West Florissant Avenue and Former AutoZone Site

Roadmap to Redevelopment

Prepared for:
St. Louis Economic Development Partnership

Prepared by:
Council of Development Finance Agencies

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Contents

About the Roadmap to Redevelopment

The *Roadmap to Redevelopment* is a product of the CDFA Brownfields Technical Assistance Program, which is funded through a grant from the U.S. Environmental Protection Agency. The program provides technical assistance to brownfields communities on redevelopment finance. For communities that require detailed, hands-on assistance for their redevelopment efforts, CDFA Brownfields Project Response Teams comprised of CDFA staff and technical assistance partners are available to conduct site visits and offer financing strategies. The goal of these visits is to offer communities specific, actionable steps that can transform brownfields into economically-productive sites in accordance with the goals and plans of the community. CDFA will coordinate 36 Brownfields Project Response Teams over the life of the program.

The *Roadmap to Redevelopment* was developed through a two-day process that included interviews with numerous stakeholders from the government, business, and non-profit sectors. The plan provides a framework for financing the cleanup and redevelopment of the former Auto Zone property on West Florissant Avenue in the City of Dellwood, Missouri.

The *Roadmap to Redevelopment's* suggestions combine the input of development finance experts, CDFA staff, and the interests of stakeholder groups gathered during the Project Response Team site visit.

Background & History

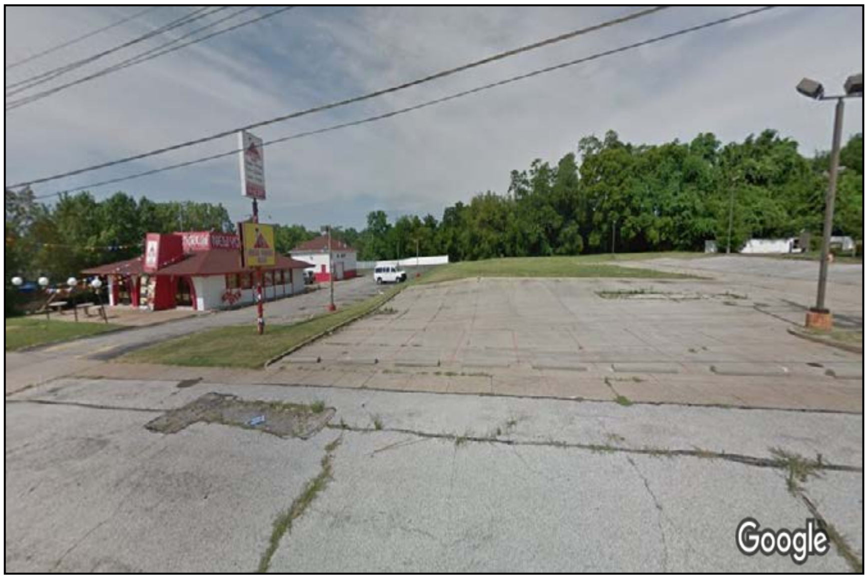
AutoZone Property After the Unrest

The former AutoZone site is located in the City of Dellwood, Missouri along the West Florissant Avenue Corridor. West Florissant Avenue is a highly used connector road that runs through the cities of Jennings, Dellwood and Ferguson in St. Louis County. It is lined with a mix of small businesses, large stores, single-family and apartment buildings, large community destinations such as parks, churches and health clinics. West Florissant Avenue became known worldwide as “Ground Zero” for the Ferguson movement, after the police-shooting death of Michael Brown Jr. in August 2014. The former AutoZone is one of eight buildings that were burned down during the period of civil unrest in Dellwood and Ferguson. Today, businesses along the corridor still struggle with the economic effects of property damage, negative media attention, and reduced visitors.

Plans to revitalize the Corridor were in motion prior to the period of civil unrest. The St. Louis Great Streets Initiative was already looking into revamping West Florissant's commercial area. The goal of the St. Louis Great Streets Initiative is to trigger economic and social benefits by centering communities around interesting, lively and attractive streets that serve all modes of transportation.[1] Since the civil unrest in 2014, the St. Louis Economic Development Partnership has been the driver of progress along the corridor. Formed in 2013, the St. Louis Economic Development Partnership (the Partnership) provides a broad range of services boosting innovation and entrepreneurship, attracting and retaining companies, increasing the region’s international connections and improving neighborhoods through targeted real estate redevelopment.

