



St. Louis

REDEVELOPMENT OPPORTUNITIES ALONG SOUTH GRAND BOULEVARD



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South Grand Community Improvement
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ON THE COVER: Welcome sign leading from
the South Grand CID parking lot west to Grand
Boulevard.



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About the Urban Land Institute

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide. ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific region, with members in 81 countries. ULI's extraordinary impact on land use decision-making is based on its members' sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns. Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. Drawing on its members' work, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

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About ULI St. Louis

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 policymakers dedicated to creating better places. The ULI St. Louis District Council brings together real estate professionals, civic leaders, and the St. Louis community for educational programs, initiatives impacting the St. Louis region, and networking events, all in the pursuit of advancing responsible and equitable land use throughout the region. From conversations with 10 people to programs for 200, ULI has a forum for everyone to share, learn, and connect. ULI St. Louis is run by an 18-person Management Committee and guided by a 12-person Advisory Board, with members of each group contributing their individual time, talent, and expertise to advancing ULI's mission in the St. Louis region.

ULI District Council Leadership

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ULI Advisory Services: National and Global Programs

Since 1947, the ULI Advisory Services program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for complex land use challenges. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services. National and international panelists are specifically recruited to form a panel of independent and objective volunteer ULI member experts with the skills needed to address the identified land use challenge. The program is designed to help break through obstacles, jump-start conversations, and solve tough challenges that need an outside, independent perspective. Three- and five-day engagements are offered to ensure thorough consideration of relevant topics.

An additional national offering is the project analysis session (PAS) offered at ULI's Fall and Spring Meetings, through which specific land use challenges are evaluated by a panel of volunteer experts selected from ULI's membership. This is a conversational format that lends itself to an open exchange of ideas among diverse industry practitioners with distinct points of view. From the streamlined two-hour session to the "deeper dive" eight-hour session, this intimate conversational format encourages creative thinking and problem solving.

Learn more at americas.uli.org/programs/advisory-services.

Technical Assistance Program (TAP)

Urban Land Institute harnesses its members' technical expertise to help communities solve difficult land use, development, and redevelopment challenges. Technical Assistance Panels (TAPs) provide expert, multidisciplinary, unbiased advice to local governments, public agencies, and nonprofit organizations facing complex land use and real estate issues in the St. Louis region. Drawing from our professional membership base, ULI St. Louis offers objective and responsible guidance on various land use and real estate issues ranging from site-specific projects to public policy questions. The sponsoring organization is responsible for gathering the background information necessary to understand the project and present it to the panel. TAP panelists spend a day interviewing stakeholders, evaluating the challenges, and ultimately arriving at a set of recommendations that the sponsoring organization can use to guide development going forward. As we wrestle with land use decisions today, ULI St. Louis would like to acknowledge that much of St. Louis is located on the traditional and ancestral territory of the Osage Nation, Missouriia, and Illini Confederacy. We thank them for their hospitality and stewardship of this land and hope we can all agree on the importance and genius of our natural environment as we provide guidance on issues around future land use and development.

ULI Advisory Services identify creative, practical solutions for complex land use and development challenges.

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Acknowledgments

ULI St. Louis is grateful to South Grand Community Improvement District for inviting ULI St. Louis to study the redevelopment potential for the public parking lot and associated properties along South Grand Boulevard. In particular, we would like to thank Rachel Witt, South Grand CID Executive Director, for her leadership, contributions, and support of the information gathering critical to the success of this study.

ULI



A parking lot along the north side of Jay's International Foods sits on the east side of Grand Boulevard.

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The South Grand Community Improvement District (CID) parking lot, owned and maintained by the CID, sits just east off Grand Boulevard and could be redeveloped into a new use.

EXECUTIVE SUMMARY

The six blocks of the South Grand Community Improvement District (CID) are home to a world of flavors, products, and experiences, crafted and curated by business owners who often live in the area and love this unique neighborhood of St. Louis. The CID is a champion of the district's businesses and business owners, providing support in the form of district programming, maintenance, and promotion. The CID has developed a pocket park and a public parking lot. This last item, the 95-space public parking lot, sits on three-quarters of an acre of land owned by the CID and tucked behind businesses lining South Grand on the east at Hartford. Knowing that the parking lot is largely underutilized, the CID board and two key board members owning proximate property turned to the Urban Land Institute–St. Louis district council (ULI St. Louis) for guidance as to the redevelopment of the parking lot and potentially two additional nearby parcels.

The CID parking lot is a large, flat parcel clear of any known contaminants, making it an interesting development opportunity. The lot could be redeveloped singularly, yet, if combined perhaps with another parking lot to the south, owned by Bailey's Restaurants, and perhaps more surplus parking owned by the Jay's International Foods family, the potential for redevelopment of any combination of the three becomes more interesting, complex, and ripe for broader study. ULI St. Louis, using its trusted and unbiased technical assistance panel (TAP) program, was asked to study the sites, interview relevant stakeholders, and deliver a set of recommendations the TAP sponsor—the CID board, Bailey's Restaurants, and Jay's International Foods—could consider as they weigh the future of these sites. ULI St. Louis convened a panel of urban planning, architecture/design, and real estate professionals (the panel) with expertise relevant to the questions at hand.

Through the course of its study, the sponsor and ULI learned from the leadership team at Commerce Bank on South Grand, at the southeast corner of Grand and Hartford Street, that the Bank might likewise be interested in adding its property into the mix of parcels considered by the TAP. Commerce Bank (the bank) has a 30,000-square-foot building and seven drive-through lanes. While the bank is committed to the neighborhood, it is also aware that much of its space is unused and the future of banking relies heavily on digital solutions. As such, Commerce Bank Connect, a 2,500-5,000 square foot banking facility, might serve the neighborhood just as effectively instead.

With this in mind and with information gathered from the sponsors, stakeholders, and their own professional expertise, the ULI St. Louis TAP panel delivered four potential development options for the sponsor's consideration and identified a few common threads that carried across each of the four development options.

