



**Plan Commission**

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

**AGENDA**

**PLAN COMMISSION MEETING**

Wednesday, August 16, 2023 at 6:30 pm

Location: Hybrid meeting (both in-person and virtual\* attendance options)

City Hall, 5<sup>th</sup> Floor Council Chambers

6801 Delmar Boulevard, University City, MO 63130

*\*For virtual meeting details, see next page.*

1. **Roll Call**
2. **Approval of Minutes**
3. **Public Comments** – (Limited to 3 minutes for individual’s comments, 5 minutes for representatives of groups or organizations.)
4. **Old Business**
5. **New Business**
  - a. **Comprehensive Plan Update with Advisory Committee**  
Presentation by Sarah Kelly of planning NEXT
  - b. **TXT 23-03**  
Applicant: Max Sassouni (President), Stone & Alter Real Estate Co  
Request: Approval of Text Amendment to (1) allow for a reduction in the number of required off-street parking spaces for older, existing commercial or mixed-use buildings; and (2) exempt existing mixed-use buildings in the Core Commercial (CC) zoning district from the minimum lot area per dwelling unit standard  
*VOTE REQUIRED*
  - c. **CUP 23-04**  
Applicant: Jay Schoessel of Architectures SP (owner’s representative)  
Request: Conditional Use Permit (CUP) to allow for the conversion of the second, third, and fourth floors of the existing building located at 608 Kingsland Avenue from 36 efficiency dwelling units to 48 efficiency dwelling units  
Address: 608 Kingsland Avenue/6687 Delmar Boulevard  
*PUBLIC HEARING, VOTE REQUIRED*
6. **Other Business**
7. **Reports**
  - a. Council Liaison Report
  - b. Housing & Third Ward Revitalization Task Force Report
8. **Adjournment**



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### VIRTUAL MEETING DETAILS

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**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.



## **Draft Comprehensive Plan Goals, Objectives, and Actions** **Updated August 12, 2023**

The following draft goals, objectives, and actions have been developed for consideration and comment for potential inclusion in University City's comprehensive plan. They are intended to be a mechanism to address major challenges in University City: historical inequities, flooding, a shrinking population, aging infrastructure, poor connectivity for those getting around without a car, and more. The goals, objectives, and actions create a pathway to the desired future that the community articulated in the 2040 Community Vision Roadmap, and the community engagement for this comprehensive plan. Many of these items are built upon work previous done by University City Boards, Commissions, Task Forces, Advisory Committees, residents, and staff.

Some goals, objectives and actions impact more than one of the major challenges the city faces mentioned above, while others aim to specifically one challenge.

### **Goals, Objectives, and Actions**

**Goal A: Preserve and enhance great places.** Maintain existing character, while encouraging creative development, and building resilient, vibrant places.

**1. Use proactive measures to promote development that aligns with this plan.**

- a. Update the City's codes to support the implementation of this plan.  
*The City's codes and regulations are the primary means of implementing the recommendations in this plan, including those illustrated on the Future Land Use and Character Map. In particular, updates to the Zoning Code and Subdivision and Land Development Regulations are necessary for this plan to be implemented. The code sections that regulate traffic, floodplain management, historic preservation, urban forestry, building and construction should also need to be reevaluated by the relevant Boards, Commissions, and staff.*
- b. Promote transit-oriented development (TOD)<sup>i</sup> near MetroLink stations and major MetroBus routes.  
*TOD can be supported by zoning changes, such as zoning overlay districts, that promote intensification of uses around transit nodes. This can benefit community members who do not have cars by concentrating amenities and services in areas that can be accessed by transit and can reduce car travel by others by making use of transit a more viable choice. This promotes more sustainable development patterns while supporting local businesses and serving as a focal point for investment.*
- c. Regularly update building codes to:
  - i. Align with most recent International Code Council (ICC)<sup>ii</sup> Codes.
  - ii. Implement universal design in keeping with the City's demographics toward an aging population.  
*ICC codes set a standard for building codes that can be adopted by communities to promote health and safety without burdening property owners with unnecessary costs or requiring materials that are challenging to acquire or maintain. Using these standard best practices can help the City by saving resources and energy in making determinations on code requirements.*
- d. Revise the zoning code to remove barriers to green energy and green development (e.g., residential solar panels, electric vehicle charging stations).



*The cumulative impact of small changes can help to make University City more sustainable through energy conservation. These changes can also save individual households money. The zoning code should be updated to help make it easier for property owners to integrate improvements that promote green energy.*

- e. Update the Urban Forestry Strategic Plan to include a citywide tree planting plan and replacement standards for tree removal associated with private development.  
*Trees serve many beneficial purposes, including minimizing the impacts of flooding, improving air and water quality, and reducing the urban heat island effect. A citywide tree planting plan could establish replacement requirements when trees are removed, set quantifiable goals for a tree canopy, and outline strategies for removal of dead and hazardous trees with a focus on public safety. To maximize effectiveness, this action will also require coordination with private subdivisions to align practices and standards. Some areas in the community lack adequate tree cover. Regulatory changes should be made to provide more guidance on street trees required for new developments, for example to focus on trees and planting methods that can withstand storm events. The City can incentivize or require the preservation of existing trees (especially large shade trees) in redevelopment projects, or in situations where preservation is not feasible, or existing trees are damaged, the City can require replacement. The forestry plan could also include a program where the City (or a community partner) provides trees to property owners at a reduced cost.*

**2. Prioritize emergency and other service provisions that meet needs as new development advances in the City.**

- a. Evaluate the need for a new fire, police, library, and other city services based on the type and amount of development that takes place.  
*Certain types of development, including large-scale commercial spaces, put greater demands on emergency services. As portions of Olive Blvd. and other areas in the City that can accommodate such uses develop, the City should consider the need for a new fire station to ensure adequate protection for the City.*
- b. Evaluate the use of impact fees<sup>iii</sup> to support infrastructure improvements and public safety.  
*Cities can impose impact fees on development projects to help offset the cost of providing capital facilities (such as infrastructure improvements) to support new development. This would require careful consideration of fee formulas and the types of development subject to these fees. The impact fees should generate reasonable revenue to support desired development with infrastructure improvements and public safety services, but not unreasonably hinder development potential. Impact fees should be viewed as a supplement to the city's regular capital improvement planning and should not be expected to completely cover the cost of improvements.*
- c. Expand the city's fiber network and cellular reception.  
*Fiber networks are the gold standard in broadband communications infrastructure. Internet connectivity through fiber systems is emerging as an important municipal service. Fast and stable internet access and good cellular reception are needed to support the next generation of connected "smart" devices. This connectivity is often a requirement for businesses seeking a place to locate, is a social equity issue when some segments of the population have better service than others. Fiber networks can also help a municipality more efficiently provide city services. The city's fiber network can also support emerging mobility technologies, such as parking location*



*systems, transit routing, and smart signalization. The city should seek to expand its fiber network, prioritizing city facilities such as schools and libraries.*

**3. Proactively manage residential, commercial & industrial vacancy.**

- a. Strengthen the City’s existing vacant building registration program.  
*University City currently has a vacant building registration program. Buildings that become vacant must register with the Department of Community Development within 30 days after becoming vacant. This is a method through which the City can proactively track vacant properties to determine if further action is needed or assistance can be provided. The program could be strengthened to include vacant lots.*
- b. Manage vacant lots through the following:
  - i. Selling vacant and/or oddly shaped parcels (not suitable for development) to neighboring property owners, such as a “Mow to Own<sup>iv</sup>” program.
  - ii. Prioritizing City control of vacant parcels (those either suitable for development or those identified with potential to alleviate flooding) when possible, such as land banking.
  - iii. Promoting green reuse strategies for utilizing vacant parcels (regardless of ownership) in partnership with existing organizations and programs (e.g., MSD, Missouri Botanical Garden, U City in Bloom).

*Oddly shaped lots can remain vacant indefinitely because they are not configured in a way that is conducive to development. These programs allow the lots to be maintained privately, improving physical appearance and safety in neighborhoods, increasing property values, and returning properties to tax rolls, and minimizing expenses for local government.*

*The City should proactively manage vacant sites to facilitate maintenance of properties and potential infill or redevelopment. Strategies such as land banking allow the City to hold land for future uses, which could include consolidation of lots for redevelopment, lot sales to adjacent property owners, adopt-a-lot maintenance programs, or reuse for green space. These strategies can also address odd lots (oddly shaped lots) that are especially challenging to redevelop.*

*Green reuse strategies could support a range of spaces such as community gardens, rain gardens, pollinator gardens, natural plantings areas, low maintenance trailways, or pocket parks. Green reuse strategies can improve stormwater management, protect property values, and enhance neighborhood character, quality of life, and environmental stewardship. The process of designing and/or making physical improvements to such spaces can also be a community-building opportunity, bringing residents from different parts of the city together.*

**4. Create attractive, cohesive, compact, and diverse residential areas throughout the city.**

- a. Encourage residential infill<sup>v</sup> and redevelopment to restore and/or create more vibrant, walkable neighborhoods.  
*Infill development can play an important role in increasing the variety housing options and price points in University City, reduce underutilized or vacant land, and provide opportunities for economic growth. This can be achieved in part by identifying elements of the zoning code that may make it challenging for certain types of lots to be redeveloped. For example, changes could be made to streamline the permit process, reduce parking requirements that can make housing more expensive, and adopt clear design and form-based standards to reduce the uncertainty builders often face.*

- b. Promote neighborhood activity nodes in parts of the city where there are currently not many (includes locations along Olive Boulevard that are accessible from the Third Ward).  
*Because some areas of the city, particularly in the Third Ward and western portions of the city, were developed during a later era when neighborhood-commercial areas were not integrated into neighborhoods, these amenities and services mostly do not exist in these neighborhoods. By updating the City's land use policies and making strategic investments in infrastructure, such as improved sidewalks, the City can promote new neighborhood activity nodes.*
  - c. Monitor conditions at larger, aging multi-family developments and support redevelopment potential.  
*Larger, aging multi-family developments may not always provide quality housing or integrate well into their context. At such time when redevelopment proposals come forward for such properties, University City should work collaboratively with property owners and /or developers to support redevelopment that will result in a product that both improves the housing that is provided and contributes more positively to the public realm through design, materials, reconfiguration of massing, landscaping, amenities, and/or other features.*
  - d. Selectively encourage increased residential density on main connecting streets, including on lots that were formerly occupied by single-family homes.  
*Main connecting streets in the city, especially streets that have vacant lots and buildings, can support some increased density without significantly impacting their built character. In these locations, housing in the form of duplexes, quadplexes, townhomes, or garden apartment buildings, can be integrated in a way that will help to maintain a consistent streetscape while providing new housing products that can serve different segments of the population that might not be looking for a single-family home. Increased residential density is also appropriate in other locations as identified in the Economic Development Strategic Plan, such as along the north side of Heman Park.*
- 5. Remove barriers that limit vibrant commercial and mixed-use districts and support neighborhood-scale commercial uses.**
- a. Revise car-oriented standards, such as parking minimums, to encourage alternatives to car-based transportation, especially in higher density, mixed-use areas (e.g., Activity Centers).  
*Parking minimums in zoning codes require developers to build a certain number of parking spaces based on the size and type of use in the development. Parking requirements can add significant costs to development and often prevent the reuse of existing buildings. The amount of space required to accommodate required parking discourages walkability by spreading buildings farther apart from each other, reduces the economic productivity of land in the City, and can contribute to increased stormwater runoff and the urban heat island effect. Reducing parking minimums and requiring shared parking lots where feasible, can encourage more compact, walkable areas, and allow for flexibility in development that can make projects viable that may not otherwise be.*
  - b. Revise dimensional regulations (e.g., height, setbacks) and permitted uses in the zoning code to allow more compact development in mixed-use areas (e.g., Activity Centers).  
*Revising dimensional requirements in the zoning code in certain locations identified in the Future Character and Land Use Map, like Activity Centers, can help to encourage development on otherwise challenging-to-develop lots that could support additional density.*

- c. Improve the Delmar/I-170 interchange as an opportunity for a community gateway and center of a mixed-use district, including bicycle and pedestrian accommodations.