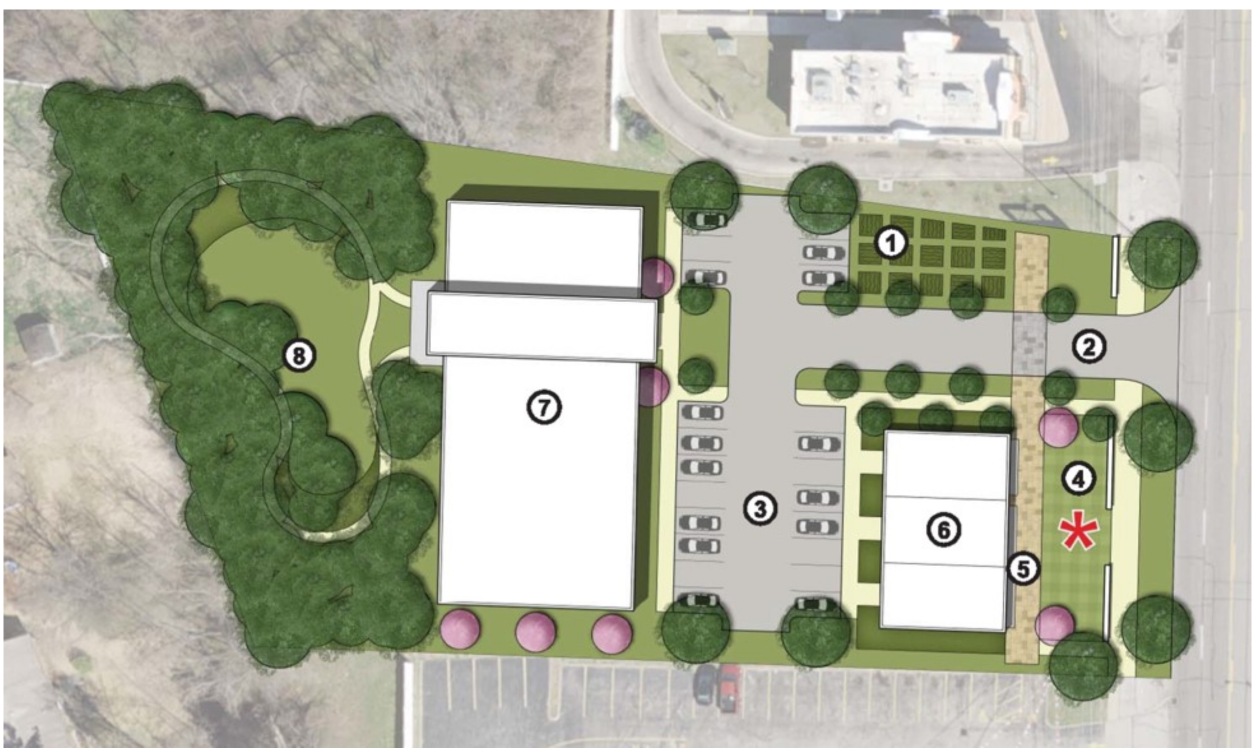
In 2016, the Partnership requested U.S. Environmental Protection Agency (EPA) assistance in redeveloping sites along the West Florissant Avenue. EPA’s Brownfields and Land Revitalization Team joined the redevelopment planning efforts and assisted with community engagement and design planning that coordinated with the Great Streets Initiative plans. Over the course of several public meetings, the community identified apartments, senior housing, “sit down” restaurants, greenspace, a health clinic, and a fresh grocery market as desired amenities throughout the Corridor. These ideas were translated into conceptual designs for four sites[2], including the former AutoZone site (9947 West Florissant Avenue). The resulting design recommendation for the AutoZone property includes senior housing, a food incubator building, community garden plots, and open park space for residents.

[1] A. (n.d.). About. Retrieved from http://www.greatstreetsstlouis.net/about?task=view&id=527
[2] In addition to the former AutoZone site, design concepts were created for the former Discount Tire located at 9801 West Florissant Avenue, and the former Juanita’s & Advanced Auto Parts located at 9844 and 9846 West Florissant Avenue.



AutoZone Property Image: Google

Since the design recommendations were created, the AutoZone property has been acquired by the owner of the adjacent New York Grill property. A local businessman, the new land owner is receptive to the concepts proposed in the design recommendations, particularly the senior housing component. He indicated a willingness to combine the two adjacent parcels (AutoZone and New York Grill) into a larger 2-acre site to accommodate a scaled-up version of the design concepts. This report will provide financing suggestions related to the proposed concepts and demonstrate development and investment and options for the senior housing component.



