



Community Vision & Development Framework
TOWER GROVE
NEIGHBORHOODS

Approved by the Board
June 8, 2015

Prepared by **H3** Studio

for the

**TOWER GROVE NEIGHBORHOODS
COMMUNITY DEVELOPMENT CORPORATION**

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01

INTRODUCTION & PROCESS

The Community Vision and Development Framework for the Tower Grove Neighborhoods is a community-based plan for the three South Side neighborhoods served by the Tower Grove Neighborhoods Community Development Corporation (TGNCDC). This plan represents the first time in their history that these three neighborhoods—Shaw, Southwest Garden, and Tower Grove South—have collaborated to develop a common, cooperative plan for future community development and neighborhood revitalization. As the first planning initiative of the TGNCDC, this Community Vision and Development Framework sets forth the goals and aspirations that the Tower Grove Neighborhoods will work to achieve over the next 25 to 30 years.



FRAMEWORK PLAN CHARRETTE



4175 SHAW BOULEVARD



SOUTHWEST AVENUE



FRAMEWORK PLAN CHARRETTE



SHAW NEIGHBORHOOD



ST. LOUIS PSYCH REHAB CENTER



FRAMEWORK PLAN CHARRETTE



THE JOURNEY CHURCH

The Objective

Established in 2013, the TGNCDC is a consolidation of the former Grand Oak Hill Community Corporation, Southwest Garden Housing Corporation, and Shaw Neighborhood Housing Corporation. The three organizations served the Tower Grove South, Southwest Garden, and Shaw neighborhoods, respectively, for over 30 years. Recent changes in community development funding allocations from the City of St. Louis and a renewed focus on outcome-based community development initiatives necessitated that these three organizations combine resources and service areas to more effectively serve the community and leverage existing resources.

The TGNCDC embarked upon this planning process to establish a long-term vision and cooperative framework for community revitalization that all three individual neighborhoods will operate within, while preserving their individual identities and celebrating their character. This framework articulates a consensus, community-supported development and investment strategy and ensures that all ongoing and future reinvestment is effectively targeted toward the priority issues and opportunities identified by residents and stakeholders. In addition, this Development Framework and its supporting Goals and Development Principles have been created to serve as a foundation for future planning efforts, including the creation of an adopted City of St. Louis Neighborhood Plan.

In addition, this plan supports, coordinates with, and builds upon other existing plans, implementation efforts, and development initiatives that are operating within the Tower Grove Neighborhoods. These include:

- *City of St. Louis 2015-2019 Consolidated Plan and 2015 Annual Action Plan*
- *Grand Grove Corridor Strategic Development Plan*
- *Gateway Bike Plan*
- *Urban Education Alliance*
- *City of St. Louis Sustainability Plan*
- *Cortex Transit-Oriented Development Study*
- *OneSTL: The Regional Plan for Sustainable Development*

The First Step

This Community Vision and Development Framework has been created as the first step in developing a Neighborhood Plan for the Tower Grove Neighborhoods that is adopted by the City of St. Louis. From the outset, the TGNCDC realized the benefit that a Neighborhood Plan provides. When adopted by the Planning Commission, a Neighborhood Plan becomes an official amendment to the City's Strategic Land Use Plan (SLUP). City staff and commissioners are required to consult and conform to the SLUP in matters of planning and zoning. Therefore, an adopted Neighborhood Plan constitutes a legally-binding plan that can both direct future development while protecting existing community character and resources.

While, the TGNCDC did not have the time or the budget to complete a Neighborhood Plan, it was critical to provide a unified development framework for the service area to be utilized in ongoing funding grant applications. As a result, the TGNCDC wisely proceeded with this Visioning and Development Framework plan as a first step in the development of a Neighborhood Plan.

The Planning Process

In order to ensure the maximum input from stakeholders and members of the public, the 9-month planning process for the Tower Grove Neighborhoods Visioning and Development Framework was structured around a Stakeholder Committee and Public Charrette process. The key engagement conducted as part of this project is shown to the right and a brief description of each activity is provided below:

FOCUS GROUP INTERVIEWS

H3 Studio began by conducted three focus group meetings with 34 community stakeholders. Each meeting corresponded to one of the three neighborhoods: Shaw (12 participants); Southwest Garden (8 participants); and Tower Grove South (10 participants). Participants consisted of residents, property owners, business owners, and institutional representatives.

STAKEHOLDER COMMITTEE MEETINGS

H3 Studio met three (3) times with the project's representative Stakeholder Committee to discuss the various aspects of the project and conduct work-sessions on the plan components prior to review by the public.

PUBLIC CHARRETTES

H3 Studio conducted two (2) public planning charrettes with community residents and the public at key points in the planning process. The first meeting, held in June of 2014 at the Journey Church on Kingshighway, was an opportunity for residents to review the neighborhood analysis and provide input on community issues and ideas. The second meeting, held in January of 2015 at the old Grand Oak Hill Community Corporation office, was an opportunity for residents to review the draft Vision and Development Framework and provide specific input on the plan's initiatives. Over 80 residents participated in the Charrette process, with 30 residents attending the first and over 50 attending the second.

COMMUNITY SURVEY

H3 Studio also worked with the TGNCDC to develop and conduct a community survey between July 2014 and January 2015. Using both web-based and paper surveys, H3 Studio collected feedback from 438 community residents.

ENGAGEMENT

Focus Group Interviews

June 16, 2014

Tower Grove Neighborhoods Community Development Corporation

Community Visioning Charrette

June 28, 2014

The Journey Church

CDBG Committee Meeting

July 7, 2014

Tower Grove Neighborhoods Community Development Corporation

Stakeholder Committee Meeting #1

July 29, 2014

Tower Grove Neighborhoods Community Development Corporation

Stakeholder Committee Meeting #1

September 23, 2014

Tower Grove Neighborhoods Community Development Corporation

Community Framework Plan Charrette

January 28, 2015

Grand Oak Hill Community Corporation



FRAMEWORK PLAN CHARRETTE



AERIAL PHOTOGRAPH OF THE TOWER GROVE NEIGHBORHOODS

The Project Boundary

The Tower Grove Neighborhoods are comprised of three neighborhoods—the Shaw neighborhood, Southwest Garden, and Tower Grove South—that surround Tower Grove Park. These neighborhoods encompass nearly 1,900 acres in South St. Louis and are home to over 25,000 residents (2010 Census).

The Community Visioning and Development Framework project boundary is bordered by the following streets:

- **Grand Boulevard** north to Interstate 44;
- **Interstate 44** west to Kingshighway Boulevard;
- **Kingshighway Boulevard** south the Vandeventer/Southwest Avenue;
- **Southwest Avenue** west to Columbia Avenue;
- **Columbia Avenue** west to Hampton Avenue;
- **Hampton Avenue** south to Fyler Avenue;
- **Fyler Avenue** east to Kingshighway Boulevard;
- **Kingshighway Boulevard** south to Chippewa Avenue; and
- **Chippewa Avenue** east to Grand Boulevard.

The Tower Grove Neighborhoods include a number of regional attractions and destination, including Tower Grove Park, the Missouri Botanical Garden, and the South Grand Business District.

SHAW NEIGHBORHOOD DETAILS & STATISTICS:

| | |
|---------------------------------|--------------------|
| <i>Total Population:</i> | 6,811 |
| <i>Total Households:</i> | 4,362 |
| <i>Household Mean Earnings:</i> | \$62,168 |
| <i>Total Housing Units:</i> | 3,633 |
| <i>Vacant Housing Units:</i> | 694 (19.1%) |

