

TECHNICAL ASSISTANCE PANEL REPORT

# Development Opportunities Around I-64, Exit 21

O'FALLON, ILLINOIS & ST. CLAIR COUNTY, ILLINOIS

SPONSORED BY:  
THE CITY OF O'FALLON, ILLINOIS

July 13, 2017



Urban Land **St. Louis**  
Institute

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ULI St. Louis is a district council of the Urban Land Institute (ULI), a nonprofit education and research organization supported by its members. Founded in 1936, the Institute today has nearly 40,000 members worldwide representing the entire spectrum of land use planning and real estate development disciplines working in private enterprise and public service. As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better communities.

ULI's mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI St. Louis carries out the ULI mission locally by sharing best practices, building consensus, and advancing solutions through educational programs and community outreach initiatives.

### ABOUT THE TECHNICAL ASSISTANCE PANEL (TAP) PROGRAM

The objective of ULI St. Louis' Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary, and objective advice on land use and real estate issues facing public agencies and nonprofit organizations in the region. Drawing from its extensive membership base, ULI St. Louis conducts one-day panels offering objective and responsible advice to local decision-makers on a wide variety of land use and real estate issues, ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues. Learn more at <http://stlouis.uli.org/uli-in-action/taps>.

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# Acknowledgments

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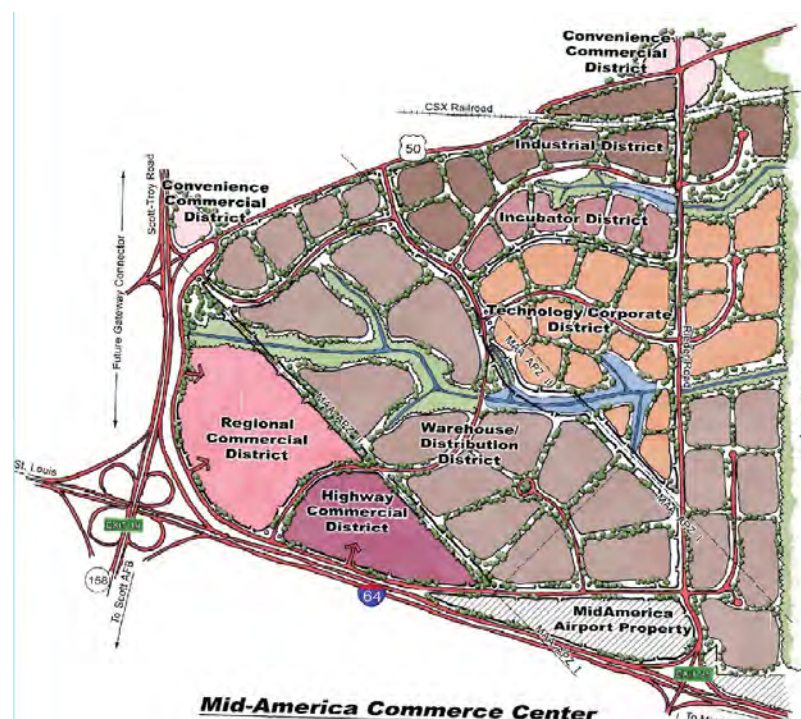


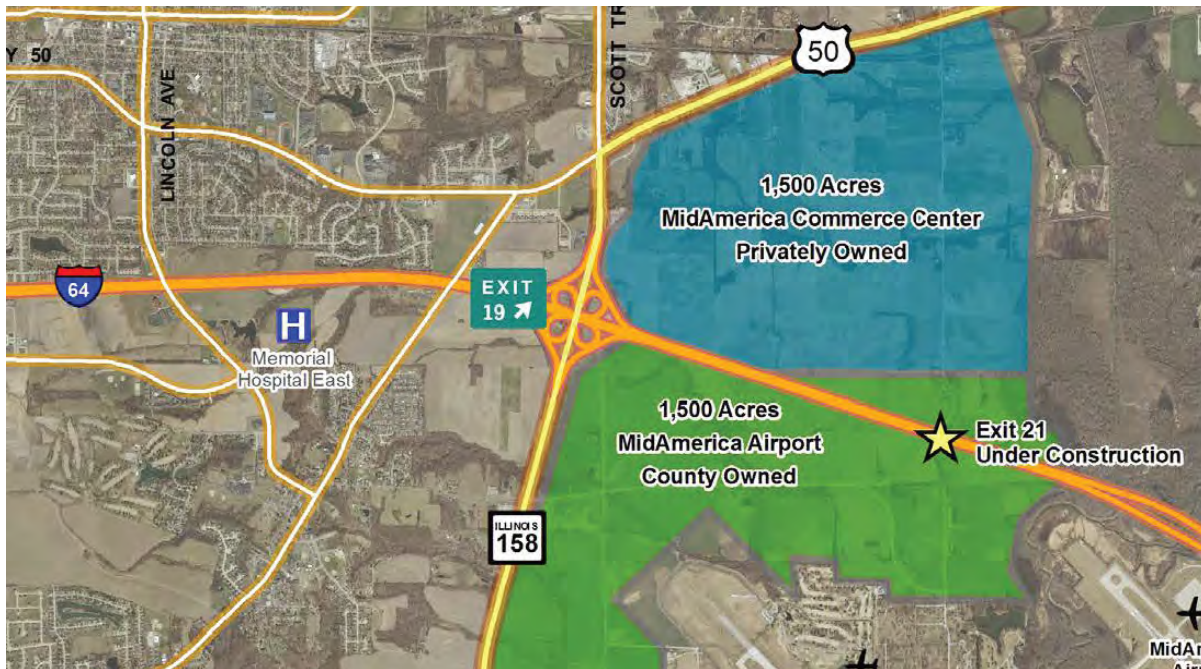
# Executive Summary

At the request of the City of O'Fallon, Illinois, ULI St. Louis conducted a Technical Assistance Panel (TAP) to study a potential development site flanking the north and south sides of Interstate 64, between Exit 19 and just east of Exit 21, the latter set for completion by the end of 2017. This site encompasses roughly 1,500 acres on the north side of the Interstate and 1,500 acres on the south side of the Interstate. Both parcels lie within St. Clair County, include large tracts of farmland and little existing development, and together make up the TAP study area.

The Panel was asked to answer the following two questions from the City of O'Fallon (the Sponsor):

1. Are the preferred uses in the Mid-America Commerce Center Plan realistic for the site? If not, what are more viable uses?





2. What public-private partnerships and development strategies could be created to help spur development, while controlling the growth and type of development in the study area?