Conceptual Site Plan for Former AutoZone Property: 1- Community Garden Plots, 2- Access Drive, 3- Parking, 4- Open Space/ Public Art, 5- Promenade, 6- Food Incubator Building, 7- Senior Housing, 8- Resident Open Space

Planning for Senior Housing

The community widely supports adding senior housing within the corridor. The owner of the AutoZone property would like to pursue this use but has no experience developing or operating such a facility. Market analysis conducted for the corridor also supports the case for senior housing. This section of the report provides high-level development and investment approaches for the concepts presented in the design recommendations. This analysis is conducted for illustrative purposes only and is not considered to be a market analysis, feasibility analysis, investment underwriting, or development recommendations.

Senior housing reuse scenarios considered for the AutoZone site focus on Senior Apartment and Independent Living property concepts which are compared as follows:

Operating Characteristics	Senior Apartments	Independent Living
Facilities	Complete apartments for active seniors with common areas enabling social gatherings and events, limited social programs; may include patio homes	Similar to Senior apartments but includes a commercial kitchen and communal dining room(s), enhanced common area amenities, and may include recreational facilities, and social programming
Resident Entry Age	55 to 75	75 to 84 (avg. 81)
Typical Services	Organized social activities	Restaurant-style dining, enhanced social activities, weekly housekeeping, laundry and transportation. Sometimes basic medical services
Average Length of Stay	5 to 12 Years	2 to 4 Years
Percent Revenue from Services	0%	45%

***Table 1** Source: CBRE Senior Housing & Care Market Insight 2Q2017; Development Research Partners*

i. Planning the Site Development

In the original configuration the former Auto Zone site was envisioned to support 18 Senior Housing units and a small commercial building (possible food incubator), plus community green spaces. Subsequent to the site concept design the site was purchased by the owner of the adjacent New York Grill property on the south and assembled into a single 2-acre site. This larger assemblage provides additional development options. While the single AutoZone site was estimated to accommodate only 18 units of housing, this analysis evaluates the potential for up to 40 units. For the purpose of this conceptual analysis, development scenarios could include, but not limited to:

Examples of Senior Housing Design

<u>Scenario 1.</u> As the site design originally envisioned, supporting 18 senior apartments in two stories. The commercial building could be used as a medical office suite providing limited health care services targeted to senior housing residents (perhaps through formal agreement), and also serve the greater neighborhood's senior community. Similarly, the existing New York Grill restaurant could provide nearby (and delivery) food service to senior housing residents (perhaps also by formal agreement).

<u>Scenario 2.</u> Senior apartments are expanded south across the assemblage to an estimated 40 units in two stories. Medical services and food service would be independent operators perhaps partnering under agreement to provide services directly to senior housing residents.

<u>Scenario 3.</u> The 40-unit Senior Apartment facility can be upgraded to Independent Living, physically incorporating food service, enhanced common areas, social activities, recreation, and transportation services. Extra services that may require additional fees above monthly rent include: health care services, housekeeping, personal shopping, meals or overnight accommodations for guests; outside activities with ticket fees or other charges; private transportation; and other concierge services.

ii. Understanding Development Costs

The following analysis will evaluate development costs for a 40-unit senior living facility. The financial examples have been compiled from multiple sources for illustrative purposes only and is not intended to evaluate feasibility or financial returns for an actual proposed project for the former Auto Zone site assemblage.

Given the New York Grill site has been assembled with the former Auto Zone site to create a 2-acre site under single ownership, the examples will focus on scenario 2 (40-unit Senior Apartments) and scenario 3 (40-unit Independent Living).

All-in costs include land, design, professional services, construction, furniture and equipment, and marketing. Senior apartments typically include common space, activity spaces, TV viewing areas, and administrative/security offices. In addition, Independent Living can also include dining rooms, commercial kitchens and health service medical offices.

The following table presents estimated development costs for a senior apartment complex and independent living facility of approximately 40 units.[3]

DEVELOPMENT COSTS		
Type	**Senior Apartments (55+)**	**Independent Living**
Facility Amenities	Shelter Social Activities	Shelter Social Activities Transportation Food Service/Meals Basic Care
Development Cost Estimates		
Land	$200,000	$200,000
Construction Cost (Hard & Soft)	$6,100,000	$6,500,000
Furniture, Fixtures, & Equipment	$81,000	$122,000
Total Development Cost	**$6,381,000**	**$6,822,000**
Per Unit	**$160,000**	**$171,000**

Table 2 *Sources: RS Means; NIC Investment Guide; CBRE; Colliers International; Forbes; Senior Housing News; Weitz; Development Research Partners, Inc.*

[3] Construction is assumed to be wood frame and intended to be of lower-cost construction to enable affordability to existing neighborhood seniors. Cost estimates are based on case studies compiled by Development Research Partners. Estimated land value is based on the St. Louis Assessor's Office estimate of actual market value for the assemblage.