*The Delmar/I-170 interchange is one of the areas in the City that offers the most potential for both supporting a mix of housing types and other amenities and services. Currently, the area is most easily accessed by car, and it is anticipated that car will remain the primary way in which people travel to it. However, in association with the development of the area into a more mature mixed-use area, there is an opportunity to make small-scale improvements to the public realm to improve comfort, safety, and attractiveness for pedestrians and cyclists. In addition to publicly funded improvements, as development proposals are considered in this area, opportunities to advance these enhancements with private support should be pursued.*

#### **6. Promote sustainable development.**

- a. Conduct a citywide climate resiliency assessment.

*Within the timeframe of this plan, University City can expect to experience the impact of climate change, including temperature fluctuations, more frequent and severe storms, and increased flooding. A climate resiliency assessment can help the city to develop procedures and policies to control the aftermath of climatic events and better protect the community. A climate resiliency assessment can help to define the most significant threats to University City along with the potential outcomes. It would involve review of historical information, existing natural and built conditions, and natural event modelling to identify the chief vulnerabilities facing the community today. With that data available, the city can guide policy and project implementation that addresses the critical factors of the assessment and positions University City for long-term resiliency.*

- b. Continue ensuring compliance with the Energy Conservation Code (IECC) and promote other existing programs for construction that meets Energy Star, LEED, or similar energy efficiency standards.

*University City has committed to complying with the International Energy Conservation Code of 2012, which details multiple strategies for increasing energy efficiency for any building. This commitment was reinforced in 2019 when University City adopted Sustainable Development Guidelines. By continuing to ensure that new construction complies with this code, development will meet minimum efficiency standards to promote sustainability. Energy efficient buildings help reduce negative impacts on the natural environment, and can be cost saving for building owners.*

#### **7. Connect residents to the natural environment.**

- a. Strengthen protections for flood-prone areas where appropriate.

*Working in close collaboration with the City's Stormwater Commission and relevant State and Federal entities, including the Metropolitan St. Lewis Sewer District (MSD) and the Army Corps of Engineers, to restore the original banks in areas where possible and pursue engineering solutions to the City's stormwater management problems.*

- b. Pursue opportunities to expand publicly accessible and connected open space apart from formal parks.

*Strategic connections to the existing greenway system can help link recreational opportunities and economic activity centers by way of low-stress bicycle and pedestrian facilities. The recommendations of the St. Louis County Action Plan for Walking and Biking and the Master*



*Walking and Cycling Plan for University City should be implemented as a step toward providing active transportation mobility and creating these crucial links. Connections may take the form of multi-use paths, on-street bicycle facilities, and sidewalk connections depending on feasibility. The design of the system should create a comprehensive network of intersecting pathways that serve short- and medium-distance trips.*

**Goal B: Advance shared prosperity.** Support and expand a diverse local economy, quality education, and a strong workforce that improves opportunities for all residents.

**1. Build upon existing development momentum.**

- a. Focus development energy to create catalyst areas.  
*There are many areas in University City with potential for revitalization that are in and adjacent to successful neighborhoods, and the City should focus infrastructure investments, incentives, and other programs for these areas. Revitalization is an incremental process that often starts by creating visible examples of successful projects and showcasing how a few strategic investments can lead to change. Demonstrating success is particularly important when promoting new development types, regulatory tools, programs, or funding mechanisms.*
- b. Identify opportunities to leverage the Market at Olive development for reinvestment along the western portion of Olive Blvd that aligns with this plan and the Economic Development Strategy.  
*The western part of Olive Blvd. extending from the Market at Olive to 82<sup>nd</sup> Street provides opportunity for investment in keeping with the core idea of the Economic Development Strategy for “regional retail to take advantage of its location near the interchange of I-170.” However, due to the shallow lots in this area, accommodation may be needed to encourage development. If zoning changes in this area are pursued prior to a specific development proposal, it is recommended that flexibility is written into the Code, such as by allowing development to move forward as of right if it adheres to character standards, to help encourage development that would positively contribute to the area. Shared maintenance agreements and investing in on-street parking should also be considered, as well as utilizing development incentives as described in Action B.4.a.*
- c. Pursue targeted development strategies for the International District on Olive to align with the Economic Development Strategy (EDS).  
*Key locations along Olive Boulevard outside flood-prone areas have the potential for targeted redevelopment. The International District presents an opportunity for an approach to development that supports the specific goal (3.4) in the Economic Development Strategy to promote this district. Specifically, increased density should be allowed in this area, parking requirements should be reduced, and vertical mixed-use development (especially residential above commercial) should be encouraged.*
- d. In keeping with the Economic Development Strategy (EDS), engage regional agencies for investment along Olive Boulevard.  
*The Economic Development Strategy recognizes the importance of connecting with regional economic development resources generally, and with specific focus on Olive Blvd. The EDS includes a goal (3.4) that recommends engagement with organizations focused on promoting economic development across the region, including small business support resources (e.g., the IT Entrepreneur Network (ITEN), the MOSAIC Project, and the International Institute, the St. Louis Economic Development Partnership, World Trade Center, Arch to Park Collaborative, STLMade,*





*and Alliance STL, The University of Missouri-St. Louis (UMSL) Diversity, Equity and Inclusion Accelerator.) These entities can also support the place-based strategies identified in the EDP for Olive Blvd, and the realization of the character areas envisioned along certain parts of Olive Blvd. in the Future Character and Land Use Map presented in this plan.*

- e. Encourage mixed-use communities where people enjoy easy access to jobs and services in connection with the Future Character and Land Use map.  
*Mixed-use areas in the City, where housing is in proximity to services and retail, parks and open space, recreation, entertainment, schools and civic spaces, and other activities can have many benefits for community members and cities. A mix of uses can promote environmental sustainability by reducing car-dependence and can be especially beneficial for individuals and families that do not own a car. It can also help to strengthen community cohesion by bringing people together to interact with their neighbors and promote vibrant, high-quality public spaces.*
- f. Facilitate and encourage mixed-use residential development across from Heman Park on the north side of Olive Boulevard.  
*The Economic Development Strategy (EDS) established a vision for a mixed-use development containing small retail and restaurant spaces on the ground floor with 3-4 stories of apartments or condominiums above. This type of development would bring high quality housing options with direct access to the amenities of Heman Park. Coordinated with a potential reconfiguration of Olive Boulevard, this development could catalyze a more walkable pattern of redevelopment.*

**2. Strengthen and support the labor force and entrepreneurship.**

- a. Partner with national and regional workforce development agencies and the University City Schools to implement workforce development strategies.  
*In alignment with the Economic Development Strategy (EDS) goal to invest in workforce development (3.2) and the Vision 2040<sup>vi</sup> Pillar to create an environment where youth thrive (3), national and regional partnerships focused on workforce development can align worker skills with sectors that have jobs available. As identified in the EDS and reinforced through the analysis conducted for this plan, there is especially opportunity to focus on health care and senior service businesses as well as manufacturers/ distributors.*
- b. Expand support for existing and new small and minority owned businesses in accordance with the Economic Development Strategy.  
*In alignment with the Economic Development Strategy (EDS) goals to support minority entrepreneurs (2.2), amplify the voice of local businesses (3.5), and grow the next generation of small business owners (3.6), the City can support small and minority owned businesses through a range of programs and policies. Specifically relevant to the character and land use focus of this plan, the City can identify opportunities to support business clustering where most impactful.*
- c. Promote and partner with locally owned, neighborhood retail and local business associations.  
*Showcasing local businesses by amplifying the work of neighborhood retail and business associations can be done by sharing information via the City's newsletter and website, jointly organizing events and activities.*
- d. Leverage existing programs and funding opportunities (e.g., Build Back Better) to support entrepreneurship and emerging industries (e.g., advanced manufacturing).



*Support for entrepreneurship, small businesses, and emerging industries is central to the Economic Development Strategy. Beyond local associations, the City should remain up to date on other regional, state, and national programs and opportunities that can support local workforce objectives.*

**3. Foster equitable economic opportunities.**

- a. Develop a diversity, equity, and inclusion (DEI) strategy that helps the City evaluate decision-making, policies, and programs.

*Diversity, equity, and inclusion strategies can promote and foster a City government that prioritizes equity in all aspects of its internal operations as well as equitable engagement in the work of the City across demographic groups and neighborhoods. This can help create a more level playing field for all who wish to be involved in civic life.*

**4. Leverage incentives to support desired economic development in key locations.**

- a. Develop a transparent policy for providing municipal incentives that promote the goals of this plan.

*The City can incentivize desired development with a number of financial tools or subsidies such as Tax Abatement and TIF. Historically, the City has evaluated the decision to award such incentives for development on a case-by-case basis. Creating a transparent policy for the use of incentives can create more consistency and credibility, while reserving incentives for developments that demonstrate social, economic, and environmental benefits to the community.*

- b. Market development opportunities within the federally designated Opportunity Zone and TIF areas.

*The city's Opportunity Zone and TIF areas are designed to help incentivize development while supporting long-term investment to benefit the community. Both tools can only be leveraged with development. The City can take leadership for continued development in these areas by proactively seeking to connect with investors, showcasing the community's assets and successful projects, and helping to make sites development-ready (addressing environmental issues, zoning incompatibilities, infrastructure needs, etc.).*

- c. Focus residential growth around existing neighborhood activity nodes (areas that already include a mix of commercial and/or mixed-use development).