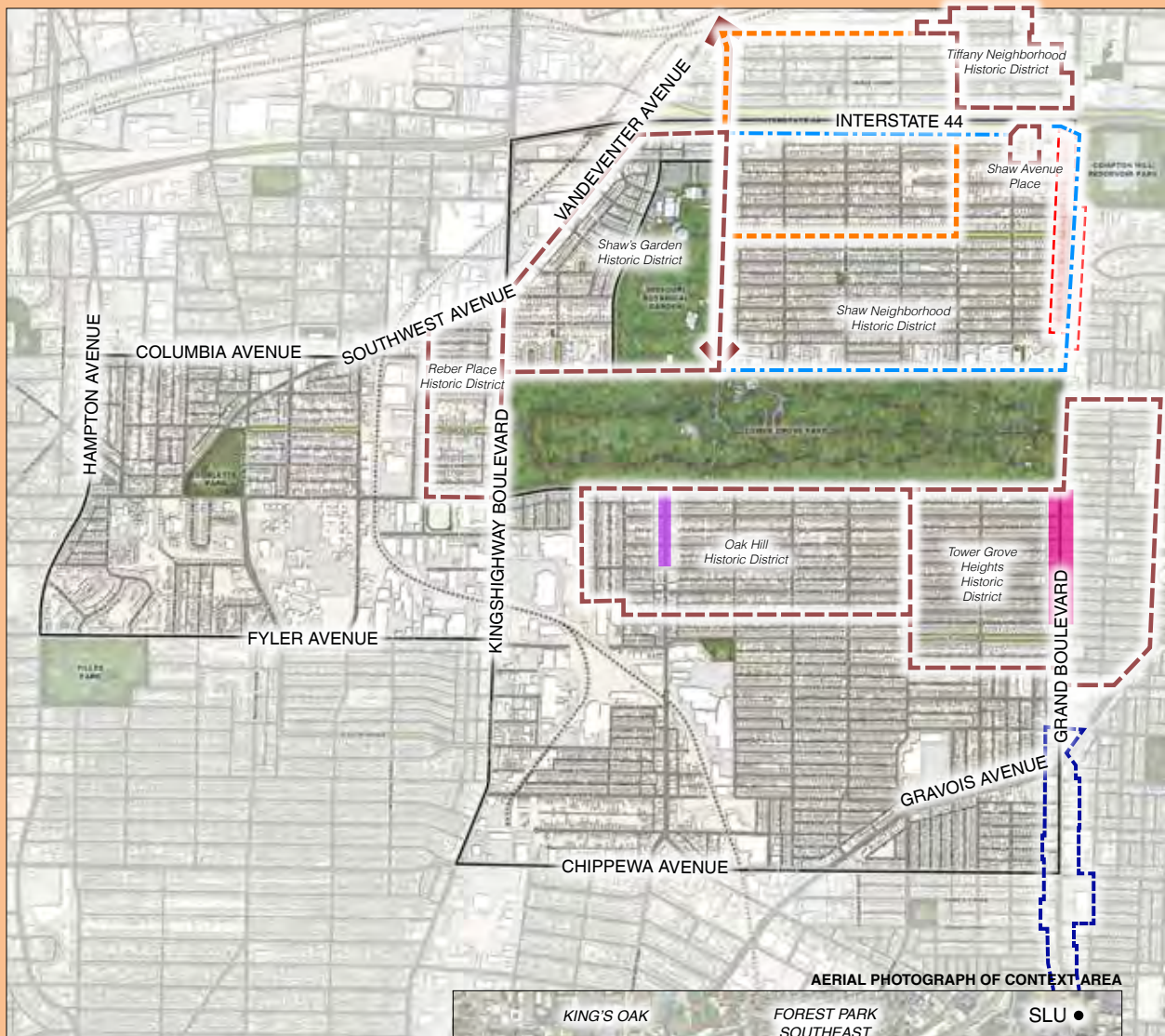
SOUTHWEST GARDEN NEIGHBORHOOD DETAILS & STATISTICS:

| | |
|---------------------------------|--------------------|
| <i>Total Population:</i> | 4,885 |
| <i>Total Households:</i> | 2,571 |
| <i>Household Mean Earnings:</i> | \$61,173 |
| <i>Total Housing Units:</i> | 2,970 |
| <i>Vacant Housing Units:</i> | 399 (13.4%) |

TOWER GROVE SOUTH NEIGHBORHOOD DETAILS & STATISTICS:

| | |
|---------------------------------|---------------------|
| <i>Total Population:</i> | 13,333 |
| <i>Total Households:</i> | 7,889 |
| <i>Household Mean Earnings:</i> | \$45,210 |
| <i>Total Housing Units:</i> | 7,129 |
| <i>Vacant Housing Units:</i> | 1,038 (7.7%) |

All data is taken from 2010 Census.



BASE MAP OF STUDY AREA

- Planning Area Boundary
- - - Grand Grove Corridor Strategic Development Plan
- - - Urban Education Alliance Boundary
- - - National Register Historic Districts
- - - Certified Local Historic District
- South Grand Business District
- Morganford Business District
- ↔ Cortex Transit Oriented Development Study
- - - Grand Boulevard Target Corridor (2015 City of St. Louis Consolidated Plan)

These maps represent the existing conditions, context, plans, and jurisdictional boundaries in an around the Tower Grove Neighborhoods.





SHAW NEIGHBORHOOD



BARNES-JEWISH HOSPITAL



CORTEX INNOVATION COMMUNITY



MISSOURI BOTANICAL GARDEN



BOTANICAL HEIGHTS

The Neighborhoods

The Tower Grove Neighborhoods—Shaw, Southwest Garden, and Tower Grove South—cover nearly 1900 acres (2.9 square miles) and are home to over 25,000 residents. This enormous area includes Tower Grove Park, one of the oldest of St. Louis' parks, and Missouri Botanical Garden, the oldest and top-ranked botanical garden in the United States and ranked third of all botanical gardens worldwide. These neighborhood namesakes are renowned cultural institutions that draw visitors from throughout the region.

The east side of the neighborhoods are bordered by Grand Boulevard and the South Grand commercial district. South Grand has experienced a remarkable transformation under the leadership of its business improvement district and is one of the City's most vibrant commercial, dining, and entertainment destinations. To the west, the neighborhoods are bordered by Hampton Avenue and they are bisected north-south by Kingshighway Boulevard. These three key streets are among the most travelled arterials in the City of St. Louis and provide the neighborhoods with excellent access to and from the region.

Shaw

The Shaw neighborhood is the oldest of the three Tower Neighborhoods, and is fully within a Certified Local Historic District. Bordered by Grand Boulevard to the east, I-44 to the north, Tower

Grove Avenue to the west, and Magnolia Avenue to the south, this neighborhood also has the most identifiable physical boundaries. Shaw is almost entirely residential, with small pockets of neighborhood commercial development along Grand, 39th Street, and Thurman Avenue.

Shaw is home to 6,811 residents (2010 Census) and possesses the greatest mix of housing types, with large numbers of duplexes and apartment buildings in addition to single-family housing. It is also the most racially diverse, with 51% white, 42% black, 2% Asian, and 5% other or two or more races. St. Margaret of Scotland parish and school has long been a Shaw anchor and a major positive force in the neighborhood's revitalization.

Southwest Garden

The Southwest Garden neighborhood extends from the Missouri Botanical Garden west to Hampton Avenue, and from Southwest and Columbia Avenue south to Fyler. This area covers a variety of smaller sub-neighborhoods, each with their own physical character. Like The Hill, to the north, much of Southwest Garden was originally developed as worker housing supporting the factories in the Manchester/River Des Peres corridor.

Southwest Garden is the smallest of the three neighborhoods, with 4,885 residents (2010 Census). The population is predominantly white (76%), with 16% black, 3% Asian, and 5% other or two or more races. Southwest Garden's housing is primarily single-family, with several large apartment



SOUTHWEST GARDEN



TOWER GROVE SOUTH

developments along Hampton Avenue. An exception is the portion of neighborhood between Alfred Avenue and Vandeventer, which is four-family with larger 6- and 8-flat walk-up apartment buildings. Southwest Garden also contains some major commercial, light industrial, and institutional development, including the Hill Schnuck's supermarket and St. Louis Psychiatric Rehabilitation Center.

Tower Grove South

Tower Grove South is physically the largest of the three neighborhoods, extending from Grand Boulevard west to Kingshighway and from Arsenal Street south to Chippewa Avenue. This area is characterized by rolling hills and key regional freight rail corridor. While the neighborhood is primarily residential, Tower Grove South contains the highest concentrations of commercial, retail, and industrial development, including two supermarkets and three full-service pharmacies. The South Grand business district is a key economic driver in the area's ongoing revitalization. Existing industrial development, however, is under-utilized and nearing obsolescence.

Tower Grove South is the most populous of the three neighborhoods, home to 13,333 residents (2010 Census). Tower Grove South's population is 54% white and 30% black. The neighborhood has a significant Asian population (9%), and 7% are other or two or more races. Housing types in Tower Grove South vary based on location. North of McDonald Avenue and east of Morganford, the housing type mix is similar to Shaw, with large

numbers of duplexes, four-plexes, and small apartment buildings interspersed with detached single-family housing. South of McDonald Avenue and west of Gustine Avenue, the neighborhood is predominantly single-family, with small brick bungalow and foursquare style homes. East of Gustine and south of Gravois, the neighborhood is characterized by duplexes and four-plexes.

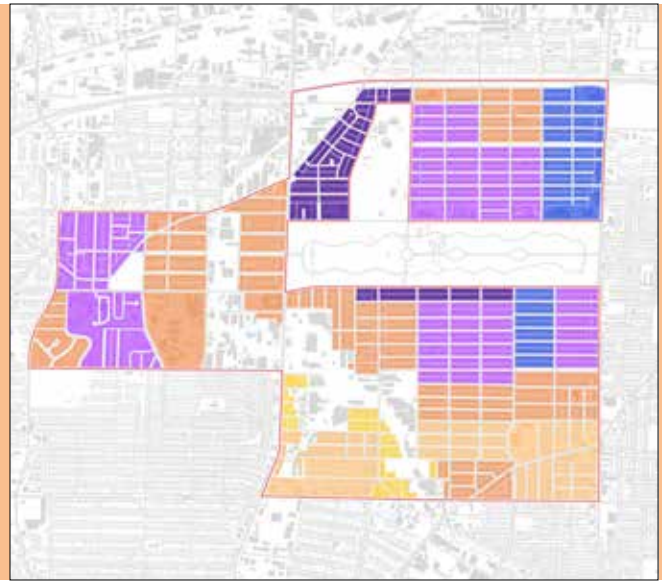
Surrounding Context

To the north of the Tower Grove Neighborhoods, the Botanical Heights Neighborhood (formerly McRee Town) has quickly become a local redevelopment success story. The area, which was the epicenter of one of the largest wholesale land clearance projects in the City's history, is now home to a number of boutique businesses.

Further north along Tower Grove Avenue in the Central Corridor, Barnes-Jewish Hospital, the Cortex Innovation Community, and Saint Louis University comprise the region's fastest-growing economic development and employment center. The Tower Grove Neighborhoods will provide a significant resource of housing and retailing to the Central Corridor workforce. Additionally, the Cortex district is bisected by the MetroLink light rail transportation system and the future Cortex Station, which will be the first new station added to the original alignment since 1990. Adding additional strength to the area, the long-awaited IKEA store will be finishing construction in the fall of 2015. This will position the Central Corridor as a key retail and mixed-use center in the region.



