



# OUR FERGUSON

A comprehensive planning effort

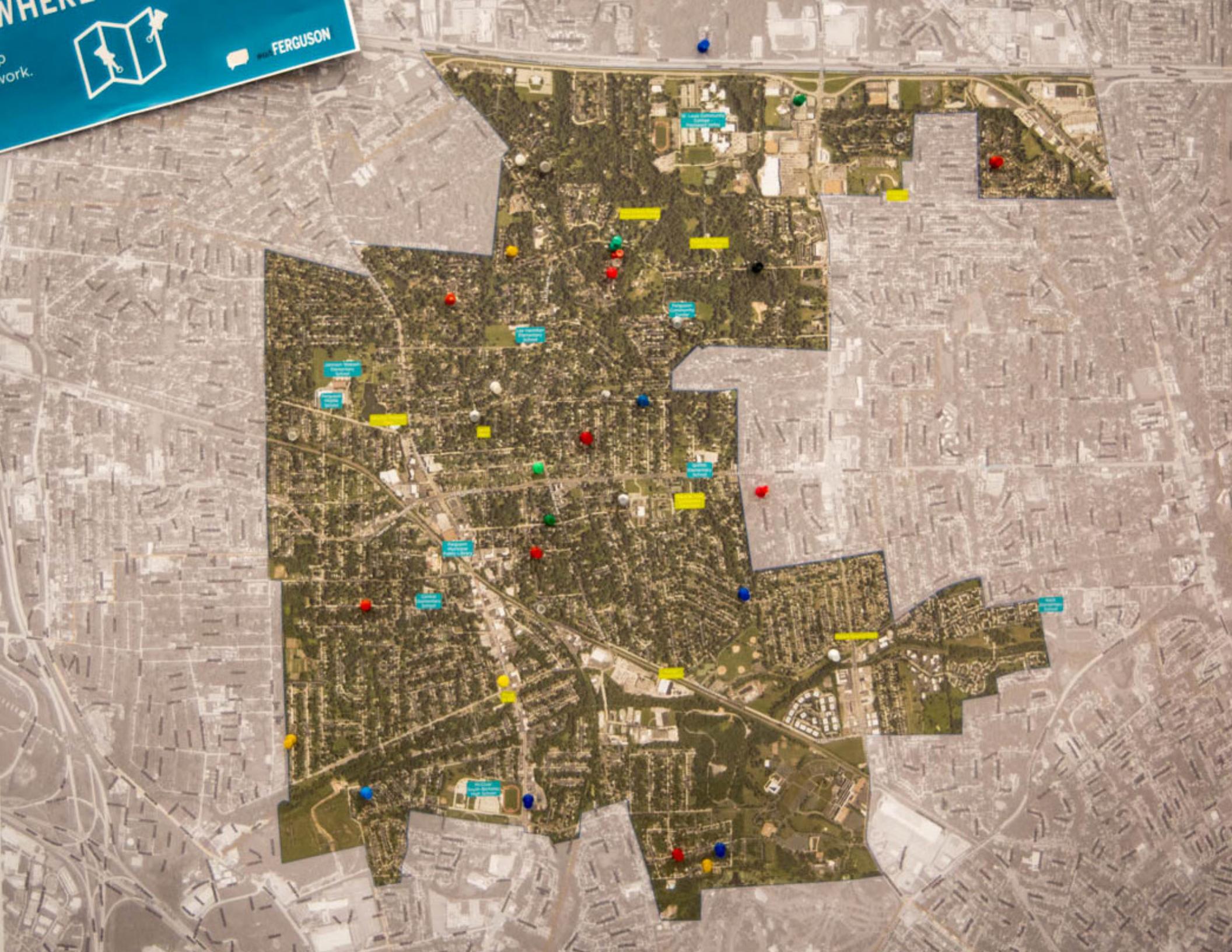
# 2040

To outline a long range vision for

The City of Ferguson

December 2020

our FERGUSON 2040





# Foreword

It is an honor and pleasure that I present the "OurFerguson2040" Comprehensive Plan for your consideration. The vision and strategies outlined in this plan are the result of a collaborative effort between city government, our residents, and business owners to develop a model framework that will serve as our guide into the future for the City of Ferguson stability and growth.

Our Ferguson Comprehensive Plan comes with a fundamental evaluation of the city's progress since our last comprehensive plan in 1997. OurFerguson consisted of a year-long planning process that included citywide charettes; hosting neighborhood conversations which then informed a full Comprehensive Plan.

Three neighborhood workshops were held on July 16, October 21, and December 17, and over a dozen neighborhood and community conversations were held throughout the summer and fall. The Department of Planning will undertake the Comprehensive Plan to incorporate the important ideas and concepts arising from the neighborhood conversations to include in all planning efforts.

As you read through the plan you will see the critical thinking values from our community, specific strategies for successful implementation, our goals and aspirations to provide sustainable housing, outreach, small businesses growth, community

wellbeing, as well as the city's efforts to connect locally and regionally for improved transportation and development.

The future sustainability of the City of Ferguson relies on our ability—as well that of our state, our partners, and neighboring local governments—to recognize our cooperative relationship and work together to achieve our common goals; in short, the plan has high ambitions and cannot be achieved by the City of Ferguson alone. The OurFerguson Comprehensive Plan will serve as our guiding document as we approach the future of the City of Ferguson together.

This policy document will also help to guide the efforts of my recently-formed Task Force, which will serve as one of the vehicles for implementation of priorities relating to housing, economic development, and other key issues.

In closing, I would like to thank the residents of the City of Ferguson for your feedback and engagement through this process, your input has been critical to the development of the Plan.

Thank you for all your hard work!

Mayor Ella Jones, City of Ferguson, Missouri

# Acknowledgments

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## The Ferguson Community

The Planning Team would like to thank all members of the Ferguson community who participated in this process so generously with their time and ideas.

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**DEVELOPMENT  
STRATEGIES**

**RISE**  
lifting our communities





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What is  
OurFerguson  
2040?

# What is this Plan?

**OurFerguson 2040 is the City of Ferguson's comprehensive plan. At its most basic, the comprehensive plan is a policy document to be used by city leaders and staff to guide decision making about investments in services, infrastructure, staff and programs in order to meet the needs and aspirations of the city's residents and businesses.**

Dig a little deeper, however, and the comprehensive plan is more than a policy document for decision makers. OurFerguson 2040 is a vision for what Ferguson can be, an expression of the desire for health, safety, and prosperity that the people who live and work in Ferguson want for themselves, their family, friends, and neighbors.

During the creation of this plan, hundreds of community members participated in round table conversations, community meetings, interviews and surveys to talk about the good and the bad of the city; the challenges currently being faced as well as the city's character and assets upon which to build a new future for Ferguson. Community members shared their experience of the city, and learned what the city looks like and how it functions from the perspective of city planners and strategists. The community conversations during the planning

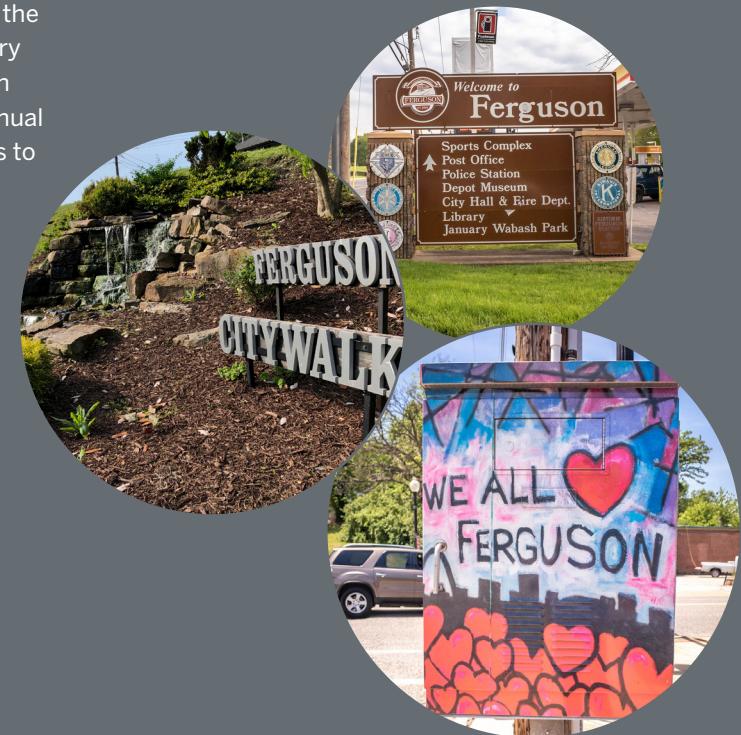
process created a shared understanding of the City of Ferguson and created a common language for exploring the challenges and desires of the community.

The result is OurFerguson 2040, a plan document that anyone—an individual neighborhood volunteer, a director of a local non-profit organization, an owner of a local business, or a city official—can pick up and see steps they can take to help improve the quality of life in the City of Ferguson.

## Who is the plan for?

As the official citywide comprehensive plan for the City of Ferguson, OurFerguson 2040 plays a very direct role in the operations of the city. The plan will be used by department heads to inform annual department budgets, and such things as grants to pursue and new programs to initiate. Planning Commission members will use the plan to inform zoning and other land use decisions.

The plan can be used by other official advisory groups, such as the Human Rights Commission, to guide their role and focus their input to the city. And the plan will be used by City Councilmembers and the Mayor to advance policies and implement strategies designed to achieve the vision set forth in OurFerguson 2040.



This plan is also very much for the city's residents and business owners, the non-profit and community partners working in and around the city, and the other organizations and agencies that deliver services, programs, and resources that connect the City of Ferguson to the rest of the St. Louis region.

OurFerguson 2040 provides a vision and a framework for understanding what needs to be done to improve the quality of life in Ferguson. This vision and strategic framework provide direction, a focus, and long-term goals to aspire to. While the plan also includes strategies and tangible actions to achieve the goals, the framework does not limit individuals, community and regional partners to only a set way of achieving success. Instead, community members should embrace the vision and see the framework as guideposts marking a path that is open to accept new ideas, new resources, and new opportunities to reshape the future of Ferguson.



discussion during the second community workshop

# Why Plan Now?

## Why update the city's comprehensive plan now? There are several answers to that question.

One simple answer: it was due for an update. The city had not had an update to its comprehensive plan since 1997. While it is traditional for city comprehensive plans to have a twenty-year planning horizon, the truth is that Ferguson has experienced significant change in the past 20+ years. It was time for a fresh understanding of the city—new data and new tools and ways of analyzing current conditions, combined with a new opportunity for residents to share their needs and goals for the city. Given the role that the comprehensive plan plays in guiding land use and development decisions, and decisions on budgets, programs, and services, it was time to update the plan to reflect new trends, new best practices, and new leadership within the community.

To explore these changes even further, the past decade has been a turbulent one for the Ferguson community. As in other cities across the U.S., the City of Ferguson was hit hard by the housing crisis that coincided with the Great Recession. Predatory lending practices were rampant throughout North St. Louis County, which in turn exacerbated the foreclosure crisis. As a result, households lost the wealth they had accumulated in their homes and the confidence they had built in their neighborhoods; housing values were

depressed as properties were sold at foreclosure prices; neighborhood conditions deteriorated as properties were abandoned and left vacant, and property maintenance declined; and commercial property management companies purchased many foreclosed homes and turned them into rental properties. All of these conditions collided to create a complex housing problem, the repercussions of which are still felt today.

The past decade also saw the killing of Michael Brown and the protests for racial justice that followed. Protests and later community conversations in Ferguson, throughout St. Louis, and across the nation highlighted the need for renewed investment in communities of color. While issues of police reform and accountability were directly addressed in the consent decree with the Department of Justice, other important community issues such as quality affordable housing, access to

education and wealth-building jobs, and investment in public spaces such as playgrounds and sidewalks to promote health and safety were also brought to the fore.

Since August 9, 2014, other tragic killings of Black people by police and increased awareness of historical events such as the 1921 Greenwood massacre in Tulsa, Oklahoma, have kept racial justice at the front of the national conversation. In recent years, planning and community development professionals, along with the communities they work with, have begun to build deeper understanding of the histories that contribute to the inequities we see today, and are working to build new strategies around equity in all areas of planning. Building equity into the city's new comprehensive plan is an opportunity that should be embraced and used to bring about resources and positive change in Ferguson's future.



Another reason to update the comprehensive plan is to provide a unifying vision and strategic framework for planning and investment in the City of Ferguson. For several years, different neighborhoods, districts, and corridors throughout Ferguson have engaged in some planning effort to improve some facet of life in Ferguson. The West Florissant Great Streets plan, the zoning code update for West Florissant that followed, the One Ferguson Capacity Building effort, the St. Louis Promise Zone, and the Maline Greenway are several of the efforts undertaken in some part of Ferguson over the past 6 years. The planning process for OurFerguson 2040 was an opportunity for the city to set a vision and planning framework that could align these efforts and provide context and guidance for how they might fit together to create even greater impact.

Finally, though not an initial reason for updating the plan, the emergence of the COVID-19 pandemic near the end of the planning process has reinforced the importance of having an updated citywide comprehensive plan. The pandemic has heightened many of the issues and challenges expressed by the community, such as evictions and the need for affordable housing, support for small businesses, the need for new development, and continued investment in infrastructure. While the economic fallout of the pandemic will likely impact implementation of near-term strategies, city officials and community partners will be able to use OurFerguson 2040 as a blueprint for investing any relief and recovery funds, thus better positioning the city for long-term success and recovery.



# Principles Guiding OurFerguson

**For a plan to be truly successful, it needs to be the product of a thoughtful, intentional, and balanced planning process. Yet, creating such a process does not happen by accident. It is important to establish a set of principles early on that can guide the plan through every phase of the process.**

The following principles were created after a series of community roundtable discussions during the kick-off to OurFerguson 2040. During these conversations, it became apparent that participants saw and experienced Ferguson in fundamentally different ways. Some had difficulties focusing on a vision for the future while challenges of the past had yet to be addressed. Others felt that the only way forward was to focus on the assets and not dwell on the past. Some stakeholders described their experiences of Ferguson using fundamentally different language from their fellow residents and business owners on the other side of town. It was clear that residents all residents needed a plan that validated the unique experiences and expectations for the future.

There was early agreement among community members around the notion that Ferguson's people are one of its biggest assets, and that the portrayal of the national media does not represent the strength of character and concern for community that is present throughout the city. There were issues and challenges raised, for sure, but there were also stories of community, charity, and solidarity that pointed to a common goal that Ferguson be a place for everyone. It was also a common theme that the success of the city could not rest solely with The City; that city government could not do everything alone and in a vacuum.

The conversations during the kick-off were instrumental in setting a foundation for understanding the City of Ferguson, and from them the following guiding principles for OurFerguson 2040 emerged.



## Understand Assets & Challenges

The foundation of a good plan is in properly understanding a community's assets and challenges, its strengths and weaknesses. For some, it is easy to see the problems, the day-to-day barriers that prevent them from fully living life, and to dwell on the challenges as intractable and unmoving. The assets are there, but they get discounted because the challenges are there as well, and obviously the assets are not enough to overcome the challenges.

For others, they see the assets as something to build on, that if the community would simply focus more energy and attention and resources on them, that would be enough to turn the community



around. The challenges are there, but confronting them is hard, and maybe they would go away if we tried to get more out of the assets.

The truth is, both perspectives are true. Ferguson has wonderful assets that are worthy of celebration and are necessary building blocks in attracting people and investment; and it has challenges that will continue to be barriers if they are not brought into the light and addressed. This perspective, of acknowledging the past and embracing the future, is vital to the success of OurFerguson 2040.

## Use a Racial Equity Lens

In August of 2014, the City of Ferguson became the focal point of the nation's conversation around racial equity. The protests and community conversations that followed shined a light on the need for reinvestment in people and communities of color. People were making their voices heard, and demanding more from their civic leaders to focus attention and resources in neighborhoods with the most need.

To do this, cities need to have a better, fuller understanding of the conditions facing people of color. Data need to be disaggregated and drilled down to the neighborhood level; citywide statistics rarely tell the whole story.

An equity lens allows understanding of how people of color are disproportionately affected in housing, transportation, access to education and jobs, and health. When viewed through an equity lens, a plan's vision needs to be bold, and articulate a long-term commitment to fair and just distribution of resources and opportunities. And the strategies that emerge need to reflect the full spectrum of experiences and work for everyone throughout the city.



### Acknowledge Unique Experiences

Cities are made for people and by people. While a comprehensive plan, by its nature, places an emphasis on the physical aspects of a city—housing, roads and trails, parks, development, etc.—it is vital to understand those physical pieces from the users' perspective. While there is so much that can be learned from analyzing the right data, to get the most out of the data requires asking the right questions. To know what questions to ask, it is important to understand people's experiences.

Throughout a planning process, it is necessary to create conversations and opportunities for listening and learning. Analysis through maps and graphics can provide insights into a community that people may feel but not exactly understand. Likewise, the data can only tell so much; it is the nuance of personal experience that gives meaning to the data. Where the data and experiences overlap one finds the true stories of a community, and it is those stories that create a shared vision for the plan and lead to strategies that can have the greatest impact for the greatest number of people.

### Provide a Role for Everyone

As was mentioned earlier, a comprehensive plan is a policy document to be used by city leaders and staff to guide decision making about investments to meet the needs and aspirations of the city's residents and businesses. While the plan is a policy guide for city resources, the reality for any city is that its resources, alone, will not be enough to address all of the challenges and leverage all of the opportunities. For this reason, cities use their comprehensive plans to pursue and leverage other resources—federal and state grants, philanthropic dollars, and private investment. This plan can also

be a tool for collaboration with regional, state, and federal policymakers on policy issues of importance to Ferguson.

Fortunately for the city, there is a whole pool of partners willing and able to assist in the implementation of the comprehensive plan. Neighborhood groups, faith-based and civic organizations, the arts and innovation community, business leaders, environmental groups, humanitarian and social service providers, youth-focused organizations, and others all work within the City of Ferguson. Not to mention other public agencies such as Metro and Great Rivers Greenway, the St. Louis Economic Development Partnership, and institutions such as St. Louis Community College. All of these entities bring resources to help the residents and businesses of the City of Ferguson thrive.

There is one other partner that is the final piece to the success of OurFerguson 2040—you. Individuals living and working within the City of Ferguson play such a vital role in creating a positive future for Ferguson. Whether it is through volunteer efforts, shopping locally, participating in neighborhood watch, sitting on a city commission, or attending community events—individuals bring their energy and passion for a better Ferguson into everything they do.

The key to success is to use the plan. Find a passion, a focus, and use the plan to guide your actions. Hold the plan up as the vision for the future, and hold community leaders, community partners, and yourselves accountable. OurFerguson 2040 provides a role for everyone to help shape the future for the City of Ferguson.



# Planning Approach

**What goes into a plan? How is it organized, and why? Every planning effort needs a clear approach that responds to its context.**

For the OurFerguson process, there was a shared understanding that planning issues need to be grounded in an inclusive understanding of resident experience in the city, that not one but many issue areas need to be addressed, that there need to be roles for action by more than just the City, and that both the process and the product need to embrace racial equity.

## Thinking Inclusively: Challenges & Assets

While Ferguson is a single city, different residents within Ferguson have very different experiences of it. As discussed in prior pages of the plan, these divergent experiences shape different outlooks on the conversation around the community's future. Some perspectives want to focus on the community's strengths: the assets that can be built on to shape the future. And other perspectives believe rather that progress will only be possible once the community's problems are confronted head on. Both approaches are needed.

The OurFerguson process used both data and dialogue to develop an understanding of conditions in Ferguson today: What are the assets that must be recognized and celebrated? And what are the challenges that must be confronted and addressed? Analysis of data, trends, and conditions, in combination with careful understanding of resident experience, formed the basis of this discussion. Each plan chapter's Observations & Opportunities

section provides a summary of the findings from this dialogue, and form a critical foundation for the strategies that follow.

## Thinking Holistically: Six Issue Areas

As Ferguson residents know well, there is no single planning issue that shapes life in Ferguson. Housing, transportation, the environment, jobs, development, and place all affect quality of life in Ferguson, and all must be considered as the city plans for its future. These issues are also essentially interconnected, and must be understood holistically: available jobs and wages influence a household's housing affordability; transportation systems affect workers' access to jobs; neighborhood stability impacts how safe people feel in the city's parks... and the list of these interrelationships goes on.

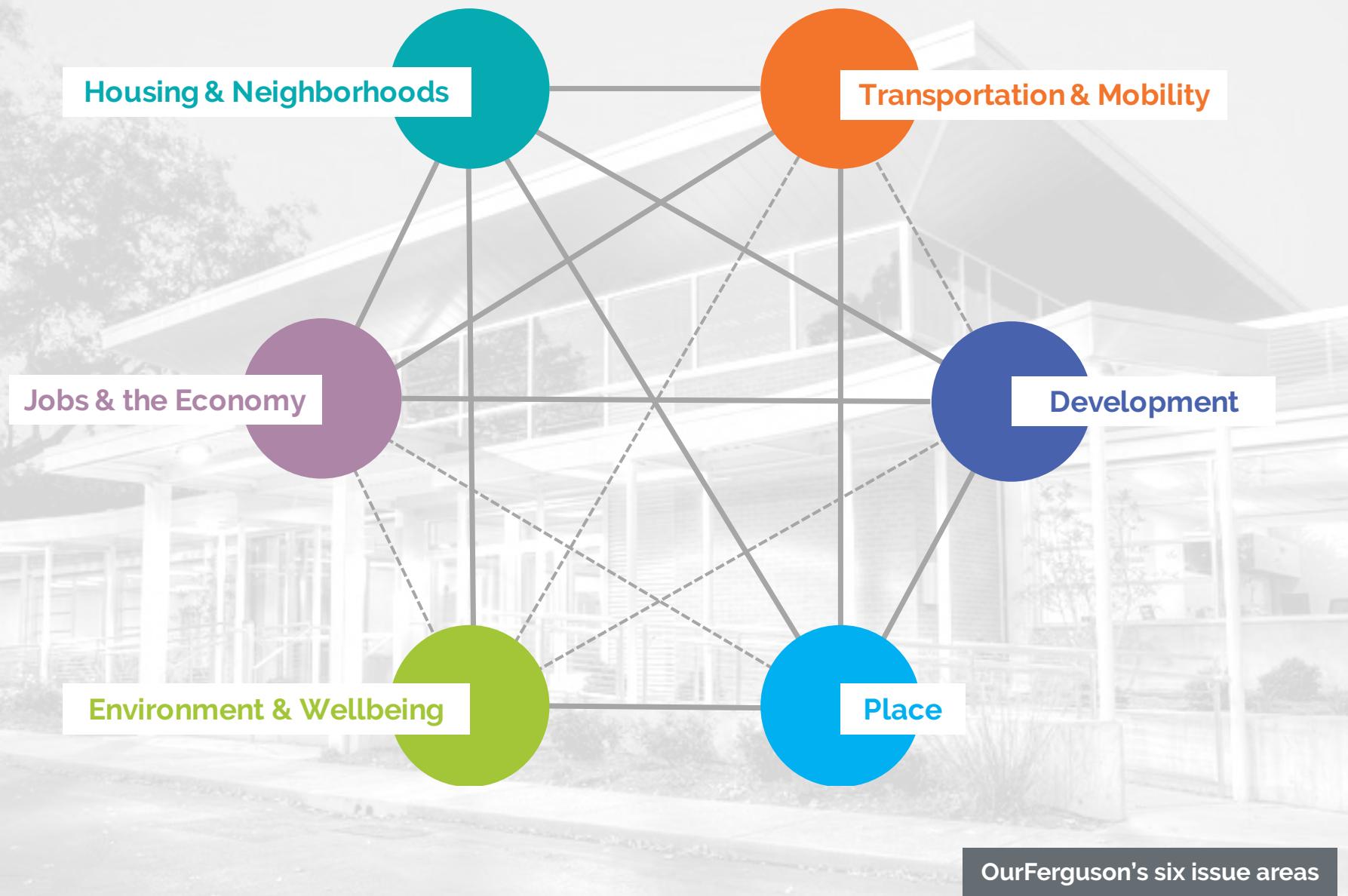
And just as these issue areas are interconnected, so must their corresponding strategies be. There is no silver bullet, no single strategy that can address the

range of challenges and opportunities in Ferguson. The City must work with the community and with its partners on many fronts to achieve lasting progress. Housing strategies must be paired with workforce development investments; new development with jobs programs; transportation investments with improvements to the public realm.

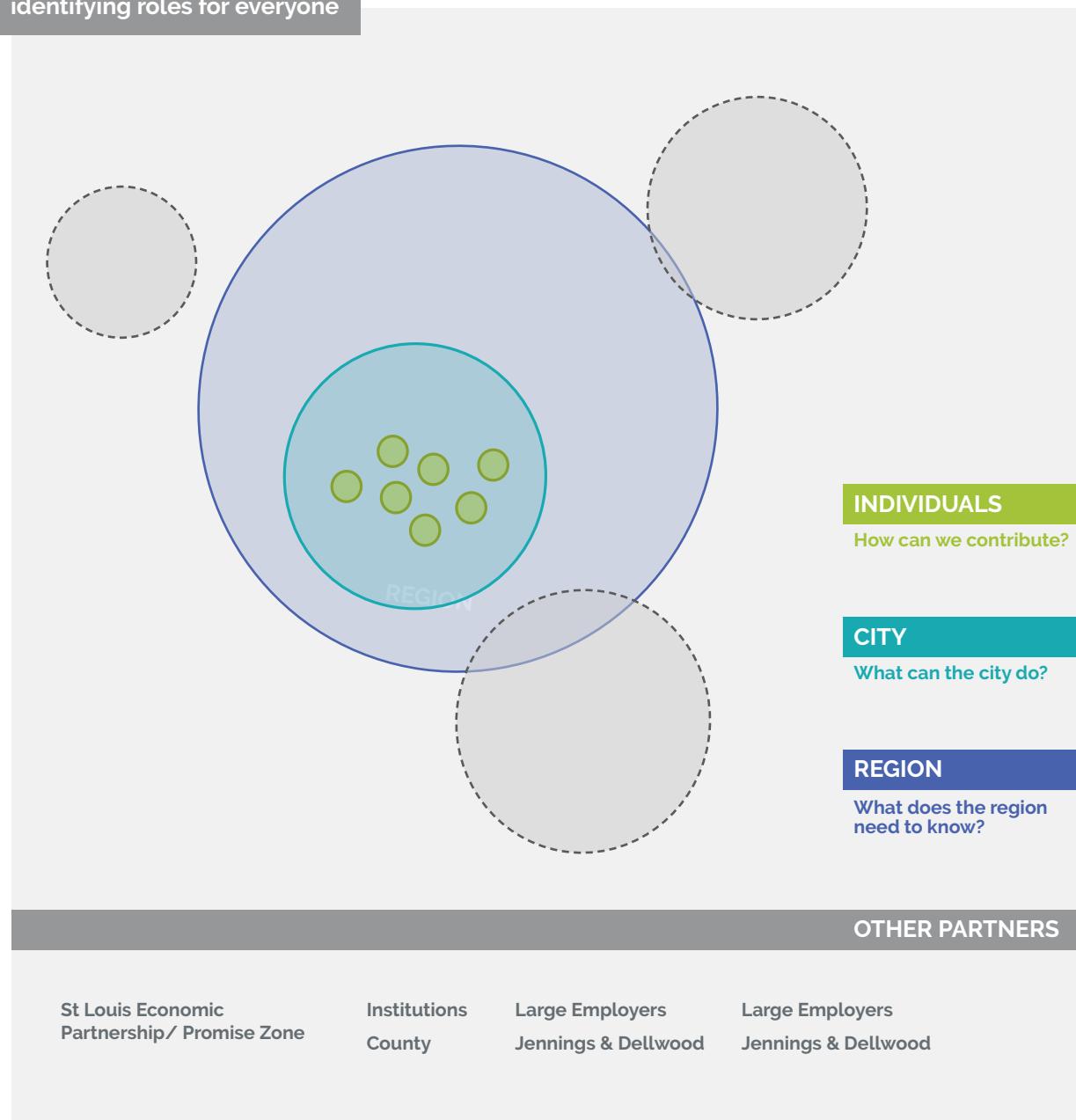
With this in mind, this OurFerguson plan document is organized into six sections, each with a focus on a specific issue area. While the challenges, opportunities, strategies, and recommended implementation actions will be tackled within the context of a specific issue area, each section will also highlight the relationships to issues and strategies found elsewhere within the plan document.

While issues like education and public safety are critical to Ferguson's future, these are not a direct focus of this plan. Public safety issues relating to the Police Department are the focus of the 2016





### identifying roles for everyone



Consent Decree and related efforts. However, this plan does identify land use issues—relating to neighborhood stability, transportation, and the environment—that are supportive of community safety and wellbeing broadly defined. And while the City of Ferguson has no direct control over the school districts serving its community, the plan also identifies areas in which land use and other investments can support child wellbeing and learning. In these ways, OurFerguson seeks to align with efforts to advance public safety and education from a land use perspective.

### Thinking Strategically: Key Actions & Goals

Each section of the plan outlines a range of strategies—steps that can be taken to address the challenges and opportunities identified through the planning process—that incorporate best practices while responding to the unique context of Ferguson. These strategies comprise the comprehensive set of actions that can be taken to move the needle on key issues impacting Ferguson.

However, no organization, city, or other entity can implement all strategies at once; every community must prioritize, and identify where is best to start. The implementation section of each plan presents a prioritized plan for action, with the key action steps, the time horizon during which they should be undertaken, and the partners involved.

### Thinking Collaboratively: Roles for Everyone

While this comprehensive plan is a policy document for the Ferguson community, the City government itself does not have the authority, resources, expertise, or capacity to undertake all of the

needed steps alone. Individuals and community leaders in Ferguson can bring needed grassroots energy and lived experience to the work. Regional government entities and quasi-governmental partners are needed to partner on issues that span jurisdictional boundaries, such as economic and workforce development. And other nonprofit, philanthropic, and corporate partners with specific areas of expertise and outside resources can be key collaborators in implementing community-identified priority projects, programs, and policies.

Wherever possible, this plan identifies roles for partners beyond the City itself, acknowledging how this broad range of entities can work together to create a collective impact.

## Thinking Ahead: Equity Indicators

### Defining Equity

Equity for the City of Ferguson can be defined as all residents having comparable life outcomes regardless of race, ethnicity, gender, sexual orientation, or other inalienable characteristics. Certain communities of color experience negative life outcomes in areas including health, income, wealth, and education, at a much greater rate than whites.

The application of a racial equity lens in this plan seeks to acknowledge, understand, and address these disparities, with the ultimate goal of statistical outcomes no longer being predictable by race. Addressing racial equity was a call to action in the 2017 Ferguson Commission Report, with outcomes based on a set of measurable indicators.

### Equity Indicators

Indicators are statistics used for assessment purposes. These measures of living conditions, resources, or attributes of populations can be compared between various populations. When addressing racial equity in community indicators, the difference in value that an indicator shows between the racial groups represents the racial disparity, or degree of inequity that exists between these groups. These indicators can be used by city officials, residents, and other public institutions and community stakeholders to identify areas where harmful disparities persist, and guide efforts to correct those disparities.

The OurFerguson document highlights several indicators that shed light on equity issues relating to housing, transportation, the economy, and the environment. These data serve to highlight the need for collaborative action in these areas—as outlined in the strategic framework for each plan—to eliminate these disparities over time.

In addition to being inherently harmful, deeply racialized systems suppress outcomes for all groups, impeding the opportunity for a fairer and more just society. To address this legacy, equity must be an adopted value for the City of Ferguson. The focus on racial equity is critically important to improving the life outcomes for fellow citizens.

While centering racial equity will help to increase the collective success of the city, advancing equity must move beyond simply documenting racial disparities and instead must use a combination of policies, programs, and equitable resource allocation to close these gaps.



# A User's Guide

**There are many users of, and many ways to use, OurFerguson 2040. City officials, various advisory boards and commissions, city staff, and the community at-large should all embrace the comprehensive plan and use it to help guide decision making, policy and regulatory recommendations, community partnerships, and advocacy for action.**

One of the true powers of the comprehensive plan is not only its holistic approach to the challenges and opportunities facing Ferguson, but also in having champions at all levels of the community using the plan as a vision and guide for collective action and impact.

The following user's guide is intended to help anyone find various impactful ways to use OurFerguson 2040 to promote a more prosperous Ferguson. Whether someone has a formal role in municipal decision making, or is a member of the broader community looking to help improve the city, the plan is a guide that everyone can use at various levels of civic engagement and community action.

### Policy Guide

All cities need guideposts to point the direction toward greater prosperity, quality of life, and community cohesion. As a policy guide for the city, OurFerguson 2040 is the collective expression of priorities for the city that help guide decision making about investments in services, infrastructure, staff, and programs. The plan provides a roadmap that promotes partnerships



and leveraging resources to help move the needle on addressing broad community needs.

### Guide for Development

Comprehensive plans provide the policy foundation for land use and development decision making. While OurFerguson 2040 is not a parcel-by-parcel land use guide, it does inform the shape of physical development throughout the city. The plan provides a context and rationale for land use decisions, and helps target investment in infrastructure to support future development goals. The framework maps of OurFerguson 2040 will provide direction for public, private, and non-profit investment in Ferguson's built environment

### Goals & Strategies

Each of the six focus areas of OurFerguson 2040 provides a set of goals and strategies designed to leverage Ferguson's assets in order to meet the challenges facing the city's neighborhoods and businesses. The goals are uniquely Ferguson, grounded in data and lived experience. The

strategies are ideas and best practices brought forward through many community conversations. The lists of strategies are not meant to be exhaustive—many of the routine functions of city government will continue to be conducted—but they are designed to spark inspiration and amplify current activities when there is an opportunity for discretionary investment and action.

### Vision

OurFerguson 2040 is, fundamentally, a vision for Ferguson's future. Numerous community conversations helped inform the plan—the issues, needs, and aspirations of Ferguson's residents, business owners, and community leaders. The comprehensive plan is an expression of the desire for health, safety, and prosperity for everyone who calls Ferguson home.

### City Council

The Ferguson City Council should use OurFerguson 2040 as a guide for setting and implementing

policy for the city. As a data-informed community vision for Ferguson, the city's leadership has a plan grounded in the current experience of the city, with an eye toward future success. It can implement community priorities in a variety of ways, though the city's budget is often viewed as the outward expression of the city's policies. Aligning the budget to the goals set out in OurFerguson 2040 will help ensure that investments in infrastructure, services, staff and programs will be focused on meeting the city's goals.

In addition to helping shape the city's budget, the plan can guide city leadership in other ways. Strategies set out in the plan will require community partnerships that can be given shape by the plan's vision. The plan will support various grant opportunities to meet city goals, will help frame the city's participation in regional conversations around such issues as housing, the economy, and transportation, and provide context for opportunities to collaborate with neighboring jurisdictions.

## Advisory Commissions and Boards

Ferguson has many commissions and boards designed to advise city officials on matters ranging from land use and development, services and programs for youth and seniors, transportation, parks and economic development. OurFerguson 2040 should be mandatory reading for all volunteers of any advisory body, as the plan provides a clear vision of what the community would like Ferguson to be in the coming years.

With the six focus areas of the plan, it will be easy for volunteers to focus on the issues, aspirations,

and strategies related to their specific role. And the holistic nature of the plan will help show how issues and opportunities intersect. This perspective can help identify partnerships and opportunities for action to help guide the city toward a shared vision.

Advisory commissions and boards act as liaisons between community members and the city staff and officials. Volunteers should become champions of the comprehensive plan, and use the plan to support and guide their actions and recommendations. The more they can hold up the plan as a guide for their work, the more aligned and transparent local decision making will be.

## City staff

Similar to city officials, city staff should use OurFerguson 2040 to help align and assign resources on a regular basis. City department heads are always looking to balance department budgets in a way that effectively and efficiently meets community goals. By being in tune with the comprehensive plan, and looking to the plan to help inform decisions around staffing, programs, and services, city staff can feel confident that their actions are helping move the city toward a common vision and goals.

The direction provided by OurFerguson 2040 comes in many forms. Sometimes the plan identifies issues and areas of the city that need additional study, such as a new citywide Parks master plan, or a small area study in Southeast Ferguson. City staff should use the plan to support grant applications to implement specific strategies—often, grantors want to see that applications for their funds are supported by the city's comprehensive plan. Also,

staff can use the plan to help identify partnerships that can leverage community and regional resources around a strategy. Not only is the plan a guide for staff, but it can also act as a spotlight on Ferguson to the rest of the region.

## Community Members

One of the goals of OurFerguson 2040 is to create a common language for understanding the issues and challenges, desires and goals of the community—the shared experience of Ferguson. It is everyone's hope that the city will thrive and prosper to the benefit of all in Ferguson. The ideals and the goals set out in the comprehensive plan provide a roadmap for action for anyone who takes interest and initiative.

The more that city officials, advisory bodies, and staff use OurFerguson 2040 to guide their decision making, the more the vision contained in the comprehensive plan becomes a part of the community. The more the plan is referenced in community conversations, the better it is understood, and the more it will remain a focal point for continued dialogue. The city will change, and the plan should adapt along with it, but the foundation for understanding and action should remain constant.

Ferguson residents, business owners, artists, activists, entrepreneurs, developers, philanthropists, and organizers—anyone with a passion for the future of Ferguson—should be able to find their interests in OurFerguson 2040, and should be able to use the plan to amplify their voice.

# A Guide for Land Use Decision Making

**The true power of OurFerguson 2040 exists at the intersection of experience, vision, and strategy.**

As the City of Ferguson's comprehensive plan, OurFerguson 2040 provides a view of the current and future needs and aspirations of Ferguson's residents and businesses. A key function of the comprehensive plan is as a policy guide for land use and development decision making. While users of the plan should reference each of the six focus areas for a deeper understanding of the vision, goals and strategies, this section is intended to highlight the different ways that city officials, staff, developers, residents and business owners can use the plan to help advance quality development throughout the city.

## A Vision for Redevelopment

Because Ferguson is a built-out community, much of the city's land use is set, such as the city's established residential neighborhoods. In these areas, significant change is not expected, though citywide policies such as allowing and/or encouraging accessory dwelling units (ADUs) should be considered. For this reason, the City should be targeted and strategic in its approach to development and redevelopment. It should focus its energies, resources, infrastructure, and incentives

on projects in areas of the city that will have the greatest potential for positive impact. The Strategic Land Use Framework Map on the following page provides a quick visual reference for those areas across the city that the plan suggests are targets for reinvestment. These include the Neighborhood Reinvestment areas, the Walkable Mixed-Use and Walkable commercial corridors, the auto-oriented commercial nodes, and the industrial land in the city. This map is intended as a quick reference, and the focus areas provide greater detail of the type and character of new investment in the targeted areas.

While the City should always consider new opportunities as they arise, if they are not within one of the targeted development areas, they should receive a much higher level of scrutiny by staff, the public, and city officials. This is because such development in more stable areas can be more disruptive, need greater review, and require more conditions to ensure that the new development is sensitive to the surrounding context. Over time, if other areas are desired as redevelopment opportunities, the City should consider conducting corridor or small area plans prior to entertaining significant development proposals.



## Future Land Use Map

While OurFerguson2040 is not a parcel-by-parcel guide for development of the City, it is meant to help guide development and significant investment to desired areas. While a traditional future land use map color codes every area of the city, the Strategic Land Use Framework Map in OurFerguson2040 takes a more strategic approach. In areas not specifically called-out on the map—for example, most of the single-family neighborhoods, and some pocket commercial areas—then the plan does not envision significant change for these areas. The general guidance is that the prevailing character

should inform the land use decisions in those areas. If significant change is desired, then the city should undertake a greater level of scrutiny and public engagement around the proposal.

In areas expressly identified on the Strategic Land Use Framework map—the Neighborhood Reinvestment Areas, Walkable and Walkable/Mixed-Use commercial corridors, Auto-oriented Commercial nodes, and Industrial areas—the specific focus areas should be referenced for intent, purpose, and character of the areas. It is expected that over time, refinements to the zoning code will further set expectations for uses and development

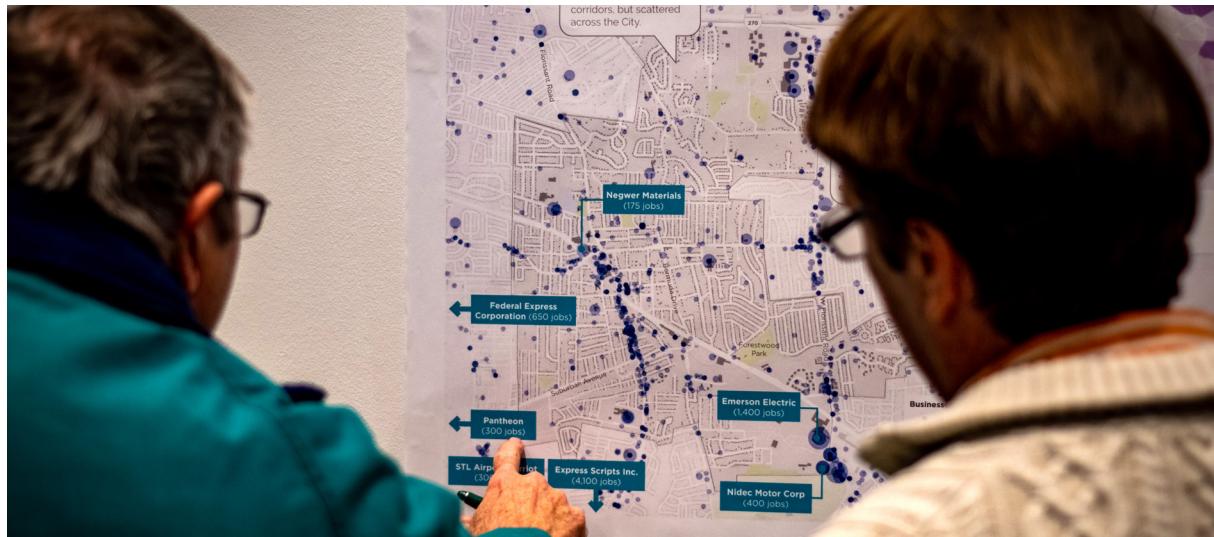
standards within the specific districts, or may even create new districts to reflect the desired changes expressed in the plan.

## Alignment of Investment Opportunities

The Strategic Land Use Framework Map focuses on key redevelopment and reinvestment areas of the City of Ferguson. The intent is to guide significant land use changes to areas with potential for positive impact for the city. In addition to guiding private development, the map also highlights where other public investments in the public realm, infrastructure, and public facilities might be coordinated with new development to have an even greater impact. For example:

- Areas identified for new parks and playgrounds that could be developed in conjunction with a significant new residential redevelopment project.
- Areas identified for new pedestrian improvements that could support a commercial development in a walkable/mixed-use area.
- Leveraging the expansion of the Maline Greenway in walkable/mixed-use areas.





## Small Area Plans

The Strategic Land Use Framework Map also serves to highlight areas that could benefit from additional planning efforts, such as corridor plans, district plans, and redevelopment plans. The purpose of these small area plans is to get to a finer level of detail on mix of land uses, refinement of development guidelines, and opportunities for integrating public investments with private development to the greatest benefit to the city. The opportunities are further highlighted in the focus area chapters, but include:

## A Downtown Plan Update

An update of Ferguson's Downtown Plan would document the successes of the past plan, and update the vision and goals based on current conditions, needs and aspirations. The plan update could also lead to refinements in the zoning code, architectural guidelines, and targeted incentives to promote desired development.

## Auto-oriented Commercial Notes

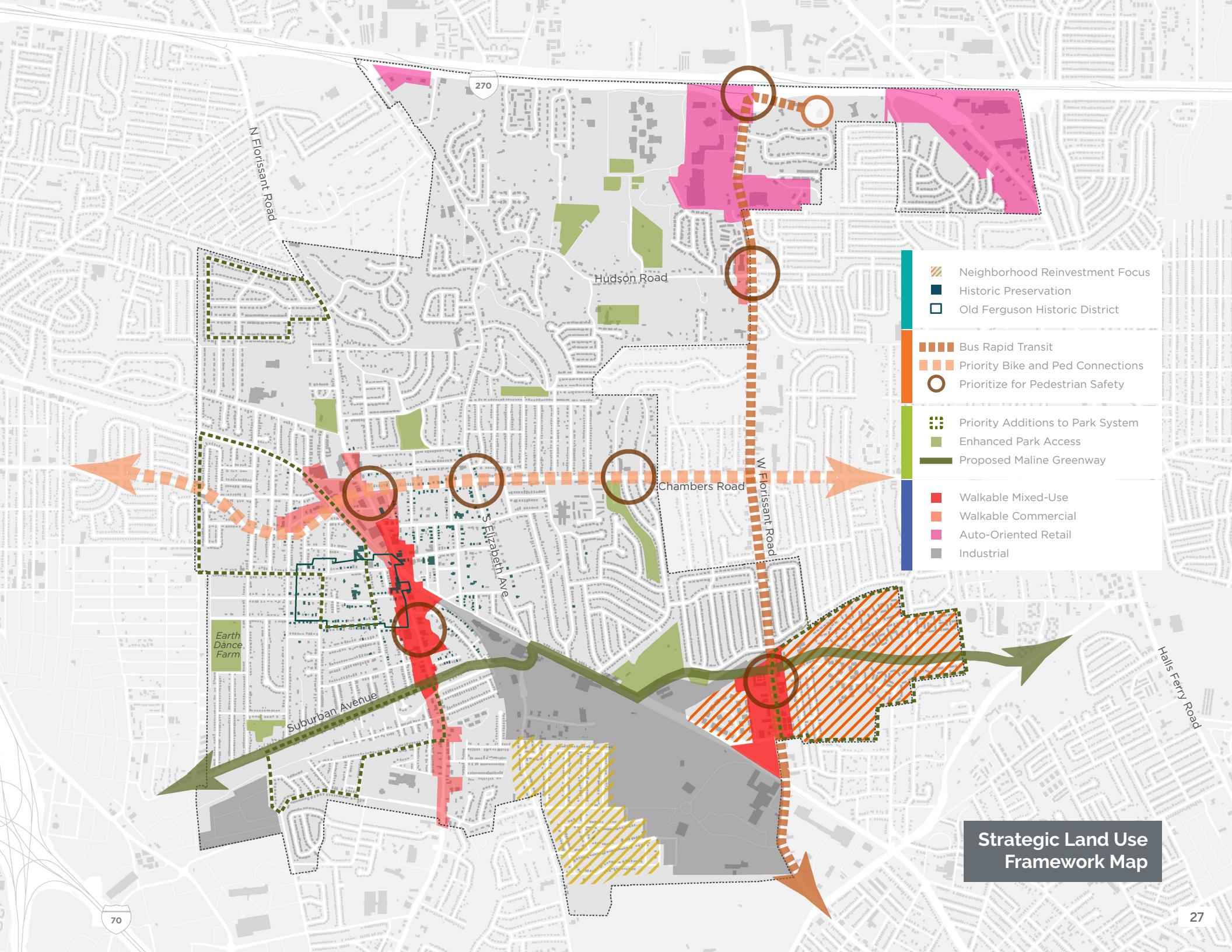
Plans for the auto-oriented commercial nodes would help identify new character, new uses, and better connections with surrounding neighborhoods and communities just outside of the city. Future planning efforts should leverage new connections created by MoDOT's I-270 project, and the Bike/Walk Action Plan.

## Reinvestment Focus Areas

The two identified Neighborhood Reinvestment areas are primed for additional small area plans. The small area plan for SE Ferguson should be a forward looking, citizen-led exploration of new mixed-income, mixed-density residential opportunities; including greater integration with the commercial corridor, and new recreational opportunities. The small area plan for south-central Ferguson will be more appropriate for concentrated, in-fill, single-family residential development; including corresponding upgrades in infrastructure and investments in the public realm.

## A Quick Note About Annexation

Expanding the city's boundaries through annexation or municipal consolidation was not explored as a priority policy direction for the City of Ferguson. This does not mean that the city should forego submitting a Plan of Intent during the St. Louis County Boundary Commission's five-year Map Plan cycle. The city should, however, undertake a thorough analysis of costs and benefits (beyond what is needed for the Plan of Intent) prior to pursuing any formal boundary expansion. Such an analysis should include a thorough cost/benefit analysis of potential revenue, expansion of infrastructure and services, and engagement effort with the targeted areas.

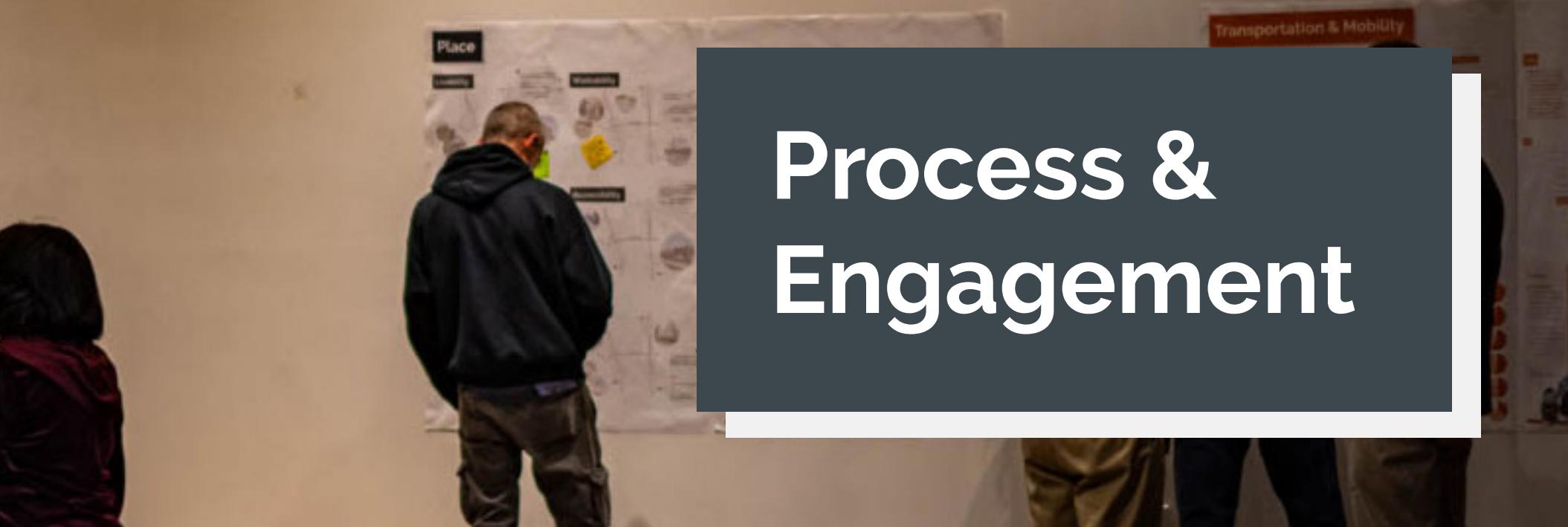
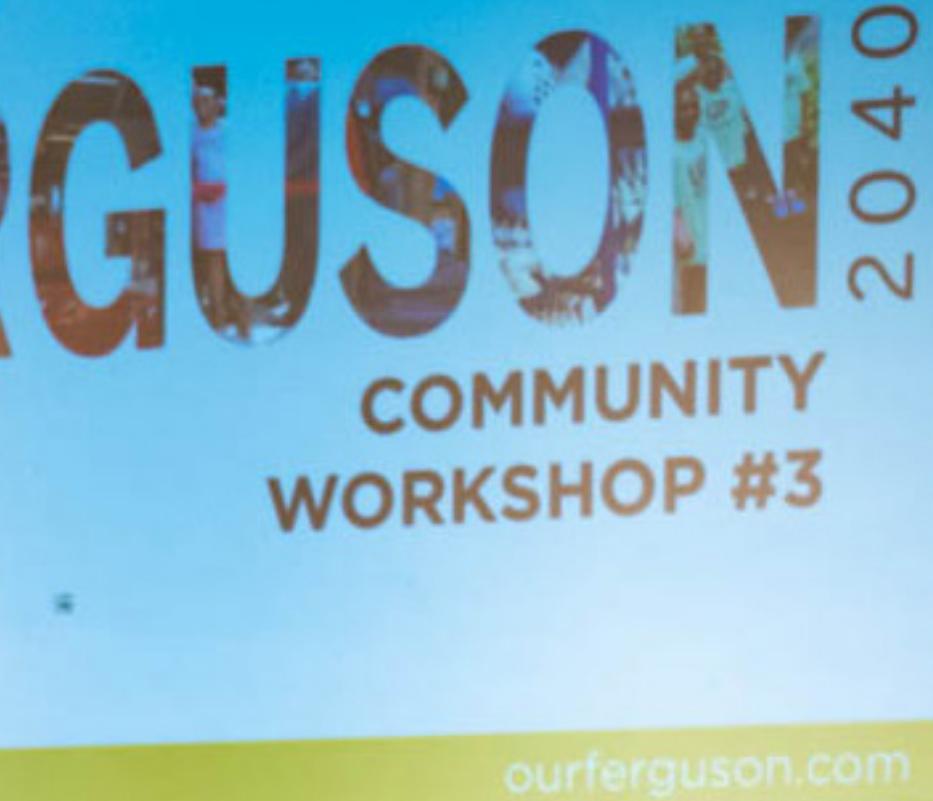


# our FER

December 13, 2016

Housing & Neighborhoods

Jobs & the Economy



Process &  
Engagement

# Process & Engagement in OurFerguson

The quality of any plan rests on the quality of its process. Were the right questions asked? The right people involved? The right information shared? With this in mind, OurFerguson set out to follow a process that aligns with the values the plan hopes to advance by creating an inclusive environment, establishing a shared language for conversation, hearing all voices, and addressing both problems and opportunities.

## Planning as a dialogue

Every plan is about two questions: "What does the community want to be?" and "What can the community be?" The first question be answered only by members of the community itself, and rests on elevating the aspirations of residents, business owners, community leaders, and others with a vested stake in a community. It is the role of the Planning Team to help answer the second question by analyzing key trends, identifying key opportunities and constraints as they relate to policy, economics, urban design, and markets, and sharing ideas about the possibilities for change. The plan itself forms from the dialogue between the community's knowledge and the Planning Team's knowledge, at the intersection of these two questions.

