



**Plan Commission**

6801 Delmar Boulevard, University City, Missouri 63130 | 314-505-8500 | Fax: 314-862-3168

**PLAN COMMISSION MEETING**

Wednesday, May 31, 2023 at 6:30 pm

via Videoconference

**Topic:** University City Plan Commission

**Date and Time:** Wednesday, May 31, 2023 at 6:30 PM Central Time (US and Canada)

**Location:** Virtual (Zoom) – see details below for attending virtually.

**Observe and/or Listen to the Meeting** (your options to join the meeting are below):

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**Citizen Participation**

Comments may be sent via email to: [jwagner@ucitymo.org](mailto:jwagner@ucitymo.org) or mailed to the City Hall – 6801 Delmar Blvd. – Attention John L. Wagner, Director of Planning and Development. Such comments will be provided to the Plan Commission prior to the meeting. Comments will be made a part of the official record and made accessible to the public online following the meeting. Please note, when submitting your comments or invites, a **name and address must be provided**. Please also note if your comment is on an agenda or non-agenda item, and a name and address are not provided, the provided comment will not be recorded in the official record.

The City apologizes for any inconvenience the meeting format change may pose to individuals, but it is extremely important that extra measures be taken to protect employees, residents board/commission members and elected officials during these challenging times.



**Plan Commission**

6801 Delmar Boulevard, University City, Missouri 63130 | 314-505-8500 | Fax: 314-862-3168

**AGENDA**

**PLAN COMMISSION MEETING**

Wednesday, May 31, 2023 at 6:30 pm  
via Videoconference

1. **Roll Call**
2. **Approval of Minutes**
  - a. February 24, 2023 Special Comprehensive Plan Meeting
  - b. March 30, 2023 Special Comprehensive Plan Meeting
  - c. April 26, 2023 Plan Commission Meeting
3. **Public Comments** – (Limited to 3 minutes for individual’s comments, 5 minutes for representatives of groups or organizations.)
4. **Old Business** – None
5. **New Business**
  - a. Comprehensive Plan Update – planning NEXT
6. **Other Business** – None
7. **Reports**
8. **Adjournment**

## **DRAFT NOTES**

### **Plan Commission Meeting We Make U City**

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**DATE:** February 24, 2023  
**TIME:** 3-4:30 pm  
**LOCATION:** Virtual

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**MEMBERS PRESENT:** Charles Gascon, Victoria Gonzalez, Al Fleischer, Ellen Hartz, Mark Harvey, Peggy Holly, Patricia McQueen

**CITY STAFF:** Mary Kennedy, John Wagner

**CONSULTANT:** Sarah Kelly, Shelby Oldroyd

#### **1. WELCOME AND INTRODUCTIONS**

Plan Commission members were welcomed by Peggy Holly.

Sarah Kelly shared the purpose of the meeting:

- To present highlights of existing conditions
- To share the character-based approach to land use
- To gain insight on the direction for the future character and land use work

She emphasized that the consultant team would work to share some highlights of technical analysis and mapping, but that it's also very important to allow time for discussion, so she will work hard to get to that part of the presentation. A link to maps will be sent out after the meeting.

#### **2. Foundation for the Land Use Work**

Shelby Oldroyd presented some of the additional mapping that has been conducted since the preliminary existing conditions analysis was shared, including:

- Existing Land Use – Highlights:
  - This map was generated using assessor's data and spot checked by staff.
  - Significant variance in vacancy by ward
  - Major corridors vary in use (Olive primarily commercial and Delmar primarily residential)
  - Single-family residential is the primary land use
- Park Access – Highlights:
  - There are 21 total parks that provide park access to residents that covers most of the City within a ¼ mile radius, and covers almost the entire City within a ½ mile. This does not include informal open space (e.g., open space maintained in multi-family developments like those near Delmar/170), greenways, or parks in adjacent municipalities that University City residents may use.
  - There are 260 acres of parks in the City.
- Historic Sites and Monuments – Highlights:

- Significant historic assets are recognized in U City include 7 National Register Districts, 8 individual sites listed on the National Register, 6 local historic districts and 12 local historic sites and monuments.
- Most are in in the southern/eastern portion of the City.
- These sites have impacts on both existing character and potential for redevelopment and available funding programs.
- Transit – Highlights:
  - The City has 7 MetroBus routes, 138 MetroBus stops, and 2 MetroLink stations.
  - A static map only shows coverage – gives a good picture of where the routes are available, which is mostly in the eastern portion of the City but does not consider frequency of the routes.
  - Access to transit can be a consideration for both future character and evaluation of development.
- Active Transportation Infrastructure (pedestrian and bicycle) – Highlights
  - The City has 8.2 miles of shared use paths, .3 miles of physically separated bikeways, 1 mile of visually separated bikeways, 3.4 miles of mixed traffic bikeways, and 110 miles of sidewalks.
  - Overall, the bike infrastructure is disconnected.
  - Bike and pedestrian infrastructure is most limited in the 3rd Ward.
  - Does not include sidewalks in private subdivisions.
- 2022 Flood Impact
  - Data is from the Stormwater Commission.
  - There are 256 condemned Properties within flood extent.
  - There were 685 inundated parcels.
  - There was significant flooding outside identified FEMA flood hazard areas.
- Tax Increment Financing (TIF) Districts
  - There are three districts: RPA 1, which is the Olive/I-70 Commercial Development and the economic engine for all RPAs; RPA 2, which is the Third Ward residential area; RPA 3, which is the Olive Blvd commercial area.