Financing

Assuming the development costs as estimated in the above table, a lender financed deal might appear as follows:

TRADITIONAL FINANCING		
Type	**55+ Senior Apartments**	**Independent Living**
DEBT FINANCING		
Collateral Value	$6,400,000	$7,300,000
Loan to Value Ratio	70%	70%
Equity	$1,920,000	$2,190,000
Debt (loan Amount)	$4,480,000	$5,110,000
Annual interest rate	7%	7%
Loan period (years)	30	30
Number of payments per year	12	12
Annual payment	$150,891	$307,370
Net Cash Flow after Debt Service[4]	$238,929	$158,870

Table 3 (Example)

iii. Structuring Land Owner Investment

There are multiple ways to assemble the property to reduce development costs. Fixed costs for developing and operating senior facilities are relatively high and economies of scale tend to favor larger projects.

One such approach would be to assimilate the existing (New York Grill) commercial kitchen into the facility to provide dedicated food services to senior housing residents. Expanding construction across both sites may enable more units and rental income and physically incorporate the existing commercial kitchen, saving those costs, and possibly achieve a degree of economies of scale.

The commercial/incubator building could operate as a stand-alone medical office suite, or as a tenant incorporated into the facility to service both senior housing residents and the greater community.

A la cart resident fee-based services could be offered. These a la cart service would be fee-based and therefor a secondary source of revenue to the facility operator.

In addition to building and operating a senior housing facility solely by themselves, there may be ways to financially structure the project that may be beneficial to the land owner. These approaches include:

[4] Independent Living facilities typically charge entry fees they may be partially used as a working capital asset in addition to cash flow.

Village Services. The facility operator establishes a network (or nonprofit organization) to act as a concierge and one-stop-shop for services to meet resident's needs. For a nominal fee (typically less than $150 per month per household) villages can provide grocery shopping trips, activities and exercise options; and referrals with discounts to a network of vetted handymen, electricians, plumbers, home care companies and home health (skilled) care companies. This format may encourage business growth on the site or on surrounding sites to provide these various services. An advantage of off-site services is that the site can then maximize the number of residential units built, lower operating costs, and support new business development in the corridor.

Land Lease. The land owner may lease the site on a long-term lease to an operator who will develop and operate the facility. Currently, land lease market rates are about five percent to six percent. Estimating land value based on the $200,000 Assessor's Actual Market Valuation would indicate a land rent of $10,000 to $12,000 annually. Often land leases carry periodic pre-determined rent increases.

Equity Investor. The property owner may transfer the property into a partnership as their equity contribution to the project, and in turn participate in income generated. It would be reasonable to expect that annul returns to the land owner would be based on the percentage of the overall development costs that were contributed.

Contract Operator. The land owner may construct the facilities with a pre-identified experienced operating partner for day-to-day and administrative operations. Given the project's relatively small size, operator fees may run an estimate seven percent to 15 percent or more of Effective Gross Income.

Debt and Equity Partner. The land owner may explore various partnering options with an array of public and private debt and equity partners.

Financing Strategies

Part I: Financing Senior Housing

Once the senior housing site design and estimated development costs have been finalized, the following resources should be pursued to fund the project.

i. Low Income Housing Tax Credits (LIHTC)

Based on area median income of the community, LIHTC would be a likely financing tool for a senior housing project. LIHTC is designed to subsidize either 30 percent or 70 percent of the low-income unit costs in a project.[5] The subsidized number of units corresponds with the tax credit reward, 4 percent and 9 percent, respectively. Many senior housing developers are experienced in using LIHTC. Regardless of the owner's investment approach, the developer selected for the project should have a successful track record of utilizing the credits. Owing to the lack of affordable senior housing in Dellwood, this project is likely to be highly competitive.

ii. Community Development Block Grant (CDBG)