## Our principles for engagement

The engagement practices used throughout OurFerguson were informed by four key principles.

- To **meet people where they are** through a robust set of outreach activities designed to help the Planning Team engage with the community in the spaces, places, and times that are most inclusive and accessible.
- To **uplift voices of groups that have been historically discounted** in planning process, and center their experiencing in thinking about priorities for the future.
- To apply a **racial equity lens** by acknowledging, understanding, and addressing racial disparities, with the ultimate goal of statistical outcomes no longer being predictable by race.
- To **empower ongoing work** by engaging community leaders in the process, and reinforcing the value of ongoing work within the context of a holistic strategy.

## Who was involved?

Five key groups, representing a diversity of perspectives, expertise, and experience provided invaluable feedback and perspective throughout the OurFerguson planning process.

### Steering Committee

The nine-member Steering Committee of community leaders was formed to provide critical feedback throughout the process, provide context for other community conversations, and workshop

the key issues and strategies with the Planning Team.

### Community Members

It is only possible to understand the experience and aspirations of a community by engaging directly with residents themselves. Community members were crucial voices throughout the process.

### Stakeholders Groups

This broad group of individuals, organizations, regional partners, businesses, institutions, and others played an essential role in identifying key issues and opportunities for collaboration. The implementation of OurFerguson will rest on alignment across jurisdictional or sectoral boundaries; these groups' engagement in the process lays a foundation for that collaboration.

### Plan Commission & City Council

These groups are not only the adopting and administering bodies for the plan; they are some of the community's most knowledgeable leaders and implementers. These groups were engaged at key points throughout the process, and during adoption.

### Client Team and City Staff

The Planning & Development Department, representatives from other City Departments, and the City Manager provided key context on governance, administrative, and implementation conversations related to the Comprehensive Plan. This team also provided oversight and direction throughout the project.



may 2019 - jun 2019

jul 2019 - sep 2019

oct 2019 - jan 2020

feb 2019 - jul 2020

aug 2020 - nov 2020

## Kick-Off

### Building Knowledge

The Kick-Off phase set the stage for the rest of the planning process and identifies the range of issues the plan needs to address. It asks the critical questions of what information is needed, who needs to be involved, and how best to have the conversation.

The OurFerguson Kick-Off included 11 stakeholder roundtables, the creation of a Community Engagement Plan, and a first meeting with the OurFerguson Steering Committee.

### Understand Building Trust

The Understand phase identified the key issues and opportunities for OurFerguson through community conversation and analysis. This clear understanding of both challenges and assets across the plan's six issue areas—housing & neighborhoods, transportation & mobility, environment & wellbeing, development, place, and jobs & economy—forms the foundation for the subsequent phase of the plan.

The Understand phase included two community workshops, several outreach activities, and meetings with the Steering Committee.

### Strategize Building Shared Understanding

The Strategize phase built on the foundation of community conversation and market, economic, and physical analysis to create a set of goals and a holistic framework for OurFerguson's strategic recommendations. These strategic recommendations are outlined in each of the six plan document chapters, beginning on page 43.

The Strategize phase included several Steering Committee meetings, a presentation to Council, a session with the Plan Commission, a workshop with City staff, and a community workshop during which community members provided feedback on the strategic recommendations and helped to prioritize strategy options for implementation focus.

### Refine & Align Building Toward Success

Based on feedback and discussion during the Strategize phase, the Refine & Align phase outlined priority actions for implementation. This prioritization framework—summarized in each plan chapter—identified roles for the City and for a range of existing and future partners needed to successfully address the housing needs and challenges in Ferguson.

Engagement in this phase included presentations and discussion with the Client Team, the Steering Committee, and other stakeholder groups.

## Adopt

### Building Toward Action

The final phase of the OurFerguson process was the creation of a clear plan document, intended to be engaging and actionable. This document is intended to serve as a tool for all groups who have a stake in Ferguson's future, outlining a holistic vision and opportunities for participation.

# Kick-Off

## Building Knowledge

The three-day Kick-Off for OurFerguson was just the beginning of the year-long process. The meetings, interviews, and other conversations set the stage for key issues to be addressed, as well as the key voices to engage in the plan.

On May 13th through 16th of 2019, the planning team kicked off the OurFerguson planning process with a meeting of the Steering Committee, focus group interviews, and a tour of the Ferguson community. The goal of the Kick-Off was for the planning team to listen and begin to build an understanding of community aspirations, ideas, and concerns regarding the future of Ferguson.

The kick-off included eleven focus group interviews with community members and partners. These meetings helped highlight key issues and opportunities, and shed light on the many efforts already underway in and around the Ferguson.

These meetings were organized around eleven themes: Arts & Culture; Economy & Employment; Environment & Sustainability; Faith Leaders; Housing; Mobility & Connectivity; Neighborhoods; Parks & Open Space; Small Business; Workforce & Jobs; and Youth & Families.

Themes and findings from these discussions formed a foundation for the rest of the process, and informed the Planning Team's Community Engagement Plan. This document outlined key engagement milestones, and principles for inclusive engagement and outreach.



# Community Workshop #1

## Building Trust

The first OurFerguson Community Workshop was the beginning of the planning conversation with the broader Ferguson community.

On July 16, over 50 Ferguson residents, elected officials, business owners, and other community members participated in the first OurFerguson Community Workshop.

This first workshop was all about learning what is most important to the community in this planning process. What should we focus on? What is most important? What are we missing? What would success look like?

The workshop opened with a brief presentation about the OurFerguson comprehensive plan process from the planning team. The presentation introduced the planning process and approach, explained the role of this plan in relation other efforts in Ferguson, and provided a foundation for thinking about the city of Ferguson and its future.

Following the presentation, the community participated in activities designed to start a conversation about what is important to address in the planning process. What are Ferguson's assets? What are the city's challenges? What is Ferguson today, and what do we want it to be in the future?



# Community Workshop #2

## Building Shared Understanding

The second community workshop focused discussion around key trends, spatial analysis, and other analysis to identify the priorities for OurFerguson's strategic recommendations

Over 60 community members attended the second OurFerguson Community Workshop at the Ferguson Community Empowerment Center on October 21. The meeting included a brief presentation to orient attendees to the OurFerguson process, but the bulk of the evening focused on interactive discussion between workshop participants and the Planning Team.

Neighbors at the meeting visited a series of data boards focused on each of the six issue areas in the plan: Housing & Neighborhoods, Environment & Wellbeing, Transportation & Mobility, Jobs & Economy, Development, and Place. Each data board highlighted key finds from the team's analysis of trends impacting the community, and invited community members to validate, challenge, and expand on the issues and opportunities highlighted by the analysis. A member of the planning team was on hand to discuss each issue area, moderate discussion, and work through potential solutions with community members.

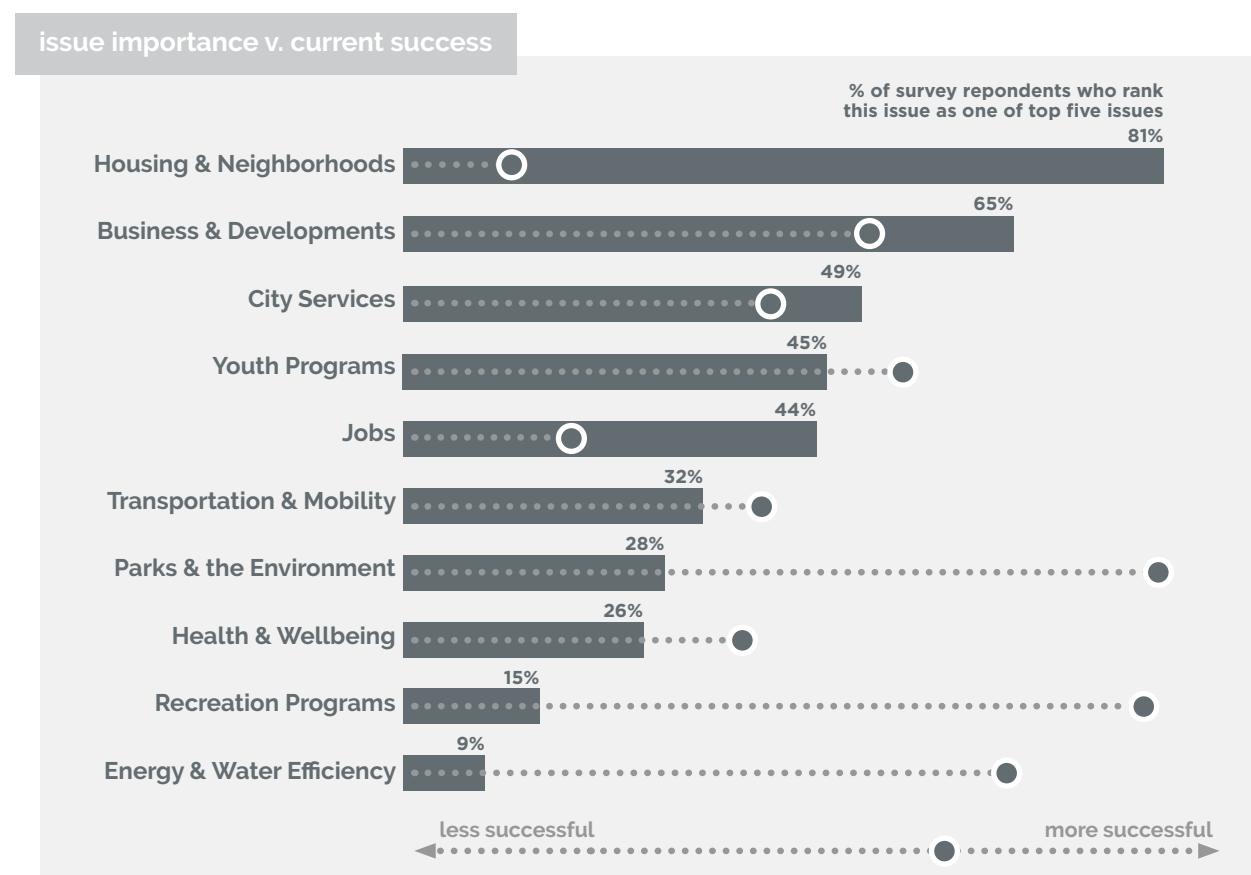
The issues, opportunities, and dialogue between participants at this workshop formed the basis of the strategic recommendations developed through the rest of the process.



# Community Aspirations Survey

The Community Aspirations Survey was designed to identify community perspectives and insights on key issues. With questions spanning topics in each of the six plan components, the survey identified priorities in each issue area, as well as a particular emphasis on the need for housing strategies.

The Community Aspirations Survey was created to complement the conversations from each of the Community Workshops, and to reach a broader set of community voices. The survey—made available in both an online/digital format and in a hard copy format—asked residents for their perspectives on the assets and challenges in Ferguson related to Housing & Neighborhoods, Transportation & Mobility, Jobs & Economic Opportunity, Businesses & Development, Parks & the Outdoors, Recreation Programs, Engagement, and Public Services & Resources. While the 100 Ferguson community members that completed the survey do not necessarily represent a statistically significant sample of residents, participants' insights and perspectives help to shed light on resident experience in a way that informs the strategic recommendations and priority areas for the plan.



The survey included two overarching questions about the priorities for Ferguson's future. The first asks "what issue areas are most important to Ferguson's future." The response to that question are shown to the right.

But when combined with the results from the second overarching question—"how is Ferguson doing today in each of these issue areas?"—several priority areas emerge. For example, Housing &

Neighborhoods are seen as the most important, and the single area where there is the most need for improvement. These findings have helped to share the level of detail and emphasis placed in different strategies throughout the plan.

Survey results specific to each issue area are detailed within each plan chapter.

# Community Workshop #3

## Building Toward Success

The third OurFerguson Community Workshop focused on the strategic recommendations and key priorities for action that will address the community's challenges while building on its assets.

About 30 Ferguson community members attended the third OurFerguson Community Workshop on December 17. The workshop opened with a presentation by the planning team that reviewed the process to date, shared results from the Community Aspirations Survey, and laid out a strategic framework for the plan. The framework outlines 52 strategies in six thematic areas: Housing & Neighborhoods; Development; Environment & Wellbeing; Transportation & Mobility; Jobs & Economy; and Place.

Following the presentation, community members and the planning team took a deep dive on those strategies at six stations—one for each thematic area. Each station highlighted key findings from the analysis, community priorities established through prior workshops and other engagement, survey data, and summaries of each strategy. Discussion focused on how to refine those strategies: What is missing? What is most important? What would success look like? The community input in these discussion helped to refine the strategic recommendations while also shaping the implementation priorities within each issue area.



# Outreach: Meeting People Where They Are

**While the community workshops offer space for deep engagement around planning issues, outreach to a broader set of community voices is essential for an inclusive process.**

## Guiding Principles

Gathering input from residents and other community members in public meetings has typically been an exercise in repetitive gatherings where photos, maps, and demographic data are provided. Public meetings have historically lacked adequate representation among younger people, people of color, and those experiencing poverty. Further, most planning processes do not provide adequate opportunities for residents and community members to share stories from their perspectives, formed by their lived experiences. Creating comfortable, safe spaces for diverse life experiences to be shared generates the energy and collaboration that are crucial to mobilizing the community around a shared vision for the future. Listening and learning from the community's unique experiences and diverse perspectives support

authentic engagements that build trust over time. Authentic engagement and outreach create holistic, inclusive, and meaningful relationships. Listening to and learning from the community should lay the foundation for a plan that supports the hopes and dreams envisioned by the residents.

## Approach

In an effort to gather feedback representative of the Ferguson community, our consultant team ensured the guiding principles were met by reaching beyond the walls of City Hall and community centers. The engagement process involved seeking inclusive environments where all people would feel comfortable participating. Building trusted relationships was key to hearing all voices. The team worked with a variety of community partners to gain trust and credibility in order to help uplift traditionally unheard voices. Meeting people where they are was core to the team's community engagement process.

A summary of the community outreach activities is provided on the following pages.

**Meeting people where they are involved...**

**...using grassroots approaches to engage different parts of the city.**

**...adjusting activities based on audience, including age.**

**...tapping into existing community organizations and networks to directly connect with people of color, young people, people experiencing poverty, and renters.**

**...participating in a variety of culturally diverse community events.**

**...offering resources to community group efforts and causes.**



## Youth Outreach

There were three key nonprofit community partners that serve young people who helped the team connect with youth during the planning process. These community partners serve residents who are 21 years of age or younger with a focus on mentoring, tutoring, and leadership development. These organizations are Ferguson Youth Initiative, Southeast Ferguson Youth Fellows, and Strength and Honor Mentoring and Tutoring. The team was able to leverage these relationships by attending their existing meetings and special events. Nearly 30 young leaders were engaged during the planning process.

Representatives of the team were invited to two Ferguson Youth Initiative standing meetings. Team members shared information about the planning profession and the purpose of a city comprehensive plan. The meetings were also opportunities to facilitate a roundtable discussion. The students

were high school students and recent high school graduates. Their focus centered around local jobs and recreational opportunities that were more youth-oriented.

Team members engaged the SE Ferguson Youth Fellows through trusted relationships. Connections involved a pop-up station while providing volunteer support for grade school and middle school students during the holiday season. The volunteer involvement by the team helped foster meaningful conversations and storytelling through the unique lens and perspectives of young people. Similar to members of the Ferguson Youth Initiative, these younger-aged children desired more recreational opportunities that were closer, affordable, and inviting. They often expressed not knowing what facilities and recreational opportunities were available or intended for them. They desired more sponsored programming and places to gather for safe fun.

Connecting with Strength and Honor Mentoring and Tutoring involved young high school males, and those nearing graduation. The team was invited to attend a regularly scheduled mentoring session at the Ferguson-Florissant School District Administration Building. Students were able to complete a survey and had conversations with their friends while responding to the questions. During the mentoring session students were then able to openly share their thoughts on issues focused around public safety and the lack of art and cultural opportunities. Students also expressed wanting more visible and easier connections for pathways to employment.



## MetroMarket Bus

Access to quality affordable food is a challenge for areas in the Ferguson community. The MetroMarket Bus helps provide an access point for residents to buy food that is fresh and healthy at an easy to reach site. The Urban League Empowerment Center serves as a visible, easy to reach site. Members of the team used this as a pop-up opportunity to meet with residents in a welcoming environment around food. Serving apple cider to customers while they were shopping for food created a festive atmosphere. The team was able to connect with about 30 residents who were unfamiliar with the community plan. Being nearby but non-intrusive led several residents and their family members to casually engage with the team, taking time to complete the aspirational community and asking more questions about the community plan and process. The team was able to listen and learn to the unique perspectives of residents desiring community and social connectedness.

## Ferguson Ministerial Alliance

Formed nearly 40 years ago, the coalition of faith-based institutions and ministries in the Ferguson community served as valuable partner in the community planning process and their support of expanding outreach. Team members were invited to speak at a regularly scheduled meeting of the Ferguson Ministerial Alliance. Members of the Ferguson Ministerial Alliance supported the community planning process by sharing the aspirational community survey with their members and wider community. Members of the Ferguson Ministerial Alliance remained engaged by also attending all public workshops.

## Community Forward, Inc.

The organization, comprised of community organizations, service providers, and elected officials focused on creating livable communities, invited the consultant team to speak at one of its regularly scheduled meetings. Attending the meeting to share the community plan and engagement process leveraged a network of well-connected community stakeholders. Connecting with members of Community Forward helped increased participation at public meetings from a variety of community groups and providers. Meeting with Community Forward helped increased awareness and participation in the community plan and engagement process.

### Neighborhood Association Meetings

Representatives from the planning team met with three neighborhood organizations during October 2019. These neighborhood organizations serve as a bridge connecting residents to their communities, and in this case, the Ferguson 2040 planning process. During these meetings, planning team staff was able to talk with neighborhood leaders and residents in a group setting with the goals of:

Informing residents about the planning process.

- Discuss timelines, goals of the project as well as what comprehensive planning means.
- How residents could (and could encourage others to) participate in the process.
- Exchange in a dialog where the planning team could field questions from those in attendance.

This also gave members of the planning team the

opportunity to build relationships with community residents and neighborhood leaders, while observing their typical day to day interactions.

These meetings took place on:

- Oct 1: Forestwood Neighborhood Association
- Oct 10: Jeske Park Neighborhood Association
- Oct 24: Old Ferguson West Neighborhood Association

Each meeting being was attended by 10 to 20 residents.

The conversations with residents were engaging and thoughtful. There was a varied group of responses, with those who were familiar with the efforts (and potentially been part of the planning process already) to those who had seen or heard of "Our Ferguson", but had not looked into what it was.

Most conversation was highly supportive of the efforts, with questions and comments being very positive around thoughts of what could be done to aid in the planning effort. Many residents took business cards, fliers, information sheets, and other materials to bring their friends and neighbors. Skepticism is a natural part of this resident engagement process, and in these instances,

### Farmer's Market

A sunny Saturday morning in the lively town square plaza presented an ideal setting for the planning team to engage shoppers at the Ferguson Farmer's Market, a community staple for close to 20 years. In mid-July of 2019, the planning team led a community outreach effort at the Ferguson Farmers Market ahead of our first public workshop on August 2nd. It was the first activity taken where the planning team had a chance to interact with the public, discuss the OurFerguson plan, and invite neighbors to public meetings as part of the participation process. Responses from people that the planning team got to talk with ranged from those who were already somewhat familiar with the planning process to people who live outside of the community and were there to support the market. Regardless of if they were locals or nearby friends in North County, all seemed to share the same sentiment: Ferguson is in need of a new plan that can unify the community through a common vision.







# Housing & Neighborhoods Plan

# Housing & Neighborhoods in OurFerguson

**Housing touches everything. Any plan to improve housing and neighborhood conditions must acknowledge the complex role that housing plays in the lives of individuals and the entire community.**

First and foremost, “housing” is home: the spaces where we raise families, create memories, connect with our neighbors, and where we deserve to rest our heads safely and securely at night.

A growing body of research validates what so many already know through lived experience: that housing and neighborhoods are linked to our **health and wellbeing**. Poor housing conditions like mold, and poor temperature control can contribute to a host of physical health problems. In-home lead exposure can cause irreversible damage to the brains and nervous systems of children. Neighborhood stability has a direct bearing on the success of neighborhood schools. And the stress of being burdened by unaffordable housing costs, of constantly having to move, and living in unsafe neighborhoods, can contribute to physical and psychological distress. But healthy, safe, and affordable housing provides a platform on which people can thrive in other dimensions of their lives.

Housing and neighborhoods are about **opportunity**—they are the places from which we

do (or cannot) access quality jobs, the services we need, recreation opportunities, healthy food, and quality schools. Investing in neighborhoods to create the access is a long-term investment in the economic and physical wellbeing of a neighborhood’s residents.

Housing is one of the largest expenses in a household **budget**. Households that spend more on housing—whether by choice or not—have less to spend on other things like food, healthcare, and education. Affordable options help households preserve the resources they need to invest in other essential parts of their lives. For homeowners, housing is also one of the largest investments they will ever make, and a major pathway by which families create and transfer wealth to the next generation. Where neighborhood and housing conditions decline, households lose confidence investing in their homes and neighborhoods, and can also lose the equity they’ve worked to build.

Housing and neighborhoods can powerfully shape a community’s **identity**. Attractive housing options in vibrant neighborhoods are a major part of what attracts and retains people in a city, and can contribute to the pride and optimism people feel toward their homes, neighborhoods, and community.

Finally, housing and neighborhoods comprise a significant **tax base** for cities. Low and declining property values mean that cities will struggle to generate the resources they need to invest in themselves. But stable and thriving neighborhoods can create a **virtuous cycle**, generating the

resources that cities need to improve quality of life for everybody in a community.

All of this underscores what Ferguson residents expressed loud and clear throughout the OurFerguson planning process: that housing and neighborhoods are a core priority for the community, and furthermore that meaningful progress will rely on a holistic set of strategies that recognizes the multidimensional role housing and neighborhoods play in community life.

This Housing & Neighborhoods Plan seeks to outline that holistic approach, and identifies the strategies that can help the community address some of its housing challenges, while also recognizing and building on the city’s strengths and assets.



# Observations & Opportunities

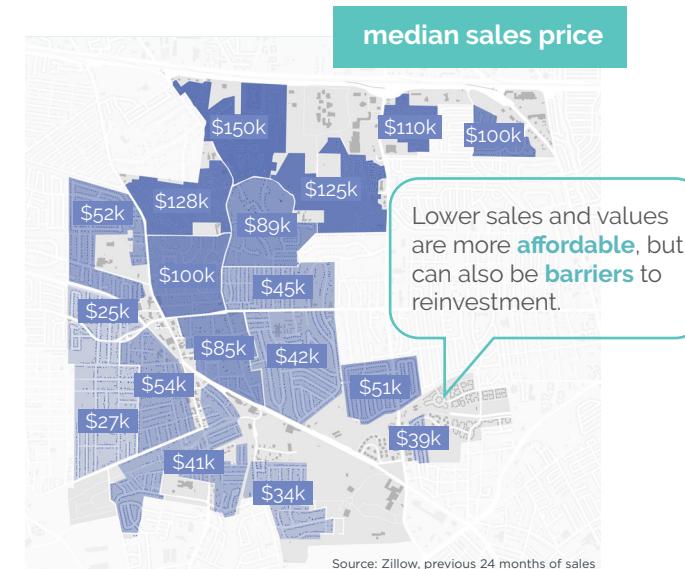
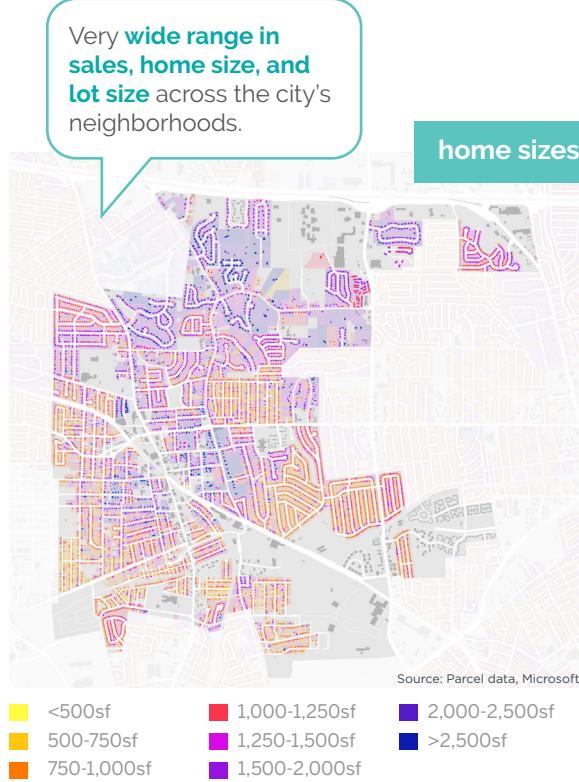
Ferguson's diverse array of neighborhoods and housing types is a major part of the city's identity. With small homes, large homes, different apartment options, wooded lots, denser neighborhoods, and wide spectrum of price points, Ferguson truly has something for everyone.

Yet there are significant challenges that prevent Ferguson from ensuring safety, stability, and quality of life in all of its neighborhoods. The fallout from the foreclosure crisis, declining economic conditions in North St. Louis County, the legacy of segregation associated with historic housing policies, and underlying local land use policies have created a situation in which some neighborhoods face persistent distress. Far too often, Ferguson's residents of color bear this burden.

Community conversations throughout the process highlighted housing and neighborhoods as one of the most important issues, and also the area in which Ferguson needs the most focused, investment, and improvement.

## Housing in OurFerguson: An Overview

Ferguson's 9,800 housing units span a diversity of types and sizes. 73 percent of these units are detached, single-family homes; 15 percent are attached single-family homes or small multifamily properties (with two to four units); and the remaining 12 percent are larger multifamily properties, with five units or more.



somewhat larger and homes built in the post-war period much more compact.

Approximately 44 percent of Ferguson's occupied units are renter occupied (ESRI, 2019) with the remaining 56 percent owner-occupied. Rent occupancy has increased more than 10 percent in the previous decade, from 40% in 2010; this is a trend consistent with that of the St. Louis region and nation.

## Diversity of the Housing Stock

There is a considerable range in the size and character of homes across the city. Homes in Ferguson's central and northern neighborhoods have more living space, with 1500 square feet and more, while homes in Ferguson's southern and southwestern neighborhoods tend to be somewhat smaller, with 1200 square feet or fewer. Part of this range in housing size and type reflects the period in which homes were built, with older homes

## Property Values and Housing Condition

There is a very wide range in property values across the city, with some neighborhoods having median home values near \$150,000, and others with median values as low as \$30,000. The lower sales and property values represent more affordable options, but can also be barriers to reinvestment in maintaining and upgrading the housing stock.

Lower values can make it difficult to secure the bank capital needed to make significant repairs and improvements to a home, by both current and prospective homeowners. Further, low and/or declining values can also affect buyer confidence, with households reticent to buy or improve a home out of which they may not recoup their investment. Reversing this vicious cycle requires a range of strategies to maintain conditions, buoy neighborhood progress, and expand access to capital.

## Housing Vacancy and Stability

Following the foreclosure crisis, Ferguson has seen the emergence and growth of a vacancy challenge, with an estimated 1,550 homes vacant in 2019. This challenge has left the community vulnerable to property acquisition by out-of-state rental investors, who are prevalent especially in southwest Ferguson, Robert Superior, and South Ferguson (as shown on the map opposite). While some of these properties are managed and maintained at a high standard, many are not. As we anticipate the possible consequences of the economic crisis instigated by COVID-19, it is likely that these challenges will grow.

Vacancy and the related neighborhood instability issues also create quality of life issues for children and families, and influence the long-term success of schools. For example, unsafe and uncomfortable walks to neighborhood schools located within neighborhood with high vacancy detract from child wellbeing. Evaluating neighborhood conditions in and around schools can help to guide investments in place, infrastructure, and code enforcement.

African-American households in Ferguson are **twice as likely to be burdened by housing costs**, compared to White households.

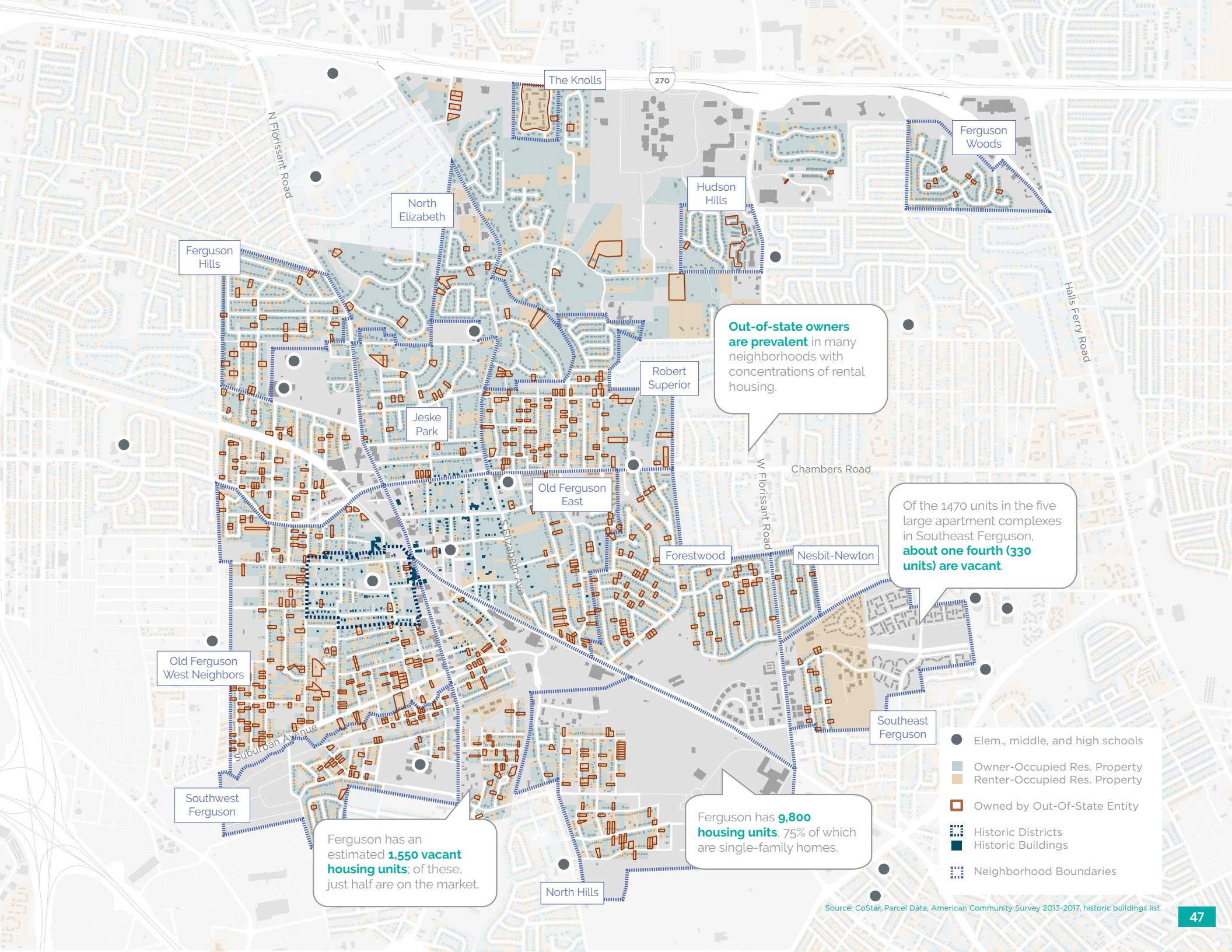
American Community Survey

## Housing Affordability and Cost Burden

Housing affordability can generally be defined as a household paying no more than 30 percent of its total income toward housing costs. By this definition, to rent a safe and decent two-bedroom apartment in the St. Louis region (which goes for about \$750 per month, excluding utilities), a household would need to earn \$15 per hour (HUD). So even though housing costs in Ferguson are low relative to other communities in the region, housing affordability is still a serious issue for those in Ferguson who have incomes below that living wage of \$15 per hour. Indeed, 55 percent of Ferguson renters and almost 25 percent of Ferguson homeowners are burdened by their housing costs, paying more than 30 percent of their income toward housing (ACS 2013-207).

These affordability challenges contribute to a persistent and destructive pattern of evictions. At least one in 12 renter households in Ferguson was evicted each year between 2001 and 2016 (EvictionLab). And community conversations highlighted that many households are experiencing illegal evictions, which are not reflected in the data. Preventing evictions is sorely needed, and will require a range of strategies that protect tenants while also addressing the underlying affordability challenges experienced by many of Ferguson's residents.





Ferguson has an estimated **1,550 vacant housing units**; of these, just half are on the market.

Ferguson has **9,800 housing units**, 75% of which are single-family homes.



## The Black-White Homeownership Gap

Both rental and owner-occupied housing play important roles for families, neighborhoods, and cities. At the same time, homeownership offers wealth-building advantages that renting does not.

America's history of redlining contributed significantly to the racial wealth gap we see in America today, where the average African-American family has just \$5 in wealth for every \$100 in White family wealth. This gap creates persistent disadvantages for African-American households seeking to enter homeownership, which is evident in the homeownership rates in Ferguson where the average African-American family in Ferguson is 45% likely to own their home (v. 82% for Whites).

## Concentrated Multifamily Land Uses

Almost three quarters of all of Ferguson's multifamily apartments are located within southeast Ferguson. These apartments offer some of the community's most affordable choices, and are open to households using Housing Choice Vouchers (which are commonly denied by landlords throughout the region).

The average African-American household in Ferguson is **45% likely** to own their home (v. 82% for White households).

American Community Survey

While these large apartment properties represent significant affordable housing assets in the community, their concentration and the underlying economic model associated with their operation has created conditions that are ripe for tenant exploitation. A strategy to improve the stability and quality of these properties, protect tenants, and deconcentrate the availability of affordable housing opportunities in the city and the region is sorely needed to improve quality of life for lower-income residents in Ferguson.

## Ferguson's Neighborhood Associations

Ferguson has thirteen distinct neighborhood associations, representing a diverse array of neighborhoods throughout the city. This network of engaged neighbors and the associated organizational infrastructure represent significant assets for Ferguson's future. With sufficient support from the City and other partners, these groups have the potential to play an expanded role in building community, investing in their neighborhoods, celebrating community identity, and facilitating engagement around neighborhood planning and the delivery of services needed to improve neighborhood conditions.

The range and extent of the housing challenges in Ferguson underscore the need for a comprehensive strategy to address not only housing conditions, but also to elevate and empower neighborhood leaders and improve access to economic opportunity. The following section will outline a framework for the actions that can be taken across these domains.



## Goals & Aspirations

Throughout the planning process, the Ferguson community clearly expressed the importance of housing and neighborhoods to its future, and identified the need for a concerted focus on housing issues in the community.

The strategy outlines what the community also shared: no single initiative on its own will be sufficient to improve housing conditions and quality of life in Ferguson's neighborhoods. Rather, it will take a broad-based approach and the collaborative efforts of the City, neighborhood residents, regional entities, and other partners to make the change Ferguson want to see.

These four themes outlined here, together with their corresponding strategies, address factors that relate to housing conditions, to resident financial capacity and economic wellbeing, to development policy as it relates to housing, and to the need to build capacity among all of the partners involved in the work.



### Neighborhood Stability & Growth

The first theme focuses on Neighborhood Stability & Growth, and elaborates on action steps that will improve strengthen homeownership, address vacancy, enhance neighborhoods' identities, and maintain neighborhood conditions.

These strategies within this theme seek to advance a vision for Ferguson where more residents have a sustainable path to homeownership and the benefits it can provide, and where all residents within Ferguson share a confidence in the community's future no matter their neighborhood or address.



### Resident Housing Stability

The second theme focuses on the housing stability of residents themselves. This section identifies steps that will that can be taken to reduce housing instability in all of its forms, including eviction, homelessness, and instability for aging residents.

These strategies within this theme seek to advance a vision for Ferguson where all residents can be secure and healthy in their home, regardless of their tenure, income, age, or race.



## Mixed-Income Infill Development

The third theme focuses on the types of future housing development that will strengthen the community as a diverse, vibrant, and equitable place.

This strategy identifies the land use, zoning, and regulatory steps that can be taken to facilitate desired mixed-income development, while also identifying southeast Ferguson as a priority area for strategy care and focused investment.

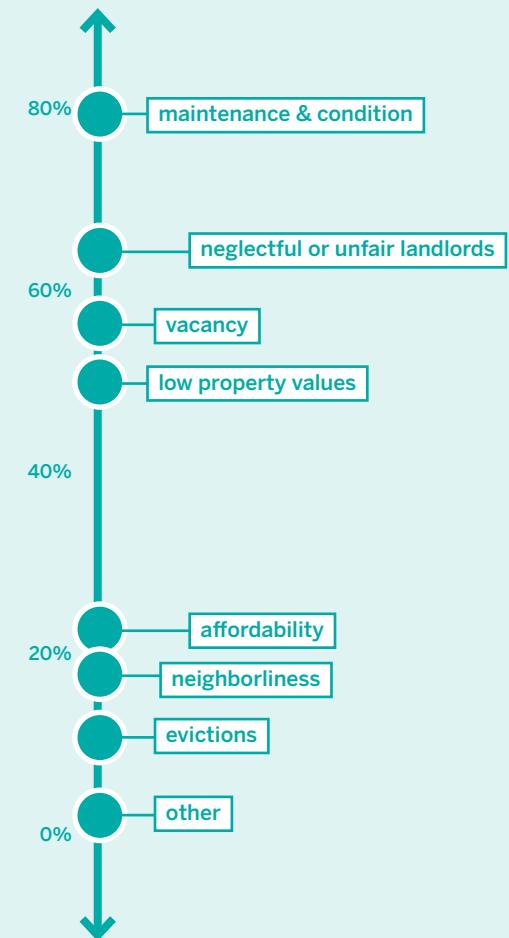


## Community Development Capacity

Sustainable progress will not be possible without the participation and alignment of residents, organizations, and funders that are essential partners of the City.

This fourth section outlines key strategies needed to build the capacity and potential of key partners in this work, including existing entities as well a potential future organization needed to fill a critical capacity gap.

**Survey Question**  
**What are Ferguson's greatest housing challenges today?**



## Theme 1

# Neighborhood Stability & Growth

**The strength and vitality of Ferguson's neighborhoods will be essential to the community's success.**

**Creating the conditions and supports for sustained investment in each neighborhood will help to ensure a high quality of life, and the preservation of quality housing options.**

The four strategies outlined here address the range of challenges impacting Ferguson's neighborhoods. Vacant properties, maintenance issues, and barriers to homeownership are interrelated issues, and call for efforts to tackle them in tandem.

As with other complex challenges in Ferguson, success in this dimension will require not only the City's focus, but also the participation of key partners.



## Strategy 1a

### Create attainable pathways to homeownership for low-and moderate-income households

Homeownership can be an important source of neighborhood stability, homeowners also have much greater control over the condition and maintenance of their homes than renters, who are subject to the practices of landlords, a growing number of which are located out-of-state and demonstrate limited care with the management of their properties.

Connecting prospective buyers to existing resources to prepare for and enter homeownership for the first time is key—resources such as financial counseling, credit repair, and first-time homebuyer loans can help people prepare for a sustainable homeownership experience. However, for low-income people and people of color, greater access to capital needed for purchase and repair is critical. Downpayment assistance, and loan products that expand available capital for renovation, can help overcome barriers to purchase while also promoting investments in the housing stock.



## Strategy 1b

### Prevent and address vacancy and abandonment

Among the best strategies to reduce housing vacancy is to prevent it in the first place. Helping to keep owners and renters stably housed, and ensuring they have the tools and resources to invest in the condition of their homes are critical starting points. Connecting Ferguson residents to rent and mortgage relief assistance, as well as to foreclosure prevention resources will be critical in the years ahead, especially in the midst of the COVID-19 crisis. A proactive approach to code enforcement can also help to encourage preventative maintenance and investment by property owners.

For properties that do become vacant, the City should work to cultivate partnerships with local developers and institutions to rehabilitate vacant property. Land banks—which help local governments acquire vacant property and return it to productive use—are also a tool to consider, either in Ferguson itself or in partnership with surrounding jurisdictions and/or St. Louis County. Demolition, while also an important tool, should be a last resort.



## Strategy 1c

### Celebrate Ferguson's distinct neighborhood identities

Ferguson has an incredible diversity of housing types and neighborhood characters. For many outside of the community—and even for many people currently living in Ferguson—these neighborhoods may not have a strong identity. With Ferguson's network of thirteen neighborhood associations, the city has an opportunity to more formally recognize, celebrate, and project the unique qualities of each of these neighborhoods to current and prospective residents.

A program that celebrates Ferguson's many neighborhoods can help cultivate a welcoming and engaging story about the community. This effort could also include partnerships with the local realty community, and/or a rehabber tour, in which residents who have renovated their homes have the opportunity to share their work and pride with the rest of the community. This type of effort may, over time, attract more people to the community; but more importantly it will help to bring existing community members closer together.



## Strategy 1d

### Encourage & support a high standard of property maintenance

Adequate property condition and maintenance in a neighborhood help to signal to owners and prospective buyers that a community is stable, and that their own investments and repairs are worthwhile from an economic perspective. Proactive and strategic code enforcement are important tools within the City's toolbox for encouraging proactive maintenance, for renter- and owner-occupied properties both. But code enforcement alone is limited in its ability to support repairs by those without the financial capacity to make them.

However, code enforcement can be a means by which the City identifies owners and properties in need of support, and connect them to other resources in the community. Home repair supports, including both technical and financial assistance, are needed to equitably maintain a high standard of property maintenance.

## Spotlight: Strategic Code Enforcement

Strategic code enforcement practices that actively identify, prioritize, and resolve code compliance issues can ensure that neighborhoods facing challenges get the necessary attention. To create an effective code enforcement system, a City must use its resources as efficiently as possible, deploying them in a way that creates the greatest impact on properties and neighborhoods.

Technology can be deployed to maximize the amount of time inspectors are in the field, speed the flow of information between city agencies, foster accountability, and track results.

Rather than follow and complaint-driven system for identifying code enforcement issues, the City can establish metrics that focus resources to target areas and determine which cases will be given priority. The Stabilization Areas discussed in the implementation plan can provide basis for identifying priority areas for code enforcement efforts.

Code enforcement must be paired with proactive efforts to ensure property owners have knowledge of and access to resources for addressing code issues. This assistance, rather than merely enforcement, is essential for Ferguson to get the desired results.

It is crucial to build strong working relationships with neighborhood residents and local organizations to capitalize on their abilities and leverage public resources.



## Theme 2

# Resident Housing Stability

Housing stability is the cornerstone of any community's success; until residents have access to safe and stable housing, they will be unable to fully participate in other aspects of community life.

Housing insecurity and instability in many forms can be a threat to the wellbeing of the whole community. Eviction and other types of displacement can create a cycle of instability that is costly to individuals' health, children's success at school, workforce participation, and even cities' budgets.

Policy supports that improve stability and prevent displacement are critical parts of a holistic effort to address housing needs in Ferguson. The City must also support and work with its partners to ensure that supports and services are available to assist and empower individuals experiencing homelessness.



## Strategy 2a

### Address eviction through prevention and diversion

Low-income renters and renters experiencing poverty experience chronic housing instability—from severe cost burden to unhealthy housing conditions—and too often get caught in a vicious cycle of eviction, moving from one unsafe housing option in a community to another. In the worst cases, households experiencing persistent eviction and instability experience homelessness.

These challenges have long been part of life for many in Ferguson; as the economic impacts of COVID-19 continue to unfold, these issues will become more urgent.

Efforts to resolve landlord-tenant disputes and divert tenants from eviction—such as through landlord-tenant mediation and emergency rent and utility assistance—can help to unwind this cycle

of housing insecurity. In the near term, the City and its partners should actively connect as many tenants as possible with housing assistance made available through federal relief funding. In the long-term, establishing more regular legal assistance to represent tenants in housing court, and to hold landlords accountable for inadequate housing conditions, can also reduce evictions and improve conditions over time.

Expanding awareness of tenant rights and landlord responsibilities in partnership with fair housing and legal aid organizations can also help to clarify the standards, and connect more residents to available resources for addressing housing insecurity.



## Strategy 2b

### Create opportunities for Ferguson residents to age in place

One in every seven residents in Ferguson is aged 65 years or older, and this age cohort is expected to continue to grow at a more rapid pace than any other age group in Ferguson. Ensuring the availability of appropriate housing options will create opportunities for seniors to age in place, and also attract seniors to the community from other parts of the region.

Accessibility modifications to existing housing—such as doorway widening and grab bar installation—can help mobility-challenged individuals comfortably and safely stay in their

current homes. New infill development can also include some number of accessible units, with features that may be more difficult to implement within the existing housing stock, such as zero-step entries and wheelchair-friendly interiors.

Senior villages, which include support services and activities for individuals in a neighborhood, are an emerging model to provide needed services while also reducing isolation for seniors in their homes.

### Spotlight: Low-Income Tenant and Homeowner Resources

Supporting low-income tenants and homeowners through financial, educational, and legal assistance will provide housing stability for these families, and also prevent further emergence of vacancy.

The City can leverage assistance from the Metropolitan St. Louis Equal Housing and Opportunity Council (EHOC) which is a not-for-profit fair housing enforcement agency working to ensure equal access to housing and places of public accommodation for all people through education, counseling, investigation, and enforcement. It fights illegal housing discrimination through:

- Education on fair housing laws for housing providers, local governmental bodies and the general public
- Enforcement actions against those who discriminate illegally
- Community outreach, by participating in grass-roots and community-based projects; working with academics, civil rights leaders, and the housing industry.

Social Serve, an affordable rental registry, is another resource that can be utilized to assist low-income households in their search for quality affordable housing. It contains up-to-date database for lead safe, accessible housing including properties that accept Section 8 vouchers.

Additionally, organizations such as the United Way Greater St. Louis can become crucial allies in providing housing security and legal assistance to tenants and homeowners in need. Heat-Up St. Louis, Inc. is another resource that can provide utility-budget and energy-efficiency counseling to at-risk households and assist with payments of delinquent electric bills.

### Theme 3

## Mixed-Income Infill Development

As Ferguson adds new housing to its stock through development, it will be important to encourage the broad range of housing types and price points that complement Ferguson's diverse community.

New, quality market-rate housing, alongside workforce and affordable housing, will help to create new quality options for all members of the community, and help to cultivate mixed-income neighborhoods.



### Strategy 3a

#### Evaluate traditional commercial corridors for multifamily development

In the future not all of the land in Ferguson's commercial corridors may be needed for office, service, or retail development, especially as more shopping, services, and jobs continue to move online. Repositioning segments within these corridors—particularly within the Walkable Commercial areas (see the Development Framework Plan)—to accommodate multifamily development can help to provide new workforce and young professional housing options while also bringing more foot traffic and buying power to existing retail and services on these commercial corridors.

Multifamily development could, but should not necessarily be required to include, ground-floor commercial uses. However, ground-floor spaces facing the street should be designed with entrances from the street, and with appropriate transparency to active uses within the building (e.g., to fitness facilities or other non-private amenities).

### Strategy 3b

#### Allow a broad range of housing typologies, including those that preserve and build in affordability

Housing types with densities between single-family and large multi-family typologies—such as two-, four-, and six-unit walkups or attached townhomes—are sometimes referred to as “Missing Middle” housing. These types of housing are largely “missing” from the new supply being built in communities across the country, but are marketable to households with a preference for urban living, and can be somewhat more feasibly developed at workforce-affordable price points. Future development of these housing types—as well as repositioning of some of Ferguson's existing smaller single-family housing stock—could also serve to attract University of Missouri-St. Louis and St. Louis Community College students to live in Ferguson.

As Ferguson updates its zoning code, it should take care to remove zoning and other regulatory barriers to the development of this housing.



### Strategy 3c

#### Consider creating a long-term, resident-driven vision and plan for southeast Ferguson

The large apartment complexes in southeast Ferguson comprise one of the most significant concentrations of people experiencing poverty in all of St. Louis County, and face persistent social, economic and physical challenges. The poor and deteriorating housing conditions, combined with the limited affordable alternatives, create conditions that are ripe for tenant exploitation. And while some property owners in this area are working hard to improve conditions, others are routinely neglectful. Furthermore, the physical format of these apartments isolates them from the rest of the community, includes no quality open space, and does not create a strong sense of safety.

The Southeast Ferguson Neighborhood Association has been working to organize and support residents in this part of Ferguson. Other entities, such as Health & Homes, have been planning and implementing larger-scale investments in the area. There is a need to sustain the momentum of these efforts, while also better connecting residents into the longer-term planning for the area. The City also has the opportunity to serve as a more active facilitator of these efforts, ensuring that the right voices from the community are included.

We recommend that the City establish a Task Force to set a course for creating a coordinated, long-term, resident-driven Small Area Plan for southeast Ferguson that establishes desired development and redevelopment priorities, ties development and planning in with workforce development efforts, and explores partnerships with anchor institutions and large employers in the area. There should be clear points for community engagement, and an express focus on specific goals, including but not limited to:

- Improving living conditions
- Minimizing displacement
- Connecting residents to economic opportunity
- Building and sustaining a strong sense of community
- Creating quality open space
- Creating a strong sense of place

### Spotlight: What is “Mixed-Income” Housing?

Mixed-income housing development includes a mix of price points and housing options that are affordable to lower-income households, moderate-income households, as well as higher-income households. This model is an alternative to traditional subsidized housing approaches that concentrate affordable options on just a few sites in a community. The intent of mixed-income housing is to ensure the availability and stability of quality housing options for all, while also promoting equitable access to services and amenities.

The mix of affordable and market-rate units that make up mixed-income developments differs from community to community, and depends partly on the local housing market and the marketability of the units themselves. Mixed-housing communities include diverse types of housing, including apartments, single-family homes and town homes.



## Theme 4

# Community Development Capacity

Meaningful progress on the housing challenges in Ferguson will be possible only through dedicated focus by people with the right expertise, a clear mission, and strong community partnerships.

Just as communities must invest in housing and housing-related programs, they must also invest in the leaders that will help shape, organize, fund, and operate those programs.

Many of these leaders are already in Ferguson; others will need to be invited to partner with the community in a way that advances Ferguson's priorities.



## Strategy 4a

### Cultivate and strengthen Community Development Corporations (CDCs) to strengthen community capacity

Community Development Corporations (CDCs) are non-profit entities whose mission it is to improve quality of life in a given community, often through improving housing conditions, connecting residents to needed services and supports, and coordinating partnerships with regional institutions and funders.

CDCs often also play a “quarterback” role in a community, coordinating and aligning the work of other nonprofits and social services agencies. There are many organizations doing great work in Ferguson, including one dedicated community development corporation—the Forestwood CDC.

Establishing and building CDCs requires significant investment and, more importantly, buy-in and engagement from neighborhood leaders and residents. Working with neighborhood associations, local community development advisory organizations, and local philanthropic organizations first step is to engage and strengthen neighborhood leadership to identify priorities for neighborhood stabilization and re-investment. With these priorities in mind, the community can then identify geographic boundaries for a potential CDC, and identify and implement a small but impactful first project around which community leaders can get involved. With momentum from this project, the community can begin to discuss the community's vision with local community development groups and philanthropic organizations.



## Strategy 4b

### Provide training and leadership development opportunities for neighborhood leaders

Resident capacity for leadership on housing issues is equally as important as organizational capacity for this work. Ferguson is well-positioned to continue building this community capacity, with an existing network of thirteen neighborhood associations representing communities across the city, and a new community development corporation focused in the Forestwood neighborhood. Investments in these leaders' capacity to build community and take on projects in their neighborhoods will create momentum over time.

Hyper-local community centers and gathering spaces—like the lounge and computer lab established by the Southeast Ferguson Community Association—also help build social cohesion and strengthen neighborhood ties.

The City should continue to connect these leaders to leadership development opportunities throughout the region, including at University of Missouri-St. Louis and at the Regional Arts Commission. The City and its partners could also consider establishing a small grant program, offering neighborhood associations a small amount of funds from the budget each year (e.g., \$5,000 to \$10,000) to implement a community-identified priority. Even smaller community projects can create positive momentum and attract more residents (and future leaders) into the process.

## Spotlight: Community Development Corporations

Community Development Corporations (CDCs) are nonprofit, community-based organizations that focus on revitalizing areas that have experienced significant disinvestment. Under the guidance of a board, which typically includes area residents as well as civic and corporate leaders, they lead a range of activities that often include housing stabilization and development, community organizing, neighborhood planning, and commercial development. Establishing a strong CDC or other catalyst organization is a process that takes time and investment, but results in significant rewards.

CDCs play a critical role in building community wealth in several ways:

- They anchor capital in communities by developing residential and commercial property, ranging from affordable housing to retail space and even businesses.
- At least one third of a CDC's board is typically composed of community residents, facilitating direct, grass-roots participation in decision-making.
- CDCs' work to enhance community conditions oftentimes involves neighborhood organizing, a process critical for empowering residents and gaining political power.

The Forestwood CDC—recently formed in 2019 a non-profit entity to advance affordable housing development, housing rehabilitation, and homebuyer assistance in the neighborhood—is a fantastic example of such an entity. Cultivating and supporting this organization will help to advance several key housing goals in the community.

