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100 RESILIENT CITIES

100 Resilient Cities: St. Louis
Agenda-Setting Workshop Summary Report

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1 Introduction

On Tuesday, October 27, 2015, the City of St. Louis ("the City"), 100 Resilient Cities ("100RC"), and HR&A Advisors ("HR&A") convened 121 community and government stakeholders, along with 100RC Platform Partner representatives, at Il Monastero at Saint Louis University to engage in a dialogue about St. Louis's resilience, focused on four goals:

1. Introduce St. Louis to the 100 Resilient Cities initiative;
2. Familiarize participants with the City Resilience Framework and resilience concepts;
3. Identify St. Louis's resilience issues; and
4. Connect stakeholders.

The workshop was successful in achieving these objectives. In particular, it brought together a broad range of stakeholders who will be critical to the success of the 100RC initiative in St. Louis, including representatives from city and regional government, as well as economic development organizations, local nonprofits, the private sector, academic institutions, and philanthropic groups. The workshop comprised four Exercises with speakers interspersed throughout the day. Details of each workshop session follow.

2 Workshop Summary

Session Overview

Opening Remarks

Jonathan Smith, the Special Assistant to the President for Diversity and Community Engagement at Saint Louis University, kicked off the workshop, welcomed participants, and set the tone for an engaged and mutually connected evaluation of St. Louis during the day. Next, Mayor Francis Slay extended his welcome and stressed the importance of cross-sector collaboration, acknowledging that while St. Louis has a complicated and diverse set of resilience challenges, the City nonetheless remains determined to achieve unprecedented progress. Mayor Slay noted a need for St. Louis to think more holistically about resilience and urged examination of "slow burning" stresses that contribute to shocks.

Image 1. Mayor Francis Slay

Next, Don Roe, Director of the St. Louis Planning and Urban Design Agency, introduced the 100RC and City team. Subsequently, Jamie Torres Springer of HR&A Advisors briefly outlined the day's agenda and encouraged participants to think broadly about the range of issues they could bring to the surface.

The 100RC Team then presented the 100RC initiative and process and the principles of urban resilience. Olivia Stinson, Associate Director for City Relationships, described 100RC program components, consisting of funding to hire a Chief Resilience Officer ("CRO"), strategy development support, access to Platform Partners, and membership in the global CRO network. Vice President of Relationships Bryna Lipper introduced the concept of and framework for urban resilience, key concepts (shocks, stresses, and core qualities of resilient systems), and the City Resilience Framework. She also shared case studies of urban resilience from New York City and Medellín.

Following 100RC's remarks, the Mayor accepted a plaque from 100RC recognizing St. Louis's membership in the 100RC network. The Mayor contributed additional remarks, challenging participants and City representatives to serve St. Louis's most vulnerable populations and raised issues of siloed governance and lack of regional cooperation. He also stressed the opportunity for continued recovery and learning from the events in Ferguson, Missouri, that have brought to light deeply ingrained social tensions and barriers to educational and economic opportunity. Following the plaque ceremony, Mayor Slay and Lipper met with the press while the workshop transitioned to the first exercise.

Exercise 1. What is Resilience?

The "What is Resilience?" exercise enabled break-out groups to delve more deeply into the concepts just presented in the context of St. Louis. Within each group, participants took a few minutes to introduce themselves before launching into the 30-minute exercise and subsequent reporting. During the exercise, participants discussed their perspectives on resilience in the context of the earlier presentation and their perspectives on the future of St. Louis. In addition, participants considered and offered ways for their professional and organizational affiliations to contribute to promoting resilience.

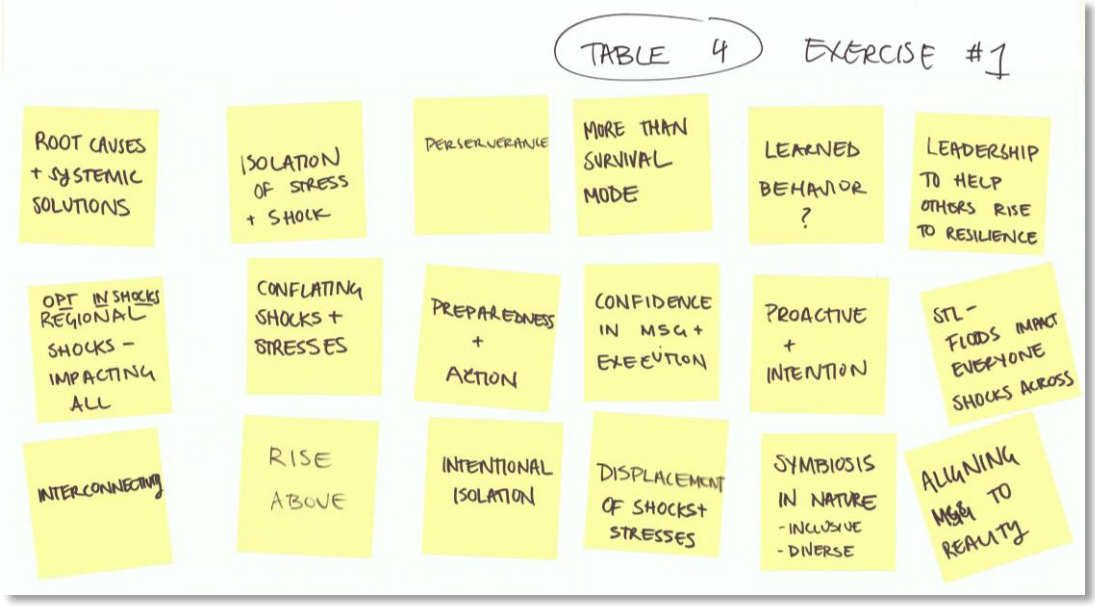


Image 2. Example output of Exercise 1, What is Resilience?

Exercise 2. Shocks and Stresses

Following a brief break, participants moved directly into the second exercise of the day. Jamie Torres Springer introduced the activity by summarizing pre-workshop survey results revealing participants' perceptions of St. Louis's top acute and chronic vulnerabilities over the near- and long-term (over the next 5 to 10 years and the next 50 to 70 years, respectively). At each table participants conveyed their views about St. Louis's shocks and stresses by mapping notecards with possible shock and stress categories onto a grid, which required participants to consider the frequency and severity of each type of shock or stress. Shocks and stresses included:

Image 3. Participants prioritize shocks and stresses during Exercise 2.

Shocks

Disease outbreak
Earthquake
Extreme temperature
Flooding
Hazardous materials accident
Infrastructure or building failure
Insect-born disease
Riot/civil unrest
Snow/winter storms
Terrorism
Tornadoes/wind storms
Water quality

Stresses

Affordable housing
Aging infrastructure
Crime/safety and security
Diversity/inclusiveness
Drought/water shortages
Economic diversity and vibrancy
Education quality and access
Energy affordability and continuity
Environmental degradation
Healthcare
High unemployment
Homelessness
Land use and availability
Poverty and income inequality
Transportation network quality
Tree health/invasive species
Water quality

Lunchtime Keynote

During lunch, Brentin Mock, Staff Writer for CityLab, addressed participants as the Keynote speaker. Mock explained that a city's most pressing issues can often be "out of sight and out of mind" and highlighted the necessity of considering disadvantaged and marginalized youth perspectives. Mock cited personal experience to advocate for marginalized youth to gain greater exposure to educational and other opportunities and made a case for community and social cohesion. Noting court cases addressing racial integration, Mock proposed greater integration of social cohesion and economic and educational equity factors into policy and planning decision-making.

Image 4. Keynote Speaker Brentin Mock

Exercise 3. City Resilience Diagnostic

During the afternoon session, breakout groups engaged in Exercise 3, the "City Resilience Diagnostic." Jamie Torres Springer introduced the 45-minute exercise with summaries of relevant pre-workshop survey results, including participants' perceptions about St. Louis's greatest strengths.

To push participants towards definitively prioritizing drivers, each participant applied four stickers of each color (green, yellow, and red) to indicate areas in which St. Louis is performing well, satisfactorily, and weakly. Once participants completed their individual assessments, facilitators led a discussion to reach group consensus about St. Louis's position according to individual drivers, and ultimately each group determined three areas of strength and three in need of improvement, as indicated by large green and red dots, respectively.