St. Louis County is the annual recipient of $5M in federal housing and community development funds through the U.S. Department of Housing and Urban Development (HUD). CDBG funding is a flexible spending program and allows jurisdictions to address various community development needs in four main funding categories: Public Service, Community and Economic Development, Capital Improvements Projects, and Planning and Administration. The County disperses 75 percent of the $5M in funds to 76 partners within the County, the remaining is awarded to specific projects in the County. As the initial allocation of CDBG funds are distributed based on population, the City of Dellwood only receives about $20,000 annually. However, a request could be made by a non-profit or qualifying partner organization (not a municipality) to receive an additional award from the 25 percent of funds set aside for specific projects.

iii. U.S. Department of Housing and Urban Development – Section 108 Loans

The Section 108 Loan Guarantee Program (Section 108) provides communities with a source of financing for economic development, housing rehabilitation, public facilities. Section 108 offers state and local governments the ability to transform a small portion of their Community Development Block Grant (CDBG) funds into federally guaranteed loans.[6] While the County does not use the 108 loans for senior housing, they can support first floor commercial and retail development, as may be appropriate for one or more of the concept designs. St. Louis County has $24M in 108 capacity and has currently underwritten $3M in

[5] Tax Credit Finance Resource Center. (n.d.). Retrieved from https://www.cdfa.net/cdfa/cdfaweb.nsf/resourcecenters/taxcredits.html
[6] Section 108 Loan Guarantee Program. (n.d.). Retrieved from https://www.cdfa.net/cdfa/cdfaweb.nsf/programs/9228289722?open&login

loans. Underwriting for these loans is strict and will require a detailed development and operation proforma and a high level of documented compliance throughout the life of the loan.

iv. U.S. Department of Housing and Urban Development – HOME

The HOME Investment Partnerships Program (HOME) is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households.[7] The St. Louis County Department of Planning is the regional administrator of federal planning and housing grants and indicated a willingness to support an affordable senior housing project on the former AutoZone site with HOME funds based on their availability.

Part II: Financing a Food Incubator or Food-Related Business

Food incubators provide licensed commercial kitchens for start-ups and/or charitable organizations. The St. Louis region is home to a variety of successful food incubators, including the 24-hour share-use kitchen, The Creative Cookery, and the St. Louis University Kitchen. The community identified a food incubator as a desired amenity that would offer local residents an opportunity to start and grow food businesses. Whether the food incubator ends up being included in the final design for the AutoZone property, or is considered as a use on one of the other West Florissant Avenue Corridor sites, the following resources could play an important role in financing the project:

i. New Markets Tax Credits

The NMTC Program provides incentives for community development and economic growth using tax credits to attract private investment to distressed communities. Corporate investors receive a tax credit against their federal income tax in exchange for making equity investments in specialized financial intermediaries, Community Development Entities (CDEs). The CDE allocates the invested funds to viable projects. In February 2018, Treasury allotted $3.5B in NMTC allocations to 73 CDEs nationally.[8] A majority of the West Florissant Avenue Corridor is located in a NMTC eligible census tract. As NMTCs are highly competitive, projects will be evaluated based on their readiness and overall community impact. This region has strong environmental justice, community development, and cultural vitality impacts needs, which should enhance the NMTC attractiveness of any project submitted.

ii. Economic Development Administration – Public Works Programs

The EDA's Public Works program is a grant program that helps distressed communities revitalize, expand, and upgrade their physical infrastructure. This program enables communities to attract new industry; encourage business expansion; diversify local

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[7] HOME Investment Partnerships Program. (n.d.). Retrieved from https://www.cdfa.net/cdfa/cdfaweb.nsf/programs/5496457815?open&login

[8] Tax Credit Finance Resource Center. (n.d.). Retrieved March, 2018, from https://www.cdfa.net/cdfa/cdfaweb.nsf/resourcecenters/taxcredits.html

economies; and generate or retain long-term jobs.[9] In 2017 the EDA awarded a $2.8M to an organization in the state of Connecticut to help build a food-focused business incubator and manufacturing facility to be known as the Swift Community Food and Business Development Center[10]. There is a need for a space for businesses to be created and grow in Dellwood, and the EDA can become a great partner in realizing these goals.

iii. Small Business Administration (SBA) – 504 Loan

The SBA 504 Loan is a real estate and equipment loan for small businesses. It is available to for profit companies whose net worth is less than $15M and average net income less than $5M after taxes for the preceding two years.[11] The SBA only provides loans when the individual and business do not have the financial strength to support the loan. Both business and personal resources will be taken into account when applying for a SBA 504 Loan.