Plan Commission members made the following comments:

- A long term issue for the City is how to define transit stops because even if there is a stop, without regular service the amount of time it takes to travel by transit makes it highly inefficient.
- There are many small lots are in flood plain and we will need recommendations for these properties.
- Should the golf course be included in the parks calculation or not? It would be helpful to see how it would look if it was taken out. It is not used by all but some noted it is used in various ways by community members (e.g in the winter some use it to ski). Others pointed out that it was one of the best 9-hole golf courses in the region. The general consensus was that the golf course probably should not be counted in the parks calculation.
- There seem to be four primary categories of spaces and character
  - Third Ward housing
  - Olive Blvd. business corridor
  - Flooded areas – the city has addressed primary flood areas along Wilson Ave but others have not been fully addressed
  - Loop Development

- Some feel the trolley has been a negative and has reduced parking, which is problematic.
- While some are concerned about parking and creating appropriate parking regulations, a lack of parking can be a sign of a healthy City.
- Recognizing areas prone to flooding is critical and flooding areas in the city are quite extensive
- What is more important when determining the character of residential development? Size and setback, or use, i.e. single vs. multifamily.
- How do we provide affordable housing and create economic incentives to drive more affordable development? This is not just about the Third Ward and there is no guarantee that as the City changes it will always be a source of affordable housing. The City does not have a policy about mixed income housing and the plan should articulate what the policy needs to be.
- There are many restaurants but a lack of entertainment opportunities in the City (no movie theater, concert halls, etc). Should we rethink Olive as a place for an entertainment district? This could serve as a draw from adjacent areas.
- There is an idea that has emerged through the Chinese Business Association to consolidate, creating an Asian district in the large parking lot by Mandarin House and the seafood restaurant. This would also be a good place to put a theater, addressing the lack of entertainment.
- Wash U has a development plan for the loop. Should City say “go ahead” and focus on Olive?
- Just across Skinker to Delmar an arcade and other uses are going in. This could serve as a future entertainment district
- The Loop is much more urban and Olive has a more suburban feel. The Loop has different land uses and buildings and access to transit with MetroLink.
- We need to understand and consider Wash U’s plan relative to a broader plan. The Loop isn’t near what it could be, especially the west side.
- Lewis Center, the mixed use building with office and incubator space, is interesting.
- There is a need to focus on bike paths and walking paths, so people to easily get to these areas with amenities. This should include the Midland connection between the Loop and Olive.
- A demonstration project in the bike master plan is a natural connector that could be utilized.
- Midland is a county road so how does U City make changes w/out county buy-in and approval? Olive is a State road so has its own restrictions.
- Olive on the south side extends farther back than on north side. What happens if you consolidate more on the south side? An idea is to create two levels of retail on the south side and concentrate parking on the north side.
- Is there an opportunity to retain space for pedestrian travel near where flood areas are?
- People walk on the street because sidewalks are terrible due to lack of tree maintenance/sidewalk condition. There is very little that can be done to address this short of relocating the sidewalk.
- There are old subdivisions and areas in the Third Ward that don’t have parking – need to address this as part of a master plan
- Olive from I-170 to Skinker - caution people to visualize and look at brand new construction and roads and realize it won’t look like the Loop. In reality it will look brand new, much more like New Haven across river.
- A strategy to preserve character is choosing building materials that look older to make it have a more classic feel rather than the modern development currently happening
- Need to have foresight so there are smooth transitions rather than disjointed blocks of development
- City has lots of parks but many are old.

- The City's tree canopy is important. Many trees are old and many have been torn down over the years. The City does not have a replacement policy. Climate change will also impact the City's tree canopy over time.

### **3. Future Land Use Direction**

Sarah reminded the Plan Commission of the goal statements that have been drafted, many of which are directly relevant to future character and land use. She shared some basic distinguishing features between a traditional vs. a character-based approach to land use and shared examples. She noted that in some areas the economic development strategy provides some guidance on potential character types. She also showed examples of how some character types could be applied in University City.

Shelby shared highlights from the assets and opportunities mapping that has been conducted thus far, including:

- Many participants marked opportunities for improved pedestrian and bike infrastructure.
- Some saw the Loop as an asset and activity center while others desired improvements (e.g., the trolley, variety of businesses, type of development).
- Participants see parks and recreation as an asset, but many want improved amenities
- People like the residential character in U City.
- Existing or potential activity centers: The Loop, Olive/Hafner, Olive/Midland, Jackson/Pershing, Delmar/North and South, Forsyth/Forest Park Parkway.

Sarah posed the following discussion questions to the group. In light of existing land use and development constraints:

- Where do you most want to see change in the City?
- What character do you want that change to take?
- Do existing land use policies and regulations support the desired character and land use?

Plan Commission members made comments, including the following:

- We should be looking at housing that is single family and consider whether we should be encouraging more of a mix.
- The City should look at Olive for multifamily along with a road diet near the park.
- The City should look at apartments above commercial space that are affordable or mixed price.
- The Clayton Master Plan shows Townhouses and row houses as a buffer to other uses, particularly between single family residential and commercial. It appears that this strategy has been effective there.
- Along Olive the City should preserve the international small business flavor and support mixed use development and affordable housing that creates a distinctive character for that neighborhood. This development would need new buildings. Small businesses and restaurants could survive in new buildings and feature activity centers to draw patrons.
- The "International Area" should be on Olive, west of Olive Gateway
- Natural parks that can thrive on their own are valued in other plans and should be considered in University City
- There is a need for greater opportunities to move within the community as life progresses (e.g. smaller condos and homes for when they first start out, as they age). Price per square foot in the city doesn't change as you move throughout the city or increase the size of houses. It is challenging to draw new residents when the school system is poor and a four-bedroom house can cost \$700,000-\$1,000,000.

