansion of beds and ancillary services, because the New Frontier approach should yield growth in the local population that will increase the need for high-quality medical services.

Sports Medicine and Community Wellness Center

The panel believes that the opportunity exists to develop a public/private/academic sports medicine and community wellness center that provides a location for YMCA-like community health and recreation as well as for the physical therapy, athletic injury recovery and training, and physical health research and development activities associated with Heartland Health.

The development program should include small office spaces for rehabilitation activities; several pools for different uses; an indoor running track; a gym with machine and free weights; classrooms for aerobics and wellness classes (i.e., nutrition, weight loss); and outdoor playing fields for youth league soccer, baseball, and football.

Located along the Riverside Corridor and near MWSU, the proposed complex can serve student recreation needs as well as the university’s athletic department. Currently unavailable in the region, this type of resource represents the kind of amenity that reinforces the superior quality of life found in St. Joseph.

Infrastructure

The nation faces an incredible challenge to find ways of funding the replacement and improvement of its aging infrastructure. St. Joseph is in much the same position as many urban areas throughout the United States. The city has not implemented an infrastructure replacement plan. Given the age of many of the city’s streets and sewer and water lines, the public works staff and the council should make a priority of developing a plausible infrastructure replacement plan.

The panel believes that St. Joseph needs to critically assess the current condition, age, and projected life expectancy of its systems. With the data captured, the city should continue to maintain accurate information with automatic updates when repairs and replacements are made. A scheduled replacement plan should be implemented, and funds should be made available to implement an aggressive replacement policy for all infrastructure components on a life-expectancy

basis. With more than 400 miles of streets and the sewer and water lines associated with those roads, many of which are older than their 50-year life expectancy, the city needs to address this serious issue.

The panel's primary concern about the infrastructure is the current sewer conveyance and treatment system. With as many as 40 out-of-compliance discharge days a year, an antiquated combined-conveyance system, and the anticipated growth resulting from the New Frontier approach, St. Joseph faces an inevitable showdown with state and federal regulators.

In addition, for business reasons, the city cannot ignore this issue. Companies considering St. Joseph for relocating their businesses will be faced with assessing the risk of moving to a city that has no option but to require pretreatment of discharges and potential significant tax or fee burdens related to the noncompliance status, not to mention the real concerns about health and lifestyle an overburdened system entails.

Today's sophisticated corporate customer will identify issues of this nature and make the marketing effort that much more difficult. As the area markets itself as a New Frontier, its reputation could be detrimentally affected if it has no plan in place and takes no voluntary action to rectify the issue, thus stymieing an otherwise successful campaign to market the city.

In the interim, the city should focus its efforts on designing and funding an Eastside treatment plant. This capital improvement should be considered as a necessary investment. The city should weigh the cost of a new lift station that will likely be replaced before the end of its design life against spending that capital on a new treatment plant. Although relieving the pressure on the current system does not provide a complete answer, the panel believes that the approach may be best for the near term.

Despite the considerable costs of these three areas of infrastructure need, each should be considered a priority if the New Frontier approach is to succeed. The fact that the city has a plan, even one that may take several decades to accomplish, will demonstrate to residents and newcomers that

St. Joseph is a forward-thinking and proactive community. Other cities have successfully implemented plans such as replacing three miles per year of street, sewer, and water systems without burdening their citizens with a significant tax impact.

The panel, in anticipation of the long-term success of the New Frontier approach, also recommends that the city work with its power provider to ensure that ample capacity is always available in the event the plan is too successful to be sustained by current capacity. The panel believes that a new generating facility could be located upriver on the far north end of the community or near the current facility to the south.

The northern location would provide the opportunity to ensure against interruption risks, whether by natural conditions such as tornado damage or manmade concerns such as terrorist acts. In either event, all land use plans should consider the future by providing a designated area to locate a new generating plant.

Shoppes at North Village/Country Club District

This area is being enhanced as a new "destination place" with the development of retail, restaurants, and general commercial uses. The district has become a very attractive area to shop and will spur new residential development. It also has established St. Joseph as a regional shopping hub. Possible effects of this new retail development are upward pressure in retail rents throughout the city and retail sales being drawn away from existing retailers, which will increase retail vacancies.

Airport

A concerted joint effort (building on the current excellent relationship) between the city and the National Guard must be organized to promote the St. Joseph general aviation airport, a well-kept secret in northwest, northeast, and southeast Missouri; Kansas; and Nebraska. This top-of-the-line equipped airfield, with instrumentation comparable to that of any airport in the United States, is an essential condition for all business and institutional development.

Implementation

The following implementation strategy is a result of the panel's study and evaluation of the existing situation in St. Joseph. The panel members believe the following steps are necessary in light of the challenges that have been presented for the city to reach the "New Frontier."

The Big Picture

From a citywide perspective, a number of functions need significant improvement. These functions, or lack thereof, create a public image and perception that reaches far beyond the local community and is often the only picture that outsiders have of the city.