iv. U.S. Department of Health & Human Services – Office of Community Service

The Office of Community Service offers Community Economic Development (CED) Grants to community development corporations for commercial development projects.[12] Many CED grantees are using their CED grant funding to implement food-related projects as a way to create business and employment opportunities for low-income individuals. These projects add grocery stores, restaurants, food distribution centers, urban gardens, and other businesses to the community. The grants are competitive and the funding round is typically in the spring of each calendar year.

v. U.S. Department of Agriculture – National Institute of Food and Agriculture (NIFA)[13]

NIFA programs invest in and advance agricultural research, education, and extension to solve societal challenges. Some programs administer funding and offer leadership while others focus on national leadership and collaboration. One example of an applicable program is the Community Food Projects Competitive Grants Program[14] (CFPCGP). Community Food Projects increase food security in communities by bringing the whole food system together to assess strengths, establish linkages, and create systems that improve the self-reliance of community members over their food needs.

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[9] Public Works and Economic Adjustment Assistance Programs. (n.d.). Retrieved, from https://www.cdfa.net/cdfa/cdfaweb.nsf/programs/8019050359?open&login

[10] U.S. Economic Development Administration. (August 9, 2017). Press Release. Retrieved from: https://www.eda.gov/news/press-releases/2017/08/09/hartford-ct.htm

[11] SBA 504 Loan Program. (n.d.). Retrieved from: https://www.sba.gov/offices/headquarters/ofa/resources/4049

[12] "CED Grant Awards FY 2017." *Office of Community Services | ACF*, www.acf.hhs.gov/ocs/resource/ced-grant-awards-fy-2017.

[13] https://nifa.usda.gov/programs

[14] U.S. Department of Agriculture. (n.d.) Community Food Projects Competitive Grant Program. Retrieved from: https://nifa.usda.gov/program/community-food-projects-competitive-grant-program-cfpcgp

Part III: Financing the Public Green Space and Community Gardens

An important part of the original design concept for the AutoZone site was the open green space and community garden. In addition to providing an important amenity for the residents, such spaces provide community-building opportunities. The green space can be used as a gathering place for residents and community groups. Whether or not public space is incorporated into the final design for the AutoZone site, this use is likely to be pursued for one of the other sites in the Corridor. The following resources can provide financial support to various types of gardens or green space:

i. Community Development Block Grant Funds

As previously mentioned the County has excess CDBG funds that can be applied for to cover a wide range of expenses/ activities. In the past, community gardens in St. Louis County have been awarded excess CDBG funds.

ii. American Community Gardening Association

The American Community Gardening Association (ACGA) is a bi-national nonprofit membership organization of professionals, volunteers and supporters of community greening in urban and rural communities.[15] The ACGA consistently collects various funding opportunities, along with crowdfunding resources for community gardens.

iii. Project for Public Spaces

Project for Public Spaces (PPS) is a nonprofit organization dedicated to helping people create and sustain public spaces that build strong communities. PPS is involved in projects of all sizes, from public markets and parks to districts and transportation spaces.

iv. Gateway Greening

Gateway Greening is a nonprofit organization whose mission is to provide St. Louis with a fun, safe, and educational environment for people to connect and discover the Power of Growing Food through sustainable urban agriculture projects. They support over 200 community gardens and youth gardens in the St. Louis region.[16]

v. Fresh Coast Capital

Fresh Coast Capital is a nonprofit organization that helps municipalities and private property owners in St. Louis and Philadelphia to create green infrastructure. The organization absorbs project complexity, upfront costs and risk associated with green infrastructure, and manages each stage of the project lifecycle: Eligibility, Design Proposal, Project Application, and Construction & Maintenance Plan.[17]

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[15] Funding Opportunities. (2018). Retrieved from https://communitygarden.org/resources/funding-opportunities/
[16] Gateway Greening. (n.d.) Retrieved from: http://www.gatewaygreening.org
[17] Fresh Coast Capital. (n.d.) Retrieved from: https://www.freshcoastcapital.com/

vi. Missouri Foundation for Health (MHF)

Missouri Foundation for Health works with communities and nonprofits to generate and accelerate positive changes in health. As a catalyst for change, MFH improves the health of Missourians through partnership, experience, knowledge, and funding. The Foundation takes a multifaceted approach to health issues, understanding that programs, policy, and collaboration all play a role in creating lasting impact.