TOWER GROVE NEIGHBORHOODS LOW-MOD BLOCK GROUPS (80% AMI)



TOWER GROVE NEIGHBORHOODS MARKET CLUSTERS
(CITY OF ST. LOUIS RESIDENTIAL MARKET ANALYSIS)

City of St. Louis Context

The Tower Grove Neighborhoods Community Vision and Development Framework have been developed in coordination with the City of St. Louis 2015 – 2019 Consolidated Plan. The Consolidated Plan establishes city-wide community development priorities and dictates the city's allocation of federal entitlement grant funds, including Community Development Block Grant (CDBG) and HOME funding. Community development organizations like the TGNCDC must align development priorities with the Consolidated Plan to be eligible for CDBG and HOME grant funding.

Geographic Target Areas

Consolidated Plan objectives and priorities are structure around a city-wide geographic target areas. These are locally-designated areas where targeted investments and revitalization efforts are carried out through multiple activities and programs in a concentrated, coordinated manner. Geographic target areas have been identified by existing market conditions based on the City's Residential Market Analysis (described on the facing page) to build from strength and leverage private investment throughout the City of St. Louis.

- **Target Area 1** (market clusters A, B, & C)
- **Target Area 2** (market clusters D, E, F & G)
- **Target Area 3** (market clusters H & I)

In addition to the Geographic Target Areas, the Consolidated Plan includes six (6) Target Corridors for focused commercial development activities. These corridors of the properties directly adjacent to the street:

1. **Dr. Martin Luther King Jr. Corridor:** Dr. Martin Luther King Jr. Boulevard from Union Boulevard west to the City Limits.
2. **Grand Corridor:** South Grand Boulevard from Potomac Street south to Meramec Avenue.
3. **North Broadway/Baden Corridor:** North Broadway from Switzer Avenue north to the City Limits.
4. **Cass Corridor:** Cass Avenue from North 12th Street (Stan Musial Memorial Bridge approach ramp west to North Jefferson Avenue (including the entirety of the former Pruitt-Igoe site).
5. **Jefferson Corridor:** North Jefferson Avenue/Par-nell Street from Cole Street north to Natural Bridge Avenue (including the entirety of the former Pruitt-Igoe site).

The general outcomes of the Residential Market Analysis coincide with the detailed neighborhood analysis and consensus issues developed for the Tower Grove Neighborhoods. As a result, the recommendations of this plan align with the objectives and priorities of the Consolidated Plan. This plan will assist the City in achieving its city-wide community development goals, and therefore competitively-positions the TGNCDC to access future community development funding.

TARGET AREA 1

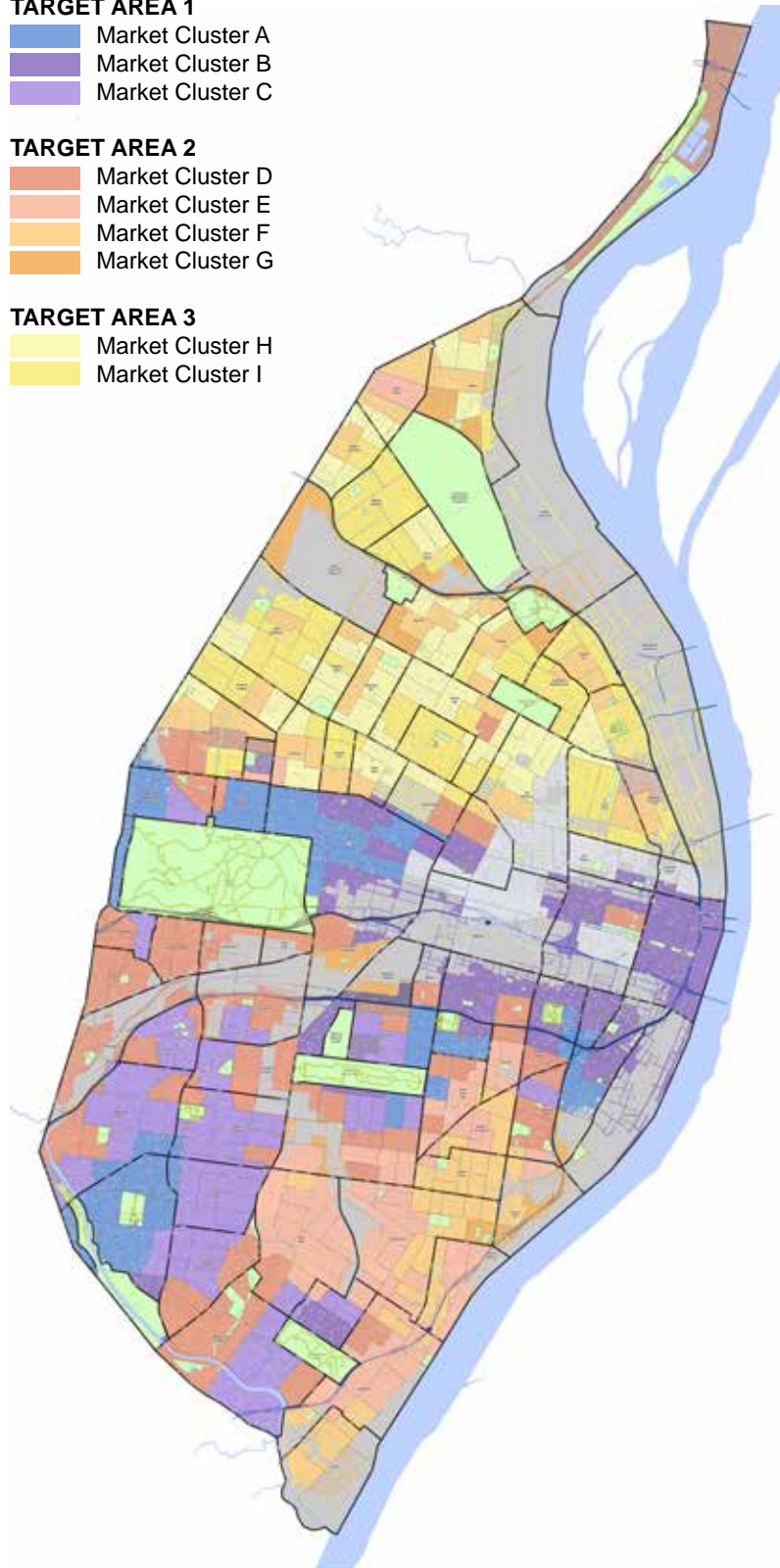
- Market Cluster A
- Market Cluster B
- Market Cluster C

TARGET AREA 2

- Market Cluster D
- Market Cluster E
- Market Cluster F
- Market Cluster G

TARGET AREA 3

- Market Cluster H
- Market Cluster I



CITY OF ST. LOUIS RESIDENTIAL MARKET ANALYSIS

CITY OF ST. LOUIS RESIDENTIAL MARKET ANALYSIS

The City of St. Louis Residential Market Analysis is a tool created by The Reinvestment Fund and provided to the City of St. Louis by HUD in 2013. It is a Census Block Group level cluster analysis of nine (9) housing market characteristics—including sales price, foreclosure rates, owner-occupancy, vacancy, rental housing subsidies, and construction activity—that sorts market characteristics by similarities and difference into nine clusters.

The Residential Market Analysis provides a snapshot in time of the existing residential market, using data from 2010 through 2012. It does not assign value to specific area or predict of future conditions.

In identifying geographic target areas, it is important to note that the cut-off points between these three categories are not and cannot be exact, especially as the Residential Market Analysis measures differences in markets across Census Block Groups and does not address the block-by-block differences or “micro-markets” that are common in the City of St. Louis. In addition, these categories do not, in and of themselves, identify areas prime for revitalization due to strong community assets, social capital, transportation networks, or adjacency to stronger markets. Therefore, although activities under this Consolidated Plan will be assigned to these market types, the matching of activities is only a guide.



02

NEIGHBORHOOD ANALYSIS

As part of the Community Visioning and Development Framework planning process, H3 Studio conducted an existing conditions analysis of the Tower Grove Neighborhoods. The purpose of this analysis is to identify the major challenges impacting the ongoing reinvestment in and revitalization of the neighborhoods. First, the team performed field surveys and on-site verifications of on-the-ground physical conditions. H3 Studio then prepared an urban analysis to identify community issues, assets, and the areas of the neighborhoods that are most likely to experience change over time. In conjunction with feedback from community residents and stakeholders, this analysis provides guidance for considering new development or redevelopment of key sites.



FRAMEWORK PLAN CHARRETTE

*There were over
500
residents and
stakeholders of
the Tower Grove
Neighborhoods
engaged in this
planning process.*

Consensus Issues

Over the course of engaging the community of the Tower Grove Neighborhoods, H3 Studio compiled a list of Consensus Issues facing one or more of the neighborhoods. Draft issues were first identified through the three neighborhood stakeholder focus groups. These issues were then reviewed and revised by the community-at-large during the Visioning Charrette, the first public event of the planning process. Finally, the TGNCDC conducted an ongoing, online survey to continue to collect resident feedback throughout the remainder of the Community Visioning and Development Framework project.