Marketing

St. Joseph is a city that possesses tremendous assets for growing its population and job base. Marketing these strengths is an important aspect of any successful revitalization effort. The panel believes the time has come for St. Joseph to rise to the challenge of both expanding the reach and focusing the message of its current marketing and communication efforts.

A deliberate, organized initiative comprising diverse voices needs to tell the world why St. Joseph is somewhere people want to be: why people should want to live, work, and invest in this community. The effort must be characterized by genuine enthusiasm and excitement about everything that St. Joseph is and has the potential to be. It should promote a positive image both within the city, to instill pride among residents, and beyond the city, to attract visitors, investment, and momentum to the community.

Through this communication effort, the city's overarching image should be defined in both words and images, thus invigorating the St. Joseph brand. A key goal for this initiative should be to effect a change in the public's attitude so that it has confi-

dence in the ability of the community to grow and prosper consistent with the New Frontier.

Community Leadership

St. Joseph already has a strong core of active civic and business leaders; however, expanding this group of committed individuals will increase the capacity of the community to achieve even more. To be fully effective, the core must be expanded to include representation from all aspects of the St. Joseph community. Specifically, representatives of churches, synagogues, and mosques; social service organizations and arts and cultural organizations; neighborhood organizations; and traditionally disenfranchised populations must be targeted for inclusion.

The ability to involve more people who represent more organizations, industries, and facets of the community will further strengthen the leadership's sphere of influence. An important part of this initiative will be to focus specifically on younger people who will be the future leaders of the community.

Communication

Democracy works best when people are informed. Involved and knowledgeable citizens will develop a sense of ownership in their community and be empowered to take part in the successful growth of the city of St. Joseph.

Establishing specific programs and initiatives to open and strengthen lines of communication among the broad range of stakeholders will lead to collaborations, ideas, and concepts that are necessary to implement the recommendations of this plan. These programs could include quarterly town hall meetings that provide not just presentations, but the opportunity for interaction and question-and-answer sessions.

Engaging with existing organized church, neighborhood, trade, and issue-based community groups

to disseminate information and create a conduit for information exchange will be beneficial. The ability to build consensus regarding the future growth and development of St. Joseph among the entire community will lead to better decisions and better-quality results regarding this future.

Workforce Development and Education

Successful economic development requires a well-prepared labor force. To reach this desired goal, educational institutions and the business community will need to coordinate their efforts. Dedicated programs of the St. Joseph School District, Missouri Western State University, and private educational and training organizations should be expanded and formalized.

Vocational training is especially relevant to workforce development in the St. Joseph region. Training should be matched with market demands and should continually evolve to meet changing needs. The university should play a significant role in developing workers and their skill sets for careers beyond the existing manufacturing, service, and industrial sectors. Preparing individuals for higher-paying professional services and white-collar jobs will contribute to the diversification of the St. Joseph workforce and the associated economy. The specific types of skills and jobs that emerge will likely correlate with degree programs, particularly graduate programs that are developed by MWSU.

In addition to fostering good educational and training facilities within the community, in St. Joseph's case the development of a workforce that will contribute to economic growth must also include efforts to attract knowledge workers to the region.

Another positive result of this in-migration will be the increasing diversity at all levels—age, sex, race, origin, religion, and ideas—of not only the workforce but also the entire city and region. St. Joseph needs to build a place characterized by a quality of life where both the next generation of St. Joseph residents and highly trained and skilled workers from around the nation and the world will want to build a life, family, and career.

Planning Strategies

Overall, stronger and more in-depth planning is needed by the city of St. Joseph to achieve the goals of its citizens. The panel recommends that the city give priority to the following, more-detailed planning initiatives.

Comprehensive Plan

A comprehensive plan is needed to provide an overall direction for the city. It sets forth the vision of what the community would like to be. It also outlines different aspects of a community, including land use, transportation, housing, community facilities, utilities, parks, recreation and open space, historic preservation, urban design guidelines, social services and cultural amenities, downtown plans, revitalization plans, and subarea and neighborhood plans.

This document is a road map with a destination in mind and serves as a long-range, disciplined guide for decision makers to think toward the future. The plan should include implementation strategies, for example, for zoning regulation, subdivision ordinances, and capital improvement program elements. This type of plan development process and document is ideal for executing strategies that are necessary to implement the Two Rivers greenbelt.

The city's existing Land Use Plan and the recently completed Long-Range Transportation Plan are pieces of this larger comprehensive plan and form a fantastic base for the expanded plan. The plan itself and the process of developing it will benefit from an exciting, fresh new perspective predicated on the New Frontier attitude.

The panel believes that great cities that grow and attract new residents and jobs have done so with the aid of a strong comprehensive plan. This judgment is confirmed by the large numbers of communities that engage in the development of these types of plans and the states that actually require this level of local planning. For example, Charlottesville, Virginia, has a long history of developing comprehensive plans that have been integrally responsible for a consistent ranking in the top ten livable cities.