Aerial map showing the study area, the acreage ready for development, and the general nature of current ownership.

Following an in-depth study of the site, including a review of briefing material supplied by the Sponsor, interviews of stakeholders with interests in and around the study area, and additional discovery by the Panel – all conducted through the course of one day – the Panel addressed the questions posed by the Sponsor and arrived at a set of recommendations relating to future development opportunities and readying the site for development.

Key themes include:

- Protecting and enhancing the future viability of Scott Air Force Base (Scott);
- Annexing the land north of Interstate 64 by the City of O'Fallon;
- Establishing a viable funding mechanism for sewer installation;
- Creating a corridor in the Citizen Protection Zone (CPZ) for necessary and complimentary low-density uses;
- Leveraging renewable energy installations for additional power, potential revenue, and to assist Scott in meeting its energy mandate;
- Establishing a development partnership and a corresponding development district; and
- Pursuing general obligation bonds, the formation of a Business District, and the pursuit of a (non-retail) Tax Increment Financing (TIF) district for the area.

The Panel's recommendations, detailed in the following pages, outline a series of steps the Sponsor is encouraged to take to prepare the study area for development.

# Background & Scope

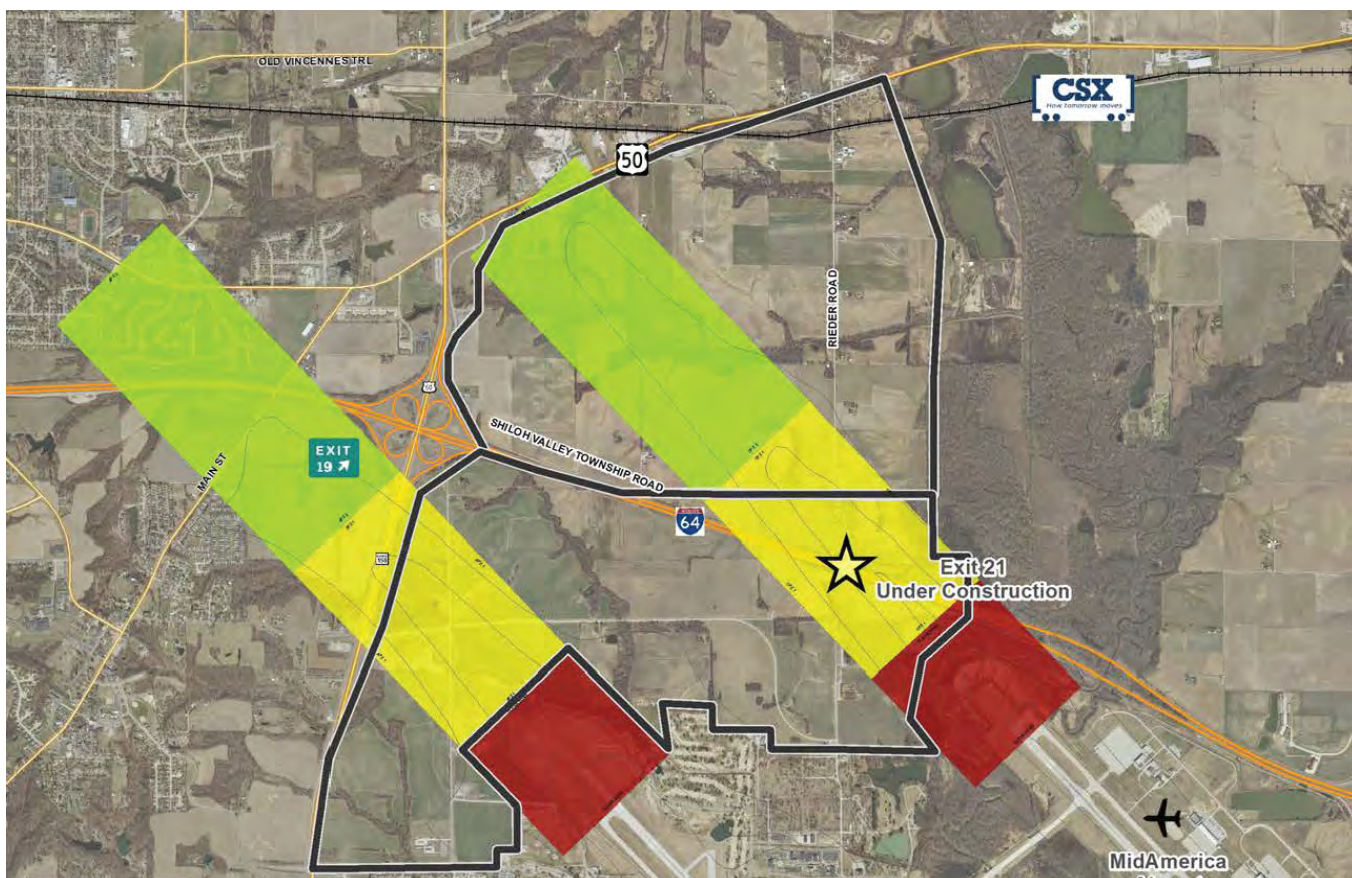


The Sponsor briefed the Panel to open the TAP workday.

The study area, located in unincorporated St. Clair County, is bounded by U.S. 50 to the north, Illinois 158 to the west, Scott Air Force Base and Mid-America Airport to the south, and private land approximately 0.30 miles east of Rieder Road to the east. Interstate 64 runs east and west through the study area, effectively cutting the 3,000 acre study area in half.

The 1,500 acres in the northern half of the study area lie in unincorporated St. Clair County. The 1,500 acres in the southern half of the study area also lie in unincorporated St. Clair County. Through prior negotiations, the County, City of O'Fallon (the City), and City of Mascoutah have agreed that O'Fallon will pursue annexation of the northern 1,500 acres, and Mascoutah will have the rights to pursue annexation of the southern 1,500 acres. At present, the northern acreage is held by private land owners and may be acquired fee simple. The acreage in the southern portion of the study area is subject





to Federal Aviation Administration (FAA) regulations and is available for development via long-term lease only.

Of considerable note is the existence of Scott Air Force Base and Mid-America Airport along the southern boundary of the study area. These installations and their associated uses present a host of opportunities for complimentary development. At the same time, this proximity, and the adjacency of the runways, place several hundred acres of the study area in the Air Force's Accident Potential Zone (APZ). In an effort to prevent future loss of life and property in the event of an aviation incident, the APZ places very specific restrictions on land within the boundary, prohibiting development within the red zone, significantly limiting use and density within the yellow zone, and imposing its lightest restrictions in the green zone.