Common Development Threads

Residential for the CID Parking Lot. In each of the development scenarios, the panel recommends that the CID lot be sold to a developer in pursuit of multifamily development. The location of the lot—off of and not visible from Grand Boulevard—limits the commercial potential of the lot and makes residential development more attractive, particularly considering the single-family homes that border the lot to the north, across Hartford Street, and along the southeastern edge of the lot along Arkansas Street.

Event Space for Bailey's Parking Lot. In each of the design scenarios, the panel recommends that Bailey's Restaurant pursue its plan for an event space on its surplus parking lot just east of its current parking lot (and south of and proximate to the CID lot). A two-story event space, leveraging the proximity of the Rooster catering kitchen, would likely find success, even tucked away slightly off Grand. This idea has been under consideration by Bailey's Restaurant ownership for some time, and the panel confirmed that it would be an appropriate use for the lot.

Reconfigured Public Parking. There is a need for public parking along South Grand, and certain businesses in the area are able to leverage the CID lot parking spaces when accounting for their business' parking in order to meet zoning requirements. To that end, the panel recommends that public parking remain on this block but instead be repositioned parallel to South Grand (instead of its current perpendicular format) and move closer to the corridor. It would take the place of the bank's drive-through lanes and existing parking lot for the Rooster restaurant. This reconfigured parking lot would be more visible to Grand through an opening at a new plaza, which would take the place of the current parking spaces between the bank and Rooster. The fence and hedge north of Rooster should be removed to provide greater pedestrian access and visibility to the lot and provide passersby with a visual relief from the other buildings lining the street.

Development Options

As the panel contemplated a variety of development options for the sponsor, panelists kept the following guidelines in mind: recognize the value of the CID lot in its current state and its potential sale value; remember how each parcel sits in proximity to and connection with Grand; identify how the surrounding businesses and institutions could participate in and/or benefit from development at these sites; and support the community improvement goals of the district.

Option A – Expansion of the Existing Environment. In this first development scenario, the CID parking lot is developed into residential and Bailey's lot becomes an event venue. Jay's operations are expanded to the north, and no changes to the Commerce Bank property are recommended. The treatment of the Jay's parcel in this scenario would be appropriate if the Jay family doubles down on their operation, location, and goals for service to the community. The expanded footprint could provide room for additional grocery sales or could be leveraged into a space where community comes together—to learn to cook using Jay's products but certainly with an international flair. It could also be a community kitchen for rent by budding restaurant entrepreneurs wishing to test their ideas in a space that is already largely outfitted for them.

Option B – Engagement with Grand at Hartford. In this second design configuration, the Commerce Bank property at the corner of Grand and Hartford Street becomes the primary point of engagement for new development. The addition of this parcel into the development mix provides a very interesting alternative location for the additional commercial space considered for Jay's in Option A. The corner parcel could become the home for that commercial operation, branded by the panel as Market Hall. Market Hall could open its doors to emerging restaurateurs and international product makers. Additionally, Market Hall could be further brought to life via small performances by international artists—performing, visual, or fine artists. The performers and artists could use the community space to refine their craft, entertaining shoppers and activating the common areas of Market Hall at the same time. Activity could spread out into the new plaza when weather permits, expanding its reach and further engaging with those walking or biking along South Grand.

Option C – Expansion of Existing Environment and Expanded Housing. Building on the potential of the Commerce Bank property, development option C incorporates a significant residential component into the redevelopment at the Grand/Hartford corner. Now, in addition to Market Hall at the corner, there are apartments above and beyond to the east, moving closer to the new residential units on the CID lot. The addition of residential here might provide a welcome opportunity to introduce market-rate rental units into the neighborhood and could allow the developer of the CID parcel to focus on an affordable or workforce market. Both could provide seniors with an option to continue to live in the neighborhood, providing living options spanning one floor instead of the two or more floors found in most South Grand homes.

Option D – Expansion of Existing Environment, Hotel Option. Finally in option D, the possibility of a hotel in the district was explored. Only through the addition of the Commerce Bank property is a hotel conceivable in the study area. The other parcels are too far removed from Grand and the redevelopment of the property owned by the Jay family is unclear and unlikely at present. At the corner of Grand and Hartford, however, a hotel would have the



The panel's design/development options address current uses and envision new life in the district, doubling-down on its international flair and home-grown business climate.

visibility required for a hotel as well as the option to expand east along Hartford. A hotel development could stand alone or be developed in partnership with—or also be the developer of—the Market Hall on the site. This option also contemplates the addition of an amenity deck on top of the reconfigured public parking lot, which could connect to Bailey's event space and provide additional entertainment and venue options for their clientele.

In addition to the development options above, the panel also shared the following recommendations, many of which could be considered regardless of the CID parking lot redevelopment, including creating enhanced branding and wayfinding for the district, increasing pedestrian safety measures along Grand, returning Hartford and

Juniata streets to two-way streets, supporting early-stage entrepreneurs, exploring an expansion of Jay's operations, and incorporating Market Hall into the CID footprint.

Conclusion

The South Grand development considerations are exciting, variable, and complex. Further discussion with the property owners and area stakeholders will allow the CID board to further refine how and where to proceed and whether one of the proposed development options or a combination thereof should be pursued. The CID board will need to consult legal counsel for guidance on the contemplated sale of the parking lot land and the implications it will have on its budget and fiscal operations into the future. The future continues to be bright along South Grand.