Possibly, resources could be solicited from neighboring universities and their planning, architecture, landscape architecture, and urban design faculty and students to provide technical assistance and ideas in support of planning activities within the city.

Neighborhood Planning

History supports the view that economically successful communities have strong and healthy neighborhoods where people want to live. Creating such neighborhoods involves preparing plans for individual neighborhoods. The process of planning should consider input from neighborhood residents, businesses, and institutions. This concept applies to the entire city, including all four major areas—Southside, Northside, Eastside, and downtown.

Downtown Master Plan

The existing Downtown Master Plan was completed in 2001 and is ready for an update to reflect achievements and priority tasks remaining to be implemented. An update may also involve new directions that were not previously apparent. A healthy downtown is crucial for a healthy community. Downtown St. Joseph has a great history and potential for a brighter future.

Corridor Plans

The panel recommends the study of three important corridors. The City Planning Department should lead planning processes to address key corridors within the city. This work should be done with the involvement of other stakeholders in the area, including property owners and neighboring residents, businesses, and institutions.

Riverside Road Corridor. A need exists for a more detailed plan for the Riverside Road area in the eastern part of the city. This plan should outline future land uses, access and mobility characteristics, and public amenities necessary for the corridor to emerge as an economically viable and sustainable area of the community. This plan should also include design standards for development that are consistent with the typical cross-section identified by the panel, as well as a land use and zoning approach that is consistent with the Riverside Plaza nodal development proposal also envisioned by the panel.

Frederick Corridor. As the current and expanding primary east-west connection through the city and a major gateway from I-29, Frederick Avenue plays an important role within the transportation network. To enhance the image and experiential quality of the thoroughfare, the panel recommends that a special study be completed for this corridor. The study should identify improvements needed to ensure vehicular and pedestrian needs are met while also incorporating design guidelines for consistent setbacks, landscaping, street furniture, and signage.

Faraon Corridor. This street is an important east-west link between the proposed Riverside Plaza development to the east and downtown to the west. Study of this corridor should look at appropriate access, landscaping, signage, and entrance/egress onto I-29, and provide design standards for its improvement.

Belt Highway. This major arterial street serves as the boundary between east and west St. Joseph. It is also a primary local connection from north to south. The corridor is characterized by commercial land uses both new and vibrant and older and deteriorating. Strategies need to be considered that will address both the need for access and mobility along the highway and how the current and potential land uses affect that. In particular, access management techniques should be explored and design standards recommended.

Infrastructure Strategies

Effective, modern, and safe transportation and utility infrastructures are fundamental to the economic vitality of St. Joseph. These systems need to be planned and budgeted ahead of development. Investment in infrastructure improvements should be balanced throughout the entire city. This report highlights a few of the most critical needs.

Transportation Projects

The short time frame of this analysis did not provide the opportunity to evaluate all transportation needs. Specific local street, safety, and intersection improvements need to be identified, as well as potential improvements surrounding at-grade railroad crossings (e.g., the potential for an Alabama

Street viaduct at the rail line). The following projects emerged as priorities.

Riverside Road Loop. In addition to the extension of Riverside Road between Pickett Road and the Belt Highway (169) already committed to, resources should be committed to complete the connection to the north and west from County Line Road to I-29.

U.S. Route 36 Improvements and Interstate Status. This cross-state divided highway is emerging as an alternative route to I-70. The need has been identified to improve this facility to interstate standards and add it to the interstate system. This improvement will provide better access to and through the city of St. Joseph.

Pedestrian and Bike Trail Network. Building on the existing parkway infrastructure of the city and using the existing streambeds, natural drainage areas, and abandoned rail rights-of-way, a network of integrated multiuse recreational trails should be developed. This system will not only meet a multimodal transportation need to connect the city both north-south and east-west, but will also be a desirable amenity for the quality of life in St. Joseph.

Utility Projects

Most communities that are successful with broad economic development initiatives often have infrastructure strategies and incentives as a precursor to development proposals. The panel recommends that St. Joseph adopt a comprehensive strategy regarding city infrastructure.

Sewer Treatment Expansion. The city is facing the unfortunate reality that additional sewer treatment capacity will be necessary to serve the New Frontier growth and economic development goals. Rather than waiting for state and federal regulations to catch up with the deficiencies of the system, St. Joseph should be proactive and aggressive in funding the needed upgrades. Specifically, the city should focus on long-term solutions and not short-term, stopgap measures.

Utility Corridors and “Utilidors.” To ensure flexibility and convenience of access to utility service, the city should seek to make all utility lines follow existing and planned street rights-of-way.

Aggregating utility locations in an organized and logical manner within the right-of-way and avoiding fragmentation of land simplifies utility construction and maintenance activities and makes them more cost-effective. Use of utilidors in appropriate locations should be considered, particularly in the Riverside area that has not been developed.

Moving Overhead Utilities Underground. The city should require all utilities on new development to be underground. Within the budget available for this purpose, the city should identify priority locations where existing overhead lines could be moved underground.