Given the frequent use by Scott of the runway at Mid-America Airport and the City's wish to protect current and future base operations, the City has likewise instituted a protection zone northwest of the runway at Mid-America Airport. The Citizen Protection Zone (CPZ) mimics Scott's APZ and likewise prescribes certain graduating limitations on scope and use of the land within the zone.

The presence of Scott, its 13,000 employees working and living in the area, and the goal of protecting and enhancing the base's future viability create a set of influences that should be at the forefront of all development decisions.

Aerial map showing the study area and Scott's Accident Potential Zone and City's Citizen Protection Zone.

# Study Area

The study area boasts a number of significant attributes that makes development here attractive, particularly as it relates to the proximity of Scott Air Force Base and the Base's focus on technology and particular focus on logistics and cyber security.

## KEY ASSETS

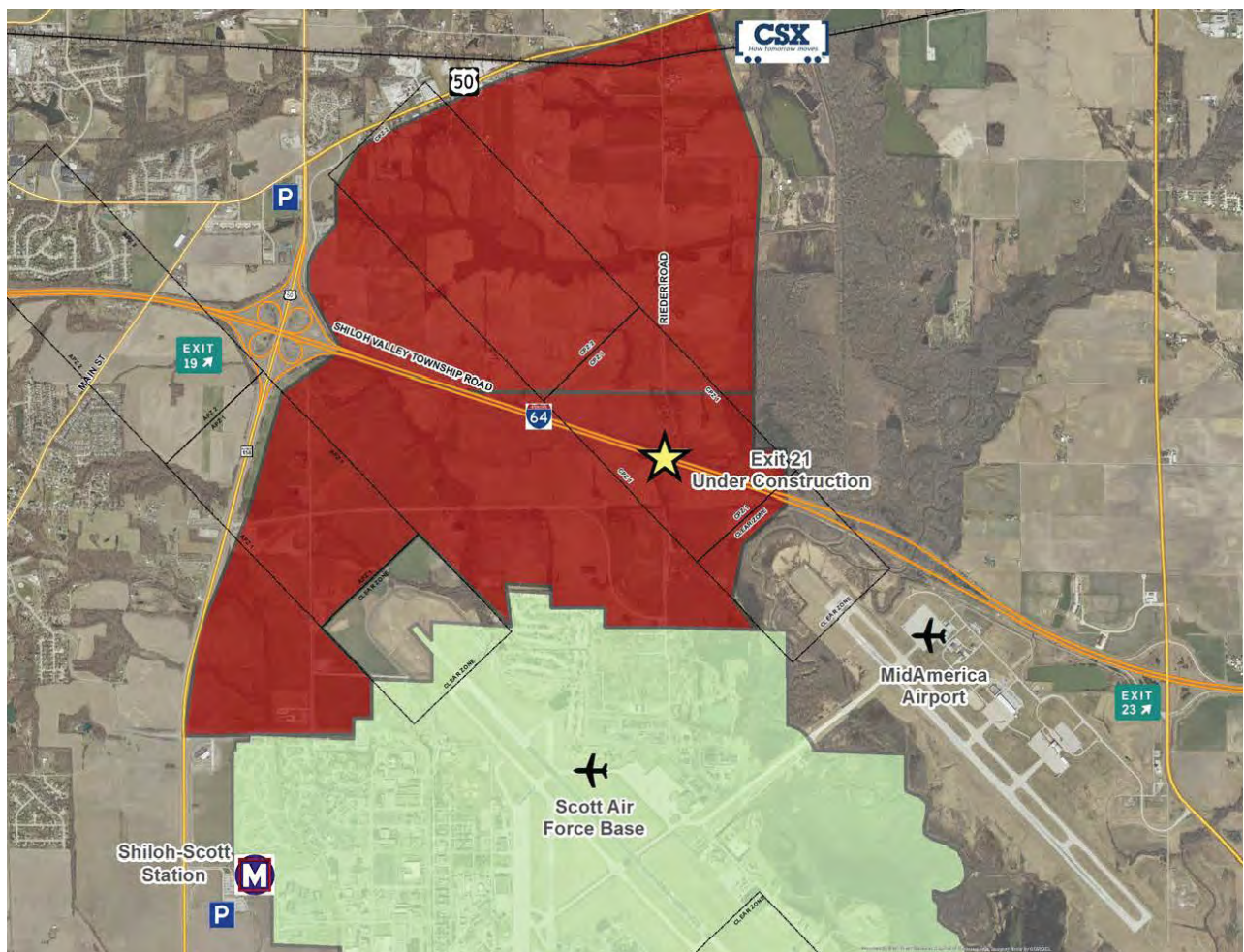
### **Multiple Jurisdictions**

The study area is located in unincorporated St. Clair County, with portions due to be annexed by the cities of O'Fallon (northern section) and Mascoutah (southern section). The combined strength of these jurisdictions could be a powerful force in any development pursuit. Working in concert with one another, the two municipalities and the County could leverage combined resources to pursue large and perhaps transformative development opportunities. Developers seeking large sites, such as those to be found in the study area, would look favorably on the public collaboration of these entities and may consider potential political hurdles less worrisome.

### **Proximity to Scott Air Force Base**

It is clear that the community values the presence of Scott Air Force Base. Not only should Scott – its employees, resources, and future plans – be considered in any development decision, the existence of Scott and its proximity to the study area could provide a catalyst for transformational development. Scott provides employment to approximately 13,000 people in Southern Illinois. Its primary mission is to provide cyber security and high-level, technological logistics services to the United States armed forces. By leveraging the proximity of this highly-skilled workforce, development around the base has the potential to bring additional skilled workers, provide additional employment opportunities, and attract complimentary businesses to O'Fallon.





### Mid-America Airport

Located next to and just east of Scott Air Force Base, Mid-America Airport (the Airport) adds considerable value to the study area's development potential. The Airport's long runway has the capacity to handle larger modern cargo planes and advanced military aircraft. It is well-known that Scott regularly utilizes the Airport's runway for its larger, contemporary aircraft. This capacity for military and cargo aircraft provides additional value to businesses seeking to locate near the Airport and utilize its cargo capacity.