Through the Opportunity Fund, MFH seeks to identify and support innovative ideas and approaches that provide solutions for problems affecting the health and well-being of individuals and communities most in need. The goal is to be a resource for the region and a catalyst for change, so MFH works to partner with organizations and individuals to address specific health topics and other factors that, at best, improve outcomes and at worst, prevent them from deteriorating further.[18]

Part IV: Incentivizing Investment throughout the Corridor

The community has identified “sit down” restaurants, fresh market grocery stores, and health-related services as some of the desired businesses for the Corridor. The suggestions provided in this section include using incentives and financing tools to attract new businesses and support expanding ones.

i. Utilize Chapter 353 Tax Abatement

Missouri Cities with Urban Redevelopment Corporations can access this incentive to help redevelop blighted areas by abating some or all of the property taxes for up to 25 years.[19] The requirement is the area must be designated as “Blighted” by the City. The abatement allows for 100 percent of the taxes on the increase in assessed value of the land and 100 percent of the taxes on the value of the improvements for 10 years and 50 percent of the taxes on the increase in assessed value of the land and improvements for the next 15 years.

ii. Establish a Tax Increment Financing District

In Missouri, Local Tax Increment Financing (Local TIF) permits the use of a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas within a community. Blighted areas, or areas targeted for economic development, are eligible.[20] The TIF district will capture the increased incremental taxes from improvements made to the property as the value increases. The TIF funds can be used to pay for present development costs based on future improvements and should be established while base values are low in order to maximize the revenue capture.

[18] Missouri Foundation for Health. (n.d.) Opportunity Fund. Retrieved from: https://mffh.org/our-focus/community-ideas/opportunity-fund/
[19] Chapter 353 Tax Abatement. (n.d.). Retrieved from https://ded.mo.gov/programs/community/chapter-353-tax-abatement
[20] Missouri Department of Revenue. (n.d.) Local Tax Increment Financing. Retrieved from: http://dor.mo.gov/business/tif/

iii. Create a Community Improvement District (CID)

A CID is an area of land within which property owners pay an additional tax or fee designated for specific services or improvements within the district's boundaries. The CID enables a community, neighborhood, or business district to tax itself for specific improvements and services. A CID functions as a separate political subdivision with the power to govern itself and impose and collect special assessments, additional property and sales taxes. CIDs may also generate funds by fees, rents or charges for district property or services and through grants, gifts or donations.[21] In Missouri, creating a CID requires petition with signatures of property owners whose combined property is at least 50 percent of Total Assessed Value of real property within the district and signatures of at least 50 percent of real property owners per capita within the district. However, a CID can be created for a single property, in which case only the owner's vote is needed.

iv. Create a Transportation Development District (TDD)

A Transportation Development District (TDD) may be created by the Missouri Highways & Transportation Commission (Commission) if the Project involves any of the state's highways or transportation system to fund or operate one or more projects that would assist the promotion, design, construction, improvement or operations of this infrastructure.[22] Transportation development districts (TDD) can impose a sales tax in increments of 1/8 percent up to one percent. Typically, TDD sales taxes are collected by the district or local authority.[23] A joint TDD spanning the Corridor and including three municipalities (Dellwood, Ferguson, and Jennings) could be an effective means of supporting the implementation of the Great Streets plans for W Florissant Avenue. The TDD could be formed in place of or in addition to the CID; TDDs can also be combined with other special assessments on properties.

v. Impose a Local Option Economic Development Sales Tax

The Local Option Economic Development Sales Tax allows citizens to authorize a supplemental sales tax dedicated to certain economic development initiatives in their home municipality. The Local Option Economic Development Sales Tax may only be imposed by a municipality after majority approval by voters of the municipality in a citywide, county or state general, primary or special election. Upon voter approval, the governing body of the municipality establishes an Economic Development Tax Board to oversee project proposals, construction activities, and distribution of Local Option Sales Tax funds and to prepare required annual reports. The members of the Board are not compensated and are appointed by the subject city and county governing bodies, and by the school district(s) included within any economic development plan area funded by the Local Option Tax.

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[21] Missouri Department of Economic Development. (n.d.) Local Incentives Programs. Retrieved from: https://ded.mo.gov/community/local-programs

[22] Missouri Department of Economic Development. (n.d.) Local Incentives Programs. Retrieved from: https://ded.mo.gov/community/local-programs

[23] Missouri Department of Revenue. (n.d.) Transportation Development Districts. Retrieved from: http://dor.mo.gov/business/sales/tdd/

Revenues generated by the tax may not be used for retail developments unless such retail projects are limited exclusively to the redevelopment of downtown areas and historic districts. Not more than 25 percent of the revenue generated by this tax shall be used annually for administrative purposes, including staff and facility costs. At least 20 percent of the revenue generated by the tax shall be used for projects directly related to long-term economic development, including, but not limited to:

(1) Land acquisition;
(2) Installation of infrastructure for industrial or business parks;
(3) Extension of streets;
(4) Public facilities directly related to economic development and job creation; and
(5) Providing matching dollars for state or federal grants relating to such long-term projects.