- Many houses are old and hard to maintain,. Need to create opportunity to move out that will increase housing stock for younger people who want to move into those houses and maintain them.
- How can the City build assisted living? An example of this is the Village at Windcrest.
- There should be more 55+ active community opportunities - University City currently has none
- The plan should engage the Chinese Business Association. U City has the greatest concentration of Asian businesses compared to neighboring communities and this is an asset.
- Restaurants have popped up within residential areas, such as Taco Buddha, which makes neighborhoods more vibrant. People can walk and meet there. How can we promote these types of spaces across U City?
- We need to look at how to revise limited commercial. Does zoning code support what we want to do? Often times it does not.
- We need to be looking at the flood map and asking what within those areas can be green space. Green space can mitigate issues with water inundation to help some areas along Olive Blvd.
- In the Third Ward where there is lots of vacancy, could area be rezoned to make development possible for seniors, affordable, etc. and properties land banked to allow to redevelop without pushing people out while increasing density? Where there is low density commercial, people want more amenities and services. Many more people are now working from home, which also impacts demand.
- For old housing stock the cost of renovation very high. Ways of encouraging people to invest in homes should be pursued.
- While modern architecture has a place, developers should look at architecture in the neighborhood for cues.
- The City's infill committee needs to be reestablished.
- The Chinese restaurant area also includes other ethnicities and we should be more inclusive in how we talk about it.
- One member presented a map of U City owned properties, revealing that the City owns a substantial number of lots including many on Olive, which could impact future strategies.

#### **4. Next Steps / Adjourn**

Sarah gave a brief overview of the next steps, including a request to share additional ideas about character types using an interactive or static map that would be sent out after the meeting and request to participate in and volunteer at the upcoming public workshops.

Plan Commission members made comments, including the following:

- Copies of flyers for the workshop were requested to get to religious institutions at this weekend's services.
  - Mary will coordinate so they can be picked up today.
- We need a call to action as to why people should get involved with concrete examples of what can show up in the plan. Chuck indicated that he would work on talking points for this.

The meeting was adjourned.



# DRAFT NOTES

## Plan Commission Meeting We Make U City

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**DATE:** March 30, 2023

**TIME:** 6:00-7:30 pm

**LOCATION:** Zoom

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**MEMBERS PRESENT:** Charles Gascon, Victoria Gonzalez, Ellen Hartz, Mark Harvey, Peggy Holly, Patricia McQueen

**COUNCIL LIAISON PRESENT:** Jeff Hales

**CITY STAFF:** Mary Kennedy, John Wagner

**CONSULTANT:** Sarah Kelly

### 1. WELCOME AND INTRODUCTIONS

Plan Commission members were welcomed by Peggy Holly.

Sarah Kelly outlined the purpose of the meeting:

- To share and discuss a draft conceptual framework map; and
- To discuss critical questions to inform the future character and land use map.

### 2. ADDITIONAL MAPPING FOUNDATION

Sarah Kelly presented some of the additional mapping that has been conducted since the preliminary existing conditions analysis was shared, including:

- Private subdivisions
  - Add some complexity to the way recommendations can be delivered and make up a substantial portion of the City
  - Will overlay with character and land use in the future
  - Code enforcement still available in these areas
- Vacant properties
  - Broke down into residential and commercial.
- Parcels by year built



- Not much has been built in the past several decades, which is unsurprising given slow regional growth.
- Need to determine how to handle areas of the city where flooding is an issue.
- Parcel construction years are cross cutting between the wards. There is some continuity between wards in character that can be built upon as a unifying factor.
- University City owned properties
  - Important when looking at opportunities
  - When making recommendations for new aggregation efforts it is important to understand current conditions

## **1. DISCUSSION OF FUTURE LAND USE DIRECTION**

Sarah Kelly presented the draft Conceptual Framework map to the committee. This is a high-level depiction of opportunities in the City derived from:

1. What we have heard from the public;
2. Analysis and mapping planning NEXT has done; and
3. What planning NEXT has heard from the Plan Commission, stakeholder interviews, and Council.

It is a foundation for the next phase of work, which will focus on character and land use.

The Commission discussed critical questions organized around some of the key concepts on the map. Following are the questions and comments made by Plan Commission members.

### Activity Nodes

#### Questions

- Do the potential locations for activity nodes make sense to you?
- What kinds of uses and activities do you want to see in the activity nodes?
- What should the characteristics of civic activity nodes be in light of potential flooding?

#### Plan Commission Comments

- Is it a basic criterion that a node has to already been zoned for commercial at a corner or can we just say that this area doesn't have anything and something should go there?
  - Looking at area that is around Groby and Kaufman Park – not a node
  - In Third Ward west of Pennsylvania there is only one node.
  - Olive is great but if you don't like Chick-fil-a, don't want to walk down to Olive, or don't feel it's a good gathering place there should be other options.

- Answer – The zoning code will have a major overhaul after comp plan so determining new nodes is not restricted by current zoning; this is a 20-year plan that welcomes creativity.
- We should add City Hall, other government buildings, and schools as civic activity nodes since they get high traffic.
  - The area around these places could be commercialized, already getting high traffic every day.
- Heman Park Community Center, Centennial Commons are already existing public nodes.
- There is more commercial near Schnucks and Heman Park Community Center, and an apartment going in on Pennsylvania that could serve as a node.
- The Third Ward doesn't have a café or donut shop, nodes would have to be on Olive – not a lot of corners because all residential.
- The potential commercial area where old convent is in the Third Ward – rezoned to mixed use about a year ago and has sat idle.
- If we start adding a lot in the center/east it leaves northwest corner empty – Is that ok?
- The area east of major development on McKnight and Olive could be development area.
- The flood mitigation area in northwest corner could be open space at some time, could put coffee shop across – if there were a node near Fogerty Park.
- Some concern that building coffee shops sends message of gentrification. Think about other uses like a hair braiding salon.
- Nodes that are less commercial and more gathering places should be considered, e.g. park with high traffic that has potential for commerce but doesn't have to be.
  - Need to ask residents what they need/want in their vicinity?
  - Workforce development center, cooling center, post office, etc. are all possible uses.
  - It is really about identifying the right land for the node and leaving the decision of use to the neighborhood.
- Consulting firm for Housing and Third Ward Revitalization Task Force is starting soon, utilizing popups and community engagement to see what people want.
- Trailnet's St. Louis County Action Plan for Walking and Biking shows a percentage of the population with no access to motor vehicle in NW corner of University City between 6-62%.
  - How do we provide better access to basic services?
- MetroBus service is very limited in some places.
- A node near Millar Park is appropriate because this is another big blank spot.
  - Public pool should be here.
- A bus stop would be an attribute of a node.
- Olive and Midland could be better utilized than it is.
  - Could expand park.