During the report-out, the HR&A Team "live-dotted" each table's large red and green dots at the front of the room to provide a real-time synthesis of the self-diagnostic. As each group presented, Torres Springer prodded participants to offer additional insights regarding each group's rationale and issues confronted in the midst of the consensus-building process. He also asked tables to elaborate on the relationship of systems to the strengths and weaknesses.

Image 5. Exercise 3, City Resilience Diagnostic

Exercise 4. City Assets and Opportunities

Following the City Resilience Diagnostic, participants took a brief break before the fourth and final exercise, "City Assets and Opportunities," during which participants specified potential assets and initiatives for the City to leverage for resilience building. First, participants brainstormed ideas by placing sticky dots on a map to highlight particular assets and opportunities; each dot's color reflected the scale (neighborhood, city, or regional). Facilitators then solicited opportunities to connect identified assets during St. Louis's resilience-building process. Finally, participants drafted a vision statement for a resilient St. Louis in 2050 and shared a selection with the full participant group.

Closing Remarks

The workshop attendees reconvened and exchanged ideas of possible interconnections during and challenges to resilience strategy development and implementation. Participants highlighted a lack of coordination across sectors and City agencies and a general difficulty with executing existing plans.

100RC's Oliva Stinson and Mary Ellen Ponder, Chief of Staff to Mayor Slay, contributed closing remarks. Olivia Stinson summarized next steps, including the identification of St. Louis's CRO, as well as launching the strategy development process. Ponder concluded the formal program by acknowledging participants' commitment and critical input, which will position the City well to carry forward the 100RC process. Ponder thanked all participants and invited the group to a post-workshop reception.

Workshop Engagement and Logistics

Workshop execution was generally smooth with minimal issues. The HR&A Team arrived in St. Louis on Monday one day prior to the workshop, to supervise venue setup and prepare final materials. HR&A and 100RC convened to finalize the master presentation, confirm activities supporting the Run of Show, and prepare the venue with necessary materials, supplies, and table configurations.

The workshop benefitted from a strong group of facilitators, who contributed to high-quality table discussions. The City Team identified an excellent group of individuals, as they represented a range of organizations across St. Louis and were well-regarded for their leadership skills. To prepare facilitators, Kaye Matheny of HR&A held a training call the week prior to the workshop. Jamie Torres Springer and Christina PioCosta-Lahue also conducted a refresher training the day prior to the workshop to familiarize facilitators with Exercise content and materials.

Stakeholder Representation

Since resilience risks and solutions extend beyond the scope of the City government and boundaries, incorporating a range of stakeholders into St. Louis's resilience strategy planning process will be critical to its success. Based on guidance from the HR&A and 100RC Teams, the City Team assembled a diverse list of internal (City) and external (non-City) stakeholders to invite to the workshop.

City representation consisted of 23 senior staff members from 13 agencies. Non-City stakeholders included six quasi-public authorities; two State agencies; one Federal agency; and the Ferguson Commission. Representation across other sectors included four universities, higher education, vocational and research institutions; two public school systems; one hospital; two foundations; and 16 non-profit organizations. Two Platform Partners were represented as well.

This mix of stakeholders represented a diverse group of participants, many of whom have not been engaged in city-led initiatives such as this and who expressed excitement and interest in ongoing involvement.

City Involvement

The City Team was involved in all aspects of the workshop planning and delivery process. HR&A, 100RC, and the City worked closely together to design the workshop in accordance with 100RC methodology and the City's needs, tailoring certain Exercises as necessary. The HR&A and 100RC Teams traveled to St. Louis in late September for a kick-off meeting with the City Team to discuss workshop content, logistics, and the invitation list, after which all aspects of workshop planning advanced quickly. The City produced the final stakeholder list and was responsible for distributing invitations, including VIP invitations to elected officials. The City was instrumental in coordinating the on-site logistics and in helping prepare and print materials.

3 City Profile Overview

The greatest challenges to St. Louis's resilience are also its greatest opportunities. St. Louis faces issues of racial tension, inequity and social cohesion, challenges with economic vitality and declining population as well as ingrained challenges in collaborating on a regional scale.

Historical Background

Named for Louis IX of France following its founding in 1796, St. Louis has a storied colonial history marked by its ceding to the Spanish following the Seven Years War. At the time of the Louisiana Purchase in 1803, more than 1,000 French, Spanish, Indian and Native American and free and slave blacks lived in St. Louis marking the center of the fur trade in America and the final stop for fur traders and trappers before the frontier. As the fur trade grew and westward movement of American pioneers, St. Louis earned its place as the "gateway to the west." Over the course of the 19th century, St. Louis positioned itself in a new era of commerce and steamboat travel along the Mississippi. Later, with the completion of the Eads Bridge in 1874, St. Louis welcomed the railroad and a new age of industry largely made of breweries fed by the crops of the Great Plains, clothing and shoe manufacturers supported by the cattle industry, and furniture and woodenware manufacturing supported by the surrounding forests[i]. In 1890, in response to the US Census declaration that there were no remaining unexplored lands in the frontier, St. Louis was chosen to host the 1904 World's Fair, an exhibit that drew over 20 million visitors and exhibits from 43 countries over seven months, positioning St. Louis as a world-class city at the turn of the century[ii]. Perhaps one of the most defining moments of St. Louis's history occurred in 1877, when the City of St. Louis separated from St. Louis County. Known as the Great Divorce," the decision marked a divide between the rural County and urban City, a strain that continues to be felt 138 years later.

Population Decline

Following World War II, a decrease in war industries that employed thousands of workers, and trends in suburbanization, and subsidies for federal highway construction, prompted the City of St. Louis to recover population loss with attractions such as the Gateway Arch and early urban renewal efforts. As part of the Great Divorce, the City was permanently delineated at 62 square miles and has not subsequently annexed areas, which could have increased the population. Despite these efforts, and like many Rust Belt cities, St. Louis continued to lose its population through the 20th century, losing 63% of its 1950 population by 2014, and 169,000 residents in the 1970's aloneiii. Today, St. Louis's residential population is estimated to be 317,419 in 2014, making it the 60th most populous city in the United States and the second most populous city in the State of Missouri following Kansas City[iv]. The 2010 and 2000 US Census' estimated a decrease in population that has continued through today, revealing a drop from 348,189 in 2000 to 319,294 in 2010[v]. In 2014, the US Census estimated that The City of St. Louis comprised of roughly five percent of the state's population[vi]. But, St. Louis has maintained a robust density of 5,157 residents per square mile, with varying density by neighborhood.

Racial Demographics and Relations

In 2010 St. Louis's population was largely comprised of people who have self-identified as White or Black (43.9 percent and 49.2 percent respectively)[vii]. Based on the total population report one-race, .3 percent identify as American Indian, 2.9 percent as Asian, 1.3 percent as some other race. Further, 3.5 percent of the population identifies as Hispanic. Racial tension and segregation in the city and the surrounding metropolitan mark a complex history rooted in the urban slave trade, housing segregation laws and restrictive covenants, and race riots dating back to the early 20th century. Beginning in the 1970's, African-Americans began to flee the City for the surrounding suburbs to escape crime, overcrowding and restrictive zoning laws, with many settling in the northern area of St. Louis County[viii]. Ferguson, a municipality in St. Louis County, has become a national symbol for the scars of racial tension in America. Following the fatal shooting of Michael Brown in August 2014 and a grand jury decision not to indict Officer Darren Wilson for the shooting, sparked not only violent protests but a heated national debate about law enforcement and use of force against African Americans.

Income, Housing and Affordability

The ACS 3-year estimates from 2010-2012, revealed that the median household income for St. Louis City is $33,299, 27.7 percent below the statewide median of $46,068. The median family income for the City is $42,923, 26.1 percent below the statewide median of $58,060. It's estimated that 86,569 people in the city have incomes below the federal poverty level; the poverty rate was 28.1 percent for individuals, and 42 percent for children under the age of 18. Compared with the rest of the state, the poverty is relatively higher than the state's rates of 15.7 percent for individuals and 21.8 percent for children[ix]. As of the 2010 US Census, it is estimated that roughly 45 percent of housing is owner occupied, while nearly 55 percent is renter occupied. Of the 176,002 housing units, 19.3 percent are vacant[x]. In 2014, Forbes Magazine ranked St. Louis as at the 13th Most Affordable City.