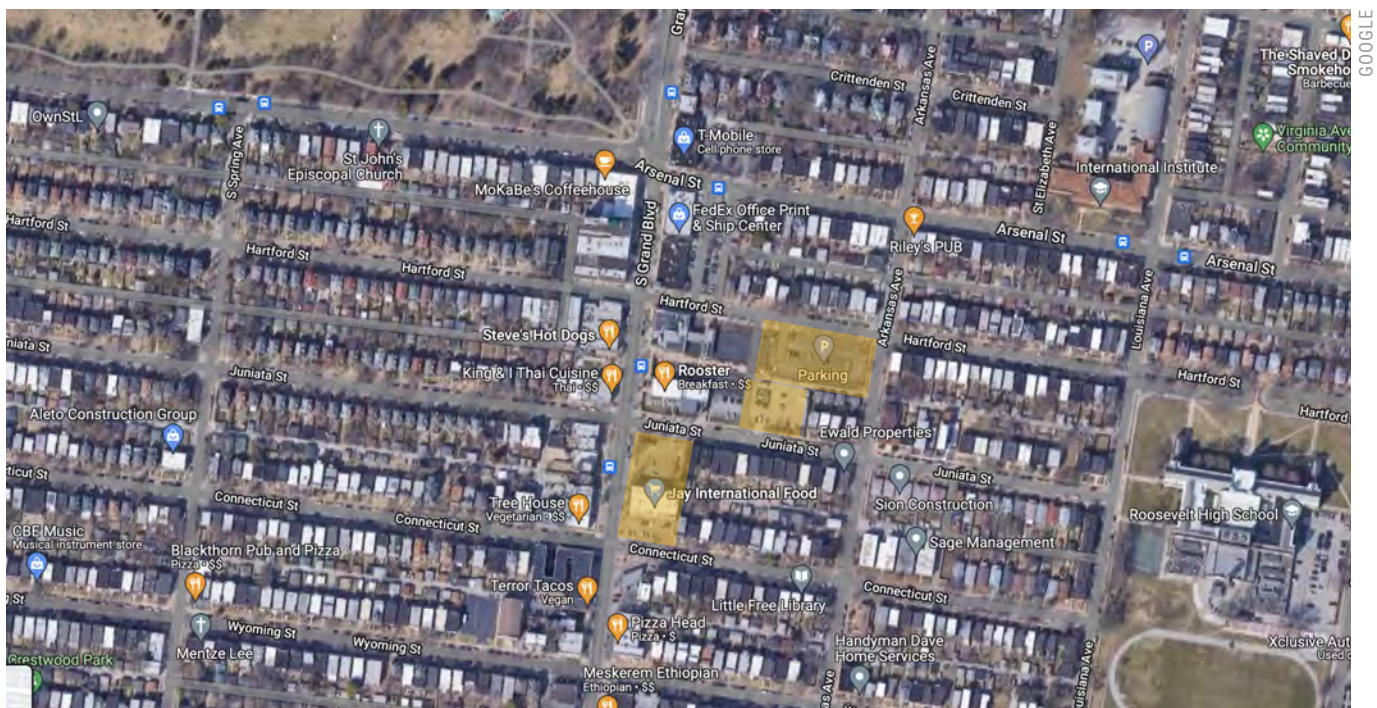
INTRODUCTION AND THE TAP PROCESS

The South Grand commercial district in South St. Louis is a healthy and vibrant corridor full of restaurants, shops, and people from all walks of life. Home to people and business owners from 15 different countries and the 23 ethnicities, South Grand is a destination for those interested in an international experience, particularly with regard to cuisine. The South Grand Community Improvement District (the South Grand CID) has been working diligently over the past 20 years, making sure the corridor is economically healthy by supporting the business owners and ensuring that the experience along South Grand is attractive, clean, and safe. Supporting this goal, the CID constructed a large, 95-space parking lot within a block of Grand Boulevard on Hartford Street. The parking lot is free to use, yet few visitors, business owners, or area employees do so.

Knowing that the 0.76-acre parking lot is not being used to its potential, the CID board of directors turned to ULI St. Louis for assistance in determining a path forward for repositioning or redeveloping the lot into a new use.

Two neighboring business owners also expressed an interest in potentially adding their properties into the redevelopment conversation. David Bailey, a CID board member, owns and runs the Rooster Restaurant at 3150 South Grand. Behind Rooster and just east of its primary

parking lot, Bailey owns an additional parcel that could be redeveloped into another use. Similarly, the combined owners of Jay's International Foods, at 3172 South Grand, were also interested in the redevelopment potential of their property. Although the members of the Jay's International family are still interested in operating their grocery store, there was interest in exploring the potential for redevelopment around their building, particularly in the parking lots. Together, these two entities with the CID board constitute the sponsor of this study.



The South Grand CID is surrounded by residential neighborhoods and is proximate to Tower Grove Park, the International Institute, and the Saint Louis University medical campus further north. The study parcels are highlighted in yellow.

Combined, these three parcels could create an interesting opportunity for a developer interested in the unique vibrancy of South Grand. The parcels are not connected but are within such close proximity that the sponsor enlisted ULI St. Louis for guidance on all three parcels through ULI's technical assistance panel (TAP) program.

The TAP program provides objective, expert guidance on land use matters through a one or two-day, intensive study. The TAP process is informed by a briefing by the sponsoring organization, a site tour, and stakeholder interviews, after

which the panel holds intensive deliberations and delivers a set of recommendations that the sponsor can leverage as it considers future development and improvements in and around the study area.

For this study along South Grand, the TAP panel was comprised of real estate professionals with expertise in the areas of development, planning, design, and real estate finance. The TAP process is designed to be unbiased, objective, reflective of the current market environment, and flexible in nature.

Questions for the Panel

1. What are the potential site layout alternatives (massing, traffic flow, parking) that would make the most benefit of the potential uses on the site?
2. What potential uses might make the most sense for the sites in question – hotel, retail, entertainment venues?
3. How should the ownership and development strategies be structured to determine who will own what? (i.e., retain individual ownership vs possible new partnership entity vs RFP and sale to developer, land leases, etc.)



The TAP panelists touring the study area with Rachel Witt, Executive Director, South Grand CID.

STUDY AREA – CONTEXT

At over nine miles long, South Grand Boulevard cuts through much of south St. Louis City. Within that geography, the South Grand Community Improvement District focuses its attention and efforts on a shorter, half-mile stretch of South Grand from Arsenal Street on the north to Utah Street on the south. This stretch of South Grand is marked by a significant number of locally-owned businesses providing products, services, and a wide variety of restaurants featuring international cuisine. There are few chain or franchised businesses and many South Grand business owners take pride in their hands-on approach to their operations. This intense interest in the economic vitality of this portion of the corridor manifests in a strong, active, and hands-on CID board.

The CID's development of the public parking lot at 3500 Hartford several years ago was intended to provide convenient and free public parking for visitors to the area and employees working along South Grand. To date, even with visible signage and promotional efforts, the parking lot is largely underutilized, with visitors preferring to park directly on Grand at metered spaces. There is an influx of parking on Sundays primarily driving by brunch at Rooster, but that demand is short-lived and has led the CID board to reconsider the usefulness of the parking lot.

