

**JOINT STUDY SESSION  
OF THE UNIVERSITY CITY COUNCIL  
AND THE CITY PLAN COMMISSION**  
5th Floor of City Hall  
6801 Delmar  
**June 24, 2019**

**AGENDA**

Requested by the City Manager

**1. MEETING CALLED TO ORDER**

The City Council Joint Study Session was held in Council Chambers on the fifth floor of City Hall, on Monday, June 24, 2019. Mayor Terry Crow called the Joint Study Session to order at 5:30 p.m.

In addition to the Mayor, the following members of Council and the Plan Commission were present:

Councilmember Steven McMahon  
Councilmember Paulette Carr  
Councilmember Jeffrey Hales  
Councilmember Tim Cusick  
Councilmember Stacy Clay  
Councilmember Bwayne Smotherson

Commissioner Cirri Moran  
Commissioner Michael Miller  
Commissioner Margaret (Peggy) Holly  
Commissioner Judith Gainer  
Commissioner Ellen Hartz

Also, in attendance was City Manager, Gregory Rose; City Attorney, John F. Mulligan Jr., and Director of Planning & Development, Cliff Cross.

**2. CHANGES TO REGULAR COUNCIL AGENDA**

Councilmember Smotherson stated out of due respect to Councilmember McMahon, he would like to request that the Chicken Ordinance be postponed until the next meeting, July 8th, to allow several residents who have personally expressed their opposition to this Ordinance an opportunity to respond.

Mayor Crow stated since he is not totally in agreement with that request, his preference would be to continue this discussion during the regular session.

Mayor Crow stated as a courtesy to the City Clerk, he would ask members of the Plan Commission to provide their names for the record.

**3. PLAN COMMISSION REVIEW**

Mr. Rose thanked everyone for providing him and the Director of Planning & Development, Clifford Cross, the opportunity to present this review, which is consistent with the City's objective to reexamine all of its Boards and Commissions.

**PURPOSE**

- Responsible for oversight and making recommended changes to the Comprehensive Plan
- Acts as the Zoning Commission

## **MEMBERSHIP**

- 7 Members
- Appointed by Council
- Chair Elected annually from appointed members
- Must be a qualified voter and have resided in University City at least 2 years
- One member of Council, the City Manager, and the City Planner shall be ex officio members but shall have no vote on matters coming before the commission

## **POWERS & DUTIES**

- Duty and authority to prepare and submit to the Council a Comprehensive Plan for the physical development of the City
- Shall act as Zoning Commission, and shall have the authority to prepare, adopt, and recommend to the Council for enactment a Comprehensive Plan for the zoning of the City.
- Consider all proposals for amendments or changes in the zoning laws, and make its recommendations thereon to the Council.
- Plans for all proposed subdivisions shall, before approval by Council, be submitted to the Plan Commission for its recommendations with respect thereto.

## **LEGISLATIVE AUTHORITY**

- It shall be the duty of the City Plan Commission to prepare and recommend such national, state, and municipal legislation as may be necessary for carrying out the recommendations or suggestions of the Commission.

Mr. Cross stated the next phase of this presentation is about the Commission's guiding document; the Comprehensive Plan.

- The current Comprehensive Plan was adopted in 2005;
- Revisions were made in 2007, and
- In 2014 there was an effort to update and create a new plan which was never completed

Mr. Cross stated he refers to it as the "*20/40 Comprehensive Plan*," because this plan generally provides a twenty-year roadmap. The strength of the plan he would like to ultimately have adopted is that it becomes a living document that continues to evolve, and supports the City Manager's mandate for the creation of a plan that can be revisited every five years to evaluate its performance.