Economy/Employment

St. Louis has 19 Fortune 1000 companies, with some of the nation's largest privately held firms, including Enterprise Rent-a-Car and World Wide Technology[xi] The city's employment by industry can be broken down as follows: trade, transportation and utilities (18.85 percent); education and health services (17.52 percent); government (12.71 percent); leisure and hospitality (10.50 percent), other industries (9.97 percent), manufacturing (8.54 percent) and financial activities (6.51 percent). BJC Healthcare and Boeing are the area's two largest employers with over 24,000 and 15,000 employees, respectively[xii]. The City of St. Louis is one of the fastest-growing cities for tech jobs[xiii]. In terms of new job growth, St. Louis is leading the way in startups and was recently named number one out of "14 Best Startups Cities in America."[xiv] Innovation and investment by St. Louis startups has created a launching pad for new entrepreneurs through incubators such as T-Rex, Arch Grants and SixThrity designed to bring new businesses to St. Louis[xv]. The establishment of the Cortex Innovation Community in 2002 through at joint partnership of Washington University, BJC Healthcare, University of Missouri-St. Louis, Saint Louis University and the Missouri Botanical Garden; has spurred over $500 million in development with plans to add 12,000 jobs by 2035 within its 200-acre district[xvi].

Education

The City of St. Louis offers a wide range of educational choices for pre-k to graduate school. The city is ranked 7th among the 50 metropolitan areas for pre-school enrollment[xvii]. Additionally, there are over 800 public schools, 300 private schools, and 250 public schools that provide special needs education services along with several nationally renowned educational facilities for children with sight and hearing challenges including St. Joseph Institute for the Deaf and the Missouri School for the Blind[xviii]. Of the population 25 years and over, 12.4 percent have a graduate degree; 20 percent have a bachelor's degree; 8.7 percent associate's degree; 23.2 percent have some college; 26.5 percent have a high school diploma or equivalency.

St. Louis is home to numerous anchor institutions that are important contributors to the fabric of the community. These institutions include Washington University, Saint Louis University, University of Missouri-St. Louis, Harris-Stow State University, Webster University, St. Louis Community College, Ranken Technical College, Sanford-Brown and Fontbonne University. With over 30 four-year colleges and universities, St Louis is a major college town and a regional literary center[xix].

Arts & Culture

St. Louis has a rich cultural heritage feeding its vibrant arts and entertainment community. While known for its internationally acclaimed Gateway Arch, St. Louis is home to one of the largest urban parks in the country known as Forest Park. Forest Park is home to the St. Louis Art Museum, the Science Center, McDonnell Planetarium, Missouri History Museum, the world-famous Muny outdoor musical theater and St. Louis Zoo[xx]. St. Louis is also home to the Missouri Botanical Garden, an international center for botanical research. St. Louis' premiere arts and entertainment district, Grand Center has been a tourist destination since the early 1900's and attracts more than 1.5 million people annually to see world-renowned musicals, musicians and artists. Grand Center's venues include the Fabulous Fox Theater, Jazz at the Bistro, Powell

Symphony Hall home of the St. Louis Symphony Orchestra, Sheldon Concert Hall and a complimentary host of other art museums, event spaces and restaurants[xxi].

4 Defining Resilience for St. Louis

Exercise 1 provided workshop participants with a baseline definition of resilience within the 100RC framework as a foundation for debate and discussion. Participants interpreted the concept within St. Louis and began to surface key considerations linked to St. Louis's greatest challenges. Some of the participants' thinking around resilience included seizing the opportunity to approach the need for change in some of St. Louis's systems with an openness to innovation. Many of the reflections across the group cohered around the thinking that recovery from a shock must be an opportunity to question the status quo and raise expectations. Many defined resilience as "breaking down the silos" of systems and people in order to foster inclusivity.

Participants largely agreed on the serious need to address "fragmentation" from both institutional and social standpoints. Agreement coalesced around the need for an integrated approach to stakeholder engagement and the centrality of securing community buy-in by inspiring "ownership over problems." Participants also noted the importance of creating an environment conducive to feedback from community-based organizations along with promoting coordination and greater agency of community groups. These reactions spoke to sentiment that cooperation between institutions and communities has been insufficient and the view that resilience building should be an inclusive and integrated process.

Participants began to generate initial reflections around historic challenges to collaboration between the City, the County and surrounding counties and the need for a new approach to regionalism as a critical component to build resilience St. Louis. "Regional resilience" was defined in one example as "the integrated and actualized capacity of inclusive groups (community, business, and systems) with support and broad accessibility to survive and adapt to stresses." Another table noted that there is a need to "look at individual neighborhoods and stitch together the region with a respect for what works for different neighborhoods." Resilience necessitates an appreciation for the varied needs and perceptions of communities from across the region, noting that "a shock to one community has been a stress to another community for a long time."

Finally, participants emphasized that resilience serves as an opportunity to transform how the city understands its "baseline" from which it recovers and transform the systems to raise standards. Participants discussed the idea of reframing "bouncing back" or "rebuilding" as the concept of developing a new normal rather than a return to the past. Participants described resilience as an impetus "to go beyond" or "recover from a prior equilibrium," for example where "generational poverty" was the norm. Resilience allows space for "creativity and innovation," and is a "process to talk about systems that need to be dreamed up or completely transformed."

5 Prioritizing St. Louis's Risks

Exercise 2 allowed participants an opportunity to prioritize shocks and stresses within the specific context of St. Louis and sought to reveal the dynamism of relationships among primary shocks and stresses. Overall, participants demonstrated a deep understanding of the interdependence of problems in St. Louis and acknowledged pervasive social vulnerabilities underlying chronic stresses.

Riots and civil unrest, infrastructure and building failure, and earthquake were among the most highly ranked stresses in terms of severity of impact and likelihood of occurring. The group spent a significant amount of time discussing and debating the rationale for high prioritization of riots and civil unrest and considered a more nuanced way of understanding the category selection as reflective of a composite of responses by institutions and community reactions. In fact, the group generally agreed that civil unrest itself is not a shock, but rather a healthy and necessary social expression that the City should carefully consider as supporting freedom of speech and deserving an open and safe environment. Three groups prioritized as a shock the possibility of sudden and wide-spread business closures. Related to environmental shocks, participants expressed alarm about the real risk of extreme weather, tornadoes, a hazardous materials accident (specifically related to the Bridgeton landfill), and flooding. While the severity and frequency of environmental shocks proved inconsistent among breakout groups, nearly every table included an environmental shock among their top three concerns.

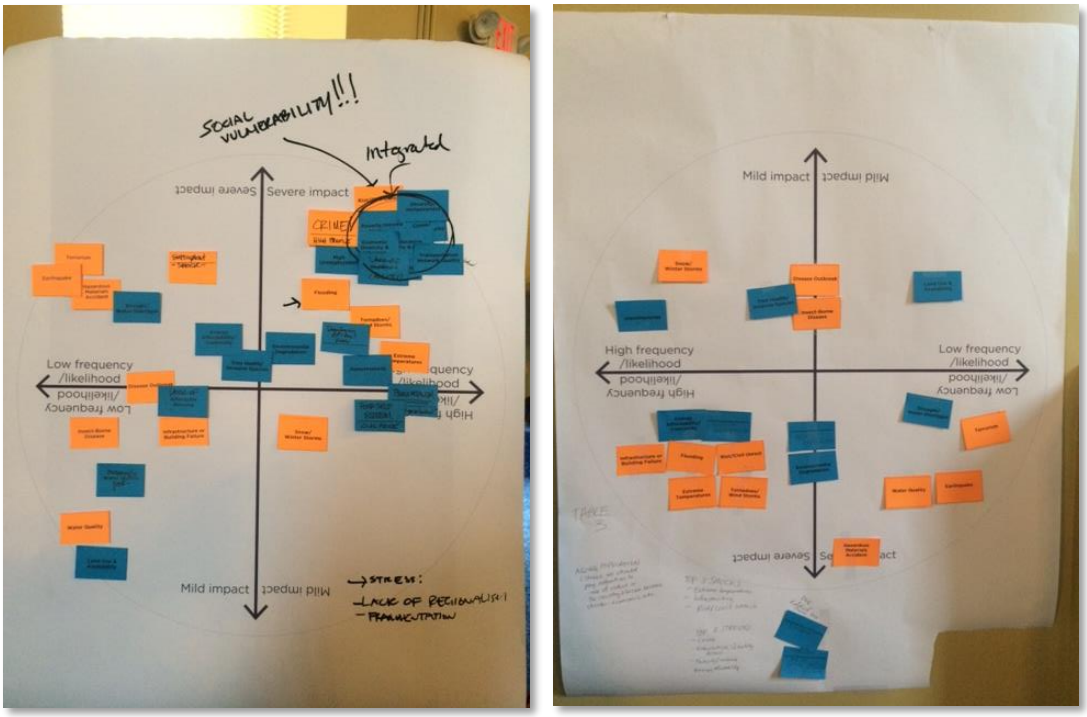


Image 6. Example outputs following evaluation of shocks and stresses during Exercise 2.