## Implementation

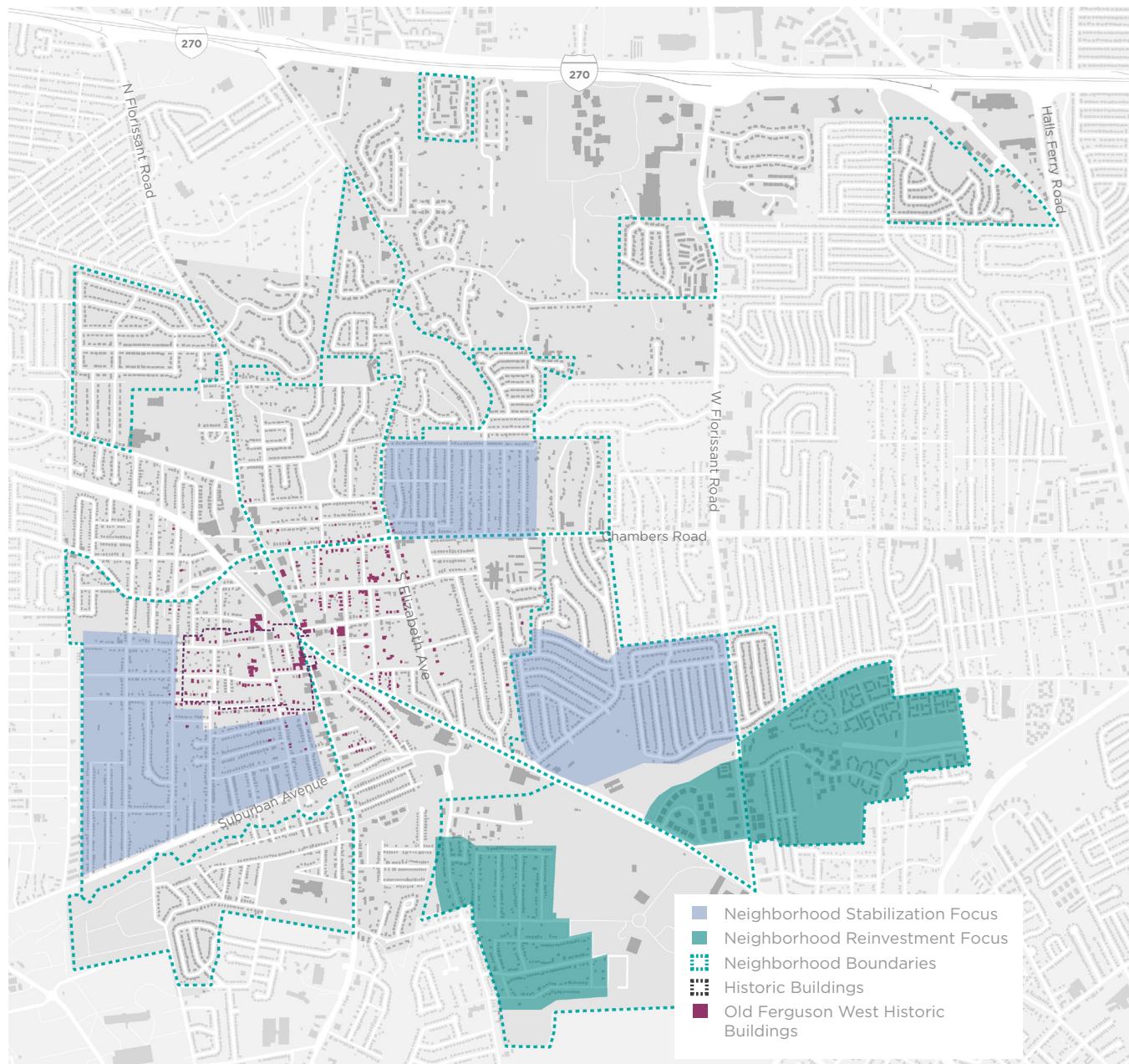
The Housing & Neighborhoods framework plan puts forth a broad set of strategies designed to address neighborhood health across the full spectrum of Ferguson's neighborhoods.

Some strategies readily apply to neighborhoods throughout the City of Ferguson, with an emphasis on building capacity and promoting social connections. In Ferguson's older, historic neighborhoods, there is a need to better preserve and leverage their historical nature. In Ferguson's older yet less-historic neighborhoods, there is a need for an enhanced set of strategies and partnerships focused on improving the physical conditions of the housing stock in order to stabilize neighborhoods. Finally, a couple of Ferguson's neighborhoods require additional community-based planning and investment that moves beyond stabilization and seeks to revitalize the physical and social fabric of the neighborhood.

### Citywide

The City of Ferguson is fortunate to have several well-established neighborhood and community associations throughout the city. The city should continue to support them through ongoing communication and capacity building in order to enhance neighborhood awareness and cohesion.

- Work with residents to identify neighborhood leaders and create neighborhood associations where they do not currently exist. Tap into the knowledge and expertise of existing associations



as a way to share knowledge and resources with emerging associations.

- Continue to develop the relationships between the City Police and neighborhood associations. Expanding Neighborhood Watch and building on community policing efforts will encourage greater awareness and actions on the part of residents.
- Encourage neighborhood associations to participate in National Night Out, Make a Difference Day, and other nationally established events in order to increase activism around supporting neighbors and neighborhoods.
- Continue to work with community partners to build capacity for neighborhood leaders, as well as the capacity for the city to support them.

## Neighborhood Stabilization

Some of Ferguson's neighborhoods have concentrations of "smaller and older" housing—built in the 1950s and '60s, and smaller than 1,200 square feet. Such neighborhoods suffer from aging housing stock in need of maintenance and repair, and a focus on preserving this naturally-occurring affordable housing. The Robert Superior neighborhood north of Chambers Road, portions of the Old Ferguson West neighborhood, and Forest Wood neighborhood could all benefit from a focus on neighborhood stabilization:

- The city should engage in strategic code enforcement, focusing on problem properties and absentee rental owners.
- Partnerships between the city, neighborhood associations and community non-profits to

coordinate home repair support, especially for seniors.

- The city should seek grants and consider allocating some of its federal Housing and Urban Development funding to provide neighborhood improvement grants and other home improvement incentives.
- The city should encourage and support community organizations to support eviction prevention and tenant and landlord education.

## Historic Preservation

Ferguson is fortunate to have many historical homes in its oldest part of town. Well-maintained historic homes tend to hold their property value, and can be an asset to the character of the city. Historic homes can also present a challenge for owners to maintain over time. The city should take steps to expand and enhance neighborhood preservation efforts.

- The city should establish design standards to provide guidance to property owners on the historical/architectural features to preserve, and identify resources to assist in preservation.
- The city should explore expanding the existing historic district as a way to preserve the existing historic housing stock, and to open the door for resources for continued preservation.

## Neighborhood Revitalization

The Southeast Ferguson and North Hills neighborhoods are both areas of Ferguson that could benefit from efforts that move beyond neighborhood stabilization and toward

revitalization. Southeast Ferguson has a disproportionate concentration of high-density, multi-family housing that is old and in significant need of repair. The single-family residents of the neighborhood are small, and while there is a balance of owners and renters, the property values remain the lowest in the city. The North Hills neighborhood is predominantly single-family and shares many of the characteristics in age, size, and value of the housing stock as the single-family in Southeast Ferguson. The size, age, and value of these homes suggest that careful, community-based planning and investment is needed to revitalize these neighborhoods.

- Continue the Neighborhood Stabilization efforts described above, in order to address current and ongoing problem properties and home repair needs.
- The city should embark in a resident-driven planning process to evaluate specific redevelopment opportunities to increase the diversity of the housing stock, improve the mix of incomes of residents in the neighborhoods, and identify improvements to the public realm to support neighborhood health and character.
- The city should leverage community partners to invest in neighborhood leadership development.
- The city should explore partnerships with anchor institutions and large employers in and around Ferguson to leverage their resources in ongoing community development initiatives.

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Neighborhood Stability &amp; Growth</b>							
* Create a resident-driven Small Area Plan for the North Hills Community Reinvestment Area that outlines specific community priorities for investment and redevelopment.	plan or study	near-term	o	X		o	Neighborhood associations; local faith groups; Emerson
Establish a small home repair grant program to support low- and moderate-income homeowners in addressing health and safety issues.	program	near-term	o	X			FNIP; St. Louis County Affordable Housing Trust Fund; Forestwood CDC; Rebuilding Together
Establish and utilize criteria for guiding a proactive code enforcement regimen that also connects property owners and neighborhood groups with resources and technical assistance to address issues, with a focus in Neighborhood Stabilization Areas.	policy change	near-term			X		CAASTL; FNIP
Establish and utilize need-based criteria for identifying selective demolition priorities; fund and carry out priority demolitions.	policy change	near-term			X		
Consider creating incentives (such as fee waivers, rebates, or fast-track permitting) to encourage good landlords that meet set criteria for high performance.	policy change	near-term			X		

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Neighborhood Stability &amp; Growth (continued)</b>							
In Neighborhood Stabilization and Community Reinvestment Focus Areas, explore assembling small post-war single-family properties for renovation targeted to specific markets, such as students and/or downsizing seniors.	program	medium-term		o		X	FNIP; Forestwood CDC
* Expand and connect prospective homebuyers to first-time homebuyer assistance programs, including credit repair, financial counseling, and downpayment assistance.	program	ongoing		o	o	X	FNIP; St. Louis County Affordable Housing Trust Fund; Forestwood CDC; Habitat for Humanity; Beyond Housing
Explore the creation of additional historic districts to promote the preservation of historic character in the city's older neighborhoods.	program	ongoing		X		o	
Continue to survey and monitor the condition and needs of residential properties in the city.	coordination	ongoing		X			Lindenwood GIS
Evaluate the use of Community Development Block Grant (CDBG) and other entitlement funds based on community priorities and other available resources.	policy change	ongoing		X			

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Resident Housing Stability</b>							
Coordinate with organizations to expand education around fair housing, tenant rights, foreclosure mitigation, and available supports.	coordination	near-term	o	o		X	Metropolitan St. Louis Equal Housing & Opportunity Council
* Partner with nonprofits to connect renters at risk of eviction with resources to stay stably housed	coordination	near-term	o	o	o	X	CAASTL; Urban League, EHOC; Salvation Army
Explore renovation of small post-war single-family properties for scattered-site affordable rental housing in partnership with experienced social service providers and property managers.	program	medium-term		o		X	
Support the creation of housing supports for seniors, including affordable housing and resources for home accessibility modification.	program & coordination	ongoing	o	o	o	X	St. Louis County Older Adult Commission; St. Louis County Office of Community Development
<b>Mixed-Income, Infill Development</b>							
Establish a Southeast Ferguson Neighborhood Task Force to support ongoing planning in the area, including through facilitation, sharing of information, identification of supportive capital improvements, etc.	governance & capacity	near-term	o	X		X	Healthy & Homes; large apartment owners; Urban League; Boys and Girls Club

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Mixed-Income, Infill Development (continued)</b>							
* Review and update the City's zoning ordinance to create quality open space while allowing for desirable development models in potential future redevelopment in multifamily zoning districts.	zoning change	near-term		X			
Ensure that zoning allows for small- and medium-scale multifamily uses in Walkable Mixed-Use and Walkable Commercial Districts.	zoning change	near-term		X			
Explore the redevelopment of small post-war single-family properties in locations where it is desirable to provide greater diversity in the City's housing stock.	study or plan	medium-term		X		o	
<b>Community Development Capacity</b>							
Explore creating full-time staff positions within a new or existing non-profit entity to lead housing and neighborhood development initiatives.	governance & capacity	medium-term	o	o		X	FNIP
Explore creation of a small grant program for neighborhood associations to support community building activities.	program	medium-term	o	X		o	neighborhood associations
Hold semi-annual comprehensive plan worksessions during which implementation partners provide updates to the community on implementation progress	governance & capacity	ongoing	o	X	o	o	neighborhood associations; local faith groups

indicates priority action item \*





# Transportation & Mobility Plan

# Transportation & Mobility in Our Ferguson

**At its essence, the transportation is about connecting people to their community. It is made up of the streets and sidewalks, buses and greenways that run throughout the city and the region. When the network functions properly, it provides mobility for all people, regardless of means or ability. It connects people to employment, commerce, entertainment—and to each other. When it is meaningfully integrated into a place, it can create interactions and vitality. When transportation fails, where it is broken, it adversely affects health, limits opportunity, and can isolate rather than connect.**

When asked to conjure an image of the transportation network, most people think of the parts they can see—the **infrastructure**. For many residents of Ferguson, the first image they think of is the streets on which they drive. For some, waiting at a bus stop and getting on a Metro bus springs immediately to mind. Looking around the neighborhood, one might see sidewalks, or maybe not (it often depends on when the neighborhood was built). Other Ferguson residents may think of bike lanes and trails that they use for exercise and recreation. All of this infrastructure requires maintenance and upgrades in order to work efficiently and effectively. The City of Ferguson, St. Louis County, Metro Transit, Missouri Department of Transportation, and Great Rivers Greenway all play

some role in planning, preserving, and expanding the transportation infrastructure that connects Ferguson to the rest of the region.

The experience of transportation, however, is so much more than just the physical assets. One vital role that transportation plays in people's daily lives is to provide **access to opportunities** for education, training, and employment. Depending on where one lives in the city and whether or not a car is available can have a profound impact on the number and quality of jobs that can be reached. Add to that the need to get children to school or daycare, and the daily commute to work for a transit-dependent family can be a significant burden.

Transportation also plays a role in **commerce and the vitality of businesses within a community**. Transit-dependent households are limited in their shopping opportunities to businesses along transit routes or within walking distance of a transit stop. This not only has the effect of limiting the options for residents, but it also means that business around the city have limited access to an entire market of people living just a couple of miles from their storefront. Where neighborhoods are near downtown or other business corridors, the quality of the pedestrian experience—availability, quality, and safety of sidewalks and street crossings—can either encourage or discourage residents, living just blocks away, from shopping or dining at a local business.

The availability and quality of pedestrian and bicycle infrastructure can also have a profound effect on the **health and safety** of a city's residents. The presence of sidewalks, greenways, and bike lanes that connect community amenities such

as schools, parks, and businesses can encourage people young and old to walk or bike for trips of a mile or less. Research shows having alternatives to driving promotes physical activity and can help combat chronic health issues such as obesity and diabetes. Of course, safety is a critical consideration when integrating bicycle and pedestrian facilities along a busy street and at busy intersections. Good planning and design are necessary to promote pedestrian safety and limit accidents between pedestrians and vehicles.

Pulling together the various ways that transportation impacts the daily lives of Ferguson residents, it's clear that transportation is an important factor in **community equity**. Predominantly Black neighborhoods with large concentrations of transit-dependent households are severely limited in employment options and opportunities for building wealth for families. The limitations of transit options can mean that these neighborhoods are essentially disconnected from entire sections of the city, such as the farmers market and downtown shops and restaurants. And the fact that all transit riders are also pedestrians at the start or end of their transit trip also means that transit-dependent people have more opportunities for auto-pedestrian accidents. Data shows that people of color, and particularly children, make up a greater portion of those pedestrians involved in an accident with an automobile.

This Transportation and Mobility Plan includes strategies that seek to address the challenges of connecting to the broader regional transportation network, as well as improve the experience of local connectivity for residents throughout the city.

# Observations & Opportunities

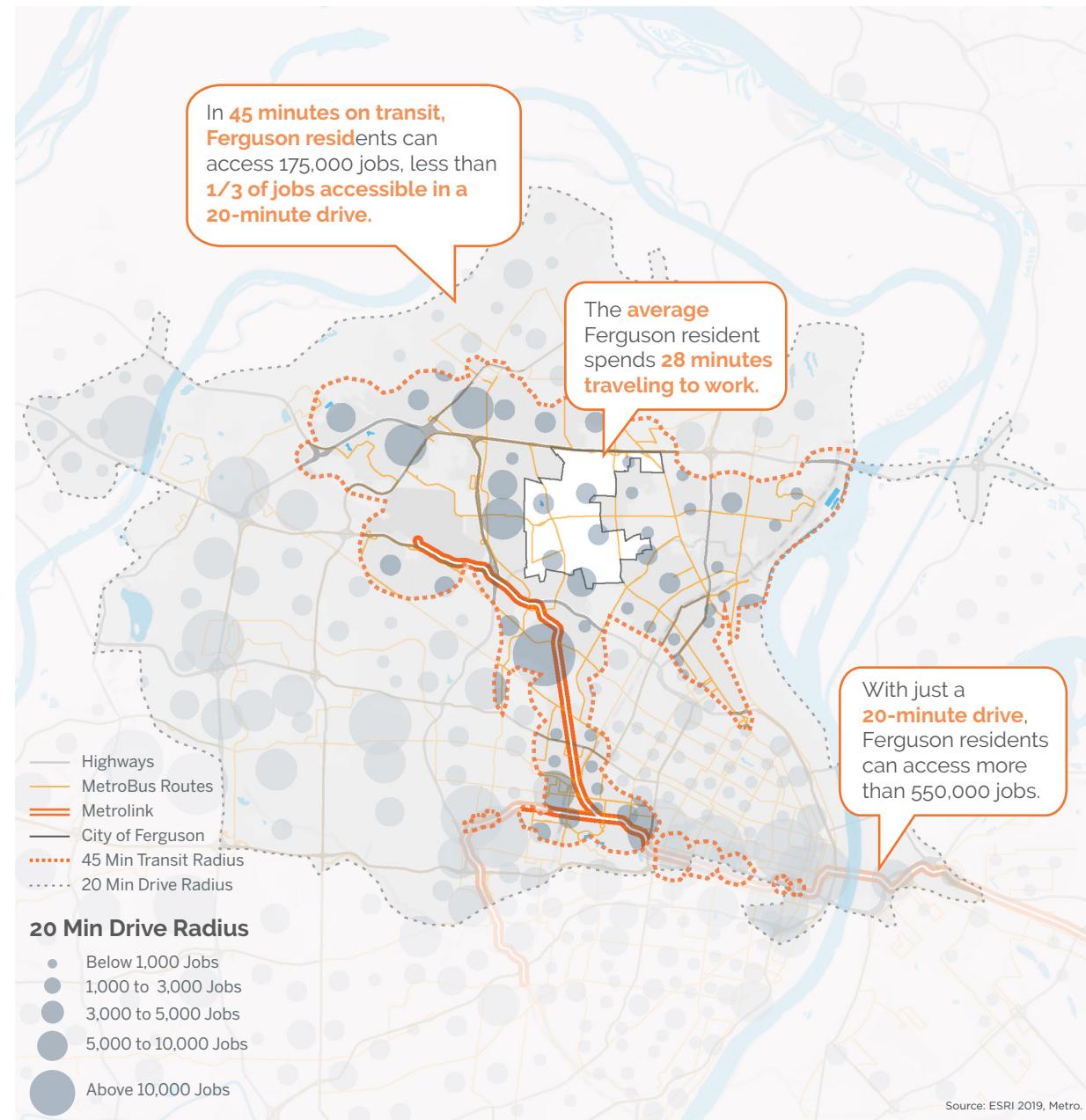
Mobility is vital to economic opportunity, neighborhood vitality, and overall quality of life.

A multi-modal approach to transportation—one that supports pedestrians, cyclists and transit riders equally with automobile drivers—is needed to ensure community cohesion and prosperity.

All residents should have access to safe and reliable transportation options that connect them to employment, education, shopping, and recreation throughout the city and the broader region.

## Availability of Transit

Metro operates three bus routes that directly serve the City of Ferguson: the #74 (north-south along West Florissant Avenue), the #61 (east-west along Chambers/Hereford Road), and the #79 (North Florissant Road serving the west side of the city). All three routes provide service to the North County Transit Center, just north of the City of Ferguson, providing connectivity to the broader Metro transit network.



Service for the city's transit riders was enhanced in 2019 as part of Metro's long-range planning process, Metro Reimagined. Both the #74 and #61 are two of Metro's top-10 busiest routes, and were enhanced to high frequency routes, resulting in 15-minute service during peak travel times.

While Metro bus is acknowledged as a vital asset for Ferguson residents, especially those along West Florissant Avenue in southeast Ferguson, transit riders noted that many of the transit stops lacked comfort and amenities. In neighborhoods with a high percentage of transit riders, and a high volume of trips, they expressed a desire for benches, shelters and lighting at key locations.

One long-range vision for transit expressed by residents was the desire to have a higher quality, higher amenity transit service connecting North County to downtown St. Louis. With the presence of the North County Transit Center on the north end of the city, and the presence of a high-frequency route along West Florissant Avenue, residents felt the city is perfectly positioned for a future extension of MetroLink or even the introduction of a Bus Rapid Transit (BRT) route. With the planning around the West Florissant Great Streets project, and possible federal funding from a USDOT Build Grant, residents thought it would be an ideal opportunity to improve transit access.

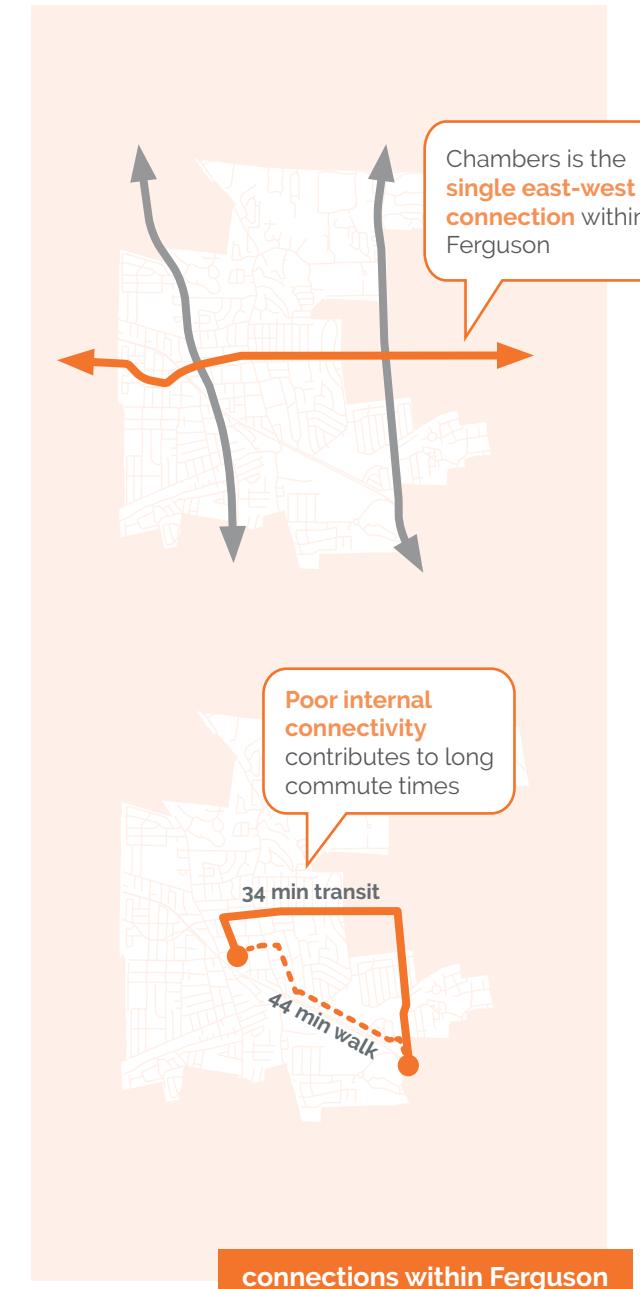
In the St. Louis metro area, **30% of households of color don't have access to a vehicle**, compared to 9% of White households.  
National Equity Atlas

## Equity of Opportunity

An analysis of American Community Survey data shows that some parts of Ferguson have high concentrations of households without access to a car. In some neighborhoods in southeast Ferguson, along West Florissant Avenue, more than 45% of households rely on transit, carpool, walking or biking for mobility. While convenient access to the North County Transit Center provides greater transit connectivity than other parts of North County, this reliance on transit for commuting to jobs significantly limits access to the full range of employment opportunities offered throughout the region. A high-level analysis shows that a 45-minute transit commute from Ferguson provides access to 175,000 jobs in St. Louis County and City. Comparatively, with a 20-minute commute, residents who drive to work can access over three times the numbers of jobs.

## Internal Connectivity

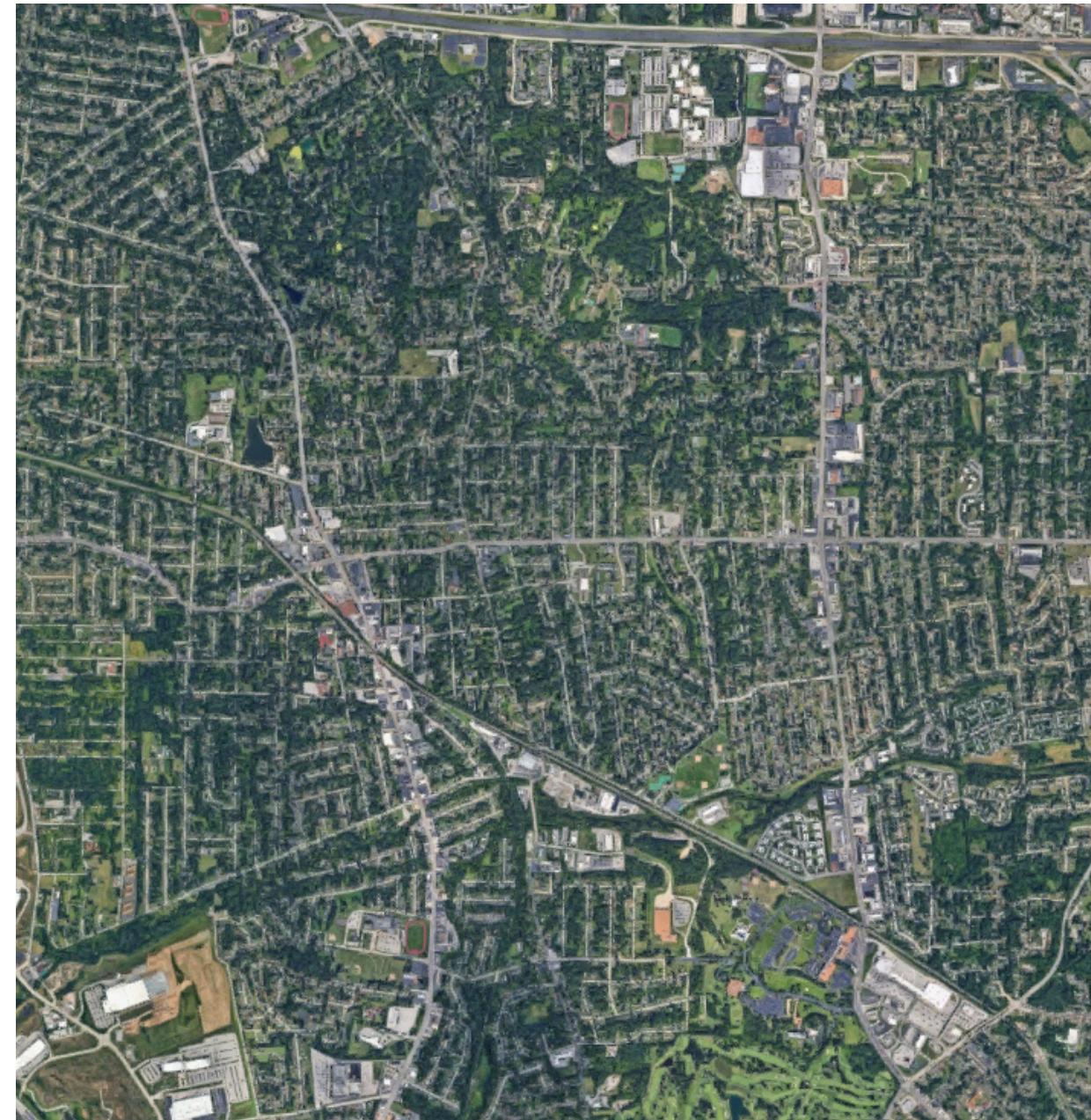
While the older, more historic parts of Ferguson exhibit a somewhat more traditional grid street network, much of the city was built as car-oriented subdivisions during the 1960's and after. As a result, the city's road configuration curves and dead ends, and hinders rather than enhances connectivity between neighborhoods and with the city's commercial corridors. Road connectivity is further impacted by the presence of the Maline Creek as well as the railroad bisecting the city. Whether driving, walking, or biking—moving from one part of the city to a nearby neighborhood can require some effort.



One look at the street network in Ferguson will show that there is very little east-west connectivity through the city. Chambers Road provides the primary cross-city access, and while it may work for most drivers, it is less than ideal for users of other modes of transportation. For pedestrians, the experience along Chambers is not very appealing. For people dependent on transit to get around the city, the route from Westfall Plaza to Downtown Ferguson takes over a half hour. While options for improving east-west connectivity are limited, it is hoped that the Maline Greenway being planned by Great Rivers Greenway will help improve east-west connectivity for pedestrians across the city.

## The Street Network

Though much of the conversation around transportation centered on multi-modal options—walking, biking, and transit—from a regional connectivity standpoint, the street network throughout the city is generally seen as a potential asset. This is due to Ferguson's location in North St. Louis County, and its convenient access to the Interstate system—I-70, I-170, and I-270—as well as the presence of several arterial roadways maintained by St. Louis County. Connectivity to North County's primary road network provides Ferguson residents and businesses access to employment, commerce, education, and other





opportunities throughout the rest of the region. Such access should be a piece of the city's future economic development opportunities. Despite its benefits, one challenge of the city's street network is maintenance, which was one of the top two transportation issue raised in the community survey.

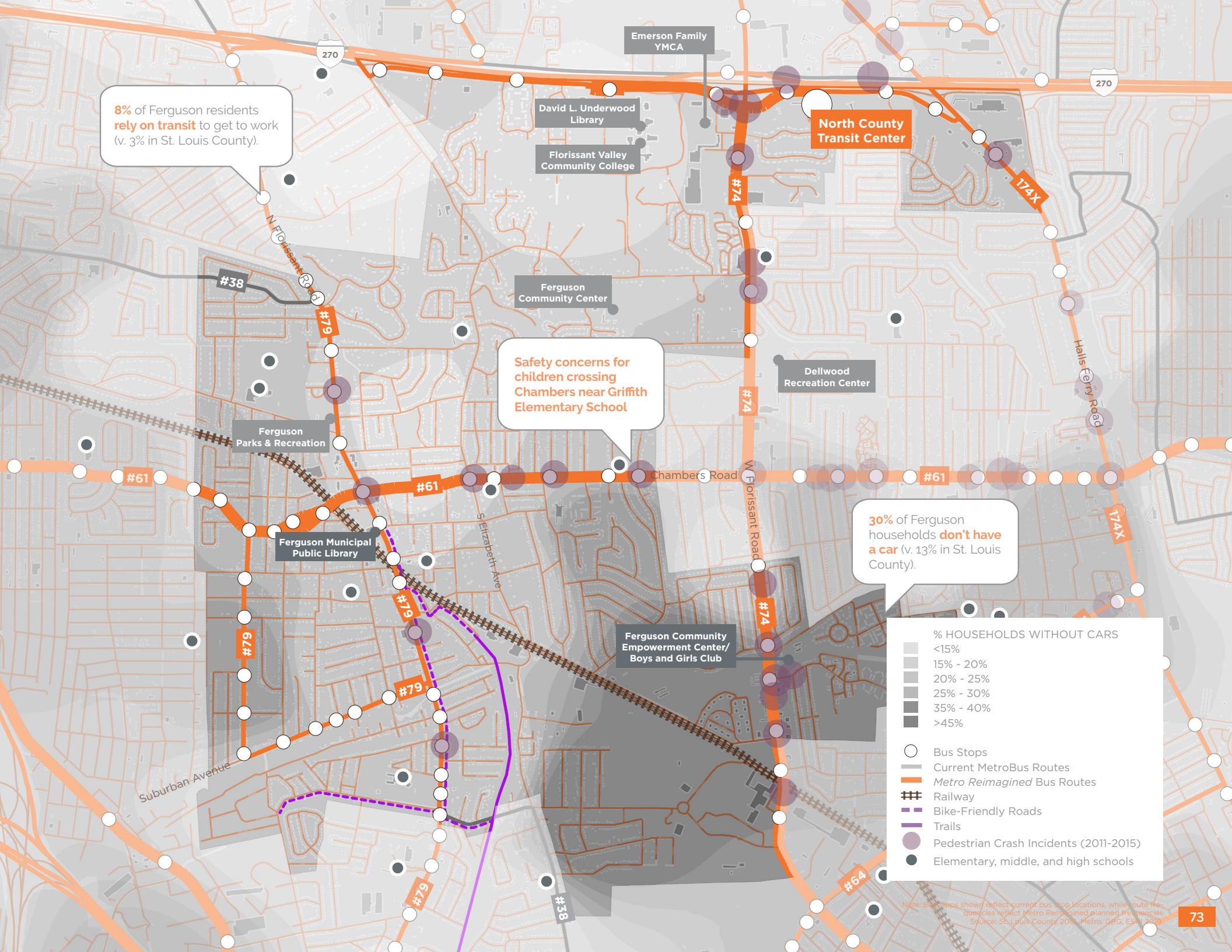
## Enhancing the Pedestrian Experience

Depending on where one is in the City of Ferguson, they can have wildly different experiences walking or biking around the city. Whether it is walking along West Florissant Avenue to a bus stop, walking down the sidewalk to a restaurant in downtown Ferguson, or maybe riding a bike to a nearby park, most Ferguson residents have experienced what it means to be a pedestrian or cyclist in the city. And when nearly half of the residents in some neighborhoods do not have access to a car, there is a heightened need for safe, quality, and convenient pedestrian amenities. In fact, neighborhood walkability was one of the top two most important transportation issues raised in the community survey.

Enhancing the pedestrian experience is about improving safety and comfort. A look at pedestrian-car collisions along Ferguson's busiest roads shows an increase in collisions near transit stops. Separating fast moving traffic from walkways and bikeways helps people of all ages feel confident

walking on the sidewalk or biking down the street. Improving visibility and slowing down traffic can help improve street crossings especially at frequently used transit stops along busy roads.

Enhancing the pedestrian experience is also about creating a sense of place and inviting people to be pedestrians throughout their city. Along one key corridor—West Florissant Avenue—the city partnered with St. Louis County and East-West Gateway Council of Government to undertake a significant planning project called the West Florissant Great Streets project. This effort looked at many facets along the roadway and suggested ways to improve access, safety and comfort, and enhance the character and quality of the corridor.



## Goals & Aspirations

**The Transportation and Mobility Plan is about providing connections that enhance the lives of Ferguson residents.**

**At one scale, it is about effectively connecting Ferguson to the rest of the region—to jobs, education, commerce and entertainment that is offered throughout St. Louis. At a more intimate scale, it is about safely connecting Ferguson's neighborhoods to local businesses, parks, schools, and services.**

Throughout the planning process, participants moved easily from talking about transportation needs at the local, neighborhood level, to talking about the city's connections with the broader region. They switched freely from talking about the challenges of being a pedestrian in the city to access shops, parks and schools; to the challenges of accessing broader employment and education opportunities via the regional transit system. And they highlighted equally the need to leverage the city's road connectivity as a potential economic asset, while also expressing the need for better maintenance of the city's streets. The goals and

aspirations of the city's transportation system embraced both the local and regional perspectives.

It is important to recognize that the very local and regional nature of transportation means that there are many agencies involved in delivering and maintaining the infrastructure that makes up the transportation network. While the city has the responsibility for maintaining a significant portion of the streets and sidewalks within the city, partner agencies such as St. Louis County, Missouri Department of Transportation, Metro, and Great Rivers Greenway are responsible for planning, building and maintaining significant pieces of the transportation system that serves the city.

Investments in transportation are often expensive, and take time to plan and budget for. Planning is often done on a 3-year, 5-year, or longer planning timeframe. Multiple entities such as East-West Gateway, St. Louis County, and state and federal transportation agencies are involved in planning and allocating funding for projects. Not only does the planning take time, but the design and construction of new transportation facilities also takes time, and it is often 5-10 years from idea to construction for significant projects. The Transportation and Mobility Plan highlights the mobility priorities expressed by residents, and provides actions for future planning, coordination, and resource allocation. The framework provides guidance on ongoing and near-term strategies, and initial steps for longer term planning and resources alignment with other regional partners.



### Regional Connectivity

Given the regional scale of transportation, and the numerous partners required to plan and construct investments in roads, transit, and greenways, the strategies to advance regional connectivity center around greater coordination with projects of regional significance. Given the millions of dollars invested in transportation infrastructure, the City should always be on the lookout for opportunities to leverage regional planning and resources.

Partnerships like that between Ferguson, its neighboring cities, and St. Louis County (among others) for the West Florissant Great Streets project is a perfect example of aligning local interests while also improving regional connectivity. Additionally, thinking about local enhancements when regional projects, such as MoDOT's I-270 redesign project, are underway, is another example of leveraging the efforts of regional partners for local benefit. While the primary emphasis is on improving access to the regional transit and greenway networks, there is also a desire to maximize the planning and future investment along the West Florissant corridor.



## Local Connectivity

While the city has much more discretion to take action to improve local connectivity, it must be strategic in using its limited resources. To maximize its impact, the city should continue to leverage the ongoing planning by its regional partners, make strategic investments in local improvements to support investment of private development dollars, and actively pursue emerging funding opportunities to compliment more traditional transportation funding sources.

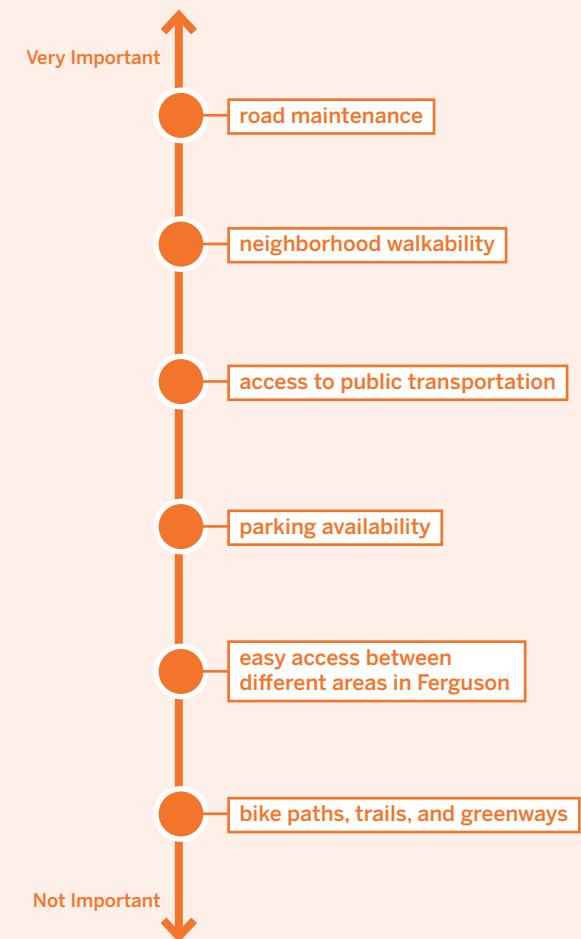
A couple of examples of leveraging regional projects for local benefit are mentioned above. At a more local level, Ferguson should continue to identify opportunities with Dellwood and Jennings to improve the safety and quality of West Florissant Avenue for bikes and pedestrians. Additionally, as the city conducts its park master plan, it should include neighborhood connectivity to its facilities

as an integral component to planning, and seek to leverage future park planning funds to improve local connectivity.

One example of seeking out emerging funding to compliment more traditional transportation investments is the rise of public health in the realm of transportation, and an emphasis on improving personal health by promoting more biking and walking. Agencies such as the Missouri Foundation for Health may provide grant opportunities for investments in programs that support physical activity and improve safety. An entity such as AARP may provide technical assistance (and possibly grants) to support aging in place and increasing the physical activity of seniors living in Ferguson. Coupled with ongoing investments at key locations, the city can begin to create a safe and efficient local transportation network.

### Survey Question

How important are the following transportation investments?



### Theme 1

# Regional Connectivity

There is a general recognition that connection to the regional road network is an asset for the City of Ferguson—proximity to the Interstate system as well as the presence of County arterial roadways provide drivers quick and efficient access to the rest of the region.

For this reason, this element of the Transportation and Mobility plan places an emphasis for regional connectivity improved access, safety and quality of transit and greenway connections.

While the city has less of a direct role in the service, installation and upkeep of transit facilities and greenways, it can play a greater role in promoting local priorities with partner agencies. It should also continue to make local investments that leverage and support regional planning and improvements.

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### Strategy 1a

#### Improve connections to the regional transit system

With the implementation of Metro Reimagined and the upgrade of two of the transit routes serving the City of Ferguson to high-frequency routes, Metro has already demonstrated committed investment in the transit system serving the City of Ferguson. In the near-term, the city should continue to work with Metro to enhance the transit riding experience by installing benches, lighting, and shelters at key stops along the high-frequency routes. The city should also continue to evaluate land use policies and investments to the public realm—sidewalks, crosswalks, signage and signals—to improve the quality and safety of the transit experience.

In the long-term, the city should continue to advocate for and work with regional partners to implement enhanced transit service along West Florissant Avenue. While options to extend MetroLink into North County have been explored, a more cost effective means would be the introduction of Bus Rapid Transit. With the nearby North County Transit Center as a logical terminus,

BRT would provide greater community development and economic development opportunities along the corridor. Examples of BRT providing equitable and efficient transit have been recently implemented in Tulsa and Kansas City, and could provide a model for partners, planning, and alignment of resources.

A complementary component to the strategy of enhanced transit service for the city is for Ferguson to begin exploring opportunities for mixed-use, walkable transit-oriented development around existing and future transportation investments. Opportunities exist to reimagine what development around the North County Transit Center might look like, as well as future BRT station locations along West Florissant Ave. While this recommendation has an emphasis on development, it represents the interconnected nature of the focus areas of OurFerguson 2040.



## Strategy 1b

### Improve connections to regional bicycle and pedestrian networks

Both Great Rivers Greenway and St. Louis County have made recent plans for expanding and incorporating bicycle and pedestrian improvements in and around the City of Ferguson, to better tie the city to the regional network.

GRG's plan for the Maline Greenway is a seven-mile, east-west link between the Mississippi Greenway and the St. Vincent Greenway. The section in the City of Ferguson is planned from the Ted Jones Trail to West Florissant Avenue, and will provide a paved path through the city. The city should use the plan for the Maline Greenway to help prioritize improvements to existing sidewalks and street crossings along the routes to enhance connectivity to the greenway.

St. Louis County recently completed its countywide Action Plan for Walking and Biking. The framework for the Action Plan looked at comfort, safety, health and equity indicators as a way for assessing the need for bicycle and pedestrian facilities. The Action Plan also includes planning and design guidelines for improving safety and comfort on local streets. The city should use the plan to actively advocate for the incorporation of enhanced facilities along County roadways, and use the plan to help prioritize and receive funding for transportation improvements from federal, state and regional agencies.

## Spotlight: Bus Rapid Transit

Bus Rapid Transit (BRT) uses dedicated bus lanes and/ or signal priority to significantly reduce travel times along key transit corridors. BRT stops are often designed to allow easy boarding, with platforms that bring riders up to the entry level. BRT is significantly less expensive to construct than light rail, and can have a similar impact on economic development, providing more foot traffic for existing businesses and promoting reinvestment in housing and commercial space along transit.

Cities are also using BRT corridors in inspiring ways, building iconic stations that anchor development in neighborhoods, and designing "complete streets" that integrate transit, bike paths, and walkways to bring vibrancy and balance to cityscapes.

One example of such a system is the MAX BRT System, Kansas City. The Metro Area Express (MAX) is express bus service with bus rapid transit characteristics run by the Kansas City Area Transportation Authority in Kansas City, Missouri, United States. The first service opened on Main Street on July 2005. As the region's most significant new public transportation project in decades, MAX provides quick, convenient public transportation that helps reduce traffic congestion and auto emissions. MAX features distinct characteristics that incorporate state of the art technology to deliver customers a high level of reliability, speed and comfort. There are dedicated lanes that help give MAX vehicles a rapid, smooth ride, and special traffic signalization holds a green light longer to keep MAX on schedule.



## Theme 2

# Local Connectivity

**The focus on local connectivity is an attempt to more safely and effectively connect Ferguson's neighborhoods to other corridors and districts throughout the city.**

Similar to the theme of regional connectivity, local connectivity emphasizes a multi-modal approach to mobility, with an emphasis on pedestrians and cyclists.

While there is obvious overlap with many of the strategies between the two themes, a greater emphasis is placed on connecting neighborhoods with local assets such as parks, schools, and local businesses. Enhancements to local connectivity will not only improve safety and access, but help promote community character, identity and vitality.



## Strategy 2a

### Continually monitor and improve local infrastructure to enhance pedestrian access and safety

In 2011, the City of Ferguson embarked on the creation of a bicycle and pedestrian plan. The plan looked at both regional connectivity as well as the need for local connections between the residential neighborhoods and the commercial districts. Though nearly a decade old, the plan touched on many of the themes and desires that residents expressed during the development of OurFerguson 2040.

As an efficient starting point for improving the pedestrian experience throughout the city, the 2011 plan should be reassessed in light of recent planning and investments, to establish priority locations for local improvements. Using concepts and best practices included in St. Louis County's Action Plan for Walking and Biking, the city could begin engaging neighborhoods and setting a plan for a series of small improvements at target locations over time.

Emphasis should be placed on traffic calming measures along key commercial corridors as well as within residential neighborhoods. The city should explore the concept of "calm streets" for residential streets near neighborhood assets such as schools and parks.

In conjunction with the physical improvements, the city should seek out partners and resources to provide programs to improve pedestrian safety, especially for children. Data shows that children, particularly children of color, experience a disproportionate incidence of hospitalizations due to crashes with automobiles. Partnerships with public health officials, school districts, and bicycle and pedestrian advocacy groups could develop programs to further improve safety for pedestrians.

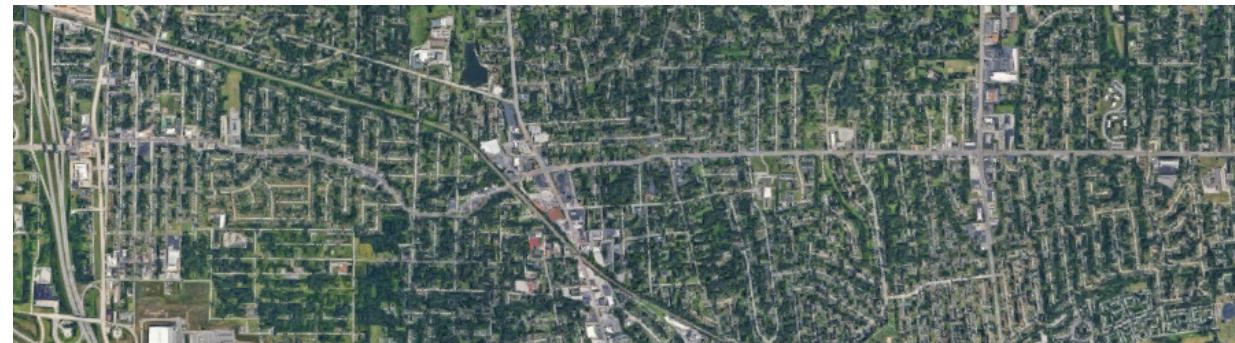


## Strategy 2b

### Enhance the network of connections within Ferguson for non-motorists

Connectivity for non-motorists was highlighted as a concern for residents throughout the city. While investments like the Maline Greenway will help connect portions of the city over time, residents expressed a desire to explore more creative and near-term solutions. One common desire was what might be called “hyper-local transit”, or a circulator running throughout the city. Such a shuttle could connect locations like UMSL and SLCC-Florissant Valley, the business districts, and the Empowerment Center.

Another creative idea focused on using the informal connections between neighborhoods. Over time, it is common for pedestrians in any city to find the informal connections between neighborhoods. In some places, utility easements can become convenient cut-throughs. In others, it might be streets that were platted but never built. The city should explore partnerships with utilities or property owners to formalize some of these connections and make them safer and more comfortable connections between neighborhoods.



## Strategy 2c

### Strengthen or create east-west connections

As has been established, east-west connectivity through Ferguson is very limited. Opportunities to improve connections or create new ones is hampered by existing development, impediments such as the railroad tracks, and significant cost. While solutions to improve cross-city access are complex and expensive, there may be some very long-term opportunities worth exploring, especially in conjunction with future redevelopment.

- Explore a more direct connection of Suburban Avenue with N. Hanley Road. While the connection is not directly within the City's limits, such a connection would directly impact and benefit development along Suburban Avenue and into Downtown Ferguson. If such a connection were made, the city should explore making improvements to Suburban to enhance the corridor as a gateway into Ferguson.

- Explore the reconfiguration of the intersection of Paul Avenue, Ferguson Avenue, and S. Elizabeth Avenue to improve the traffic flow. Such a realignment is likely only feasible with a redevelopment of the area, and a public-private partnership to address the impacts on the businesses in the area.

- Investigate the opportunity to enhance the connection between Woodstock Road and West Florissant Avenue. This would require significant coordination and partnership with Emerson Electric to provide enhanced access through their campus or possibly exploring by-passing the campus altogether.

## Implementation

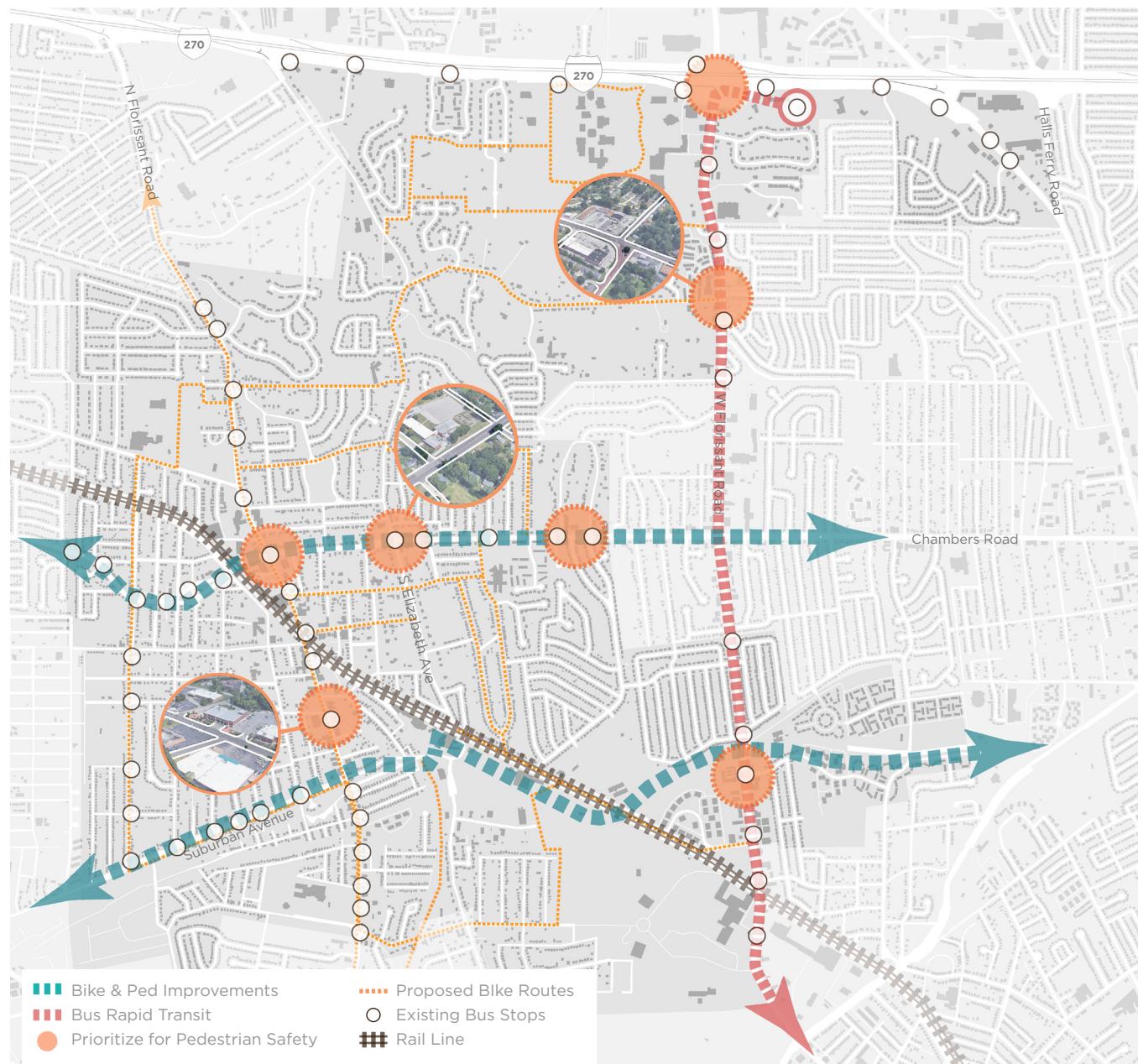
The Transportation & Mobility framework plan highlights the critical components discussed during the community conversations around local and regional connectivity.

Residents expressed many mobility goals and desires, including the need for ongoing street maintenance and road improvements to support economic development, enhancing the transit experience, and improving safety along main roadways. Perhaps not surprisingly, when viewed as a complete multi-modal transportation system, the strategies work together to mutually promote and enhance local and regional safety and mobility.

Residents placed considerable emphasis on ways to improve the pedestrian experience, especially for transit riders along West Florissant Avenue and Chambers/Hereford Road.

From a regional connectivity perspective, most people celebrated Metro's addition of high-frequency routes serving the city, but wanted to see greater safety and comfort around high-traffic transit stops. Taking a longer-term view, residents and business owners desired an enhanced transit experience along West Florissant Avenue, and considered Bus Rapid Transit (BRT) as a cost-effective and sustainable approach. There was also great anticipation of the Maline Greenway and the potential for new community assets spurred by this investment.

The Transportation & Mobility framework map shows the locations for continued planning and strategic investment in the public realm to enhance



safety, connectivity, comfort, and quality of experience for people moving throughout the city.

## Prioritize for Pedestrian Safety

It is critical to find a balance between automobiles and pedestrians in order to improve safety and accessibility. Some strategies focus on improving the buffers between pedestrians and fast moving traffic. Others strive to slow the vehicles down to improve comfort levels for walkers and cyclists. Still others are designed to improve the visibility of pedestrians, make drivers more aware, and create more inviting crossings. The specific solutions depend on the current design of the road, how fast drivers are going, and how many people are walking and crossing the street. There are many best practices, and their application will be very context sensitive.

- The city should routinely (every 5 years) revisit its Complete Street Ordinance to ensure it is meeting the needs and encouraging best practices for improving pedestrian safety. The city could partner with St. Louis County DOT to leverage their ongoing work with Complete Streets.
- Continue to seek funding, such as the federal BUILD grant, to construct improvements identified in the West Florissant Great Streets plan.
- The city should partner with Metro and St. Louis County to improve the safety and comfort of key bus stops along West Florissant Avenue and Chambers/Hereford Road (see map).

- The city should work with the business districts Downtown and along West Florissant Avenue to raise awareness of pedestrian issues with business owners and encourage steps to improve safety at parking lots.