Power Redundancy. Because of long time frames associated with the permitting of new power-generation facilities, the panel recommends that the city think ahead toward the need for a new power-generation plant. This increased capacity and redundancy can serve the larger region. The existing rail lines provide a conduit for coal, and the Missouri River provides a natural cooling component for a potential power plant location in St. Joseph.

Parks, Open Space, and Conservation Land

The panel has proposed a Two Rivers greenbelt around the city that is bordered by the Missouri and 102 rivers to the west and east and natural streambeds to the north and south. The city of St. Joseph should officially designate the proposed greenbelt lands within the land use plan and gradually acquire the land to make this proposal a reality. This acquisition can be achieved through conservation easements, gifts, donation, and property and open space trusts.

Organizational Strategies

St. Joseph is home to a diverse set of organizations committed to the marketing, economic development, growth, and advancement of the community. The panel recommends the following strategies to enhance the efficiency and comprehensive nature of those activities.

Economic Development Corporation

The St. Joseph Chamber of Commerce has had a productive and collaborative relationship with the city. The chamber has played an integral role in the implementation of the Mitchell Woods Business Park, and these successful efforts have been appreciated by the community. However, the New Frontier approach envisioned by the panel will be much grander in size and scope and will operate at a higher level of technical expertise.

To accomplish those initiatives, the panel recommends that an Economic Development Corporation, as enabled by the state of Missouri, be created along the lines of similar organizations, such as the Economic Development Corporation of Kansas City and the St. Louis Development Corporation. This corporation must be bold and take risks to become the leader in the implementation of priority economic development projects. This organization should be structured as a public/private partnership and must be accountable to the people and entities for which it is executing plans and projects.

Foundation for a New Frontier

Creating a nonpartisan and diversified community initiative that can invest in the future of the community and provide guidance related to development issues facing the region will be desirable. This initiative should strive to develop an endowment of \$3 million to \$5 million for its operations and potential grant-making opportunities. Funding should be raised locally to leverage against resources potentially available from national foundations.

The board of this organization should dedicate a specified number of seats to include representatives of the broader community, such as the St. Joseph City Council, the surrounding counties' boards of commissioners, the chamber of commerce, local industries and professions, neighborhoods, nonprofit community institutions, and labor unions. The organization should develop programs and goals that include the following:

- Organizing learning trips for competitive colleague cities for education and benchmarking purposes—"Building the St. Joseph Region through Leadership, Involvement, Networking,



Knowledge (LINK).” Suggestions for cities to visit include Pueblo, Colorado; Fairfield, California; and Charlottesville, Virginia.

The panel touring downtown St. Joseph.

- Providing grant-writing expertise to actively pursue foundation funding resources for St. Joseph.
- Awarding community-planning and research grants to jump-start priority strategic planning and goal-setting activities.
- Becoming the advocate for sustainable development in St. Joseph by pursuing the implementation of a disciplined Two Rivers plan for the next generation.

Intergovernmental Agreement

An intergovernmental agreement should be pursued between the city and surrounding counties to establish formal relationships regarding development standards, the enforcement of zoning and building code regulations, and fire and police protection. To achieve the New Frontier vision for the future in a logical and sustainable manner, the city must ensure that development occurring in unincorporated areas of the county is held to the same high-quality standards as those recognized by the city. The agreement must meet the needs of both parties and be mutually supportable.

Support for the Arts

Art is a proven economic development tool. During 2001 and 2002, the Allied Arts Council of St. Joseph collected data for a major national study by the Americans for the Arts. Those data provide compelling new evidence that the nonprofit arts are an \$8.3 million industry in St. Joseph—one that attracts audiences, spurs busi-



Located on a 744-acre campus, Missouri Western State University is a four-year, state-supported institution providing a variety of degree programs. Currently, MWSU has an enrollment of 5,200 undergraduates.

ness development, supports jobs, and generates government revenue.

The city should consider adopting a “Percent for Arts” program that sets aside 1 percent of the construction budget of all public and private projects in a separate account to support the acquisition and installation of public art. This program could be managed by the Allied Arts Council of St. Joseph.

Baseline Data

To support planning and development decisions, decision makers must have good baseline data about the community and its various characteristics and components. Currently, such data are not readily available and compiled. The City Department of Planning and Community Development should take the lead in this effort, including regular periodic updates.

These statistics should include items such as total city land area by use and zoning category, the total amount of vacant land within the city and its characteristics, and housing units by type and condition, as well as real estate indicators like total retail square footage and net industrial absorption. As applicable, facts and figures should be compared with comparable data for the region, state, and peer cities.

The city should explore the possibility of engaging Aquila, the local power company, and fostering a collaborative partnership with its established economic development program to develop these data products. Aquila’s economic development staff assists local communities in implementing expansion plans as well as business retention, expansion, and

recruitment efforts and offers a potential additional resource for St. Joseph.

A slightly different but related data need is one comprehensive database (and potentially an associated location map) containing information on every development investment that is recently completed, under construction, or planned within St. Joseph. This database will illustrate the broad range of development activity as well as demonstrate the collective total investment. Such information is important to help inform the recommended communication and marketing strategies.