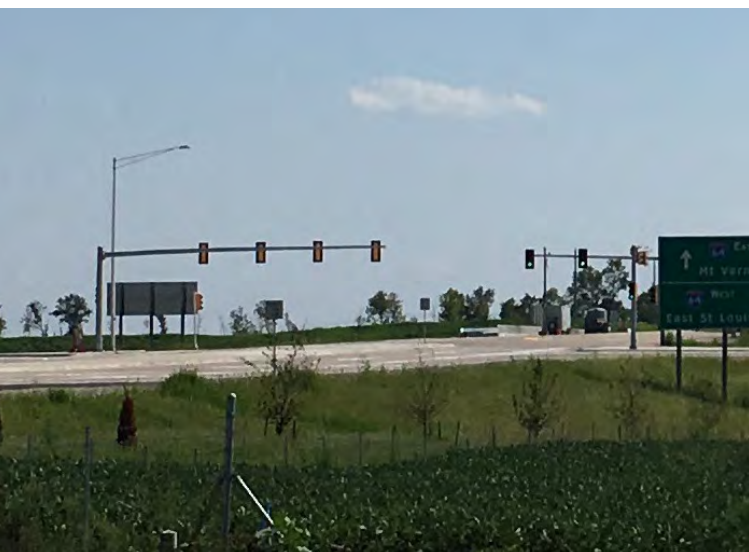
Represented in red, the study area is rich in assets influential to potential development.

### CSX Rail Line

Along the northern edge of the study area is a single-track rail line owned by CSX. Although currently decommissioned, this CSX rail line, according to representatives interviewed during the TAP, could be put back in service if a user in the study area could justify the initial investment to return the tracks to service. The rail line, which could be accessible via a short rail spur, could take freight from the study area to the switch yard in East St. Louis and on to both coasts via the impressive rail network found in the St. Louis Regional Freightway.



Interstate 64 bisects the study area and two exits will serve the area by the end of 2017.



Exit 21 is nearing completion at the eastern end of the study area.

## Interstate Highway and Two Exits

The advantages of interstate visibility and accessibility, via two exits (19 and 21), is a clear advantage to the study area. With considerable interstate frontage and two proximate exits, accessing businesses within the study area from points east and west is simple. This accessibility makes commutes from points as far west as St. Louis, Jefferson, and St. Charles counties more appealing and opens the door to an additional workforce outside of those already available in O'Fallon and surrounding cities.

## MetroLink Transit

The current MetroLink light rail line serves Scott Air Force Base in the southern half of the study area. Public transit availability, particularly light rail, is particularly appealing to younger workers and today's knowledge workers. Plans have been outlined to extend the MetroLink rail line east to Mid-America Airport, thus increasing the reach of public transit and further serving the eastern section of the study area. From the Airport, a short commute north on Rieder Road will provide easy access to the northern section of the study area as well.

## Incentive Zones

The study area lies within incentive zones worth noting: the entire study area is located within an Enterprise Zone; and the southern half is also located within a Foreign Trade Zone (FTZ). Enterprise zones provide certain tax exemptions, including sales tax exemptions for building materials, manufacturing machinery, and equipment sales. Enterprise zones also provide investment tax credits, utility tax exemptions, and pollution control facilities exemptions. Foreign Trade zone benefits include: no duties on imported goods that are later re-exported; delayed payment of duties on goods that enter the U.S. market; manufacturing-specific benefits – with case-by-case approval by the FTZ Board – that can include reduction of duties if a lower tariff rate applies to the finished product leaving the zone than the tariff



rates that would have applied on foreign components (“inverted tariff”); elimination of duties on waste, scrap and rejected or defective parts; and reductions in merchandise processing fees because zone users may be able to file a single customs “entry” (and pay a single fee) per week rather than making multiple entries during the course of a week. (Source: US Foreign-Trade Zones Program, [enforcement.trade.gov](http://enforcement.trade.gov))

### **Size, Scope, and Topography**

At roughly 3,000 acres, the study area will draw development attention. In addition to the sheer size of the development opportunity, it is also worth noting that the majority of the land in the study area is farmland, consolidated in the hands of a relatively small number of property owners with few existing buildings. The topography of the area is relatively flat with a small number of riparian zones. Acquiring and grading the land for development and should not be a significant challenge.

## **CHALLENGES**

### **Multiple Jurisdictions**

Just as the number of jurisdictions may be seen as an asset to the area, it may also become a challenge if effective cooperation is not in place. Multiple layers of approvals, varying permitting processes, and disconnected governmental agencies can all slow the development process and signal an atmosphere that is, at best, unprepared for development or, at worst, adverse to development. Alignment between the jurisdictions is critical.

### **Missing Infrastructure**

The study area is a relative blank slate – wide open in its potential and, as it relates to any development of scale, completely unimproved. Before both development and marketing can take place in the area, serious consideration should be given to the plan to install the necessary infrastructure (e.g.



Large tracts of relatively flat land are held in the hands of a small number of property owners.



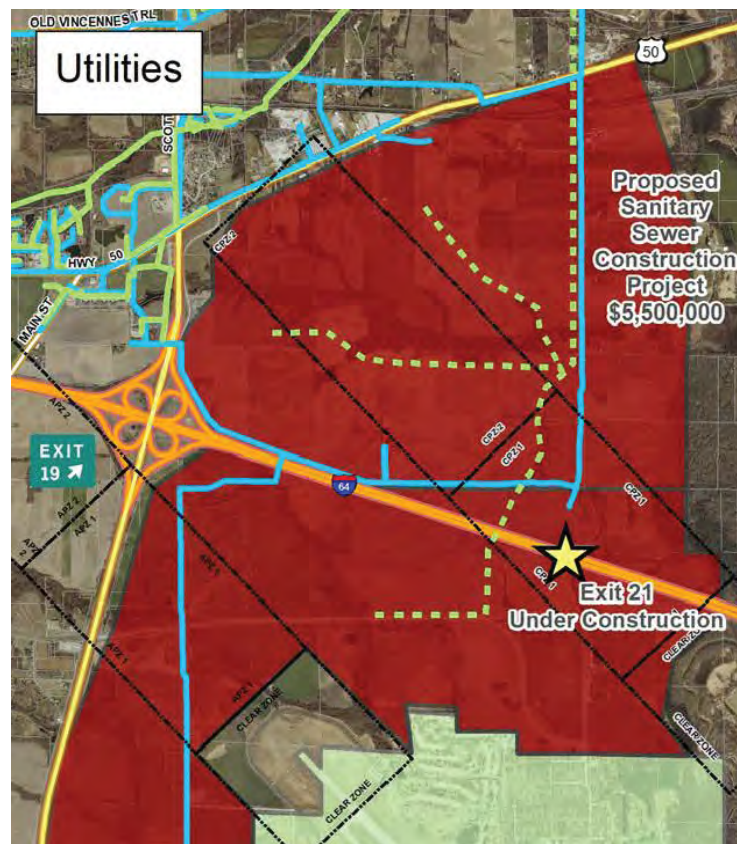
Rieder Road narrows to one lane under low CSX rail line.

sewer, roads, and electric service) to serve the study area. Rieder Road, the existing north/south road running through the study area, is a small, two-lane county road. While Rieder will connect with Exit 21, St. Clair County has indicated that it does not have funding to improve the road north, further into the study area. With regard to utilities, the City has estimated that approximately \$4-5 million will be needed to install sewer lines to the study area. Electric service exists to current residential buildings but will need to be improved in order to provide commercial service. Installing water service will be the first order of business, with the City already making plans to provide water to the northern half of the study area and thereby secure its rights to annex the land into the City of O'Fallon.