At 0.76 acres and holding 95 spaces, the land area of the public parking lot is significant for this dense neighborhood and could provide an interesting development opportunity for a developer seeking to convert the land into another use. The land at the CID lot is currently zoned "D" for "multiple-family residential" and is bordered by single-family homes to the north and east and an alley to the southeast.

South and slightly west of the CID lot is an auxiliary parking lot owned by Bailey's Restaurants. This lot is not currently in use by restaurant patrons and houses overflow space for Bailey's operations. Directly east of this lot are residential homes, and the street to the south, Juniata, is also lined with single-family homes. David Bailey, of Bailey's Restaurants, purchased this lot with an eventual goal of building an event facility on-site, for hosting small weddings and other events that could be catered conveniently by the kitchen at the Rooster restaurant.

To the south and west again, this time crossing Juniata and fronting Grand, the Jay's International Food building sits on Grand and is bookended by their private parking lots to the north and south. Although the north parking lot is for Jay's customers, it is fenced along Grand and few shoppers make use of these parking spaces. The smaller lot to the south of the building is close to the building's front door and is more often used by patrons. The three-story building houses the retail grocery operation on the first floor and storage on the second and third floors. Jay's operations are challenged by a difficult loading zone in front of their building on Grand due to the lack of sufficient space for an off-street loading zone. When delivering shipments to the store, large trucks block much of the building from view. When trucks are not present, shoppers are frequently confused by the signs blocking the parking spaces from public use. The Jay family owns and operates the grocery store, which is a staple for many shoppers, particularly foreign-born shoppers, in eastern Missouri. Although the members of the Jay family are not interested in selling their business or razing their building, there was interest in including their property in this study as a way to understand how they fit into the future of this vibrant business district.

Shortly before the TAP interviews, members of the leadership team at the Commerce Bank at the southeast corner of South Grand and Hartford expressed an interest in potentially redeveloping their site. Constructed at a time when in-person banking was prevalent and preferred, the

30,000-square-foot facility and associated drive-through lanes are notably underutilized in today's increasingly digital world. At other locations around St. Louis, Commerce Bank has shifted to a much smaller footprint, downsizing to a new 2,500-5,000 square-foot Commerce Bank Connect business model, which relies heavily on technology and an app and features limited in-person interaction. Commerce is committed to the South Grand neighborhood and interested in maintaining a presence, but they may only require a tenth of their current space going forward.

With all of this in mind, the panel considered the parcels individually and together, analyzing the following characteristics:

- Potential highest and best use today and into the future;
- Traffic patterns in the district and access needs of the surrounding businesses, both current businesses and those contemplated by the panel;

- Uses currently found in adjacent buildings and planned for nearby properties;
- Connections or potential for enhanced connections with the surrounding South Grand community (residential and commercial) and greater St. Louis community; and
- Needs of the business district and needs of the surrounding community.

Each of these factors was taken into consideration throughout the panel's deliberations. Added to this framing were the goals of the business district for development at these sites. These goals were identified and clarified through the stakeholder interviews and the discussions with the CID board and include the following:

- Support business attraction and retention with particular focus on the mom-and-pop businesses that predominate the South Grand corridor.



The South Grand CID public parking lot is highlighted in dark green. Directly south and highlighted in light green is the parking lot owned by Bailey's Restaurants, and the land and building owned by Jay's International Foods is at the southeast corner of Juniata and Grand and is also highlighted in light green.

- Support local food and beverage businesses. These businesses may be found along the length of the corridor and are often what draw residents and visitors to the area.
- Focus on connectivity, accessibility, and synergies with surrounding destinations and institutions. Any new use in the CID will do best when it complements existing businesses, is easily accessible, and connects to—either physically or through complementary uses—surrounding businesses and cultural institutions. The study area's proximity to Tower Grove Park, the Missouri Botanical Garden, and the International Institute are of particular note here.
- Cultivate and improve South Grand's unique identity and quality of life. South Grand is well-known throughout St. Louis as a multi-cultural destination.

With its wide array of international cuisine, the stretch of South Grand covered by the CID is unique, authentic, and diverse. This environment would be nearly impossible to design or replicate and should be celebrated for all of its uniqueness.

- Build an inclusive and fun community, being sure to maintain the open-door nature of the district, welcoming all races, ethnicities, and cultures. Continue to reflect and effectively represent the diverse community into the future.
- Economic mobility—the ability of a person to move across and up through economic levels—in the neighborhood is also important. This means supporting opportunities for existing residents to find a job, get a promotion, or even open their own business along South Grand.



SOUTH GRAND CID

South Grand is known for its vibrant international food scene.

Insights from Stakeholders

- 15 countries, 23 ethnicities represented along South Grand
- Restaurants and quality of life is great; walkable
- Known for being financially accessible
- Preserving diversity is important
- Small/shallow commercial spaces have both positive attributes for some retailers and drawbacks for others
- Mom-and-pop business owners predominate
- The business district is a jewel for the neighborhood
- Diverse, inclusive, and fun
- CID lot is great but underutilized (the exception is Sunday brunch)
- “We love our cars, and we’re good parallel parkers”
- BRT would be a great addition
- Traffic and modes of transportation are changing
- Need better connections north and spread positive impacts south beyond the CID footprint
- Multi-family and affordable housing is disappearing (50% is rental, but that is ok)



In addition to community members and district business owners, the panel interviewed certain city professional staff to better understand the potential opportunities and constraints.

RECOMMENDATIONS

Following a tour of the study area, stakeholder interviews, and panel deliberations, the TAP panel arrived at four options or recommendations for consideration by the CID board and associated property owners. These recommendations represent the best thinking from the developers, planners, architects, and finance professionals on the panel yet will likely require additional, deeper study to determine feasibility. These recommendations are meant to provide initial inspiration and direction and can serve as a springboard for further conversation amongst the entities comprising the TAP sponsor.

Framing the panel's recommendations was a series of development considerations that applied to all of the scenarios developed by the panel.