- There was a development proposal that fell through.
- Blackberry Ave and Hanley Rd – if there weren't a fence around that property in the SE corner where the high school is it would be a lot more inviting.
  - High school uses the field for football practice.
- There is some interest in developing potential civic activity notes through nonstructural means.
- There aren't any purple dots north of Olive. Along Olive facing Heman Park is a development area, could put mixed use there.
  - The economic development strategy calls for higher density housing there but the challenge lies in floodplain area.
  - What if bottom floors of buildings in flood plain areas are open/parking because flooding is inevitable? We could explore building types to accommodate flooding.

#### *Focused Growth and Redevelopment*

##### Questions

- Are these appropriate locations for potentially higher intensity development?
- Where higher intensity is desirable, what should its character be to ensure compatibility with the surrounding context?

##### Plan Commission Comments

- Do we need to have both enhanced corridors and focused growth/redevelopment?
  - Answer—Corridors are also addressing flow of people using different modes of transit, centered on roadways. Maybe there is a way to make them more similar graphically on the map.
- Focused redevelopment is primarily located in residential areas – Should we be looking at residential density?
  - If so, area north of Delmar makes sense but area on western side goes too far, should really stop at McKnight and go north to Olive.
  - Might be hard to sell increasing density north of Delmar near the park.
- Look at St. Louis County building quality grades in addition to age of buildings to get a sense of actual quality.
- North & South Rd intersection w/ Delmar going up the hill has been redeveloped with multi-family, focused growth could extend to this area.
  - Lots of new developers as well, already rezoned for multi-family.
  - Hard to push into middle of city near Groby, close to downtown Clayton.

#### Flood Mitigation Area

##### Question

- *How can we begin to define potential future character within these areas?*

#### Plan Commission Comments

- If we wanted to have more dense housing in areas that have been flooded, could you put buildings on pylons that you could park underneath?
  - There are five built on Pennsylvania that are well done.
- The buildings may look great but are you going to lose your house or your car or have to wait 2-3 days to get back to work?
  - On Pennsylvania the issue is flash flooding so it might not last very long, but losing your car is a serious concern.
- It seems obvious that vacant lots should be converted to green space with trails/walking paths.
  - Everything on Vernon needs to go and the City should put in a retention pond.
- Trailnet has pretty specific ideas with respect to green spaces and the different kinds (recreation, stormwater management, etc.).

#### Mixed Use Districts

##### Questions

- *Are these districts shown in the right locations?*
- *What should be similar or different between these districts in terms of character as they evolve?*

#### Plan Commission Comments

- The character of the Asian businesses on Olive is essential and a tremendous asset to the community. This kind of ethnic and funky area is endangered. Finding a way to preserve that while enhancing physically (currently looks horrible in some places) should be a high priority.
- Asian Business Association has a dream that those businesses would be concentrated for a district with higher density of those with shared parking lot, green in the middle.
- One of the issues with Olive and its vibrancy is that it's owned by the state. However, the state is redesigning Manchester Road with improved streetscape, curbs, and sidewalk.
  - When you drive east that's the only part of Olive that is ADA compliant.
- The death of the Tivoli on Delmar means there is no entertainment in the City. People will use it for restaurants but nothing else.
  - Could be part of Olive redevelopment to create entertainment district to keep people there for the entire evening.
- Area in the far west enhanced corridor is ripe for development, small businesses could be pushed further east.

### Community Stabilization

#### Question

- Is it desirable for these areas to develop with a similar character to surrounding areas or are there different goals/opportunities in these areas?

#### Plan Commission Comments

- In those areas where is a generational shift, vacant lots could become community gardens (decreasing density).
- Don't want to focus all young families and affordability in Third Ward, spread throughout the wards.
- Both focused growth/redevelopment and community stabilization zones could offer multifamily and mixed income opportunities.
- Need to add density to areas far outside of floodplain that are connected to accessible public transit – right ways to do it that are appealing to more people.
- Are there neighborhoods south of Olive that need to be stabilized?
- Some of these areas might actually be a chance to decrease density – combine lots to improve flood mitigation through greenspace, increase value – not getting enough people to actually fill density in every place.
  - It is reasonable to assume that University City will have similar population in 40 years. Our task is more about changing distribution.
- Look at places where lot sizes are so small you can't have a tree.
  - Start working on minimum lot size.
  - This will also impact challenges with heat.
- There is no need to put a different name on why yellow areas are experiencing certain challenges – this is about reinvesting in areas that have historically been redlined and we can be clear about that.

### **3. NEXT STEPS/ADJOURNMENT**

Sarah Kelly explained future steps in the process.

1. Refine Conceptual Framework Map
2. Continue public engagement
3. Develop Future Character and Land Use Map
4. Refine objectives and draft preliminary actions

On April 20<sup>th</sup> there will be an in-person Advisory Committee meeting. The meeting was adjourned.



**Department of Planning and Development**

6801 Delmar Boulevard, University City, Missouri 63130, Phone: (314) 505-8500, Fax: (314) 862-3168

**MEETING MINUTES (DRAFT)**

**PLAN COMMISSION**

Location: Heman Park Community Center (975 Pennsylvania Avenue), and via Videoconference (Zoom)  
6:30 pm; Wednesday, April 26, 2023

The Plan Commission held its regular session via video conference on Wednesday, April 26, 2023. The meeting commenced at 6:30 pm and concluded at 8:14 p.m.