*Neighborhood activity nodes are areas with commercial or mixed-use spaces that provide amenities like retail and restaurants within walking and biking distance of residential areas. Some areas of the city have well-established neighborhood activity nodes. Focused growth and development in these areas can provide more opportunities for people to live within a short distance of activity nodes.*

- d. Improve the City's fiscal resilience by diversifying land uses and development.

*Different types of development impact the City's revenue. For instance, because University City is a "Type B" city in the St. Louis County sales tax pool, growth in retail development does not necessarily increase the City's share of the County's sales tax. The County redistributes this sales tax revenue by a per capita population calculation, so maintaining or growing the residential population is an important factor in fiscal resilience. To ensure the City has resilient and sustainable revenue sources to provide quality public services, the City can take steps to diversify development and land uses. This should include encouraging quality residential infill development*



at a range of price points (affordable, workforce, and market-rate); creating an appealing environment for retail, restaurant, industrial, and office-based businesses to locate; and strengthening existing and funding additional opportunities to create mixed-use areas.

**5. Determine the desired character of the Cunningham Industrial Area.**

- a. Develop an area plan for the Cunningham Industrial Area and its surroundings that considers support for its ongoing activity and potential expansion in a way that is compatible with surrounding areas.

*The Economic Development Strategic Plan puts forth a goal of expanding the industrial area as part of its goal to redevelop and reinvest in Olive Blvd. (6.1). This plan's Character and Land Use Plan identifies an Innovation District character type for the area that emphasizes not only the need to support light manufacturing, but an opportunity to provide flexible office suitable for new technologies or research and development activities. In addition, it acknowledges the need for buffering and encouraging transition areas between light industrial and residential development.*

- b. Develop a strategy to heighten regional awareness about the Cunningham Industrial Area as an economic generator.

*The Economic Development Strategic Plan establishes that marketing for Cunningham Industrial should be targeted for site selectors and manufacturers. As part of this plan, physical improvements designed to create a greater sense of place and provide amenities within the area are recommended as part of the Innovation District character type. As these improvements are realized, they should be incorporated into a marketing strategy. The added amenity value can serve to create a stronger "brand" for the area, reinforcing it as an attractive place in which to invest and a positive contributor to the local economy.*

**Goal C: Connect community.** Invest in community connection to increase mobility options, improve social cohesion, and encourage civic involvement.

**1. Create "equity of mobility" within University City.**

- a. Implement a street and sidewalk repair and improvement program for City streets.

*Some existing sidewalks and some streets in the city's older neighborhoods need repair. A City program should be established to repair existing streets and sidewalks and prioritize new sidewalk connections. Such a repair program could be part of the City's regular capital improvements effort or could be a matching grant program whereby the City shares the cost with adjacent property owners. Sidewalks also should be a standard and sufficient width (minimum of five feet wide).*

- b. Work with neighborhoods, businesses, and community groups to promote streetscape projects and corridor improvements.

*Beyond the Traffic Commission's focus on roadway safety and functionality, the City should directly engage neighborhoods to explore opportunities in the future for updating design standards for aesthetic regulations for streets that could be improved with respect to their overall character, including how certain buildings must respond visually to the street, and additionally how landscaping within the right-of-way responds to the building. This information could be used to refine how the zoning code addresses building placement in relation to streets to ensure adequate space is provided for landscaping, pedestrian facilities, and parking, depending on the context of a street.*



- c. Identify low-cost improvements at key locations which are currently unsafe for those getting around without a car.  
*Infrastructure improvements that are low-cost can also improve connectivity. Maintaining and completing sidewalks, upgrading streetscape facilities such as street lighting, introducing traffic calming measures, and completing crossing improvements can help people to navigate to and through different neighborhoods by foot or bicycle.*
- d. Complete the Centennial Greenway as a fully contiguous trail through University City.  
*The Great Rivers Greenway District and the Saint Louis County Action Plan for Walking and Biking propose an extension of the Centennial Greenway, which would connect the existing Greenway on the western portion of University City to the Ackert Trail in the Eastern portion of the city, creating a fully contiguous east-west trail through the city. The City should collaborate with these entities to make the Centennial Greenway possible.*
- e. Implement the 2013 University City Bicycle and Pedestrian Master Plan.  
*The University City Bicycle and Pedestrian Master Plan sought to provide viable transportation options for all residents through a bicycle and pedestrian facility network, implementation guide, and policy, operations, and maintenance recommendations. Implementation has been underway and should be prioritized into the future to facilitate connections between the different neighborhoods of University City. As the character types presented in the Future Character and Land Use plan inform potential zoning changes, the bicycle and pedestrian facility network should be referenced and accommodated.*

## **2. Encourage walking and biking as legitimate modes of transportation.**

- a. Increase housing supply in locations with potential for good access by biking and walking so those without vehicles can live in areas already served by these modes.  
*In association with Objective E.2, which is focused on promoting housing variety and affordability, specifically targeting locations for new housing in locations with good access by biking and walking can help to make that housing a good option for people who do not have access to a car. This advances the core idea put forth in this plan that community members should have choices in where they live in the city.*
- b. Implement the City's Bicycle & Pedestrian Master Plan<sup>1</sup> and Complete Streets<sup>vii</sup> policy to ensure that University City streets are designed and operated to enable safe use and support mobility for all citizens. Special consideration should be made for how citizens access areas of high pedestrian traffic (e.g., schools, parks, multifamily and retiree housing).  
*University City adopted a Complete Streets policy in 2014. The policy prioritizes space for safe cycling and walking and improved crossing facilities to better accommodate bicyclists and pedestrians. The City should review the policy, evaluate its effectiveness and implementation status, and strengthen it by adopting modernized street design standards.*
- c. Prepare for micro-mobility,<sup>viii</sup> bikeshare, and other emerging transit modes.  
*A variety of new mobility modes have arrived in American cities over the last decade. These modes include ride-hailing apps (such as Uber and Lyft) and more recently dockless scooter and*

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<sup>1</sup> Bicycle & Pedestrian Master Plan for the City of University City, prepared by Trailnet and H3 Studio, adopted by University City City Council October 14, 2013.

*bikeshare systems. While each mode has special challenges associated with it, they present unique public-private partnerships that expand transit service and improve first-mile/last-mile mobility. Cities around the country have embraced these services to reduce residents' need for a personal vehicle, enhance the bicycle and pedestrian system, reduce parking needs, and complement existing transit service.*

- d. Promote existing programs to educate people about bicycle safety, bicycle regulations, and maintenance.

*Community members will be more interested in and able to use cycling as a mode of transportation in University City if they feel comfortable and safe. While infrastructure is very important to achieving this, education and information can also make a big difference in the choice of cycling as a mode of travel. Trailnet (an organization that promotes walking and biking) NHTSA, and other organizations with a similar focus manage educational programs for drivers and cyclists. University City should connect community members to the programs these organizations offer, such as confident city bicycling courses, to help lower the barrier to cycling. This can be accomplished by promoting them in City communications, inviting Trailnet to City-sponsored events, and organizing "Share the Road" campaigns.*

- e. Create demonstration projects and events that showcase small-scale safety improvements.

*Demonstration projects can include temporary connections or reconfigurations of roadways to test out options for safety improvements. Events such as conversion of streets to better accommodate pedestrians and cyclists in the short term to accommodate a special activity can also help to advance thinking about possibilities for longer term improvements. Some cities have pursued regular changes on a schedule (e.g., closing a lane to car traffic every Sunday in the summer) to provide alternative ways of using streets that can both have immediate benefits within the time period in which the changes are implemented and help the City to consider potential long-term changes.*

**3. Support and coordinate with regional initiatives that improve connectivity, including public transit.<sup>2</sup>**

- a. Establish municipal procedures that require better coordination with regional transit authorities.

*While challenges persist, community members participating in this planning process have expressed a desire for improved public transportation options, including increased hours of operation and geographic coverage. For example, expansion of service stations and increases in frequency will require coordination with the Metropolitan Saint Louis Transit Agency (Metro St. Louis). This plan identifies "neighborhood nodes," which are appropriate locations for transit stop. City staff should work with Metro St. Louis to advocate for improved transit service at these neighborhood nodes as defined in the Future Character and Land Use Map. The presence of a large university is an asset in advocating for public transit service and infrastructure improvements. There could be a collaboration opportunity for the City and Washington University, to jointly advocate for those improvements.*

- b. Coordinate with the county and surrounding jurisdictions to implement the recommendations of the St. Louis County Action Plan for Walking and Biking (SLCAP).

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<sup>2</sup> While the Loop Trolley has received a lot of public attention, it is not a major contributor to the transit system due to the very limited area it serves.



*In addition to serving as a plan to promote more connected open space as described in Action A.7.b., the St. Louis County Action Plan for Walking and Biking helps to situate recommendations for bicycle and pedestrian improvements for University City in a regional context. This plan should therefore be used as a guide for areas of collaboration with other jurisdictions, for example on how to advance improvements to the pedestrian and cycling networks that cut across jurisdictions.*

- c. Contribute to the planning and engineering of regional road projects.  
*MODOT road projects are planned and managed by the State. However, University City should share key concepts as well as roadway-specific ideas from this plan with relevant state officials and advocate for their implementation. Specifically, the City should share where improvements to bicycle and pedestrian safety are desired, where roadway connections can be improved, and/or where roadway design can help to advance the character of the built environment that is presented in this plan through the Future Character and Land Use Map.*
  
- d. Collaborate with MODOT to reconfigure Olive Boulevard to improve pedestrian and bicyclist safety and an improved environment for businesses in the corridor.  
*Missouri Department of Transportation (MODOT) is responsible for maintaining a large portion of Olive Boulevard in University City. Reconfiguration of Olive Boulevard would create more room for low stress and protected pedestrian and bicyclist paths, improve the appearance of the streetscape, and could create on-street parking to support the local businesses located on Olive. The available parking for the businesses located on Olive varies widely—some properties have excess parking, and some, particularly those on smaller lots, have very little if any off-street parking spaces. On-street parking could have a positive impact on businesses' ability to serve customers. Streetscape improvements, such as a landscaped buffer between the sidewalk and on-street parking, would also create a more appealing environment for businesses. Finally, to stormwater mitigation elements can be designed into a reconfiguration of Olive, helping to address flooding impacts along the corridor.*
  
- e. Seek alternative funding sources such as grants and public-private partnerships.  
*A variety of alternative funding sources exist to fill gaps as transportation needs rise faster than available funding. Public-private partnerships can help augment transit service through micro-mobility, bikeshare, and other services, as discussed Action C.2.c. Development exactions and impact fees can also assist in implementing improvements. Neighborhood and business groups can also be great partners to implement lower cost improvements that make streets feel safer, look more attractive, and become more walkable. Plantings, painted crosswalks and intersections, street furniture, and wayfinding traditionally are undertaken by cities, but these improvements can also be completed as public-private partnerships or funded through matching grant programs. Simple improvements can improve property values, increase community pride, and create a sense of community identity.*