- **The Value of the CID Lot.** The CID's public parking lot holds value to the community and surrounding businesses, providing parking for patrons and allowing businesses to leverage the public spaces as their own when working to meet the city's zoning requirements. The lot was recently appraised at \$484,000. The value of the property as a parking lot needs to be balanced by its potential monetary value and impact on the operations of the CID.
- **Proximity and Connection to Grand.** The panel continued to consider each study parcel's location in relationship to Grand Boulevard and how the connection—visible, physical, or perceived—might be leveraged or enhanced.
- **Surrounding Businesses and Institutions.** Any development on the study parcels will be influenced by the mix of land uses and business operations in the surrounding neighborhoods. Any recommended use should complement these surrounding uses. It should also be noted that the International Institute is a proximate neighbor, at less than two blocks to the east of the CID parking lot, and the potential for complementary uses supporting this international population is of pointed consideration.

- **Supporting the Goals of the CID.** The panel also kept in mind the development goals of the CID, particularly the economic development goals of the board to support the mom-and-pop businesses, encourage economic mobility, and attract and retain new businesses to the district.

With information from the stakeholder interviews, including the meeting with the CID board, the panel considered a wide range of potential uses for the parcels at hand. These potential uses included a hotel, an entertainment venue, public parking in its current or a new configuration, residential uses, commercial spaces, an incubator of some sort (business, product/maker space, etc), and a community gathering space.

The following four scenarios represent a range of development options with varying degrees of commitment from the TAP sponsors, from an expansion of current operations to a more district-level renovation and expansion. Each parcel of each scenario can be considered, sold, and/or developed separately. Taken together, however, there is an exciting development opportunity that could be catalytic. South Grand and these parcels in particular do not need to be wiped clean to make way for something totally different for the neighborhood. Instead, these parcels have the potential to be re-imagined into something that instead amplifies all of the wonderful attributes that have made South Grand the unique and compelling destination neighborhood that it is today.

Option A – Expansion of the Existing Environment

In this first development scenario, the CID parking lot is developed into a new multifamily residential use Bailey's property and Jay's International are expanded.

For Jay's International, this design option proposes a building expansion north along Grand Boulevard, extending the storefront, display space, and potential for engagement with the street. This design concept converts a portion of the existing north parking lot into a more productive use. Parking is maintained on the lot but is instead tucked behind a new building that fronts the street. This new building space could be home to an expanded grocery area

or it could become home to a new complementary use, branded by the panel as "Market Hall" (see page 20 for full description of the Market Hall concept).

In this scenario, the current CID parking lot is sold to a developer in pursuit of multifamily housing on the parcel. The addition of multifamily options in the neighborhood provides new-construction housing opportunities in the neighborhood and delivers it in a property type that is currently missing in the area. New multifamily units would also provide aging neighbors with a viable residential alternative to the neighborhood's predominant multi-story single-family homes. The panel recommends a building configuration that lines Hartford with townhome structures that have an attached apartment building behind. Further



Option A involves an expansion of the existing environment with the CID lot sold to a multifamily developer.

Market Hall

The Market Hall concept, as envisioned by the panel, would include space for small or entrepreneurial food purveyors to test a concept, build their business, or leverage the potential proximity of a joint commercial kitchen. With the heavy international flavor present on Grand, it would make sense to feature additional international options in Market Hall, allowing visitors to sample a variety of cuisines without having to agree on just one restaurant. The nearby International Institute could also provide interesting opportunities for partnerships.

In addition to international food options, Market Hall could also be home to new makers in the area who are creating products unique to their home country or culture. This site could act as an incubator, too,

for their business concept, providing a small space in a welcoming community to pilot an idea and see if it can grow into a standalone business ready for its own storefront.

A central eating area could double as a community gathering space, either for informal meetings among friends or more formal neighborhood or business association meetings.

Finally, the central gathering space is also a prime location for small performances. From dance, to music, to poetry readings, community members could reserve time in the space to perform, test and refine their craft while also providing entertainment and cultural enrichment to those eating in or wandering through the Market Hall.



Chelsea Market in New York City and Eataly in several major markets have details and design characteristics that could be incorporated into Market Hall.

behind and to the south, parking would be provided for the residents and likely accessed from the existing alley.

As some public parking in the CID is still beneficial, a new public parking lot would be configured in the space currently taken by the Commerce Bank drive-through lanes and the current Rooster patron parking lot. This allows business owners to continue to leverage public parking spaces for zoning purposes and also shifts public parking closer to Grand Boulevard, where it may be more visible and perceived as more accessible.

The space between Rooster and Commerce Bank is presently reserved parking spaces for the bank, flanked by a hardscaped plaza, and is hidden from street view by a fence and tall bushes. The panel recommends opening this space by removing the physical and visual barriers to the sidewalk and activating a new plaza space between Grand and the new parking lot. This reconfigured plaza will provide visibility from the street to the parking lot and provide open space and breathing room for pedestrians as they pass along South Grand's ever-present storefronts.

In all of the panel's development scenarios, Bailey's unimproved lot is transformed into the two-story event space David Bailey envisions. The building would work well situated closer to Grand, using the eastern edge for parking and providing further separation from potential noise and activity for the residents nearby on the north side of Juniata.

Option B – Engagement with Grand at Hartford

In this second design configuration, the primary point of engagement for a new development is moved to the southeast corner of Grand Boulevard and Hartford Street. Given the interest Commerce Bank shared in reconfiguring its presence along South Grand and potentially adding its building, associated drive-through lanes, and parking to the redevelopment conversation, this corner becomes a focal point for potential development.

The high visibility of this corner would provide the Market Hall concept with excellent potential for success. The

existing bank building is well-constructed and relatively new. As such, it could be repurposed into the Market Hall space, providing just one floor for the concept. Alternatively, the bank building could be demolished to make way for a new building that possibly scales up to two or four stories, which would be more in keeping with the height of the buildings on the other three corners of this intersection.

Bordered by the new plaza to the south and reconfigured parking directly east, the foot traffic to the area around Market Hall would help support the businesses within and add activation and engagement to the area. The new plaza would also provide Market Hall with additional outdoor seating and performance opportunities, spilling out into the public spaces and blurring the lines between customer, visitor, and audience member.