**Call to Order – (6:30 pm.)** Chairwoman Holly called the meeting to order.

**1. Roll Call**

Present

Al Fleischer Jr.  
Charles Gascon  
Ellen Hartz  
Mark Harvey  
Margaret Holly  
Patricia McQueen  
Jeff Hales (Council Liaison)

Absent

Tori Gonzalez

Staff Present

John Wanger, Director of Planning & Development  
Mary Kennedy, Planner  
John Mulligan, City Attorney

**2. Approval of Minutes**

- a. The February 22, 2023 Plan Commission meeting minutes were approved with no changes.
- b. Approval of the February 24 and March 30 Special Plan Commission meeting minutes were tabled until the next Plan Commission meeting.

**3. Public Comments**

- a. Chris Chesley of Starbuds Dispensary offered an apology to the Plan Commission for misunderstanding and violating the City's ordinances by operating a recreational marijuana facility prior to being authorized to do so. The Plan Commission unanimously accepted Mr. Chesley's apology, initiated by a motion from Commissioner Harvey.

**4. Old Business – none**

**5. New Business**

a. **Conditional Use Permit – CUP-23-03 (CONTINUED TO FUTURE MEETING)**

Applicant: Neighborhood Properties, LLC (Fernando Cepeda)

Request: Approval of a Conditional Use Permit (CUP) for a development of 100 townhome units

Address: 7711 Canton Avenue

(VOTE REQUIRED)

This agenda item was not discussed and was continued to a future Plan Commission meeting due to insufficient application materials.

b. **Conditional Use Permit – CUP 22-13**

Applicant: Washington University in St. Louis  
Request: Approval of a Conditional Use Permit (CUP) for “Schools, private: including college or university-level facilities”  
Address: 6900 Delmar Boulevard and 6901 Washington Avenue  
(VOTE REQUIRED)

Chairwoman Holly introduced the agenda item and reminded the Plan Commission and audience of the Conditional Use Permit review criteria (400.2710) and the Commission’s authority to approve, deny, or approve with conditions (400.2700).

Mary Kennedy, Senior Planner, presented the staff report and provided a brief overview of the previous public meetings at which the subject CUP was discussed.

Chairwoman Holly asked if the applicant would like to provide any further details.

Steve Condrin (Assistant Vice Chancellor for Real Estate at Washington University) provided a brief statement that the current plans are the result of significant community input and thanked the public for their engagement.

Chairwoman Holly opened the public hearing.

Kelly McHoney (Neighboring resident—6912 Washington Ave) expressed concerns about converting green space to a parking lot; insufficient parking; and traffic, particularly near the roundabout at Trinity Ave and Delmar Blvd. Ms. McHoney also asked that the Plan Commission share the proposed conditions for the CUP approval.

Brad Hershey (Representative from University Methodist Church, current owner of 6901 Washington; 3 Ricardo Ln) expressed his support of the proposed CUP, emphasized to the audience that the church does not have an alternative buyer, and shared his concern that if the CUP is not approved, the two properties will sit vacant and introduce other problems to the neighborhood.

John Oldham (Neighboring resident—6905 Washington Ave) expressed concerns about privacy with students using the walkway between the church building and his property; hours of access to students; noise and odors (smoking); and parking and traffic. Mr. Oldham shared that he consulted a realtor to weigh in on the potential impact of the CUP on his property values, which is expected to be negative according to the realtor. He also shared that the parking garage on the 560 Music Building property appears to be underutilized with only 27 cars.

Sarah Oldham (Neighboring resident—6905 Washington Ave) expressed concerns about the green space at 560 Trinity Ave, which will be converted into parking. Ms. Oldham stated that this green space contradicts the Civic Complex Historic District master plan. Ms. Oldham reiterated that Washington University should better utilize the parking garage.

Ben Ellermann (Neighboring resident—6911 Washington Ave) pointed out that the actual building occupant capacity is much higher than the number of students and faculty members proposed to be using the building. Mr. Ellermann was also concerned that students will be able to access the building 24 hours/day, 365 days/year. Mr. Ellermann stated that he believes the proposed parking lot at 560 Trinity Ave is unacceptable, and that the private subdivision will

take steps, to prevent the City from approving the parking lot. He shared a packet of alternative solutions with the Plan Commission.

Ruth Decker (Neighboring resident—6900 Washington Ave) informed the Plan Commission that any change in use for the properties in CUP-22-13 requires an amendment to the University Heights II Declaration of Trust Agreement and requested that the City treat their subdivision as an equal partner.

Chairwoman Holly closed the public hearing and opened the floor to Plan Commissioners.

Commissioner Hartz asked the applicant to explain why they are proposing a new parking lot instead of using the existing parking garage on the 560 Music Building property. Mr. Condrin (Washington University) explained that this decision was based on limitations and provisions in the City's zoning ordinance, and that the entitlement for the parking garage reserves parking spaces for COCA, the 560 Building, and the Castlereagh apartments, so there were not enough spaces to satisfy the parking requirements for the reuse of 6901 Washington and 6900 Delmar. Additional discussion was had on the options that Washington University pursued, and it was apparent that the proposed parking lot plan is their most viable solution to meeting the parking requirements.

Commissioner McQueen asked for more information from the Applicant on the parking lot landscaping plans. Jeff Ryan (Design Principal at Christener Architects) explained that the parking lot surface will be pervious pavers to mitigate stormwater runoff, and that they will provide high-quality native landscaping surrounding the parking lot. Commissioner Hartz commented that native plantings paired with pervious papers will be an improvement to the existing turf grass lawn, which is not conducive to managing stormwater.

Chairwoman Holly asked the applicant to provide an update on their engagement with the surrounding neighborhood since December 2022, when the Plan Commission last discussed the CUP. JoAnna Schooler (Washington University) stated that prior to the December 2022 meeting, they had two separate meetings—first with the subdivision trustees, and another meeting where all neighbors were invited to provide input. An additional meeting with the neighbors was held on April 17, 2023, where they provided an update on the site plans and gained further input from neighbors. The current site plan reflects this feedback.