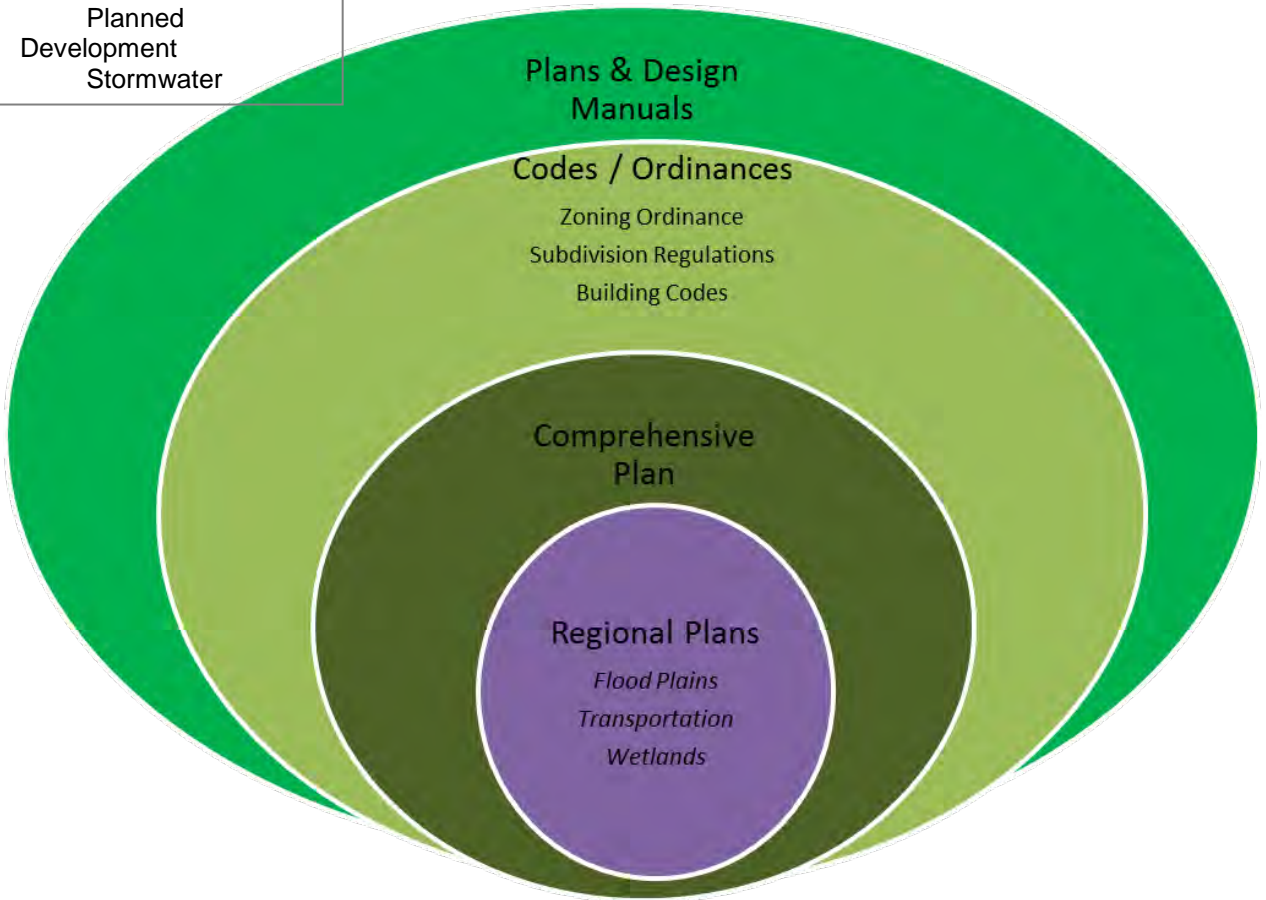
## **WHAT IS THE COMPREHENSIVE PLAN (CP)?**

- ▶ The Comprehensive Plan provides an assessment of existing conditions; future needs and considers anticipated growth and changes that will affect the health, safety, and welfare of present and future community residents.
- ▶ The intent of the plan is to serve as a policy guide regarding future needs, growth outcomes, limitations, and opportunities facing the community.
  - A unified vision and aspirations
  - The impetus for actions, legislation, planning, financing
  - A resource to help guide decision making
  - Integrates existing planning work
  - Integrates best and current practices; *(the recently adopted sustainable guidelines are typically referenced as a part of the CP)*
  - Highlights strengths, challenges, and opportunities, i.e., SWOT Analysis
  - Outlines specific goals, strategies, and actions
  - Establishes priorities to devote its energy and resources
  - Inspires new plans and ordinances

A roadmap that reflects the community's interests, needs & desires.