Catalytic Developments

The panel recognizes that a handful of development proposals can have a tremendous positive effect on the New Frontier planning. Some of the projects are near the bricks-and-mortar stage and offer the opportunity to build momentum within St. Joseph and represent the New Frontier approach. Others are “in place” plans in some stage of development that if completed and redirected will have near-term results that will influence St. Joseph’s future for decades. This panel believes that the following developments exhibit exemplary merit and that further effort should be made to realize the following projects as a priority.

Life Sciences Incubator

Goals are in place to develop a project at Missouri Western State University for an economic facility to conduct research and business that promotes startup and small businesses. The panel believes that the facility should be designed and permitted so that as soon as the funding grant is in place the project can be constructed. Although the location on campus has not been finally determined, this is a critical first step to ensure that no time is lost in the development process. The life sciences area is highly competitive, and the readily available project will put St. Joseph and MWSU in a position to compete with other locations.

Sports Medicine and Community Wellness Center

The panel recommends that the sponsors and the city explore the development of a new sports medicine and community wellness center on a site on Heartland Health’s campus. This public/private

complex would provide recreational and wellness facilities for the residents of St. Joseph. It will be designed to also serve as a sports medicine and physical therapy facility for the sponsors.

This indoor/outdoor facility will provide a place where research and development, clinical testing, and long-term observation studies can be conducted in the same and adjacent facilities used by the university and the residential community. A large swimming complex accompanied by outdoor fields, courts, exercise locations, and run/walk/jog paths in combination with the existing Heartland and MWSU professional staff and faculty provide the basis for developing the potential of a sports medicine research center along with the jobs and services that accompany such a program.

Initial steps will be to identify a site, establish the need, and design a facility. The public/private approach will provide a strong base for grant funding for all or a portion of the costs to determine the feasibility and construct the facility. The operational costs could be offset by charging nominal user fees, seeking research grants, and obtaining contributions from the corporate and professional users of the facility.

Downtown

A number of development opportunities are in place in the downtown area—specifically, the panel sees the provision of new and rehabilitated housing and the contextual infill of targeted sites as deserving priority attention.

Housing. The potential development of the existing, but somewhat blighted, housing in the downtown area is, in the panel's view, one of the most important potential momentum builders in the city. With the Chapter 353 housing redevelopment program that is already in place, the panel believes that the downtown area is well positioned to immediately and earnestly implement the New Frontier initiative by showcasing this area of downtown.

An immediate action step should be taken to expand the authority of the Uptown Economic Development Corporation (UEDC) into a downtown-specific economic development corporation. This entity will be responsible for the current project



and all future downtown residential and local retail or service projects in the downtown area. In addition, a master developer should be engaged.

To ensure the highest likelihood of the success of the project, the panel heartily recommends that the UEDC establish a broad marketing program to encourage the best national development firms to compete for the project. This process will probably entail a proactive effort by the UEDC, including the refinement of the request for proposal, followed by solicitation road trips to developers' offices. The panel recommends that the time frame of the current request for proposal be extended to allow this approach.

The hospital site should be transferred at no cost from the owner to the UEDC as soon as demolition and remediation are completed. Before the transfer of title, a completely independent oversight committee should be appointed that consists of citizens with appropriate business, historic, civic, and downtown neighborhood interests to advise the UEDC and the city and to establish and oversee accountability standards for marketing and funding of the board's projects, including the current one.

The UEDC should be empowered to establish and operate future downtown economic development programs, independent of business or neighborhood interference. An appropriately chartered UEDC will also be able to weigh the use and timing of the share of resources allocated for the area from all future funding sources. The UEDC board will also be able participate in evaluating and choosing the appropriate development and marketing teams for each project.

The Heartland Regional Medical Center offers both inpatient and outpatient services, including emergency care.

Because the redevelopment of downtown will include creative redevelopment and use of existing historic structures, the UEDC should provide oversight and advice to the city with regard to such reuse and the effect of those uses on the residential neighborhoods. In addition, the board should participate in addressing new urbanism opportunities as they relate to the overall New Frontier effort to establish reasons to live and work in St. Joseph. Such opportunities will mean aggregating living units to accommodate the lifestyle needs of the future workforce of St. Joseph and the ensuing development opportunities of downtown St. Joseph.

Infill Site Redevelopment. A second critical area in creating a vibrant and contributing downtown area is to provide a complete and focused area for use of infill sites. As redevelopment of structures occurs, facilities will need to be constructed on existing vacant sites. The city should establish a database that inventories each site and its environmental qualities, including suitability for use with and without mitigation, and the mitigation plan anticipated (on a voluntary basis for private property), if any, for both publicly and privately owned properties.

The UEDC or an equivalent entity should be the repository of this information for the purposes of marketing these properties. Even if private property owners choose not to participate in the plan, the marketing team needs to understand and provide information regarding the properties that may be available for prospective businesses that are considering a downtown location.