Participants primarily agreed that crime, safety and security, poverty and income inequality, and educational quality and access were root causes of shocks, revealing concerns about the layered nature of social vulnerability. Participants also ranked diversity/inclusiveness, lack of collaboration, and healthcare as chronic problems facing the city. While participants frequently raised concerns about possible infrastructure failure, only one group offered aging infrastructure as a chronic stress.

Overall, Exercise 2 demonstrated participants' comprehension of the inextricable linkage among shocks and stresses, as well as their observation that perpetuation of social vulnerability results from the cumulative impact of shocks together with stresses. While assessments about the frequency, intensity, and even geographic impact of certain shocks and stresses were not necessarily consistent among participants, the exercise underscored a prevalent conception that a systems-wide approach to resilience creates opportunity to mitigate shocks by addressing chronic stresses in a systemic manner so that "solutions to one need to be solutions to many." Further, the exercise generated a discussion about the significant role of data in breaking down a "siloed" and "fragmented system" that "can't identify and agree on priorities." Further, pivoting from the idea that resilience fosters innovation in governance and leadership systems, institutional racism, "stasis," "lack of empathy," and "complacency" proved to be chronic concerns seen to inhibit progress in St. Louis and upholding the sentiment among residents of "falling behind" other American cities.

6 Assessing St. Louis's Resilience

Exercise 3 transitioned participants from considering discrete acute and chronic pressures on St. Louis's resilience to reflecting holistically upon the City's ability to fulfill its obligation to support and provide for its residents. This exercise required workshop participants to evaluate St. Louis's performance in relation to 12 drivers, criteria indicative of healthy urban governance and quality of life, as demonstrated by the 100RC City Resilience Framework (CRF) tool. Facilitators synthesized their respective breakout groups' assessments of St. Louis's capacity to provide this foundation. The following CRF (Exhibit 6.1) and corresponding summary table (Exhibit 6.2) illustrate the full-group report-out of participant perceptions of St. Louis's strengths and areas of weakness. Each group was required to draw out only the top 3 areas of strength (green) and the top 3 areas of weakness (red) within their tables.

Exhibit 6.1 CRF Summary of Workshop Results

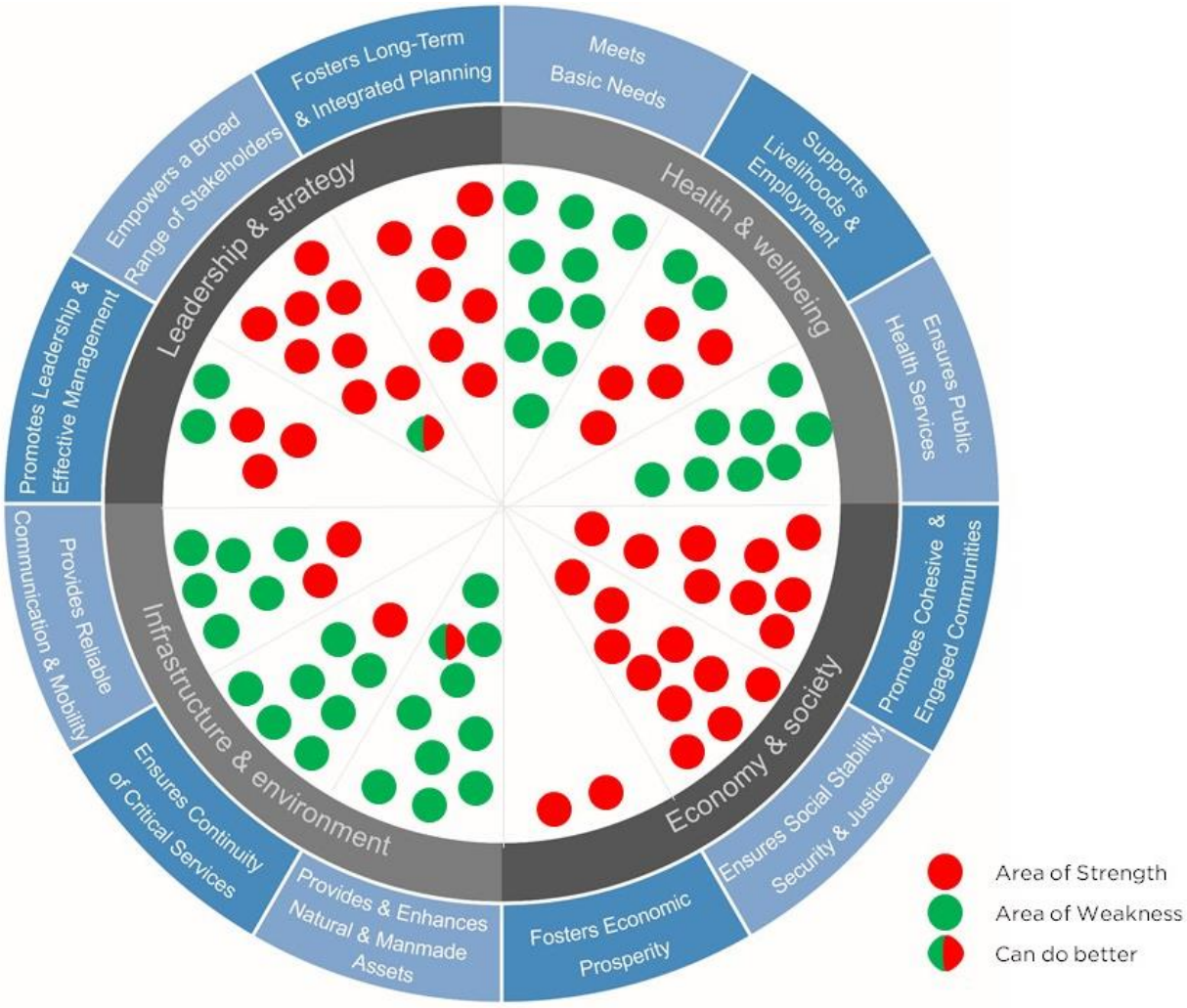
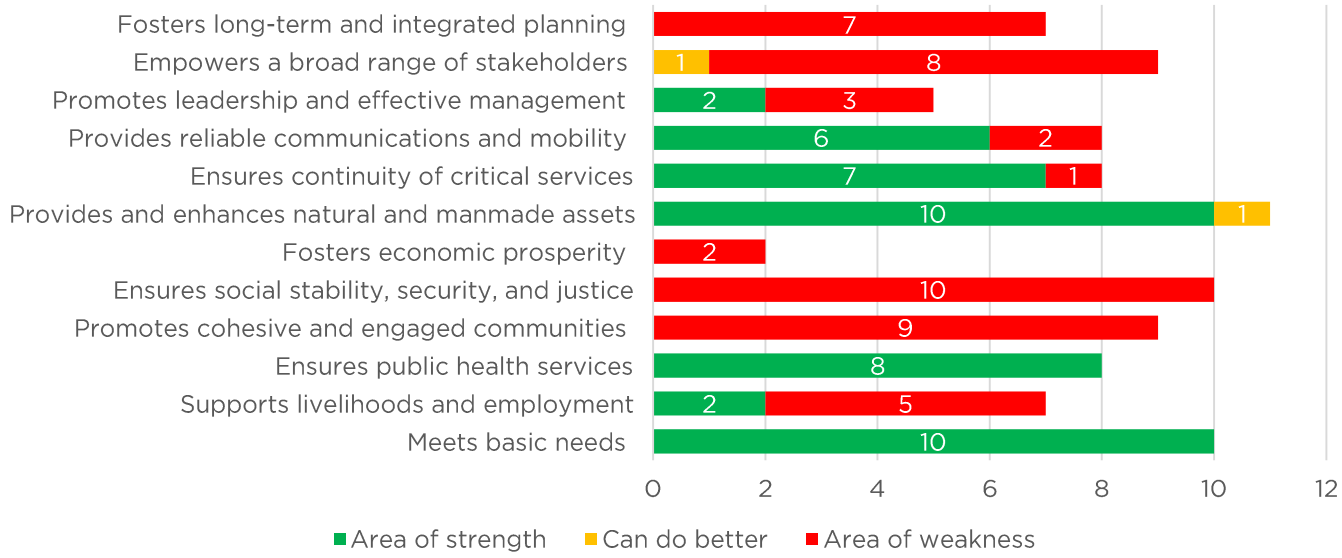