A comprehensive list of consensus issues that echoed throughout conversations with community residents is presented on the facing page. These issues, in conjunction with Project Area analysis, form the basis of the Vision and Development Framework recommendations. They primarily describe the physical conditions and challenges for the neighborhood. However, several major issues were focused on neighborhood programming and policy, including crime and safety, access to social services, and neighborhood perception, communication, and marketing.

These issues are addressed by the Community Vision, Goals, and Development Framework presented in this document.



1. **Perimeter streets**, including Kingshighway, Shaw Boulevard, Arsenal Street, and Tower Grove Avenue, feel unsafe due to the volume and speed of traffic.
 2. Speeding traffic on **neighborhood streets**, including 39th Street, Roger Place, and Oak Hill Avenue.
 3. There is a need for more multi-generational **recreational programming and facilities** in neighborhood parks.
 4. Tower Grove Park and Arsenal Street is **perceived as a barrier** to north-south connectivity.
 5. There is confusion as to whether **green medians** on Flora Place, Reber Place, and Utah Place are public parks.
 6. **Access to bus service** is difficult from the interiors of the neighborhoods, particularly Tower Grove South.
 7. Housing **repair, stabilization, and redevelopment** is needed south of McDonald Avenue, along Shaw Boulevard and DeTonty Avenue, and in the 4100- and 4200-blocks of Russell Avenue and Castleman Avenue.
 8. Redevelopment opportunities along **Grand Boulevard north of Magnolia Avenue** need to be effectively utilized.
 9. There is a need and opportunity for **more neighborhood services and businesses** in neighborhood commercial districts, especially along Southwest Avenue and Morganford Road.
 10. The **Gravois Plaza development** is perceived as a hot-spot for crime.
 11. What is the **identity of Gravois Avenue?**
 12. **Industrial properties** along the Union Pacific railroad corridor are incompatible with surrounding residential neighborhoods.
 13. Existing industrial sites are **under-utilized and facing economic obsolescence**.
 14. **Access from Kingshighway** is restricted due to large commercial and industrial parcels.
 15. **Crime** and negative perceptions of safety coincide with areas needing housing repair and stabilization.
 16. There is a need for **improved communication** between the three neighborhoods.
 17. Existing residents need to be effectively connected to **neighborhood social services**.
 18. Improve neighborhood **marketing and identity**.



NEW COMMERCIAL TENANT IN THE SHAW NEIGHBORHOOD

Neighborhood Analysis

In order to catalogue the existing conditions of the Tower Grove Neighborhoods today and understand the major physical issues within the planning area, H3 Studio conducted on-site surveys and field verifications of existing building, site, and street conditions across the three neighborhoods. These surveys included:

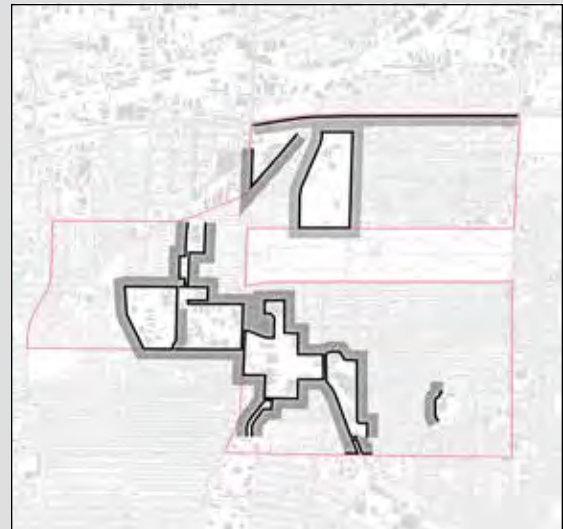
- *Municipal, Neighborhood & Ward Boundaries*
- *Zoning Districts (Title 26: Zoning Code)*
- *Strategic Land Use Plan Categories (SLUP)*
- *Access, Circulation & Parking*
- *Open Space, Green Space & Civic Spaces*
- *Pedestrian Network & Connectivity*
- *Transportation Network (MetroLink, MetroBus & Bike)*
- *Street & Sidewalk Configurations & Conditions*
- *Neighborhood Amenities*

The surveys were conducted “windshield style” and compiled into a series of maps and analysis diagrams that were utilized throughout the planning process. Graphic Information Systems (GIS) data, provided by the Client, was also utilized in this process to evaluate proximity and access to transit service, schools, commercial districts, and other neighborhood amenities. Key analysis maps and summaries are presented on the following pages.



BLOCKS & STREET NETWORK

Blocks in the Shaw and Tower Grove South neighborhoods are generally oriented east-west, with development fronting onto east-west streets (“A streets”). In Shaw, blocks average 725 feet long by 280 feet deep. In Tower Grove South, blocks average 800 feet long by 300 feet deep. Southwest Garden has a greater mix of block shapes, orientations, and sizes, with an average block size of 600 feet by 450 feet. The street grid is interrupted along the Union Pacific railroad corridor on the west of Tower Grove South, limited access from the west.



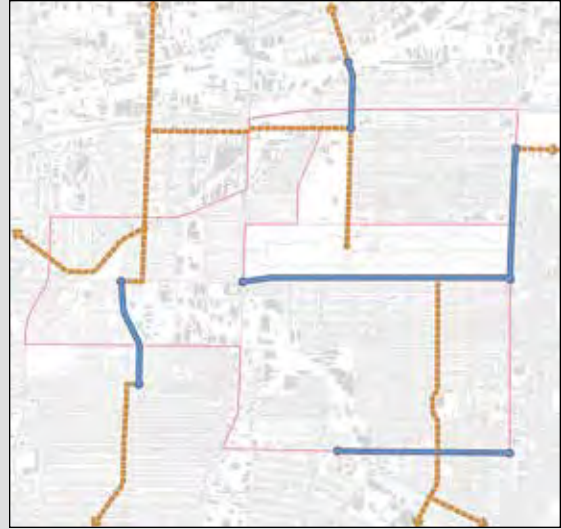
PHYSICAL BARRIERS

There are a variety of physical barriers, particularly associated with the Union Pacific railroad corridor and surrounding industrial parcels in the Tower Grove South and Southwest Gardens neighborhoods. These barriers are characterized by limited vehicular and pedestrian connectivity; large, private parcels; and topographic barriers. In addition, I-44, the Missouri Botanical Garden, and the Vandeventer Avenue corridor provide physical barriers.



STREET DIRECTION

One-way streets have been implemented throughout the Shaw and Tower Grove South neighborhoods as a means to control traffic flow. In the Shaw neighborhood, north-south streets are generally paired as one-way couplets; in the Tower Grove South Neighborhood, east-west streets are generally paired as one-way couplets. Southwest Garden has a limited number of one-way streets, mostly located in the section west of the Missouri Botanical Garden and east of Vandeventer Avenue.



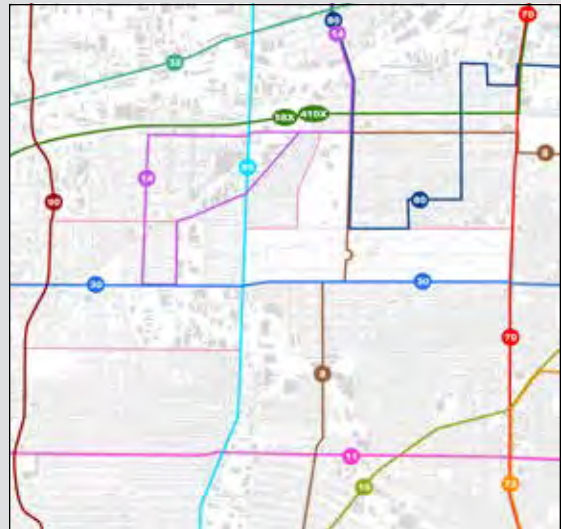
BICYCLE FACILITIES

Existing bicycle facilities have been implemented as part of the Bike St. Louis and Gateway Bike Plan initiatives. These include dedicated bike lanes on Sublette Avenue between Arsenal Street and Fyler Avenue; on Tower Grove Avenue between Magnolia Avenue and Vandeventer Avenue; on Arsenal Street between Grand Boulevard and Kingshighway, on Grand Boulevard between Arsenal Street and Russell Boulevard, and on Chippewa Avenue between Beck Avenue and Grand Boulevard.



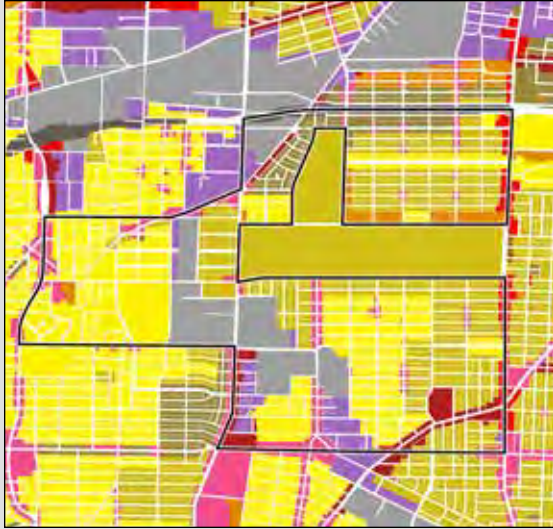
DEAD-END STREETS

Dead-end streets have been implemented in the Shaw neighborhood along Grand Boulevard and Tower Grove Avenue as a way to limit access to the interior of the neighborhood from major thoroughfares. In the Tower Grove South and Southwest Garden neighborhoods, there are a limited number of dead-end streets as a result of adjacent industrial development and rail corridors.