Convention and Entertainment District. In addition to these housing and infill strategies, other catalytic developments need to be given serious consideration for their near-term potential to contribute the desired downtown revitalization, particularly a convention center and associated hotel facility. A new baseball venue to serve the St. Joseph Blacksnakes and MWSU baseball teams could help redevelop downtown and/or adjacent brownfield sites. Although these proposals are less mature than others, they represent two opportunities that warrant a collaborative public/private development effort to advance planning

and concept development because of their more complex programs and ability to affect long-term development patterns within the city.

Financing Strategies

The city of St. Joseph should develop a “tool box” of financing and funding strategies to achieve the goals of the New Frontier. The following broad range of strategies should be available for use and are categorized by the types of investments they can support.

Infrastructure

The city can take advantage of a variety of funding possibilities.

Municipal Bonds. The city of St. Joseph has the ability to use general obligation municipal bonds for long-term investments in public infrastructure. The city can use this tool to implement plans in a more expeditious manner, in particular to address sewer capacity.

Development Impact Fees. The state of Missouri permits municipalities to assess development impact fees paid by developers to mitigate the effects of new development on the city’s infrastructure. To the extent that the adoption of these fees does not discourage business and investment from occurring within the city limits and retreating to surrounding unincorporated cities, the city should explore use of these fees. Development impact fees should be considered with the knowledge that they must always be applied judiciously, be used only when suitable, and be waived when appropriate.

Sewer Rate Structure. The city’s existing sewer rates raise only the revenues necessary to cover collection and treatment of wastewater. Rates paid by sewer system users are not permitted to cover maintenance and expansion of the system. To fund the necessary expansion of the existing treatment facilities, the city needs to consider a rate structure adjustment. The opportunity exists to add a layer to the existing sewer rates that can provide funds for these currently neglected needs.

This additive fee should be adjusted such that residential customers pay a minimal flat fee and com-

mercial users pay a fee based upon a sliding scale related to their size or actual use. The city should maintain (in a fair and equitable way) the ability to waive fees when appropriate, such as to encourage development or business expansion.

Transportation Development District. A Transportation Development District (TDD) is a tool provided by the state that permits the creation of an entity to develop, improve, maintain, or operate transportation projects in the area defined by the district. Funding of TDD projects is accomplished through the creation of districtwide special assessments or property or sales taxes that require majority voter or petition approval. Other funding sources requiring voter majority approval may include establishing tolls or fees for the use of the project.

The TDD may also issue bonds, notes, and other obligations in accordance with the authority granted to the entity for such issuance. Projects may include any street, highway, road, interchange, intersection, bridge, traffic signal light or signage; bus stop, terminal, station, wharf, dock, rest area or shelter; airport, river, or lake port, railroad, light rail or other mass transit, and any similar or related improvement or infrastructure.

Capital Improvement Program. This program is typically a five-year plan of investment in specific infrastructure improvements in the community that is supported by voter-approved sales tax revenues. It can fund a range of capital investments from enhancing the transportation or parks and open space networks to building fire stations and community facilities. A list of priority projects should be selected for such funding.

“Friends” Organizations. These nonprofit, charitable groups provide resources, services, and networking opportunities for a grassroots network of individuals who are passionate about and committed to a specific cause. For example, a “Friends of Trails” organization could be created that would serve as an advocate and fundraiser for the acquisition, design, construction, and maintenance of the trail network.

Urban Infill Redevelopment and Downtown Revitalization

Several programs are available to aid urban redevelopment and revitalization. The following appear to the panel to hold the most promise for St. Joseph. Additional research may be required to determine which of these strategies may be used collectively or independently of one another.

Community Improvement District. A Community Improvement District (CID) is either a political subdivision or a not-for-profit corporation organized for the purpose of financing a wide range of public use facilities and establishing and managing policies and public services related to the needs of the district. The downtown stakeholders and property owners should pursue the evolution of their existing Business Improvement District into a CID. This proposed geographic growth and expansion of mission will serve well the revitalization efforts and contribute toward necessary maintenance expenses within downtown.

Missouri Downtown Economic Stimulus Act. Intended to facilitate the redevelopment of downtown areas and aid in the creation of jobs by providing essential public infrastructure, this state program allows a portion of the new state and local taxes created by a project to be used to fund eligible public infrastructure and related costs. Projects can be for “community enhancement” or “job creation.”

Governor’s DREAM Initiative. DREAM—Downtown Revitalization and Economic Assistance for Missouri—is a new initiative recently announced by the state. The city of St. Joseph and the Downtown Partnership should apply for this program to benefit downtown.

Catalytic Development

A number of tax financing, tax credit, and other tools are available to St. Joseph.

Tax Increment Financing. The use of tax increment financing has been an important in supporting economic development projects within the city. The panel recommends that this tool continue to be used to assist strategic properties and projects.