Exhibit 6.2 Summary of Workshop Results



Summary of strengths

Health and Wellbeing: Participants generally agreed that St. Louis is effective in supporting systems to meet basic needs and ensure public health services. Some participants dissented noting that, in relation to provision of health services, despite the presence of large health care institutions in the city, there is insufficient preventative health care services and inequitable access to health services for non-English speakers. Participants also diverged in their perception that St. Louis is able to support livelihoods and employment, noting challenges in enabling people to secure certain needs such as jobs and skills training.

Infrastructure and Environment: Participants primarily considered St. Louis capable of enhancing and providing protective natural and manmade assets, ensuring continuity of critical services, and providing reliable communication and mobility. In particular, many participants felt that St. Louis succeeds in its provision of public open spaces, parks, and major facilities including the St. Louis Zoo and the St. Louis Botanical Garden as assets to the city.

Summary of weaknesses

Image 7. Exercise 3. City Resilience Diagnostic

Leadership and Strategy: Overall, participants perceived the resilience drivers related to leadership and strategy as weaknesses in St. Louis; these drivers include promoting leadership and effective management, empowering a broad range of stakeholders, and fostering long-term and integrated planning. These weaknesses catalyzed a broader conversation about the interconnectedness of engagement and planning, as well as questions about the efficacy of public engagement. These weaknesses are largely reflective of the chronic stresses and definitions of resilience that emerged out of the first two exercises, in which participants agreed that silos within institutions prohibit integrated planning resulting in implementation. One group noted that while St. Louis has a strong presence of higher education, access to and awareness of education and career opportunities for youth are inconsistent.

Economy and society: Participants did not view St. Louis favorably in its ability to drive economic and social prosperity and stability. The exercise categorized a number of factors – promoting cohesive and engaged communities, ensuring social stability, security, and justice, and fostering economic prosperity – as unequivocal weaknesses. Results indicated a scarcity of a number of elements necessary to a robust civil society: social cohesion and inclusion, local

identity and culture, policing and law enforcement, and effective fiscal management, growth, and investment. Similar concerns emerged in the first two exercises as well, with participants viewing business closures as shocks, describing distrust among communities, and considering crime, safety, and social unrest to be among the top shocks and stresses affecting St. Louis.

Despite municipal assets with potential to promote prosperity, discussions acknowledged major barriers to connecting people with employment as a result of unsatisfactory provision of transportation, mobility, and connectivity. Further, participants questioned the need to generate a vision for future prosperity that would promote opportunities and growth.

Stakeholder engagement and governance were major discussion topics lending to the conclusion that empowering a broad range of stakeholders in issues of governance is necessarily related to community cohesion and engagement; that is, political, economic, and social concerns are by no means isolated problems. While people may feel formally engaged, participants observed uncertainty in the influence of public input on decisions and visible outcomes. Discussions about doubts concerning implementation of plans pointed to general disillusionment with and distrust of leadership by communities.

Specific drivers aside, participants stressed that the experiences of St. Louis residents widely vary but emphasized the challenge of meeting the needs of vulnerable populations. One participant noted that attitudes about justice and social stability range from a focus on the safety of the individual and his or her property to a basic trust that he will be treated with respect, highlighting the nuanced issues of “prerogative and privilege” among social and racial groups and communities.

7 City Assets and Opportunities

Building on the city's strengths, Exercise 4 offered an opportunity for participants to specify St. Louis's key assets and various initiatives to leverage towards building resilience. Participants also looked to the future to define a vision for St. Louis in the next 30 years.

Key takeaways of city asset mapping

Participants were asked to map the city's key assets that can be used to build resilience in the future, which broadly rendered consensus around the strengths of St. Louis. And while the issue of scale and regionalism was a consistent theme through the day, this exercise catalyzed a powerful conversation about the tension between the City, County and surrounding counties, as participants were asked to identify assets based on neighborhood, city or regional benefit. This exercise highlighted a need and desire to integrate planning and engagement between the City and County and shift historic, unproductive dynamics.

Some of the key assets that surfaced during this exercise aligned with strengths expressed during Exercise 3, including the presence of open space, parks, and the botanical gardens, as well as the presence of diverse neighborhood and community organizations. Groups agreed that community organizations were assets but flagged elements of social infrastructure of local businesses, civic leaders, and institutions could be better defined and mobilized. Participants also continued to call upon the rich presence of such cultural and academic institutions as universities and museums.

The Mississippi River and associated transportation, freight networks, and economic growth, as well as its role as a waterfront amenity, plus physical elements of the built environment, including the central corridor of Market Street, Metro Link, and the lasting character of historic neighborhoods, became highlighted focus areas for investment attraction and more equitable access to opportunity. The group recognized many of the characteristics identified as neighborhood-level assets also highly served the city and region and the City must ensure equitable access across social and geographic contexts accordingly. The exercise made clear the unevenness of assets' geographic distribution, with a high concentration of assets located

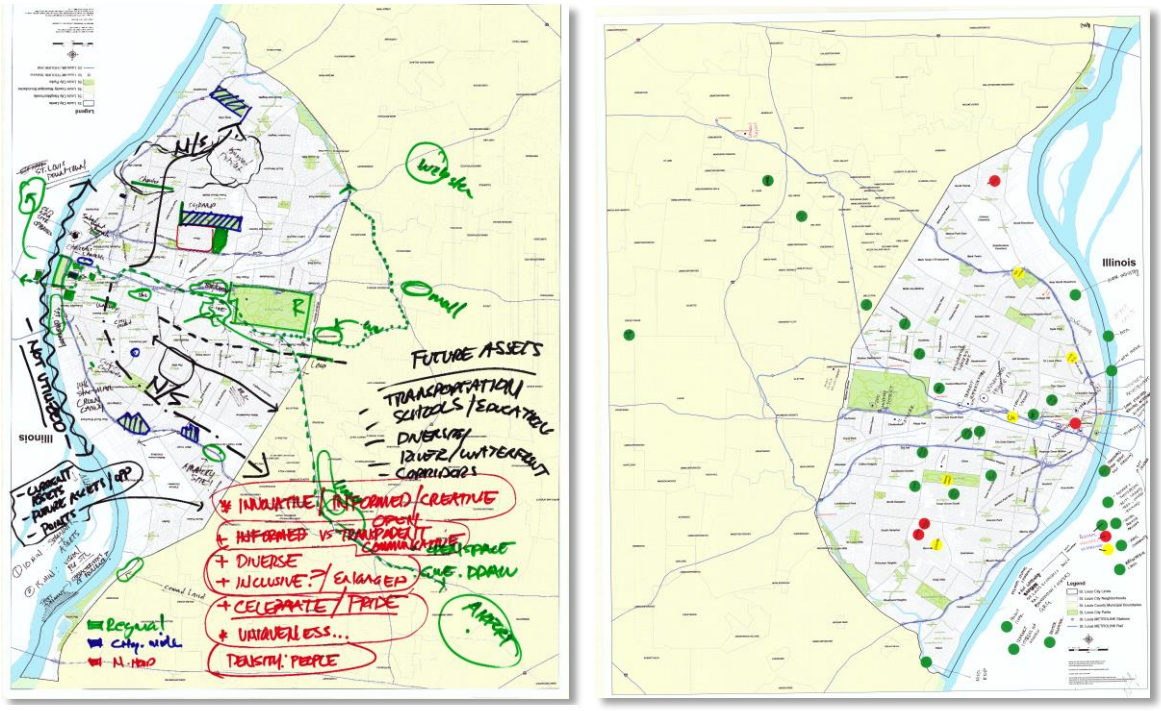


Image 8. Example output of asset mapping

south of Interstate 40 and very few in north St. Louis and East St. Louis.