Mr. Cross stated the purpose of this outline is to show the value of a Comprehensive Plan which helps to consistently enforce ordinances and plans by identifying and drawing them into the document. One of the good things that came out of the 2005 CP is that it led to the Olive Boulevard Design Guidelines. The CP also serves as an advisory and legal document that contributes to all of the areas listed below:

- Specific Plans
  - Neighborhood
  - Park / Recreation
  - Corridor
  - Streetscape
  - Strategic
- Design Manuals
  - Overlay Zones
  - Historic District
  - Planned Development
  - Stormwater



Advisory / Legal @  
Federal, State & Local

## **GOALS OF A COMPREHENSIVE PLAN**

Addresses the primary elements of a community

- To coordinate land use and transportation planning
- To provide infrastructure and services
- To support sustainable economic development
- To protect natural and cultural resources
- To provide adequate housing for the community

## **PLAN SUBJECT MATTER/CONSIDERATIONS**

The subject matter contributes to the City's policy documents

- Population
- Housing
- Natural Resources
- Historic Resources
- Land Use
- Urban Design
- Community Facilities
- Transportation
- Intergovernmental Coordination
- Economic Development

## **A COMPREHENSIVE PLAN IS NOT**

- A Zoning Code
- A Policy on Affordable Housing
- A Branding Plan
- An Economic Development Plan
- A Market Study
- A Greenways Plan

## **PLAN DEVELOPMENT PROCESS**

The process is comprised of three components:

1. Community Assessment – completed by the Planning Department and consultant to assess the characteristics of the community
2. Community Participation Program – completed, reviewed, and incorporated into the Community Agenda
3. Community Agenda – Plan portion/Finished Project / Roadmap
  - Contributes to a citywide vision statement (*optional*)
  - Supportive demographics (*projections*)
  - Contributes to future development (*character areas = new land use*)
  - Contributes to future policies
  - Short-term work program – five-year implementation program

## **COMMUNITY ENGAGEMENT**

- Must Be Conducted at all Stages of Process
- Empowered by Advisory Committee (*Steering Committee = Residents, to include High School Students*)
- Public Workshops/Using Tools
- Continued Website Updates
- Civic Leaders Must Champion the Process
- City/Comp Plan Advisory Committee fill gaps (*address weaknesses*)

## **ADVISORY COMMITTEE**

Stakeholders that represent a cross-section of the community who are willing to participate, and are fully committed to the community engagement process.

- Interested Citizens
- Represent Interest Groups
- Community Leaders
- Business Community

#### **ROLE OF THE ADVISORY COMMITTEE**

- Be the Voice of the Community
- Participate in the Meetings
- Help Guide the Process
- Part of the Outreach Program
- Build Community Support/Enthusiasm
- Review Document offer Feedback

#### **PARTICIPATION SUMMARY**

- ▶ Phase 1: Visioning Workshop and questionnaire; interviews of stakeholders.
- ▶ Phase 2: Advisory Committee meetings to assist in the drafting of the Plan and identification of strengths, weaknesses, opportunities, and threats.