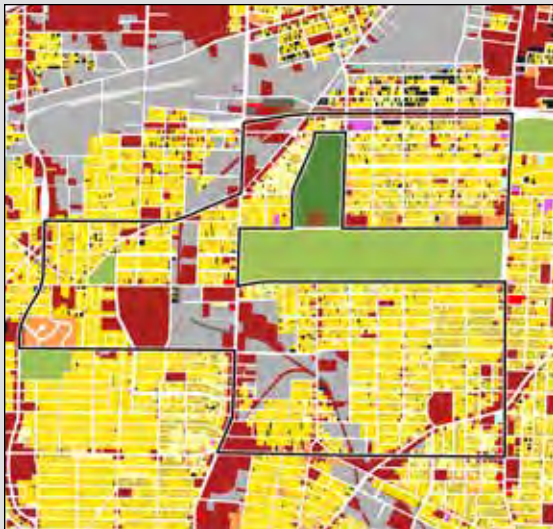
METROBUS SERVICE

The Tower Grove Neighborhoods are served by 11 MetroBus routes on both perimeter and interior neighborhood streets. These routes include the #8 Bates-Morganford, #10 Gravois-Lindell, #11 Chippewa, #14 Botanical Garden, #30 Souard, #32 M.L. King-Chouteau, #58X Twin Oaks Express, #410X Eureka Express, #70 Grand, #73 Carondelet, and the #90 Hampton.



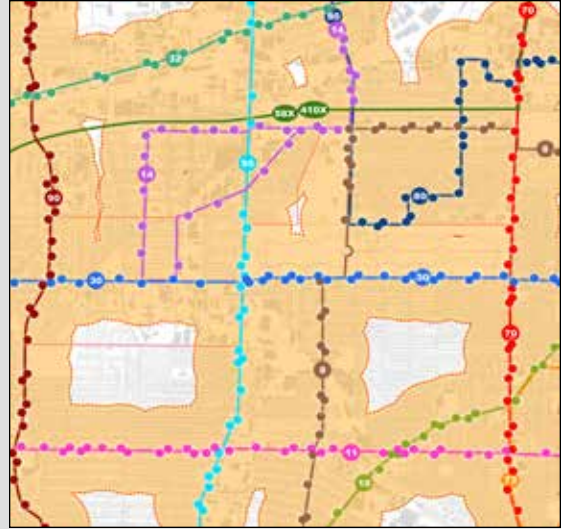
TITLE 26: ZONING CODE

The existing zoning code was completed in 1947. Much of the core of the neighborhood is classified today as either B: Two-Family Dwelling District or A: Single-Family Zoning District. Grand Boulevard is primarily classified as H: Area Commercial District, while other major thoroughfares (Kingshighway, Morganford Road, Vandeventer Avenue, Chippewa Avenue, and Hampton Avenue) are classified as G: Local Commercial and Office District. J: Industrial and K: Unrestricted Districts follow the Union Pacific railroad corridor.



NEIGHBORHOOD LAND USE

Existing neighborhood land use largely conforms to the City's Zoning Code, with a finer mix of single-family and multi-family housing throughout the neighborhoods. In addition, key neighborhood institutions (schools, churches, etc.) and neighborhood commercial districts and corners give the entirety of the Tower Grove Neighborhoods—and especially Shaw and Tower Grove South—a traditional walkable, mixed-use character.



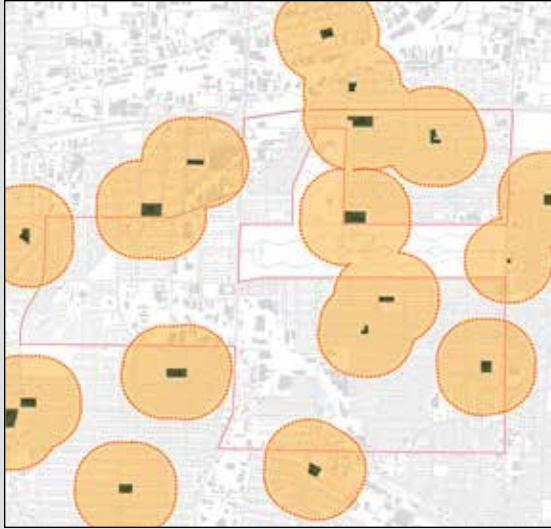
METROBUS ACCESS

The eleven MetroBus lines serving the Tower Grove Neighborhoods have nearly 200 individual stops within the neighborhoods, primarily on the key streets of Arsenal, Grand Boulevard, Chippewa Avenue, Kingshighway, Hampton Avenue, Morganford Road, Tower Grove Avenue, Shaw Boulevard, Gravois Avenue, and Vandeventer Avenue. This puts approximately 85% of neighborhood households within a 5-minute walk (1/4 mile) of a MetroBus stop.



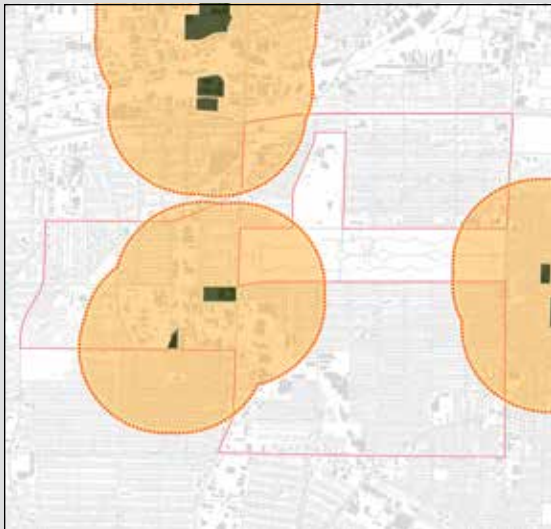
PROXIMITY TO PARKS

The Tower Grove Neighborhoods are served by four (4) major parks (Tower Grove Park, Sublette Park, Tilles Park, and Reservoir Park) and eight (8) neighborhood parks. This puts approximately 50% of neighborhood households within a 5-minute walk (1/4 mile) of a park.



PROXIMITY TO ELEMENTARY SCHOOLS

There are 18 schools, including public schools, parochial schools, and other private schools, providing elementary or K-8 education in the Tower Grove neighborhoods. These include, but are not limited to: Mullanphy School, Fanning Middle School, Mann School; Tower Grove Christian School, St. Margaret of Scotland, South City Preparatory Academy, City Garden Montessori School, and Kennard Classical Academy. This puts approximately 50% of neighborhood households within a 5-minute walk (1/4 mile) of an elementary school.



PROXIMITY TO HIGH SCHOOLS

The Tower Grove Neighborhoods have excellent access to high schools, with six (6) public and private high schools located in or immediately adjacent to the neighborhoods. These include Central Visual Performing Arts/Cleveland Junior Naval Academy High School, Gateway Science Academy, Gateway High School, Roosevelt High School, St. Elizabeth's Academy, and St. Louis University High School. This puts approximately 30% of neighborhood households within a 10-minute walk (1/2 mile) of a high school.



PROXIMITY TO MAJOR COMMERCIAL DISTRICTS

Major commercial districts are located on main thoroughfares like Grand Boulevard, Kingshighway, Vandeventer Avenue, Morganford Road, and Hampton Avenue. They include national and regional retailers, supermarkets, and full-service pharmacies. Approximately 75% of neighborhood households are within a 10-minute walk (1/2 mile) of a major commercial district.



PROXIMITY TO NEIGHBORHOOD COMMERCIAL DISTRICTS

There are approximately two-dozen neighborhood commercial districts throughout the Tower Grove Neighborhoods. These consist primarily of street corner mixed-use developments at the intersections of key neighborhood streets that support local, neighborhood businesses. Approximately 75% of neighborhood households are within a 5-minute walk (1/4 mile) of a major commercial district.