Land Acquisition and Assembly. The panel recommends that the city pursue the acquisition of va-

cant and underused properties in strategic locations to create a “land bank” of sites that can be used for economic development and redevelopment purposes. This land bank could be a particularly powerful tool within downtown to meet the goal of infill development identified in the Downtown Master Plan.

Historic Tax Credit Program. The existing Downtown Master Plan anticipates the increasing use of federal and state tax credit programs to implement its vision and revitalize historic buildings. This approach has supported successful rehabilitation of structures across the country and will be useful to St. Joseph.

Hotel Occupancy Tax. A hotel occupancy tax at a rate of 3 percent per room currently exists and was intended to support the construction of a civic center in downtown St. Joseph; however, with the completion of payments for this investment, these tax proceeds have been redirected to other city expenses. The panel recommends that revenues collected through this tax be directed to development of additional visitor, convention, and cultural facilities within downtown. Consideration should also be given to increasing the percentage rate of the tax, given that state law allows up to 10 percent.

Conclusion

The panel's interviews showed the broad approach recommended by the sponsors—looking at the city of St. Joseph and the region—to be a wise choice. Time and again, stakeholders expressed optimism for future development of the Riverside Corridor, while at the same time noting concerns about the parts of St. Joseph being “left behind”—downtown, neighborhoods to the north and south of downtown, and the Belt Highway suburban “strip.”

The panel has embraced a “New Frontier” plan for St. Joseph, using the opportunities of the Riverside Corridor and the strengths of the sponsor organizations—Heartland, Herzog, and MWSU—to bolster the future economic, physical, and social environments of St. Joseph.

The future for St. Joseph depends upon a combination of the following efforts:

- Building upon the strengths of the St. Joseph economy and understanding niche markets that represent a promising economic future;
- Making a detailed plan for developing the Riverside Corridor while at the same time embracing a coherent physical plan for preserving, enhancing, and developing the entire area;
- Focusing on specific, high-quality developments to jump-start the St. Joseph economy; and
- Implementing a number of economic development tools and techniques not currently in use and accelerating the use of other tools and techniques.

About the Panel

John M. Walsh III

*Panel Chair
Dallas, Texas*

Walsh is president and a founder of TIG, a real estate holding company set up to manage, lease, and develop real estate for pension funds, individuals, corporations, and insurance companies. In addition, as the leasing manager, he oversees all leasing activity in the managed portfolio. Since its founding, TIG has increased its managed and leased portfolio from 1.8 million square feet to 14.1 million square feet in Dallas, San Antonio, and Austin, Texas, and Memphis, Tennessee. In that time, TIG has developed over 1.25 million square feet on behalf of its institutional clients.

Before starting TIG, Walsh spent 17 years with Trammell Crow Company in various leasing, development, and senior management roles. During his tenure as development partner for the Valwood Market at Trammell Crow, Walsh developed 5 million square feet of industrial and service center space. A Dallas native, Walsh has served as chairman, director, and trustee of various business and charitable organizations, including Trammell Crow Employees Profit Sharing Trust, Valwood Improvement Authority, Carrollton Zoning Ordinance Board, Texas Commerce Bank, Valwood Park Federal Credit Union, and Sky Ranch Youth Camp.

Walsh is a member of the Texas State Bar, with a law degree from Texas Tech University School of Law. He earned his undergraduate degree from the University of Texas, Arlington.

Jennifer M. Ball

Atlanta, Georgia

Ball is vice president of planning of Central Atlanta Progress, Inc., where she manages land use and

transportation planning policy initiatives and implementation projects within downtown Atlanta. Recent notable initiatives under her direction include the development of the Imagine Downtown vision plan; the Downtown Livability Code zoning regulation update; and the ongoing implementation of \$30 million worth of public space capital improvements that include streetscape improvements, wayfinding signage, and roadway upgrades.

She began her career with John Wieland Homes as a marketing coordinator and then as a custom home coordinator. Subsequently, Ball joined the Preston Phillips Partnership (a medium-sized architectural and engineering firm specializing in retail projects) as a project assistant. Following graduate school, she took a position with Robert Charles Lesser & Co. as an associate and performed real estate market research and analysis for development projects and public sector redevelopment plans.

Ball received a BS from the Georgia Institute of Technology College of Architecture and a master's of city planning also from Georgia Tech. She was the recipient of the Frederick K. Bell Memorial Fellowship and the Georgia Planning Association Student of the Year Award.

In 2004, Ball was named a member of the *Atlanta Business Chronicle's* "Up and Comers: 40 under 40" group of promising young leaders. She has been an active member of the Urban Land Institute as a founding member of the Atlanta District Council Young Leaders Group and a member of the membership committee. She is also a member of the American Planning Association. Ball currently serves as the secretary/treasurer of Georgia Tech College of Architecture Alumni Committee member and previously served on the Georgia Tech Young Alumni Council. She also volunteers at the Centennial Olympic Park Visitor Center.

Ball has been a guest lecturer at Georgia Tech's City and Regional Planning program and a presenter at national and local city planning conferences on topics ranging from downtown economic development and business improvements districts to transportation planning and plan implementation. She has also authored an American Planning Association Planner's Advisory Service Report on street vending.