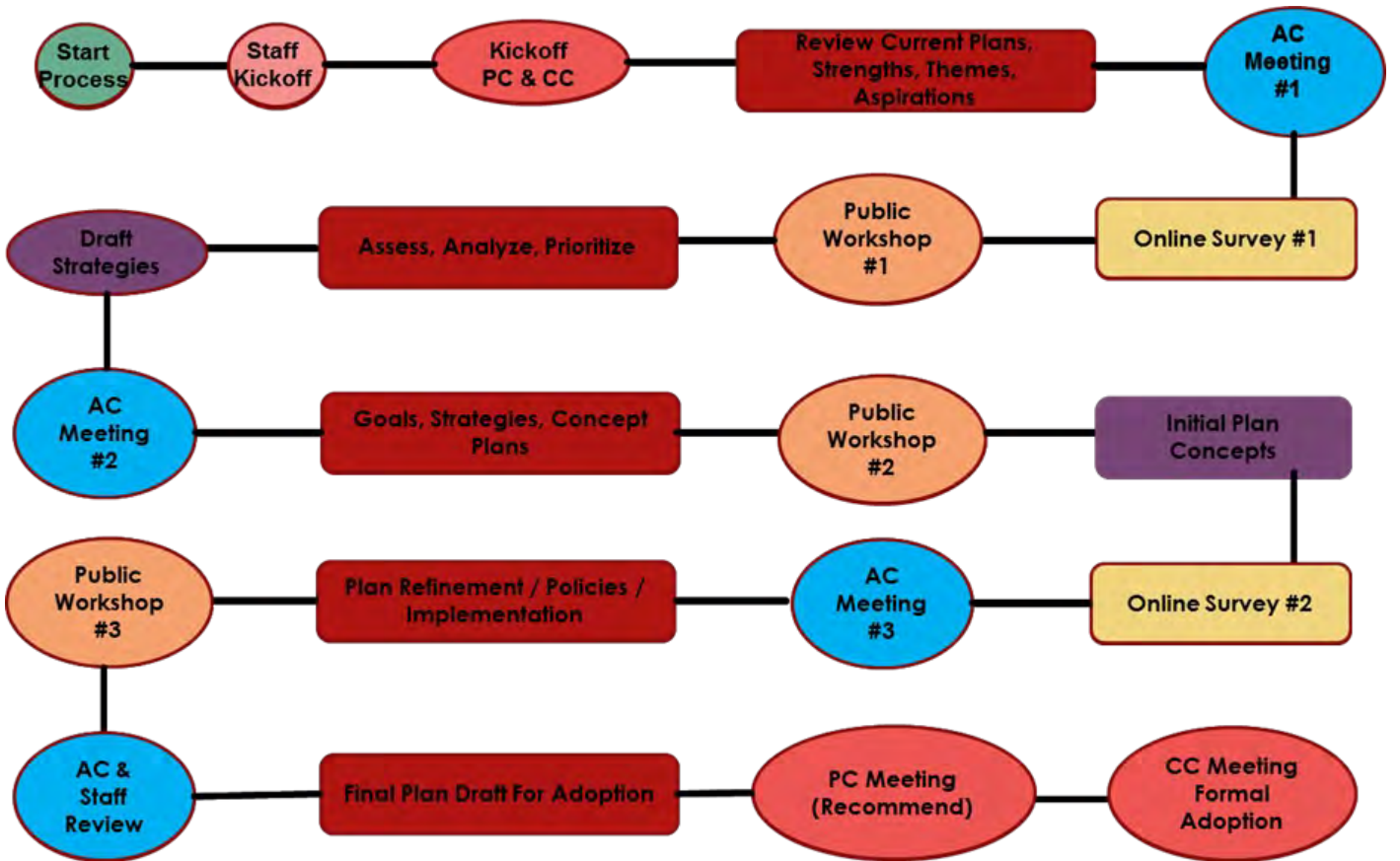
#### **ROLE OF CITY COUNCIL & PLANNING COMMISSION**

- Help provide a Vision
- Provide Guidance on Key Areas of Focus
- Articulate on City's Aspirations
- Help Create and Maintain Momentum and Support for the process
- Assist in Establishing the Advisory Committee
- Review and Accept the Comprehensive Plan
- Own the Plan and use it to Guide City Efforts

#### **PROJECTED STAGES OF THE PROCESS**

(Inclusive and transparent process)

- Traditionally the development of a CP takes up to eighteen months.
- The processes highlighted in red represent the five stages of developing the process.
- Due to the long-term commitment associated with this process, the execution of two public hearings are strongly recommended; one at the Planning Commission level and one at the City Council level.



## PROJECTED TENTATIVE SCHEDULE AND KEY DATES

Staff is prepared to move forward as projected.