This scenario also takes into account the potential that the Jay's International Foods operation remains in its current state—in the existing building, using existing parking, and not expanding operations. In this instance, the panel still heard the family's concerns over their loading dock configuration and the associated challenges it brings. In this design, the panel added a loading zone to the north parking lot, removing some parking spaces and providing room for a truck to back into the lot and unload. The spaces that remain in that lot could be leveraged further. By partnering with nearby businesses, the excess spaces unused by Jay's customers could be leased to a neighboring business—or the entire lot leased out in the evening—and thus put the lot into more active use, potentially generating additional income for the Jay family.

Option B envisions the same new life for the CID lot as a home for current or future South Grand residents by providing a multifamily housing option in the district, and the Bailey's lot is again new event space bordered by parking to the east.

Option C – Expansion of Existing Environment and Expanded Housing

In design scenario C, the emphasis shifts more directly to providing additional residential options in the neighborhood.



Option B envisions the Market Hall concept at the current Commerce Bank site.



These buildings feature townhomes along the street with apartments behind. The townhomes, marked by balconies and front steps, help the building fit nicely into an environment where single-family homes predominate.

The Commerce Bank site in this scenario is completely transformed into a mixed-use building housing the Market Hall close to Grand on the first two floors and topping the public space with market-rate residential offerings. These residential options would likely work best as apartments and could extend east over the entrance to the reconfigured parking and nearly connect to the new residential townhomes and apartments on the CID lot. The multifamily units on the CID lot could provide much-needed affordable or workforce housing for the neighborhood. In total, this design scenario could add as many as 80-120 new residential units to South Grand, which will help further activate the businesses along the commercial corridor

This scenario contemplates the addition of a loading dock for Jay's operations but otherwise leaves the business as is, and Bailey's lot is leveraged for the two-story event space.

Option D – Expansion of Existing Environment, Hotel Option

In early conversations with the TAP sponsor, the concept of a hotel and/or potential entertainment venue was posed for the panel's consideration. The expressed hope was to potentially deliver two uses that are not already present along South Grand, further activate the street, and add more people/visitors to the corridor who could dine and shop at South Grand establishments. The



Option C expands the Market Hall building into a mixed-use configuration that includes housing.

panel listened to these ideas and interrogated potential solutions, both with real estate developer stakeholders and in their panel deliberations. At the end of the analysis, the panel determined that a hotel would only make sense at the Commerce Bank site where it would benefit from maximum street visibility and connectivity. This would also prevent hotel traffic from pushing too far into the residential neighborhood to the east. While not a part of the study parcels, the panel noted that the scale and location of the nearby Dickman office building could make for an interesting conversion to a hotel use.

The scale of a potential hotel at this site, with 120 keys minimum, might push the building mass further east toward

the CID lot. That massing and the pursuit of amenities one often finds at a hotel (pool, plaza/decking, etc.) could provide an opportunity to put a deck over the surface parking and add amenities to the deck. This amenity deck could become shared space with Bailey's event building, extending their entertainment options through a shared use agreement with the hotel operator.

This design scenario leaves Jay's business as is, with the only potential modification being the addition of a loading dock, again on the north side of the building.

The CID lot again becomes residential, perhaps using the townhome liner design noted earlier.



Option D represents a possible hotel configuration for the neighborhood, placed with Market Hall at the corner of Grand and Hartford.

Regarding the potential for an entertainment venue as contemplated by the TAP sponsors, the panel determined that the addition of such a venue on any of the study sites would not be advisable. The timing of performances, which comes with two point-of-loading challenges with each performance, would add a crush of traffic to a corridor that is already wrestling with traffic challenges. Adding infusions of traffic for patrons arriving and leaving around performances is not advised. Similarly, should the entertainment venue host shows well into the evening, those leaving such performances would likely linger on South Grand in search of a late-night cocktail, which may push some businesses to ask the CID for a variance or a special use district, which could alter the culture of South Grand and reshape the family-friendly corridor into more of a late-night draw. The parking an entertainment venue would need to be delivered in structured (garage) parking,

which is incredibly expensive to build. Finally, there are other uses under consideration that could provide potential for stronger community and city buy-in, such as a use that supports the city's growing immigrant community.

Option D, while responsive to the sponsor's exploration request, may be the most challenging scenario developed by the panel. Finding the right developer and determining whether to pursue a national hotelier partner who would bring a name brand to the corridor or finding the right partner for a boutique hotel will be challenging. For the developer/hotelier, striking the balance between physical scale and structure with the financial requirements to allow a hotel to succeed in the neighborhood will be difficult. It may still be possible to also include the Market Hall concept in the hotel building, but that will also add yet another layer of complexity to an already challenging scenario.



SOUTH GRAND CID

South Grand has developed a host of programs and annual festivals that bring life, activation, and consumers to the district.

DEVELOPMENT STRUCTURE

With several potential parcels on the table, each with separate ownership structures, there may be opportunities to pursue improvements incrementally, yet with an eye toward a collective vision, as each parcel owner has interest or capacity to enter the market and shift or expand operations.

CID Parking Lot. For the CID, when contemplating the multifamily development recommended, the parking lot parcel should be sold outright to a developer. There was discussion about a potential lease option, allowing the CID to serve as a potential buffer between the community and the use, but the market will respond more readily to a sale option rather than a ground lease.

Each of the design/development scenarios recommended by the panel contemplates the sale of the CID parking lot to a developer in pursuit of multifamily housing. This sale will result in money back in the hands of the CID. These funds could be put to use funding the new plaza contemplated between Rooster and a re-envisioned use at the Commerce Bank site. The funds could be used to fund a facade improvement grant program for South Grand businesses. The funds might also be used to provide a financial incentive for the developer willing to take on the development of the Market Hall concept. In any case, if the CID parking lot is sold, attention must be given to this new financial position for the CID and plans put in place to ensure the funds are reinvested back into the district.

Jay's International Foods. Should the Jay family wish to pursue an expansion of its space, either to make way for additional grocery space or for a Market Hall configuration (Option A), the panel advises the Jay family partner with a developer to manage the expansion for them.