### Use, Density, and Height Restrictions

As mentioned earlier, the APZ and CPZ designations covering several hundred acres within the study area will have a significant impact on any future development. With detailed restrictions regarding use, density, and height of any structures in the APZ and CPZ, development will need to be approached comprehensively to achieve the broad-based success the City desires. At the same time, the restrictions within the zones need not quash development altogether. Taken as a whole and planned as a district, development can make effective use of the unregulated land and efficient use of the land falling within the respective zones. It must be done carefully and not fall subject to piecemeal development decisions.

Represented by the dashed green line, sewer service needs to be brought to the study area.



# Recommendations

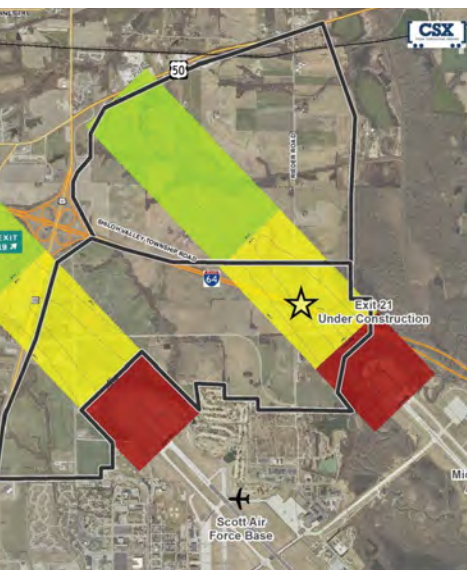
The Panel's recommendations focus on the creation of a mixed-use development centered around innovation in cyber security, advanced logistics, and renewable energy. A development of this nature would leverage the study area's proximity to Scott and provide opportunities for additional synergies with base operations, either via private business or possible university collaboration. Leveraging the knowledge workers at Scott and attracting new skilled workers to the area will further catalyze development at and around the site. Additionally, 'net-zero' environmental and energy characteristics would provide marketable and differentiating factors for the study area. The City's current "Mid America Commerce Center" plan is a good start, yet may benefit from the recommendations that follow and improved branding to reflect the new direction and focus of the area.

To begin to put these recommendations in place, the Panel outlined the following specific suggestions for the City's consideration:

## INFRASTRUCTURE

As mentioned previously, the study area is a relative blank slate awaiting development. To be an attractive development opportunity, however, a certain level of infrastructure needs to be in place and planning for future improvements complete.

Rieder Road, the only north-south road in the study area, provides adequate access to the site from Exit 21, but quickly devolves into a small country road, unable to handle commercial traffic. Even more challenging, Rieder Road narrows down to one lane near US 50 and passes under the CSX rail line with little overhead clearance and no capacity for semi-trucks or even large delivery vehicles such as UPS or FedEx vehicles. To address these challenges, the Panel recommends that the City create a central access road connecting Exit 21 to US 50, using Rieder Road near Exit 21, but quickly turning to the northwest, connecting to US 50 west of rail line and eliminating the need for any over/under pass of the rail line.



The APZ and CPZ land areas can be turned into a development asset.

The Panel recognizes the value of preserving the CPZ area as a way of protecting the future viability of Scott's air mission and strongly encourages the City to retain the associated protections. This does not mean that development cannot take place within the CPZ or that the zone must be left unimproved. Utilizing the CPZ land specifically, the City is encouraged to create a corridor to house the study area's infrastructure spine. This corridor, low density by its very nature, would be the location for the utilities, roadway, and parking serving the north side of the study area. The corridor would also provide a very interesting location for renewable energy infrastructure.

In addition to the corridor, the CPZ may also contain low-density uses and buildings, yet the concentration of the density within the CPZ should be placed in the northwest ('green') section of the CPZ.

The City has studied the site and made preliminary plans for siting water, sewer, and electric service in the northern section of the study area. The current plan to site the sewer lift station at the corner of watershed and the green CPZ should be pursued.

Infrastructure improvements might also include improvements to the rail infrastructure – both freight and passenger. The City is encouraged to work with the Federal Transportation Administration and the St. Clair County Transit District to explore the possibility of extending the MetroLink light rail line to Mid-America Airport. Freight service, via a rail spur off CSX's line, should also be explored in order to support industrial users that may locate within the northeastern section of the study area.

An interstate frontage road currently follows along the southern end of the study area, north of the interstate. It is likely that this township road will not provide adequate service to the site should development, such as that recommended by the Panel, come to fruition. As such, the City should consider additional options or alternatives to the current frontage road to achieve greater roadway capacity.