**4. Encourage civic participation, mentoring, and volunteerism.**

- a. Realign citizen opportunities for government participation and engagement with the priorities of the Comprehensive Plan.  
*Community members in University City have the opportunity for civic activism through a variety of activities, organizations, and boards and commissions. This plan establishes core areas of need in the City, including addressing the impacts of flooding and the impacts of historic segregation,*



*that can be focal points for civic engagement. For example, as the City plans for open space and other appropriate uses for flood prone areas, community members should be provided with opportunities to help determine how these spaces will be designed and used. This Action is also closely connected to Goal F, Objective 4 to improve intra-governmental coordination and collaboration and Objective 5, to manage implementation progress for this and other plans. The City should proactively encourage community members who have expressed an interest in this plan and its core ideas to serve on Boards and Commissions or other volunteer groups charged with responsibility for plan implementation.*

- b. Become a City of Service<sup>ix</sup> to improve citizen engagement and action.  
*As a City of Service, University City would be eligible for resources and information to foster involvement of community members in plan implementation. This will make for a more effective and inclusive process for advancing the plan's actions, while building a civic infrastructure that will strengthen ties across neighborhoods and segments of the population.*
  - c. Establish a volunteer Community Leadership or Neighborhood Liaison<sup>x</sup> program.  
*Engaged residents can benefit local leaders and the community by serving as connection points for information sharing, knowledge, and resource identification. The City should support community engagement by offering a Community Leadership or Neighborhood Liaison program. The intent of this program would be to provide a series of educational sessions on the operations of individual departments for interested local leaders in the community. These sessions could occur over a set number of weeks covering information such as the differences between certain departments, city official contacts for topics or issues, and available programs or resources for residents. As part of the Housing and Third Ward Revitalization Task Force, community liaisons are being identified to assist with engagement. While these positions are temporary and paid, it could serve as a model for a longer-term, citywide program that is volunteer-based or offers a small stipend. This program also offers a special opportunity to engage university students living in the city.*
  - d. Create a youth involvement initiative to empower University City's youth in conjunction with University City schools, churches, and other community organizations.  
*A youth involvement initiative, focused on civic engagement, would allow youth from all neighborhoods in the city to interact with and be involved in the community in a variety of ways, and could be connected to opportunities to engage in volunteerism, sports, or arts-related activities. This would provide youth with the opportunity to have a positive impact on the community and create a more unified and connected city.*
  - e. Modernize City communication channels, websites, and social media channels to encourage young people to become more civically active.  
*Encouraging young people to get involved in civic activities in University City requires utilizing effective channels to reach them. Messages that specifically target young people about getting involved (e.g., serving on boards, commissions, neighborhood/condo association boards) should be developed and utilized through these channels.*
- 5. Celebrate the community's diversity.**
- a. Support diverse business owners through City promotion and resources in accordance with the Economic Development Strategy.



*In accordance with Action B.2.b., the City should support small and minority owned businesses in accordance with the Economic Development Strategy. This action not only promotes entrepreneurship but helps to celebrate the community's diversity by showcasing these businesses. Promotion can be conducted through websites, social media, and virtual communications, as well as through special partnerships in association with City events and activities.*

- b. Support community events that highlight the city's diversity.  
*The City, in partnership with cultural associations and other organizations, should organize heritage festivals and events designed to bring an appreciation for different cultures and traditions to the community. This may include partnering with other communities or regional organizations.*

**Goal D: Leverage assets.** Capitalize on University City's diverse cultural, historical, and physical assets while investing in new amenities.

**1. Maintain and encourage long-term preservation of historic assets.**

- a. Modernize and clarify historic preservation objectives and guidelines and utilize form-based standards to encourage the creative reuse of older buildings.  
*University City is rich in historic assets with many districts and landmarks that are nationally and locally recognized. Historic design standards that lack clarity can make property owners uncertain of how to maintain historic character and discourage creative uses of properties. Updating historic district standards and establishing form-based standards can allow for new uses that maintain their original character.*
- b. Create a youth initiative focused on celebrating diversity in the city's history.  
*Opportunities for youth to learn more about and participate in telling the story of the city's history can foster community pride and belonging and build a lifelong appreciation and understanding of the city. Around the country, historic preservation organizations are focusing on youth involvement in celebrating the diverse history of communities, with many successful models that can provide inspiration. Missouri Preservation, as well as national organizations like the National Trust for Historic Preservation and agencies like the National Park Service, can be helpful partners in developing and securing funding for programs. Existing youth corps organizations have also successfully partnered with local communities on similar programs.*
- c. Create a University City walking tour focused on diversity in the city's history.  
*A tour of the city focused on diversity can helping instill pride in the community's multifaceted heritage and culturally, racially, and ethnically diverse population. A tour could showcase existing neighborhoods, minority-owned businesses, and cultural assets to people outside of the community, helping to promote University City as an interesting and welcoming place to live, work, or visit. It is imperative that when celebrating the city's diversity, the role that racism played in shaping the city be acknowledged.*

**2. Enhance the community's parks and recreational facilities to meet the needs of all residents.**

- a. Update the University City Parks Master Plan to include a maintenance management plan for parks, prioritizing strategic investment in maintenance, programming, and naturalized spaces.  
*Improvements to existing public parks may include upgrades to existing park facilities, diversifying programming to suit the needs of more park users, continuing to grow active*





*recreation programming, and incorporating enhanced passive recreation and natural space features. The City's park reservation system should also be modernized.*

- b. Celebrate the city's history and diversity through parks, historic preservation, and public art. *The City can recognize and call attention to important people, events, or communities connected to its diverse population. This will help to bring to light the unique history and cultural assets of University City. This initiative would allow the City to highlight special places through interpretive signage, murals, art, and other features.*
- c. Consider cross-community partnerships and park programming and how to encourage participation by community members across racial and ethnic groups. *Many youths in University City participate in sports programming outside of the City and some community members have expressed concern that participation breaks down across racial lines, with fewer youth of color participating. By enhancing opportunities for cross-community programming, including but not limited to youth sports, partnering with school sports and activities, and encouraging participation by all segments of the University City population, the community can better connect across racial and ethnic lines.*
- d. Restart and expand parks and recreation programming for seniors and youth. *In an effort to be a community that fosters health and well-being across all age demographics, University City must provide opportunities for parks and recreational programming that appeals to all ages. While funding for programming is limited, programming that targets seniors and youth should be prioritized to address the specific needs of these segments of the population.*
- e. Create a Safe Routes to Parks plan to improve pedestrian and bicycle access. *The ability for all community members to safely travel to parks by foot or bicycle has a huge impact on park use. National organizations like the National Recreation and Park Association provide ample guidance and resources to communities to create safe routes to parks plans, which can complement other park and trail planning with a specific focus on non-vehicular access. In generating this plan, it will be essential to have participation of and input by community members from the City's full spectrum of demographic groups and all age cohorts.*
- f. Develop youth sports programming that engages high school and university students as mentors and coaches. *Engaging high school and university students as mentors and coaches in youth sports will both foster stronger relationships between the City, the school district, and area universities, and will help provide support to programs that have limited resources. Students can assist with organizational and sports knowledge and can serve as valuable role models for youth.*

### **3. Strengthen support for community and cultural institutions.**

- a. Continue to expand public art in the city. *Public art creates landmarks, builds civic pride, induces tourism, and creates a stronger connection to the community and its citizens. The City's Municipal Commission on Arts and Letters acts in an advisory capacity to the City Council in connection with the artistic, cultural, and scholarly development within the City and can work with local and regional artist and arts-oriented organizations to expand access to and participation in public art installations and*



*initiatives across the city's neighborhoods and especially in mixed-use areas and activity nodes identified in this plan.*

- b. Engage with the Municipal Commission on Arts and Letters to create a plan that promotes art and culture in a manner consistent with the comprehensive plan.  
*Beyond seeking individual opportunities to expand public art, the Municipal Commission on Arts and Letters and appropriate partners should create an art and culture plan that is coordinated with the specific recommendations in this plan for supporting community gathering at activity nodes and elsewhere. This plan should also consider opportunities described in Action D.2.b. to celebrate the city's history and diversity through parks, historic preservation, and public art.*

**4. Enhance the experience for visitors to University City.**

- a. Continue to expand and promote the Explore U City website, per the Economic Development Strategy.  
*The Explore U City website showcases neighborhood restaurants, retail, and events to promote them to University City residents and others. The Economic Development Strategy recommends numerous ways in which the Explore U City website can continue to be utilized and can be expanded. As the comprehensive plan is implemented, Explore U City can be leveraged to share information about new opportunities for residents and visitors to enjoy all that the City has to offer.*
- b. Implement a signage program to highlight the city and its neighborhoods.  
*It can be challenging for visitors to know when they have entered University City and, once in the City, what neighborhood they are in. A signage program that highlights the City's neighborhoods should be pursued to help with wayfinding and branding of the distinctive areas that make up the City. The program should involve creating signage designs and standards, a strategy for identifying locations, and the identification of revenue sources to support fabrication, installation, and maintenance.*
- c. Improve gateway locations and neighborhood nodes with landscaping, amenities, signage, public art, or other features.  
*Gateway locations in the City, as identified in the Economic Development Strategic Plan and the Conceptual Framework Map in chapter 4 of this plan, can be enhanced to provide welcoming, attractive entry points into the City. This can help to improve perceptions of visitors, make City boundaries clearer, and create a sense of place at these locations.*

**Goal E: Strengthen livability.** Enhance neighborhoods as the building block of the community and center of day-to-day life and provide community members with choice in where they live in the city.