Commissioner Holly asked why the stub street on Trinity Avenue is not proposed to be replaced with green space. Mr. Condrin responded that was the result of feedback from the residents and Historic Preservation Commission, to preserve the symmetry of the street layout.

Commissioner Fleischer asked whether they have heard how many residents are in favor or opposed to the CUP. Ms. Schooler explained that there has been a mix of positions.

Council Member Jeff Hales (Ward 1) added that he has heard from the neighborhood that people are in favor of the proposed reuse but are concerned about traffic and parking impacts. Mr. Hales emphasized his concern that the number of building users will increase in the future. Mr. Condrin responded that it is Washington University's expectation that they would have to apply for an amended Conditional Use Permit to increase the number of students, faculty, and staff using the building, beyond what is indicated in CUP-22-13. Mr. Condrin stated they would like to work with the City on writing a condition to address this concern.



An additional member of the public wished to share a comment:

Cirri Moran (Neighboring resident—6652 Kingbury Ave; Trustee of Ames Place subdivision) stated Ames Place supports the CUP, with the conditions added by the Traffic Commission and Historic Preservation Commission. They do not want to see the buildings sit vacant.

Commissioner Gascon motioned to approve CUP-22-13 with the conditions in the staff report and amended condition #4:

**Amended Condition #4:** There shall be no large assembly, such as performances or lectures, in either building. Spaces within the building shall not be available for event rental.

Some additional discussion followed the motion:

Commissioner Hartz asked the applicant to confirm that Washington University is a tobacco-free campus. Mr. Condrin confirmed.

Council Member Hales asked the applicant to confirm the hours of operation, possible class schedules, and the idea of restricting the applicant from offering evening classes due to parking conflicts. Mr. Condrin said that hours would be similar to other academic buildings, but they do not yet know the exact schedule. Students will have access to the buildings at any time of day. Mr. Hales stated that he would like to address schedule concerns further with the applicant.

Commissioner Hartz asked whether there would be practice rooms. Mr. Condrin said he's not sure yet whether there would be practice rooms, but added that there are currently practice rooms in the ground floor of Castlereagh Apartments.

Commissioner Hartz motioned to add a condition that evening classes would not be permitted. Some debate was had about this proposed condition among the Plan Commission, and Ms. Hartz withdrew the motion.

The motion passed unanimously.

## 6. Other Business

- a. Plan Commission subcommittees:
  - i. Comprehensive Plan Subcommittee: Commissioner Gascon volunteered to chair the committee, with Commissioners Hartz, Harvey, and McQueen as committee members.
  - ii. Code Review Subcommittee: Commissioner Fleischer volunteered to chair the committee with Commissioners Hartz and Gonzalez as committee members.
- b. Definition of "dormitory": City Manager Gregory Rose has asked the Plan Commission to refer review of the "dormitory" definition to the Code Review Subcommittee. Director of Planning & Development, John Wagner, added that this will require support from staff for analysis. Plan Commissioners briefly commented on how University City's zoning code, particularly with its definitions of family, is outdated.
- c. Next Plan Commission Meeting: May 31, 2023 at 6:30pm. Ms. Kennedy asked whether the Plan Commission would like to hold this meeting virtually since the main agenda item is a

presentation from planningNEXT, who will be attending remotely. The Plan Commission agreed to hold the 5/31 meeting virtually. Going forward, however, the Commission would prefer holding hybrid meetings to give people options.

**7. Reports**

- a. **Housing & Third Ward Revitalization Task Force Report:** Commissioner McQueen provided an update that the Task Force chose a consultant for their plan but they are waiting for this to be approved by the Council.
- b. **Council Liaison Report:** Council Member Hales provided an update that the Council held a joint meeting with the Housing & Third Ward Task Force to discuss the hiring of a consultant. He also provided an update on the fire at Three Kings that occurred that morning.

- 8. Adjournment** – The meeting was adjourned at 8:14 pm.

DRAFT

# AGENDA

## Plan Commission Meeting #5

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**DATE:** May 31, 2023

**TIME:** 6:30-8:00 pm

**LOCATION:** Zoom

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*Purpose:*

- *Align thinking on purpose and value of the character and land use descriptions and map;*
- *Discuss preliminary draft character types;*
- *Discuss preliminary draft character and land use map; and*
- *Discuss presentation of character and land use to the public.*

- |   |                      |                |
|---|----------------------|----------------|
| <b>1. WELCOME</b>   | <b>Staff</b>         | <b>6:30 pm</b> |
| <b>2. PURPOSE OF CHARACTER AND LAND USE MAP</b>   | <b>planning NEXT</b> | <b>6:40 pm</b> |
| a. Discussion question: How can we make sure what we produce is as useful as possible to the commission?  |                      |                |
| <b>3. DRAFT FUTURE CHARACTER TYPES</b>  | <b>planning NEXT</b> | <b>6:55 pm</b> |
| a. Introduce draft character types  |                      |                |
| b. Key discussion question: To what extent do or don't the character types as drafted describe the types of places you would like to see in University City?                              |                      |                |
| <b>4. DRAFT FUTURE CHARACTER AND LAND USE MAP</b>   | <b>planning NEXT</b> | <b>7:20 pm</b> |
| a. Introduce draft future character and land use map  |                      |                |
| b. Key discussion Question: What are the trade-offs between different options for where and how the City should change over time and how does the Commission feel about these trade-offs? |                      |                |
| <b>5. ROUND 2 ENGAGEMENT</b>  | <b>planning NEXT</b> | <b>7:40 pm</b> |
| a. Key discussion Question: How can future character types be shared with the public in a way that is easy to understand?   |                      |                |
| <b>6. NEXT STEPS / ADJOURN</b>  | <b>planning NEXT</b> | <b>7:55 pm</b> |