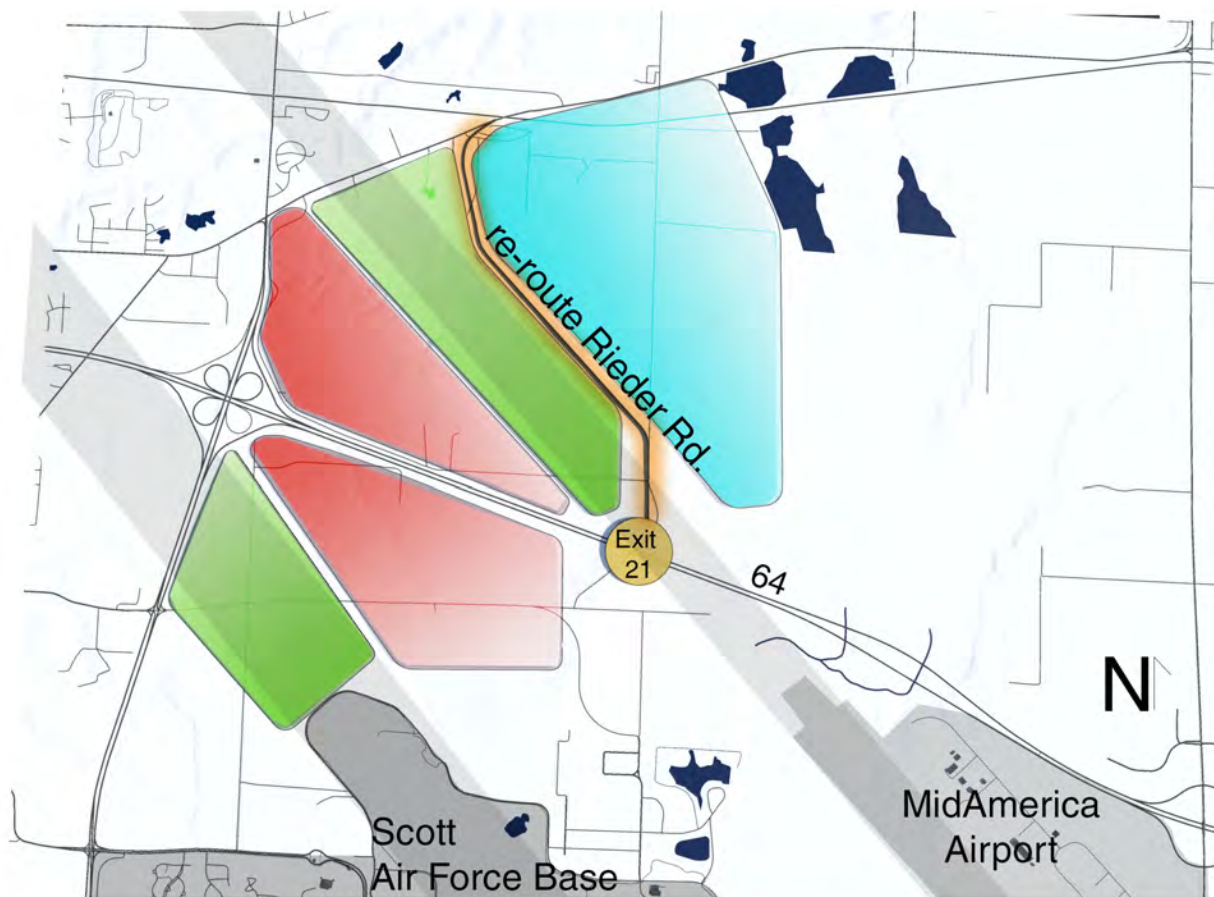
## LAND USE

The CPZ will significantly influence the development in the northern section of the study area. With careful planning, however, the City can use the CPZ to its advantage in supporting Scott and its future missions and as an infrastructure spine for development.

With regard to land use within the CPZ:

- Cluster and maximize development within green CPZ, increasing in density approaching US 50. Limited development of low density uses may be placed in the yellow portion of the CPZ, yet must remain low to insure overall density remains within City's stated parameters.





- The density of all uses – warehouse, industrial, etc. – must align with the CPZ requirements.
- The CPZ and the APZ would also provide ample room for parking for any development in the study area.



The City is strongly encouraged to proceed with annexation of the land north of I-64. Once the land has been annexed, the City may proceed with zoning the land in accordance with the CPZ requirements. With the annexation, the City can also begin pursuit of the financing necessary to install sewer service in the area. The estimated costs to provide sewer services in the northern section of the study area is estimated to be \$4-5 million, per the Sponsor. These critical, initial steps will help insure that the site is ready when a development deal arises, potentially eliminating or at least reducing any concerns regarding sewer availability in the mind of a developer.

With regard to other specific uses within the study area, the Panel encourages the City to place a mix of uses in the northeastern corner of Exit 19 and Air Mobility Drive. This highly-visible intersection could include opportunities to work, play (shop/dine), and stay. While residential uses are unlikely in the study area, options for extended-stay hotels could prove beneficial for the variety of contractors working with or around Scott on weekly or monthly engagements.



Solar panels can help to power Scott and would be a good use for the highly protected APZ and CPZ.

The overall thrust of the land use strategy should be high-quality jobs rather than sales taxes. This would translate into office or industrial uses and users rather than retail shops and services.

In the southern section of the study area, the proposed land uses are highly influenced by the ownership structure of the land. Given that the land is available for development via long-term lease only, attracting development may prove challenging. At the same time, certain users may be familiar, or more comfortable, with a long-term lease scenario. Another government agency or institutional user could locate near Scott as had been projected for the National Geospatial Agency (NGA). Given the pre-development work that went into the assembly of the site for NGA, the Panel encourages St. Clair County to preserve that site for future development of a similar nature, whether public or private. The political will is in place, Exit 21 will provide enviable access, and the potential for MetroLink expansion combine to make this an ideal location for users pursuing synergies with Air Force operations.

Also in the southern section of the study area, the southwest corner in particular (near Air Mobility Drive and Seibert Road), may hold interesting location opportunities for businesses providing discreet (“skunkwork”) services to Scott. This section of the study area benefits from the proximity to the base, yet does not offer (nor do these types of companies seek) visibility from the Interstate.

## Renewable Energy

During the stakeholder interviews, the Panel learned that Scott is now subject to a national military renewable energy mandate, essentially requiring that all military bases receive at least 25% of their energy generation from renewable sources by 2025. This announcement, news to many in the room, provided the Panel with an incredibly interesting challenge *and* solution. While Scott is still studying the viability of this region as a solar generation site, it is interested in pursuing options for future installations if/when the region is deemed viable. Scott does not intend to be in the business of power generation but would be highly supportive of and would purchase power from a private installation in the area. With that information, the Panel recommends that the City establish a public-private partnership (P3) to bring renewable energy generation to the study area. The P3 would be responsible for selling power to Scott and to the City, the latter of which could likewise sell power to its residents or to the local utility provider. The land needed for this significant power generation fits nicely with the land that is subject to the low-density restrictions of the APZ and CPZ. As such, the land north of I-64 could feature solar panel installations within the infrastructure corridor.

In addition to the land in the APZ and CPZ, the wedge of land owned by St. Clair County, north of I-64, to be annexed by the City, and falling within the yellow section of the CPZ, may be developed by the County. The County

would be wise, however, to proceed with an eye toward future base decisions and maintain the standards found within the CPZ. This site would be ideal for additional placement of renewable energy infrastructure.