## Prioritize for Bicycle and Pedestrian Improvements

Prioritizing for bicycle and pedestrian improvements is both a local and regional connectivity strategy. Enhancements along Chambers/Hereford Road and the future Maline Greenway will enhance east-west connectivity across the city. It will also connect Ferguson's neighborhoods and business districts to nearby cities and the broader region. Making it safer, more comfortable, and inviting for users of all modes will increase accessibility and community connection.

- The city should use the lessons learned and best practices from St. Louis County's recent Action Plan for Walking and Biking to revisit the recommendations from its 2011 Ferguson Bicycle & Pedestrian Plan, especially along Chambers/Hereford Road.
- The city should work with MoDOT to ensure quality bicycle connections along and across I-270 as part of the reconstruction project.
- The city should work with its partners such as St. Louis County, MoDOT, and East-West Gatweay to begin long-range planning for transportation capital improvements along major roadways.
- The city should continue to partner with Great Rivers Greenway to plan for and ensure connections along the Maline Greenway, including creating key nodes and gateways

where the greenway will create and connect important community assets such as the trailhead at West Florissant Avenue and at the Farmers Market.

## Bus Rapid Transit Corridor

Ferguson residents expressed a long-range vision of improved safety, quality, and character of the transit corridor along West Florissant Avenue. While they appreciated Metro's introduction of high-frequency bus service, they wanted to see greater investment that would improve connection throughout the region as well as provide a catalyst for redevelopment along the corridor. With the North County Transit Center and Community College as anchors to the north of the city, and a wide arterial roadway that could accommodate the new infrastructure, people thought it was an opportunity worth exploring.

## Roadway Infrastructure

Given Ferguson's convenient access to the Interstate and County arterial road network, and its proximity to Lambert St. Louis International Airport and North Park, among several other regional employment hubs, the road network is an important economic development asset for the city. In addition to ongoing, routine maintenance of streets, the city should continue to find ways to invest in the road network to support local economic development efforts.

- The city should explore the feasibility of connecting Suburban Avenue to Hanley Road, to improve vehicle connectivity Downtown. Any improvements should enhance the bicycle and pedestrian connectivity provided by the Maline Greenway.

# Transportation & Mobility Plan

OurFerguson2040

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Regional Connectivity</b>							
Work with St. Louis County and Metro to plan for and install enhancements such as benches, lighting, and shelters at key transit stops along high-frequency bus routes	coordination	near-term	o	o	o	St. Louis County Department of Transportation	
Engage community members, including business and community arts partners, to work with Great Rivers Greenway to plan for investments in the public realm to enhance the Maline Greenway trailhead as a focalpoint for civic gathering and expression.	study or plan	near-term	o	o	o	X	Great Rivers Greenway
Incorporate relevant recommendations from the St. Louis County Bike-Walk Action Plan.	study or plan	medium-term	o	X	o		St. Louis County Department of Transportation
Engage community members to identify desired improvements to the safety and usability of the Ted Jones Trail.	study or plan	medium-term	o	o		X	Trailnet; St. Louis County Parks Department

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Regional Connectivity (continued)</b>							
Coordinate with regional transit providers to explore the potential of Bus Rapid Transit on West Florissant.	study or plan	long-term		o	X	o	Metro
Ensure that local land use and public realm improvements support safe and convenient access to transit, with special consideration for high-frequency routes.	coordination	ongoing		X	o		Metro; St. Louis County Department of Transportation
Continue to coordinate with partners on BUILD grant proposals to align submissions with local transportation needs and investments.	coordination	ongoing		X	o	o	Health & Homes; St. Louis County Department of Transportation

# Transportation & Mobility Plan

OurFerguson2040

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Local Connectivity</b>							
Support pedestrian safety education within the schools serving Ferguson residents, including Safe Routes to School.	program	near-term	o	o		X	St. Louis County Department of Health; school districts
Explore the creation of parallel parking in Walkable Mixed-Use Districts to expand access to parking and improve the pedestrian experience.	study or plan	near-term		X			
* Implement pedestrian improvements at priority locations.	capital improvement	medium-term		X	o		St. Louis County Department of Transportation

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Local Connectivity (continued)</b>							
Identify and consider formalizing local cross-neighborhood rights of way as a means to enhance walkability within and between neighborhoods and commercial areas.	study or plan	medium-term		o		o	
* Explore the potential for expanding hyper-local transportation options that improve accessibility to local services and amenities, including but not limited to the use of the Jolly Trolley, etc.	study or plan	long-term	o	X	o		Metro; St. Louis County Department of Transportation
Reassess and continue to implement the City's Pedestrian and Bicycle Plan, identifying priority improvements for consideration within each annual budget and/or 5-year capital plan.	capital improvement	ongoing		X			

indicates priority action item \*



A photograph of two construction workers in a blurred background. One worker in the foreground, wearing a blue hard hat and safety glasses, is smiling and looking towards the camera. The other worker, wearing a yellow hard hat, is facing away from the camera. A purple rectangular overlay with a white border contains the text.

# Jobs & Economy Plan

# Jobs & the Economy in Our Ferguson

**Ferguson's local economy is a diverse mix of small businesses and large employers. Small businesses are the lifeblood of any economy, and that is no different in Ferguson where nearly 95 percent of all businesses employ fewer than 20 people.**

Restaurants, retailers, service providers and entertainment not only provide jobs, but they give the corridors and districts around the city their distinct character and spirit. Creativity and diversity are hallmarks of the small business ecosystem, and Ferguson's businesses owners and entrepreneurs are continually looking for ways to leverage their energy to support and grow Ferguson's local economy.

Large employers and anchor institutions are an asset and represent untapped potential to the City of Ferguson. These companies have made significant investments in facilities in Ferguson, and bring hundreds of workers into the city each day. These companies have a vested interest in the continued growth of Ferguson, and represent a partner with resources and a corporate sense of responsibility to support and sustain the city.

Ferguson's local economy is further supported by the proximity of higher education and training institutions. The St. Louis Community College and University of Missouri-St. Louis campuses provide continued education, certifications and degrees

for Ferguson residents. Locally, the Ferguson Community Empowerment Center and the Boys & Girls Club Teen Center of Excellence also provide vital resources for continued training and education for Ferguson's emerging and established workforce. Continued and increased coordination between these resources and local employers will greatly benefit the wealth-building capacity of families in Ferguson.

As the city continues to strengthen its connections with its local education and training assets, it should do so with an eye toward creating greater links between Ferguson's workforce and the growth of the St. Louis region's innovation and knowledge-based economies. With improved transit access and connectivity to the regional road network, Ferguson is within a relatively easy commute to such innovation and employment hubs as Express Scripts, 39 North, Cortex and NGA. Leveraging connectivity, affordability, and education, Ferguson could be poised to take advantage of economic growth throughout the region.



# Observations & Opportunities

**Small businesses are driving growth nationally and in Ferguson. Supporting these businesses - and others like them - will be key to Ferguson's future. At the same time, the presence of large employers in Ferguson is an important asset. Linking residents with economic opportunity in Ferguson and throughout the region - through training, education, as well as transportation - is also critical to the community's success.**

## Industry & Employment

With approximately 5,900 jobs located within the city limits, the City of Ferguson has a small but diverse local economy. While over a quarter of the jobs are in Retail, one-fifth of the jobs are in Health Care, followed by Education and Food Service, both around 13 percent. The city boasts several major employers, including Emerson Electric, Nidec Motor Corp, Centene, Negware Materials, and St. Louis Community College.

One interesting fact, that is both a challenge and an opportunity, is that only about 6 percent of the jobs in the city are filled by people who live in Ferguson. This reflects an apparent mismatch between the education and training of Ferguson's workforce and what local employers are looking for. For a city with a sizeable transit-dependent population, better alignment of workforce and jobs, leading to greater local employment, could have a significant positive impact on household wealth for Ferguson residents.

On the other hand, this influx of workers into the city also means that 5,500 people commute into Ferguson each day, bringing with them market demand and buying power. This represents an opportunity to grow dining, shopping and entertainment options to serve this daytime population, and possibly keep them after work.

## Workforce

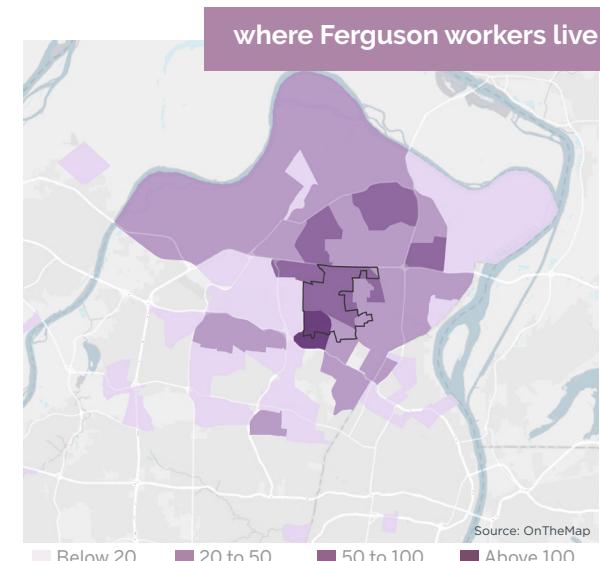
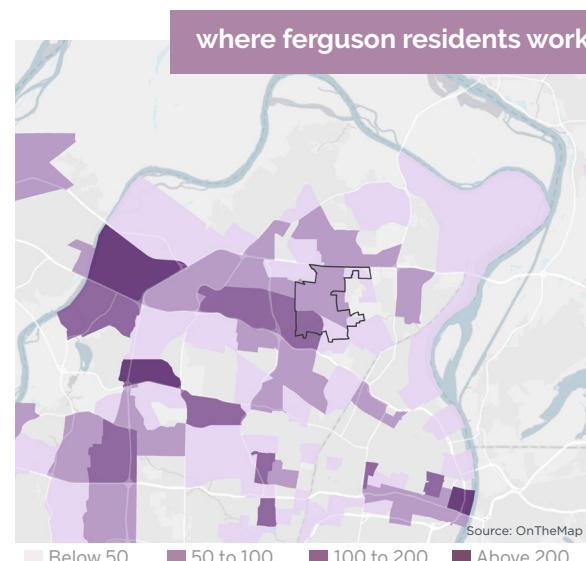
Looking at the local workforce, approximately 9,500 Ferguson residents are employed. As stated previously, only about 350 workers work in the city, with the rest going to the City of St. Louis, Earth City, Lambert Airport, and elsewhere throughout the region. While this is indicative of being a part of a large regional economy, when viewed through the lens of mobility, it becomes apparent how limited some of Ferguson's neediest workers are by transit.

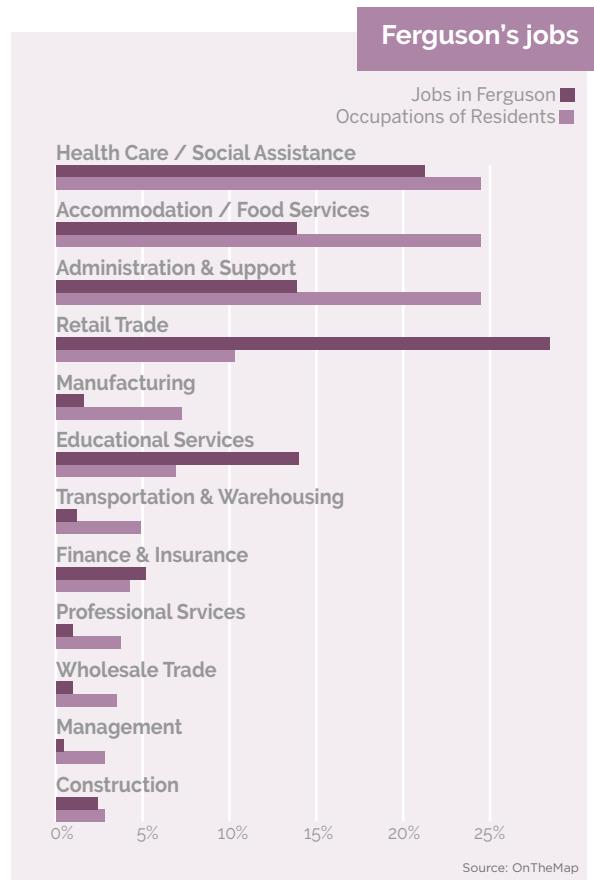
Nearly a quarter of Ferguson's workforce is employed in Health Care, with Food Service, Waste

Management, and Retail making up the next largest industries. While employment and labor force participation are high across Ferguson, nearly one out of every three households in Ferguson experience poverty.

## Regional Position

The City of Ferguson occupies a strategic position within the region, one that could support future economic development and expansion. The city has easy access to the Interstate system, and is near significant employment centers, including North Park and Lambert St. Louis International Airport. These locations not only provide employment opportunities for residents, but also provide a critical mass of businesses and transport infrastructure that could be leveraged with strategic investments by the city.





Between 2011 and 2016, Ferguson saw an **80%** increase in the number of businesses. This growth was driven by small businesses with fewer than 20 employees.

Source: County Business Patterns

## Small Business, Local Character

The City of Ferguson has a significant and growing small business community. Between 2011 and 2016, Ferguson saw an 80 percent increase in the number of businesses, driven in large part by small companies with fewer than 20 employees. In 2016, small businesses represented nearly 95 percent of all businesses in Ferguson.

Small businesses not only provide local jobs, they also contribute to the energy and character of the city. Owners and entrepreneurs choose to invest their time and money into building a business in Ferguson. They not only see potential for personal growth and success, but they want their prosperity to benefit and reflect the character of Ferguson.

Small businesses exist at the intersection of several off the themes in OurFerguson 2040—economy, development, and place; even mobility. Small businesses bring a brand and image to the districts and corridors in which they operate. Likewise, owners have a strong desire to continually improve these corridors and districts, to compliment the businesses and enhance the connections with the surrounding neighborhoods. Of course, many small businesses have limited resources to use beyond their businesses, so it is necessary for them to actively work together to pool their resources, and

to have active partners with local government and agencies for support and technical assistance.

60% of all firms in Ferguson are minority-owned, making the success and stability of these small businesses critical to equity.

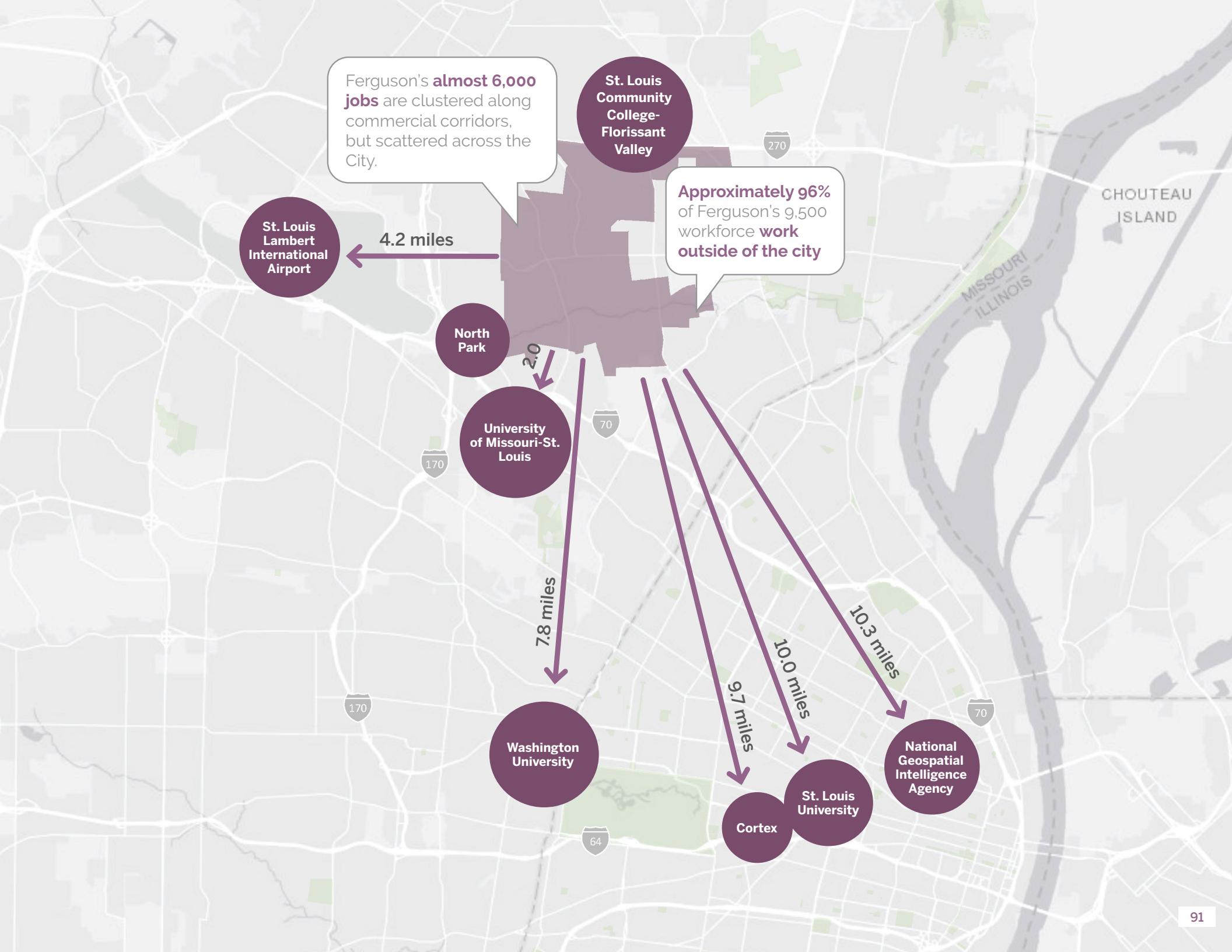
American Community Survey

## Economy for the People

With employers, large and small, in and around the city, there is a great deal of potential to better link workers living in Ferguson with local economic opportunity. Training and education is key to ensuring the local workforce is meeting the needs of employers, and able to access jobs that provide a living wage and wealth-building potential. While the City of Ferguson has a limited direct role in providing workforce readiness, it can take a very active role in coordinating the efforts of local institutions and non-profits. City leaders can be the bridge between residents, employers, institutions and agencies all working for the betterment of the city's workers. Additionally, the city can take an active role in investment in planning and infrastructure that supports community and economic development, to leverage investments by local entrepreneurs, business leaders, and philanthropic organizations.

African-American households in Ferguson are **twice as likely to experience poverty** as White households.

American Community Survey



# Goals & Aspirations

**The Jobs and Economy Plan is about building wealth and prosperity for Ferguson's residents and businesses. It is about supporting the building blocks of the city's economy, leveraging the investments of small and large businesses, and preparing people to be successful and constructive members of the workforce.**

The City of Ferguson's local economy includes a dynamic blend of small businesses scattered throughout the city, but focused on two of Ferguson's main commercial districts—Downtown and West Florissant Avenue. While these business owners and entrepreneurs bring creativity and energy to the business community, they need support to unify their efforts, build greater capacity, and create opportunities for greater community impact. Though very distinct in character, each of these districts share a common goal of broad community and economic development.

Ferguson is also fortunate to have several large employers and institutions available to support the continued education and growth of the city's workforce. Large employers have already made a significant investment in facilities and demonstrated their desire to be in Ferguson. Continued engagement is key to understanding the mutual relationship evolving between the businesses and the city. It is important for the City

to know the needs of businesses and find ways it can directly support their investments. Likewise, businesses need to maintain a broader community view, and find ways to support the neighborhoods and districts around them. Both need to focus on the people of Ferguson, and develop common resources that supports the continued development of skilled workers.

Demonstrating the holistic perspective of OurFerguson 2040, the Jobs and Economy Plan intersects with both the transportation and development frameworks. The creation of an enhanced BRT would provide economic benefit to Ferguson, creating a direct link between Ferguson's workforce and the employment hubs at Cortex and NGA. Improvements to road connectivity, such as an improved connection between Suburban Avenue and N. Hanley Road, could provide improved regional access to the businesses and services in Ferguson's Downtown. And exploring redevelopment opportunities in the auto-oriented commercial nodes could expand the education and training offerings, as well as entrepreneurial and small business incubator opportunities, through partnerships with the community college.



## Small Businesses & Start-Ups

The first theme focuses on supporting the continued growth and stability of small businesses in Ferguson. Some strategies focus on reducing regulatory barriers to starting a business in the city, and providing technical assistance to owners to help them find and tap into resources that directly support business management and operations.

Other strategies in this theme focus on the physical environment surrounding small businesses. These strategies seek to improve the appearance, accessibility, safety and quality of place as a way to enhance commerce in the business districts. Some of these strategies require direct investment in infrastructure, and other are investments in capacity building enabling the districts to act on their own.



## Large Employers & Anchor Institutions

The second theme focuses on building on the potential of the city's large employers. Strategies look at finding ways to more directly involve businesses in broader community and economic development initiatives and better aligning the needs of employees with housing and commerce options within the city.

A broader view has the city finding ways to support local economic development with investments in infrastructure that would help the city leverage its position near other economic assets.



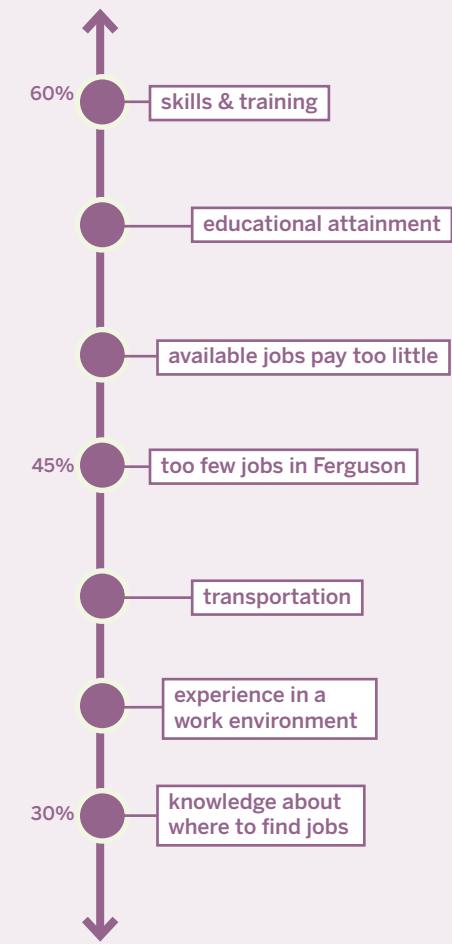
## Workforce Development & Economic Wellbeing

The third theme focuses on connecting the people of Ferguson to the potential and success of the city's economic development opportunities. It is about finding ways to encourage people-based investments that can directly support the building-based investments made by entrepreneurs. It is about finding ways to creatively use existing and emerging resources to improve access to training opportunities that result in jobs earning livable wages and wealth-building.

Such people-based investments require the proper infrastructure to support growth and prosperity. Infrastructure is critical to ensure that Ferguson's workforce is connected to the regional economy. This includes physical connections, through enhanced transit. It also includes technology connections, like access to broadband internet. Convenient, reliable, and fast connection to the internet is critical if Ferguson's workforce is to take advantage of the growth in the knowledge economy and the emergence of online commerce.

### Survey Question

What are Ferguson residents' greatest barriers to finding and keeping quality jobs?



### Theme 1

## Small Businesses & Start-Ups

The small business ecosystem is as varied and dynamic as the small businesses in Ferguson. This ecosystem includes entrepreneurs who are willing to take risks and launch a new business.

It includes long-standing businesses that have been in Ferguson for years and are a consistent backdrop of the community. And it includes community partners with an emphasis on youth and the arts who are creatively tying prosperity for the next generation to Ferguson's economic success.

Cultivating this small business ecosystem is as much about building networks and relationships as it is creating quality physical space. The city must be an active partner in creating comfortable, safe, and vibrant places where people want to shop, dine, and be entertained.



### Strategy 1a

#### Retain and support long-standing and emerging small businesses

The City of Ferguson is fortunate to have active regional partners, such as the St. Louis County Economic Development Partnership, working with a willing city staff to help support businesses in the city. The city needs to continue to leverage these relationships to expand the availability of resources and technical assistance to build capacity of small business owners. In conjunction with capacity building, the city should strive to improve communication, remove barriers, and increase information to support young, creative entrepreneurs.

For new and emerging businesses, alike, the city should work with business owners to help brand and market Ferguson's business environment. Such branding is critical to cultivating an awareness of the "homegrown" opportunities that exist in Ferguson, and to encourage local shopping and loyalty to help "keep Ferguson's dollars in Ferguson." Branding to the broader region and beyond is key

to expanding Ferguson's market potential, and for bringing in additional revenue and resources beyond what the city can produce locally.

Another aspect of creating and retaining locally-grown businesses is ensuring that the financial and technical assistance is available to those who want to start or expand a business. The city and its community partners should cultivate relationships and actively recruit local financial institutions and business support groups who are willing to invest in local entrepreneurs, and further encourage and support hiring local workforce.

Local investment could also take the form of public-private partnerships to creatively repurpose vacant and underutilized space. As such spaces emerge, the city should actively explore creating local innovation space, incubator space, or even small retail space to promote and allow for small businesses to find a foothold and grow within Ferguson's (and ultimately the region's) economy.



## Strategy 1b

### Expand resources and supports for both business districts

Ferguson is fortunate to have two distinct business districts—Downtown and the West Florissant corridor—that are the focal point for many of the city's small businesses. Each has its own unique character, surrounding neighborhoods, assets and challenges. They also share a common goal: to attract and retain businesses and promote community and economic development. One way to support this goal is to provide capacity and tools for businesses to make their own improvements through the creation of improvement districts. Community Improvement Districts (CIDs) are a way for a collection of businesses to organize and govern themselves and raise funds to invest in infrastructure, programs, and marketing for the benefit of the district. The city can provide its own support to CIDs by planning and investing in infrastructure and updating regulations to support community goals, such as the recently adopted zoning overlay for West Florissant Avenue.



## Strategy 1c

### Create pathways to education for young people to become entrepreneurs

Just as there are partners working for small businesses, the City of Ferguson has community partners focused on the needs and aspirations of Ferguson's youth. The Ferguson Youth Initiative and the Boys & Girls Club are two of several entities working to educate, train, and connect youth to broader community and economic success. Opportunities abound for ways to tap into the creative energy of Ferguson's youth, and to harness that potential to create new businesses in the city. The city should work with community partners to explore ways to turn community challenges, such as vacant storefronts, into opportunities for art studios, maker spaces, or even live-work spaces for young creative professionals.

## Spotlight: Small Business Incubator Tax Credit

Small business incubators are spaces in a community that cultivate new small businesses by providing business development services for tenants and participants. These services can include financial consulting assistance, management and marketing assistance, business education, and physical services such as personal computers, copiers, conference rooms, labs, and more. Because of the shared services and efficient use of the available space, costs are usually much less than for a small business operating independently.

The Missouri Department of Economic Development operates a tax credit program for small business incubators, with credits up to 50 percent of the investments in the incubator. The Department evaluates applications based on the economic impact of the incubator on the community, and its location relative to other incubators across the state.

The incubator is not intended to be a permanent home for a new firm. Businesses that start at the incubator can move into a different space in the community, creating a new space for another business to participate in the incubator's offerings.



### Theme 2

## Large Employers & Anchor Institutions

**Retaining its large employers and striving to more directly tie them to the community, is a key focus for Ferguson's long-term economic success.**

These employers have made considerable investments in Ferguson over time, and the city should continue to work with them to better understand needs and align goals. Strategies are designed to more closely align large employers with the broader success of neighborhoods throughout the city.



### Strategy 2a

#### **Leverage the presence of local employers to support other community and economic development activity**

As the city seeks to promote the redevelopment of properties throughout Ferguson, there may be opportunities to involve large local employers in helping shape what those redevelopment opportunities look like. Small area plans are a great way to focus attention on specific corridors, intersections, or districts, and local employers can be engaged to provide vision, and possibly resources, to the implementation of such plans.

These employers also have employees who work in Ferguson, and have a vested interest in seeing the neighborhoods and districts around them thrive. Planning for their needs is another way to tap into the potential of large employers.



### Strategy 2b

#### **Strengthen relationships between the City, neighborhood leaders, local institutions, and corporate leadership**

To sustain success in community and economic development takes the cultivation of relationships. Building relationships fosters understanding, empathy, and shared goals. With a common purpose, it is easier for neighborhood, business, and civic leaders to see their value in a particular strategy. With buy-in, local leaders from all sectors are more likely to devote scarce resources to a particular action. The key, however, is building those relationships early, and sustaining them through regular dialogue and joint ventures. Relationships need to be in place before the opportunity arises if the partners are to effectively vie for new investments.

The City should also explore cultivating relationships with others it may not have traditionally reached out to. Philanthropic organizations, civic investors, and emerging employment hubs such as NGA should be actively recruited to participate in Ferguson's economy, growth, and prosperity.

## Theme 3

# Workforce Development & Economic Wellbeing

Though largely in a support role, the City of Ferguson plays a vital link between its residents, its businesses, and regional partners working for greater prosperity for all.

By building and tapping into a network of community partners, the city can be a focal point for the community conversations needed to raise the bar on economic wellbeing. By using their voices to amplify the needs and goals of residents, and by making direct investments in infrastructure that increases access to opportunities for jobs and wealth-building, Ferguson's civic and community leaders can play an active role in creating a ready and able workforce.

Nearly 25% of African-American households do not have access to broadband internet (v. 15% of White households).  
American Community Survey



## Strategy 3a

**Raise awareness and connections with existing workforce development resources to connect unemployed and underemployed residents to training in high-demand sectors**

Neighborhood and community leader expressed a desire to be better informed and connected with the agencies and partners actively working in workforce development. While it may not be feasible for all of them to participate in the regional discussions, it is more likely that they could participate in local discussions convened by the city and local partners.

The city could support this effort by providing a consistent focus on community conversations, lending its voice to the conversations, and providing facilities and resources to support efforts.

## Strategy 3b

**Ensure that all residents have access to quality tools and resources to support education and workforce training**

Access to jobs requires access to education and training. Access to education and training requires access to the infrastructure needed for learning. Increasingly for many, availability of a computer and home internet is the foundation for learning. According to the American Community Survey, nearly 90 percent of households in Ferguson have a computer, while 75 percent have a broadband internet subscription.

The city should explore partnerships with local utilities to expand the availability of home broadband internet, and consider filling in the gaps by offering computer services at community facilities to workforce development programs.

# Implementation

**The Economy and Jobs framework focuses on local economic assets and regional partners to help create a diverse economy and develop a qualified and engaged workforce.**

Ferguson's local economy is a mix of many small businesses employing fewer than 20 workers, and several large employers and institutions employing hundreds of employees. These business owners and entrepreneurs chose to start and operate a business in Ferguson for any number of reasons, and their presence in the city is a clear indication that they continue to value Ferguson for its access, its affordability, and opportunity.

## Small Business Energy & Creativity

Supporting small businesses is vital to sustaining a diverse tax base and promoting the continued development of Ferguson's business districts. Entrepreneurs bring passion for their community, and energy and creativity for building up the business ecosystem. The city should continue to work with business owners to understand their needs and explore ways of leveraging resources. One area of support might be a focus on real estate—identifying vacant commercial properties and finding quality, affordable locations to start and grow a business, or developing a “makers district” for local artists, are two examples of how the city might build up its small business base.

## Large Employers as Community Partners

Ferguson's large employers and institutions represent a significant investment in the city,



and in some instances untapped potential. These employers bring thousands of workers into the city each day, which represents a “daytime market” for nearby businesses to attract. The city should cultivate stronger relationships with the owners of these large businesses, and actively encourage stronger ties between the large businesses and their surrounding community. Efforts such as business development that meets the needs of the daytime workforce, or encouraging large employers to take an active role in community development efforts, can mutually benefit the city, the business owners, and their employees.

## Regional Connection & Collaboration

Ferguson's connection to the regional economy puts city leaders more in the role of collaborator for workforce development. It is important for officials to be at the regional table with partners from all sectors, building relationships and conveying the needs of Ferguson residents to get greater access to opportunities for education, training, and wealth-building jobs. Being the champion of Ferguson at the regional level is necessary to encourage continued investment in Ferguson's people and places.

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Small Business &amp; Start-Ups</b>							
* Coordinate with local economic development partners to connect small businesses to technical assistance and other resources to support their stability and prosperity.	program	near-term	o	o		X	St. Louis Economic Partnership
Explore the creation of Community Improvement Districts (CIDs) in both Walkable Mixed-Use Districts to support placemaking, marketing, capacity building, programming, and business attraction and retention efforts.	governance & capacity	near-term		X		o	business districts
Consider establishing a small business ombudsman or "one-stop-shop" process within the City to serve as a central point of contact for all new and existing small businesses in Ferguson.	policy	near-term		X			business districts
Explore the potential for live-work uses that contribute to the character of a Walkable Mixed-Use District and/or a potential arts-focused district.	zoning change	near-term		X			

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Small Business &amp; Start-Ups (continued)</b>							
Survey and understand the retail potential in Walkable Retail and Mixed-Use development districts, including the preferences of employees within large companies.	plan or study	medium-term		o	X	o	Health & Homes; Emerson
Continue to promote both business districts through marketing, branding, and special events.	program	ongoing		o	o	X	business districts
Continue to reduce barriers to establishing and operating home-based small businesses.	zoning				X		
<b>Large Employers &amp; Anchor Institutions</b>							
Explore the potential for employer-assisted housing programs with employers and institutions in or near Ferguson.	program	near-term		o	o	X	Emerson; Boeing; Express Scripts; St. Louis-Lambert International Airport; Centene; University of Missouri-St. Louis; FNIP
Coordinate with large employers and institutions to broaden opportunities for Ferguson-based small businesses to compete for service contracts.	program	long-term		o		X	Emerson; Centene; University of Missouri-St. Louis

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Large Employers &amp; Anchor Institutions (continued)</b>							
Continue to identify infrastructure investments that could support the city's ability for economic development that leverages nearby assets, such as St. Louis-Lambert International Airport and NorthPark	coordination	long-term		o	X	o	St. Louis Economic Partnership
Establish regular working relationships with large local employers and education institutions, including through board representation and working committees on specific initiatives.	coordination	ongoing		o	o	X	Emerson; Centene; Negwer; UMSL; St. Louis Community College; the YMCA
* Identify specific roles for large local employers to participate in City-led neighborhood and economic development initiatives, such as in small area planning processes.	coordination	ongoing		o	X	o	Emerson; Centene; University of Missouri-St. Louis

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Workforce Development &amp; Economic Wellbeing</b>							
Explore infrastructure improvements, programs, and other activities to ensure that all Ferguson residents have access to the internet.	plan or study	near-term	o	X		o	
Continue to connect community members to * available workforce development programs and services.	coordination	ongoing	o	o	o	X	Urban League; Boys & Girls Club; St. Louis County Workforce Development; St. Louis Community College
Work with local faith leaders and other * community-based entities to identify additional needed workforce development services and programs.	coordination	ongoing	o	o	o	X	Southeast Ferguson Neighborhood Association

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Workforce Development &amp; Economic Wellbeing (continued)</b>							
Explore the potential to use Community Center facilities for workforce development programs.	coordination	ongoing		X		o	
Continue to explore all opportunities to encourage and incentivize hiring of Ferguson residents by existing and new businesses located in Ferguson	coordination	ongoing	o	X	o	o	





# Environment & Wellbeing Plan

# Environment & Wellbeing in Our Ferguson

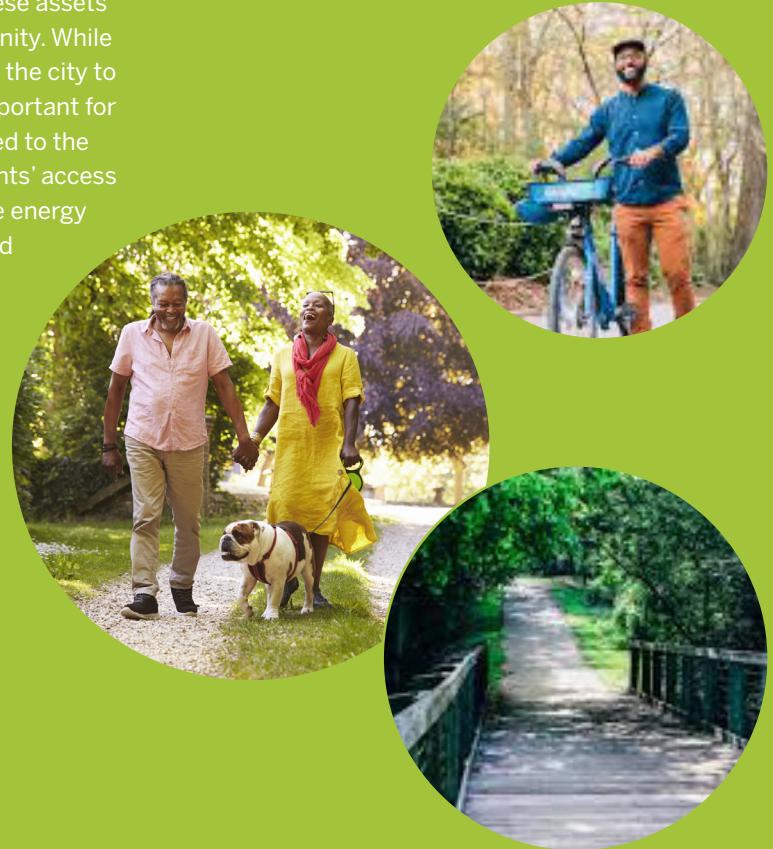
**This plan is about all of the ways in which Ferguson's residents connect to the natural world, and to each other, through public open space, recreational activities, and the use of resources.**

The social, environmental, economic, and health benefits that public open spaces bring to a city and its people are invaluable. Parks and open spaces not only improve our physical and psychological health, but also strengthen our communities, and make our neighborhoods attractive places to live and work. They serve as community focal points, attract tourists, offer a marketing tool for cities to attract businesses and businesses to attract employees. They can be a key part of a community's identity, provide gathering space to express civic pride, host festivals, concerts and athletics events. For all these reasons, parks and open space are vital to quality of life in the city and for the health and wellbeing of its residents.

Quality outdoor space and recreation is critical to every individual's health – especially for young people and older adults. Safe, attractive parks encourage physical activity, which is a fundamental contributor to both physical and mental health. Proximity to parks, adequate lighting, park design, and park maintenance all influence individuals' use of parks, and community health.

With approximately 105 acres of parks and a full-service Community Center, Ferguson offers considerable public green spaces and recreation assets to its residents. But access to these assets is not shared equally across the community. While the Maline Creek Greenway will connect the city to the regional trail system, it is equally important for the city's neighborhoods to be connected to the citywide park system. Expanding residents' access to recreation, fresh foods and renewable energy will greatly improve health outcomes and quality of life.

Environmental sustainability is a clear value of the Ferguson community and this plan discusses the many opportunities for the City and individuals alike to act as partners in resource efficiency, environmental awareness, and adapting to the changing climate. The plan emphasizes the importance of creating opportunities for all people—no matter their neighborhood, race, or socioeconomic status—to ensure equitable access to the natural world.



# Observations & Opportunities

Ferguson's attractive and verdant environment are a significant part of its character and identity, and among its chief assets. Together with healthy food and environment sustainability, the Ferguson community has the opportunity to invest in these assets in ways that advance equity in health and wellbeing.

## Park Access

Ferguson's network of parks and open space—including City parks, the Ferguson Community Center, and County parks—is a major asset for the community. The system has parks large and small, and an array of attractive amenities like playgrounds, trails, picnic shelters, and athletic fields of different kinds.

The community shared an express desire throughout the planning process to preserve and enhance this robust network of parks and amenities, but also a concern for inequitable and limited access to quality open space for some parts of the community. This concern was reinforced by analysis illustrating a dearth of park amenities within walkable distance of many neighborhoods. In total, 75 percent of households do not have walkable access to their neighborhood parks (see map on page 103).

Park accessibility challenges are particularly evident in south, southwest, and southeast Ferguson, where residents are also more dependent on transit and other non-auto modes of transportation, less able to drive to access quality open space, and are less likely to have their own private open space. Physical barriers like the rail line, and the city's suburban development pattern (with its sometimes disconnected street network), exacerbate this challenge. The stakes of these accessibility challenges are especially evident in the context of social distancing, which has elevated the important role of quality outdoor space in communities' physical, social, and emotional health.

The implementation of the Maline Greenway, slated to begin construction in 2022, will help to address part of this accessibility challenge while also connecting Ferguson into the regional trail system. Vacant and unused land in the city, especially in areas with limited access to parks, also presents an opportunity to improve overall accessibility of parks and open space within Ferguson.

Community conversations also highlighted concerns about park safety, maintenance, and quality in some parts of the city. Improving park safety and security, lighting, and maintenance were the top three priorities of survey respondents as it relates to the parks system (see page 105). These issues, together with identifying how best to distribute amenities and potentially expand the parks system, would be best addressed through robust community engagement as part of a holistic plan for the city's parks system.

## Food Access

Healthy food retailers—grocery stores, farmers' markets, cooperatives, mobile markets, and other vendors of fresh, affordable, nutritious food—are critical components of healthy, thriving communities. A lack of access to healthy food increases risk for chronic health conditions like hypertension and obesity, and can hinder children's healthy development. And without grocery stores and other fresh food retailers, communities are also missing the commercial vitality that makes neighborhoods livable and helps local economies thrive. Moreover, the challenge of access to healthy food has been a persistent one for communities of color.

Overall, Ferguson has adequate access to supermarkets. However, southeast Ferguson stands out as a major exception. Sustainable solutions to this food access gap are needed to equitably improve life outcomes for Ferguson residents.

**75% of households in Ferguson do not have walkable access to a park.**

**Many of these households include children and/or older adults.**

Source: ESRI, geospatial analysis by Development Strategies

Efforts like the St. Louis Metro Market, which brings fresh produce by bus to the Urban League's parking lot on West Florissant Avenue, are helping to address some of this gap. And the Field Foods planned as part of the West Florissant district will significantly expand access. Continued efforts to increase community awareness of and affordable access to these opportunities are needed to ensure that they translate into improved health outcomes for the community.

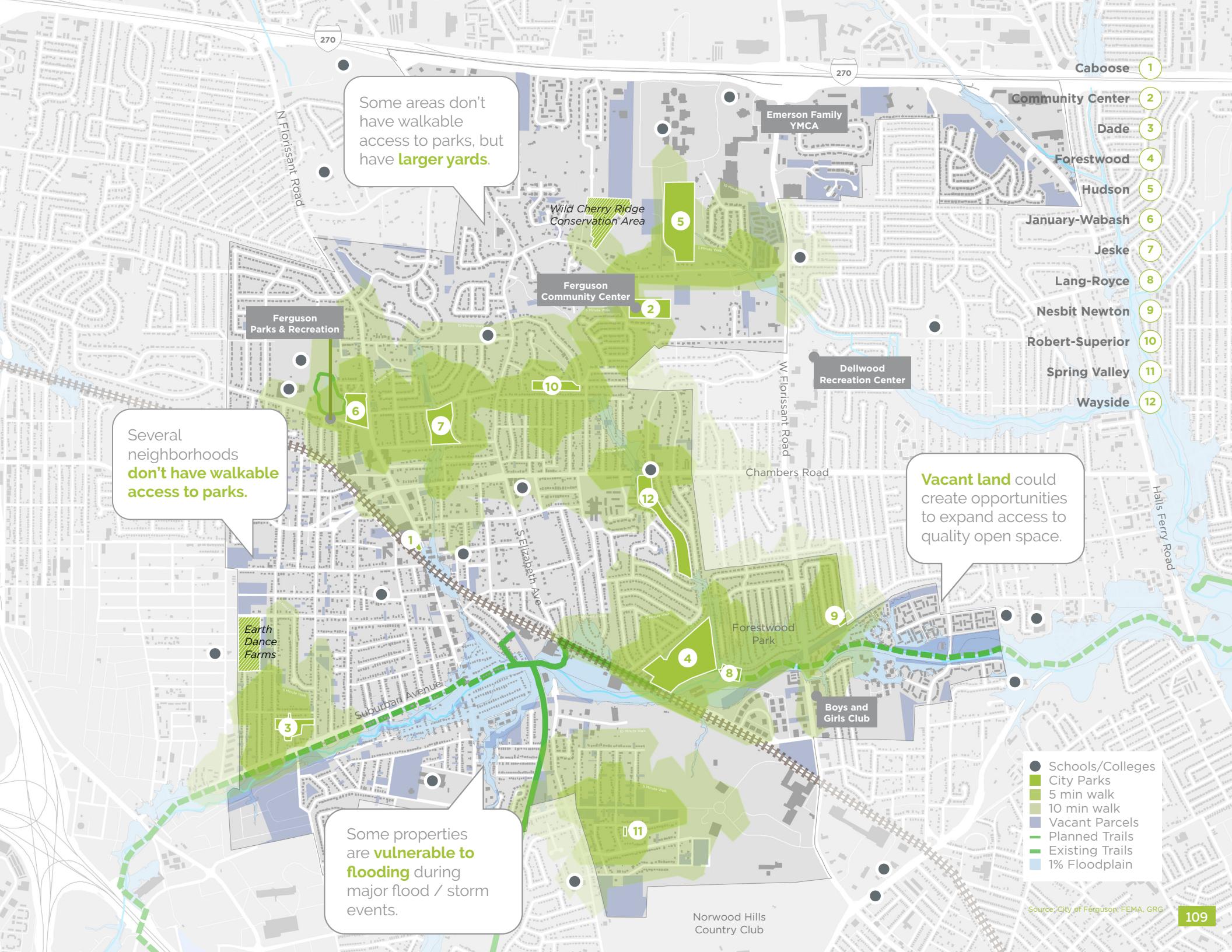
Local foods and urban agriculture are another critical component of the opportunity in this domain. Accessing and growing local produce and other foods can increase knowledge about nutrition, help people connect with the natural world in new ways, create connections and social capital in a community, create beautiful spaces, and build pride in place. Ferguson's own EarthDance Farms is a regional leader in sustainable agriculture practices, and an active partner in supporting the conversation around equitable food access and sustainable practices. The city's farmer's market also plays a role in increasing access to and knowledge about fresh and nutritious food while supporting local economies. Leveraging and investing in these assets will help reach more of the Ferguson community.



### Environmental Sustainability and Resource Management

The Ferguson community expressed a desire to embrace environmental sustainability in its future; not only to reduce and mitigate its own impacts on the environment, but also to improve its resilience to the impacts of a changing climate, from intense heat to frequent flooding. There was an acknowledgment that these events often pose the greatest harm to households with the least resources; and a commitment to environmental justice is also a commitment to a more equitable future. And further, facilitating investments in renewable infrastructure and energy efficiency can create significant savings for residents as well as for the City itself.

Community conversation and analysis highlighted several areas in the city that are vulnerable to flooding and erosion, particularly along Maline Creek and within the 1 percent floodplain, as defined by the Federal Emergency Management Administration (see map opposite). This issue underscores the need for proactive investment in erosion control and flood mitigation, as well as responsive service following flood events. This challenge also highlights the opportunity to convert vacant and underutilized properties within those geographies to an alternative use, such as floodable recreation areas. Investing in the city's tree canopy can also reduce the risk of flooding while celebrating and enhancing Ferguson's TreeCity USA status.



## Goals & Aspirations

The vision for Ferguson's future Environment & Wellbeing spans three broad themes identified in the OurFerguson process: Parks & Open Space, Healthy Living & Recreation, and Energy Efficiency & Resource Management.

These three themes address aspects of the physical environment that contribute to health and wellbeing, the programs and opportunities that support community health, as well as Ferguson's relationships to the broader environment, its energy use, and how to build a more resilient and equitable community with energy efficiency in mind.



### Parks & Open Space Network

The first theme focuses on the Parks and Open Space Network, and elaborates on action steps that will improve the overall accessibility and quality of open space assets within the City of Ferguson.

These action steps seek to advance a vision for Ferguson where all residents—no matter their address, race, or socioeconomic status—have access to the safe and welcoming parks and open spaces needed to support their physical and mental health through physical activity and community connections.



### Healthy Living & Recreation

The second theme focuses on the benefits of expanding Healthy Living and Recreation opportunities, with a particular focus on Ferguson's youth and older adults. Between its Community Center and network of leaders active in youth programs and urban agriculture, Ferguson has many strengths to build on in this domain.

The strategies within this theme intend to support a future for Ferguson where connections to healthy food, to after-school enrichment opportunities, to health services, and to social supports are woven into everyday life and the city's physical environment.



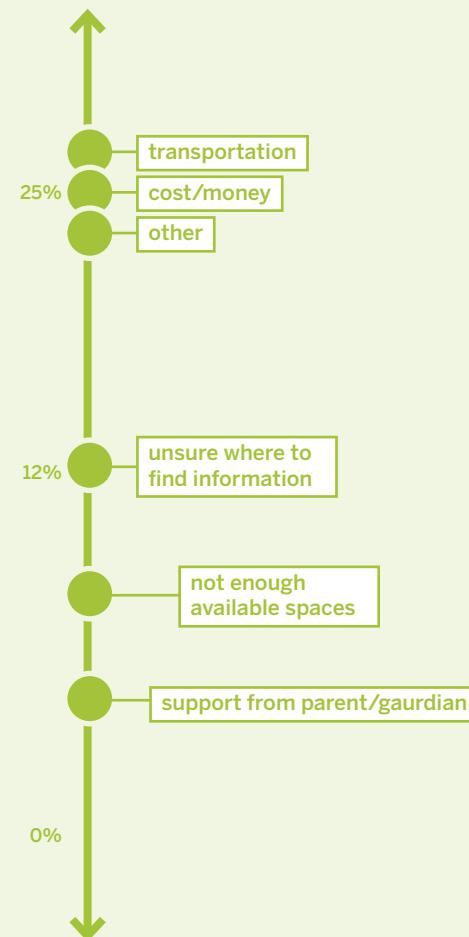
## Energy Efficiency & Resource Management

The third theme of Energy Efficiency & Resource Management is devoted to strengthening the momentum around sustainable practices within the City of Ferguson.

The actions within this theme are designed to support a future that reduces Ferguson's impact on the environment, minimizes the extent to which low-income people and people of color are burdened by energy costs, and maximizes engagement and inclusion in this work.

### Youth Survey Question

What has prevented you from taking part in out-of-school recreational/educational opportunities?



### Survey Question

What would most improve your experience of parks and open space in Ferguson?



## Theme 1

# Parks & Open Space Network

Ferguson's parks network is among its greatest assets. Strengthening this network, and ensuring that the entire community has access to it, will further enhance its role in making Ferguson an attractive, welcoming, and verdant place.

In close collaboration with Ferguson residents and neighborhood leaders, the City has the opportunity to identify the improvements, additions, and adjustments that will ensure equitable access to the system across the entire city.



## Strategy 1a

### Ensure that all parks in all neighborhoods are maintained at a high standard of quality

The first priority of the Environment & Wellbeing is to enhance the quality and safety of the city's existing network of parks. The Community Aspirations Survey identified that investment in safety and security, lighting, and maintenance would most improve resident experience of parks and open space in the community. These efforts would not only improve the overall attractiveness of the city's parks; it would also increase the perception of safety increase the use of parks and park amenities.

It is recommended that the City develop a holistic plan for its parks system, engaging directly with residents in all neighborhoods to identify priorities for park maintenance and improvement. Improvements such as lighting, the installation of blue light call boxes, the integration of native plantings, community cleanup events, and more frequent maintenance should all be considered. Maintenance and investments should be prioritized for parks with the greatest challenges.



## Strategy 1b

### Ensure that all neighborhoods have safe and accessible connections to the parks and recreation amenities

As observed, certain parts of the city have limited walkable access to the current parks system. However, even with the park system as it exists today, it is possible to improve and expand pedestrian access. Improving sidewalk and crosswalk conditions at access points to parks is a first step. A complementary action is to evaluate sidewalk condition on key routes to parks, and incorporate those assessments into capital improvements planning. A third action is to evaluate user fees associated with accessing recreation amenities, such as the Ferguson Community Center. Each of these assessments is best done with community involvement.

Accessibility to (and cost of using) the YMCA and Boys & Girls Club should also be incorporated into future planning to improve access to parks and recreation amenities.



## Strategy 1c

### Identify and implement priority additions to the City's park system

The uneven distribution of parks, combined with physical barriers within the community—such as the rail line, the creek, and major arterials—create inequitable access to Ferguson's open space assets. However, vacant land (particularly within the floodplain), and unused open space within large multifamily and/or commercial properties present opportunities to add new assets to the parks system in areas where they are needed.

Within the context of a holistic parks plan, it is recommended that the City work with residents in neighborhoods currently under-served by parks to identify priority additions to the parks system, as well as the preferred character and amenities for those potential parks.



## Strategy 1d

### Ensure that amenities and improvements to existing parks align with community needs and desires

The City's parks system as a vast array of amenities; yet community conversations within the OurFerguson process expressed uncertainty about whether these amenities are as closely attuned to the interests and needs of current residents as they could be. For example, are basketball courts located in the neighborhoods where most residents would be interested, and have less ability to travel to a park that does? Are there playground facilities in the neighborhoods with the most children?

Within the context of a holistic parks plan, it is recommended that the City work with residents across Ferguson to evaluate whether existing amenities adequately serve community needs, and identify opportunities to introduce new amenities, and evaluate resident priorities as it relates to those options. The City and its partners can also use resources such as Kaboom! Or Municipal Parks grants to fund new playgrounds and park spaces.

## Spotlight: Maline Greenway

The Maline Greenway is a planned seven mile trail running from Berkeley to the City of St. Louis. The segment in Ferguson that will connect to Downtown and the Ted Jones Trail St. Louis (which runs down to the University of Missouri-St. Louis) is slated to begin construction in 2022. Great Rivers Greenway, a public agency created to develop a regional network of greenways, is spearheading the effort. The goal is to create a paved greenway that will create an accessible connection through the City of Ferguson including improvements to existing sidewalks and street crossings.

When complete, it will connect residential and commercial areas as well as MetroBus service along West Florissant Avenue. The new greenway will also provide improved access for people walking and riding bikes between the businesses along Florissant Road and West Florissant Avenue—both important town centers and shopping and dining destinations. The greenway may also present opportunities to improve access to Maline Creek itself, creating opportunities for Ferguson residents to connect with nature and natural systems.