Date	Task
July 1, 2019	Request For Proposal Issued (RFP)
August 2019	RFP's Received / Evaluated / Consultant Selected
September 2019	Kickoff with Staff, Planning Commission, City Council
October 2019	Comprehensive Plan Advisory Committee Established / CAC Meeting #1
October - December 2019	Online Survey #1 / Public Workshop #1 (Visioning)
January – February 2020	Draft Strategies
March – April 2020	Review Strategies, 2 <sup>nd</sup> CAC Meeting, 2 <sup>nd</sup> Public Workshop
May – July 2020	Online Survey #2, 3 <sup>rd</sup> CAC Meeting, 3 <sup>rd</sup> Public Workshop
August – September 2020	Draft Plan Completed
October – December 2020	CAC & Staff Review
January – March 2021	Public Hearings / PC Recommendation / CC Approval

### AFTER PLAN ADOPTION

- Rewrite of Zoning Code (Form Based, Etc)
- Utilization of Document to Strengthen Grant Applications
- Neighborhood Plans

Mr. Cross stated staff is trying to learn what went wrong with the 2016 Plan; what can be used; what should not be used; what the desires of the community are; whether this should be a staff-generated document or whether there is enough comfort to move forward with a consultant? So, at this point, he is interested in hearing Council's thoughts about this process before recommending that the project be added to the budget.

Mr. Rose stated unless there are objections from Council, his intent is to move forward with the RFP because once that process is completed, staff will have a better understanding of the costs that need to be included in the recommendation. He stated a part of that RFP process typically includes a review of the available data prior to the consultant's submittal.

Councilmember Carr asked if there was enough leeway in the Proposed Tentative Schedule to allow the Plan Commission with an opportunity to be involved in the RFP process?

Comment from Commissioner: For the 2016 iteration, the Plan Commission was involved in the RFP process from the beginning, all the way through to the selection of the consultant. I don't know if that was good or bad, considering the outcome, but since this is the Commission's product we need to be an active participant throughout the entire process.

Mr. Cross stated there are a couple of months built into the schedule, so no ground would be lost by adding that step to the process. But there are a couple of reasons why staff would like to have everything in place by early 2021. After the adoption of the plan, there is some additional work that must be done in order to play catch-up. And while there are both pros and cons, there is a definite need to look at a rewrite of the City's Zoning Ordinances because they do not completely address things like all non-billable issues, character area issues, et cetera.

Comment from Commissioner: Given the way trends in our society have become so fast-moving, we really need to be able to chew gum and walk at the same time. And in my opinion, the City cannot afford to let everything go stagnant during the eighteen months it's going to take for this plan to be formulated. Do you believe we can do that?

Mr. Cross stated when he looks at a zoning ordinance he moves away from what is called "*Traditional Euclidean Zoning*," and looks at more prescriptive zoning.

Staff is currently working on presenting form-based codes; a more prescription approach, to the Plan Commission, which is something that can be accomplished pretty quickly. So at this point, we could create potential overlays based on the premise that they will be amended as we move forward.

Comment from Commissioner: How many individuals do you anticipate will make-up the Advisory Committee? Mr. Cross stated traditionally, about fifteen to eighteen people are needed to provide a true reflection of your stakeholders.

Comment from Commissioner: That's about the same number we had during the last process, which worked out well since we experienced a reduction in the size of our active members.

Mr. Cross stated in some ways, you want a committee that has the ability to police the polar opposites.

Councilmember Clay stated during his tenure, Council has also talked about other plans like, Olive/I-170, the 3rd Ward, and the Municipal Plaza, so can you give me a *Reader's Digest* version of how all of these disparate plans we've talked about funnel into this Comprehensive Plan; if in fact, they do? Mr. Cross stated they actually do. When you look at the multiple chapters of the CP it will reference Economic Development; Land Use, et cetera, and what the CP does is identify those individual plans throughout its body. And when there is any action associated with those plans, i.e., a map amendment to the Plan Commission, staff will put the Commission on task, "*This is what the CP says, and as a part of your recommendation you have to make the findings of fact*". Traditionally, there are several issues; is it compatible with the trend of development? Is it compatible with future land use? Is it compatible with the surrounding zoning? So if you are trying to put commercial in the middle of residential, not only would it not be compatible, but it would be very hard for the Commission to justify that approval. In a nutshell, the CP forces consistency.