## PARTNERSHIPS

In addition to the recommended partnerships between jurisdictions, the Panel also recommends that the City work to foster additional relationships with Scott as well as potential new relationships with regional universities to make development in the study area particularly attractive. Active partnerships with significant governmental and educational institutions can provide developers with a sense of the broader development and city vision, commitment to the improvements, and opportunities for additional resources, all of which are marketable attributes for the site. Barring existing relationships such as these, the City may need a development partner at the outset to initiate a discussion.

## DEVELOPMENT STRATEGIES

Approaching development in the study area in a comprehensive manner, the Panel recommends that the City consider exploring a district-based development corporation model, providing a mechanism by which to incorporate stakeholder buy-in, while retaining the leadership role of the City. This multi-institutional partnership, with a strong civic leader like the City at the helm, provides multiple jurisdictions with the ability to become partners in the development of a combined district. The cohesion that this type of district formation brings to a development site is not only attractive to a developer, as it implies cohesion of vision and a streamlined process, it also provides the entities in the partnership with the ability to share in building of the vision and to have a voice in the future of the development site. It does require central leadership and a strong voice to guide all of the parties in the district.

Given the nature of the work at Scott, and the likelihood of similar technology-focused companies seeking to locate in the district, the City might also consider a tech transfer structure, partnering with defense industry companies such as those on Pierce Blvd., in small offices proximate to Scott.

Scott has been recognized nationally for its partnerships with the surrounding community. This partnering culture can play a significant role in the future development of the site and the enhancement of this already strong military and community partnership. The City should look to additional national models for mission partners in cyber security, stem, logistics, and defense as these partnerships are not only healthy for Scott and the City, but may also help position Scott favorably in future BRACC deliberations.



Stakeholders interviewed throughout the TAP represent a key cohort in which to seek new or strengthened partnerships.

While the size of the study area is too large to make specific end user recommendations, the Panel does view the study area as ripe for development catering to businesses seeking to partner with or be proximate to Scott. Based on that premise, the City would be wise to pursue such office tenants as Aegis Strategies – a Scott-based cyber security firm and the St. Louis region’s 2017 fastest-growing private company – and other similar businesses.

## FUNDING

The first order of business as it relates to funding for the site will be to secure a mechanism to fund the sewer infrastructure when a development deal is in hand. To accomplish this, the City should consider issuing general obligation bonds. Tax Increment Financing (TIF) can also be a powerful financing tool in a development such as this. O’Fallon, a city boasting strong retail establishments, would not need to pursue additional retail TIFs but instead focus on quality employment growth and the business-to-business nature of the uses within the development site.

Funding may also be available via the renewable energy public-private partnership. Ideally, the P3 will be selling energy to Scott and thus producing revenue for the City. This revenue could be put to use for future improvements to the site.

Through the establishment of a district/development corporation, the City could explore its ability to abate a portion of the City property tax (saving funding for the school district) and apply those funds directly to district-related development and improvements.

There are also regional resources to consider. The Southwestern Illinois Development Authority (SWIDA) is a powerful force in the region and may be approached in the pursuit of funding for the infrastructure improvements.

The Panel discusses the various funding mechanisms available for development of this size.





# Key Points

As the City pursues site preparation, funding strategies, and district-wide initiatives, the Panel encourages City leadership to keep the following key points in mind at all times.

## PRIORITIES

The City and any related development entities should keep Scott Air Force Base in mind, working to enhance Scott's long-term viability and do nothing that might endanger Scott in future BRACC deliberations. Additionally, the City is encouraged to position the study area in such a way as to attract private industry that supports the ability of Scott to secure future missions.

Similarly, the City is encouraged to embrace the strategic importance and value of Scott's mandate to procure 25% of its energy from renewable sources. This goal can serve as a catalyst for development in the study area. Supporting this goal not only helps Scott achieve its target but also creates an even stronger partnership connection between Scott and other public and private institutions. Likewise, educational and healthcare institutions in particular could likewise build on the renewable goal and help further position the area as a green business park or net zero energy district.

## PARTNERSHIP COMPOSITION

The Panel recommends exploring a possible district-based development corporation model to guide development. The resulting entity would require strong leadership and broad inclusion. An Advisory Partnership, a non-profit leadership organization, should be formed to bring all of the development partners to the table, including business leaders, higher educational institutions, healthcare, SWIDA, Southwestern Illinois Leadership Council, St. Clair Co., Scott, and the City of O'Fallon. The Advisory Partnership will then create a redevelopment corporation (as state laws allow) to lead development

with partnership's agreed-upon implementation goals. The City would serve as the lead entity for north side of the study area. The redevelopment corporation will then be positioned to control, promote, and assist development within the study area. The redevelopment corporation also has the power to oversee funding and manage infrastructure delivery.

## LEADERSHIP

The development of the 3,000 acre study area requires strong and visionary leadership. The City's big vision for the site – moving far beyond piecemeal development – requires a strong approach. As such, the City should annex the land in the northern half of the study area quickly and put appropriate zoning in place. This step may be seen as an early hassle but is in the long-term interest of comprehensive, well-guided, and coordinated development.

Likewise, the City's broad, district approach to development at the site requires funding that will maximize a long-term approach. The City is encouraged to consider a finance mechanism that will utilize a 20-year return through the development of the study area. This is a long-term, smart growth endeavor with success of the City in mind.

The approach outlined by the Panel and inspired by the vision and goals of the City and its stakeholders will take investment and commitment from City, which must take the leadership position, elevate the vision, and catalyze the regional partnership to see development through.



# Conclusion

The 3,000 acres around Interstate 64 exits 19 and 21 provide the City of O'Fallon and St. Clair County with an enviable real estate development opportunity. The unimproved land is ripe for development, yet its vast size and the need to respect, protect, and enhance the viability of Scott present an interesting set of challenges. The City is smart to approach the site with a comprehensive, proactive plan that will build on the site's assets and attract business and quality jobs to the region.

As the City begins its development work, it is encouraged to remember the following key points:

- Any work on the site – improvements, buildings, uses, and infrastructure – should work to help protect and enhance future viability of Scott Air Force Base.
- For the area north of Interstate 64, the City should work quickly to annex the roughly 1,500 acres, put appropriate zoning in place, establish a funding mechanism for sewer improvements when a development deal is in hand, and create a parkway within the CPZ to house utilities, low-density uses, and solar panels.
- The City should consider leveraging renewable energy installations for additional municipal power, as a source of potential revenue, and as a means to further assist Scott in its mission.
- A development partnership for the study area or resulting district needs to be formed to help finalize the vision for the district and guide future development. The City should take the lead in this partnership formation and as the leadership entity.
- Finally, funding mechanisms, including general obligation bonds, Business District tax revenue, and a non-retail TIF should all be considered in an effort to position the site for development and ultimately see development through.