## Theme 2

# Healthy Living & Recreation

**Physical and mental health are critical components of every community's future. Creating the recreation, open space, and other services to support residents' wellbeing will support residents in every other dimension of their lives and participation in the community.**

Access to healthcare itself is one obvious contributor to positive health outcomes. But environmental health and healthy living can be just as powerful; ensuring that residents have the spaces, services, safety, stability, and social connections they need for their physical and mental wellbeing is critical. Housing, transportation, economic wellbeing, and other issues in the plan all impact a community's ability to support residents in this way. Efforts to expand access to healthy food and build community through urban agriculture, and creating recreation opportunities for Ferguson's youth and seniors, are ways that the City, individuals, and other partners can continue to move the needle on this issue.



## Strategy 2a

### Allow and support urban agriculture

Ferguson already has significant assets as it relates to urban agriculture, including EarthDance farms—a regional leader in sustainable food production and education—and the Ferguson Farmers Market—which draws people from across the region to connect with local food vendors. The City should continue to support both efforts, including by supporting accessibility and connectivity to the Farmers Market with Maline Greenway and other improvements, and by supporting EarthDance in efforts to expand and/or enhance their programs.

The City should also review and update its zoning ordinance to remove any land use or regulatory barriers to urban agriculture and gardening, as well as associated activities such as education, training, and the sale of goods.

Policies to help community groups access vacant lots at low cost may also help facilitate urban agricultural and other alternative use of these underutilized spaces.

## Strategy 2b

### Foster a robust network of after-school recreation activities for youth and young adults

One in four Ferguson residents is under the age of 18 years. Investing in these members of the community as future leaders, and building the connections with them that will make them interested in remaining part of the community in the years ahead, are critical priorities for Ferguson's future. The City and its partners (such as the public schools serving Ferguson) should coordinate and continue to invest in the community's network of after-school recreation and enrichment activities for its youth, including but not limited to mentoring, tutoring, and athletics.

Transportation was identified by youth themselves as among the main barriers to their participation in available programs. Some community partners have taken it upon themselves to provide transportation to after-school activities, but there is an opportunity to coordinate and support transportation options for youth, including by not limited to a shuttle connecting youth to key destinations such as the YMCA and the Community Center.



## Strategy 2c

### Expand opportunities for seniors to stay active

One of every seven Ferguson residents is aged 65 years or older; this age cohort is also among the fastest-growing of any group, projected to grow 18 percent over the next five years. Many of these older adults are long-time residents, leaders in the community, and caregivers and guardians within their households. Supporting these older adults' wellbeing and health is an important part of ensuring that the entire community can thrive into the future.

Ensuring the easy accessibility of recreation opportunities for seniors like walking groups and fitness classes is one important way to help support seniors. Another strategy is to expand the availability of preventive health screening services and health education in partnership with community institutions. Creating these small clinic settings within close proximity to the places that older adults already visit—like the Community Center—will help seniors easily and proactively take advantage of these services.

## Spotlight: Urban Agriculture and Healthy Food Access

Urban agriculture is multi-faceted in the roles it can play in a community: it can expand access to healthy foods, provide job training, reconnect people with the natural environment, support science education, bring neighbors together, and bring new life to underutilized space.

Ferguson and the broader North County community already have many organizations doing powerful work in this arena: EarthDance Organic Farm School, A Red Circle, Community Action Agency of St. Louis County, Ferguson Farmers market, and many others are working to expand access to healthy foods through a range of programs and initiatives. Supporting, expanding, and connecting Ferguson residents to this work can amplify its impact.



## Theme 3

# Energy Efficiency & Resource Management

Environmental sustainability is as much about the responsible use of energy and other resources as it is about reducing the burdens on people who have historically had the least access to clean, efficient, and affordable energy and water.

Many in the Ferguson community embrace the importance of this work, and see the opportunity in bringing more people into it. The City and its partners have the opportunity to facilitate these investments and programs, while also empowering and elevating community leaders with the knowledge, expertise, and drive to push this work ahead.



## Strategy 3a

### Allow for and facilitate renewable energy and energy-efficiency investments

Renewable energy sources (such as solar and geothermal) and energy efficiency investments will help position the community for a more resilient future, while also helping residents, businesses, and property owners save on utility bills.

The City should review and update its zoning ordinance to remove any land use or other regulatory barriers to the installation of renewable energy infrastructure on new or existing property. Ferguson should also consider the potential to update its building codes in a manner that improves the health, efficiency, and resilience of buildings in the city. There is also an opportunity to connect property owners with resources in the region for renewable energy and energy efficiency improvements, such as Ameren's Grow Solar program, and the Community Action Agency of St. Louis County's Energy Services. The City should also explore opportunities to facilitate the installation of electric vehicle charging stations, including through its zoning code.



## Strategy 3b

### Identify opportunities to improve energy-efficiency in City facilities

Of all buildings in Ferguson, the City has the most direct control over its own facilities, including City Hall and the Community Center. Energy and water efficiency investments in these buildings and other city infrastructure—including but not limited to insulation, LED lights, low-flow fixtures, and furnace upgrades—can lower the City's utility costs, while also making these spaces more comfortable. Many energy-efficiency investments can pay for themselves over time.

One way to identify opportunities for these investments is through benchmarking of energy use against comparable properties. The Missouri Gateway Chapter for the U.S. Green Building Council provides technical assistance to local governments to set up a benchmarking program. This information will help the City identify the upgrades that will have the best return on investment, which can be incorporated into its capital improvements plan.



### Strategy 3c

#### Address flooding and erosion issues through proactive investment and responsive service

Flooding and erosion challenges in Ferguson may not be persistent, but when they occur, they have significant costs to property owners and quality of life. The best strategy for addressing this challenge is to reduce the occurrence of flood events by helping water infiltrate into the soil before it reaches (and overwhelms) waterways and the sewer network. Utilizing vacant land and city-owned property in low-lying areas to install rain gardens, plant trees, and otherwise hold rainwater will help reduce the strain on waterways and sewer network.

The Metropolitan St. Louis Sewer District could serve as a partner in this work, both identifying the best places to invest in such measures, as well as helping in the recovery from flood events.



### Strategy 3d

#### Expand capacity and awareness around environmental issues

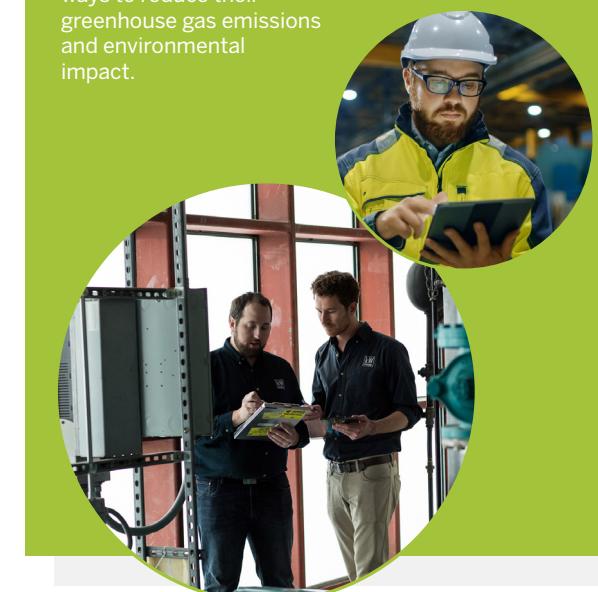
Many in the Ferguson community have a high degree of awareness and knowledge about environmental issues and climate change. Yet there is an opportunity to expand engagement with these issues in a way that creates a shared purpose across the city, cultivating a community-wide commitment to sustainability, environmental justice, and how these issues intersect with the lived experience of Ferguson residents.

Partnering with local schools, neighborhood associations, and other community organizations can expand the reach of environmental awareness, create new opportunities for residents to connect to nature, and bring the community together around key projects and opportunities. The City could consider creating an Environmental Justice Commission or subcommittee of the Human Rights Commission, through which citizen leaders on these issues are empowered to craft and direct policy in this domain.

### Spotlight: USGBC Better Building Through Benchmarking Campaign

The Missouri Gateway Chapter of the United States Green Building Council (USGBC) is challenging property owners throughout the region to partner on efforts to reduce energy and water consumption. Nationally, 40 percent of greenhouse gas emissions are attributed to the energy used by buildings in the US (US EIA). The first step in reducing these emissions from existing buildings is measuring energy use. Benchmarking is a best practice for building management where building owners measure, track, evaluate, and report on the energy and water consumption.

The Missouri Gateway Chapter of USGBC offers tracking tools and connections to local energy efficiency service providers for campaign participants, as well as other technical assistance for participating local governments. Several municipalities in the region—including Maplewood and University City—already participate in the campaign, and are identifying ways to reduce their greenhouse gas emissions and environmental impact.

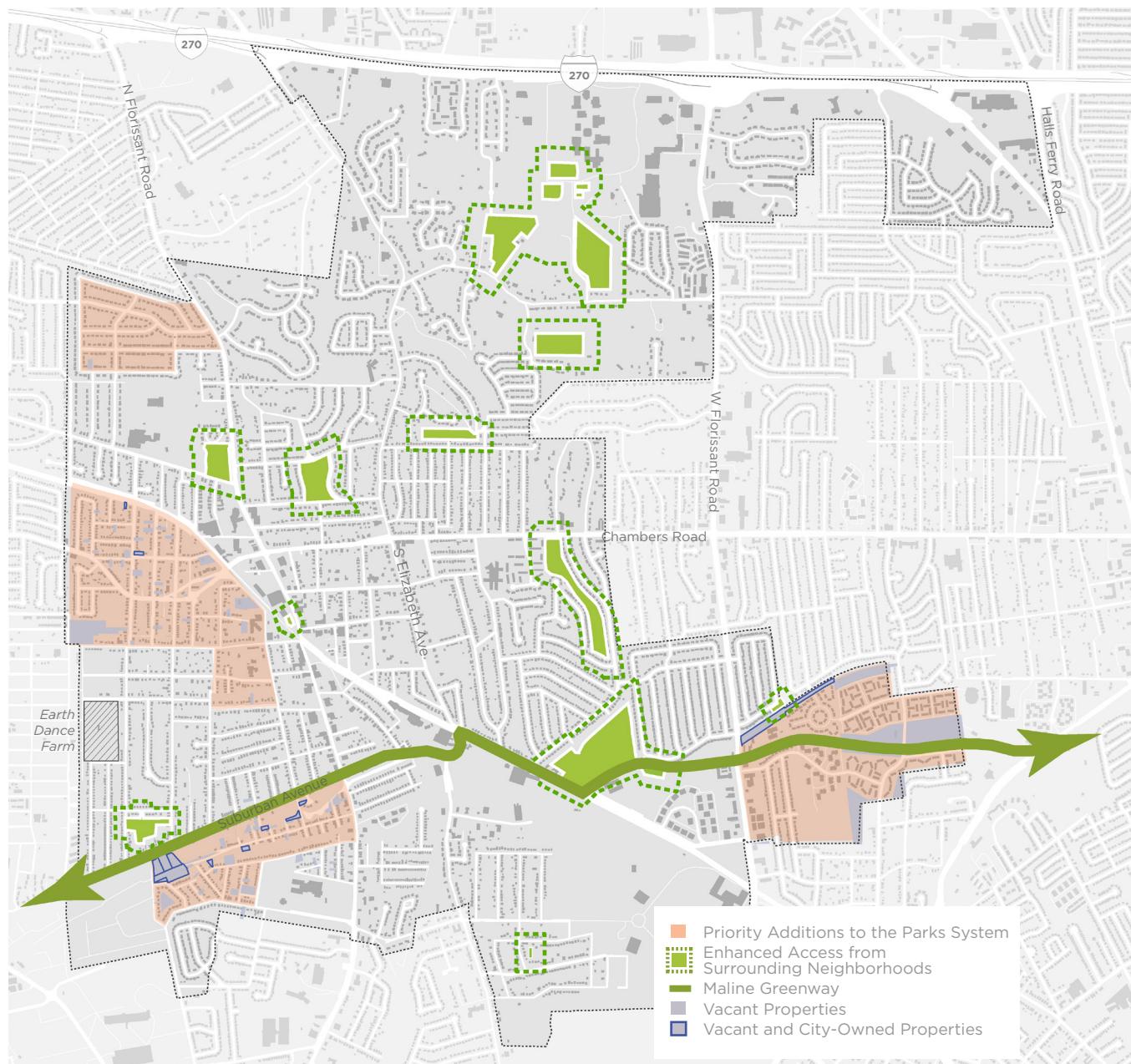


# Implementation

The Environment and Wellbeing framework map focuses on the investments that can be made to promote physical activity, access to open space, and the creation of neighborhood amenities.

The framework centers around the considerable investment in parks that the city has already made, and seeks to leverage these investments to greater benefit. Ensuring that parks provide amenities for residents of all ages and abilities is vital for improving the quality of life for current and future generations.

The framework also acknowledges that there is not an equitable distribution of parks throughout the city, and that future investments are needed to ensure access to quality open space for all residents. Fortunately, Great Rivers Greenway is planning for a significant investment through the City of Ferguson that will provide many opportunities to expand access into places that do not currently have facilities. Connectivity to parks and trails is key, and the Environment and Wellbeing framework plan leverages and provides focus to several other strategies from Transportation & Mobility.



## Consider Priority Additions to the Park System

While the city has a robust parks system, there are neighborhoods that do not have easy walking access to a park or playground. For individual health and quality of life for residents of all ages, it is important to ensure equitable distribution of quality open space throughout the city. Additions could include community parks, pocket parks, and playgrounds that promote physical activity and neighborhood identity.

- The city should work with community partners and neighborhood associations to explore creative ways to introduce pocket parks or playgrounds in neighborhoods.
- The city should explore the current amenities offered by city parks, and evaluate whether current offerings are meeting the needs of residents, and make strategic investments as appropriate.
- The city should explore conducting a community-led planning effort to create a linear park along Suburban Avenue, in coordination with the Maline Greenway.

## Enhance Access from Surrounding Neighborhoods

While many Ferguson residents live within a 5 to 10-minute walk to a city park, it does not necessarily mean that the access is safe or comfortable. A parks system that is integrated into the community should connect parks with sidewalks, signage, and possibly bike lanes. Street crossings need to be well-marked, well-lit, and use traffic calming where necessary to improve safety.

- The city should investigate the comfort and ease of pedestrian and bike connectivity between neighborhoods and nearby parks. Inviting neighborhood associations to participate in walk audits is a resourceful way to get input and buy-in for future community improvements.
- As the city considers future bicycle and pedestrian improvements throughout the city, it should prioritize access to parks as one of the primary destinations.

## Maline Greenway

Great Rivers Greenway's future Maline Greenway provides an important opportunity for the City of Ferguson to leverage community planning and investment in key locations within the city. As part of the regional greenway network, the Maline Greenway will provide an important east-west connection through the southern part of Ferguson. Connecting Southeast Ferguson to Downtown Ferguson, the Farmer's Market, and beyond, the greenway has significant potential to catalyze public and private investment to create activity, identity, and civic space that supports better quality of life for all.

- As part of the greenway planning, the city and GRG should explore locations for enhanced trailheads to create civic spaces and improve connections with community destinations.
- The city should engage in a community planning effort to explore the creation of a linear park along Suburban Avenue as an enhancement to the greenway.
- The city and GRG should engage the community to identify needs and plan for improvements along the Ted Jones trail.
- As the city considers future bicycle and pedestrian improvements throughout the city, it should promote access to the greenway as one of the primary destinations.

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Parks &amp; Open Space Network</b>							
* Conduct a detailed assessment of the parks and recreation system serving Ferguson, and broadly engage with community residents to identify priority additions, needed improvements to accessibility, amenities, and safety supports to better meet community needs.	study or plan	near-term	o	X		o	St. Louis County Parks Department; local schools; YMCA; Boys & Girls Club; Great Rivers Greenway
* Review and update the City's zoning ordinance to remove barriers to the addition of quality open space within multifamily zoning districts.	zoning change	near-term		X			
Revisit the City's study of opportunities to incorporate sculpture and other artwork along the Ted Jones Trail.	study or plan	medium-term		X		o	
Pursue opportunities to provide evening and weekend public access to school facilities—such as playgrounds—to improve access to quality open space and recreation facilities.	coordination	ongoing		o		o	local schools

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Healthy Living &amp; Recreation</b>							
Review and update the City's zoning ordinance and other policies to support urban agriculture and gardening, including support for associated activities such as education, training, and the sale of goods.	zoning change	near-term		X		o	EarthDance; Gateway Greening; UMSL Extension Office; Health & Homes
* Explore strategies for improving access to the Ferguson Community Center, the YMCA, the library and other recreation and after-school programs and services, including but not limited to shuttle service, and partnerships with local multifamily property managers.	program	near-term	o		X	o	school districts serving Ferguson; local schools; apartment property managers; Boys & Girls Club; YMCA
Continue to support accessibility and connectivity to the Ferguson Farmers Market such as by integrating Maline Greenway, expanding parking, enhancing bike accessibility, and ensuring the availability of affordable options.	coordination	ongoing		X		o	Great Rivers Greenway; Ferguson Farmers Market
Explore opportunities to establish wellness centers for seniors and others with underlying health risks, with co-located health services that promote preventative health care and expand access to treatment	program	ongoing		o	o	X	Christian Hospital; Salvation Army; Empowerment Center

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Energy Efficiency &amp; Resource Management</b>							
Ensure that the City's zoning ordinance facilitates the installation of renewable energy systems on all residential, commercial, and industrial property.	zoning change	near-term		X		o	U.S. Green Building Council, Missouri Gateway Chapter
Explore the potential to update the City's electrical and building codes to improve the health, safety, and durability of the City's building stock.	other regulatory change	near-term		X			
Connect property owners to technical assistance resources for flood preparation and recovery.	program	near-term	o	X	o		Metropolitan St. Louis Sewer District; State Emergency Management Agency
Consider developing a disaster and emergency action plan.	plan or study	near-term	o	X	o	o	
Identify opportunities to facilitate the development of electric vehicle charging stations, including through the zoning code.	policy change	medium-term		X		o	
Develop a local environmental action plan / strategy that identifies the full range of opportunities to address and mitigate the impact of climate change in Ferguson.	plan or study	medium-term	o	X	o	o	

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Energy Efficiency &amp; Resource Management (continued)</b>							
Explore opportunities to benchmark and monitor City facilities' energy use and efficiency.	policy change	medium-term		X		o	U.S. Green Building Council, Missouri Gateway Chapter
Promote energy- and water-efficiency improvements and the installation of renewable energy infrastructure within City facilities.	policy change	medium-term		X		o	U.S. Green Building Council, Missouri Gateway Chapter
Assess waterways for erosion issues, and identify needed interventions.	program	medium-term		o	X		Metropolitan St. Louis Sewer District
* Connect residents and property owners to technical assistance and resources for weatherization and other energy-efficiency improvements.	coordination	ongoing	o	o		X	CAASTL; local faith groups; Urban League

indicates priority action item \*

PIZZERIA

235

OPEN  
OPEN

A photograph of a building's exterior. On the upper right, a blue sign reads 'FOR LEASE' in white, with 'ONE & TWO' in a smaller white box below it. To the left, a window features a 'Natural Light' logo with a stylized hand holding a flame above the text.

FOR  
LEASE

ONE & TWO

# Development Plan

# Development in Our Ferguson

**The diversity of Ferguson's commercial development reflects the city's development history. From walkable, mixed-use Downtown, to more auto-oriented but still walkable West Florissant Avenue, to the auto-oriented commercial centers near the Interstate—the city has the "bones" upon which to foster future redevelopment to meet a broad range of needs.**

While there is an emphasis on retail throughout the city, and perhaps more retail than the local market can fully support, the future of development in Ferguson suggests opportunity for dining and entertainment. Even when the community expressed a strong desire for more retail, it was a desire for more unique, local stores.

Ferguson has experienced a recent history of strong, local entrepreneurs opening businesses and building developments, especially Downtown. In addition to the private investment there has been significant momentum in non-profit developments along West Florissant Avenue, which in turn will inspire additional private investment.

These strengths and opportunities are not without their challenges. The auto-oriented nature of newer development and the disconnect from certain neighborhoods means that some parts of the city have limited access to new goods and services. Additionally, some auto-oriented corridors and centers lack real character and identity, which affects the ability to attract new businesses and stifles diversity of the types of goods and services being offered. Finally, despite the density and proximity of some neighborhoods to the commercial centers, the lack of comfortable, safe, and easily accessible pedestrian amenities limits the potential for more foot-traffic for businesses.

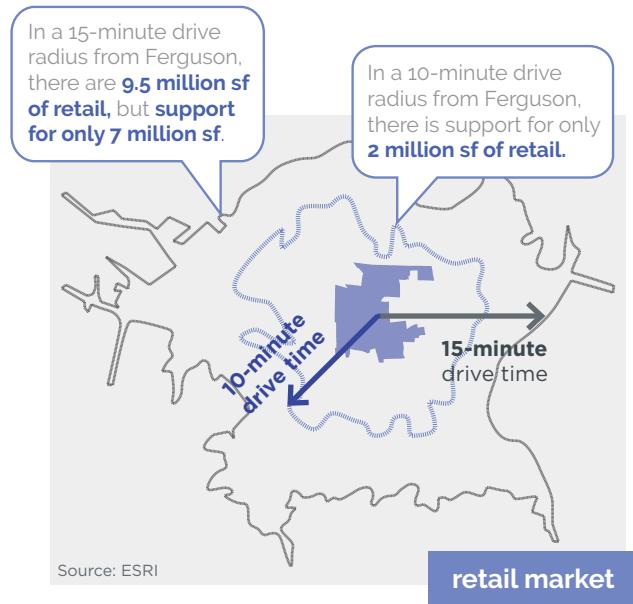


# Observations & Opportunities

Several recent development successes in Ferguson are creating momentum that can be built upon. At the same time, older, under-performing retail spaces are in need of improvement, and are opportunities to support small businesses and a broader economic development strategy.

Development in Ferguson must embrace change to adapt to national trends and provide opportunities across the spectrum of affordability and incomes.

From a market perspective, Ferguson is considered "over retailed", meaning it has more retail space available than the local market can support. Analysis shows that the city has nearly 1.5M square feet of retail space, concentrated in the Downtown and the north and south ends of the West Florissant Avenue corridor. Within a 10-minute drive from Ferguson, there is market support for roughly 2M square feet of retail. This does not mean that the existing retail is doomed to failure, but it does suggest the need for placemaking, marketing, and diversifying the mix of goods, services, dining and entertainment being offered.



One metric used to gauge the health of the development market in a city is the amount of retail rent being paid by tenants. Across Ferguson's commercial corridors, the age, amenities, and character of the development have a significant effect on the amount of rent being paid to building owners. Downtown, while older than other commercial areas in the city, commands rents between \$10-\$16 per square foot. This reflects the market responding to the quality and character of the place, which is beginning to support private investment for redevelopment. Along West Florissant Avenue in southeast Ferguson, though newer, the retail rents are between \$8-\$10 per square foot. This generally suggests that landlords are deferring maintenance and that there will need to be support from the public and non-profit sectors to help shift the market desirability. In northeast Ferguson, the development is much newer, and the proximity to the Interstate and a broader market area allow rents of between \$16-\$20 per square foot.



Rents effect a landlord's ability to make necessary improvements (or need to defer maintenance). Over time, as the market improves and landlords begin to increase rents, the market demand for new spaces encourages rehab and reinvestment of older buildings to provide the character and amenities being sought by new tenants who are able to afford the higher rents. In areas where rents are low, it takes strategic use of public, private and philanthropic resources to invest in a place before the market alone will spur new development. Even in areas like Downtown, where the market is just starting to support rehab and redevelopment, there may be a need for zoning or other administrative incentives to help tip the scales and make redevelopment feasible.

# Land Use & Development Plan

OurFerguson2040



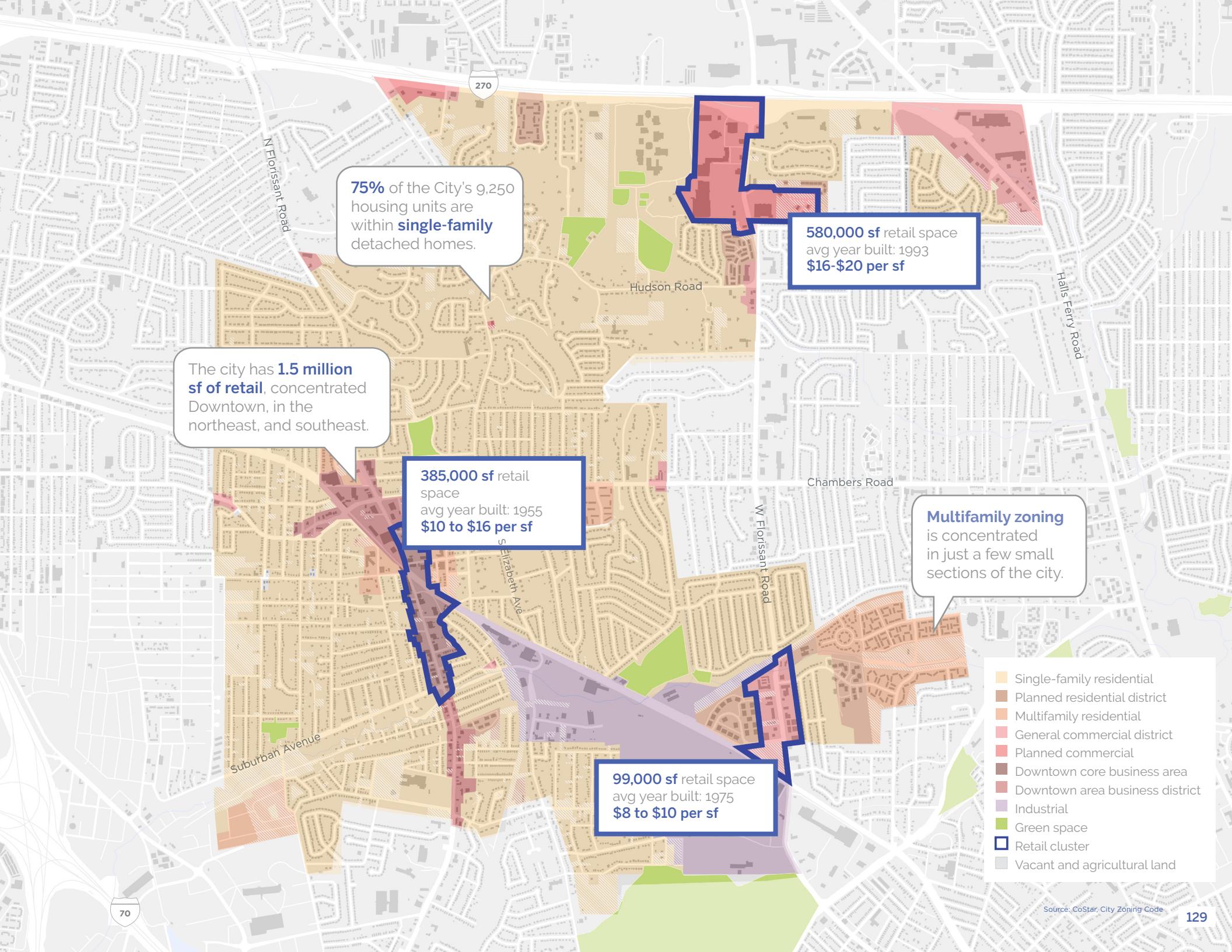
Recent developments in Ferguson reflect the market potential in the city's commercial districts. Downtown is seeing growth in the number of restaurants as well as new mixed-use development. Here, the market is such that developers and entrepreneurs are beginning to take the risk to invest. West Florissant Avenue is experiencing its own development momentum, with the new Ferguson Community Empowerment Center, the Boys & Girls Club Teen Center for Excellence, and the planned Mercy Clinic and Fields Foods. This shows how strategic investment in non-profit development can help catalyze new development.

These commercial nodes in Ferguson itself exist within a broader local commercial context that also includes the Dellwood Town Center District and the Buzz Westfall Center. As Ferguson plans for and invests in its own commercial areas, it needs to consider this context, ensuring that the districts in Ferguson offer distinct and complementary experiences and services to residents and visitors.

The city itself has a role to play in enhancing the marketability of a place and spurring new development. One way is working with the business districts to improve the look and feel

and functionality of the districts through façade improvement programs, or infrastructure investments to improve the pedestrian experience. The city can also review and update its codes and regulations, such as the recently completed zoning overlay district along West Florissant Avenue, as a way to remove any barriers and possibly incentivize new development.

Finally, it is necessary to recognize that the general public has a role in the success of future development in Ferguson. Planning for corridors, districts, and commercial nodes should continue as a way to solicit input on the types of development, amenities, and infrastructure desired by residents. Residents also have a role in volunteering for city boards and commissions as a way for providing ongoing input and oversight on the development process. The city can support greater involvement of the general public in the development process by increasing awareness and providing resources that help demystify the zoning, land use and development processes.



## Goals & Aspirations

The Development Plan brings the market perspective to the intersection of the Place and Economy focus areas. It is fundamentally about creating the market that supports the development of vibrant, safe, quality places that attract and retain new businesses.

The development process is a complex mix of having the right location, understanding the market demand for a use, determining the feasibility of constructing the building, and finally the regulatory requirements and overall public acceptance of the development. The mix of these factors change for every site and every potential development throughout the city.

Fortunately, the city, developers, and the public can provide some certainty at different phases of the development process. Planning and investment can be carried out along commercial corridors that improves the marketability of potential development sites. Creative design by developers and public incentives can positively affect feasibility. And clear regulations and an open process can streamline the regulatory review process.



### Commercial Corridors

The emphasis on commercial corridors is about creating quality, vibrant, attractive places that support existing and future development.

It includes elements of walkability and accessibility, connectivity to surrounding neighborhoods, and creating places that not only meet the needs of residents and businesses, but also their aspirations for the future.



### Business Attraction

The theme of business attraction is about providing the right economic supports that help new businesses thrive. This theme emphasizes the need for a dynamic mix of partners—developers, funders, regulators, community and economic development partners, philanthropy, and advocates—to find and create new opportunities for redevelopment throughout the city.

Ferguson must also focus on the services, infrastructure, and spaces that are needed to retain and support existing businesses in the community. For example, efforts to celebrate and market Black-owned businesses and arts in Ferguson will serve to strengthen this dynamic community.



## Awareness & Involvement

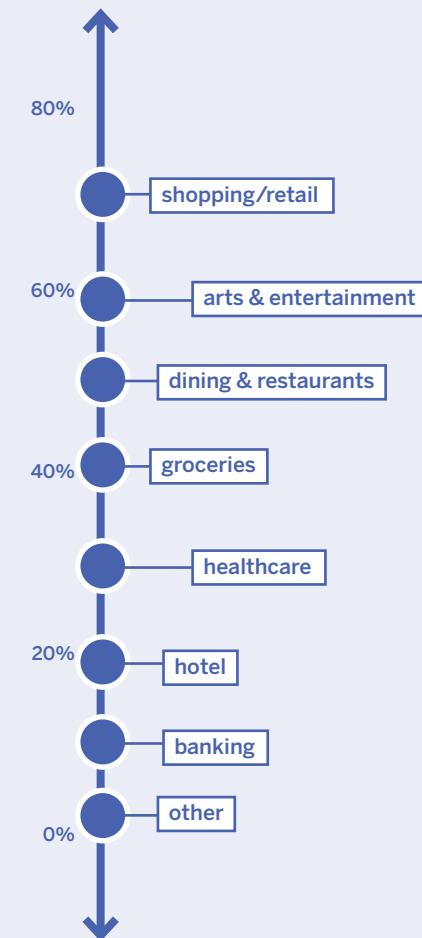
The political and regulatory review process can derail a development, even if everything else is in place. Streamlining access to information and ensuring that the public and local decision makers are at the table at the appropriate time can mark the difference between success and failure. Expanding transparency around development issues will help to invite public input and ensure that development advances in a manner consistent with community priorities.

Expanding awareness and clarity about development review processes will also expand opportunities for residents and local developers to invest in the community.



### Survey Question

What types of services would you like to see more of in Ferguson?



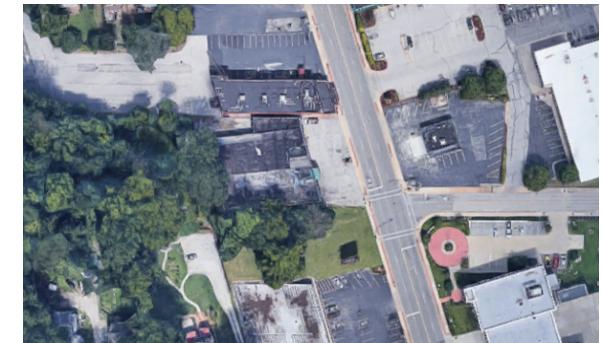
## Theme 1

# Commercial Corridors

Creating quality, vibrant, attractive places along established commercial corridors is key to supporting development in Ferguson. National trends show that consumers spend more time and more money in place they enjoy being in, and more and more, owners are seeing the character of a place as an amenity that supports their business.

This theme is about strategically investing in infrastructure that promotes access, a sense of comfort and safety, and encourages increased foot traffic.

It is also about creating regulations and incentives that foster creative design and amenities that create places where businesses want to locate and people want to shop, dine, or be entertained.



## Strategy 1a

### Concentrate walkable commercial / retail development at key nodes

As the development potential in Ferguson's commercial corridors evolves, it will become more important to target public and private investments in walkable retail development concentrated at key nodes along the corridor. Doing so will help create a critical mass for commercial districts which will lead to greater energy and commercial activity.

## Strategy 1b

### Continue to identify potential redevelopment sites to promote mixed-use development

The City must continue to actively engage business and property owners in an effort to identify potential development opportunities before they arise. For example, underutilized parking lots and big box stores in the Pershall Road and Halls Ferry commercial area present great opportunities for redevelopment, including a mix of office, educational, retail, and innovation uses; careful planning and coordination with property owners and developers will be needed to actualize these opportunities in the long term. Similarly, the West Flo District and Downtown hold great potential.

The City should also continue to consider creative and adaptive reuse of buildings and properties as a way to promote equitable development.



## Strategy 1c

### Create unique places that serve as destinations and draw visitors to the city

Over and over throughout the creation of OurFerguson 2040, residents expressed a desire for unique and local places to dine, shop, and for entertainment.

Residents also expressed a desire for development that celebrated the culture and history of the city, and provide a destination for visitors that not only acknowledges the past but celebrates the future. Community gathering places and cultural spaces are great assets in promoting unity and expression; strengthening and inviting broader participation in these spaces is needed to support the wellbeing of Ferguson's diverse community.

## Spotlight: The Potential for West Florissant Avenue

West Florissant Avenue represents real opportunity to recreate a place that is more inviting, more commercially vibrant, and better integrated with the neighborhoods surrounding it.

Several recent development successes in Ferguson are creating momentum that can be built upon. At the same time, older, underperforming retail spaces are in need of improvement, and are opportunities to support small businesses and a broader economic development strategy. Development along West Florissant Avenue must embrace change to adapt to national trends and provide opportunities across the spectrum of affordability and incomes.

### Vision

In 2014, through a partnership with East-West Gateway Council of Governments, St. Louis County, and the St. Louis Economic Development Partnership, the cities of Ferguson, Dellwood, and Jennings undertook the West Florissant Great Streets Plan. The initiative engaged the communities along West Florissant Avenue in a series of community workshops to explore mobility, land use and development, urban form, and sustainable infrastructure. The plan created a vision for the corridor, and outlined tangible actions that could be taken to help transform how residents, businesses, and visitors experience traveling along the roadway.

### Capacity

Community capacity is a critical component to the success of any plan. Residents and business owners need a vision to focus their ideas, energy, and resources on making a better community. They also need to know how to use their time and talents to take action. Fortunately for West Florissant Avenue, there are efforts to build such capacity. The West Florissant Business District provides a focal point for business interests and improvement along the corridor. For residents, the Southeast Ferguson Community Association is designed to inform, organize,

and empower community improvement efforts in a variety of ways, including supporting youth. While the organization is there, they need ongoing partnerships and support to build additional capacity for change.

### Recent Action

Community partners are investing in the corridor, bringing with them renewed energy, awareness, and resources to improve the lives of those living and working along West Florissant Avenue. The Ferguson Community Empowerment Center, a joint effort by the Urban League of Metropolitan St. Louis and the Salvation Army, offers a variety of services, including after-school tutoring, financial assistance for rent/utilities and emotional/spiritual care for individuals re-entering society after incarceration. The Boys & Girls Club Teen Center of Excellence is one of the first in the country, and will serve all teens ages 12-18, giving them a safe and prolific place to go each day after school and during the summer.

Other recent actions with the potential for long-term benefits for the corridor include the change to high-frequency service for the #74 MetroBus route, which provides shorter waits between busses during peak travel times. Additionally, the cities of Ferguson, Dellwood, and Jennings recently adopted a new zoning code overlay and memorandum of understanding to better coordinate land use and development decisions along West Florissant Avenue.

### Momentum

The vision, capacity, and recent actions are building momentum for more development along West Florissant Avenue. Great Rivers Greenway continues to plan for the Maline Greenway. Health + Homes STL and Mercy plan to build a new clinic. Fields Foods is planning a new grocery store. And, St. Louis County is waiting to hear about the latest BUILD Grant opportunity, which would provide funds to implement the roadway and streetscape improvements envisioned in the Great Streets Plan.

## Theme 2

# Business Attraction

Attracting and retaining businesses is equal parts relationships, incentives, and ongoing planning. It is about knowing your local businesses and understanding what would complement them and add value to a district.

It is about removing barriers to quality development and using incentives as a means for getting amenities that enhance a district's look and feel.

And, it is about regularly assessing the impact of investments and development, and finding new and creative ways to support local entrepreneurs into an ever-evolving development landscape.



## Strategy 2a

**Ensure that appropriate economic development incentives and resources are used to support desired development in both commercial corridors**

The city has a variety of tools at its disposal, including Community Improvement Districts, Tax Increment Financing, and Transportation Development Districts.

In addition, the city has zoning and development review authority. Together, these incentives and regulations can help encourage development that creates the desired mix of uses, character, and amenities for each business district.



## Strategy 2b

**Promote a mix of institutional, entertainment, residential and service uses where existing retail space is underutilized**

As noted earlier, retail demand in Ferguson is limited. While the city should always be open to new and unique retail redevelopment opportunities, it must also be actively looking for ways to diversify its mix of uses.

Introducing office space for institutions that provide community and business services, entertainment uses, and even creative residential uses in underutilized spaces along Ferguson's commercial corridors can help inject dynamism and energy into a sagging marketplace.

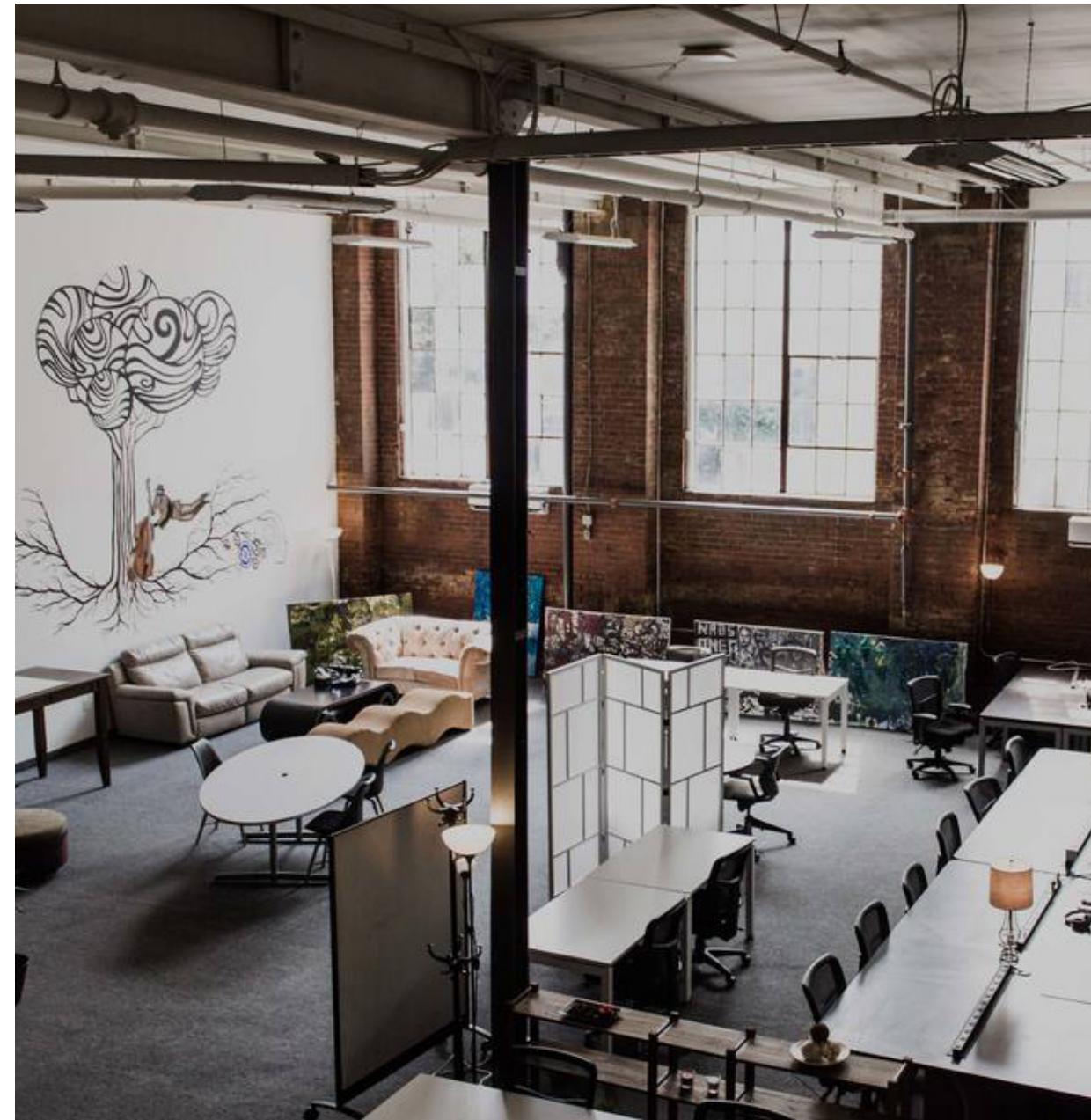


## Strategy 2c

### Leverage lower-cost vacant commercial space to support startups and the arts community

As was highlighted in the Economy and Jobs plan, startups and small businesses are the lifeblood of the local economy. The city should actively partner with philanthropic organizations, community partners, and property owners to leverage underutilized and low-cost vacant commercial space to support startups and the local arts community.

This would have the benefit of providing some market rent to owners of vacant properties, would demonstrate the market potential of vacant buildings along the corridors, and would provide equitable real estate opportunities for local, emerging, creative talent.



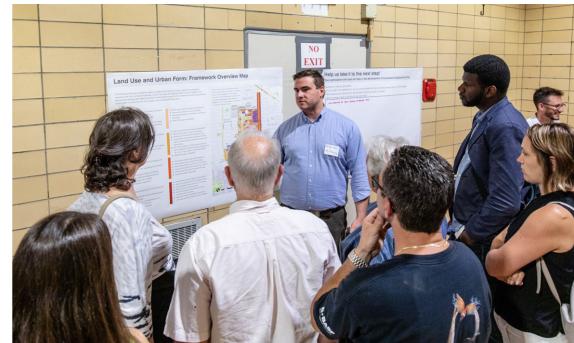
## Theme 3

# Awareness & Involvement

Residents can play a vital role in community redevelopment. They can bring up community issues surrounding a site that a developer might not be aware of. They can offer creative solutions and highlight the need for amenities that can directly benefit the development and surrounding neighborhoods.

Involving residents early in the redevelopment process can create much-needed buy-in and political support at the regulatory review phase.

To facilitate the public's focused and informed involvement, the city should streamline access to information and dialogue in the decision making process.



## Strategy 3a

**Ensure that the residents and small/local developers have easy access to information about development initiatives, proposals and processes**

Providing a portal on the city's website can be an easy and effective way to share information about local development proposals. Information on the proposed use, potential use of incentives, and timing of the regulatory review process will allow residents to be informed and engaged throughout the redevelopment process.

The City should also continue to review its development processes and requirements to ensure they are accessible to small and local developers, rather than only larger regional and/or national developers.



## Strategy 3b

**Engage local leaders in identifying and planning for development sites**

City of Ferguson staff and elected officials should work together to understand conditions and identify opportunities for redevelopment throughout the city. Involving officials early on can help promote community buy-in and streamline the decision-making process.



### Strategy 3c

#### Build capacity for and actively recruit diverse representation on bodies that contribute to decision making

Not only does the public have the opportunity to participate in community dialogues around the redevelopment review process, they can also take a formal active role by volunteering for various city boards and commissions.

These bodies serve important advisory and oversight roles, and strides should be taken to ensure that they reflect the diversity of the community. The city should actively support capacity building for these bodies to better serve city government and the public at-large.

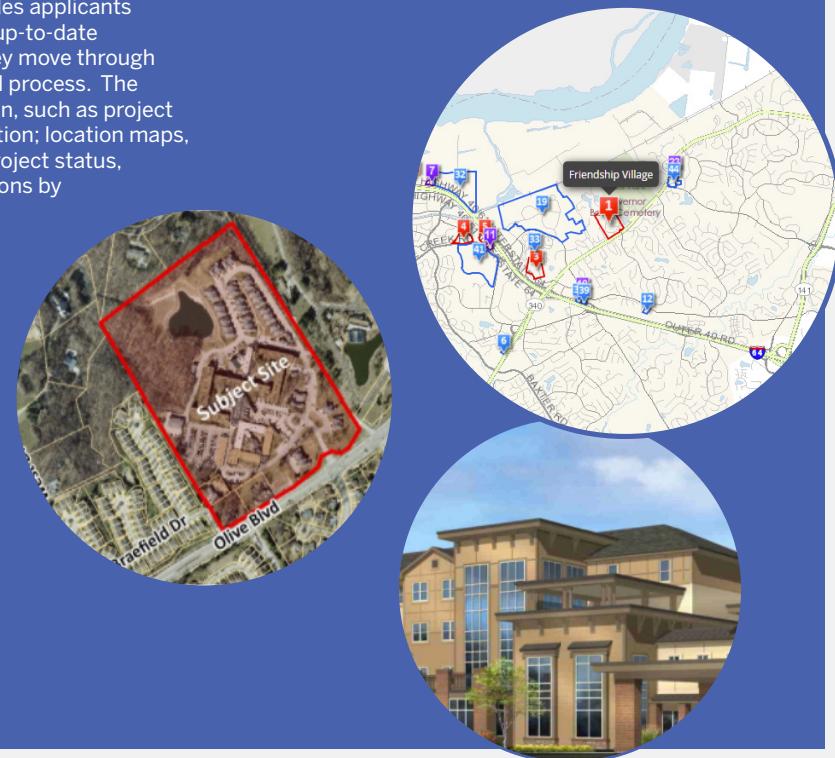
### Spotlight: City of Chesterfield's Active Development Portal

When it comes to decision making around issues of land use and development, a common refrain from the public is, "I didn't even know this was happening." Many times, residents feel that new development—even development with significant community benefits—is being "done to them" rather than "done with them."

Streamlining access to information and ensuring that the public and local decision makers are at the table at the appropriate time can build buy-in on new development, result in changes that lead to better development, and can be the difference between success and failure.

The City of Chesterfield has a website portal, the Active Development Application, that provides applicants and citizens with a means to access up-to-date information regarding projects as they move through the development review and approval process. The application provides basic information, such as project type, location, and applicant information; location maps, renderings, and site plans; and the project status, meeting schedule, and results of actions by staff and decision makers.

The portal is a one-stop-location for information about development happening across the city. It not only provides information on projects, but contact information to city staff to get questions answered and provide comments. This not only benefits residents who now have a single location for information, but the ease of contacting city staff means that the staff is made aware of any significant issues as it reviews the proposal. This can lead to refinements of the project that benefit the developer and the community, and help city officials make better decisions about development that can have a lasting impact on the community.



# Implementation

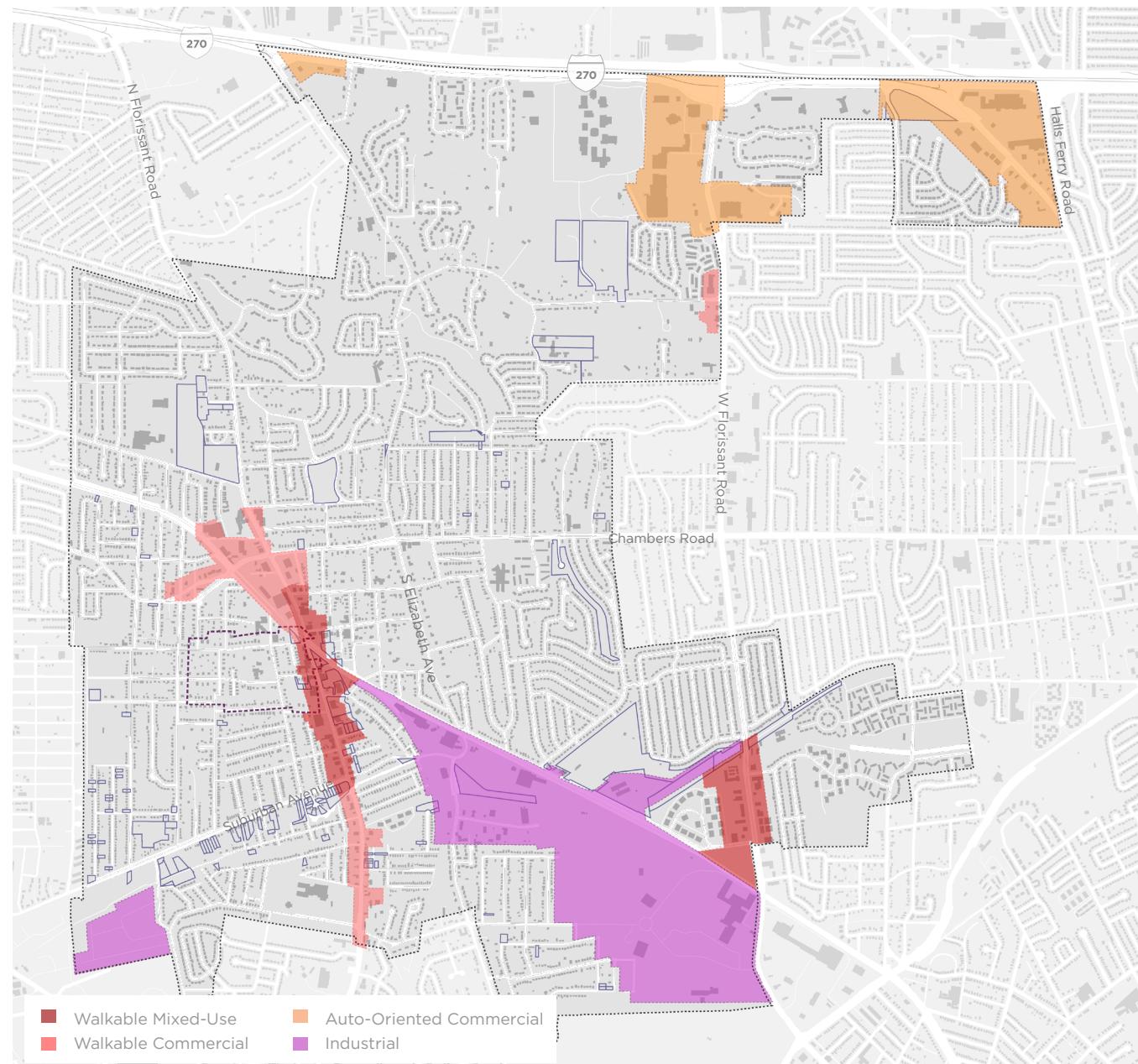
The Development framework plan focuses on the non-residential uses in Ferguson, and especially on ways to enhance the commercial districts in the city.

When considering commercial development, it is important to recognize and embrace the diversity and unique position that the different commercial districts and nodes have within the city.

## Walkable Retail & Mixed-Use

The two most identifiable commercial districts in Ferguson are the Downtown, and the West Florissant Avenue corridor in Southeast Ferguson. While very different in character, both have elements that make them identifiable as walkable, mixed-use districts. While Downtown is more established in its character as an inviting, walkable place—and West Florissant Avenue is perhaps more aspirational in becoming a vibrant destination—both require intentional planning and strategic investment to create dynamic commercial districts that provide retail, services, dining and entertainment for surrounding neighborhoods, the city, and beyond.

**Downtown:** As the older, mixed-use center of the city, Ferguson's Downtown has many of the more traditional elements people desire in a walkable retail district—buildings closer to the street, sidewalks and street lighting, a mix of dining and retail. The district has an established business association that provides communication, events and marketing for the district. A challenge for the city will be to continue to promote policies, regulations, guidelines and incentives that spur redevelopment that enhance the character, human



scale, diversity, and vibrancy of the district. Actions Downtown might include:

- The city and the business district should build a brand and identity for Downtown that can help guide business attraction, aesthetics, and marketing for the district.
- The city should ensure that development regulations and guidelines support the Downtown's brand and character.
- The city and the business district should continue to promote and invest in streetscapes that balance auto and pedestrian needs and encourage safe, comfortable foot traffic.
- The city should explore the active use of incentives to encourage mixed-use redevelopment and creative / adaptive reuse of Downtown buildings.
- The city should work with local artists and community partners to integrate anchors such as Farmer's Market and future Maline Greenway into the identity of Downtown.

**West Florissant:** Though much more auto-oriented than a typical walkable, mixed-use district, West Florissant Avenue represents the opportunity to recreate a place that is more inviting, more commercially vibrant, and better integrated with the neighborhoods surrounding it. The density of residential surrounding the commercial district, and the activity created by a large number of transit riders, creates energy around existing shopping, dining, and services. The district has an established business district that provides a focal point for communication and coordination among business owners. The challenge for the city will be to maintain and build on the vision created in

the Great Street plan, and leverage ongoing public and private investments to create a cohesive commercial district.

- Building on the vision and recommendations of the Great Streets plan, the city should leverage new development to enhance the public realm and connectivity with surrounding neighborhoods.
- The city should actively use the newly updated zoning overlay to encourage uses and development types desired by residents and businesses in the district.
- The city and business district should actively encourage planning and investment to create civic gathering space around the Maline Greenway trailhead.
- The city and business district should continue to evolve a brand and identity for the district, potentially as a cultural or entertainment destination.