Remaining revenues, or any revenues not used for administrative costs or economic development projects, may be used for:

(1) Marketing;
(2) Providing grants or loans to companies for job training, equipment acquisition, site development, and infrastructures;
(3) Training programs to prepare workers for advanced technologies and high skill jobs;
(4) Legal and accounting expenses directly associated with the economic development planning and preparation process; and
(5) Developing value-added and export opportunities for Missouri agricultural products.

Part V: Building Redevelopment Capacity for the Corridor

To date, the Partnership has been leading redevelopment efforts throughout the Corridor. Due to their many other engagements throughout St. Louis County, the Partnership does not have the capacity that is required to continue to develop, manage, and implement redevelopment plans. The following suggestions are intended to empower the community to build on the efforts of the partnership and develop a long-term plan for the Corridor and surrounding neighborhoods.

i. Explore Opportunity for Community Development Corporation (CDC)

Community Development Corporations (CDCs) are nonprofit, community-based organizations focused on revitalizing the areas in which they are located, typically low-income, underserved neighborhoods that have experienced significant disinvestment.[24] One of the key roles CDCs play in communities is that of developing properties in such a way that community needs are being fulfilled. CDCs interact with local banks, businesses, and anchor institutions to make positive changes in the community. There may be existing CDCs in the immediate geography of W Florissant Avenue that are very active and well positioned to take on the redevelopment of the Corridor, but if an appropriate organization cannot be identified, a new CDC could be established. Due to the proximity and ownership of multiple

[24] Community-Wealth. (n.d.) Overview Community Development Corporations (CDCs). Retrieved from: https://community-wealth.org/strategies/panel/cdcs/index.html

jurisdictions along the Corridor, the CDC should include representatives from all three: Dellwood, Ferguson, and Jennings.

ii. Seek Assistance through Community Builders Network

The Community Builders Network of Metro St. Louis (CBN) is an association of nonprofit community building organizations (CBOs) and associate members comprised of lenders, philanthropy, nonprofits, and government actors working to build vibrant neighborhoods where people of different incomes, races, and walks of life can access the opportunities and resources necessary for a good life.[25] One of CBN's primary activities is increasing capacity of member organizations. Particularly if the CDC is newly established, consulting with a group like CBN is strongly recommended.

iii. Develop a Long-Term Plan for the Corridor

The design recommendations developed with the help of EPA reflect possibilities for several sites but is not comprehensive in examining the possibilities for the entire Corridor. Building on the community engagement efforts lead by the Partnership and EPA, a CDC and/or a multi-jurisdictional task force should undertake efforts to develop a more substantial plan with design guidelines for future developers. Planning efforts should include market studies for desired services and analyses of highest and best use for targeted sites.

[25] Community Builders Network of St. Louis. (n.d.). Welcome. Retrieved from: http://www.communitybuildersstl.org/

Additional Resources

CDFA Brownfields Financing Toolkit |
http://www.cdfa.net/cdfa/cdfaweb.nsf/ord/201502_BF_Toolkit/$file/CDFA%20Brownfields%20Financing%20Toolkit%2002.02.15.pdf

CDFA Online Resource Database |
http://www.cdfa.net/cdfa/cdfaweb.nsf/ordsearch.html

CDFA Federal Financing Clearinghouse |
https://www.cdfa.net/cdfa/cdfaweb.nsf/ffcsearch.html

Types of Brownfields Grant Funding (Environmental Protection Agency) |
http://www.epa.gov/brownfields/types-brownfields-grant-funding#tab-1

Tax Credit Reference Guide |
https://www.cdfa.net/cdfa/cdfaweb.nsf/ordredirect.html?open&id=taxcreditfinrefguide.html

HUD Section 108 Loan Guarantee Program |
https://www.hudexchange.info/programs/section-108/section-108-program-eligibilityrequirements/#overview

Economic Development Administration Funding Opportunities |
https://www.eda.gov/funding-opportunities/index.htm

Department of Health and Family Services – Office of Community Service |
https://www.acf.hhs.gov/ocs/programs/ced

Democracy Collaborative |
https://community-wealth.org/

St. Louis Food Policy Coalition |
https://moenvironment.org/17-food-and-farm/341-saint-louis-food-policy-coalition

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