# Panelists



## Andrew Gulotta, CHAIR

Armstrong Teasdale

Andrew Gulotta is a member of the firm's Financial and Real Estate Services practice group, focusing on commercial real estate matters. He represents clients in all aspects of property management, leasing, acquisitions and dispositions, real estate-based lending, zoning and land use, tax-deferred exchanges, and environmental and municipal matters. He counsels property owners and managers, landlords, tenants, lenders, borrowers, developers and investors across a variety of property classes including office, retail, warehouse, ground-up and build-to-suit properties. Further, Andrew has significant experience in multisite and multistate portfolio transactions. He also represents clients in incentive-based development projects involving a variety of tax credit programs, tax increment financing (TIF), transportation development districts (TDD) and community improvement districts (CID). Before practicing law, Andrew worked for a government land use planning agency where he gained significant exposure in land use, zoning and subdivision regulation, as well as the application of geographic information technology. Andrew served as a commissioner on multiple TIF commissions and collaborated with various governmental agencies on a variety of economic development initiatives.



## Mark Brady

Polsinelli PC

Mark Brady is a shareholder with Polsinelli PC where the focus of his practice is crafting creative, business-minded strategies on behalf of private and public clients in order to facilitate complex, large-scale development projects. From approval to construction, Mark brings more than 25 years of experience in real estate development matters across Missouri, and he leverages this experience to obtain local, state and federal economic development incentives that support development. Mark appears before state agencies, municipal boards and economic development agencies to secure approvals for zoning and land-use matters as well as development incentives such as: Tax Increment Financing (TIF); Missouri Chapter 353 Tax Abatement; Community Improvement Districts; Transportation Development Districts; Brownfield Tax Credits; Missouri Development Finance Board Tax Credits; and Federal Grant, Loan and Tax Credit



Programs. Mark has successfully tried cases and argued appeals on behalf of developers and public bodies and he wrote the winning brief for the case in which the Missouri Supreme Court upheld the constitutionality of TIF. Mark's familiarity with the needs of both governmental bodies and developers provides clients with the resources to facilitate public-private partnerships that create investment opportunities, business and job growth, and the potential for increased wealth for clients and the community at-large.



### Amy Hamilton

City of Richmond Heights, MO

Amy Hamilton was appointed city manager of Richmond Heights, MO in 2004. Before then, Amy was Richmond Heights' assistant city manager from 2000 to 2004. Before coming to Richmond Heights, Mrs. Hamilton worked for the City of Collinsville, IL as the Assistant to the Director of Administration. She earned her Master's degree in Public Administration from Southern Illinois University Edwardsville in 1999 after attaining her Bachelors degree from SIUE.

Richmond Heights, Missouri celebrated its centennial incorporation anniversary in 2013 with a population of 8,600. Richmond Heights is a Council-Manager Missouri Charter City, offering high-quality, professional municipal police, fire, public works, general construction inspection, code enforcement, and recreational services. With a total budget of \$32 million, 128 full-time employees, and 28 FTE part time employees.

Mrs. Hamilton is a member of the International City/County Management Association, Past-President of the Missouri City/County Management Association, Past-President of the St. Louis Area City/County Management Association, Past-President and current Board member of St. Louis Area Insurance Trust. She is also a Board member of the Missouri Economic Development Financing Assoc., Technical Assistance Program Co-Chair for the Urban Land Institute-St. Louis, member of Commercial Real Estate Women ("CREW")-St. Louis Chapter, and ex-officio Board member of the Maplewood-Richmond Heights Chamber of Commerce.



### John Langa

Bi-State Development

John leads Bi-State Development's economic development efforts in support of regional job creation, tax base enhancement, community development, infrastructure expansion, adaptive reuse of existing infrastructure, transit oriented development and private investment around Bi-State Development's assets, including Metrolink and MetroBus. John has served as the Vice-President of Economic Development

for Bi-State Development since 2011. Prior to that he worked from 1998 to 2011 as a real estate broker and developer in the St. Louis region with Jones Lang LaSalle, Opus Northwest and CB Richard Ellis. From 1987-1998 John worked with economic development and regional planning efforts for the Chesterfield, Missouri Industrial Development Authority, in Lee County, Florida for the Lee County Community Redevelopment Agency and in Kansas City with a private firm, Ochsner, Hare & Hare.

Economic development efforts at Bi-State Development support initiatives for large-scale community infrastructure projects, such as the establishment of the Regional Freight District, additional community investment projects with the establishment of the Bi-State Development Research Institute, and public/private real estate development partnerships for transit oriented development, including the new Metrolink station programmed for the Cortex area and the North County Transit Center.



### John McAllister

Cannon Design

John McAllister is an award winning designer whose passion and advocacy for design excellence can be found in his work of nearly 2 million SF and more than \$500 million in project construction. Recently named one of the St. Louis Business Journal's 40 under 40, John's career boasts work with high-profiled institutions including the University of Missouri system, the St. Louis Public Library, Solae Corporation, Webster University, Northern Kentucky University, University of Minnesota, University of Louisville and the St. Louis College of Pharmacy. Working across all markets is important to John, it allows him the ability to be flexible and nimble with design solutions. He consistently delivers dynamic and meaningful architecture that responds to his clients challenges, which are strengthening cities and communities long into the future.



### Richard Ward

Ward Development Counsel

Richard Ward established Ward Development Counsel, LLC in 2011 to provide a platform for counseling assignments in the interrelated realms of economic, real estate and community development and planning. Previously he established and managed the St. Louis office of Zimmer Real Estate Services and was a member of its Development Management Group (Zimmer, 2007-2011). Prior to his work with Zimmer, Richard founded and was CEO and principal owner of Development Strategies, Inc. (DSI). He led DSI to become a leading national provider of planning and development advisory services (DSI, 1988-2007).

Richard's counseling services focus on: shaping and advising public/private ventures and partnerships; strategic planning and development team building; project feasibility and implementation strategy; structuring incentive agreements between local governments and private investors; site selection, acquisition and entitlement; land use planning and controls; and litigation support and expert testimony.

Prior to founding DSI, Richard was president and co-owner of a predecessor firm initiated with three colleagues upon completion of graduate studies at Washington University (1968 – 1988). Between 1973 and 1986, he was managing partner of two real estate investment partnerships that successfully improved and created value in a variety of projects in the urban core of the City of St. Louis.



**Urban Land  
Institute**  
**St. Louis**

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