## Walkable Commercial

Walkable commercial areas are focused on retail, services, and restaurants. While there is little emphasis on mixing residential uses within these commercial areas, there is a desire to integrate the commercial activity with the neighborhoods immediately surrounding them. The challenge for the city will be in striking the right balance between automobiles and pedestrians in order to safely maximize traffic for businesses.

- The city should identify key routes and points of access to target pedestrian improvements to enhance neighborhood connectivity.

- The city may want to consider architectural guidelines as a way to build district identity and provide an inviting gateway into Downtown.

## Auto-Oriented Commercial

These areas build on the convenient auto access provided by the major roadways, and include traditional big-box retail nodes. An opportunity for these districts will be to encourage retail while also allowing a mix of office, service, and institutional uses, all of which attracts a variety of users to the area.

- The city should actively use various economic development tools at its disposal, including TIF, TDD and CID, to promote redevelopment
- The city should continue to support the redevelopment of these commercial centers in ways that support and leverage the presence of nearby anchor institutions.
- The city should work closely with MoDOT on the I-270 reconstruction project to find ways to leverage the project to enhance redevelopment of the areas.

## Industrial

The industrial uses in Ferguson represent a long-term opportunity to reimagine and reinvest in industries that can diversify the city's tax base and provide new business and employment opportunities for Ferguson residents. The city should ensure that regulations are in place that encourage rather than hinder new businesses and creative reuse. One part of the reimagining of the industrial district will be establishing easements and access to support the Maline Greenway from West Florissant Avenue to Suburban Avenue.

# Land Use & Development Plan

OurFerguson2040

Action	Type	Timeframe	Involvement			Partners & Collaborators
			individuals & community groups	city	region	
<b>Commercial Corridors</b>						
Explore the creation of Community Improvement Districts (CIDs) and/or other * funding mechanisms in all Walkable Mixed-Use Districts to support placemaking, marketing, programming, and business attraction efforts.	study	near-term		X		o
Study opportunities to consolidate access points and curb cuts in order to improve pedestrian experience in Walkable Mixed-Use and Walkable Commercial Districts, such as those detailed in the West Florissant Great Streets Plan	study	medium-term		X		o
* Identify opportunities for assembling and consolidating vacant and underutilized parcels to facilitate quality redevelopment, and ensure that there is sufficient communication about redevelopment priorities so that long-term property owners can plan accordingly.	study	ongoing		X		
Continue to operate the facade easement improvement program and other small businesss assistance activities; make assistance available to businesses in all Walkable Mixed-Use Districts whenever possible.	program	ongoing		X		o

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators
			individuals & community groups	city	region	
<b>Business Attraction</b>						
Create a plan to identify and formalize the brand and/or identity of specific districts within Walkable Retail & Mixed-Use development districts, including a plan for tenanting and business attraction.	study or plan	near-term		X	o	business districts
Continue to promote the availability of incentives and supports such as Tax Increment Financing, Transportation Development Districts, the Economic Development Sales Tax, etc.	coordination	ongoing		X	o	

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators
			individuals & community groups	city	region	
<b>Awareness &amp; Involvement</b>						
Create a portal on the City's website where the public can review information about local development proposals.	policy	near-term		X	o	o
Identify a development planning and review process that better engages and informs City residents and community leaders.	governance & capacity	near-term	o	X		
Consider creating a user's manual to improve accessibility and understanding of the City's zoning ordinance.	program	near-term		X		

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators
			individuals & community groups	city	region	
<b>Awareness &amp; Involvement (continued)</b>						
Support active recruitment and robust onboarding/education for commission members.	governance & capacity	ongoing		X		
Continue to encourage and incentivize contracting with Minority and Women Business Enterprises (MWBE) on public projects, projects that receive incentives, and other private investment.	policy	ongoing		X	o	o
Continually review use of incentives to identify opportunities to make them more supportive of and accessible to small businesses, local/small developers, and Minority and Women Business Enterprises (MWBE).	policy	ongoing	o	X	o	o

A photograph of a building with a prominent red script sign that reads "Montgomery's". Below the script, a black rectangular sign contains the words "CIGAR LOUNGE" in white, all-caps, sans-serif font. The building has a dark grey or black exterior with white trim around windows and doors. A white porch with red-trimmed columns is visible, supported by white pillars. A black metal staircase with a matching handrail leads up to the entrance. The sky is clear and blue.

Montgomery's

CIGAR LOUNGE



# Place & Character Plan

# Place & Character in Our Ferguson

**The experience of place taps into the social and emotional attachments people have to their community. Creating safe, inviting, and dynamic places is important for a city to attract and retain residents, businesses, and visitors. When a city creates quality places, it strengthens people's connections to that place. It creates positive memories, and fosters feelings of comfort and acceptance.**

Creating quality places also supports community goals in other dimensions. Attractive, well-maintained neighborhoods promote increased property values and neighborhood stability. Vibrant shopping districts promote foot traffic and encourage increased commerce as people want to spend more time in the space. Entrepreneurs and artists thrive in dynamic places where energy and creativity promotes interaction and the exchange of ideas. Places that integrate nature and recreation into the fabric the space supports active, healthy living. And places that are more walkable and accessible are safer and more welcoming for people of all ages and abilities.

The experience of place, in all of the social, emotional, and physical ways, link people and community. Ferguson must continue to strive to create welcoming, inviting places that encourage interaction for all of its residents and bring members of the community together. When everyone feels welcomed in a space, and begins to share the experience of place, then they begin to share a vision for the future.



# Observations & Opportunities

The experience of place is shaped by one's perspective, for example as a resident, a business owner, a consumer, a student, or a parent, to name a few.

Regardless of one's perspective, people are attracted to places that are safe, accessible, inviting, and dynamic. Ferguson's places should build on their unique assets and encourage interaction, engagement, and economy.

Six elements combine to define a sense of place—livability, vibrancy, dynamism, walkability, accessibility, and anchors. While interrelated in many ways, assessing each element can help a community understand the unique assets and challenges of a place, and identify specific investments that can help improve its overall experience.

For OurFerguson 2040, a high-level scan assessed how well each of the three main commercial corridors achieved each of the six elements of place. Through community conversations, people shared their own personal experiences and ideas for improving Ferguson's places.



## Livability

Livability describes whether a place is designed for people (as opposed to cars). It is about human-scaled places that function well for pedestrians, are shaded in the right places, integrate verdant landscape, and provide outdoor seating and usable public spaces. A livable place is a comfortable one that is not consumed by the noise of trucks, the speed of cars, or faceless buildings at eye level.

Residents generally agree that Downtown Ferguson has a greater sense of livability than the other two corridors. Buildings closer to the sidewalk, rather

than large parking lots, help define a more intimate scale. Opportunities to introduce more green space would help soften the streetscape, make it more environmentally sustainable, and inviting. The commercial corridors north and south along West Florissant Avenue are much less focused on pedestrians. Opportunities for improving the human-centered feel of the corridor will require significant investment and a commitment to balancing the needs of pedestrians with the automobiles that currently dominate the landscape.

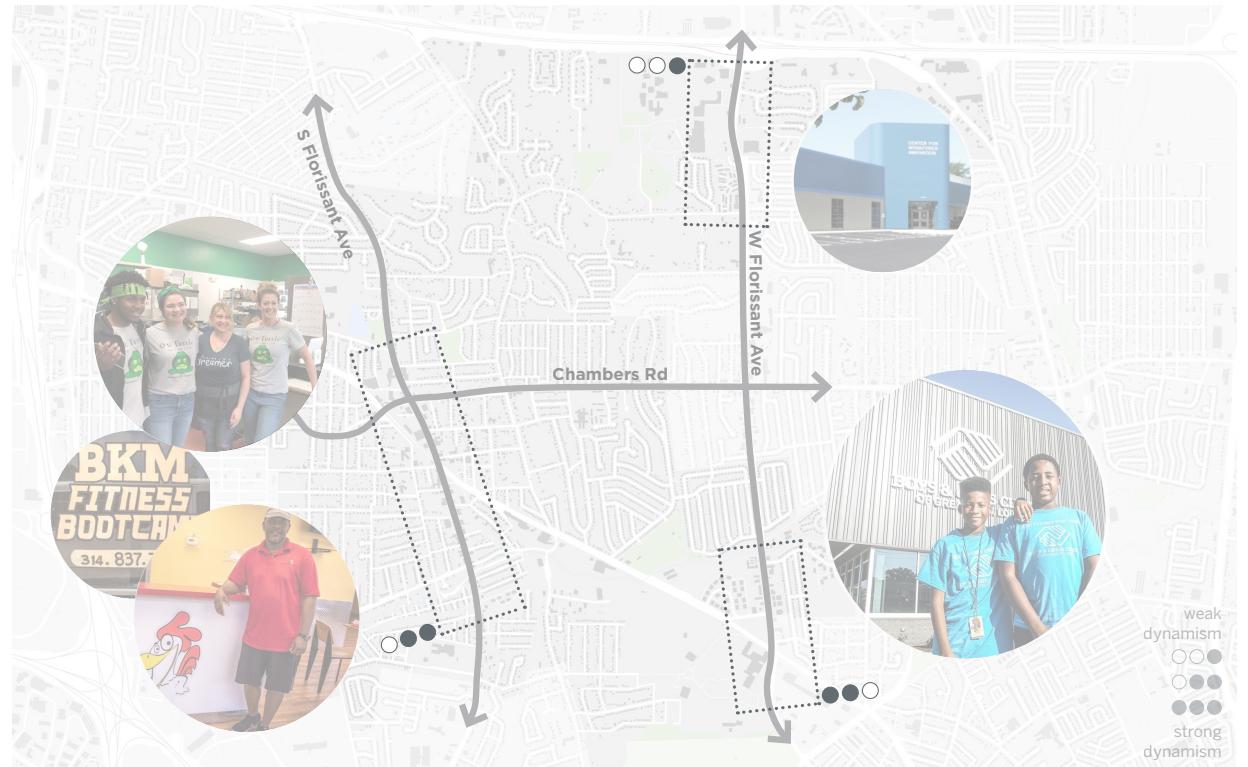
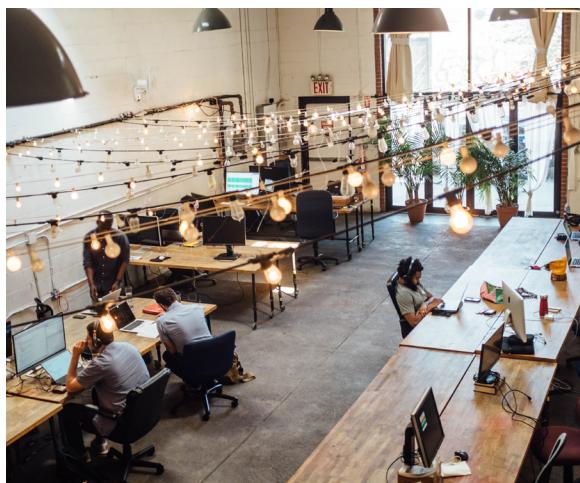


### Vibrancy

Vibrancy is best measured by the number of people seen walking within a place throughout the day. People need places to shop and visit, so attractive and varied storefronts are vital. Housing is critical. Festivals and public art are also important contributors to vibrancy.

Both the Southeast Ferguson and Downtown corridors have elements of vibrancy, though each in a different way. In Southeast Ferguson, home to a large percentage of households without cars, vibrancy is a natural result of people walking to get to transit and local stores. Downtown's vibrancy comes from its concentration of stores, residences, and restaurants that invite people from outside the corridor.



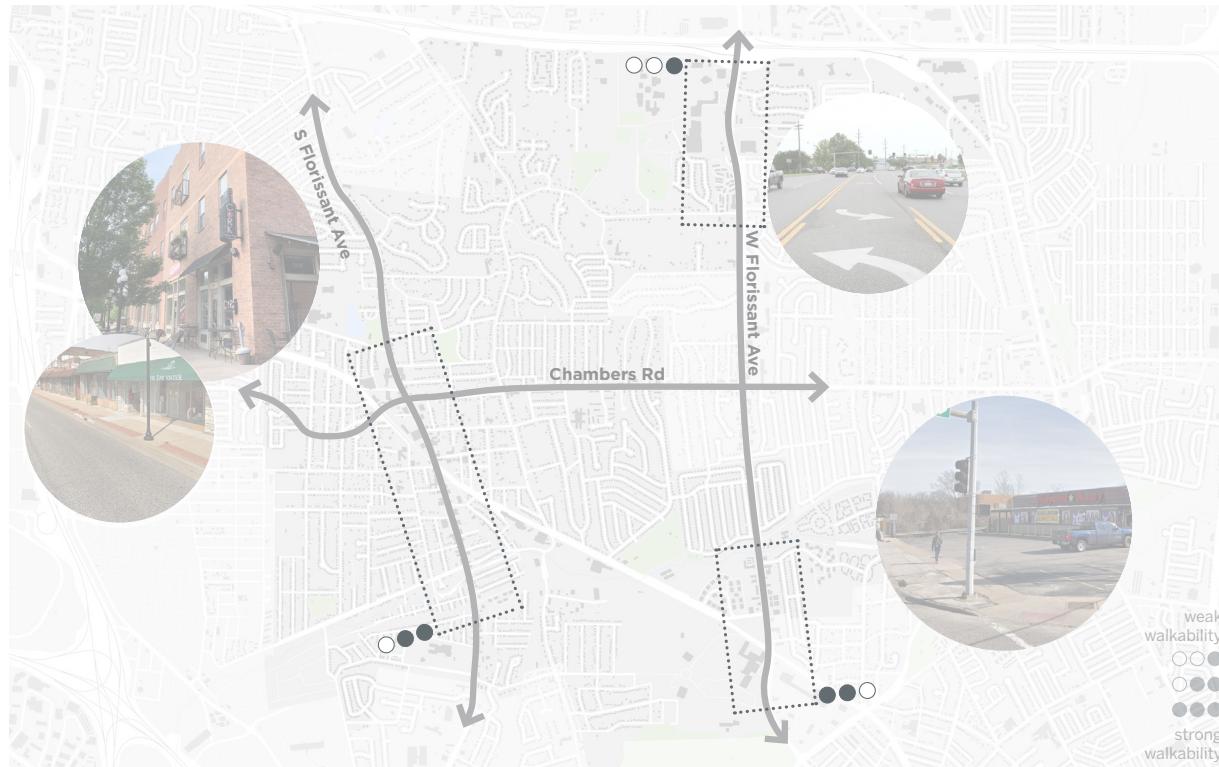


## Dynamism

Dynamism is about economic activity, and the ability of a place to adapt and evolve over time. Great places welcome entrepreneurs, innovation, start-ups, business, and commerce. Places where people from different backgrounds can meet and share ideas—are critical to dynamism and today's economy.

The experience of dynamism, like vibrancy, is different Downtown than in Southeast Ferguson, though both corridors have considerable potential. Downtown should continue to promote a mix

of uses, including residences and artists, that contribute to the unique main street character. Southeast Ferguson must continue to provide the goods and services needed from its neighborhood, but should also diversify the mix of uses, possibly to include an emphasis on entertainment that could draw visitors and expand the market for businesses along the corridor. Dynamism in the northern node of West Florissant Avenue has a different focus, and should continue to evolve to capitalize on its position near the Interstate and the community college.



## Walkability

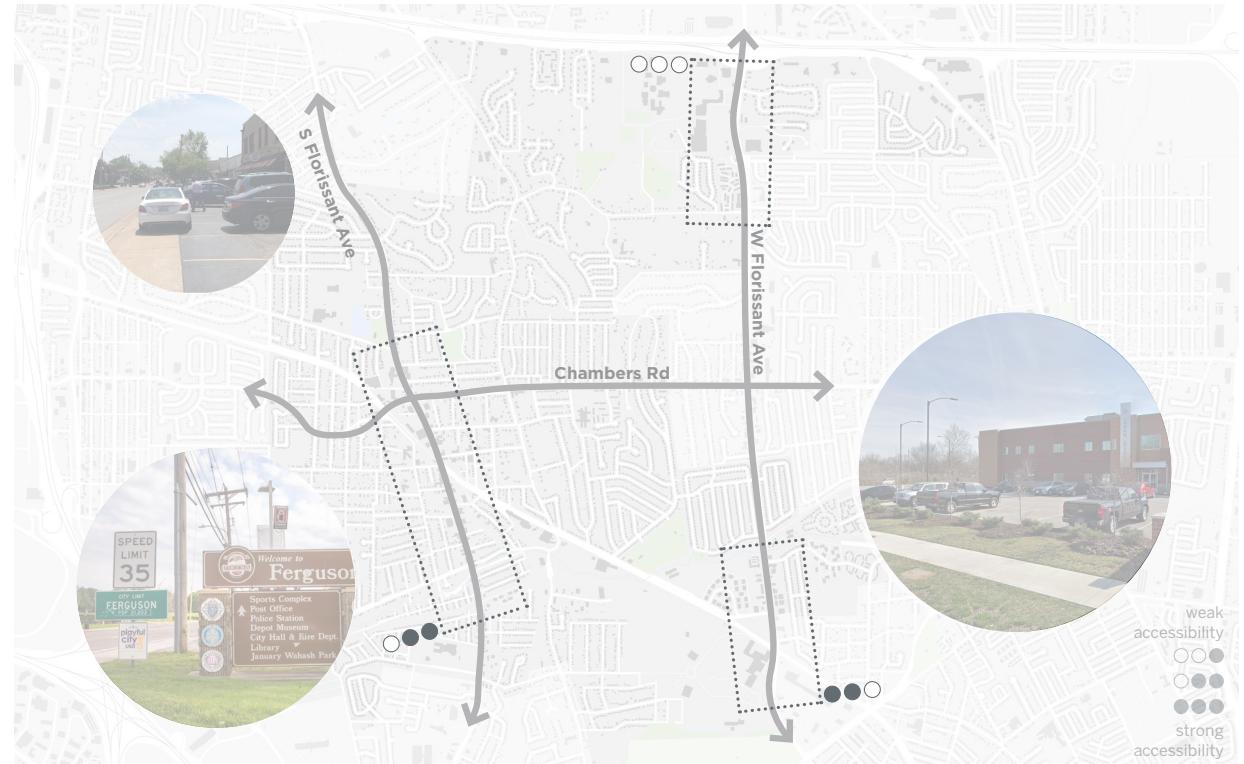
Walkability describes how comfortable it is to get around by foot. Walkable places have features that make it easy to cross a street, and buffer pedestrians from cars. Street furniture and elements such as material variety, lighting and plantings, also help with walkability.

Of the three commercial corridors, only Downtown has elements that enhance walkability. Among them, the streets are narrower and designed for slower traffic, though there is limited separation between the sidewalks and moving traffic. Narrower

streets and more signalized intersections make crossing the street safer and more comfortable. In Southeast Ferguson, though there is considerable pedestrian traffic along the corridor, the experience is considerably lacking—sidewalks are right alongside wide, busy streets with cars traveling 45 mph or faster; wide streets and infrequent crossings means people are crossing at unsignalized mid-block locations; and frequent curb-cuts for businesses means that pedestrians are often in conflict with turning automobiles. Fortunately, the West Florissant Great Streets plan has several recommendations for improving the walkability of Southeast Ferguson. Walkability in



the northern node of West Florissant Avenue is limited due to the auto-oriented nature of the area. Opportunities for improving walkability should focus on a more regional perspective of connecting northeast Ferguson with destinations beyond the city limits. The city should continue to work with MoDOT to ensure integration with the pedestrian improvements planned for the I-270 reconstruction project.



## Accessibility

Accessibility is about how easy it is for drivers and non-motorists alike to get from one place to another. An accessible place is easy to understand and navigate. Districts within a corridor let you know which areas are relatively more residential, more entertainment-oriented, or more commercial.

As with vibrancy and dynamism, both Downtown and Southeast Ferguson experience some level of accessibility, though in different ways. Downtown's accessibility is defined in large part by the buildings

and blocks. The streetscape defines the space for pedestrians and drivers. Along West Florissant Avenue in Southeast Ferguson, there are distinct segments to the corridor north and south of Northwinds Estates Drive, but the identity and navigation of the different segments is significantly limited by the design of West Florissant Avenue. At the northern node of West Florissant Avenue, accessibility is severely limited by large areas of parking, lack of defined streetscape, and a focus on auto mobility.



## Anchors

Anchors and amenities are the things that draw people to a place—and keep them coming back. A small, well-designed park can anchor a residential neighborhood. A large civic space can bring people in for festivals and events. A commercial business, such as a brewery, can anchor an entertainment district. Institutions and cultural destinations, such as libraries, arts centers, or recreation centers can also draw people.

Both Downtown and Southeast Ferguson have established anchors, some relatively new, around which to build identity and attract people to the district. Most residents consider the Farmers Market as a main focal point and attraction of the Downtown district. Future plans for the Maline Greenway to connect the Farmers Market will further enhance the attraction to Downtown. In Southeast Ferguson, the new Empowerment Center and Teen Center for Excellence become



immediate anchors for a district needing a focal point. Community conversations around a cultural center to celebrate nonviolence or civil rights could further enhance the cultural identity of the district. Combined with a new civic gathering space around the trailhead for the Maline Greenway, Southeast Ferguson could create a series of anchors around which to revitalize the corridor.



# Goals & Aspirations

**The Place and Character Plan is about creating the physical building blocks of the community in a way that invites greater connection between residents, businesses, and visitors of Ferguson. It is not just about making things attractive and inviting, but also about investing in ways that encourage interactions and support greater connections between different parts of the city. These connections have a lasting benefit for the future success of the city.**

One of the fundamental principles of creating quality places is putting people at the center. People feel most comfortable when they are not over powered by a place, and when their experience reinforces their connections to that place and the people within it. Quality and comfort are key to creating places that invite people in and allow them to interact with one another and their surroundings. Ferguson's policies, regulations, and guidelines for development and investments in infrastructure can have a profound impact on future development and placemaking, and creating safe, quality, inviting places.

Another important aspect of creating great places and community character is celebrating and promoting them when they happen. A great deal of energy, time and resources go into creating quality spaces, and it is important to recognize the contributions of individuals and groups that come together to build community. Additionally, the long-term success of quality places requires an identifiable brand and sustained promotion to attract and retain visitors. Having features, businesses, or institutions to anchor the brand and promote the place can significantly improve the chances for long-term success.



**Quality & Comfort**

The city's policies and development codes can have a profound impact on the creation of quality, comfortable places in Ferguson. It is important to assess and update development regulations and standards to encourage (and in some instances require) that new development and investments in the public realm put people at the center of planning and design.



## Identity & Cohesion

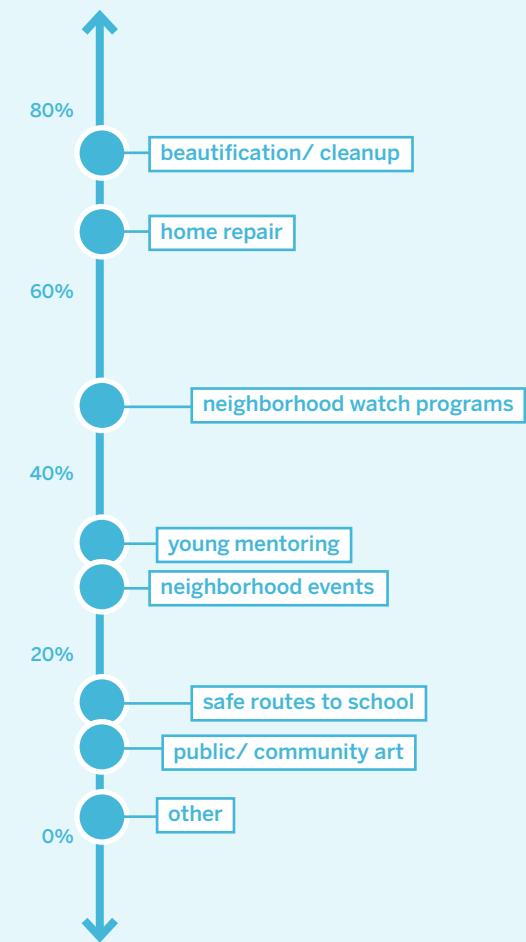
The Ferguson community is rich with diversity; its public spaces, public art, and community events should embrace and celebrate that diversity. Community gathering spaces that promote unity, comfort for all residents, and interaction between residents are needed to help the community thrive. These spaces include both civic spaces as well as informal gathering spaces such as coffee shops.

Ferguson also has a passionate and emerging arts community that is looking for opportunities to create a cohesive community. Tapping into their creative energy, and linking that energy with other community partners and institutions, will be an important piece to building a unique identity for the city's districts and neighborhoods.



### Survey Question

What community improvement activities would you like to see more of?



### Theme 1

## Quality and Comfort

**Safe, quality, inviting places do not simply happen by accident. It takes vision, passion, and resources from developers, the community, and city officials.**

There is a growing recognition in cities across the country that their development regulations and policies are actually hindering the construction of new and modern development that could meet the needs and aspirations of the community. Codes that once guided development in the 1990s are guiding development in the 2020s, and often place outdated restrictions or requirements that stifle new development.

In addition to development regulations, cities should refine policies and approaches to making investments in infrastructure. Infrastructure such as parks, playgrounds, sidewalks, and crosswalks, can go a long way to enhancing the character and safety of neighborhoods and commercial districts. It is important for policies and procedures to reflect the community's current vision, and to translate those goals into budget priorities.



### Strategy 1a

#### **Ensure that the City's development codes encourage the creation of human scale corridors that promote safe, quality, inviting places for people to gather**

Development policies and regulations from the 1980s and 90s tended to emphasize function over character. In many instances, land use and development decision making placed the experiences of people second to separating uses, restricting density, and ensuring that the level of service for cars and trucks was not impacted.

Now, there is a new focus on development regulations that attempts to put people at the center of new development. Communities are looking to mix appropriate uses to create dynamic places. They want to emphasize the form of a place, and ensure that the place works for people. They want to ensure that their regulations and decision making are not creating barriers to creating the type of community that promotes commerce, cohesion, and equity.



## Strategy 1b

### Pursue streetscape improvements that create safer, more inviting pedestrian environments

Removing regulatory barriers is one way to promote quality, creative, dynamic development. Another role the city plays is by investing in the public realm in ways that compliment the safety and attraction of new development. In order places to work for everyone, they must be accessible, comfortable, and safe.

Wider sidewalks provide spaces for mobility, gathering, and even dining and commerce. Separating sidewalks and bicycle facilities from moving traffic can make young and old alike more secure in walking and biking around the city. Streetlights, signals, and crossing aids can improve safety, especially around active intersections and transit stops. Investments in streetscape improvements is a tangible demonstration of the city's commitment to supporting the creation of safe and inviting public spaces.

## Spotlight: Pop-up Placemaking

Placemaking inspires people to collectively re-imagine and reinvent public spaces as the heart of every community. Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution.

With community-based participation at its center, an effective placemaking process capitalizes on a local community's assets, inspiration, and potential, and it results in the creation of quality public spaces that contribute to people's health, happiness, and well-being.

"Pop-up" events can be a good way to bring a community together around an idea for improving public space. These events can be a way of testing traffic calming improvements (with temporary materials like paint and haybales), or even filling otherwise vacant storefronts with aspiring businesses or artists for a weekend. Pop-up projects take effort to organize and implement, but can offer an exciting example of what else is possible.

Public community art installations, like murals, can also be very powerful. Community arts can include people from all backgrounds, give them a medium for sharing their experience, and give new life to a place.

Often, there is a lack of available funding for public space improvements. "Pop-up" projects are appealing not only because they are relatively cheap, but also because they are quick to implement. In Portland, the City Repair Project has transformed ordinary intersections into vibrant public spaces. Working with communities and volunteers to paint giant murals onto intersections, they focus on turning car-centered roadways into lovable places. In this process, community members of all ages and walks of life are invited to paint together, often over the course of a weekend. The resulting mural then turns the intersection into both a gathering place and a point of pride for the neighborhood, and ultimately helps in calming traffic and making streets safer.



## Theme 2

# Identity and Cohesion

**Successful districts and neighborhoods are unified in their vision and the actions they undertake to implement that vision.**

This unity often centers around the unique identity of the district, often built around key community assets or even anchor institutions. Sustained success happens when that identity is celebrated and promoted, instilling a sense of pride in the place, and inviting others to explore the place and experience its uniqueness, quality and character first hand.



## Strategy 2a

### Celebrate and strengthen Ferguson's vibrant artist community

One element often found in successful places is civic art. Done well and collaboratively, civic art reflects the heart of a community and is a way to unify people around a shared community vision. Civic art becomes part of a district's identity, and is an expression of that identity to the rest of the world.

Ferguson's emerging arts community seeks to be an active partner in creating quality, vibrant places throughout the city. City leaders should promote the creation of civic art by developing guidelines and perhaps even committing resources for installations around the city.



## Strategy 2b

### For key commercial districts, create public realm enhancements, development policies, and marketing strategies that enhance and promote the brand of each

Successful commercial districts have a distinct identity, or brand, that captures the essence of the district. They use this brand to convey an image—hip, quirky, creative, innovative, historic—and then use that image as the unifying element for the success of the district. Architectural style, types of tenants and businesses, even the type of streetscape design, all play an important part in building a district's image and brand.

Both Downtown Ferguson and the West Florissant District have also played important roles in Ferguson's history—whether related to the community's establishment, or its role in the modern civil rights movement. These histories should be celebrated through programs and physical spaces and places in both commercial districts.



## Strategy 2c

### Continue to develop community anchors and amenities at key nodes

In many instances, a district's identity centers around prominent community anchors or amenities. This might be a park, a public fountain, or civic art installation. It might be an historic train depot, a modern cultural center, or historic marker.

These anchors and amenities help create the brand for the district, and can be the catalyst for new development and an important part of sustained success. Strengthening and creating new anchors in Ferguson's walkable commercial districts—including 501 Plaza in Downtown Ferguson, or a new Civil Rights District on West Florissant—will create new opportunities for community gathering and to draw visitors to the community.

Ferguson should also work to integrate large institutions into the city's fabric—such as Emerson on West Florissant, and St. Louis Community College-Florissant Valley into the city's northern commercial districts.

## Spotlight: Granite City Arts District

The Granite City Art and Design District (GCADD) is a consortium of creative project spaces in downtown Granite City, Illinois. Members and residents of the district are working to clear lots, rehab historic buildings, and create opportunities for local artists to install creative exhibitions that serve the community. It encompasses most of the 1800 block of State street in downtown Granite City, including a former insurance agency, doctor's office and hardware and paint store as well as parking and vacant lots.

The community has also partnered to create affordable artists housing in the district. The former YMCA, the last major vacant building in the downtown Granite City area, had been vacant for over 14 years. In 2019 it was transformed into an arts hub and affordable apartments. The project includes 37 affordable apartments, with commercial spaces, common areas, and amenities for use by residents.

The development is focused on serving artists and veterans who live in the Granite City area and are interested in living downtown, where proximity to amenities such as City Hall,

restaurants and coffee shops, movie theater, and parks are within walking distance. Funding for the project comes from a variety of sources—affordable housing tax credit and historic rehabilitation tax credit equity, HOME funds provided by Madison County Community Development and the Illinois Housing Development Authority along with charitable contributions from US Bank NA.



# Implementation

The Place & Character framework in many ways pulls together the physical aspects of the other frameworks to convey the overall experience of Ferguson.

The six elements that contribute to define a sense of place—livability, vibrancy, dynamism, walkability, accessibility, and anchors—touch the many different ways people experience Ferguson. Whether one is a resident, shopper, business owner, commuter, or visitor, the experience of the places in Ferguson impact feelings of community pride, comfort, sense of belonging, and safety.

Though the Place & Character framework focuses on the commercial corridors, it can truly be applied throughout the city. Inviting and accessible commercial districts can encourage people to socialize, linger, and shop more. Safe and welcoming neighborhoods can instill a sense of unity and shared responsibility for a neighborhood's upkeep. Comfortable and attractive parks bring together residents of all ages and abilities to gather, rest and recreate. What all of these examples have in common is the experience of quality places bringing people together.



Throughout the conversations around the creation of OurFerguson 2040, a recurring theme was what an asset the people of Ferguson are, and how important it is for the future of Ferguson to embrace its celebrated diversity. One visible way to support this vision is by creating places where people want to be, where they feel safe and welcomed, and where they feel a sense of pride and

ownership. Creating quality places takes vision, energy, resources, collaboration and creativity, all of which can spin off into other elements of the city, other frameworks of the plan, to create sustained momentum.

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Quality &amp; Comfort</b>							
Review and update the City's zoning ordinance and form-based code to encourage the creation of human-scale corridors that promote safe, quality, inviting places for people to gather.	zoning change; other regulatory change	near-term		X			
Within the Walkable Retail & Mixed-Use development districts, identify improvements to the public realm that can improve the pedestrian experience, and enhance the connection to and visibility of active commercial uses (such as by widening sidewalks, adding parallel parking, including pedestrian curb bumpouts, adding medians, expanding tree lawns, and adding street furniture or landscaping).	study and plan; zoning update; capital improvements	ongoing		X		o	business districts
Continue to acquire property in the flood plain in order to support accessibility to the 501 Plaza, expand opportunities for programming, and mitigate the impacts of flooding.	capital improvements	ongoing		X			

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Identity &amp; Cohesion</b>							
Consider the creation of an arts-focused district, including a cluster of arts-focused uses such as galleries, studios, music and entertainment venues, and more.	program	near-term		o	X	o	local artists
* Coordinate with owners of vacant commercial buildings to allow for the creative, temporary use of their buildings.	program, zoning change	near-term	o	o		o	business districts; local artists
Update the City's zoning ordinance to include provisions for maintaining the historical character of the city.	zoning change	near-term	o	X		o	Ferguson Historical Society
Find opportunities to celebrate the city's historic character, such as by sponsoring walking tours of the city, and/or formalizing a trail connecting main historic landmarks, including sites of importance in the modern civil rights movement.	zoning change	near-term	o	X		o	Ferguson Historical Society
Create a plan to identify and formalize the brand and/or identity of specific districts within Walkable Retail & Mixed-Use development districts, including a plan for tenanting and business attraction and attraction.	study or plan	medium-term		X		o	business districts

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Identity &amp; Cohesion (continued)</b>							
Develop design guidelines that promote the use of quality of materials and cohesion in building character in Walkable Retail & Mixed-Use development districts.	regulatory change	medium-term		X			
* Explore the creation and formalization of historical markers, cultural centers, and/or development that honors the legacy of the Ferguson community's role in the modern civil rights movement. Engage residents and local community groups in the process to ensure that the events are honored with appropriate sensitivity.	study or plan	medium-term	o	X	o	o	Human Rights Commission; Forward through Ferguson
* Update the Downtown Strategic Development Plan, to celebrate successes, and identify new opportunities that respond to current circumstances and needs.	study or plan	medium-term	o	X	o	o	Ferguson Special Business District
Support the creative community use and beautification of vacant and underutilized lots, such as with food trucks, community art, urban agriculture, and more.	policy, zoning change	ongoing	o	X		o	neighborhood associations

indicates priority action item \*





These challenges will be very important to address in the coming years. The **presence of large employers** in Ferguson is important, and **linking residents with economic opportunity** is important, and **developing the region** through **strong education**, **small business development**, and **local business** development is important.

## Local Health

### Assets

### Challenges

# Appendix

# Consolidated Implementation Matrix

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Housing &amp; Neighborhoods</b>							
* Create a resident-driven Small Area Plan for the North Hills Community Reinvestment Area that outlines specific community priorities for investment and redevelopment.	plan or study	near-term	o	X		o	Neighborhood associations; local faith groups; Emerson
Establish a small home repair grant program to support low- and moderate-income homeowners in addressing health and safety issues.	program	near-term	o	X			FNIP; St. Louis County Affordable Housing Trust Fund; Forestwood CDC; Rebuilding Together
Establish and utilize criteria for guiding a proactive code enforcement regimen that also connects property owners and neighborhood groups with resources and technical assistance to address issues, with a focus in Neighborhood Stabilization Areas.	policy change	near-term			X		CAASTL; FNIP
Establish and utilize need-based criteria for identifying selective demolition priorities; fund and carry out priority demolitions.	policy change	near-term			X		
Consider creating incentives (such as fee waivers, rebates, or fast-track permitting) to encourage good landlords that meet set criteria for high performance.	policy change	near-term			X		

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Housing &amp; Neighborhoods (continued)</b>							
Coordinate with organizations to expand education around fair housing, tenant rights, foreclosure mitigation, and available supports.	coordination	near-term	o	o		X	Metropolitan St. Louis Equal Housing & Opportunity Council
* Partner with nonprofits to connect renters at risk of eviction with resources to stay stably housed	coordination	near-term	o	o	o	X	CAASTL; Urban League, EHOC; Salvation Army
Establish a Southeast Ferguson Neighborhood Task Force to support ongoing planning in the area, including through facilitation, sharing of information, identification of supportive capital improvements, etc.	governance & capacity	near-term	o	X		X	Healthy & Homes; large apartment owners; Urban League; Boys and Girls Club
* Review and update the City's zoning ordinance to create quality open space while allowing for desirable development models in potential future redevelopment in multifamily zoning districts.	zoning change	near-term		X			
Ensure that zoning allows for small- and medium-scale multifamily uses in Walkable Mixed-Use and Walkable Commercial Districts.	zoning change	near-term		X			

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Housing &amp; Neighborhoods (continued)</b>							
In Neighborhood Stabilization and Community Reinvestment Focus Areas, explore assembling small post-war single-family properties for renovation targeted to specific markets, such as students and/or downsizing seniors.	program	medium-term		o		X	FNIP; Forestwood CDC
Explore renovation of small post-war single-family properties for scattered-site affordable rental housing in partnership with experienced social service providers and property managers.	program	medium-term		o		X	
Explore the redevelopment of small post-war single-family properties in locations where it is desirable to provide greater diversity in the City's housing stock.	study or plan	medium-term		X		o	
Explore creating full-time staff positions within a new or existing non-profit entity to lead housing and neighborhood development initiatives.	governance & capacity	medium-term	o	o		X	FNIP
Explore creation of a small grant program for neighborhood associations to support community building activities.	program	medium-term	o	X		o	neighborhood associations

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Housing &amp; Neighborhoods (continued)</b>							
Expand and connect prospective homebuyers to first-time homebuyer assistance programs, including credit repair, financial counseling, and downpayment assistance.	program	ongoing		o	o	X	FNIP; St. Louis County Affordable Housing Trust Fund; Forestwood CDC; Habitat for Humanity; Beyond Housing
Explore the creation of additional historic districts to promote the preservation of historic character in the city's older neighborhoods.	program	ongoing		X		o	
Continue to survey and monitor the condition and needs of residential properties in the city.	coordination	ongoing		X			Lindenwood GIS
Evaluate the use of Community Development Block Grant (CDBG) and other entitlement funds based on community priorities and other available resources.	policy change	ongoing		X			
Support the creation of housing supports for seniors, including affordable housing and resources for home accessibility modification.	program & coordination	ongoing	o	o	o	X	St. Louis County Older Adult Commission; St. Louis County Office of Community Development

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators	
			individuals & community groups	city	region		
<b>Transportation &amp; Mobility</b>							
Work with St. Louis County and Metro to plan for and install enhancements such as benches, lighting, and shelters at key transit stops along high-frequency bus routes	coordination	near-term		o	o	o	St. Louis County Department of Transportation
Engage community members, including business and community arts partners, to work with Great Rivers Greenway to plan for investments in the public realm to enhance the Maline Greenway trailhead as a focalpoint for civic gathering and expression.	study or plan	near-term		o	o	X	Great Rivers Greenway
Support pedestrian safety education within the schools serving Ferguson residents, including Safe Routes to School.	program	near-term		o	o	X	St. Louis County Department of Health; school districts
Explore the creation of parallel parking in Walkable Mixed-Use Districts to expand access to parking and improve the pedestrian experience.	study or plan	near-term		X			
Incorporate relevant recommendations from the St. Louis County Bike-Walk Action Plan.	study or plan	medium-term		o	X	o	St. Louis County Department of Transportation

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Transportation &amp; Mobility (continued)</b>							
Engage community members to identify desired improvements to the safety and usability of the Ted Jones Trail.	study or plan	medium-term	o	o		X	Trailnet; St. Louis County Parks Department
* Implement pedestrian improvements at priority locations.	capital improvement	medium-term		X		o	St. Louis County Department of Transportation
Identify and consider formalizing local cross-neighborhood rights of way as a means to enhance walkability within and between neighborhoods and commercial areas.	study or plan	medium-term		o		o	
Coordinate with regional transit providers to explore the potential of Bus Rapid Transit on West Florissant.	study or plan	long-term		o	X	o	Metro
* Explore the potential for expanding hyper-local transportation options that improve accessibility to local services and amenities, including but not limited to the use of the Jolly Trolley, etc.	study or plan	long-term	o	X	o		Metro; St. Louis County Department of Transportation

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Transportation &amp; Mobility (continued)</b>							
Ensure that local land use and public realm improvements support safe and convenient access to transit, with special consideration for high-frequency routes.	coordination	ongoing		X	o		Metro; St. Louis County Department of Transportation
Continue to coordinate with partners on BUILD grant proposals to align submissions with local transportation needs and investments.	coordination	ongoing		X	o	o	Health & Homes; St. Louis County Department of Transportation
Reassess and continue to implement the City's Pedestrian and Bicycle Plan, identifying priority improvements for consideration within each annual budget and/or 5-year capital plan.	capital improvement	ongoing		X			

\* indicates priority action item

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Jobs &amp; Economy</b>							
* Coordinate with local economic development partners to connect small businesses to technical assistance and other resources to support their stability and prosperity.	program	near-term	o	o		X	St. Louis Economic Partnership
Explore the creation of Community Improvement Districts (CIDs) in both Walkable Mixed-Use Districts to support placemaking, marketing, capacity building, programming, and business attraction and retention efforts.	governance & capacity	near-term		X		o	business districts
Consider establishing a small business ombudsman or "one-stop-shop" process within the City to serve as a central point of contact for all new and existing small businesses in Ferguson.	policy	near-term		X			business districts
Explore the potential for live-work uses that contribute to the character of a Walkable Mixed-Use District and/or a potential arts-focused district.	zoning change	near-term		X			

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Jobs &amp; Economy (continued)</b>							
Explore the potential for employer-assisted housing programs with employers and institutions in or near Ferguson.	program	near-term		o	o	x	Emerson; Boeing; Express Scripts; St. Louis-Lambert International Airport; Centene; University of Missouri-St. Louis; FNIP
Explore infrastructure improvements, programs, and other activities to ensure that all Ferguson residents have access to the internet.	plan or study	near-term	o	x		o	
Survey and understand the retail potential in Walkable Retail and Mixed-Use development districts, including the preferences of employees within large companies.	plan or study	medium-term		o	x	o	Health & Homes; Emerson
Coordinate with large employers and institutions to broaden opportunities for Ferguson-based small businesses to compete for service contracts.	program	long-term		o		x	Emerson; Centene; University of Missouri-St. Louis
Continue to identify infrastructure investments that could support the city's ability for economic development that leverages nearby assets, such as St. Louis-Lambert International Airport and NorthPark	coordination	long-term		o	x	o	St. Louis Economic Partnership

## Appendix

### OurFerguson2040

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Jobs &amp; Economy (continued)</b>							
Continue to promote both business districts through marketing, branding, and special events.	program	ongoing	o	o		X	business districts
Establish regular working relationships with large local employers and education institutions, including through board representation and working committees on specific initiatives.	coordination	ongoing	o	o		X	Emerson; Centene; Negwer; UMSL; St. Louis Community College; the YMCA
* Identify specific roles for large local employers to participate in City-led neighborhood and economic development initiatives, such as in small area planning processes.	coordination	ongoing	o	X	o	o	Emerson; Centene; University of Missouri-St. Louis
* Continue to connect community members to available workforce development programs and services.	coordination	ongoing	o	o	o	X	Urban League; Boys & Girls Club; St. Louis County Workforce Development; St. Louis Community College
* Work with local faith leaders and other community-based entities to identify additional needed workforce development services and programs.	coordination	ongoing	o	o	o	X	Southeast Ferguson Neighborhood Association

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Jobs &amp; Economy (continued)</b>							
Explore the potential to use Community Center facilities for workforce development programs.	coordination	ongoing		X		o	
Continue to explore all opportunities to encourage and incentivize hiring of Ferguson residents by existing and new businesses located in Ferguson	coordination	ongoing	o	X	o	o	
Continue to reduce barriers to establishing and operating home-based small businesses.	zoning			X			

\* indicates priority action item

## Appendix

### OurFerguson2040

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Environment &amp; Wellbeing</b>							
* Conduct a detailed assessment of the parks and recreation system serving Ferguson, and broadly engage with community residents to identify priority additions, needed improvements to accessibility, amenities, and safety supports to better meet community needs.	study or plan	near-term	o	X		o	St. Louis County Parks Department; local schools; YMCA; Boys & Girls Club; Great Rivers Greenway
* Review and update the City's zoning ordinance to remove barriers to the addition of quality open space within multifamily zoning districts.	zoning change	near-term		X			
Review and update the City's zoning ordinance and other policies to support urban agriculture and gardening, including support for associated activities such as education, training, and the sale of goods.	zoning change	near-term		X		o	EarthDance; Gateway Greening; UMSL Extension Office; Health & Homes
* Explore strategies for improving access to the Ferguson Community Center, the YMCA, the library and other recreation and after-school programs and services, including but not limited to shuttle service, and partnerships with local multifamily property managers.	program	near-term	o	X		o	school districts serving Ferguson; local schools; apartment property managers; Boys & Girls Club; YMCA

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Environment &amp; Wellbeing (continued)</b>							
Ensure that the City's zoning ordinance facilitates the installation of renewable energy systems on all residential, commercial, and industrial property.	zoning change	near-term		X		o	U.S. Green Building Council, Missouri Gateway Chapter
Explore the potential to update the City's electrical and building codes to improve the health, safety, and durability of the City's building stock.	other regulatory change	near-term		X			
Connect property owners to technical assistance resources for flood preparation and recovery.	program	near-term	o	X	o		Metropolitan St. Louis Sewer District; State Emergency Management Agency
Consider developing a disaster and emergency action plan.	plan or study	near-term	o	X	o	o	
Revisit the City's study of opportunities to incorporate sculpture and other artwork along the Ted Jones Trail.	study or plan	medium-term		X		o	
Identify opportunities to facilitate the development of electric vehicle charging stations, including through the zoning code.	policy change	medium-term		X		o	

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Environment &amp; Wellbeing (continued)</b>							
Develop a local environmental action plan / strategy that identifies the full range of opportunities to address and mitigate the impact of climate change in Ferguson.	plan or study	medium-term	o	X	o	o	
Explore opportunities to benchmark and monitor City facilities' energy use and efficiency.	policy change	medium-term		X		o	U.S. Green Building Council, Missouri Gateway Chapter
Promote energy- and water-efficiency improvements and the installation of renewable energy infrastructure within City facilities.	policy change	medium-term		X		o	U.S. Green Building Council, Missouri Gateway Chapter
Assess waterways for erosion issues, and identify needed interventions.	program	medium-term	o		X		Metropolitan St. Louis Sewer District

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Environment &amp; Wellbeing (continued)</b>							
Pursue opportunities to provide evening and weekend public access to school facilities—such as playgrounds—to improve access to quality open space and recreation facilities.	coordination	ongoing		o		o	local schools
Continue to support accessibility and connectivity to the Ferguson Farmers Market such as by integrating Maline Greenway, expanding parking, enhancing bike accessibility, and ensuring the availability of affordable options.	coordination	ongoing		X		o	Great Rivers Greenway; Ferguson Farmers Market
Explore opportunities to establish wellness centers for seniors and others with underlying health risks, with co-located health services that promote preventative health care and expand access to treatment	program	ongoing		o	o	X	Christian Hospital; Salvation Army; Empowerment Center
* Connect residents and property owners to technical assistance and resources for weatherization and other energy-efficiency improvements.	coordination	ongoing	o	o		X	CAASTL; local faith groups; Urban League

indicates priority action item \*

## Appendix

### OurFerguson2040

Action	Type	Timeframe	Involvement			Partners & Collaborators
			individuals & community groups	city	region	
<b>Land Use &amp; Development</b>						
Explore the creation of Community Improvement Districts (CIDs) and/or other * funding mechanisms in all Walkable Mixed-Use Districts to support placemaking, marketing, programming, and business attraction efforts.	study	near-term		X		o
Create a plan to identify and formalize the brand and/or identity of specific districts within Walkable Retail & Mixed-Use development districts, including a plan for tenanting and business attraction.	study or plan	near-term		X		o business districts
Create a portal on the City's website where * the public can review information about local development proposals.	policy	near-term		X	o	o
Identify a development planning and review process that better engages and informs City residents and community leaders.	governance & capacity	near-term	o	X		
Consider creating a user's manual to improve accessibility and understanding of the City's zoning ordinance.	program	near-term		X		

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)			Partners & Collaborators
			individuals & community groups	city	region	
<b>Land Use &amp; Development (continued)</b>						
Study opportunities to consolidate access points and curb cuts in order to improve pedestrian experience in Walkable Mixed-Use and Walkable Commercial Districts, such as those detailed in the West Florissant Great Streets Plan	study	medium-term		X		o
* Identify opportunities for assembling and consolidating vacant and underutilized parcels to facilitate quality redevelopment, and ensure that there is sufficient communication about redevelopment priorities so that long-term property owners can plan accordingly.	study	ongoing		X		
Continue to operate the facade easement improvement program and other small business assistance activities; make assistance available to businesses in all Walkable Mixed-Use Districts whenever possible.	program	ongoing		X		o
Continue to promote the availability of incentives and supports such as Tax Increment Financing, Transportation Development Districts, the Economic Development Sales Tax, etc.	coordination	ongoing		X		o

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Land Use &amp; Development (continued)</b>							
Support active recruitment and robust onboarding/education for commission members.	governance & capacity	ongoing		X			
Continue to encourage and incentivize contracting with Minority and Women Business Enterprises (MWBE) on public projects, projects that receive incentives, and other private investment.	policy	ongoing		X	o	o	
Continually review use of incentives to identify opportunities to make them more supportive of and accessible to small businesses, local/small developers, and Minority and Women Business Enterprises (MWBE).	policy	ongoing	o	X	o	o	

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Place &amp; Character</b>							
Review and update the City's zoning ordinance and form-based code to encourage the creation of human-scale corridors that promote safe, quality, inviting places for people to gather.	zoning change; other regulatory change	near-term		X			
Consider the creation of an arts-focused district, including a cluster of arts-focused uses such as galleries, studios, music and entertainment venues, and more.	program	near-term		o	X	o	local artists
Coordinate with owners of vacant commercial buildings to allow for the creative, temporary use of their buildings.	program, zoning change	near-term	o	o		o	business districts; local artists
Update the City's zoning ordinance to include provisions for maintaining the historical character of the city.	zoning change	near-term	o	X		o	Ferguson Historical Society
Find opportunities to celebrate the city's historic character, such as by sponsoring walking tours of the city, and/or formalizing a trail connecting main historic landmarks, including sites of importance in the modern civil rights movement.	zoning change	near-term	o	X		o	Ferguson Historical Society

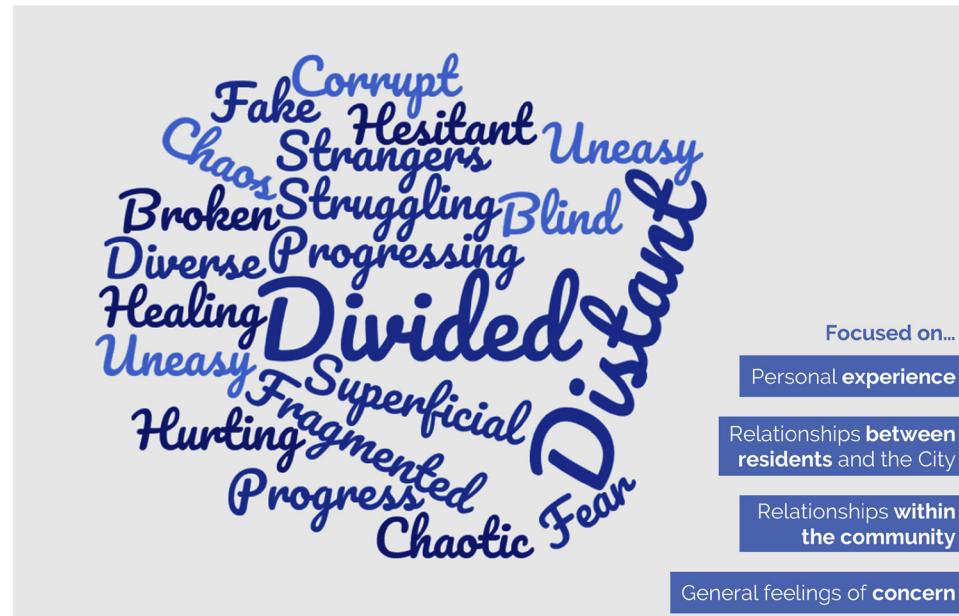
Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Place &amp; Character (continued)</b>							
Create a plan to identify and formalize the brand and/or identity of specific districts within Walkable Retail & Mixed-Use development districts, including a plan for tenanting and business attraction and attraction.	study or plan	medium-term		X		o	business districts
Develop design guidelines that promote the use of quality of materials and cohesion in building character in Walkable Retail & Mixed-Use development districts.	regulatory change	medium-term		X			
* Explore the creation and formalization of historical markers, cultural centers, and/or development that honors the legacy of the Ferguson community's role in the modern civil rights movement. Engage residents and local community groups in the process to ensure that the events are honored with appropriate sensitivity.	study or plan	medium-term	o	X	o	o	Human Rights Commission; Forward through Ferguson
* Update the Downtown Strategic Development Plan, to celebrate successes, and identify new opportunities that respond to current circumstances and needs.	study or plan	medium-term	o	X	o	o	Ferguson Special Business District

indicates priority action item \*

Action	Type	Timeframe	Involvement (X - lead entity; o - supporting entity)				Partners & Collaborators
			individuals & community groups	city	region	other partners	
<b>Place &amp; Character (continued)</b>							
Within the Walkable Retail & Mixed-Use development districts, identify improvements to the public realm that can improve the pedestrian experience, and enhance the connection to and visibility of active commercial uses (such as by widening sidewalks, adding parallel parking, including pedestrian curb bumpouts, adding medians, expanding tree lawns, and adding street furniture or landscaping).	study and plan; zoning update; capital improvements	ongoing		X		o	business districts
Continue to acquire property in the flood plain in order to support accessibility to the 501 Plaza, expand opportunities for programming, and mitigate the impacts of flooding.	capital improvements	ongoing		X			
Support the creative community use and beautification of vacant and underutilized lots, such as with food trucks, community art, urban agriculture, and more.	policy, zoning change	ongoing	o	X		o	neighborhood associations