Harkening back to his time on the School Board, Councilmember Clay stated there were governing documents that the Board enshrined when approving or making new policies. So will there be quarterly updates or anything of that nature, related to monitoring the CP? Mr. Cross stated quarterly updates could be accomplished through the Plan Commission. Councilmember Clay stated although he is still getting his feet wet in terms of what's appropriate as it relates to ordinances and things of that nature, from his current perspective, next to the budget, this CP will be the most important document that Council will be asked to weigh in on? Mr. Cross stated he would agree. Councilmember Clay stated given that fact, it seems to him that the CP should be enshrined in such a way that it becomes the practice, ostensibly, of every City Council. Mr. Cross agreed that Councilmember Clay's perspective was exactly the right stance to take in this process.

Comment from Commissioner: The previous administration used to present a yearly report to the Commission precisely like what Councilmember Clay has described. But it became outdated. I have been on the Plan Commission for eight years and we are still working off of a 2005 plan. So at this point, whatever you attempt to update is going to be outdated because the needs of the community have changed substantially.

Councilmember Clay stated if the goal is to make this CP a living document, then that should ameliorate some of the staleness typically found in these types of documents. He stated that his final point relates to community engagement, which is something he is very passionate about. So while he is glad to see how central engagement is to this process, he will be very interested in the details of how this process plays out because he believes it will be critical to the success of this plan. Mr. Cross stated he would agree 100 percent.

Councilmember Smotherson stated based on the experience and knowledge possessed by staff and the Plan Commission, he is curious to know why the RFP and consultant were even necessary? Mr. Cross stated the first reason to bring in a consultant is to ascertain the validity of a third party that can drive community engagement and ensures that it is not driven by one set of individuals. The second reason is because of the resources a consultant can bring to the table. Mr. Cross stated this is an unbelievable ordeal with so many moving parts that must be evaluated throughout the process, and a consultant has the ability to assist staff in doing that. For example, one of his greatest requests from the consultant will be that staff receives digital documents of every shape file associated with the creation of this document because it can serve multiple purposes through the use of a GIS System. And even though the City has its own GIS System, they are still in the process of learning to use it.

Councilmember Smotherson stated in the very near future, this Council will begin discussions on the 3rd Ward project associated with the Olive/170 development. So he is curious to know how this project will play a part in the CP? Mr. Cross stated you could eventually see some neighborhood plans that come into play for the 3rd Ward. And those plans will provide more than just what the City wants the 3rd Ward to look like; they will make the City more competitive. For example, one of the things staff is looking at is housing programs. So when he goes to HUD and says, "*Hey, I want to look at a Housing Rehab Program,*" U City will be much more competitive than the application to the right because of this new development and its ability to clearly illustrate a vision of how those funds can be utilized on a twenty year cycle. Councilmember Smotherson stated since Council is already postured to come up with a plan within the next year, he is still unclear as to how the CP will play a role in those decisions?

Mr. Rose stated based on his understanding, there are two issues. One is the CP, which pertains to land use; how is the City going to use its land as it relates to development? The second issue; which he believes Councilmember Smotherson is referencing, is how will the City use the funding received from the TIF to improve the 3rd Ward? And while the City has some information from the outreach conducted through the TIF process, he thinks additional outreach will be needed. However, he would be surprised if the City starts to receive any funding from that project before the CP's eighteen-month timeline. So there should be plenty of time to make sure that everything is done right when drafting a plan for the 3rd Ward, as well as the Olive Boulevard Corridor.

Mr. Rose stated the next step in the TIF process is to make sure the project can be financed. And once the financing and all of the land use issues have been resolved and you get into the construction phase, staff can start looking at how to best use those funds.

Comment from Commissioner: Since I was not in Missouri when the previous plan was developed, I have several questions with respect to community engagement and Advisory Committee.

1. How will members of the Committee be selected?
2. Is there a required distribution for the types of members needed to make-up the Commission?
3. Will there be an arbiter or someone with the authority to say, "No, you can't have that person" or "We don't want that individual on the committee"?