Participants offered final insights into the opportunities that lay ahead for St. Louis: capitalizing on the abundant presence of vacant land with redevelopment and investment potential, and building and preserving an affordable housing stock, particularly in North St. Louis, where investment has been largely absent for the past 50 years. Participants highlighted the wealth of academic institutions to be harnessed to increase educational opportunities on a local level. Finally, investment in social capital provided a critical opportunity because, as one participant noted, “People … with the right investment, become assets.”

Vision Statements for the Future St. Louis

1. In 2050, St. Louis will be less divided, operating as a single region, with more diversity and more efficient and effective infrastructure (i.e. schools, courts, government institutions) supporting the entire region.

2. St. Louis is an ethnically, racially, linguistically diverse, and inclusive community, which is safe, innovative, and well-educated; which is unflinchingly risk-taking in problem solving; and which promotes regional prosperity for all.

3. St. Louis is a thriving and vibrant region. Its population is diverse, including a high number of foreign-born residents. Its population is engaged, including a high number of voters. There is equity of access to jobs and economic mobility. There are strong primary schools with linkages to higher ed to improve their curriculum, including experimental learning. The city has re-entered the county; there are strong government systems to respond to shocks and stresses. There is strong collaboration across a diverse group of leaders that made this all happen.

4. The St. Louis region will be a social, racially and economically just, vibrant and connected community that can withstand and learn from shocks and stresses in such a way that encourages people to participate in its ongoing stability and progress.

5. In 2050, St. Louis is a place where there are socially and economically viable living spaces; robust and integrated education systems for all; safe and attractive neighborhoods well connected through a safe, multimodal, nature-rich open space system; youth with high expectations for their future; choice to live, work, play, and stay. St Louis is a place where "the world is yours."

6. St. Louis will be a welcoming, diverse region that excels in providing the highest quality of life for all, achieved through the fostering of an inventive, adaptive citizenry with foundations in pride, health, education, accessibility, and place-based, triple-bottom-line sustainability.

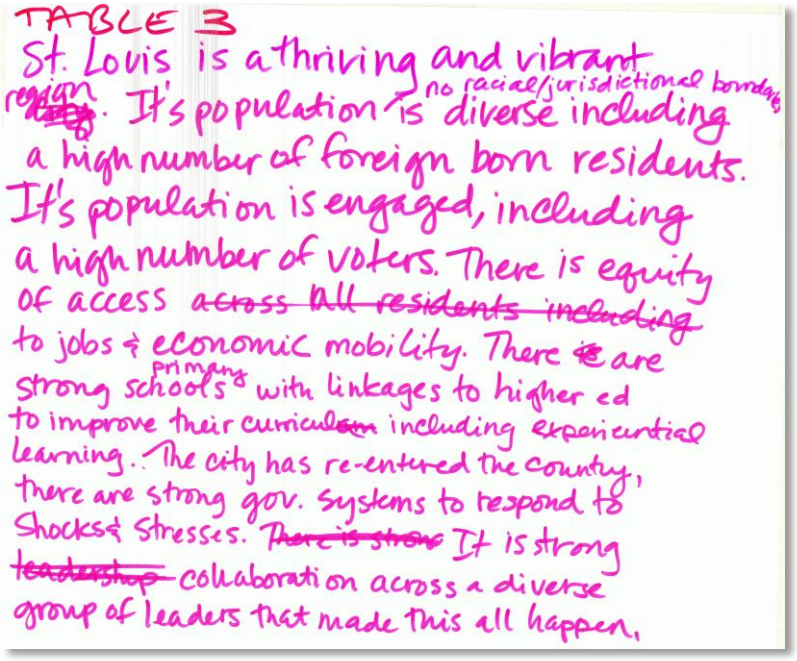


Image 8. Example output of vision statement

8 Overview of Plans and Initiatives Relevant to Resilience

Land use plans

Strategic Land Use Plan
Since its adoption as a Comprehensive Plan by the Planning Commission on January 5, 2005, the plan has undergone ten amendments and received updates annually since 2007. The plan assigns land use designations to every block to indicate the City's intended development focus.

Sustainability Plan
The plan, adopted as a Topical Plan by the Planning Commission on January 9, 2013, is the City's first sustainability plan. Sustainability Director Catherine Werner spearheaded the planning process. The citywide plan includes hundreds of strategies to advance sustainability in the City with modifications by the Planning Commission approved on February 6, 2013. Modification #1 consists of changes to the "Education, Training, & Leadership" functional category.

In February 2013, Mayor Slay announced the Mayor's Sustainability Action Agenda of 29 priority sustainability initiatives for implementation.

The City's award-winning Sustainable Neighborhood Initiative began in 2013. Two initial efforts produced version 1.0 of a Sustainable Neighborhood Toolkit and a Sustainable Neighborhood Small Grant Competition.

Downtown Development Action Plan
Adopted as a Neighborhood Plan by the Planning Commission on December 15, 1999, the plan now includes a lengthy supplemental "Supporting Documents" memo and contributed to revitalizing key areas, such as the Washington Avenue Loft and Old Post Office Districts.

Residential Market Analysis
The 2014 Residential Market Analysis (RMA) is a tool for St. Louis to direct public funds to leverage private investment strategically for the public's benefit. This statistical tool uses market data to classify geographic areas, market types within the City, and the unique needs of each neighborhood. Market types depend upon the clustering of similar characteristics, including housing sale prices, vacancy, percent non-residential, building permit activity, foreclosures, and subsidized rental stock. The RMA may help clarify locations of different market types, as well as identify potential strategies for priority areas.

St. Louis CBD Downtown Streetscape Design Manual
The plan was adopted as a Topical Plan by the Planning Commission on November 3, 2004. The plan includes two separate documents -- a two-volume Design Manual and an Executive Summary. The schematic designs in the Design Manual focus on streetscape elements such as design concepts, materials and lighting. In an effort to revitalize downtown St. Louis, city officials identified four areas for regeneration. The first project implemented was the redevelopment of Washington Avenue, St. Louis's historic garment district. The revitalized street has attracted $4.5 billion in investment and a new generation of loyal residents. It was named one of the Ten Great Streets in America by The American Planning Association in 2011.

North Riverfront Land Use Plan
The North Riverfront Land Use Plan is a comprehensive study of the 3,000-acre North Riverfront area, which begins north of Downtown St. Louis City and extends to Maline Creek.

This Plan provides a blueprint for future development, physical enhancements, infrastructure investments, marketing and branding, business support as well as funding and financing strategies for identified improvements. As such, the Plan is intended to be a resource for shippers, land owners, project applicants and other parties concerning land planning and community development objectives within the NRCC. The Plan should be consulted by the

Board of Aldermen, the Planning Commission and City staff when considering incentives for development proposals, updating land use regulations, working on intergovernmental issues, outlining work programs, preparing annual budgets, and reviewing progress toward meeting identified goals.

St. Louis Gateway Mall Master Plan

The plan was adopted as a Topical Plan by the Planning Commission on July 1, 2009. The plan provides a comprehensive vision for transforming this linear park in Downtown. It also creates an overall design framework that will guide future individual proposals for the Gateway Mall, and establishes a road map for implementation and long-term management.

A Plan for the Neighborhoods of the 5th Ward

The plan was adopted as a Neighborhood Plan by the Planning Commission on March 6, 2002, and has been amended twice. The study area included four neighborhoods in their entirety -- St. Louis Place, Carr Square, Columbus Square and Old North St. Louis -- as well as portions of four other neighborhoods -- Downtown West, JeffVanderLou, Near North Riverfront and Hyde Park.

St. Louis Riverfront Trail Enhancements Plan

The plan was adopted as a Topical Plan by the Planning Commission on June 6, 2001 The plan was prepared to serve as a tool to guide the future development and use of the Riverfront Trail (a 12-mile paved recreational trail linking Downtown with the Old Chain of Rocks Bridge), to increase public support and excitement for the trail, and to attract funding opportunities.