**1. Protect each neighborhood's distinctive character while supporting compatible new development.**

- a. Evaluate short-term rental regulations.  
*In many communities, short term rentals cause concerns about investor-owned properties that are rented out and result in noise, trash, or other negative impacts on communities. At the same time, short-term rentals can provide property owners with a valued source of income and can attract visitors to the City. Regulating short term rentals through the zoning code or another mechanism could help University City to establish under what conditions short-term rentals*



*should be permitted to mitigate potential problems. Regulations can take many forms, and the City should look at example ordinances for guidance.*

- c. Implement the recommendations of the Housing and Third Ward Revitalization Task Force. *The redevelopment agreement for the Market at Olive includes a TIF District that dedicates \$10 million to the Third Ward. The funds are allocated to housing stock improvements, vacant property acquisitions, homeownership efforts, and other initiatives developed in accordance with the work of the Housing and Third Ward Revitalization Task Force. The Task Force's work commenced during the timeframe in which this comprehensive plan was being conducted and will be completed after the comprehensive plan is adopted.*
  
- b. Remove barriers in the zoning code and specify form-based standards for the development of duplexes, triplexes, and other forms of "missing middle<sup>xii</sup>" housing. *The City can expand this type of housing by allowing new housing of these types and easing the requirements for upgrading and renovating existing missing middle housing in the city. Special attention should be made to providing housing options that fit into the city's existing neighborhoods in form and scale. To ensure these types of housing options are built equitably, the City should better collaborate with neighborhood subdivisions to align indentures with City code. New housing should also integrate universal design standards to accommodate aging-in-place and provide options for people of all physical abilities. These types of housing should especially be encouraged in areas that are well served by transit.*
  
- c. Strengthen property maintenance enforcement practices and connect residents to home repair assistance resources. *Code compliance for property maintenance can be challenging to enforce due to limited resources and competing priorities. However, the City can strengthen property maintenance enforcement by consistently applying standards, seeking new ways to gather information about property concerns, and holding routine violators accountable. The City does have a reporting system that allows residents to report concerns related to property maintenance, code violations, etc., which should be evaluated for effectiveness and opportunities for modernization. At the same time, property maintenance violations can be burdensome for property owners, especially if costs exceed the ability of the owner to pay. For this reason, the City should connect residents with repair assistance resources that are readily available, using digital communication tools (City website, newsletters, social media) and other ways to get the word out, such as including information in utility bills or written correspondence.*
  
- d. Investigate establishing and/or supporting an existing community development entitie(s) to address housing affordability, vacancy, maintenance, and stability in University City. *A community development entity that can help to attract outside funding can be used to supplement city sources of funding such as TIF to support neighborhood reinvestment and revitalization efforts. This entity could take different forms, including a partnership with another community where such an entity already exists, or something new and specific to University City. A primary function of the entity would be to acquire property with an emphasis on housing, rehabilitate or redevelop as necessary, and make available to support single family ownership. This entity would not be managed and controlled by the City. There are also existing community development entities in University City that already do much of this work. The City could find opportunities support and strengthen their efforts.*

- e. Celebrate examples of quality homeowner and neighborhood improvements.  
*A program should be created to recognize home improvements or maintenance efforts. This will encourage pride in homeownership and one's neighborhood. Initial focus could begin with individual homeowner recognition expanding to larger neighborhood awards. Ancillary activities such as an annual trash clean-up day could be organized. Local leaders could be selected as part of the reviewing committee for awards.*

**2. Promote housing variety and affordability to support a range of household types, lifestyles, and demographic group needs.**

- a. Facilitate the creation of diverse housing options to serve “workforce housing”<sup>xii</sup> needs.  
*Regulatory incentives such as density bonuses, fee reductions, or expedited review could be used to promote redevelopment of existing residential areas with promise for attainable workforce housing (based on property values, house size, and location). At the same time, one of the most effective strategies for maintaining affordable / attainable housing is to ensure that existing stock remains in good condition. The City and housing advocates should lobby for State and Federal grants for improvements to existing affordable / attainable housing. Incentive programs working with a community development entity as described in Action E.1.d. could also be explored targeting key neighborhoods or areas.*
- b. Develop and plan for allowing Accessory Dwelling Units (ADUs)<sup>xiii</sup> in areas designated “Traditional Neighborhood” in this plan.  
*They can help to provide additional, affordable housing options, allowing people who might otherwise not be able to afford to live in single-family neighborhoods the ability to do so. They can be especially attractive to younger residents or older adults who don't need large living spaces and are not interested in the property maintenance associated with a conventional single-family home. They can also provide a secondary source of income for property owners. Applying universal design standards may make ADUs attractive to all people regardless of age or physical ability.*
- c. Modernize or remove definitions of family or household relationships in the zoning ordinance to reflect changing household composition and lifestyles.  
*Households in University City take different forms and zoning should be updated to reflect this diversity, including the fact that legally unrelated individuals may function as and consider themselves to be members of the same family. This will help to make for a more inclusive community that provides more housing options for all families, regardless of the legal relationship between family members.*
- d. Promote homeownership through initiatives such as:
  - i. Creating pre-approved building plans for certain housing products (e.g., smaller-scale multifamily) to reduce costs and streamline the approval process.
  - ii. Establishing a public-private workforce housing capital pool (a public-private housing trust fund).
  - iii. Creating a City-sponsored down payment assistance program.
  - iv. Adopting a Tenant Opportunity to Purchase Act (TOPA)<sup>xiv</sup>.
  - v. Partnering with entities that can help expand access to credit in historically redlined areas and areas that are still considered "riskier" investments today.



*Homeownership is an important factor in building household wealth and improving neighborhood stability, but homeownership is often out of reach for lower and moderate-income households. But homeownership itself is not the only factor; to build housing wealth, lower and moderate-income households need access to quality neighborhoods with good transportation options, access to jobs and amenities, and higher rates of homeownership. The City should explore options to improve credit access, such as partnering with non-profit organizations that offer non-traditional mortgage options and promote existing resources. Additionally, downpayments can be challenging for first-time homebuyers and can deter people from pursuing homeownership. The City could incentivize homeownership by offering a downpayment assistance program. Criteria should be established for reviewing applicants to encourage local homeownership and revitalization in University City with additional resources provided to selected candidates.*

- e. Protect non-homeowner citizens (renters) through such measures as:
  - vi. Improving the rental inspection program to ensure safe, habitable, and fair housing.
  - vii. Creating of a renter protection program.
  - viii. Adopting of a source of income discrimination ordinance<sup>xv</sup>.

*Rental inspection programs are important to cities because they require periodic inspections to ensure the tenant is provided with a safe and habitable place to live that meets all city and/or county requirements. University City has a rental property registration program that requires annual inspection. The program should be evaluated to determine opportunities for improvement. Given the increase in rental properties in the City, it is important to ensure the City has the capacity to manage the program effectively.*

*Assisting residents through a renter protection program can reduce the eviction rate in communities while assisting the low-income population. This protection program can include a series of regulations such as landlord minimum lease terms, minimum notice to vacate requirements, notice of rent increase, and relocation assistance for evicted tenants. The regulations can be adopted through separate ordinances and tailored to address the unique conditions of the rental market. The program would provide levels of protection for the rental community by providing sufficient time to locate housing and could provide potential funding to secure new housing. This would aid the community in lowering the eviction rate by ensuring tenants are provided with the base standards for entering into a rental agreement within the city.*

**3. Address stormwater management through proactive, regional flood mitigation planning.**

- a. Implement the Commission on Stormwater Issues' Master Plan recommendations and engage this Commission in updates to the zoning code.  
*The Commission on Stormwater Issues is in the process of creating a Stormwater Master Plan, which will recommend and prioritize certain stormwater mitigation projects the City undertake, as well as changes to standards in the zoning code related to site coverage, impervious surface specifications, etc. These code changes will require that future development in the city occur in a resilient manner that avoids worsening the city's flooding challenges. It will be critical for the Commission on Stormwater Issues to be consulted in any updates to the zoning code.*
- b. Implement the flood mitigation plan for the River Des Peres and its tributaries, as recommended by the Commission on Stormwater Issues.

*Mitigation of flooding in University City will require a complex combination of engineering and policy measures. The flood mitigation plan that is currently underway is taking a holistic look at how flooding can be mitigated and will include specific recommendations for action to be taken. Implementation of the plan will require cooperation between the City and State and Federal agencies.*

- c. Expand coverage and stormwater management through reuse of vacant parcels.  
*In accordance with Action A.3.b., vacant parcels can be utilized to help with stormwater management through features such as community gardens, rain gardens, pollinator gardens, natural plantings areas, low maintenance trailways, or pocket parks. In combination with other interventions, the aggregate impact will be to reduce flooding during storm events.*
- d. Encourage use of Low Impact Development (LID)<sup>xvi</sup> strategies on vacant lots, in parks, and within private development, and incorporate LID strategies into the City's capital improvements.  
*Low Impact Development (LID) is a stormwater management approach modeled after nature. LID addresses stormwater through cost-effective landscape features such as rain gardens, bioswales, and permeable pavement. LID can be found in open spaces, streetscapes, rooftops, parking lots, along sidewalks, roadway medians, and other spaces and be incorporated into new construction and retrofits.*
- e. Develop of parks and open spaces in flood prone areas that are designed to accommodate water inundation provided that maintenance and security can be addressed.  
*The City will take proactive measures to address areas that have been impacted by flooding in the past and work to mitigate future flood risk to residents and businesses. This can include a variety of measures, such as utilizing open spaces for stormwater management, acquiring properties, and working regionally to address flood management. Mitigation of flooding in University City will require a complex combination of engineering and policy measures. The flood mitigation plan that is currently underway is examining how flooding can be mitigated and will include specific recommendations for action to be taken.*
- f. Generally discourage additional new development in flood-prone areas.  
*Based on historical data and considering the impact of climate change, University City can expect that property in flood-prone areas will continue to flood. By discouraging new development in flood-prone areas, fewer residents and businesses will be adversely affected when the next major storm event causes significant flooding. Coupled with strategies described in other actions to introduce open space and non-habitable areas and structures, this policy will help to shift development in University City to less vulnerable locations, reducing damage to property and financial loss to property owners, and increasing safety.*
- a. Promote existing partner organizations' native plant guides to encourage use in landscaping on private property.  
*Supporting native plants is important to provide food sources for native insects and animals, maintain the general functioning of local ecosystems, and sustain the natural heritage of an area. Regional and statewide conservation and gardening organizations keep lists of native plants, which can be publicized through City websites, social media, parks-oriented events, and other activities.*



**Goal F: Improve Collaboration.** Prioritize commitment to action through responsive governance and strategic partnerships to realize the community’s vision.

**1. Improve communication and cooperation with adjacent communities.**

- a. Collaborate with neighboring communities to strengthen connections and advance shared development opportunities along borders.

*University City is influenced by neighboring communities. In these communities, there have been recent developments and opportunities for further development that could benefit University City residents, particularly along Page Ave, surrounding the MetroLink station in Wellston, and along the border with Clayton. Efforts to improve connectivity, advance development, and develop shared goals for development procedures could be mutually beneficial.*

- b. Study building code inconsistencies across communities and establish a dialogue about coordinated improvements.

*Inconsistencies in building codes across St. Louis County municipalities create inefficiencies that can influence whether housing providers are willing to build or buy properties. By collaborating with other jurisdictions, University City can help to create more uniformity between codes to improve the conditions for housing development. This should include participation in the Safer + Simpler St. Louis County initiative which seeks to simplify building codes, inspections, and permitting to make doing business easier, facilitate economic development, and improve residents’ health and safety.*

- c. Establish a cross-community crime prevention network.

*Crime prevention is best addressed when communities work together as specific issues do not stop at municipal borders. A cross-community crime prevention network can support information-sharing and collaboration to address issues more effectively.*

**2. Strengthen the partnership with University City School District to enhance the reputations of both the City and District.** This objective was articulated by the Second Century Commission<sup>3</sup> and should remain an area of focus for the city – citizens and government.