NEIGHBORHOOD COMMERCIAL CORNER IN SHAW



CONSTRUCTION OF A NEW SCHOOL BUILDING AT ST. MARGARET OF SCOTLAND



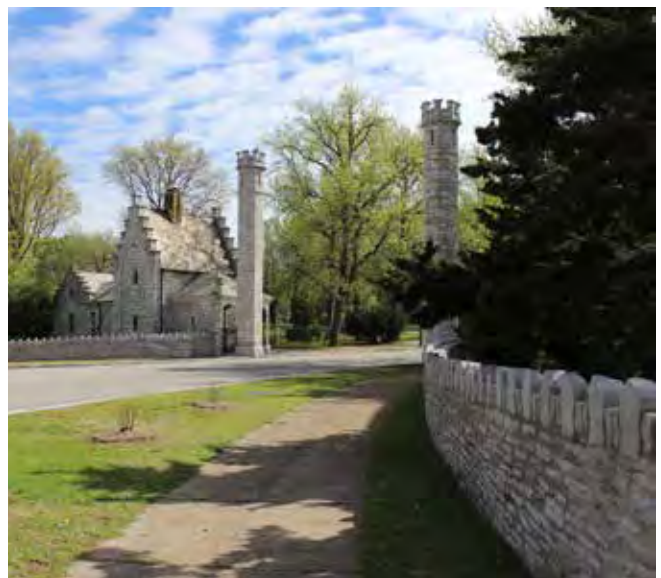
GRAVOIS PLAZA SHOPPING CENTER



EXISTING DEVELOPMENT AND LAND USE ALONG GRAVOIS AVENUE



LACK OF PEDESTRIAN CROSSING AT REBER PLACE AND KINGSHIGHWAY



WEST ENTRANCE TO TOWER GROVE PARK



EXISTING LAND USE ALONG CHIPPEWA AVENUE



CENTRAL VISUAL PERFORMING ARTS HIGH SCHOOL / CLEVELAND JROTC



SCHNUCK'S SUPERMARKET ON ARSENAL STREET IN SOUTHWEST GARDEN



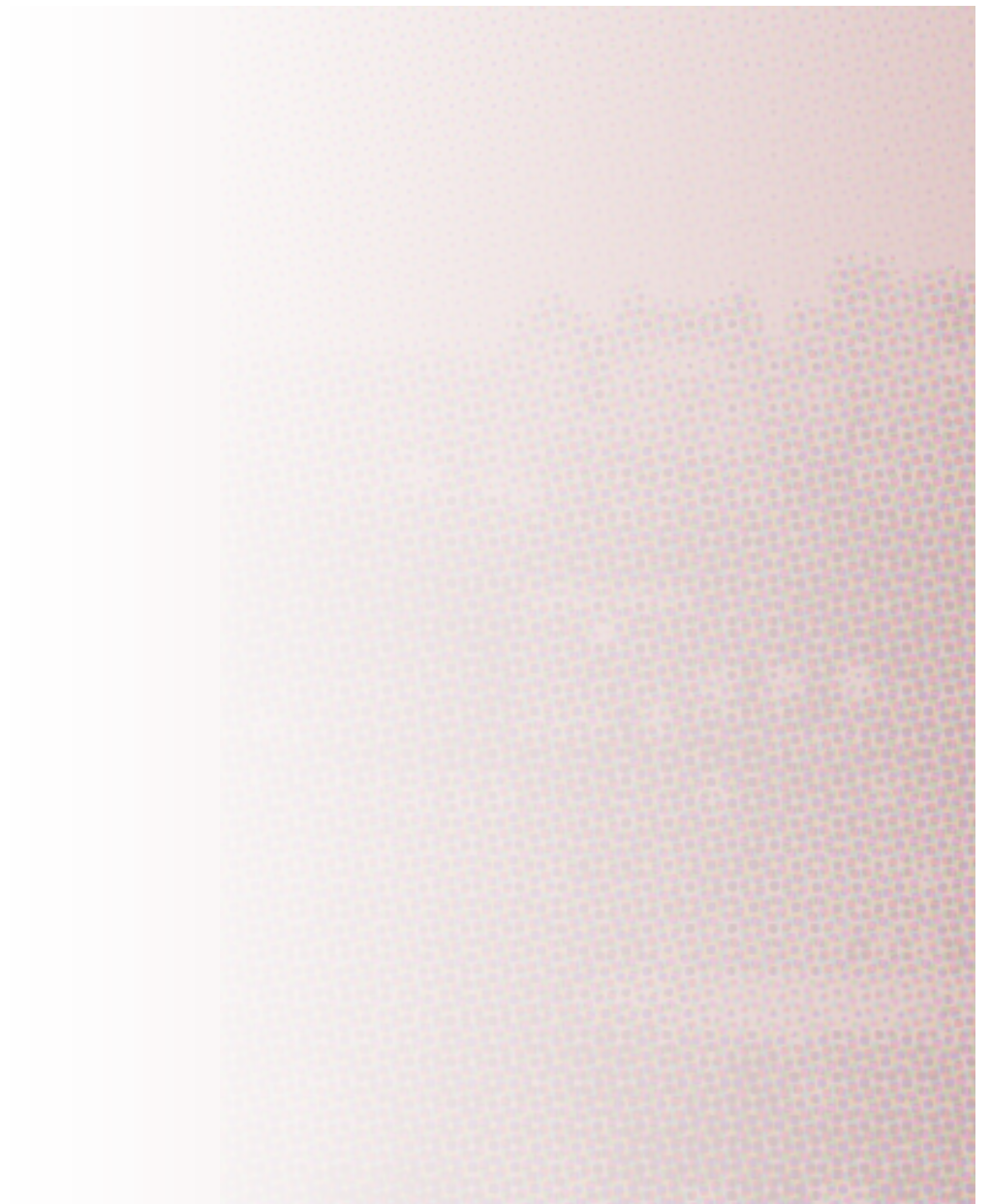
LARGE-SCALE LIGHT INDUSTRIAL DEVELOPMENT IN SOUTHWEST GARDEN



EXISTING LAND USE AND CHARACTER OF KINGSHIGHWAY BOULEVARD



NEW COMMERCIAL DEVELOPMENT IN SOUTHWEST GARDEN





03

VISION & GOALS

The Vision and Goals for the Tower Grove Neighborhoods sets forth the aspirations of this community and its residents. Throughout the planning process, H3 Studio worked closely with neighborhood residents and community stakeholders to articulate the neighborhoods' long-term vision for ongoing and future community development revitalization. This Vision is supported by a series of Community Goals, which identify the key development, programming, and policy priorities that will work together to achieve the community's vision.



SOUTH GRAND BUSINESS DISTRICT AND THE TOWER GROVE NEIGHBORHOODS

Tower Grove Neighborhoods Community Vision

*The Tower Grove Neighborhoods **are rich in history, in culture & are home to people of all ages, races, incomes, and backgrounds.** Tower Grove Park and the Missouri Botanical Garden are our neighborhoods' namesakes & the amenities that we all share.*

*We will build upon these assets—our parks, our schools, our churches, our architecture, our small- and large businesses, our high-quality housing, our continued success & our diverse and engaged citizens—to make the Tower Grove Neighborhoods **a safe, inclusive, and vibrant community for all people, now and in the future.***

- The residents, business owners, and stakeholders of the Tower Grove Neighborhoods

Community Goals

These Community Goals are established as part of the Tower Grove Neighborhoods Visioning Process & Development Framework. They support the fulfillment of the Community Vision and are intended to act as a policy and programming guide for community and stakeholder organizations and institutions. The Community Goals—in no particular order—are presented below and on the following pages:

GOAL #1

Improve neighborhood **HOUSING QUALITY** and enhance the residential market of the Tower Grove Neighborhoods.

GOAL #2

Improve neighborhood **SAFETY & SECURITY**.

GOAL #3

Connect to Cortex, BJC, Saint Louis University, and other **CENTRAL CORRIDOR INSTITUTIONS**.

GOAL #4

Create a **NEIGHBORHOOD PARK DISTRICT**.

GOAL #5

Enhance **NEIGHBORHOOD ACCESS** to Tower Grove Park and the Missouri Botanical Garden.

GOAL #6

Support implementation of the **GATEWAY BIKE PLAN**.

GOAL #7

Enhance the **QUALITY OF GRAVOIS AVENUE**.

GOAL #8

Improve the **IMAGE & IDENTITY OF CHIPPEWA AVENUE**.

GOAL #9

Reinvest in the **KINGSHIGHWAY CORRIDOR** and adjacent industrial areas.

GOAL #10

Enhance the **QUALITY OF GRAND BOULEVARD**.

GOAL #11

Invest in small **NEIGHBORHOOD COMMERCIAL DISTRICTS**.

GOAL #12

Enhance north-south **BICYCLE & PEDESTRIAN CONNECTIVITY**.

GOAL #13

Create an **IDENTITY** for the Tower Grove Neighborhoods.

GOAL #14

Continue improvements to the **REVITALIZED RESIDENTIAL CORE**.

GOAL #15

Connect residents to **SUPPORTIVE SERVICES** provided in the neighborhood.

GOAL #10

COORDINATE with existing and new neighborhood organizations.



Goal #1

Improve neighborhood
HOUSING QUALITY,
preserve
affordability,
and enhance the
residential market
by...

Investing available housing development funds into residential opportunities south of McDonald Avenue, south Morganford Road, the Gravois Triangle, the northern edge of the Shaw Neighborhood, and along Brannon Avenue.



Goal #2

Improve neighborhood
**SAFETY &
SECURITY** by...

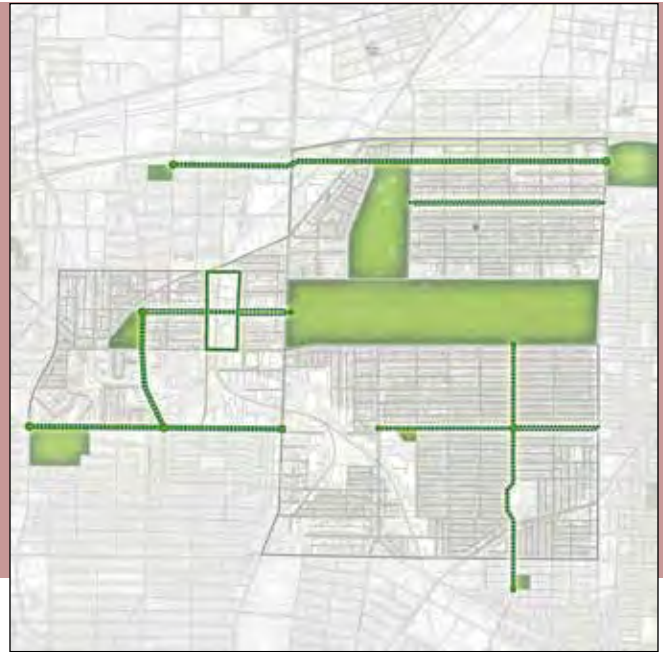
Facilitating development of vacant and abandoned buildings, investing in emergency home repair, and facilitating community development activities in neighborhood stabilization areas south of Gravois Avenue (Gravois Triangle), along Beck Avenue and south Morganford Road, and along the northern edge of the Shaw Neighborhood.