Mr. Rose stated these are the types of issues that will need to be determined in conversations held at a later date with the Plan Commission and ultimately, the Mayor and Council. He stated what staff is trying to achieve is an Advisory Committee that is reflective of the community in all aspects; economically, ethnically, religious, et cetera, and normally those appointments are made by a recommendation to Council from the Plan Commission. That's why he thinks it is important to have discussions with both sides to determine what process they believe works best for U City.

Comment from Commissioner: So people who are elected officials cannot be members? Mr. Cross stated that is yet to be determined.

Comment from Commissioner: Since this is a product of the Plan Commission, we basically have the leadership role in determining how to start those kinds of discussions.

Comment from Commissioner: I think the Plan Commission needs to know a little bit more about economic development because numerous economic issues have evolved since the previous plan was developed that need to be addressed. And oftentimes I've felt that in some ways, the Commission has been left in the dark when it comes to the City's economic decisions. So if you're talking about the Commission developing a plan in the right direction, I think we need to know a little bit more about the economic side of the business. A perfect example is that my practice has been to occasionally meet with staff in Economic Development, but lately, the personnel in that department keeps changing every year or two. There needs to be some consistency so that we are not constantly reinventing the wheel.

Mr. Cross stated his staff can begin to start bringing the Commission updates. And based on the restructuring of the new leadership team, he believes the Commission will be able to have a solid relationship with the individual who is now in charge of economic development and committed to that charge. Because he would agree, that moving forward, the ability to work together is going to play a significant role in the structure of this plan.

Comment from Commissioner: Even though at this point we're strictly talking about what's best for U City, I think we have to look beyond our borders. And here again, is another instance of staff's failure to provide the Commission with information regarding what's going on with our surrounding neighbors. In order to develop a really good plan that looks at all of the issues affecting this City, I think that type of information will be needed as well.

Mr. Cross stated a classic example of the philosophy with respect to economic development twenty years ago was, if you build it, they will come. Today, it's quality of life. So yes, that is certainly something that needs to be addressed. And he thinks one of the strengths of the proposed CP will be its focus on the quality of life, which does require looking to see what's around us.

Comment from Commissioner: My experience in putting together strategic plans for organizations is that it's really hard for people to think about what the future is going to be like five years down the road, much less twenty years down the road.

So even though we may have the desire to put together a CP that includes a unified vision; those visions and aspirations may or may not be something that all of our citizens respond positively to. My question is, how do we deal with that and how much are we prepared to really put together a document that outlines what is going to happen twenty years from now? Because if we look twenty years behind us, life is very different than it was back then.

Mr. Rose stated while he certainly understands and respects that there may be individuals who will have a very different perspective on what the vision for U City should be when all is said and done, the CP is a consensus document. So while every individual will be offered an opportunity to participate in the process and make their opinions known, in the end, it is the consensus that must be gathered. Therefore, his belief is that if the parties go into the process from that perspective they will be successful, and the critical mass of residents will be comfortable with the direction the City is headed.

Comment from Commissioner: Those two statements speak to the importance of making the right selection of people to serve on the Advisory Committee. Not having been on the Commission when the previous plan was developed, I don't really have a good sense of how we should go about making that selection, but I believe it is absolutely critical. So I look forward to being a part of the process.

Comment from Commissioner: We had fantastic members on the last Steering Committee who opted to extend our discussions about the pressures and challenges of U City into the night. Unfortunately, that's where we hit the roadblock because a decision was made to exclude the product of those discussions from the final document.

Mayor Crow stated he believes it is safe to say that this is a very engaged Plan Commission and that the City is in good hands. He stated Council is equally as concerned about the diversity of the Advisory Committee's membership and they are committed to working together with this Commission to make sure that it represents all corners of this City. Mayor Crow stated while he recognizes that the work performed by all of the City's Boards and Commissions is important, he does not believe that any of their activities play a more significant role in the wellbeing of U City than the work that you folks do. So thank you very much for your service to this community.

#### 4. Adjournment

Mayor Crow adjourned the Joint Study Session at 6:17 p.m.

LaRette Reese  
City Clerk