# WeMake UCITY



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## Plan Commission Meeting

May 31, 2023

Welcome



# Purpose

- Align thinking on purpose and value of the character and land use descriptions and map
- Discuss preliminary draft character types
- Discuss preliminary draft character and land use map
- Discuss presentation of character and land use to the public

# Purpose of Character and Land Use Map



# Land Use Vs Character

## Land Use

1. Focuses on uses (residential, commercial, etc.), not type and quality of development
2. Building form, street patterns and other aspects of look and feel of places are not defined
3. Encourages a separation of land uses in the zoning code

## Character

1. Reflects not just the use but also the qualities of a place (look and feel)
2. Outlines the intent for how properties are treated (building form, land uses, etc.)
3. Can be a basis for form-based approaches to zoning



# Same Land Use, Different Character



# Same Land Use, Different Character



# What is the character and land use map for?

- To assist the Plan Commission and staff with **review of development proposals** so that future development conforms to desired character in different parts of the City
- To provide **guidance to developers** regarding the Plan Commission's expectations for quality and characteristics of development
- To provide **predictability for residents, business owners, and others** with respect to the kind of development they can expect to be approved by the Plan Commission
- To provide a **common, citywide** understanding—including by other City Commissions and departments as well as the public—of where and how University City should change over time
- To serve as a **foundation for zoning code changes and design guidelines**, including the possibility of additional zoning standards that better regulate physical form and the quality of the public realm

# Key Discussion Question

How can we make sure what we produce is as useful as possible to the Plan Commission?

- Do the statements on the previous slide make sense to you?
- Is anything missing?

# Draft Future Character Types



# Neighborhood Character Types



	Mixed Residential Neighborhood	Traditional Neighborhood	Compact Neighborhood	Suburban Neighborhood
<b>What should the area look like?</b>	Buildings are 2-5 stories and close to the street. Sidewalks and landscaping create an inviting pedestrian experience	Buildings are 1-3 stories with small to medium setbacks from the street. Most areas have sidewalks	Medium to large buildings up to 10 stories. Large, semi-private open spaces are common	Medium buildings that are 1-2 stories with larger lots and limited sidewalk connections
<b>What can you find in this area?</b>	Multi-family and smaller single-family homes with retail located on major roads	Mostly single-family homes with multi-family homes on major corridors and retail at key intersections	Large apartment communities and specialty residential (e.g., senior living)	Single-family homes on larger lots with commercial at key intersections
<b>How do you get around or to the area?</b>	Walking, biking and travel by car are easy ways to get around because of compact and connected street patterns. There is some access to transit.	Walking, biking and travel by car are easy ways to get around because of compact and connected street patterns.	Car is the main mode due to proximity to interstate. Sidewalks make walking to nearby mixed-use and commercial areas easy	Car is the main mode due to curvilinear streets, cul-de-sacs, lack of through connections and mixed condition of sidewalks.

# Mixed Residential





# Traditional Neighborhood



Existing in University City



Existing in University City



Existing in University City



Existing in University City

# Compact Neighborhood



Existing in University City



Existing in University City



Example Multi-Family



Example Assisted Living Facility

# Suburban Neighborhood



Existing in University City



Existing in University City



Existing in University City



Existing in University City

# Other Character Types



	Activity Center	Regional Retail District	Community Corridor	Innovation District
<b>What should the area look like?</b>	1-5 story buildings close to the street. Design and landscaping encourage pedestrian activity	Large footprint buildings that are 1-3 stories and are set back further from the street	Mostly 1-2 story buildings with prominent pedestrian infrastructure	Large footprint buildings that are 1-6 stories including existing industrial, adaptive reuse, and new build
<b>What can you find in this area?</b>	Mixed-use spaces to live, work, and shop	A regional destination for retail and employment	Neighborhood-scale commercial, providing daily services and amenities	Modern light industrial or office space and live-work communities
<b>How do you get around or to the area?</b>	Walking, biking and travel by car are easy ways to get around because districts and nodes are located close to residential areas and transit	Car is the main mode and there is ease of access to interstate but enhancements can be made to improve comfort and safety for biking and walking	Walking, biking, and travel by car are easy ways to get around because sidewalks and bike lanes connect to residential area. Areas also have transit connections	Car is the main mode, but transit connections and sidewalks promote some pedestrian access

	Campus	Parks, Recreation, and Open Space
<b>What should the area look like?</b>	Large building footprints ranging from 1-4 stories. Parks and open spaces are integrated into sites	Mostly undeveloped areas with few buildings. Green infrastructure and stormwater management can be integrated into site design
<b>What can you find in this area?</b>	Academic and community-focused uses (primarily school campuses)	Parks of all sizes, greenways, undeveloped natural land, informal open space, large cemeteries
<b>How do you get around or to the area?</b>	Walking, biking and travel by car are easy ways to get around these areas are well-integrated into neighborhoods. There is access to transit.	Walking, biking and travel by car are easy ways to access these areas because they are well-dispersed throughout the community with multiple roadway, bicycle path and sidewalk connections.