Goal #3

Connect to Cortex,
BJC, Saint Louis
University &
other **CENTRAL
CORRIDOR
INSTITUTIONS**
by...

Developing bicycle and pedestrian infrastructure, improving public space, facilitating economic development, and supporting transit improvements along the Tower Grove Avenue corridor. Establish secondary corridors along Vandeventer Avenue, Kingshighway Boulevard, 39th Street, and Grand Boulevard.



Goal #4

Create a
**NEIGHBORHOOD
PARK DISTRICT**
by...

Connecting city, community, neighborhood, and regional parks and the Missouri Botanical Garden with a network of designated “green streets,” including Flora Place, Sublette Avenue, Utah Place, Shaw Boulevard, Gustine Avenue, and Reber Place.



Goal #5

Enhance
**NEIGHBORHOOD
ACCESS** to Tower
Grove Park and the
Missouri Botanical
Garden by...

Improving primary and secondary pedestrian entrances with new crosswalks, curb cuts, and traffic signals. Primary entrances to Tower Grove Park are at Tower Grove Avenue, Center Cross Drive/Morganford Road, Roger Place, Spring Street, 39th Street, Thurman Avenue, and Reber Place. Primary entrances to the Missouri Botanical Garden are at Flora Place and Tower Grove Avenue/Shaw Boulevard.

Goal #6

Support
implementation
of the **GATEWAY
BIKE PLAN** by...

Working with the City of St. Louis to implement planned bicycle facility improvements on Tower Grove Neighborhoods streets including Vandeventer Avenue, Shaw Boulevard, Arsenal Street, Morganford Road, Grand Boulevard, Chippewa Avenue, and Gravois Avenue.



Goal #7

Enhance the
**QUALITY OF
GRAVOIS AVENUE**
by...

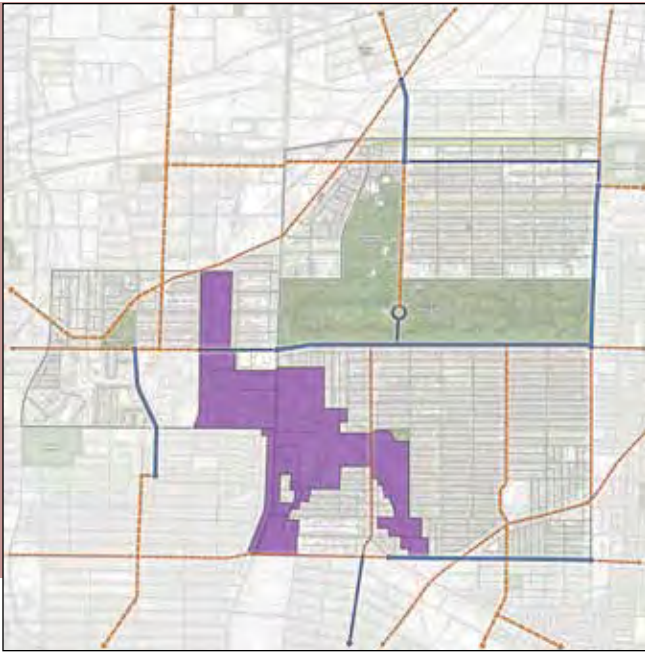
Supporting the redevelopment and re-occupancy of vacant buildings, development of new and, supporting existing businesses with available resources, and high-quality streetscapes, street trees, lighting, pedestrian amenities, and infrastructure. Consider developing and implementing one or more form-based districts (FBDs) and/or SBD/CIDs to guide future development of the Gravois Avenue corridor.



Goal #8

Improve the
**IMAGE & IDENTITY
OF CHIPPEWA
AVENUE** with...

High-quality streetscapes, street lighting, pedestrian amenities, infrastructure, the development of supportive neighborhood businesses, and support of existing businesses with available incentives. Create and implement standards for signage, property maintenance, and the appearance of adjacent properties. Consider developing and implementing a form-based districts (FBDs) and/or SBD/CIDs to guide future development of Chippewa Avenue.



Goal #9

Reinvest in the **KINGSHIGHWAY CORRIDOR** and adjacent industrial areas by...

Improving the border between industrial development and residential neighborhoods, strategically investing in vacant and/or under-utilized industrial properties, and developing a long-term plan to redevelop industrial sites. Consider developing and implementing one or more form-based districts (FBDs) and/or SBD/CIDs to guide future development of Kingshighway.



Goal #10

Enhance the **QUALITY OF GRAND BOULEVARD** by...

Expanding the existing South Grand Special Business District north of Magnolia Avenue to Interstate 44 and south of Utah Place to assist in the continued revitalization of Grand Boulevard as a vibrant, mixed-use corridor.



Goal #11

Invest in small
**NEIGHBORHOOD
COMMERCIAL
DISTRICTS** by...

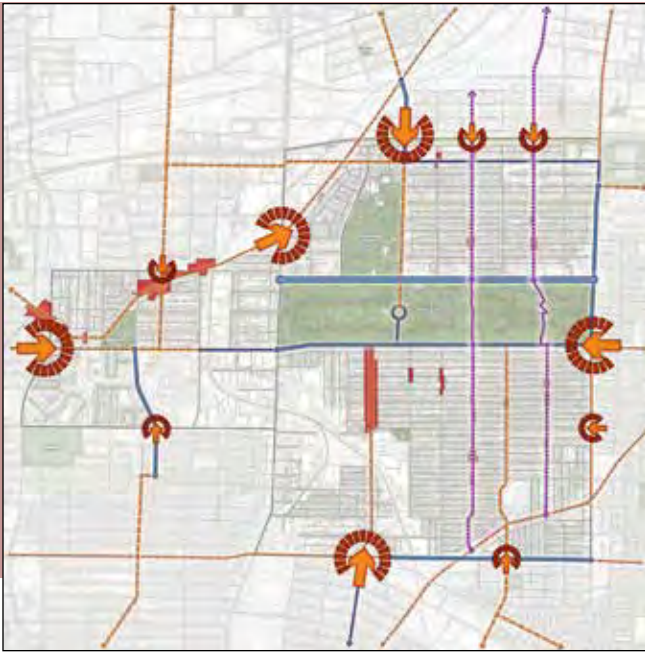
Facilitating the development of neighborhood businesses, sidewalk and public infrastructure improvements, and building repair and beautification. Neighborhood commercial districts are located along Southwest Avenue, Morganford Road, Shaw Boulevard, Thurman Avenue, 39th Street, Oak Hill Avenue, Roger Place, and Spring Street. Consider developing and implementing one or more form-based districts (FBDs) and/or SBD/CIDs to guide future development.



Goal #12

Enhance north-south
**BICYCLE
& PEDESTRIAN
CONNECTIVITY** by...

Connecting to adjacent neighborhoods and amenities through designated neighborhood bicycle boulevards on Roger Place, Spring Street, 39th Street and Thurman Avenue. Implement buffered bike lanes on Magnolia Avenue from Kingshighway Boulevard to Grand Boulevard.



Goal #13

Create an **IDENTITY** for the Tower Grove Neighborhoods with...

Distinctive gateways at the key entrances to the neighborhoods. Utilize neighborhood branding, signature streetscapes, street lighting, signage, and way-finding elements to make the Tower Grove Neighborhoods a unique and identifiable destination. Primary entrances shall be on Arsenal Street at Grand Boulevard; Tower Grove Avenue at Interstate 44; Southwest Avenue at Kingshighway; Arsenal Street at Hampton Avenue; and Morganford Road at Chippewa Avenue.

Goal #14

Continue improvements to the **REVITALIZED RESIDENTIAL CORE** with...

Ongoing programs and activities to improve housing quality, neighborhood safety, resident stakeholderhip, and support housing affordability. Continue and expand healthy home repair programs, landlord training, nuisance abatement of rental properties, and neighborhood ownership model policing.



Goal #15

Connect residents to **SUPPORTIVE SERVICES** provided in the neighborhood by...

Creating a framework for communication, awareness of, and education on service providers and community resources. Service providers may include: elementary schools, high schools, early childhood education centers, churches, recreational facilities, hospitals, clinics, senior facilities, libraries, and financial institutions.

Goal #16

COORDINATE with existing and new neighborhood organizations to...

To achieve the consensus Vision for the Tower Grove Neighborhoods, leverage funding and organizational capacity, and position the Tower Grove community for continued and future success.



04

DEVELOPMENT FRAMEWORK

The Tower Grove Neighborhoods Development Framework is the geographic framework plan to guide ongoing and future revitalization efforts within the neighborhoods. The Development Framework describes the place-based initiatives—the “where”—that will work to achieve that Community Vision and Goals—the “what”. The Tower Grove Neighborhoods Development Framework has been designed to address the priority issues identified by the community and to ensure that future community development investments are made in a coordinated way that fulfills the Vision of the neighborhoods’ residents.



TOWER GROVE NEIGHBORHOODS DEVELOPMENT FRAMEWORK

Development Principles

The Tower Grove Neighborhoods Development Framework is consists of seven Development Principles. Each of these principles address one or more specific community development priorities, as identified by residents and community stakeholders. As a result of the TGNCDC's focus on physical development issues and supportive services, the Development Principles primarily address the physical development of the Tower Grove Neighborhoods. In total, these seven De-

velopment Principles, described on the following pages, work together to create the Development Framework for the Tower Grove Neighborhoods.