- a. Establish a joint branding strategy for the University City School District and the City of University City.

*Many families choose where to live based on the quality of education available in the local public schools. By promoting both institutions together, the University City Public Schools and the City of University City can create an attractive package for potential new residents. This joint branding strategy will help to attract and retain families, leading to a stronger community.*

- b. Partner with the University City School District to grow and sustain early childhood education programs and school readiness networks in the city.

*Early childhood education is demonstrated to have lifelong benefits relative to academic success. By partnering with the School District, the City can collaborate to identify new opportunities to support programs that will benefit the City’s youngest residents.*

- c. Develop mentorship opportunities for students to learn about employment and entrepreneurship opportunities with the City and regional businesses.

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<sup>3</sup> Second Century Commission Report the City Council, June 2007



*To meet growing opportunities for employment in key sectors, mentorship programs should be established to help build appropriate skills, experience, and industry connections. Such efforts can be undertaken through non-profit organizations or business organizations oriented to specific industries. An industry organization can focus its membership on workforce development, marketing, networking, and contract relationships.*

- d. Evaluate assets/ infrastructure of the City and School District to determine where resources can be leveraged by both.

*Maintain quality infrastructure (e.g., sports facilities) in the University City School District that can be utilized by the entire community. Conversely, make City assets available for use by the University City School District.*

**3. Develop additional partnerships with Washington University to address areas of mutual interest.** This objective was first articulated by the University City – Washington University Advisory Committee in 2015.<sup>4</sup> These actions build upon the work of that committee.

- a. Establish a more deliberate partnership with Washington University focused on strategic, mutually beneficial developments and investments in the Loop.

*Washington University has purchased several properties in and around the Loop and has a strategic plan for development in the Loop<sup>5</sup>. Washington University has also made investments in the Loop. As a non-profit institution they may choose to make purchased properties tax-exempt by using them for tax-exempt purposes and have done so with many. This results in a net reduction of property tax revenue supporting the City and Schools. The City and University both want to keep the Loop safe and vibrant.*

- b. Develop a citywide lighting task force focused on safety and invite Washington University to participate.

*Lighting in cities can help to promote public safety, add aesthetic value, and can spur private development. A task force focused on lighting can identify potential improvements and strategize about how to fund and implement them.*

- g. Develop a “Good Neighbor initiative”<sup>xvii</sup> for college students living in University City neighborhoods.

*A significant number of college students live in University City neighborhoods, sometimes resulting in conflict between students and other residents. Fostering a sense of belonging, as well as a sense of responsibility to contribute positively to the places where they live, can help to minimize that friction. Many university communities have “Good Neighbor initiatives” that could be models for University City. These initiatives are focused on engaging students in positive conversations with police and local government, providing a chance for civic involvement, and fostering ways for students and other neighbors to get to know each other in ways that can help to build positive relationships.*

**4. Improve intra-governmental coordination and cooperation.**

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<sup>4</sup> Report to City Council, Tax-Exempt Property Owned by Washington University: Findings, Facts and Recommendations, University City – Washington University Advisory Committee, July 30, 2015.

<sup>5</sup> The Delmar Loop Area Retail Plan & Development Strategy Action Plan, prepared for Washington University in Saint Louis by HR&A November 2011.





- a. Evaluate options for technology platforms to improve collaboration and sharing of information across City departments.  
*Coordination between City departments can be improved with technology. The City should assess the current use of technology for cross-departmental coordination and research potential technologies that could be utilized to increase efficiency, transparency, and productivity.*
- b. Leverage the expertise in University City's boards, commissions, task forces and authorities through:
  - i. Conducting a review of all City boards and commissions to ensure adequate, but not duplicative, responsibilities and sufficient staffing capacity.
  - ii. Developing and implementing formal training programs for board, commission, and council members.
  - iii. Creating a forum for regular communication among boards and commissions to address long-term issues that impact multiple boards or commissions.  
*Boards, commissions, and council members dedicate time and attention to educating themselves on key issues of importance to the City, and many bring highly relevant expertise. The City should work with boards, commissions, and council members to identify potential areas where they would benefit from additional training to better fulfill their responsibilities and provide the opportunity for them to participate in such training. Additionally, boards require staffing by City staff who are essential in managing their work. The City should evaluate the responsibilities of boards and commissions, including potential overlap between their functions, to ensure all boards and commissions are effective, have a clear purpose, and can be meaningfully supported by City staff.*
- c. Conduct an audit of internal City communications and prepare a strategy for improvements.  
*An audit of communications should include methods and efficiency, particularly for departments with corresponding roles. This will help ensure that City departments' communication and initiatives are not hindered by unnecessary or inefficient communication. This will also help identify areas where improvements can be made to streamline and improve the efficiency of communication within the City. A special focus should be on opportunities for utilization of technology.*
- d. Explore hiring a grants coordinator.  
*There are many grant funding opportunities that the City could tap into to expand its capacity, but it is challenging for staff to find time to track and apply for them. A grants coordinator could play a valuable role in identifying and securing grants across departments and professionally administering the documentation requirements of grants, which can be very time consuming.*

**5. Manage implementation progress for recommendations of both previously adopted plans and the comprehensive plan.**

- a. Evaluate and report on progress on the comprehensive plan on a regular review schedule (e.g., annually).  
*Implementation of the comprehensive plan should be assessed at least on an annual basis, by reviewing and evaluating the status of implementation of all actions.*
- b. Prepare departmental work programs with references to the comprehensive plan.  
*Departmental work programs and associated budget requests should demonstrate consistency with the plan.*

## End Notes

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- <sup>i</sup> Transit Oriented Development is development that creates dense, walkable, and mixed-use spaces near transit.
- <sup>ii</sup> International Code Council (ICC): A non-profit, non-governmental organization that creates model building codes and standards. Municipalities can adopt model codes as-is or make changes as needed to best suit the needs of their communities.
- <sup>iii</sup> Impact fee: A fee levied on the developer or builder of a project by the government as compensation for otherwise unmitigated impacts the project will produce
- <sup>iv</sup> Mow to Own programs allow property owners to acquire properties for a small fee with the commitment to maintain the lot for a certain amount of time (e.g., two years).
- <sup>v</sup> Infill development is the process of developing vacant or underutilized properties in otherwise developed areas.
- <sup>vi</sup> 2040 Community Vision Roadmap Report was a public engagement effort to capture the concerns, values, and hopes for University City. It can be found online on the City's website ([ucitymo.org](http://ucitymo.org)).
- <sup>vii</sup> Complete Streets is an approach to planning, designing, building, operating, and maintaining streets that enables safe access for all people who need to use them, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.
- <sup>viii</sup> Micro mobility: Transportation using lightweight, single-user vehicles, like bikes and scooters.
- <sup>ix</sup> City of Service: An organization that provides technical assistance and resources to cities looking to engage community volunteers to help identify and solve critical public problems.
- <sup>x</sup> Neighborhood Liaison: A volunteer who serves as the link between local institutions and members of the community. They assist in communicating the ideas and goals of each group to the other.
- <sup>xi</sup> "Missing middle" housing includes housing that falls between single-family homes and large apartment buildings, such as duplexes, triplexes, courtyard apartments, and townhomes.
- <sup>xii</sup> Workforce housing: Housing targeted for households that earn too much to qualify for traditional affordable housing subsidies, but for whom market rate housing may be out of reach.
- <sup>xiii</sup> ADUs are smaller, independent residential dwelling units located on the same lot as stand-alone (i.e., detached) single-family units. There are examples of ADUs in University City that exist, despite the zoning ordinance not permitting them.
- <sup>xiv</sup> A Tenant Opportunity to Purchase Act provides tenants with notice that a landlord is planning to sell their building and provides them with the chance to collectively purchase the building.
- <sup>xv</sup> Source of income discrimination is when landlords refuse to accept tenants regardless of their lawful source of income, which often means denying the opportunity to rent to individuals using tenant-based rental assistance
- <sup>xvi</sup> Low Impact Development (LID) is a stormwater management approach modeled after nature. LID addresses stormwater through small, cost-effective landscape features such as rain gardens, bioswales, and permeable pavement. LID can be found in open spaces, streetscapes, rooftops, parking lots, sidewalks, medians, and other spaces and be incorporated into new construction and retrofits.
- <sup>xvii</sup> Good Neighbor Initiative: An initiative in many university communities whereby college students get involved in structured programs get to know neighbors, engage in communication with police and representatives from the local government, and/or participate in community service to build positive connections between students and the neighborhoods in which they live.

# TRADITIONAL NEIGHBORHOOD

Traditional Neighborhoods primarily consist of single-family homes and attached residential on small and medium size lots. Multi-family and attached homes are typically located along major corridors and near commercial activity nodes. They are some of the City’s oldest neighborhoods and can accommodate infill development on vacant lots and at key corridors and intersections. Street patterns are grid-like and promote interconnectivity with sidewalks. Buildings have small to medium setbacks.

**INTENT**

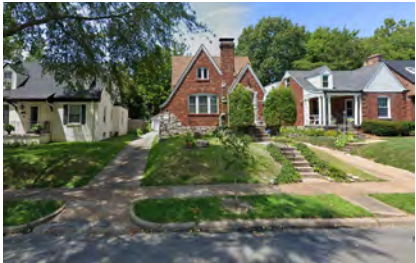
- » Allow residential, commercial, and mixed-use infill that complements existing character (building scale, placement, design, etc.) primarily along corridors or activity nodes.
- » Encourage small-scale multi-family housing such as apartment buildings, townhomes, duplexes, and small lot single family residential to support a range of living options.
- » Continue historic preservation efforts to maintain the existing neighborhood character.
- » Encourage integrated neighborhoods through shared open space amenities and vehicular/pedestrian connectivity.
- » Maintain and expand public realm features including street trees, lighting, and sidewalks.

**PRIMARY USES**

- » Small Lot Single Family Residential
- » Medium Lot Single Family Residential
- » Multi-Family Residential on major corridors
- » Attached Residential (townhomes, duplexes, quads, etc.)
- » Neighborhood Commercial (providing goods and services to the surrounding neighborhood)

**SECONDARY USES**

- » Vertical and Horizontal Mixed-Use
- » Civic / Institutional
- » Parks and Open Space



**BUILDING BLOCKS**

Height Range	1-3 stories (generally up to 35 feet)
Building Form	Variety of types and sizes as attached or detached buildings linked by a connected street network
Building Setback	Varies; should be consistent within the surrounding context
Open Space	Neighborhood/community parks; pocket parks; private yards; greenways and trails; landscaped medians
Streets	Blocks are small and walkable. Streets generally form a grid pattern within the neighborhood. Neighborhoods with a curvilinear street pattern maintain connectivity. Some neighborhoods have alleys
Parking	On-street and private off-street; may include front-loaded or alley-loaded garages
Mobility	Automobile and transit access with complete sidewalk system. Connection to bicycling infrastructure and recreation trails.