# Activity Center



Existing in University City



Existing in University City



Existing in University City



Example Activity Center

# Regional Retail District



Example Retail District



Example Retail District



Example Retail District



*NW View Showing Costco in Background*

Novus Development Rendering (Market at Olive)



# Community Corridor



Example Community Corridor



Example Community Corridor



Example Community Corridor



Example Community Corridor

# Innovation District



# Campus



# Parks, Recreation, and Open Space



Existing playground in University City



Example Natural Playground



Credit: University City Parks and Recreation



Example Trail

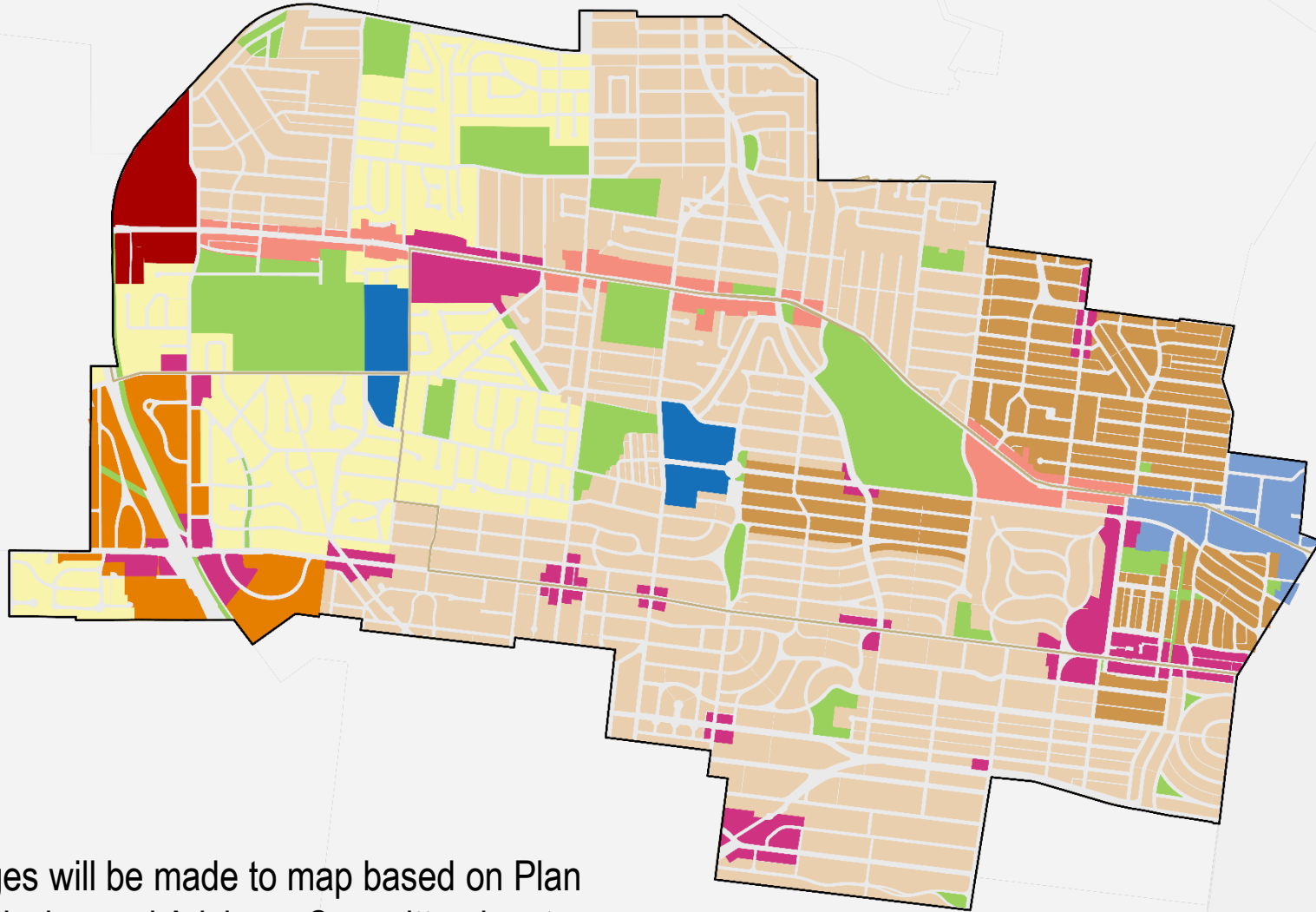
# Key Discussion Question

To what extent do or don't the character types represent potential desired future conditions for the City as currently drafted?

# Draft Future Character and Land Use Map



# Draft Future Character and Land Use



- Activity Center
- Regional Retail District
- Community Corridor
- Innovation District
- Mixed Residential Neighborhood
- Traditional Neighborhood
- Compact Neighborhood
- Suburban Neighborhood
- Campus
- Parks, Recreation, and Open Space

Changes will be made to map based on Plan Commission and Advisory Committee input

# What we heard from the Advisory Committee

- Map reflects largely existing conditions and should show more change.
- Map does not take flood prone areas into consideration as much as it should.
- It's critically important to frame choices in the context of broader population trends (local and regional).
- Some character names should be reconsidered.
- There are opportunities for more and less density in some locations than shown on the map.
- We need to be upfront about some of the systemic factors that have led to differences over time and be clear that this map and plan are an opportunity to address them.
- Images are needed to illustrate the character types.



# Trade-offs between some key choices

Population and investment/disinvestment trends in the City are often correlated to regional conditions and are very hard to change.

However, we have choices to make in the character and land use map, such as:

- Whether to proactively encourage new open space and, by extension, less density in selected locations.
- Whether to allow for new types of development in certain areas to address changing preferences / demands (e.g. new housing types).
- Whether to encourage more mixed-use and higher density into selected locations to try to bring amenities and services into neighborhoods.
- Whether to pursue different parking standards or multi-modal (bicycle and pedestrian improvements) in an effort to influence how people get around and make reuse and development more feasible.

# Key Discussion Questions

What does the Commission see as the trade-offs between different options for where and how the City should change over time?

# Round 2 Engagement



# Key Discussion Question

How can future character types be shared with the public in a way that is easy to understand?

# Next Steps



# Next Steps

1. Refine and revise character types and future character and land use map
2. Draft actions under each goal and identify key actions to test with the public
3. Share draft actions with Advisory Committee for discussion at next Advisory Committee meeting (virtual) on **Thursday, June 22.**
4. Design round 2 public engagement materials

# Round 2 public engagement

1. In-person Open House
  - Save the date! – **Wednesday, July 19**
2. Virtual Open Houses (TBD)
3. Online engagement
  - July 19 – August 21
4. Road show, paper available, pop-up events
  - July 19 – August 21

Thank you!

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