Bailey's Surplus Parking Lot. The lot under consideration is currently owned by Bailey's Restaurants and would be developed into a facility also owned and likely managed by

the restaurant company. The development structure of this expansion appears straightforward and could be managed by the restaurant company's current leadership.

Commerce Bank Redevelopment. Given the potential reconfiguration of Commerce Bank's operation from a 30,000-square-foot facility down to a 2,500-5,000 square foot Connect facility, the bank may wish to sell the building and land and pursue a lease for the greatly reduced footprint.

The panel was also intrigued by the proximity of the International Institute to all of the parcels under consideration for this TAP. The mission of the International Institute is to "provide opportunities for immigrants and refugees to thrive in order to create a welcoming, prosperous, and healthy region for all" and two of their mission commitments are of particular interest in this conversation: "connect this community to resources that inspire growth"; and "build the capacity to lead our community forward by leveraging the talent and experiences of the immigrant population for our common growth." These pursuits and the marked international flavor of South Grand may create a partnership platform that helps immigrants develop and build new businesses and locate in spaces along South Grand, either in the Market Hall (particularly for budding entrepreneurs) or in standalone storefronts when they come on the market.

ADDITIONAL CONSIDERATIONS

Through the course of its study, the TAP panel was reminded of the very fabric, vibrancy, and vitality that makes South Grand so compelling, unique, and enjoyable as a business district. Other neighborhoods or even other municipalities would be thrilled to be home to a district like South Grand. With that in mind, the panel has the following additional recommendations or considerations to share with the sponsors as they think about the district's next steps on the study parcels.

Street Safety. South Grand Boulevard in recent months has seen an increase in speeding, dangerous driving, and accidents with pedestrians and bicyclists being struck and killed by motor vehicles. To help curb this dangerous driving and provide a safer environment for pedestrians moving along the South Grand corridor, the panel recommends the installation of raised intersections where Grand intersects with Hartford, at the study site, and where it intersects with Wyoming. Raised intersections encourage slower speeds for automobile traffic, provide at-grade crossings for pedestrians, and are known to be easier to navigate for those in wheelchairs, using strollers, or walking with the very young or with seniors.

Wayfinding, Branding, and Identity. South Grand is truly unique and those “in the know,” i.e. business owners contributing to the CID, know where the district begins and ends. For the general public, however, it is not clear where the CID boundaries lie. The entirety of South Grand Boulevard runs over nine miles long. The section within the CID has a special identity that should be called out, branded, and celebrated. Adding an entrance sign of some sort at Grand's intersection with Arsenal would create a sense of arrival and help reduce traffic speed. The CID could enlist the community in the effort by creating a design competition or engagement experience to help shape the look and feel of such a sign. That same look and fee/branding could also be spread further



This wayfinding signage, developed during a CityStudioSTL engagement, is a good example of how design cues, deployed across a variety of formats, can signal important directional information to visitors.



PGAV

An entrance sign and festive lighting marks the entrance to this shopping and dining area in downtown Greenville, Illinois.

across the CID, assisting with wayfinding throughout the district and could spark additional placemaking endeavors.

One-way Conversions to Two-way. On the northern edge of the study area, along Hartford, and along the southern edge, along Juniata, the east-west streets are a mix of one-way and two-way streets. While this may have been put in place to curb excess visitor traffic in the residential areas, the effect is confusion for anyone not familiar with the neighborhood and limited vehicular circulation. It was interesting to note during the study area tour the number of drivers who simply ignored the one-way direction and continued on, heedless of the potential dangerous conditions created by driving the wrong way in a one-way zone. The panel recommends that both Hartford and Juniata be converted to two-way streets east to Arkansas Street.

Support Early-stage Operators. The range of food and beverage businesses along South Grand is impressive and new operators regularly contemplate entering the market. While it may not be reasonable to support all of them, a focused effort to support some early-stage businesses could bolster the economic health of the corridor by working to ensure a new round of businesses is growing in place and may be ready for their own storefront soon. During the process, this support could

provide a year-round platform for those businesses participating in the annual Festival of Nations celebration.

Jays' Expansion. The goods that Jay's stocks and sells to the St. Louis region and beyond are a draw for the district. By considering some form of expansion of its space, which would allow for an expansion of offerings (e.g., milk, eggs, dairy). This would provide an enhanced service to the community and allow shoppers to purchase a more complete line of goods in one stop.

Market Hall. The panel feels strongly that the Market Hall exist not as a food hall but as an international food emporium, maker/product/retail space, and live performance incubator. This combination of food, products, and performance/experience would provide a compelling reason for people outside the area to visit South Grand and linger to eat, shop, and enjoy a performance. These international food items, products, and cultural experiences would be relatively unique to the South Grand area. The spaces would be small, charging rents manageable for an entrepreneur. As the businesses gain traction and the space too small for a their growing needs, the incubator has done its job and the business can move into a separate storefront, hopefully also in South Grand, making space available for the next budding entrepreneurs.

NEXT STEPS

The South Grand Community Improvement District and the associated sponsors of this TAP have work to do. The recommendations of this panel will require further study and consideration. Informal conversations have begun with St. Louis area developers and are encouraged to continue as the board begins to process these recommendations and consider one or a combination of the design options presented by the panel.

In the near term, the CID board should consider renewing the CID for as long as possible, and/or consider the CID overlapping with a newly constructed community development corporation (CDC), which would in part be funded by the CID. While there are presently two CDCs operating in neighboring geographies, and the CID has established good working partnerships with those CDCs, the intent of a South Grand CDC is to create an operational and funding mechanism for continued focus of the CIDs efforts and leadership. Without that CID renewal and/or establishment of a follow-up organization, the CID board may not be able to implement and maintain the work done to date nor will it be able to pursue the plans it still has on the table. Additionally, it could be possible that the CID possesses fiscal ability (through the sale of the parking lot) that outlives the current CID term – the CDC could provide a landing place for CID assets, potentially from any sale of the parking lot, and provide a foundation for increased staff and service capacity to further help the CID. Any such CDC, just as the current CID, could complement other CDCs in the area and could include the same leadership as the CID.