# COMPACT NEIGHBORHOOD

Compact Neighborhoods are areas that primarily consist of multi-family residential, such as small- to medium-sized apartment buildings, large apartment communities, senior or assisted living, and attached residential. Some of these areas can accommodate higher-density housing or infill housing. These residential areas are primarily adjacent to major commercial corridors and activity centers. Small-scale neighborhood-serving commercial and mixed-use activity nodes are located within and adjacent to these areas.

## INTENT

- » Allow residential infill that complements existing character in historic districts.
- » Focus more intense multi-family and missing middle housing development near commercial and activity centers.
- » Support higher quality building design in terms of architecture, materials, and site features like lighting and landscaping.
- » Support nodes of mixed-use, commercial, and civic activity to allow for services and amenities within walking and biking distance.
- » Encourage integrated neighborhoods through shared open space amenities and vehicular/pedestrian connectivity.

## PRIMARY USES

- » Multi-Family Residential
- » Attached Residential
- » Specialty Residential (Senior living, live-work communities, etc.)
- » Vertical Mixed-Use

## SECONDARY USES

- » Neighborhood Commercial (providing goods and services to the surrounding neighborhood)
- » Civic / Institutional
- » Parks and Open Space



## BUILDING BLOCKS

Height Range	2-10 stories
Building Form	Variety of types from freestanding buildings to attached linked by a connected street network
Building Setback	Varies; should be consistent within the surrounding context
Open Space	Community parks; pocket parks; private yards; landscaped medians; greenways and trails; semi-private open space
Streets	Varies; should be consistent within the surrounding context and promote walkability and connection to transit
Parking	On-street and private off-street in shared parking lots, private driveways, shared garages
Mobility	Automobile and transit access with complete sidewalk system. Connection to bicycling infrastructure and recreation trails.

# SUBURBAN NEIGHBORHOOD

Suburban Neighborhoods primarily consist of single-family homes on medium size lots. Multi-family residential, attached residential, and neighborhood commercial spaces are located along major corridors. Street patterns are curvilinear with limited connectivity to adjacent neighborhoods.

**INTENT**

- » Encourage integrated neighborhoods through shared open space amenities and vehicular/pedestrian connectivity.
- » Allow residential infill that complements existing character to support a range of living options, such as attached residential or accessory dwelling units.
- » Encourage neighborhood-scale commercial and horizontal mixed-use along major corridors and activity centers.
- » Maintain and expand public realm features including street trees, lighting, and sidewalks.



**PRIMARY USES**

- » Medium Lot Single Family Residential
- » Small Lot Single Family Residential
- » Attached Residential (townhomes, duplexes, quads, etc.)

**SECONDARY USES**

- » Small-Scale Multi-Family Residential
- » Neighborhood Commercial (providing goods and services to the surrounding neighborhood)
- » Horizontal Mixed-Use
- » Civic / Institutional Space
- » Parks and Open Space

**BUILDING BLOCKS**

Height Range	1-2 stories (generally up to 35 feet)
Building Form	A range of housing sizes and styles with similar scale and appearance
Building Setback	20-50 feet (generally consistent within a block)
Open Space	Neighborhood/community parks; pocket parks; private yards; greenways and trails; landscaped medians
Streets	Longer blocks and fewer intersections with more curvilinear street patterns; cul-de-sacs are common. Street connectivity between neighborhoods is limited but should be encouraged going forward.
Parking	Off-street parking; individual drives from street; front-loaded garages
Mobility	Automobile and some transit access with limited sidewalk system; and connection to recreational trails and biking infrastructure

# ACTIVITY CENTER

Activity centers are mixed-use areas that integrate places to live, work, and shop. These areas include a variety of commercial, office, and residential uses, arranged in a compact and walkable pattern. These are located along major corridors and intersections and represent locations for strategic development or redevelopment. They are characterized by vertical mixed-use buildings located close to the street where residential or office uses exist above ground-floor retail or horizontal mixed-use where uses existing adjacent to one another in a connected development.

## INTENT

- » Promote infill development or redevelopment to create walkable activity centers that are connected to surrounding development and include a mix of contemporary uses.
- » Support integrated mixed-use development, both horizontal and vertical mixed-use buildings, along commercial corridors to revitalize activity centers.
- » Encourage high quality architecture and materials standards.
- » Integrate public open space and recreation areas such as trails, streetscapes, and greenways.
- » Reduce and consolidate surface parking.
- » Improve pedestrian and multi-modal connectivity.



## PRIMARY USES

- » Vertical Mixed-use
- » Horizontal Mixed-Use
- » Multi-Family Residential
- » Neighborhood and Community Commercial (providing goods and services to the surrounding neighborhood and city)

## SECONDARY USES

- » Civic / Institutional
- » Parks and Open Space

## BUILDING BLOCKS

Height Range	1-5 stories
Building Form	Variety of types from freestanding buildings to attached. Civic uses may have varying building form and placement to accommodate their functions.
Building Setback	0-10 feet (generally consistent within a block). Greater setbacks for civic uses are appropriate.
Open Space	Plazas, pocket parks, formal parks, trails, and greenways. Public realm (space between buildings and streets) acts as open space.
Streets	Gridded street pattern with short, walkable block lengths and wide sidewalks; crosswalks, traffic calming measures, and other streetscape amenities.
Parking	Shared surface parking located behind buildings; on-street parking.
Mobility	Walking, biking, transit, automobile

# REGIONAL RETAIL DISTRICT

The Regional Retail District is a node that provides a destination for the community for commerce and employment with buildings set back farther from the street. The Regional Retail District accommodates community and regional-scale uses and serves as a gateway to the City due to the location along Olive Boulevard and I-170.

**INTENT**

- » Accommodate a wide range of commercial/retail uses to serve the community and region.
- » Concentrate future commercial development near major intersections.
- » Encourage new buildings to be located near the primary street with public open space or gathering areas along the streetscape and parking areas located to the rear of the building.
- » Reduce access points into developments and encourage shared access to improve pedestrian and vehicular safety.
- » Reduce and consolidate surface parking and encourage shared parking.

**PRIMARY USES**

- » Regional Commercial
- » Community Commercial (providing goods and services to the city)
- » Horizontal Mixed-Use
- » Vertical Mixed-Use

**SECONDARY USES**

- » Office
- » Multi-Family Residential
- » Civic/Institutional
- » Parks and Open Space



**BUILDING BLOCKS**

Height Range	1-3 (generally up to 45 feet)
Building Form	Predominantly single-story but commercial buildings may have a 2-story appearance. Includes large footprint buildings and both attached and detached structures.
Building Setback	Varies
Open Space	Passive open space; private landscape areas
Streets	Blocks are long and have few street connections. Sites typically have multiple private access points and some shared access points.
Parking	Private off-street parking in surface parking lots; shared parking lots
Mobility	Automobile, transit, walking, and bicycling

# COMMUNITY CORRIDOR

Community Corridors are smaller-scale commercial developments located along major corridors or as standalone clusters near major intersections. These areas have smaller commercial footprints than Regional Retail Districts and provide necessary services and amenities to nearby neighborhoods. Community Corridors promote connectivity to surrounding residential neighborhoods with prominent pedestrian infrastructure.

## INTENT

- » Emphasize strategic redevelopment opportunities for smaller lots and key intersections.
- » Support local access to goods and services and support small, local businesses.
- » Promote design for various modes of transportation (walk, bicycle, automobile, transit) with connectivity to neighborhoods and employment centers.
- » Reduce access points for individual developments and encourage shared access points to improve pedestrian and vehicular safety.
- » Support quality building design in terms of architecture, materials, and site features like lighting and landscaping.

## PRIMARY USES

- » Neighborhood and Community Commercial (providing goods and services to the surrounding neighborhood and city)
- » Office
- » Civic / Institutional

## SECONDARY USES

- » Multi-family Residential
- » Parks and Open



## BUILDING BLOCKS

Height Range	1-2 stories (generally up to 35 feet)
Building Form	Predominantly single story but may have 2-story appearance. Includes large footprint buildings and both attached and freestanding structures.
Building Setback	0-30 feet
Open Space	Increased landscaping and green infrastructure elements per site and integrated into streetscape. Plazas, parks, and trail connections as amenities.
Streets	Small, grid-like blocks with a streetscape designed to encourage pedestrian activity.
Parking	On-street or shared surface parking located to the side or rear of buildings
Mobility	Walking, biking, automobile, and transit



# INNOVATION DISTRICT

The Innovation District includes a collection of modern, low-impact industrial uses such as assembly, warehousing, and distribution, as well as flexible office and industrial space suitable for new technologies or research and development activities. Multi-family and mixed-use development in this district also provide opportunities for live-work communities. This classification allows for a wider range of uses and higher density in the existing Cunningham Industrial Park and adjacent commercial areas.

**INTENT**

- » Provide flexible space to support a variety of low-impact but high-value industrial activities.
- » Encourage the transition of existing industrial uses near residential areas to lower intensity uses that are less likely to create negative neighborhood impacts.
- » Provide buffering through landscaping and building placement where flex employment sites are adjacent to residential areas.
- » Encourage the use of higher-quality building materials and landscaping.

**PRIMARY USES**

- » Light Industrial
- » Warehousing / Distribution
- » Regional Commercial
- » Office
- » Vertical and Horizontal Mixed-Use
- » Multi-Family Residential

**SECONDARY USES**

- » Civic/Institutional
- » Parks and Open Space



**BUILDING BLOCKS**

Height Range	1-6 stories (generally up to 75 feet)
Building Form	Medium to large footprint structures offering flexible space to accommodate various users
Building Setback	Varies; should be consistent with the surrounding context
Open Space	Passive preserved land and landscaped setback areas, generally private. Natural buffers between adjacent development. Green infrastructure incorporated into site design
Streets	Street network generally forms a grid pattern along a primary corridor and promotes pedestrian connectivity
Parking	Off-street surface lots and shared parking areas
Mobility	Automobile, transit, walking, and biking

# PUBLIC/SEMI-PUBLIC

Public/Semi-Public spaces are collections of academic or community-focused uses related to each other through purpose, design, and visual association. Public/Semi-Public area designs for buildings and landscaping are contextual within the setting and interconnect with the surrounding community. Parks and open spaces are well-integrated within the site. Public/Semi-Public areas are well-connected to residential neighborhoods.

## INTENT

- » Encourage connectivity between campus areas and adjacent neighborhoods and open spaces.
- » Provide pedestrian and multi-modal connectivity between civic spaces and adjacent land uses.
- » Maintain and expand public realm features including street trees, lighting, and sidewalks.