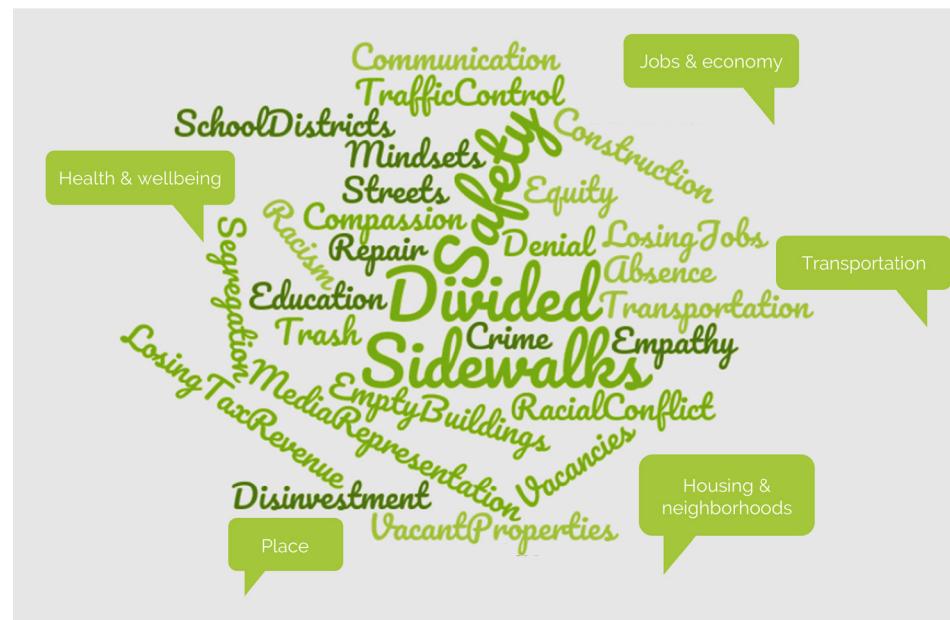
\* indicates priority action item

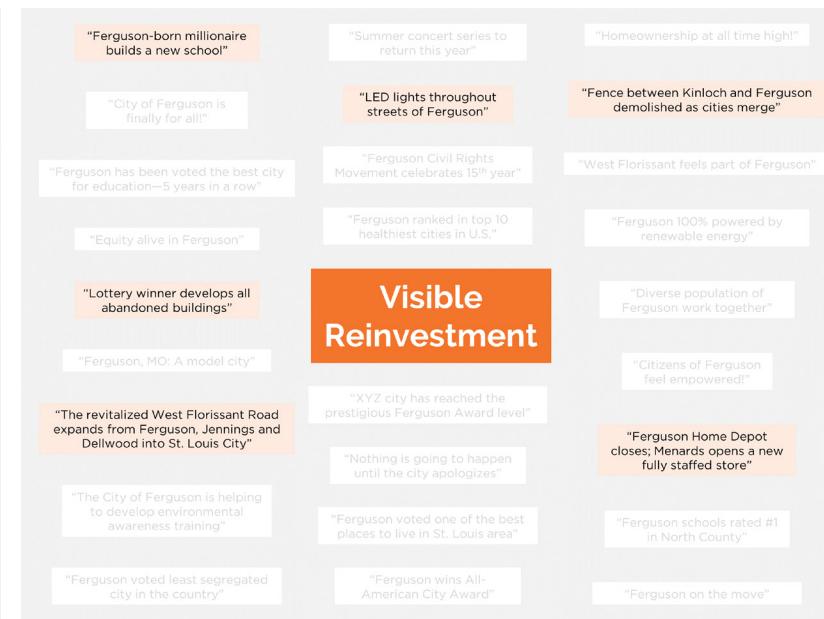
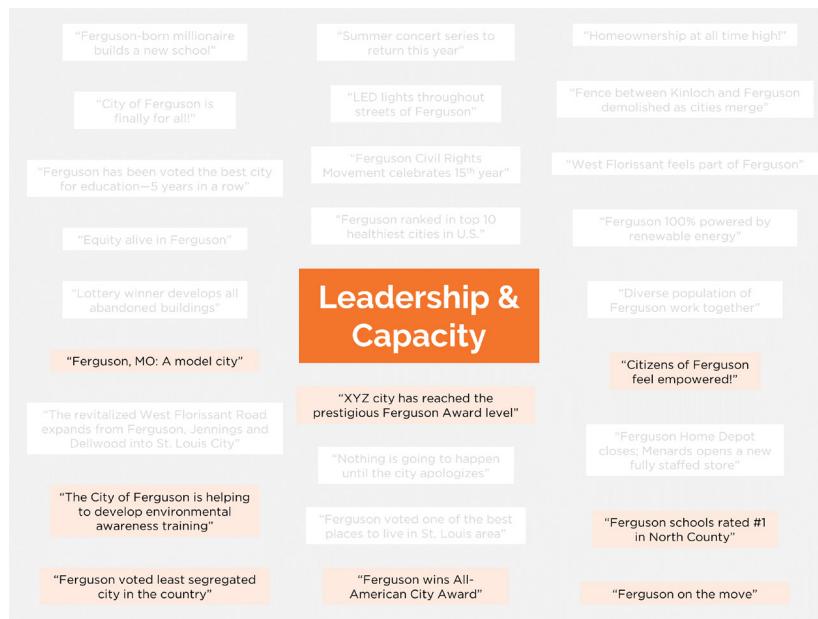
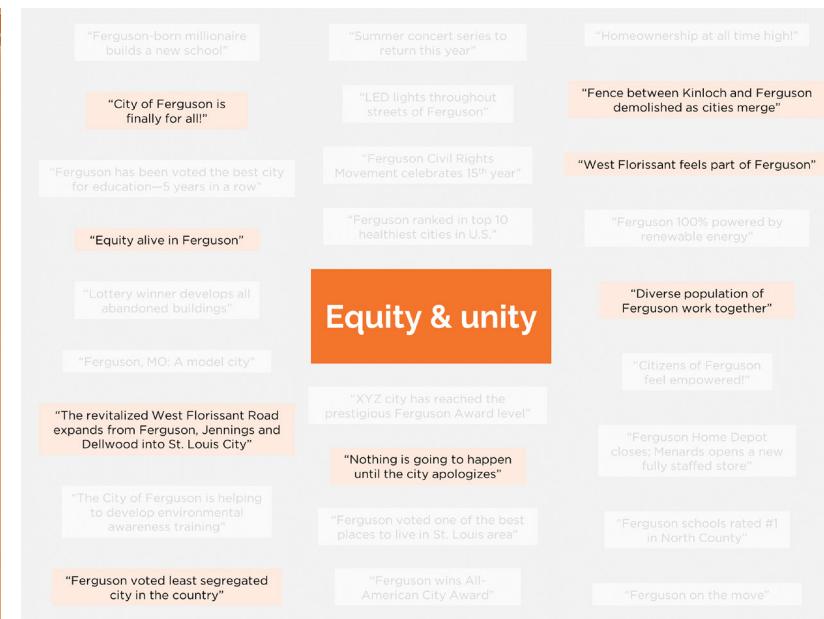
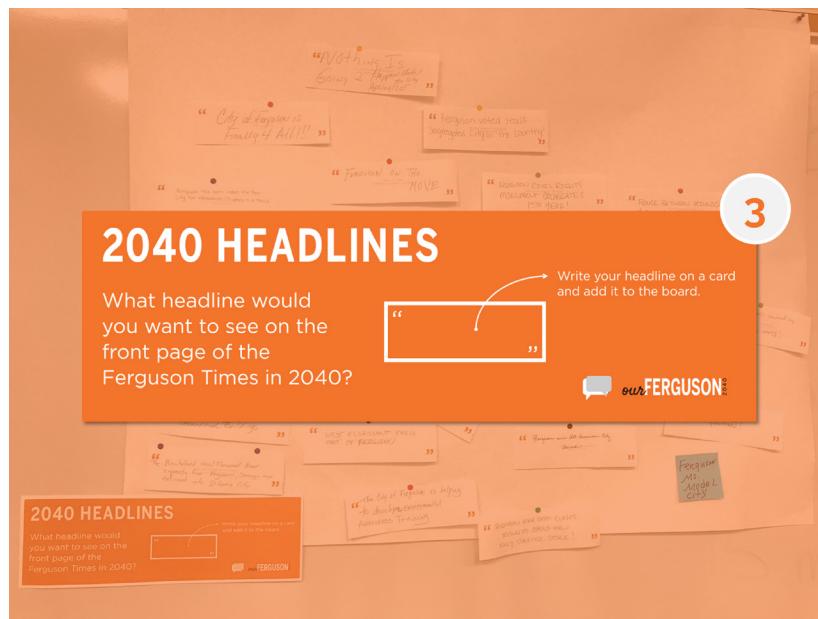
## Public Workshop Prompts, Feedback, & Boards



## Appendix

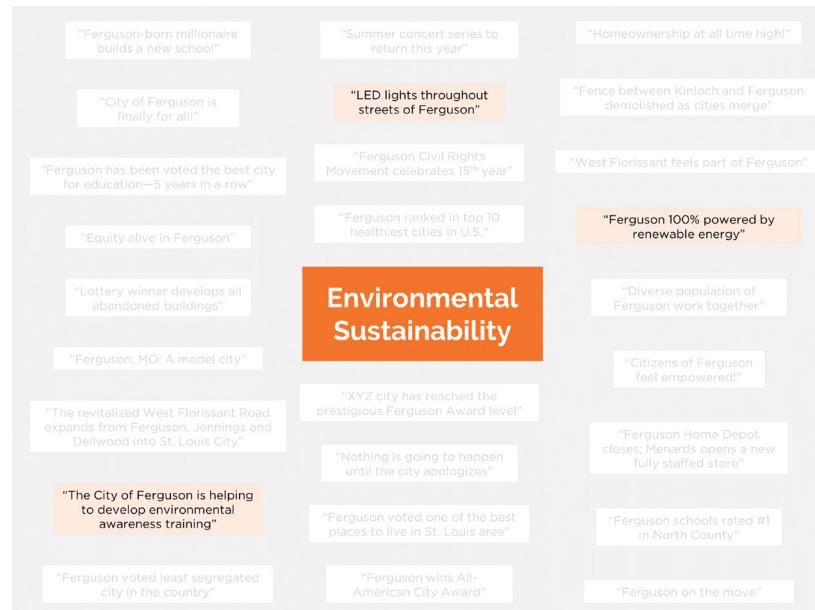
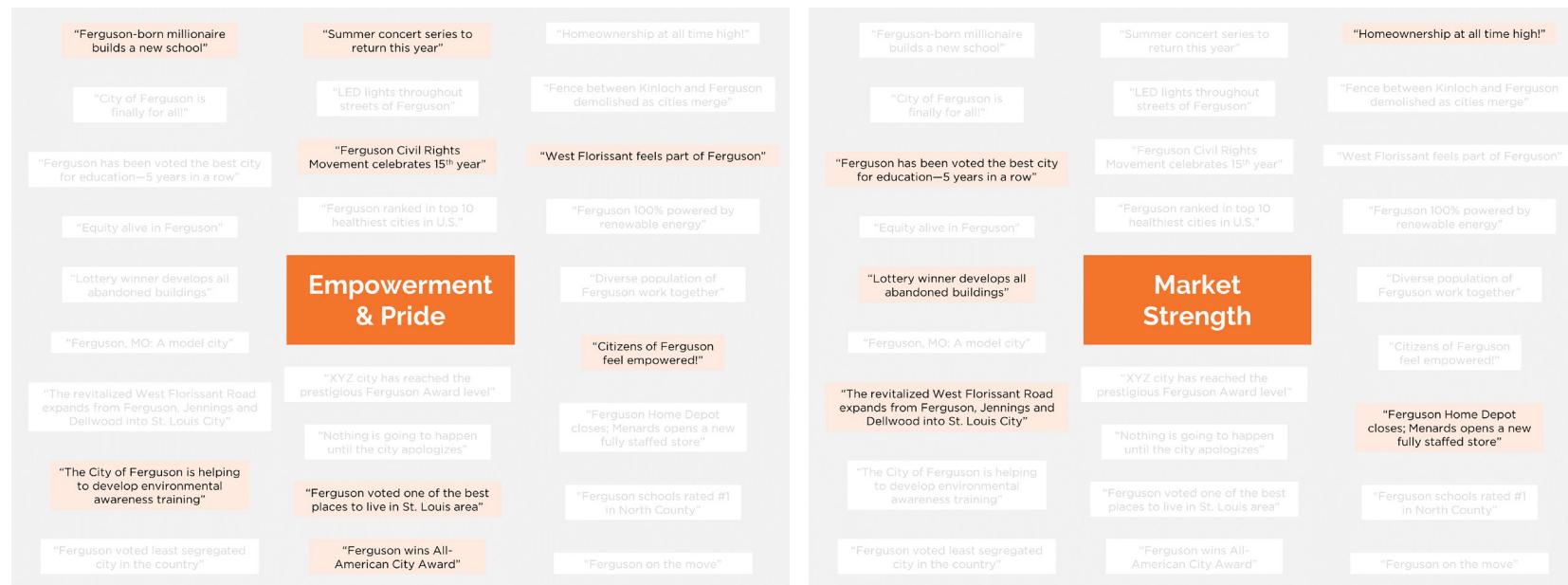
### OurFerguson2040





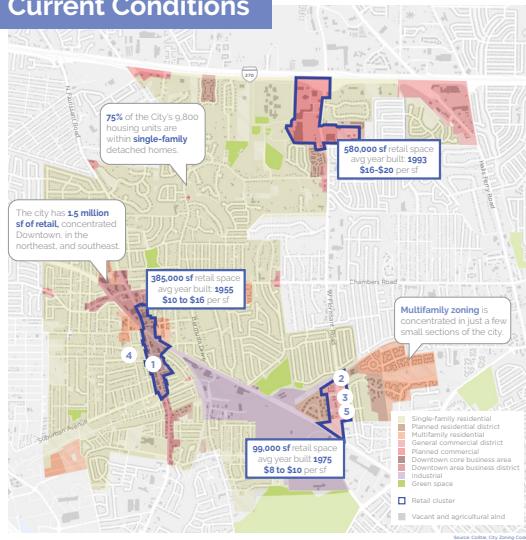
# Appendix

## OurFerguson2040

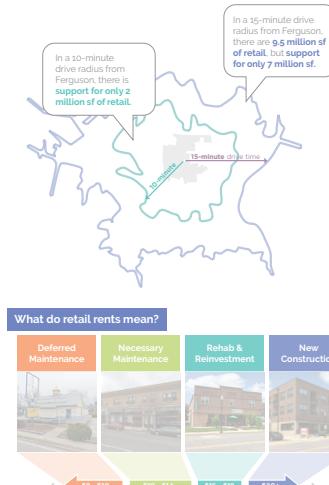


# Development

## Current Conditions

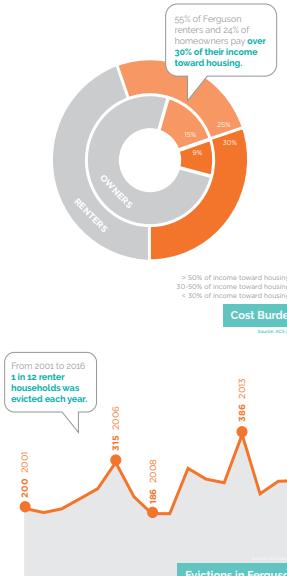
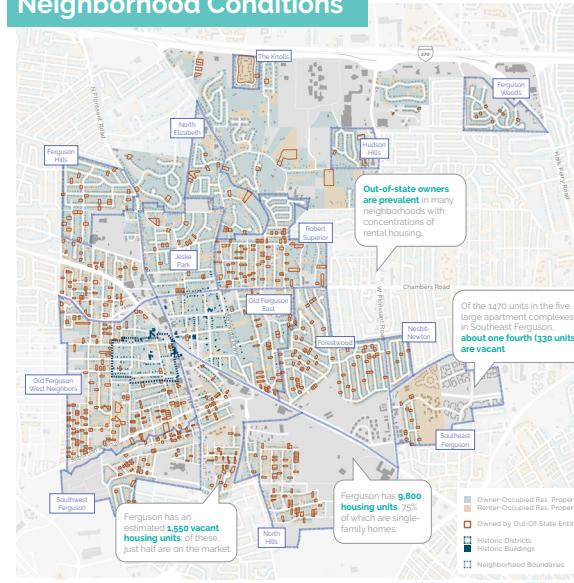


## Retail Market

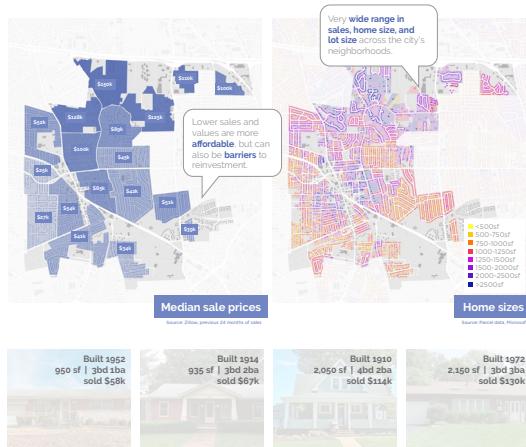


# Housing & Neighborhoods

## Neighborhood Conditions



## Residential Real Estate



## Development Momentum



## Resident Housing Affordability



## What is "affordable"?



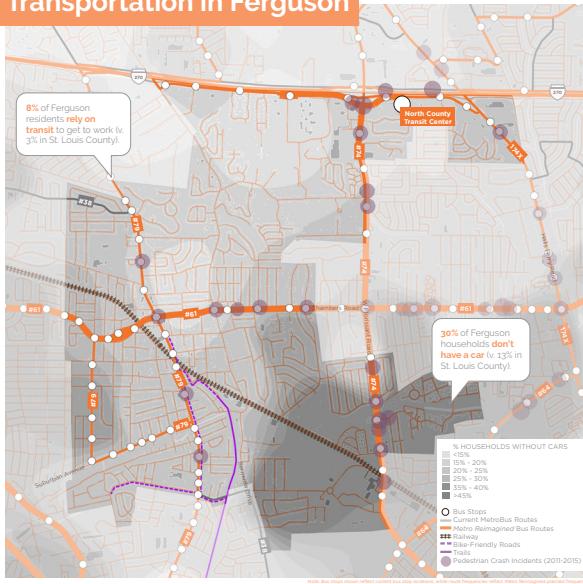
## Equity Challenge: Housing & the Wealth Gap

Both rental and owner-occupied housing play important roles for families, neighborhoods, and cities. At the same time, homeownership offers wealth-building advantages that renting does not.

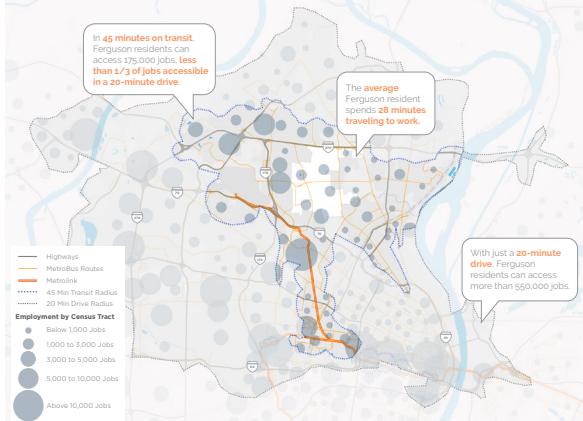
America's history of redlining contributed significantly to the racial wealth gap we see in America today, where the average African-American family has just \$5 in wealth for every \$100 in White family wealth. The average African-American family in Ferguson is 45% likely to own their home (v. 87% for Whites).

## Transportation & Mobility

## Transportation in Ferguson

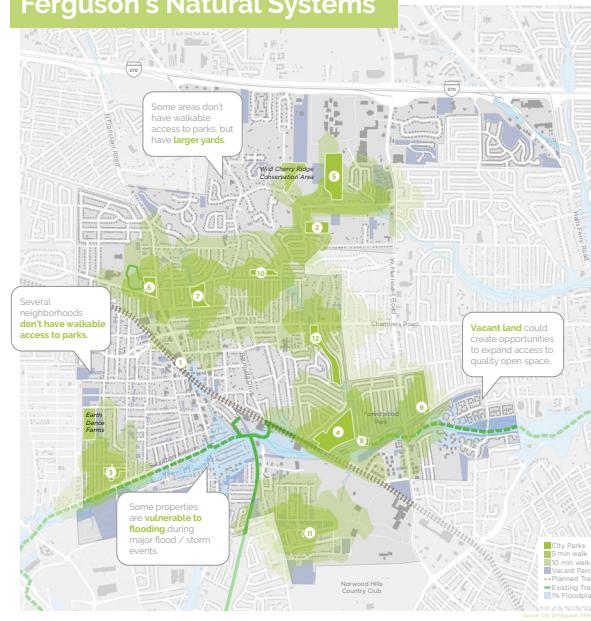


## Connecting to the Region



## Parks & the Outdoors

## Ferguson's Natural Systems



## Current Initiative: **Maline Greenway**

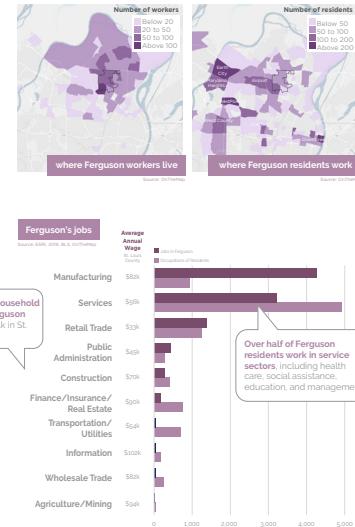
The Maline Greenway is a **planned seven-mile trail** running from Berkeley to the City of St. Louis. The segment in Ferguson that will connect to Downtown and the Ted Jones Trail (which runs down to the University of Missouri-St. Louis) is **slated to begin construction in 2022**. Great Rivers Greenway, a public agency created to develop a regional network of greenways, is spearheading the effort.



## park amenities

# Jobs & the Economy

## Ferguson's Employers & Anchors

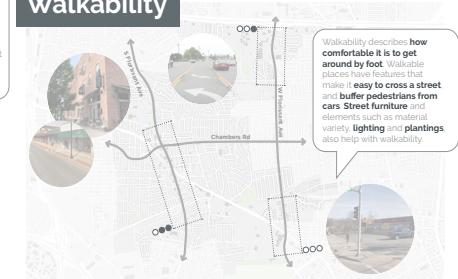


# Place

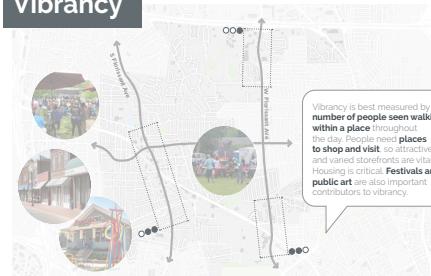
## Livability



## Walkability



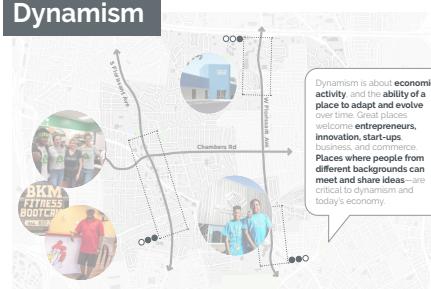
## Vibrancy



## Accessibility



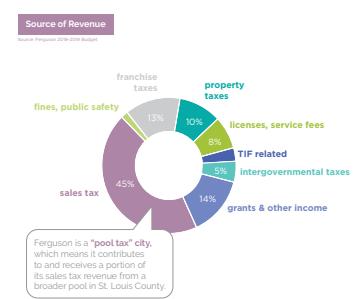
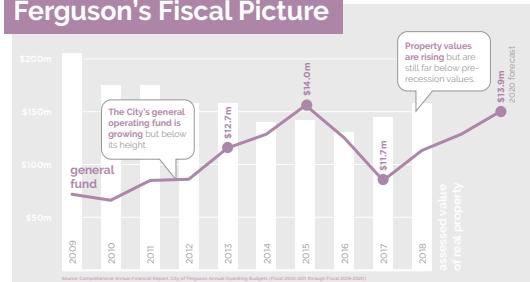
## Dynamism



## Anchors



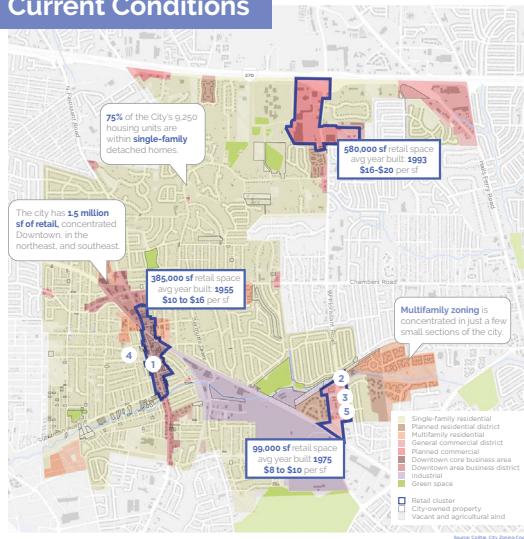
## Ferguson's Fiscal Picture



Updated revision: November 12, 2019

# Development

## Current Conditions



## Retail Market



## Context

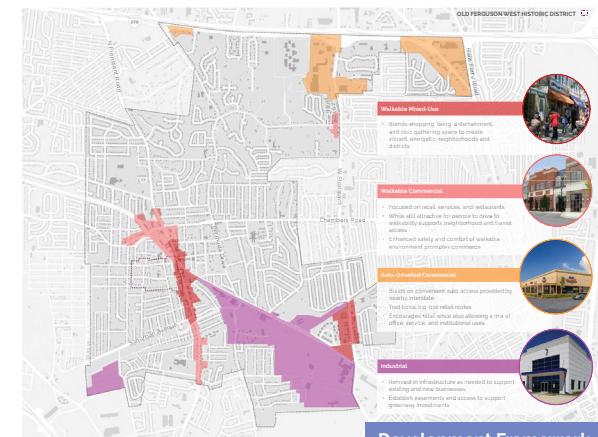
Several recent development successes in Ferguson are creating **momentum** that can be built upon. At the same time, older, **underperforming retail spaces** are in need of improvement, and are opportunities to support small businesses and a broader economic development strategy. Development in Ferguson must embrace change to adapt to national trends and provide opportunities across the spectrum of affordability and incomes.

### Assets

New, mixed-use development downtown  
Strong retail rents in some areas  
Significant momentum – Ferguson Community Empowerment Center, Boys & Girls Club, many restaurants & bars  
Recent history of strong local entrepreneurs  
Farmer's Market, 50s Plaza

Current retail supply exceeds local market demand  
Some areas lack identity  
Auto-oriented nature of development limits access for some  
"Entertainment desert"  
Lack of diversity of businesses along West Florissant

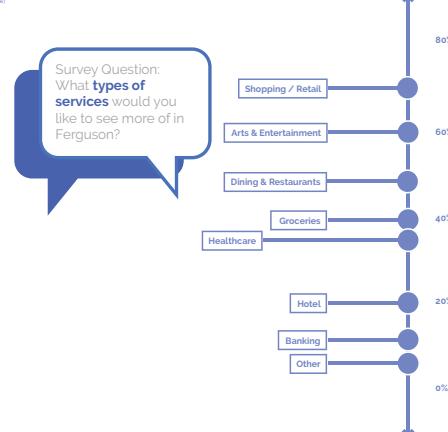
### Challenges



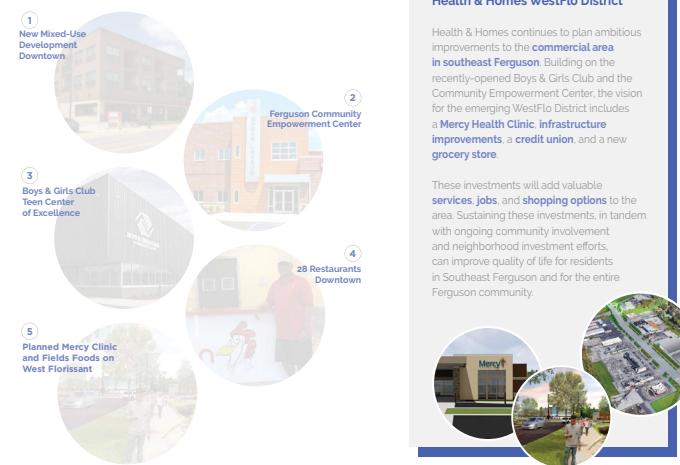
## Development Framework

## Survey Responses

Responses from Community Aspirations Survey (n=66)

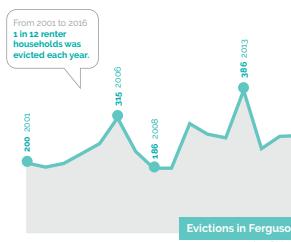
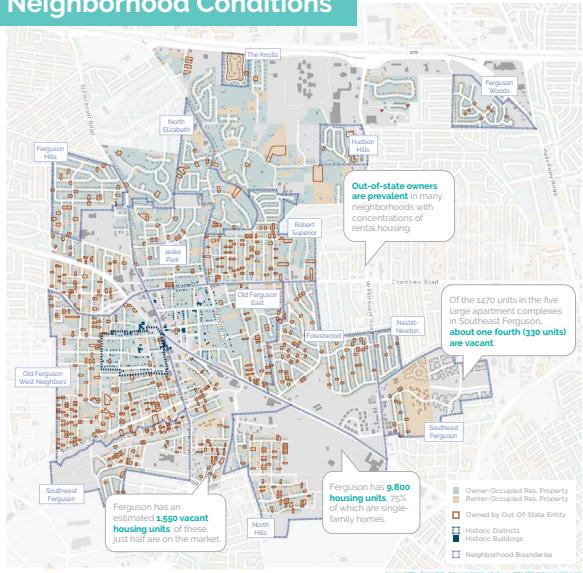


## Development Momentum



# Housing & Neighborhoods

## Neighborhood Conditions



## Context

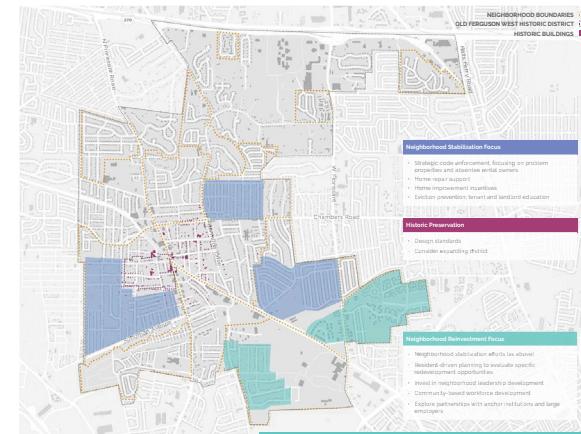
Ferguson's neighborhoods have a wide range of character, assets and challenges. It is important to **preserve and enhance the existing quality housing stock**, while looking for opportunities to **introduce new housing types**. It is also vital to address **substandard housing conditions and circumstances that lead to housing instability**. The city, together with local and regional partners, can create the necessary tools for Ferguson's neighborhoods to thrive.

### Assets

Affordability  
City-owned property  
Demand in the St. Louis area  
Resident interest in grassroots stabilization  
Some stable neighborhoods  
Network of neighborhood associations

Organizational and financial capacity  
Severe renter cost burden  
Absentee ownership  
Vacancy  
Property condition  
Eviction  
Housing patterns contribute to racial and economic segregation

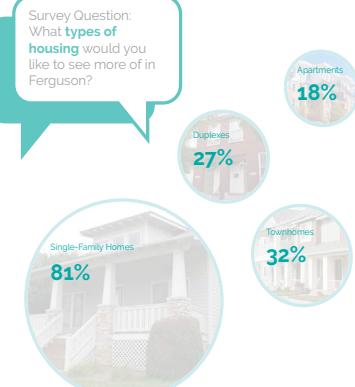
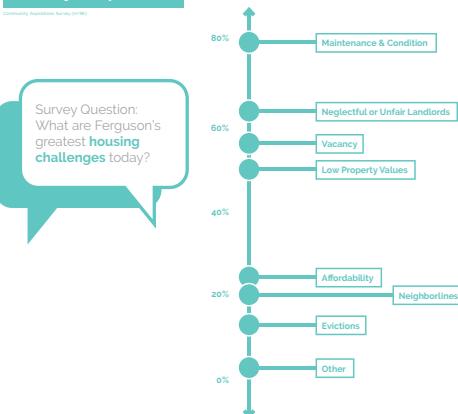
### Challenges



## Housing & Neighborhoods Framework



## Survey Responses



### Spotlight: What is "Mixed-Income" Housing?

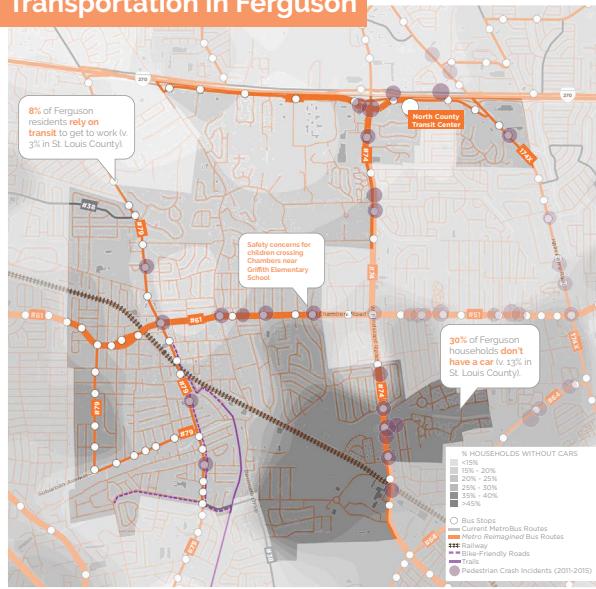
Mixed-income housing development includes a **mix of price points and housing options** that are affordable to lower-income households, moderate-income households, as well as higher-income households. This model is an **alternative to traditional subsidized housing approaches** that concentrate affordable options on just a few sites in a community. The intent of mixed-income housing is to ensure the availability and stability of quality housing options for all, while also promoting equitable access to services and amenities.

#### Community Development Corporations (CDCs)

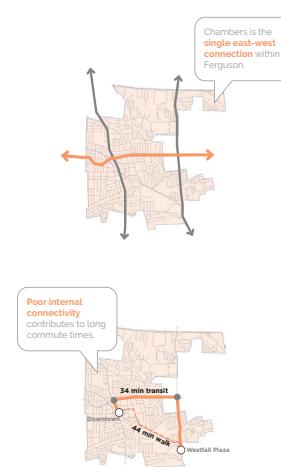
CDCs are nonprofit, **community-based organizations** that focus on revitalizing areas that have experienced significant disinvestment. Under the guidance of a board, which typically includes area residents as well as civic and corporate leaders, they lead a range of activities that often include **housing stabilization** and development, community organizing, neighborhood planning, and commercial development. Establishing a strong CDC or other catalyst organization is a process that takes time and investment, but results in significant rewards.

# Transportation & Mobility

## Transportation in Ferguson



## Connections within Ferguson



## Context

**Mobility is vital** to economic opportunity, neighborhood vitality, and overall quality of life. A multi-modal approach to transportation – **one that supports pedestrians, cyclists, and transit riders equally with automobile drivers** – is needed to ensure community cohesion and prosperity. All residents should have access to **safe and reliable transportation options** that connect them to **employment, education, shopping, and recreation** throughout the city and the broader region.

### Assets

New high frequency routes for Metro bus  
North County Transit Center within city  
Easy access to Interstate and County arterial road network  
Walkable downtown

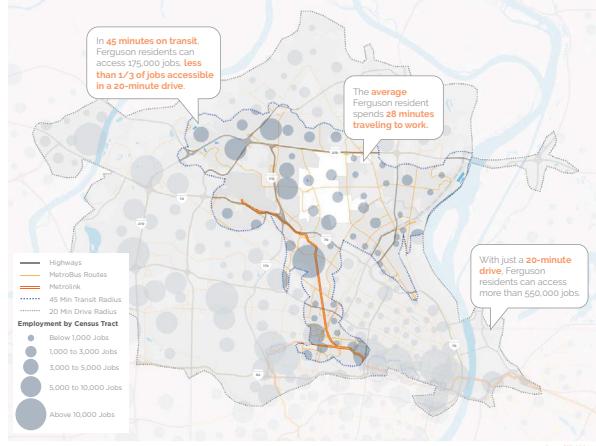
### Challenges

Pedestrian accidents along major roads  
Limited east-west connectivity through city  
Many transit stops lack comfort and amenities  
Limited transit access to regional job centers  
Limited walkability along major arterials  
Street maintenance



## Transportation & Mobility Framework

## Connecting to the Region



## Survey Responses

Community Association Survey (2015)

■ Very Important  
■ Somewhat Important  
■ Not Important



### Spotlight: Bus Rapid Transit

**What is Bus Rapid Transit?**  
Bus Rapid Transit (BRT) uses dedicated bus lanes and/or signal priority to **significantly reduce travel times** along key transit corridors. BRT stops are often designed to allow easy boarding and departures, with platforms that bring riders up to entry level.

BRT is significantly less expensive to construct than light rail, and can have a similar **impact on economic development**, providing more foot traffic for existing businesses and promoting reinvestment in housing and commercial space along transit corridors.

Example:  
**MAX BRT System, Kansas City**



### Regional Connectivity



### Local Connectivity



Transportation needs to be made available to **ALL** citizens in Ferguson

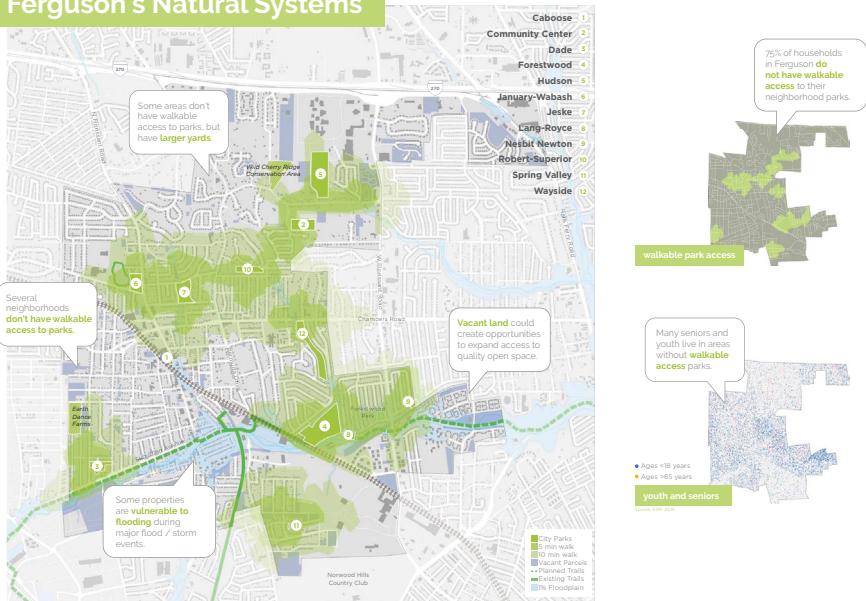
Traffic enforcement

Equitable development – equal access to transit, walkability, and safety

Add dots to strategies Ferguson should prioritize, and use **post-its** to share other ideas.

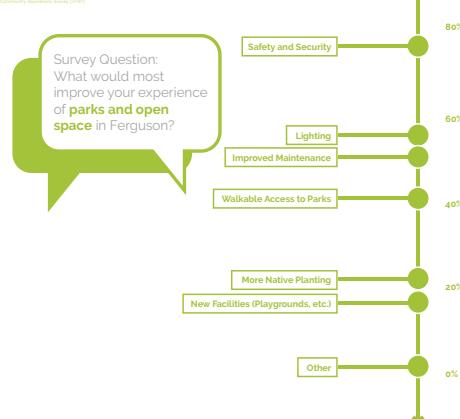
## Environment & Wellbeing

## Ferguson's Natural Systems



## Survey Responses

Page 10



## Current Initiative: **Maline Greenway**

The Maline Greenway is a **planned seven-mile trail** running from Berkeley to the City of St. Louis. The segment in Ferguson that will connect to Downtown and the Ted Jones Trail (which runs down to the University of Missouri-St. Louis) is **scheduled to begin construction in 2022**. Great Rivers Greenway, a public agency created to develop a regional network of greenways in metropolitan St. Louis, is the lead agency for the project.



## Context

Outdoor space and recreation are critical to community health. Ferguson has considerable **park and recreation assets**, though conditions and access are not equal across the city. While the Maline Greenway will connect the city to the regional trail system, it is equally important for **neighborhoods to be connected to the city's park system**. Expanding access to recreation, fresh foods, and sustainable infrastructure will greatly improve health outcomes and quality of life.

## Assets

- Several city parks with a variety of amenities
- Ongoing investment and beautification of parks
- Future Malone Creek Greenway
- Programs for seniors and youth
- Farmer's Market
- Local farms and sustainability partners

## Challenges



Environment & Wellbeing Framework

Add dots to strategies Ferguson should prioritize, and use **post-its** to share other ideas.

Add parks near populated areas without a park in walking distance

Parks &  
Open Spa  
Networks



Healthy Liv

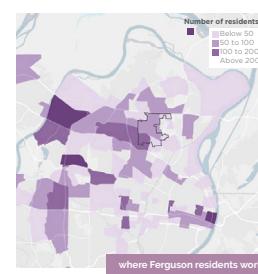


Energy Efficiency & Resource Management



# Jobs & the Economy

## Ferguson's Employers & Anchors



## Context

Small businesses are driving growth nationally and in Ferguson. Supporting these businesses – and others like them – will be key to Ferguson's future. At the same time, the presence of large employers in Ferguson is an important asset. Linking residents with economic opportunity in Ferguson and throughout the region – through training, education, as well as transportation – is also critical to the community's success.

## Assets

Major employers within the city  
Growth of small businesses  
St. Louis Community College nearby  
UML, NorthPark nearby  
Easy access to Lambert St. Louis International Airport  
Convenient access to Interstate and major arterials

Need stronger link between schools and skills training  
Limited transit access to regional job centers

Need for access to living-wage jobs  
Need for greater minority participation in small businesses

## Challenges

## Spotlight: St. Louis Community College

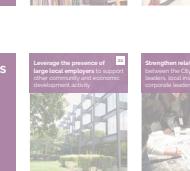
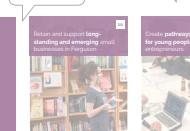
With programs in engineering, skilled trade, and the arts, the Florissant Valley campus is a major workforce development asset for the region and for the Ferguson community.

For example, their **Center for Workforce Innovation** offers skills training in aerospace manufacturing, industrial maintenance, and other areas that prepare students to enter the workforce with **in-demand skills**. The Center works with local companies to train 500 students annually.

Connecting Ferguson residents and employers with existing resources like the Workforce Innovation Center will help to ensure that the community has the workforce it needs to **attract and retain businesses** and **link residents to quality jobs** in Ferguson and throughout the region.



## Large Employers & Anchor Institutions

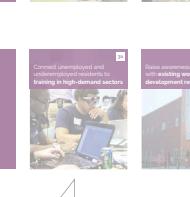


## Spotlight: Alliance Credit Union

Alliance Credit Union, with an office on West Florissant at Ferguson Avenue, offers business and personal financial products that are more accessible and flexible than traditional banks. As a **member of the St. Louis Community Development Financial Institution (CDFI) coalition**, they are helping to expand access to capital for communities otherwise underserved by traditional financial institutions.



## Small Business & Start-Ups



Add dots to strategies Ferguson should prioritize, and use **post-its** to share other ideas.

## Workforce Development & Economic Wellbeing

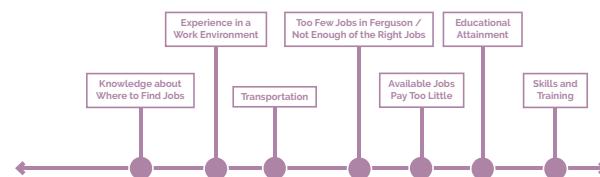


## Survey Responses

Community Aspirations Survey (n=142)

### Survey Question:

What are Ferguson residents' **greatest barriers** to finding and keeping **quality jobs**?



# Place

## Livability



## Walkability



## Context

The experience of place is shaped by one's perspective, for example as a resident, a business owner, a consumer, a student, or a parent. In a few words, regardless of one's perspective, people are attracted to places that are safe, accessible, inviting, and dynamic. Ferguson's places should build on their unique assets and encourage interaction, engagement, and economy.

## Vibrancy



## Accessibility



## Dynamism

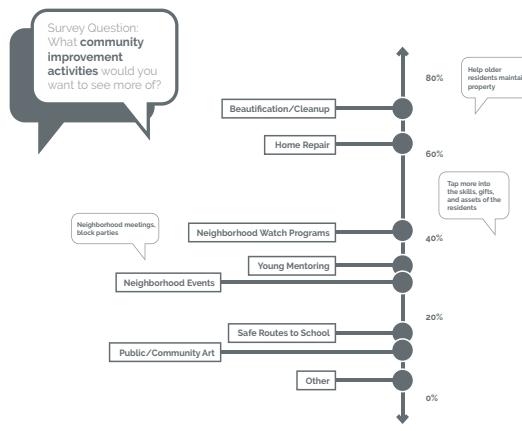


## Anchors



## Survey Responses

Community Improvement Survey (2018)



## Assets

Walkable character Downtown  
Restaurants, farmer's market provide destinations  
Public art in Downtown  
New businesses creating gathering spaces  
Auto-centric character of corridors outside of Downtown  
Challenging pedestrian environment  
Outdated buildings and architecture outside of Downtown  
Large surface parking lots in front of buildings  
Lack of landscaping and trees in many commercial areas

## Challenges

## Spotlight: Pop-Up Placemaking

"Pop-up" events can be a good way to bring a community together around an idea for improving public space. These events can be a way of **testing traffic calming improvements** (with temporary materials like paint and bollards), or even **filling otherwise vacant storefronts** with aspiring businesses or artists for a weekend. Pop-up projects take effort to organize and implement, but can offer an exciting example of what else is possible.

Public **community art** installations, like murals, can also be very powerful. Community arts can include people from all backgrounds, give them a medium for **sharing their experience**, and give new life to a place.



## Quality & Comfort



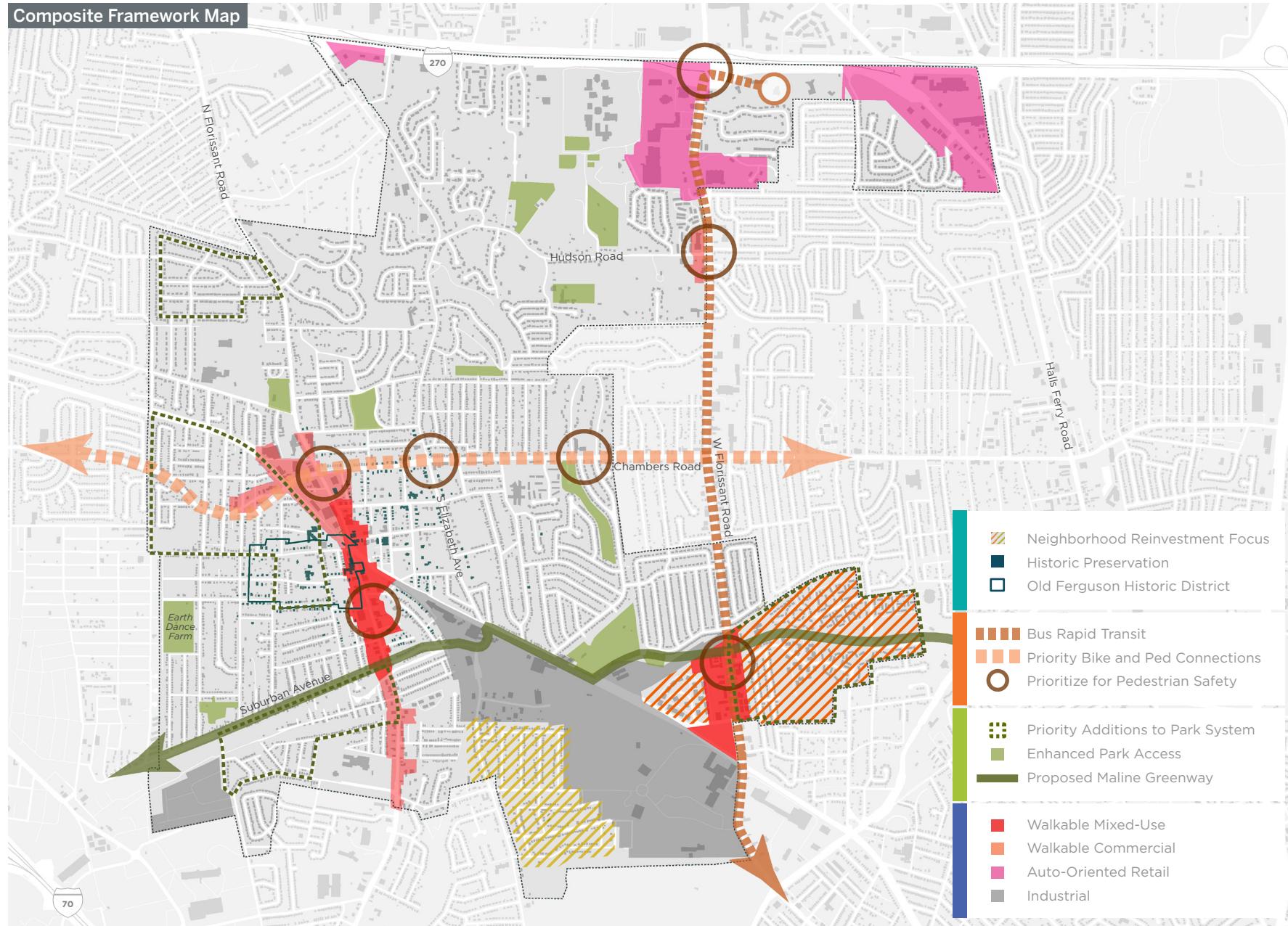
## Identity & Cohesion



Add dots to strategies Ferguson should prioritize, and use post-its to share other ideas.