James H. Conley

Kansas City, Missouri

Conley currently is senior vice president and senior real estate lender for Bank of America in the Kansas City region, which encompasses Wichita, Kansas; Springfield, Missouri; and Omaha, Nebraska. He manages commercial real estate lending activities for the bank in this region. He has spent 22 years with Bank of America and its predecessor banks (Boatmen's First National Bank of Kansas City) in Kansas City in a variety of commercial real estate lending and management roles.

In addition, Conley spent 5.5 years with US Bank and its predecessor banks, Mercantile and Firststar, in Kansas City, managing its commercial real estate lending function. He is a native of the Omaha-Council Bluffs area but has lived in Kansas City since 1979. He is a graduate of Graceland University in Lamoni, Iowa.

Amanda Hindman

Denver, Colorado

Hindman was born and raised in the Denver metropolitan area. Today, she lives and works in downtown Denver where she has the opportunity to address urban issues that face the evolving skylines across the country.

Hindman began her career at EDAW in San Francisco, gaining experience primarily in high-density residential development, transit-oriented development, and public sector master plan projects. For the six years she has been at EDAW, and specifically for the three years she has been in the Denver office, she has built on the foundation developed in the Bay Area to amplify both her

leadership and management skills. Her work has included numerous public sector projects, including Denver Federal Center Master Plan, Wichita 21st Street Revitalization Plan, Black Hawk Comprehensive Plan, Balboa Park Station Area Plan, and Milpitas Specific Plan, where she has helped develop goals, objectives, and policies to implement and guide development in the respective planning areas.

Similarly, Hindman's complementary private sector experience includes master plans for the following projects: Fairhill in Farmington, Minnesota; Meridian Village in Englewood, and Orvis Shorefox in Granby, both in Colorado; Santa Teresa in El Paso, Texas; and Tiechert Aspens in Sacramento, California. She is familiar with plan approvals, zoning regulations and applications, land use programs, and residential unit absorption rates.

She has an undergraduate degree in environmental design from the University of Colorado at Boulder. She continues to display dedication to the industry through her pursuit of a master's in business administration, emphasis in real estate development, from the University of Denver.

Satyendra S. Huja

Charlottesville, Virginia

Huja is the president of Community Planning Associates, focusing on planning, design, development, and management consulting.

He was director of strategic planning for the city of Charlottesville from 1998 to 2004. Prior to that, he was director of planning and community development for the city of Charlottesville for 25 years. His experience is in the area of downtown revitalization, housing, historic preservation, transportation planning, art and cultural activities, and neighborhood revitalization.

Huja has received an Honor Award from the Virginia Society of American Institute of Architects, recognition from the PEW Foundation for downtown revitalization, and a special recognition award from the Piedmont Council for the Arts for his outstanding contribution and support for the arts.

He has been a consultant to the city of Pleven, Bulgaria, for economic development and tourism marketing and is an adjunct faculty member in the School of Architecture of the University of Virginia. Huja also teaches urban planning courses on a regular basis.

Huja is a member of the American Planning Association and American Institute of Certified Planners. He received his master's degree in urban planning from Michigan State University.

Robert M. Lewis

St. Louis, Missouri

Lewis, principal and president of Development Strategies, Inc., is the firm's chief economist and specializes in and directs economic research and planning projects. He conducts fiscal and economic impact studies, regional economic development programs, demographic analyses and projections, and market and attitudinal survey research. His professional work typically results in strategic recommendations for clients seeking to maximize economic value.

Lewis holds a graduate degree in city and regional planning and is a certified economic developer with the International Economic Development Council, a member of the American Institute of Certified Planners of the American Planning Association, a member of the National Association for Business Economics (current St. Louis Chapter president), a member of the American Statistical Association, and an associate of the Urban Land Institute.

John M. Prosser

Denver, Colorado

Prosser has been professor of architecture and urban design at Colorado State University, where he was dean, since 1968 and taught at other universities, including Oxford Brooks, England, and three terms at University College Dublin, Ireland.

He has been a longstanding consultant for the Denver Botanic Gardens and the National Renewable Energy Laboratories. Starting private practice in 1969, he participated in planning major regional facilities in Arizona, California, Colorado, California, Hawaii, Kansas, North Carolina, and China.

Since 1981, he has chaired the University Design Review Board, which critiques projects on nine campuses in six ecology zones. He is a member of four additional review boards and did strategic designs for Auraria Higher Education Center, Denver University, Colorado College, Ft. Lewis College, and Fountain Valley Prep School. Prosser served on the Denver Parks Advisory Board for 15 years and for two decades on ULI community development and affordable housing councils.

He received his Bachelor of Architecture from Kansas University (1955) and Master of Architecture from Carnegie (1961). In the interim, he was a pilot in the Strategic Air Command. Prosser has received numerous awards and was selected for four years by Who's Who among America's Teachers.