Going forward, it is possible that the CID may have to increasingly fund CID project gaps through the use of incentives to compensate for what the CID might not receive through local district collections from the city. If that is the case, the CID board might consider raising the premiums, at least for a specific time frame to incent development, and then reduce the CID premiums back down as development starts to take place and those new development-derived allocations are deposited in the CID account. The panel recommends consultation with the CID attorney to discuss the mechanisms around the CID renewal, the process to increase the CID allocation structure, and how a CDC structure might assist in terms of additional public and private project flexibility.

ABOUT THE PANEL



**Joel Fuoss, AIA,
LEED AP**
Panel Chair
Principal
Trivers

Joel believes that as members of our communities, we should never take more than we give. This

mindset is the basis of Joel's approach to architectural design and practice and his drive to improve our world and built environment. In his leadership role at Trivers Architects, Joel consistently champions thoughtful, creative design solutions throughout every phase of the project. He has been pivotal in some of the firm's most visible, complex projects including the Gateway Arch Museum, Adam Aronson Fine Arts Center at Laumeier Sculpture Park, the Expo at Forest Park, and the University of Pikeville Health Professions Education Building in Kentucky, many of which were recognized with design awards from the American Institute of Architects. Joel is a board member for Citizens for Modern Transit and an advisor to the board of directors for St. Louis ArtWorks. He has also dedicated time as an instructor and a visiting critic for both his alma maters at Washington University's Sam Fox School of Architecture and the University of Illinois school of Architecture.



Jason King
Director
Lewis and Clark Real Estate

Mr. King leads real estate and impact investments for Lewis & Clark Real Estate and IronRock Investments. Mr. King has over 20 years of experience in real estate financing, planning, and

development. Mr. King previously served as Vice President at The Laubacher Company, managing and consulting on the financing, construction, and operation of real estate, with a focus on senior and affordable housing. Prior to this role, Mr. King was with Newcastle Limited, locating and underwriting multifamily and retail acquisition opportunities on behalf of an institutional investor. This followed real estate advisory roles with the Chicago Department of Housing and Carlisle/Wortman Associates.



Brian Pratt
Ballast Real Estate
Advisors & AHM Group
Managing Director/
Principal

Brian founded Ballast in 2020 with an intention to balance profit and purpose through the impact

of real estate. As a Managing Director and Principal, Brian leads Ballast's brokerage and development consulting practice areas. Brian's experience encompasses a cross-section of project types and sizes representing \$500+ million in total commercial real estate valuation and 3,350,000+ square feet across a diversified portfolio of asset classes and representing design, development, finance and project management experience. With prior leadership positions at Green Street Real Estate Ventures LLC, Deloitte, KPMG and PGAV Planners, Brian's career spans nearly every aspect of commercial real estate and urban planning, including: project management, market feasibility, entitlements, public-private financing, incentives, design/development, asset management and real estate business operations. In addition to real estate, Brian has negotiated tax credit programs for a diverse portfolio of businesses and industries nationwide. He has also analyzed real estate development and business investment projects on behalf of 150 municipal, county and state organizations. Among the foremost commercial real estate experts in the St. Louis region, Brian's career is marked by some of the area's most complex, transformative and well-known developments. As a tactical decision maker, creative problem solver and diplomatic negotiator, he has earned a reputation as the trusted go-to for bringing the toughest real estate projects to life.



**Lesley Roth, AIA,
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Principal
Lamar Johnson
Collaborative

In her 20 year career, Lesley has been responsible for public engagement, project management, project design and

direction, client contact and public process facilitation on a variety of architecture and planning projects. She has experience in a full range of architecture and planning project types and scales. Her professional training and practice include both domestic and international experience, specifically working in China, Russia, U.A.E, and Saudi Arabia. Lesley focuses her community centered practice on placing emphasis on implementable placemaking strategies, public engagement, liveable communities and sustainable design.



Travis Sheridan
Senior Vice President,
Chief Community Officer,
Wexford Science +
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Travis serves as Wexford's first Chief Community Officer and works hand-in-hand with Wexford's university partners, civic

leaders and community groups in the Knowledge Communities we develop. His primary role is to ensure that Wexford is building inclusive communities in each of our cities and to lead the overall community engagement strategy, identify new partners and initiatives to add to the knowledge community portfolio, develop funding mechanisms to increase opportunities for under-represented innovators, and strengthen the connections between the Knowledge Community and the geography in which it resides. Previously, Travis was President of the CIC Venture Café Global Institute (VCGI) where he was responsible for the growth and expansion of the organization. He was also the founding Executive Director of Venture Café St. Louis – the first expansion city outside of Cambridge located at the Wexford's property, @4240. In his role, Travis propelled Venture Café St. Louis to be the largest weekly event gathering for innovators and entrepreneurs in the United States. Prior to launching Venture Café St. Louis, Travis was the

Assistant Vice President of Innovation and Entrepreneurship for the St. Louis Economic Development Partnership where he ran an annual business plan competition, launched a biotech incubator, and managed a network of four additional business incubators. Travis is a community designer who uses innovation and entrepreneurship to drive community and economic development. He co-founded 59DaysOfCode and GlobalHack, two competitions that create community and build talent. At its height, GlobalHack was the world's largest hackathon and attracted participants from around the globe. A frequent speaker, Travis honed his skills while doing standup for more than three years and is often called upon to speak on the topics of innovation, community design, economic development and leadership. Travis was appointed by St. Louis Mayor Lyda Krewson to serve on the board of directors of the St. Louis Economic Development Partnership; he is also a board member for the Laumeier Sculpture Park in St. Louis and St. Louis Public Radio. He received a bachelor's in psychology with a minor in conflict resolution and peacemaking, a master's in organizational behavior and has completed the coursework for a doctorate in organizational leadership.



Amanda Yates
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Amanda Yates is the Director of Brand Experience at PGAV Destinations. Her expertise includes creative project

management, brand strategy and identity development, environmental graphic design, illustration, and information design. You can often find her biking around the city, rearranging the skeletons in her Tower Grove South yard, or creating something from reused materials at Central Print or Perennial.



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