## Map References

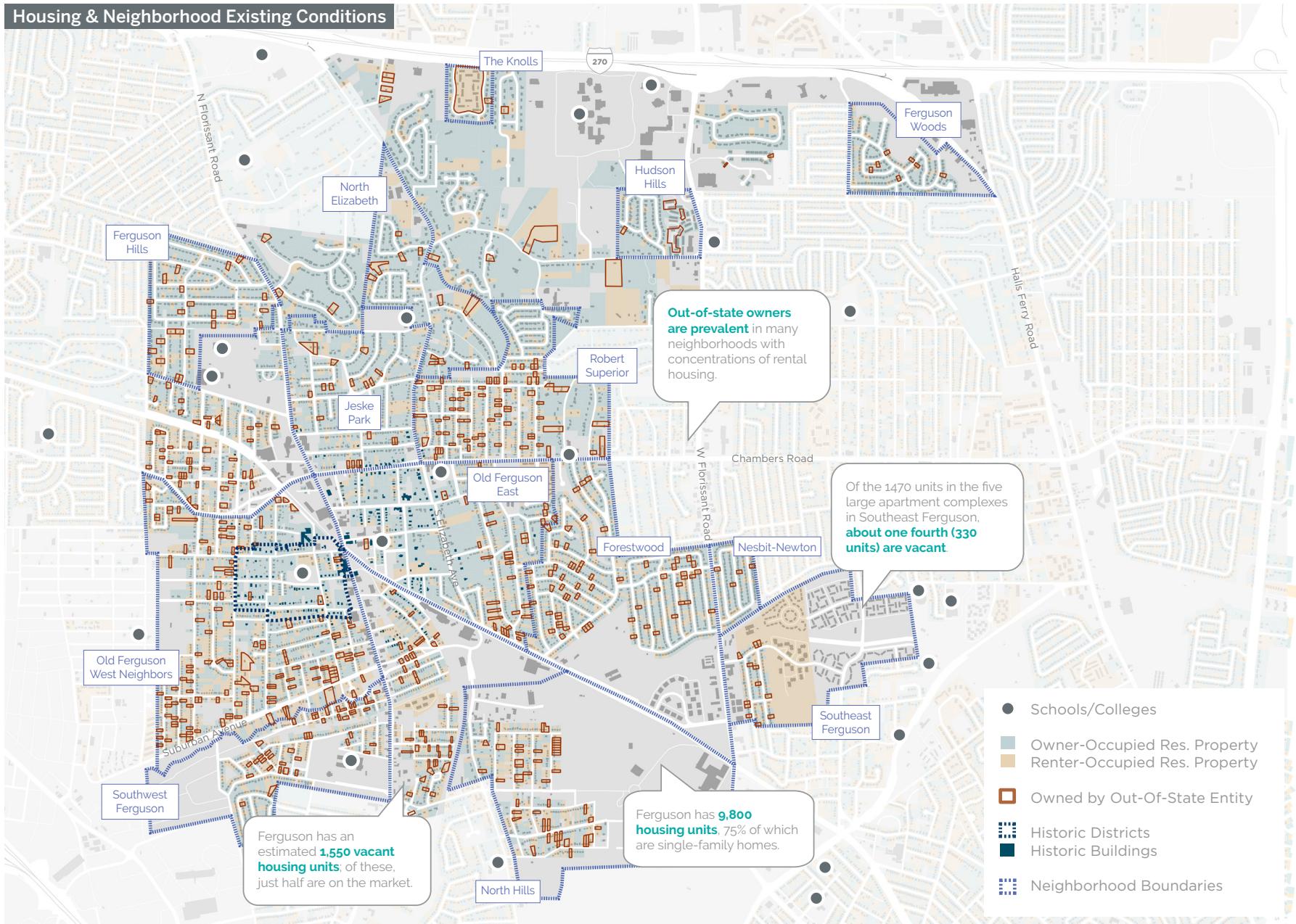
## Composite Framework Map

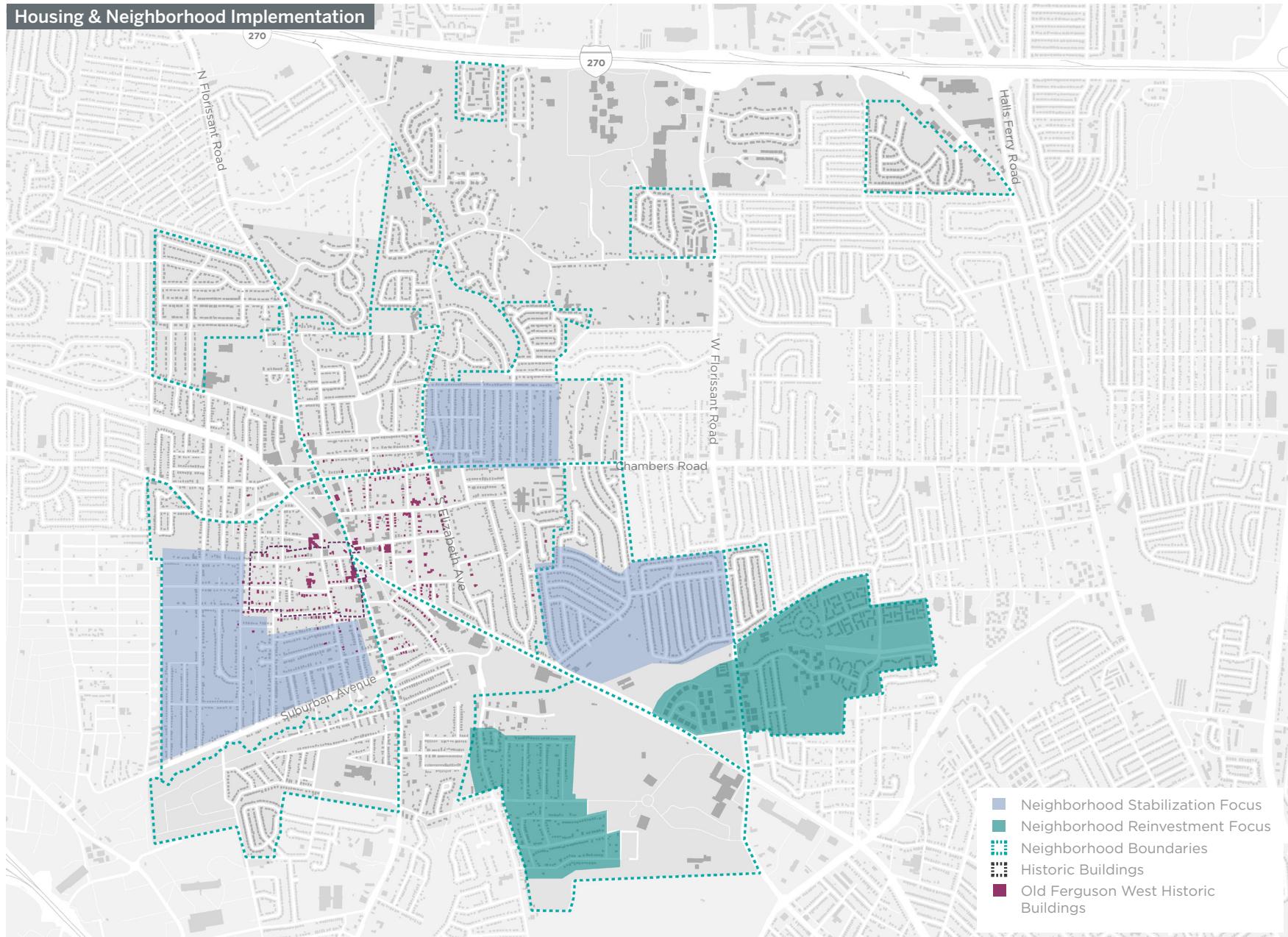


## Appendix

### OurFerguson2040

#### Housing & Neighborhood Existing Conditions

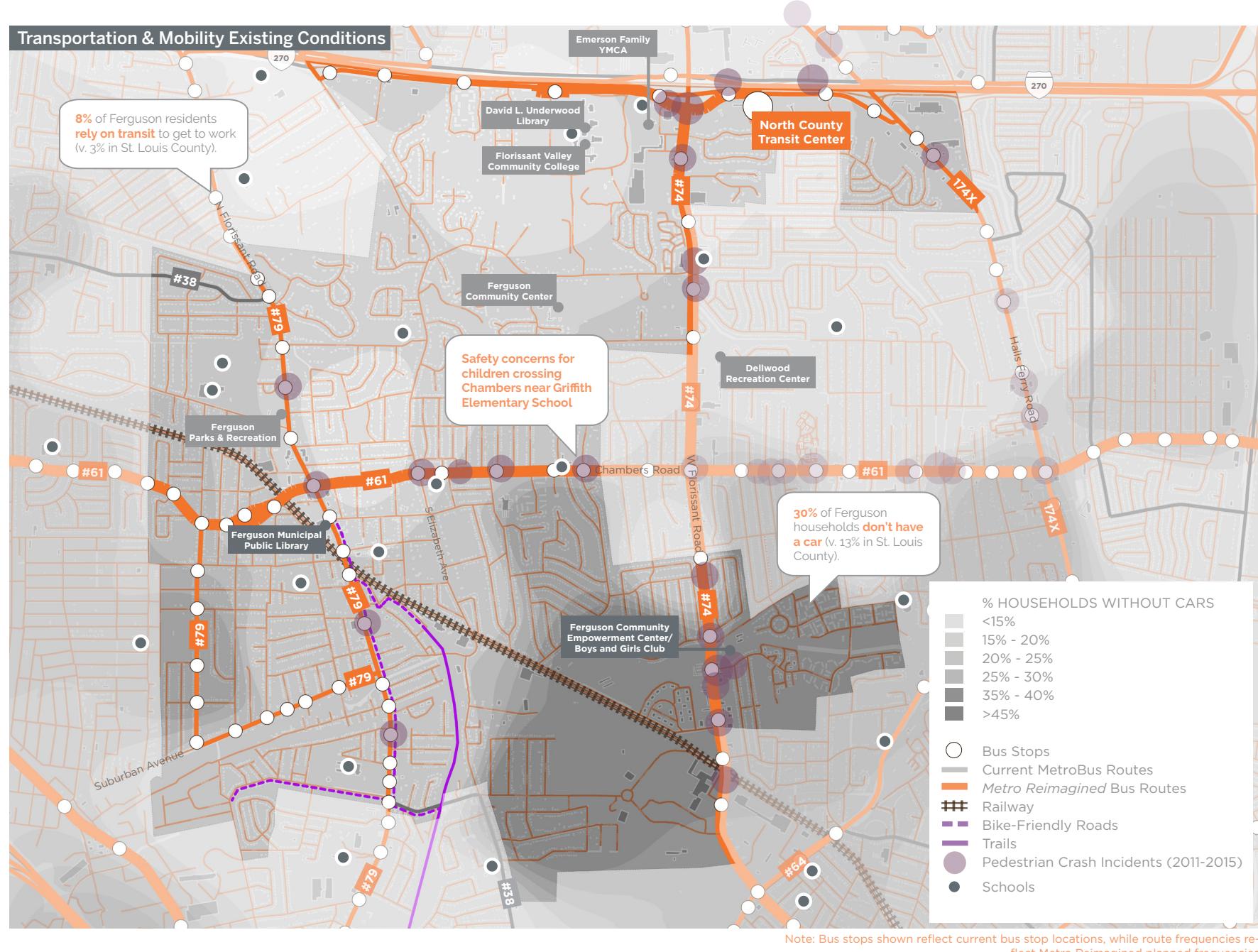


**Housing & Neighborhood Implementation**

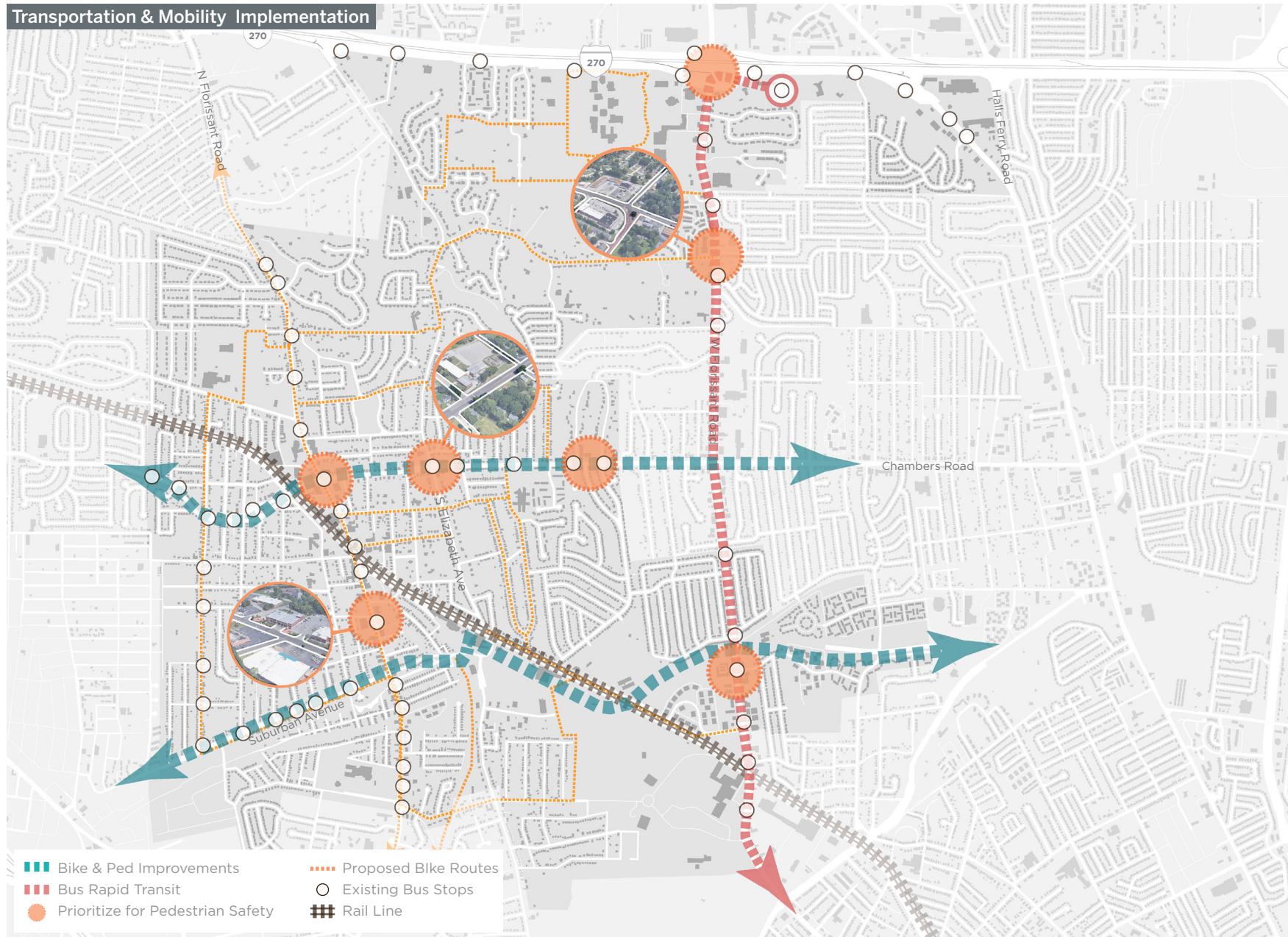
- Neighborhood Stabilization Focus
- Neighborhood Reinvestment Focus
- Neighborhood Boundaries
- Historic Buildings
- Old Ferguson West Historic Buildings

## Appendix

OurFerguson2040



## Transportation &amp; Mobility Implementation



■ Bike & Ped Improvements

■ Bus Rapid Transit

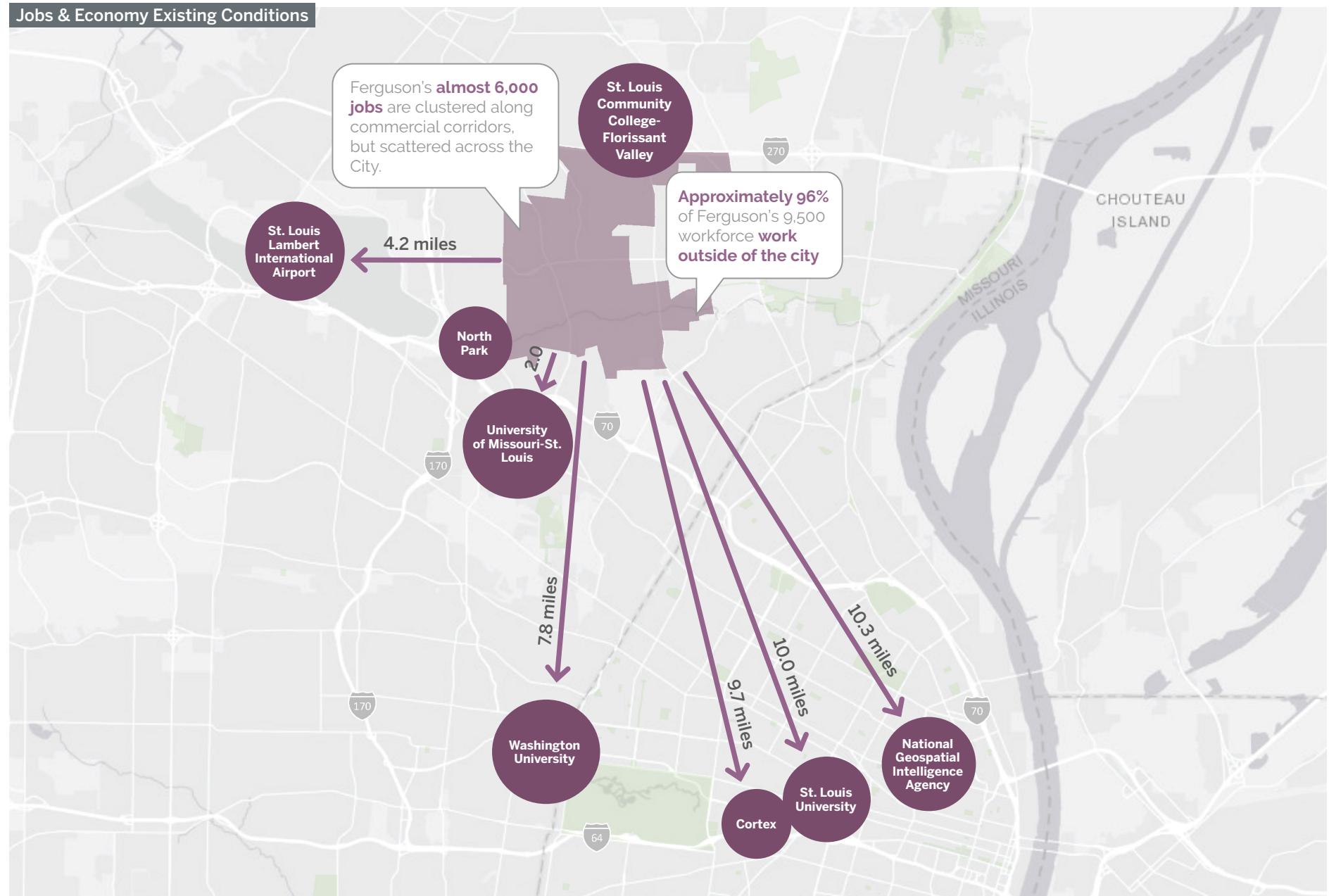
● Prioritize for Pedestrian Safety

■■■ Proposed Bike Routes

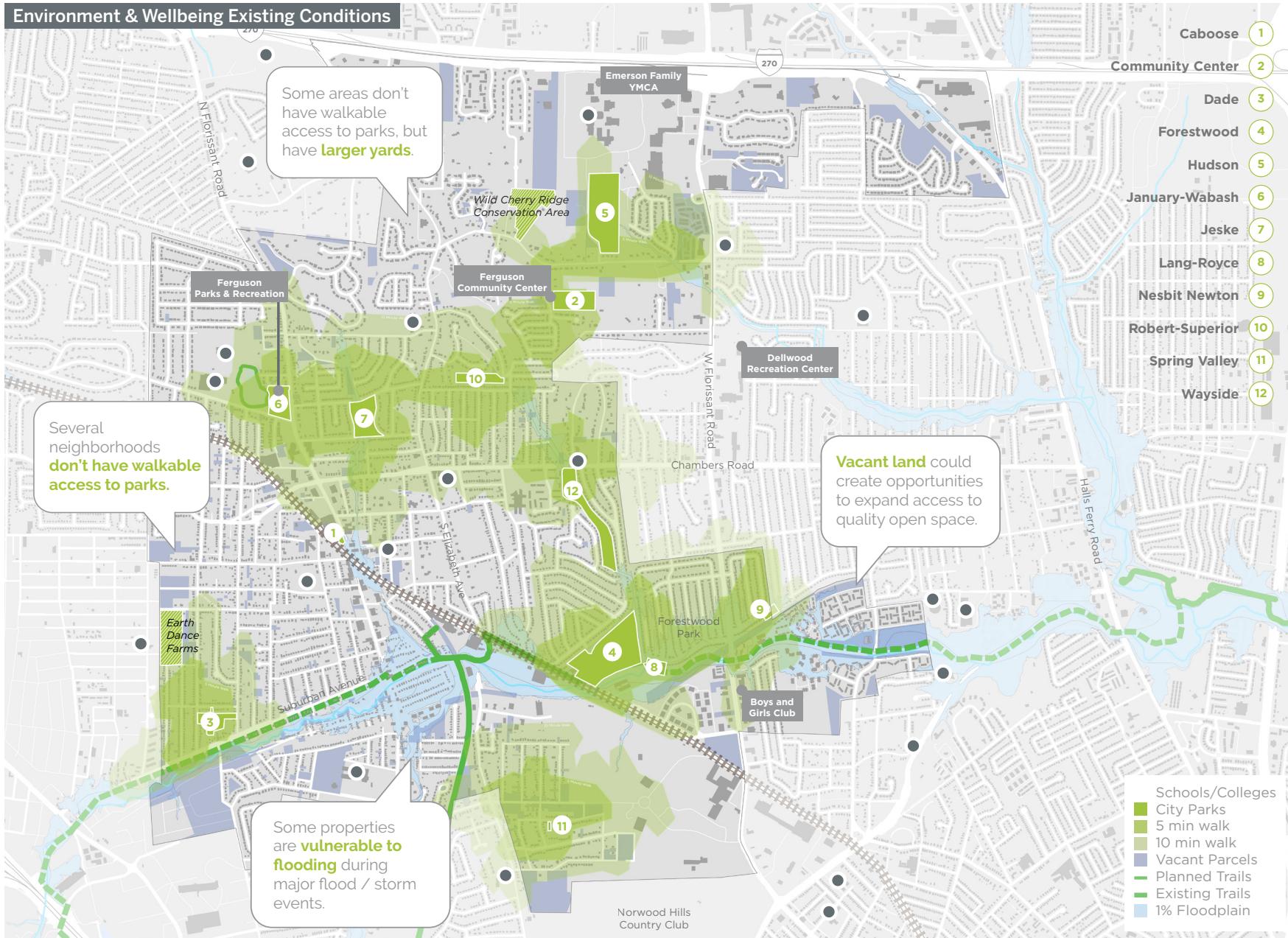
○ Existing Bus Stops

■■■ Rail Line

## Jobs &amp; Economy Existing Conditions



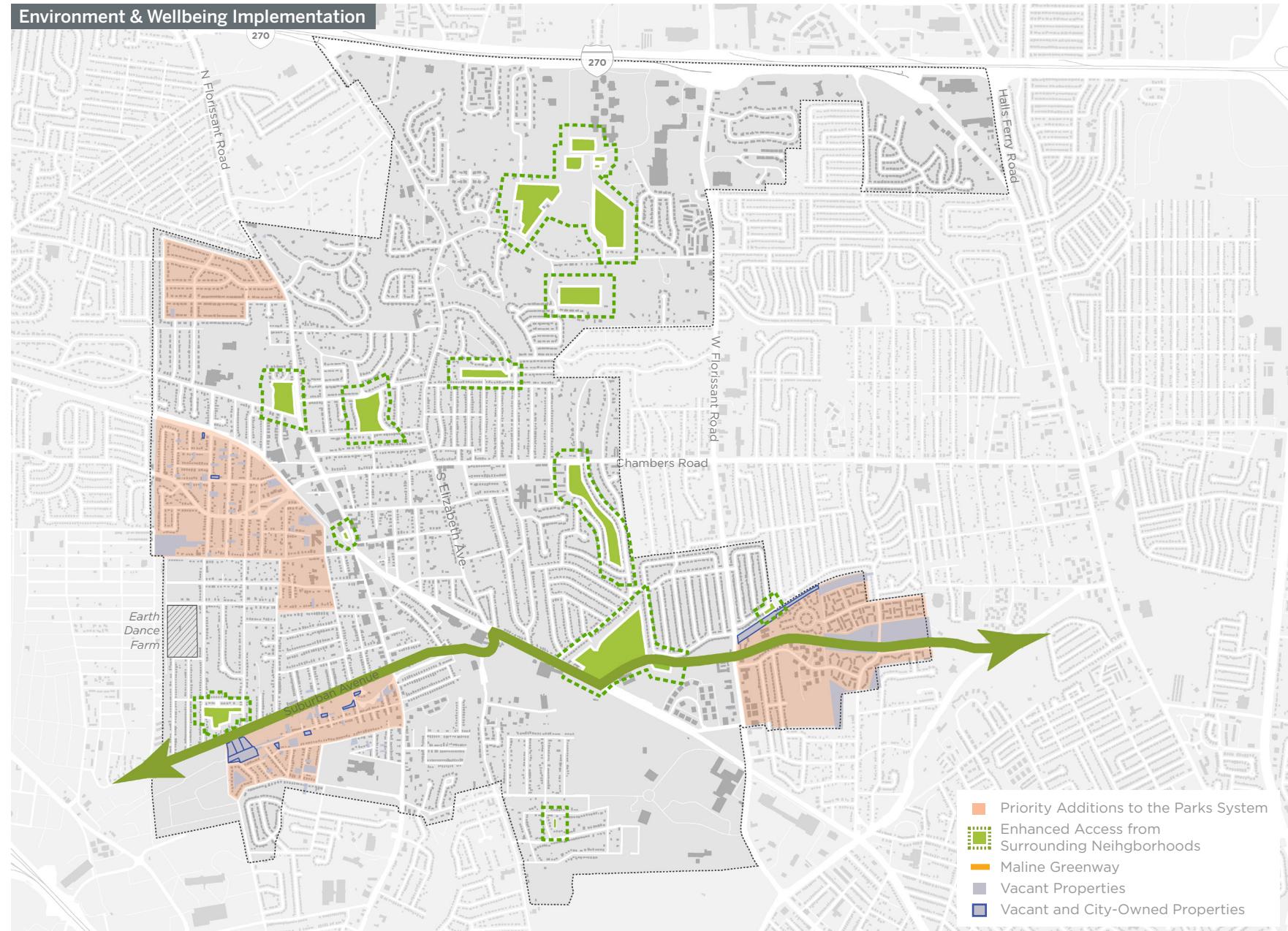
## Environment &amp; Wellbeing Existing Conditions



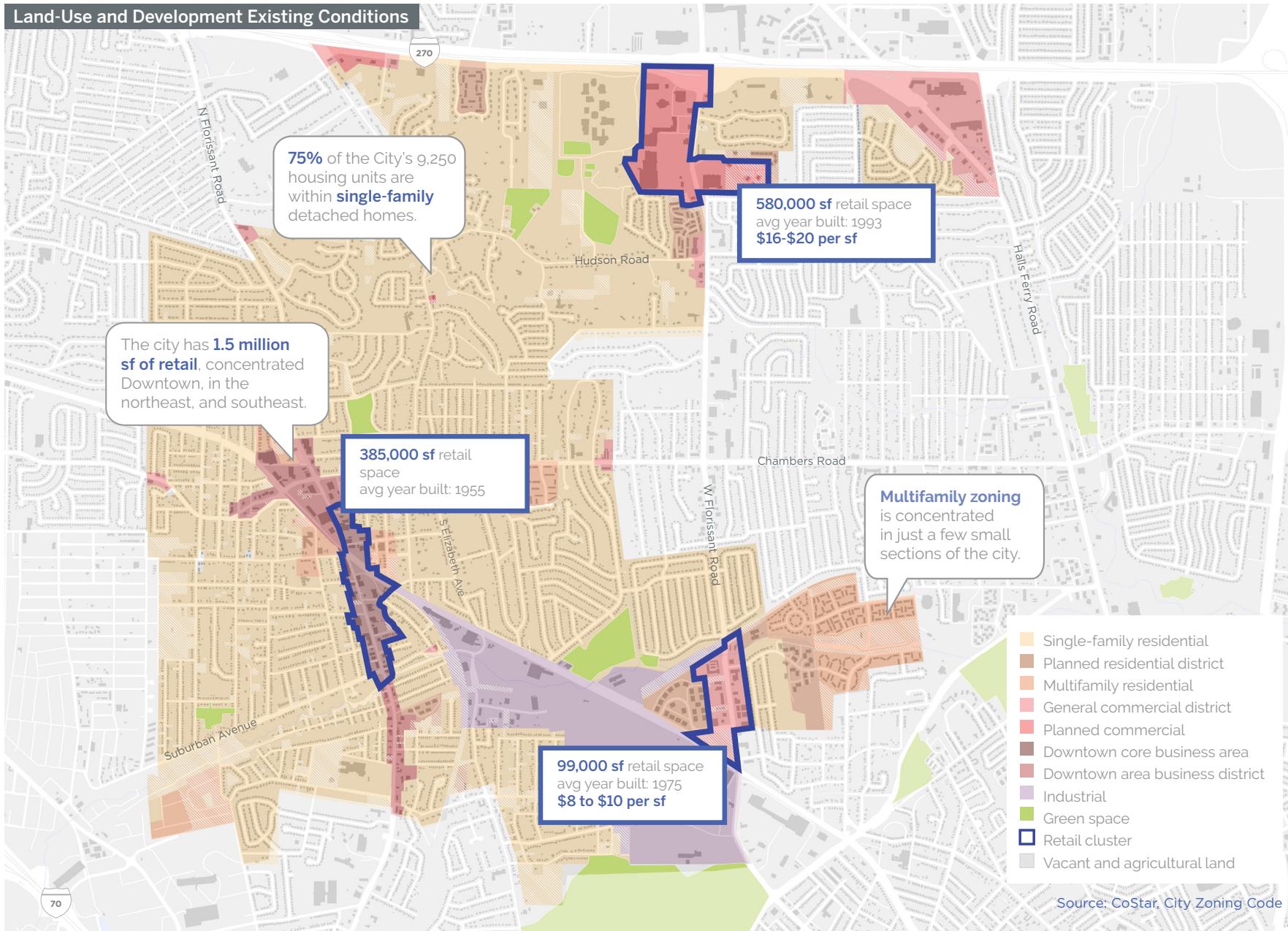
## Appendix

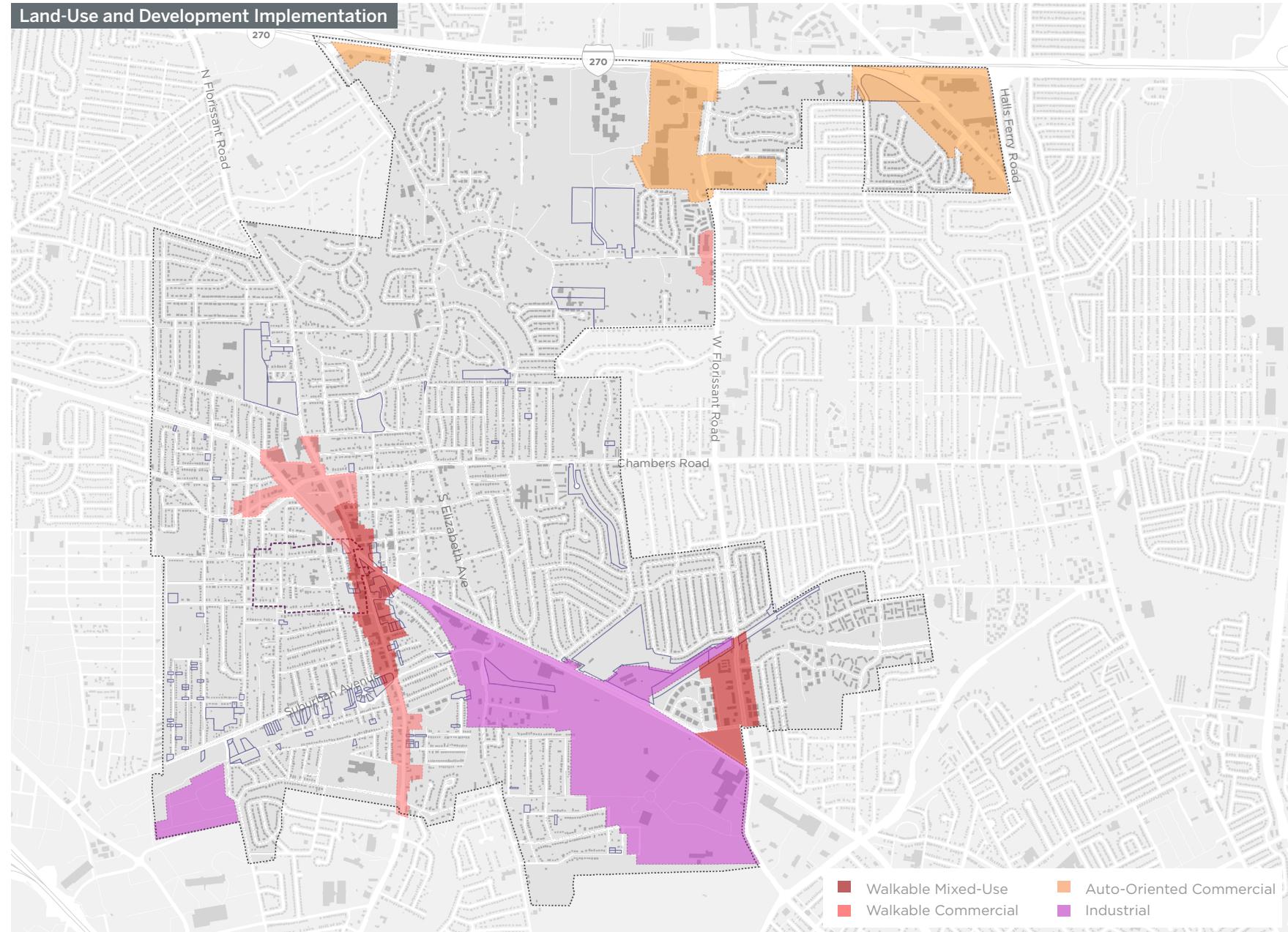
OurFerguson2040

### Environment & Wellbeing Implementation

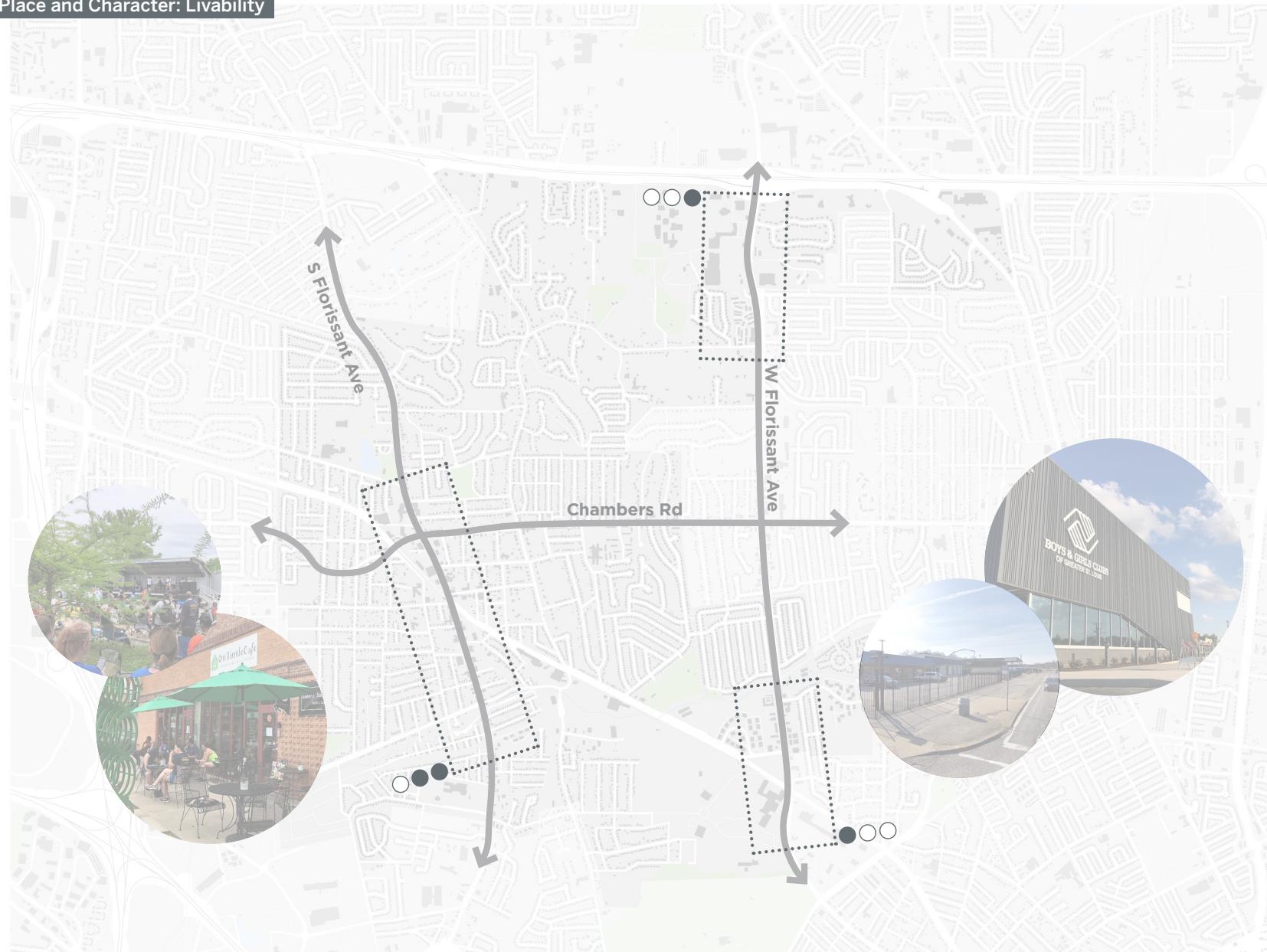


## Land-Use and Development Existing Conditions

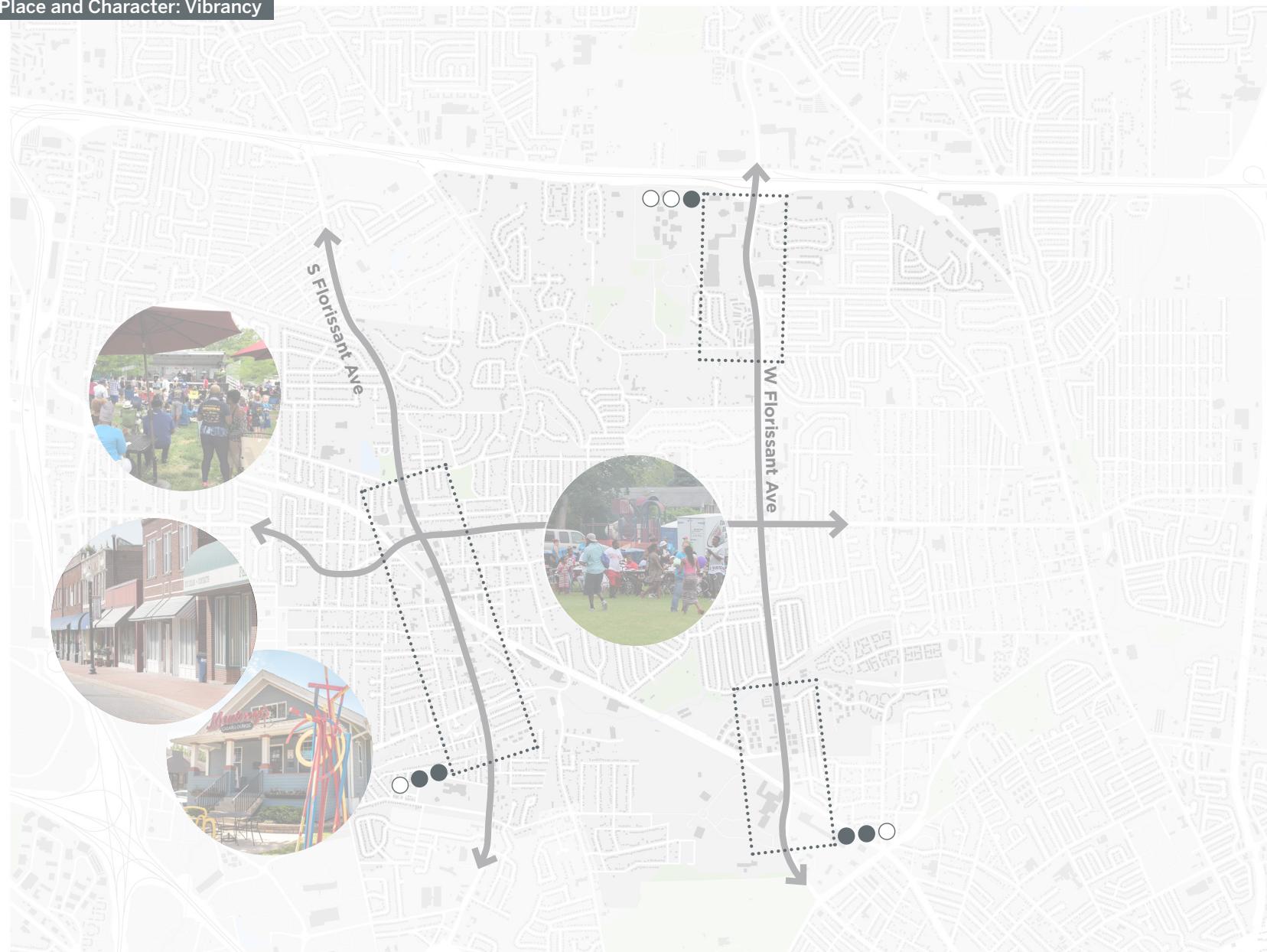


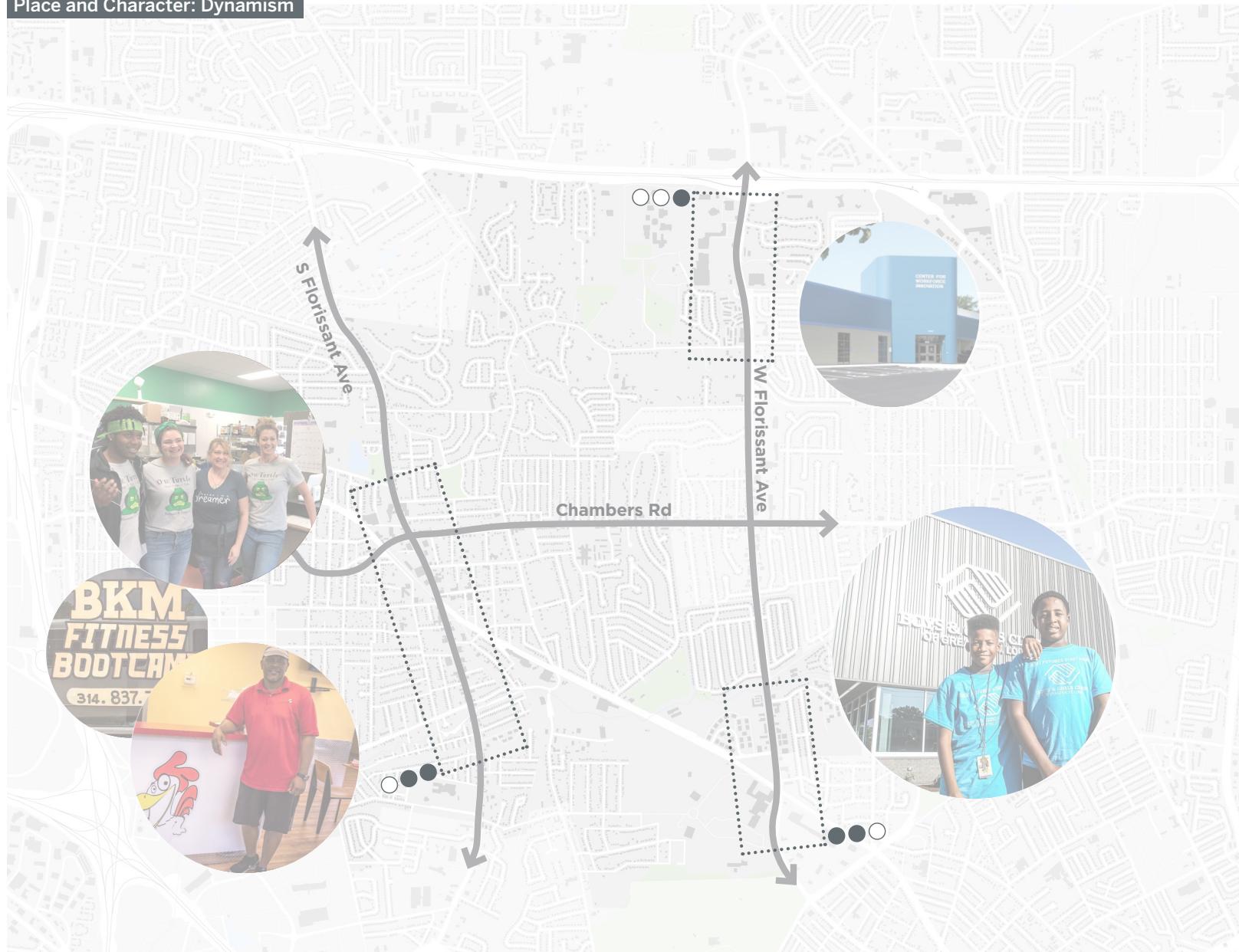


## Place and Character: Livability

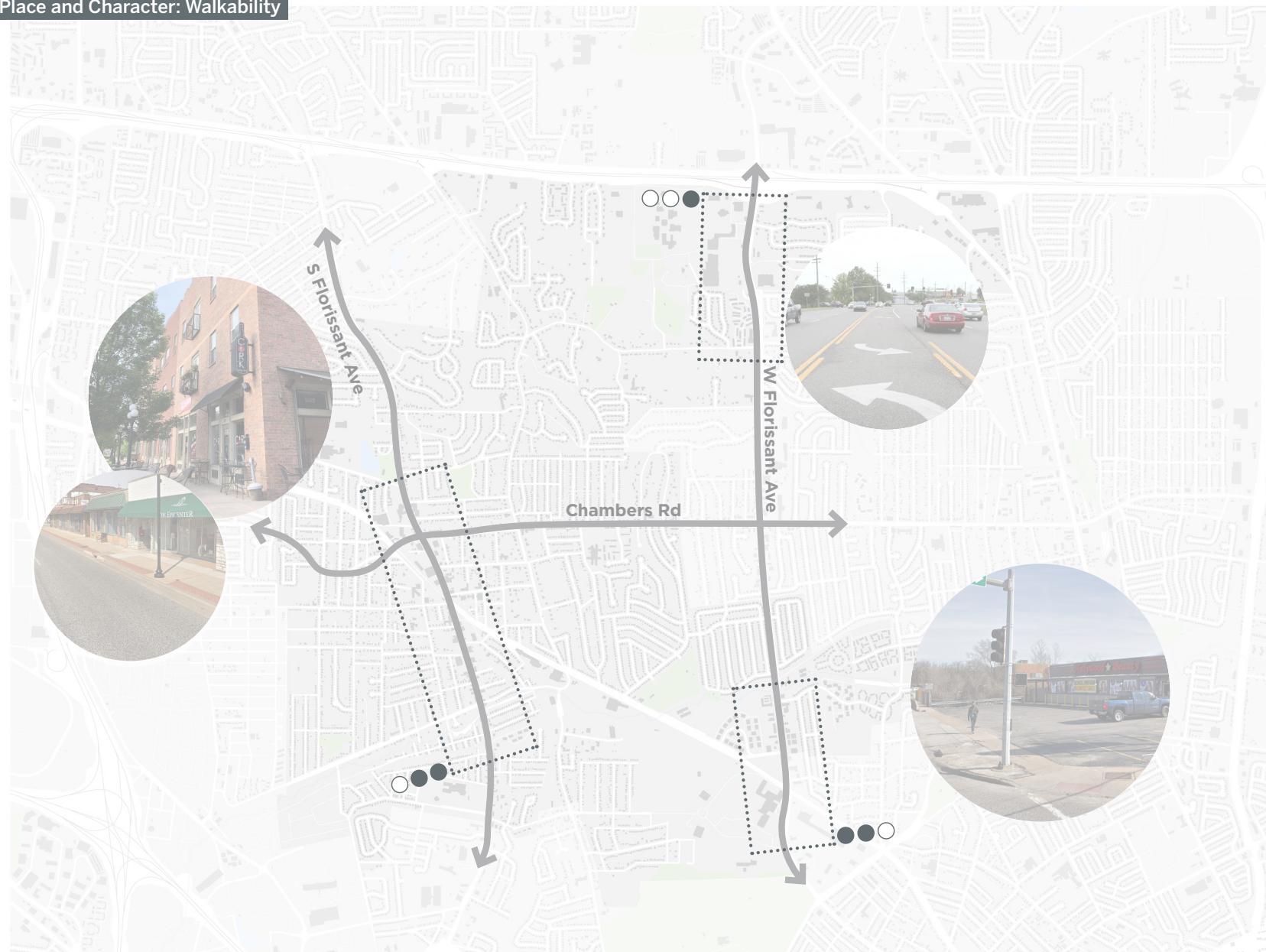


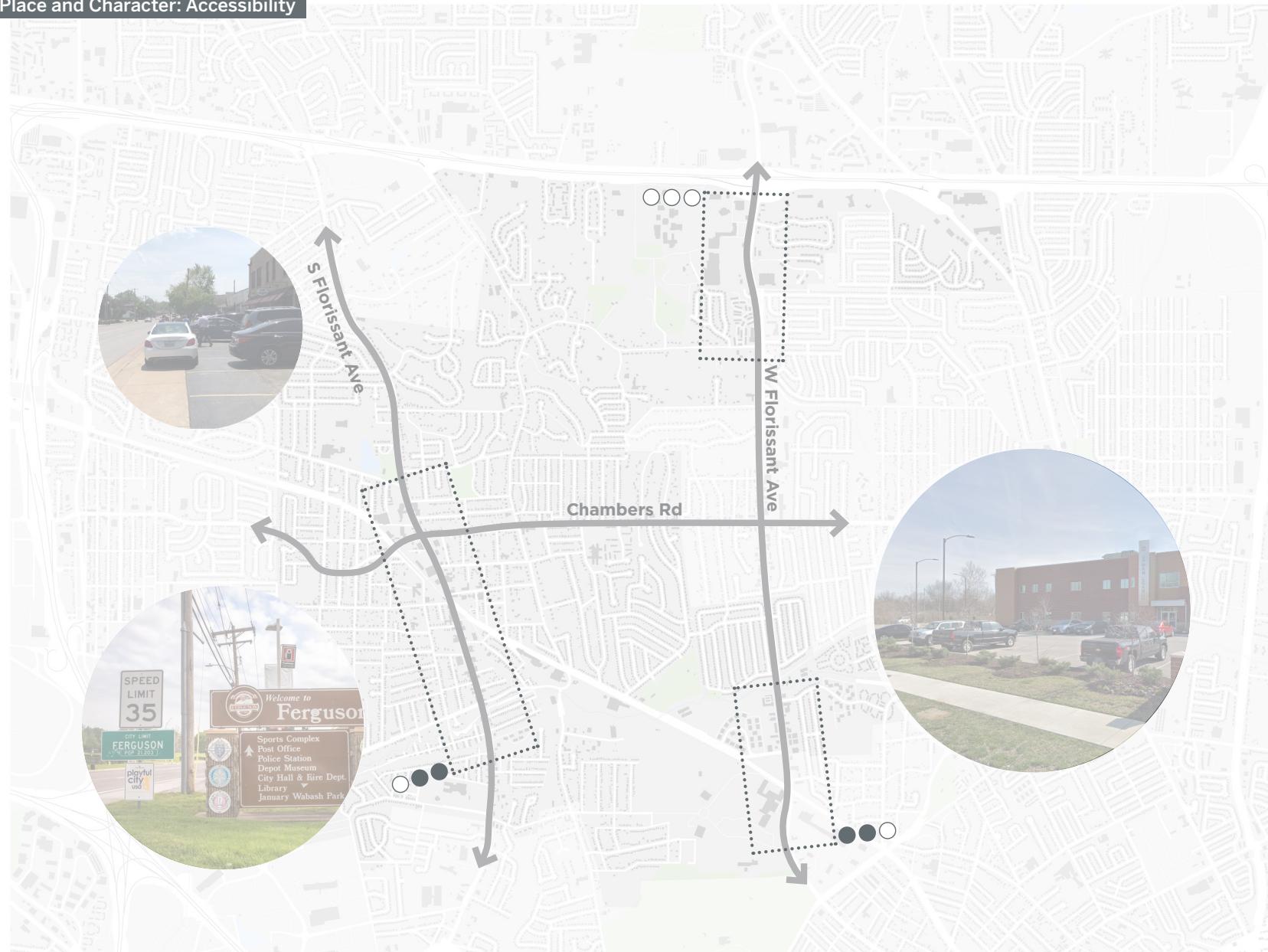
### Place and Character: Vibrancy



**Place and Character: Dynamism**

### Place and Character: Walkability

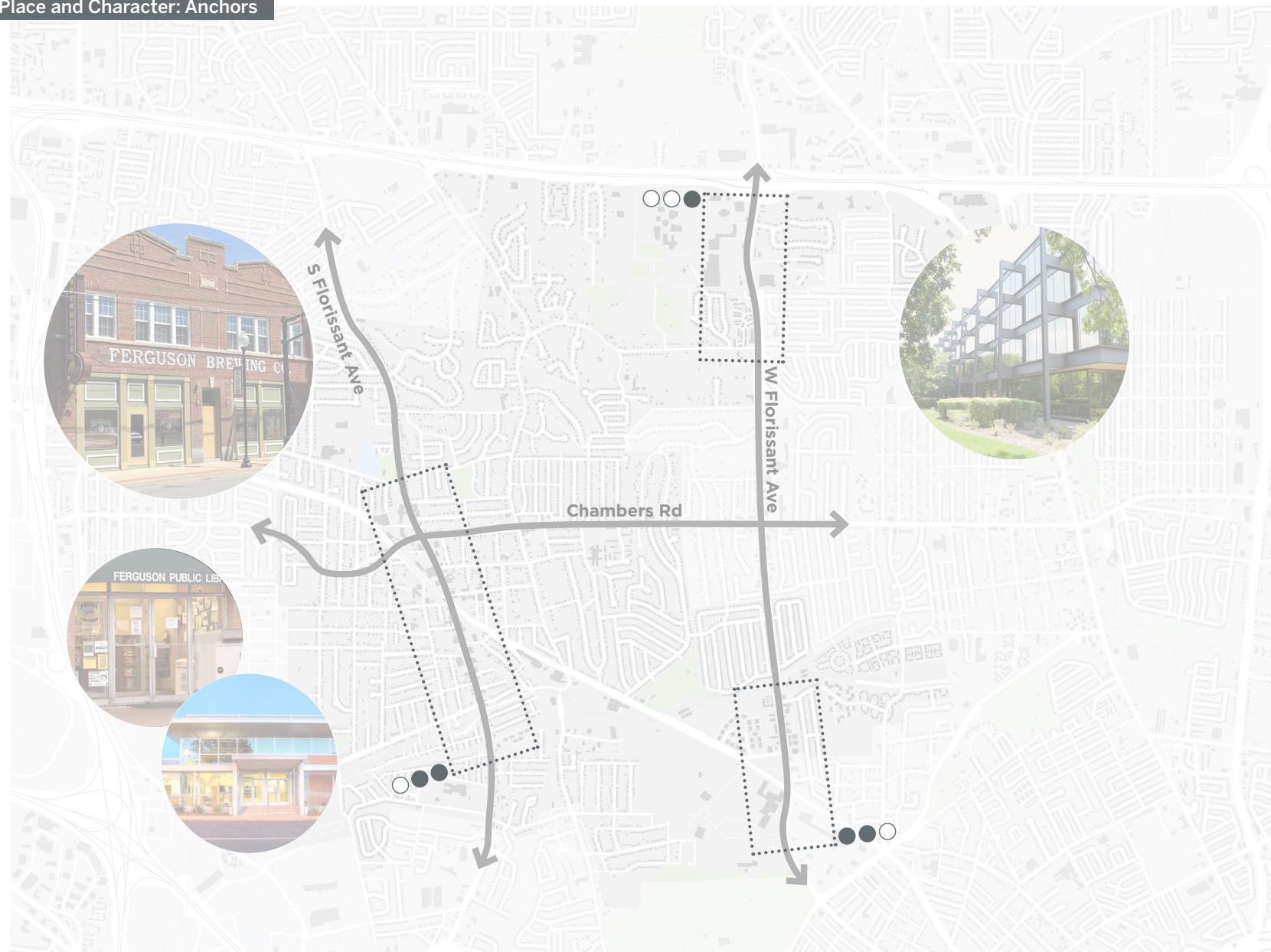


**Place and Character: Accessibility**

## Appendix

OurFerguson2040

### Place and Character: Anchors





# **OurFerguson2040 Comprehensive Plan**

City of Ferguson | November 2020