Choice Neighborhoods

Through the concerted coordination of local resources, the Choice Neighborhoods Planning Grant will be used to develop a Transformation Plan that will improve the lives of children and families and position the Near Northside neighborhood as a thriving gateway to downtown St. Louis. Urban Strategies is the recipient to implement Choice Neighborhoods planning for the Preservation Square housing development.

Promise Zone

The City of St. Louis and St. Louis County are among eight communities designated as a "Promise Zone" through the U.S. Department Housing and Urban Development (HUD). St. Louis City and county officials will aim to increase economic activity, reduce serious and violent crime, improve education outcomes, create sustainable mixed-income communities, and improve health and wellness through this program.

Citywide Vacancy Strategy

Population decline and shifting economic patterns have led to areas of the City with varying conditions of vacant buildings and lots resulting from abandonment and tax foreclosure transferred to the Land Revitalization Authority. Combined with abandoned or underutilized private properties, the number of vacant properties Citywide have reached approximately 25,000 out of 130,000 total. The City and along with various stakeholders is in the initial stages of strategy development with the support of the Strong Cities Strong Communities team and a technical services grant from the Center for Community Progress.

Infrastructure Projects

Gateway Transportation Center

The Gateway Transportation Center is the City of St. Louis's state of-the-art multimodal transportation hub. It is conveniently located in the heart of downtown St. Louis where Amtrak passenger train, Greyhound bus, and MetroLink light rail and bus service converge. This new facility provides passengers with a clean, safe, and friendly transportation center featuring 24-hour operations staff and security. Opened in November 2008. The project is estimated to cost $25 million.

Mississippi River Bridge (Stan Musial Veterans Memorial Bridge)

The new Mississippi River Bridge is a 1,500 foot cable-stayed bridge across the Mississippi River between Metro East and St. Louis, Missouri. The bridge is two lanes in each direction, but is

wide enough to be restriped for three lanes in each direction if traffic volumes warrant and additional funding is secured. In addition, the bridge project included approaches on the Illinois and Missouri sides to get traffic to the bridge. The existing Poplar Street Bridge has served for decades as the only urban interstate bridge between Illinois and Missouri, and is one of only two bridges in the United States to carry three interstates (I-55, I-64, and I-70). By relocating one interstate (I-70) from the Poplar Street Bridge to the new Stan Musial Veterans Memorial Bridge, drivers will experience less congestion and greater fuel conservation. The project is estimated to cost $64 million.

CityArchRiver

The $380 million transformation of the national park, currently underway, includes remaking the landscaping in the vicinity of the Arch, expanding and redesigning the museum, raising Lenore K. Sullivan Boulevard to reduce flooding along the riverfront, and better connecting the iconic landmark and downtown. The north parking garage is being replaced by an amphitheater, an explore garden for children, and new biking and walking paths. The project is a partnership of SLDC, the CityArchRiver Foundation, Great Rivers Greenway, the National Parks Service, Missouri Department of Transportation, and the City of St. Louis. Slated for completion by 2017, the CityArchRiver project will have a lasting impact on the economic, social, environmental, recreational and educational fabric of the entire bi-state metropolitan region.

National Geospatial-Intelligence Agency

The City of St. Louis has proposed a $1.6 billion state-of-the-art new facility for the National Geospatial-Intelligence Agency (NGA) in North St. Louis. The city's proposal includes a well-connected, 99 acre urban site at the intersection of North Jefferson and Cass Avenues. The City of St. Louis's efforts are to retain the NGA's 3,100 well-paying jobs, create new construction jobs, and establish a new anchor to catalyze development in North St. Louis.

Industrial Projects

Cortex Technopolis

At the groundbreaking on December 16, 2004, Cortex began its first building in what is anticipated to become a major research center. This long-time proposal has been to create a series of high-tech business parks that will prosper because of their close association with St. Louis University, Washington University, and the Missouri Botanical Garden. The Center for Emerging Technologies on Forest Park Expressway exemplifies the kinds of economic activity to be promoted in this area. John Dubinsky heads the effort which is supported by Dr. William Danforth and a variety of other civic leaders. Legal advice is provided by the Stolar Partnership.

The first project involves the purchase of three acres at the corner of Boyle Avenue and Forest Park Avenue. A 40,000 square foot building with a parking lot is under construction.

Center for Emerging Technologies

The Center for Emerging Technologies serves the St. Louis Metropolitan Region and the State of Missouri by working to develop the infrastructure necessary to support technology-driven economic development. The expansion of the Dorris Wing at the Center for Emerging Technologies at Sarah and Forest Park Avenue has taken an almost century-old building and equipped it to lead businesses into the future. The Center for Emerging Technologies, which houses biotech and high tech start-up companies, had been using a renovated building next door to the Dorris building. The center's space has doubled with the addition of the newly renovated building. It has given opportunities for current tenants to expand and make room for new tenants. The project is estimated to cost $8 million.

Carondelet Coke

Carondelet Coke is the site of the former coal gasification/coke production plant at the south end of the city. At approximately 40 acres, this site is the largest single parcel of publicly owned industrial zoned property in the City. Adjacent property also has development potential. Development of the site began in the 1700's. The Great Lakes Carbon Corporation owned and operated the site from 1950 to 1980, at which time they sold the plant and property to

Carondelet Coke, which officially closed the plant in 1988. Plans include construction of a business park with office and warehouse space (500,000 square feet in total). The project is estimated to cost $37.8 million

Parks & Recreation Projects

Forest Park Master Plan
The plan was adopted by the City's Community Development Commission (the Planning Commission's predecessor) on December 5, 1995. It has been amended three times since then (the first two by the Community Development Commission and the third by the Planning Commission). The plan is credited with helping to lead a $100 million restoration of the park by a public-private partnership. The *Restoring the Glory* campaign, completed in 2003 in partnership with the City of St. Louis, did a remarkable job of bringing back the most iconic areas of the Park — the Grand Basin, the Jewel Box and the World's Fair Pavilion, among others.

Carondelet Park Master Plan
The plan was adopted as a Topical Plan by the Planning Commission on April 2, 2003. In response to the park showing the initial signs of deterioration, the City and the adjacent neighborhoods expressed a desire for a comprehensive master plan for the restoration of the park. The plan outlines a long-range vision for the restoration of the park's picturesque landscape and aquatic ecosystem while retaining a balanced approach to the active and passive recreational needs of the park's users.

Carondelet Park Recreation Complex
Construction has recently been completed on this state-of-the-art recreation facility in Carondelet Park. The 75,000 sq. ft. complex features indoor and outdoor pools, a double gym, locker rooms, aerobics, cardiovascular equipment, weights area, indoor running track, meeting rooms, senior citizen area, a teen room and a baby sitting area. The City has partnered with the YMCA to operate the facility which opened November 2009. The site and development is owned by the City of St. Louis and is estimated to cost $20.8 million.

O'Fallon Park Recreation Complex
The two-story, 79,000-square-foot O'Fallon Park Recreation Complex, located on 13 acres of land in O'Fallon Park near West Florissant Street and I-70, has been completed for nearly two months. To project cost $19.5 million .

North Riverfront Park Master Plan
The plan was adopted as a Topical Plan by the Planning Commission on October 1, 2014. The plan provides guidance as a valuable resource for the City and the community to guide the park's development as well as implementing new, or modifying existing elements within the park (such as playground, comfort station, pet park, fishing, boating, paths and trails, wetlands, forest restoration, and parking areas). Plan recommendations deal with park infrastructure, proposed park elements, implementation and probable costs, governance and funding as well as continuing park maintenance.

Commercial Projects

Ballpark Village
Ballpark Village represents the next step for downtown St. Louis that began with the opening of the new $411 million privately-financed Busch Stadium in 2006. Located on 10-acres just north of Busch Stadium, Ballpark Village is the first master-planned development designed around a new Major League Baseball ballpark. The $100 million first phase of Ballpark Village opened in March 2014 and represents one of the top restaurant and entertainment districts in the region. The 100,000 square foot, multi-story project is visible beyond the left center field wall, and compliments the energy and excitement of the game day experience. The first phase of Ballpark Village is anchored by Cardinals Nation, Budweiser Brew House, Fox Sports Midwest Live!, PBR St. Louis - A Cowboy Bar, Howl at the Moon, and Drunken Fish. Ballpark Village features five live performance stages, the largest retractable roof of its kind, the biggest indoor

TV screen in the Midwest and an outdoor festival space that recreates the infield of the previous Busch Stadium in its exact historical location. The project cost $555 million.