These Principles represent a long-term prioritization of community development initiatives that the three neighborhoods will work cooperatively to achieve. Due to variable nature of funding availability and other opportunities, this Framework should serve as a road map to guide planning and development efforts and pursue future funding and implementation resources.



PRINCIPLE #1

Let's continue to strengthen the residential core of the neighborhoods!



PRINCIPLE #2

Let's connect to economic development centers in the Central Corridor!



PRINCIPLE #3

Let's support the development of new transit access that facilitates community investment!



PRINCIPLE #4

Let's expand the existing residential core of the neighborhoods!



PRINCIPLE #5

Let's develop a network of parks and great streets!



PRINCIPLE #6

Let's create vibrant retail and mixed-use edges & neighborhood commercial districts.



PRINCIPLE #7

Let's create a coherent identity for the Tower Grove Neighborhoods!



Principle #1

LET'S CONTINUE TO STRENGTHEN THE RESIDENTIAL CORE OF THE NEIGHBORHOODS
by ...

- Focusing housing development in opportunity and stabilization areas, including:
 - *The Gravois/Chippewa Wedge*
 - *South Morganford Road (south of MacDonald Ave)*
 - *Tower Grove South south of MacDonald Ave*
 - *Shaw Boulevard and DeTonty Avenue*
- Continuing home repair & housing assistance in established residential cores
- Maintaining housing diversity and supporting the development of high-quality, affordable housing
- Supporting the continued revitalization of street corner neighborhood commercial nodes

Principle #2

LET'S CONNECT TO ECONOMIC DEVELOPMENT CENTERS IN THE CENTRAL CORRIDOR
by ...

- Developing Tower Grove Avenue as a signature gateway between the Cortex and the neighborhoods
- Investing in the 39th Street corridor as a link to Saint Louis University and Botanical Heights
- Developing a network of north-south bicycle and pedestrian routes to connect the interiors of the neighborhoods to the Central Corridor, community amenities, and existing transit routes



Principle #3

LET'S SUPPORT THE DEVELOPMENT OF NEW TRANSIT ACCESS THAT FACILITATES COMMUNITY INVESTMENT by...

- Supporting and facilitating a bus rapid transit (BRT) or streetcar line on Grand Boulevard
- Supporting long-term expansion of the MetroLink on the existing Union Pacific railroad corridor
- Facilitating the development of neighborhood MetroLink Stations that support transit-oriented development



Principle #4

LET'S EXPAND THE EXISTING RESIDENTIAL CORE OF THE NEIGHBORHOODS by...

- Redeveloping existing industrial sites south of Utah Avenue as new neighborhood housing and transit-oriented development supported by MetroLink
- Creating a transit-oriented development between Brannon Avenue and Hereford Avenue at Reber Place



Principle #5

**LET'S DEVELOP A
NETWORK OF PARKS
AND GREAT STREETS**
by...

- Creating neighborhood greenways on major divided places
- Connecting Tower Grove Park and Sublette Park along Reber Place
- Create a new east-west connection between Fyler Avenue and Utah Avenue/Utah Place
- Enhancing perimeter streets with new landscaping, bike, and pedestrian amenities
- Making Shaw Boulevard and Gustine Avenue premier walking and biking streets

Principle #6

**LET'S CREATE
VIBRANT RETAIL AND
MIXED-USE EDGES
& NEIGHBORHOOD
COMMERCIAL
DISTRICTS** by...

- Expanding the South Grand Business District north of Arsenal Street
- Continuing mixed-use development and reinvestment along Vandeventer, Chippewa, and Gravois Avenues
- Enhancing neighborhood commercial nodes and districts (i.e. 39th Streets, Morganford Road, various neighborhood corner commercial districts)
- Expanding the South Grand Business District south of McDonald Avenue
- Developing major commercial / retail development along Kingshighway
- Building upon current investment initiatives like the new Gateway Science Academy charter school to create a new institutional / educational district between Arsenal Street and Fyler Avenue



Principle#7

**LET'S CREATE
A COHERENT
IDENTITY FOR THE
TOWER GROVE
NEIGHBORHOODS by...**

- Implementing streetscape and public realm enhancement to major streets:
 - *Kingshighway Boulevard*
 - *Grand Boulevard*
 - *Chippewa Avenue*
 - *Gravois Avenue*
 - *Morganford Road*
- Creating signature gateways:
 - *Kingshighway Boulevard @ Vandeventer Avenue*
 - *Tower Grove Avenue, Thurman Avenue, and 39th Street @ I-44*
 - *Arsenal Street and Utah Place @ Grand Boulevard*
 - *Gustine Avenue and Morganford Road @ Chippewa Street*
 - *Sublette Avenue @ Fyler Avenue*
 - *Arsenal Street @ Hampton Avenue*



05

NEXT STEPS

This Community Vision and Development Framework is the first step and foundation of the TGNCDC's future community development and revitalization efforts for the Tower Grove Neighborhoods. In order to make this community vision an reality and capitalize on the momentum that this Visioning process has established, key next steps for the TGNCDC have been identified. These next steps will help to leverage existing opportunities, continue the success of the TGNCDC's on-going revitalization efforts, and position the TGNCDC for future capacity and strength.



PAINTING SIGNATURE NEIGHBORHOOD ENTRANCE CROSS WALKS



NEW BIKE LANES ON ARSENAL STREET

Strategic Planning

As a newly-formed organization, the TGNCDC has the opportunity to develop a new mission statement and strategic plan, redefining and potentially expanding its role in the neighborhoods as compared to the former constituent community development corporations. The TGNCDC is currently in the process of conducting an organizational strategic planning process, with the stated goals facilitating real estate development, providing affordable housing, and maximizing operational revenue from real-estate development activities and other community development-related services.

It is recommended as an early action item that other community organizations, including the Southwest Garden Neighborhood Association and the Shaw Neighborhood Improvement Association, and the Tower Grove Heights Neighborhood Association, conduct parallel organizational strategic planning processes. These processes will allow organizations to identify their role and the services they provide within the consensus Goals and Development Framework of this plan.

Neighborhood Plan

The TGNCDC has expressed the desire to pursue a Neighborhood Plan due to the legal processes and protection that such a plan affords. If adopted

by the City, a Neighborhood Plan becomes an official amendment to the City of St. Louis Strategic Land Use Plan (the City's Comprehensive Plan). Therefore, it is required to be referenced by the Planning Commission, Planning and Urban Design Agency (PDA), and Zoning Section in future planning and zoning decisions. This consideration provides an enhanced layer of protection and oversight in neighborhood development matters, effectively enshrining the community's Vision in the City's regulatory structure. As a result, an adopted Neighborhood Plan can both incentivize future development and investments as well as to protect existing neighborhood resources.

This Community Visioning and Framework Planning process was formulated as the foundation for an in-depth planning process to create one or more Neighborhood Plans for the Tower Neighborhoods or their constituent neighborhoods, to be adopted by the City of St. Louis. Such a neighborhood planning process would build upon the community Vision, Goals, and Development Framework, and Development Principles contained within this Neighborhood Vision & Development Framework. The Vision and Development Framework would be enhanced by additional neighborhood analysis, public engagement, urban design planning, public realm enhancements, detailed neighborhood development programs, and a multi-phased implementation strategy for the plan that is supported by programming, partnership, and policy recommendations.



FOOD TRUCK FRIDAY IN TOWER GROVE PARK



NEW STARBUCK'S DEVELOPMENT ON SOUTH GRAND AT MAGNOLIA AVENUE

In addition, the Neighborhood Plan would include the development of several detailed focus area plans with the neighborhoods. These focus area plans would articulate detailed urban design plans and development programs for key redevelopment opportunities.

It is the recommended of this Vision and Development Framework that, as the first implementation item, the TGNCDC pursue a single Neighborhood Plan encompassing the Shaw, Southwest Gardens, and Tower Grove South neighborhoods, to be adopted by the Planning Commission as a Neighborhood Plan of the City of St. Louis. The existing Stakeholder Committee for should transition into project Steering Committee to provide representative leadership for the neighborhood planning process. In order to maximize the effectiveness of this effort and leverage other planning efforts, the Neighborhood planning process should occur in parallel with the TGNCDC's Strategic Plan process.

CDBG Funding RFP

Under its 5-year Consolidated Plan and Annual Action Plans, the City of St. Louis issues annual Request for Proposals (RFPs) for both housing (funded by CDBG and HOME formula grant dollars) and non-housing (funded by CDBG formula grant dollars) community development programs. The goals, principles, and recommendations of

this Vision and Development Framework have been created specifically to align with the priority objectives and action items of the current City of St. Louis Consolidated Plan and Annual Action Plan. This alignment will help the City of St. Louis to achieve its stated Consolidated Plan goals while at the same time maximize the opportunity for CDBG funding opportunities in the Tower Grove Neighborhoods.

Other Funding

While CDBG formula grant dollars remains a key source of funding for community development and neighborhood revitalization activities, annual allocations of these dollars have steadily decreased. It will be increasingly important, therefore, that community development corporations leverage other grant opportunities, funding sources, and partnerships to fund revitalization and community development initiatives. By articulating a coordinated, consensus Vision for the Tower Grove Neighborhoods, this Development Framework provides a tangible plan and desired outcomes that the TGNCDC can use to apply for grants, recruit partners, and leverage interest and opportunities from community stakeholders to continue the successful revitalization of the neighborhoods and achieve the community's Vision.