IKEA

Along with its signature affordable Scandinavian modern-style furniture, IKEA is bringing 300 new permanent jobs to St. Louis. The store is located on nearly 21 acres in the Cortex Innovation Community. The 380,000-square-foot store will cost $50 million to build, in addition to the $30 million land investment.

Arcade Apartments

Dominium Development's $118 million renovation of the long vacant Arcade Building is on schedule for completion by the end of 2015. The Minneapolis based firm's project includes 80 market rate apartments and 202 affordable artist lofts. Webster University, which is expanding its downtown presence, will be the anchor tenant. The Arcade is downtown's largest apartment project since the mid-1960s.

The MX

The $250 million Mercantile Exchange, known as e MX, is a full renovation of the former St. Louis Centre mall located at 7th Street and Washington Avenue. Tenants include the three screen, upscale MX Movies; Pi Pizzeria; Snarf 's Sandwiches; Takaya New Asian; and e Collective, chic mini-boutiques housed in one space. Across the street, the mixed-use district also includes the Laurel Apartments, a 205-unit luxury residential community; the 212-room Embassy Suites Hotel; Robust Wine Bar and Cafe; and the future home of the National Blues Museum.

9 Laying the Groundwork for 100RC Strategy Phase

St. Louis stands at a moment of great opportunity to transform and harness a broad commitment to building resilience, including a willingness to embrace innovative pathways and solutions. There is also a strong desire to solidify efforts under a shared vision for prosperity for St. Louis to guide the city and region *and* be an example nationally. At the same time, it remains critical to quickly build on the momentum generated at the workshop through the identification and delivery of a few short-term results.

Solidifying Commitment

The apparent excitement and engagement among workshop participants speaks to the importance of capitalizing on this moment. In particular, participants expressed a common sentiment that voices and opinions shared in the room have not always been sufficiently acknowledged and that extending the effort further to incorporate additional communities, historically underrepresented in planning processes, is essential to success.

In the context of stakeholder involvement, the importance of real, versus nominal, engagement of the "right set of voices" emerged; in the past some groups have been engaged but had little confidence that their input would influence decisions and outcomes. Related to this point, City leadership's ability to develop integrated plans and implement effectively in the short- and long-term will be required to develop trust and shift communities away from negative perceptions of government planning processes.

Unlocking Potential

St. Louis's resilience planning may be the needed impetus to address historic divisions between the City and the County. While challenging to address, opportunities to build resilience, even physical attributes, suggest that a city planning process cannot be separated from the county context or the east side. The development of innovative approaches to economic growth requires robust regional collaboration and planning.

For example, early thinking about the Mississippi River or other environmental assets as potentially linked to economic growth makes apparent the need for integration across the system, including political boundaries. This is truly an exciting opportunity to think and act differently from the past.

A set of common issues surfaced during the workshop, and while they cohere around a few themes, further discussion and analysis is needed to fully flesh out root causes and interconnectivity. For instance, discussion of physical and environmental assets, emerged, such as parks and the botanic gardens and the Mississippi River for transportation, to spur economic growth and further develop as a waterfront amenity. The abundance of vacant land was viewed as a development opportunity as well. Social assets such as neighborhood and community organizations as well as business and civic leaders have not been sufficiently tapped and mobilized in the past.

Because thinking around the possibility of leveraging interdependencies between assets to harness greater impact emerged towards the close of the workshop, an important element of strategy development may be to further draw out assets and opportunities and consider them in an integrated manner. For instance, constructing needed affordable housing closer to downtown could provide increased access to transport networks and employment opportunities.

Garnering Enthusiasm

The Chief Resilience Officer (CRO) will have an important responsibility to leverage current political will and optimism for the 100RC resilience strategy opportunity. Workshop participants highlighted the importance of getting the right type of person in place and the importance of timely follow-up to ensure continuity of and commitment to the effort. Sufficient support – political, practical and financial – at the outset will enable the CRO to move the process along and identify focus areas and early outputs and outcomes.

10 Next Steps & Key Resilience Opportunities for the City

As St. Louis proceeds in the 100RC process and initiates the Phase I Strategy development by identifying priority focus areas, workshop insights will be crucial to guide the direction of efforts. In the context of the Agenda-Setting Workshop, the City has demonstrated political will and a solid foundation for the degree of civic engagement required to carry out this comprehensive undertaking. St. Louis now faces the challenge of finding practical ways to address daunting issues and taking action quickly to capitalize on current buy-in and enthusiasm.

Next steps for the City of St. Louis include:

- Hiring a Chief Resilience Officer;
- Developing an effective community engagement strategy for the process;
- Commencing resilience strategy development work as soon as possible;
- Gathering the necessary data to support the strategy development process.

Chief Resilience Officer Characteristics

During the pre-workshop survey, participants identified some key characteristics for the Chief Resilience Officer (CRO). They suggested that the CRO should have:

- **Strength of character and passion for the task at hand:** "unflappable in the face of strife"; "authentic, genuine and passionate about planning and resiliency"; "vision for the city"; "passion and love for people and cities"
- **Entrepreneurial, strategic thinking skills:** "ability to see the big picture"; "business acumen"; "systems thinker"; "innovative"; "entrepreneurial"; "can function as an ambassador"; "understands political landscape and pitfalls"
- **Strong communication skills:** "distill and develop clear framework and effectively communicate"; "excellent written and verbal communication skills"; "very keen intellect, ability to be flexible, and communicate across very diverse set of stakeholders"
- **A robust network and be able to build coalitions across diverse stakeholders:**
    - "earns trust across socio-economic groups, technical disciplines and city departments"; "command respect, resources and ideas from a broad local and national network of partners, experts and advisors"; "ability to build strong, complex collaborations"; "develop partnerships on all levels"; "empower community to participate in the process"
    - "strong facilitation skills"; "willing to listen to many viewpoints and ideas"; "fair mindedness and ability to remain neutral"
- **Cross-sector experience at neighborhood, city and regional level:** "diverse set of experiences leading Public, Government, Private, Civic, Non-Profit Sectors"; "knowledge of past and present, plus future goals"; "deep understanding of the inner city community"; "technical understanding of critical issues"
- **Technical experience to support the strategy process:** "knowledgeable about urban planning, design, policy and economics at a practical and theoretical level"; "ability to utilize data to develop focus areas"
- **Proven implementation capacity:** "demonstrated ability to get complex things done"; "ability to identify actionable steps that can be taken toward a more resilient future"
- **Finance and funding experience:** "understanding and utilization of core regional funding mechanisms"; "fund-raising experience"; "create positive change with limited/existing resources"

Key Resilience Opportunities

The greatest challenges to St. Louis's resilience strategy development are also its greatest opportunities. Notably, St. Louis is facing issues common to other US cities and has the potential to be a national leader in developing implementable and impactful interventions in relevant areas. Moving forward, key resilience opportunities for the City of St. Louis include the following:

- **Understand how to think and collaborate as a city *and* a region to achieve greater impact.** The city can find ways to shift long-standing challenges in addressing city, county and regional issues in an integrated way. This effort may include a closer examination of the link between economic, environmental and social issues.
- **Build a new movement of thought and action to increase racial equity and social cohesion. St. Louis has an opportunity to** think across systems to ground actions and address racial inequity. The city also has a chance to become a national leader in integrating physical, economic and environmental systems in their approach to overcoming historically intractable challenges. As a part of this efforts, the City may consider:
    - Integration of knowledge, data and recommendations contained in the Ferguson Commission Report;
    - Establishment of political and social will through a thoughtful and inclusive engagement processes;
    - Collaboration across other 100RC cities confronting racial tension, inequity, and social cohesion to ensure development of a robust approach and to amplify impact.
- **Demonstrate incremental progress towards a longer-term vision, despite the daunting nature and scale of the challenge.** Keeping in mind, the scale of the problem – addressing physical, economic, environmental and social issues in an integrates way – it is critical that the City ensures sufficient staff and financial resources to support their effort as well as set measurable goals to mark its short-term progress.

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[xxi] (Grandcenter.org)