## PRIMARY USES

- » Civic and Institutional

## SECONDARY USES

- » Parks and Open Space
- » Neighborhood Commercial (providing goods and services to the surrounding neighborhood)



## BUILDING BLOCKS

Height Range	1-4 stories
Building Form	Large building footprints in a variety of forms; recreation spaces located adjacent to the main building.
Building Setback	Varies.
Open Space	Athletic fields; passive open space; central greens; natural buffers; tree lined streets
Streets	Consistent with surrounding context with pedestrian and multi-modal connections to adjacent uses.
Parking	Shared surface parking located behind or adjacent to buildings; on-street parking
Mobility	Transit, walking, bicycling, and automobile

# PARKS, RECREATION, OPEN SPACE

Public and private parks, recreational open space, or undeveloped natural areas that are permanently protected from development by the City, state, county, or some other authority. This classification includes small gardens, community parks, large parks such as the Ruth Park Golf Course and Heman Park, and large cemeteries that function as open space. They are characterized by their incorporation of natural features, landscape and hardscape designs, recreational amenities, and connectivity to the active transportation network. These range in scale, design, and location to support a variety of the community's recreational programming needs.

**INTENT**

- » Ensure parks and public recreational amenities are available to all neighborhoods.
- » Conserve environmentally sensitive land.
- » Develop a connected open space system through trail connections.
- » Utilize open space and parks for stormwater management.

**PRIMARY USES**

- » Parks and Open Spaces

**SECONDARY USES**

- » Civic / Institutional Space



**BUILDING BLOCKS**

Height Range	Largely undeveloped with limited buildings at 1-2 stories (generally up to 35 feet)
Building Form	Varies depending on specific park or open space
Building Setback	Varies depending on specific park or open space
Open Space	Neighborhood and community parks, pocket parks, private yards, cemeteries, and greenways.
Streets	Varies depending on specific park or open space
Parking	On-street and off-street parking.
Mobility	Transit, walking, bicycling, and automobile

## FLOOD PRONE AREA OVERLAY



The Flood Prone Area Overlay includes areas of developed and undeveloped land that is within the FEMA designated floodplain or has previously been subject to flooding. While these areas have an underlying character type (e.g., Traditional Neighborhood), they may not be suitable for further development. The Flood Prone Area Overlay will be the focus of policies, programs, and projects by the City to address flooding impacts and reduce future flood risk.

### INTENT

- » Minimize new development in designated areas.
- » Utilize low impact development strategies and green infrastructure to manage stormwater.
- » Consider formal conservation of environmentally sensitive land through various means.

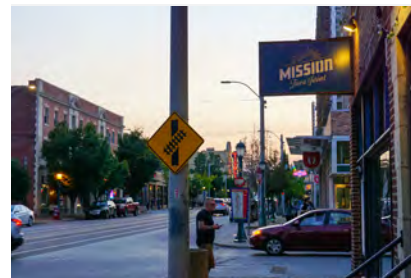


## LOOP ACTIVITY CENTER OVERLAY



### INTENT

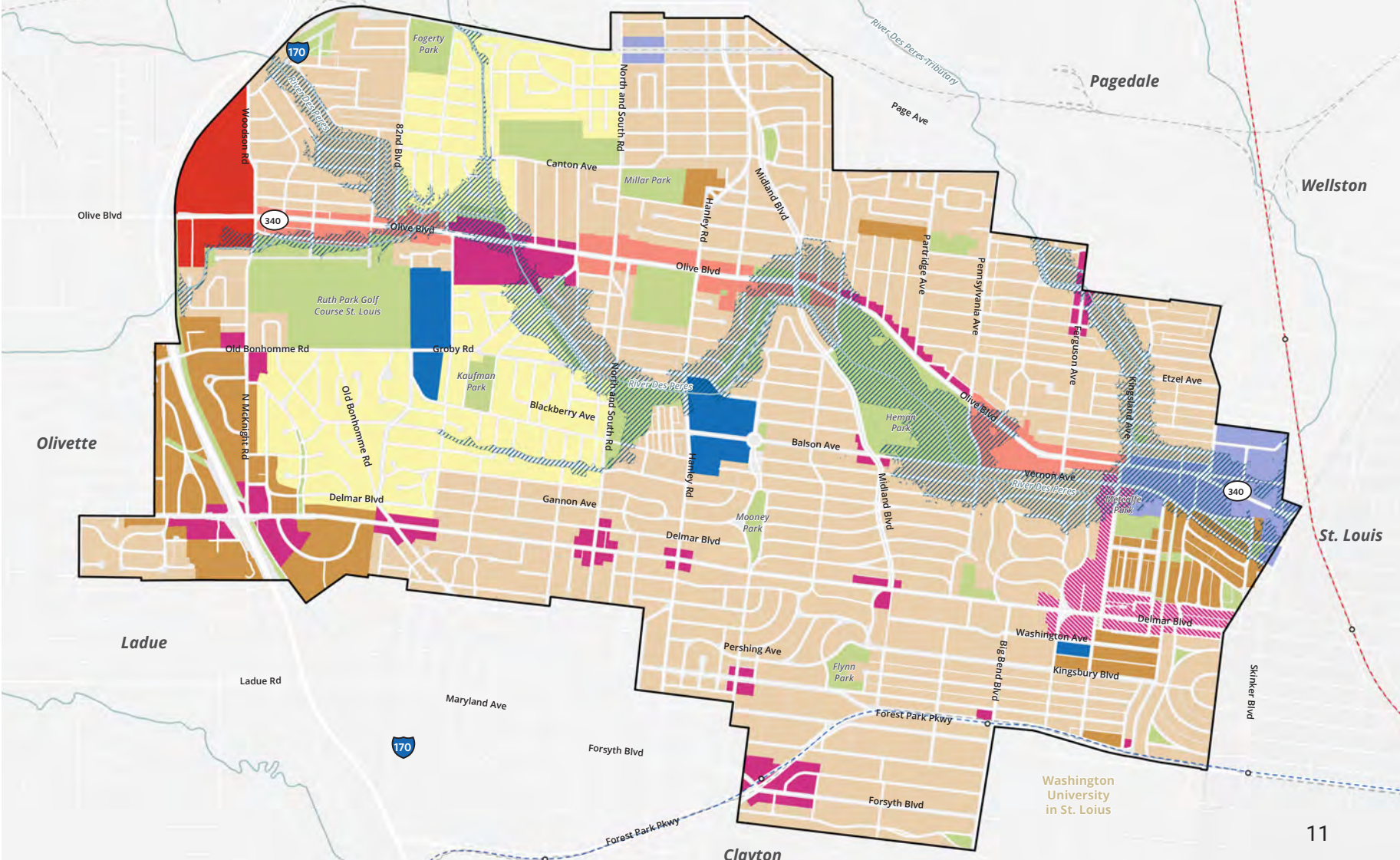
- » Promote higher density, infill development and redevelopment to expand the City's primary Activity Center.
- » Buildings up to 10 stories





# DRAFT FUTURE CHARACTER AND LAND USE

- Activity Center
- Community Corridor
- Compact Neighborhood
- Parks, Recreation, and Open Space
- MetroLink Routes
- Loop Activity Center Overlay
- Innovation District
- Traditional Neighborhood
- Flood Prone Area Overlay
- MetroLink Stations
- Regional Retail District
- Public / Semi-Public
- Suburban Neighborhood





**Department of Planning and Development**

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

**MEMO**

<b>Meeting Date</b>	August 16, 2023
<b>File Number</b>	TXT 23-03
<b>Council District</b>	n/a
<b>Applicant</b>	Max Sassouni (President), Stone & Alter Real Estate Co
<b>Request</b>	Approval of Text Amendment to (1) allow for a reduction in the number of required off-street parking spaces for older, existing commercial or mixed-use buildings; and (2) exempt existing mixed-use buildings in the Core Commercial (CC) zoning district from the minimum lot area per dwelling unit standard

**Comprehensive Plan Conformance:**

Yes       No       No reference

**Staff Recommendation:**

Approval     Approval with Conditions     Denial

**Attachments:**

- A. Applicant letter with proposed text amendment language

**Applicant Request**

The applicant, Max Sassouni (President, Stone & Alter Real Estate Co), is requesting approval of Text Amendment to (1) allow for a reduction in the number of required off-street parking spaces for older, existing commercial or mixed-use buildings; and (2) exempt existing mixed-use residential buildings in the Core Commercial (CC) zoning district from the minimum lot area per dwelling unit standard.

**Zoning Code Text Proposed to be Amended**

See attached for the applicant's letter and proposed text amendment language.

**Staff Analysis**

There are two provisions in the proposed Text Amendment. The first provision would create greater flexibility in the zoning code for the reuse of older existing commercial or mixed-use buildings. This flexibility would encourage the reuse and redevelopment of older buildings in University City. As is currently written, the zoning code allows through conditional use permit procedure up to 25% reduction in the number of required spaces for the reuse of commercial buildings existing prior to the effective date of the zoning code (§ 400.2130(B)). However, the 25% reduction does not adequately account for common changes of use of existing commercial buildings. For example, a 1,000 square foot retail space requires 5 parking spaces, while 1,000 square feet of restaurant space requires 14 parking spaces. Using this example, if someone wished to open a restaurant in a 1,000-square-foot space that was formerly occupied by retail (a common reuse case), and the property had zero parking spaces, the reuse would

not be allowed because it would require a 64% reduction in the parking requirements. The restaurant space would have to either purchase additional property to build those parking spaces, or if they are within 500 ft of a public parking lot, they could pay pro rata for the balance of the parking spaces they cannot provide. Both situations are costly and would discourage what would otherwise be appropriate and desirable reuses. If this proposed amendment to the code were approved, the Plan Commission and City Council would retain their authority to review and determine how much reduction is appropriate through conditional use permit procedure.

For the second provision addressing the minimum lot area per dwelling unit standard for elevator apartment buildings, there are two proposed options. The first option would create an exception for developments existing in the Core Commercial (CC) district prior to the effective date of the zoning code. This would encourage reinvestment in and reuse of older elevator apartment buildings in the Core Commercial (CC) district. This option would not impact new elevator apartment building developments, nor existing elevator apartments outside of the CC district. The second option would be to adjust the definition of “elevator-type dwellings” in Article II Definitions, to acknowledge that older, mixed-use residential buildings have a different character and purpose from the City’s definition of elevator-type dwellings, which have suburban-style dimensional standards. There is some ambiguity as to whether the subject property would meet the current definition of elevator-type dwelling, and therefore whether it would be subject to the average lot area per dwelling unit in the Supplementary Residential Development Standards for Elevator Apartment Buildings. This provision would resolve that ambiguity. Also, there is currently not a definition in the zoning code for mixed-use buildings with residential uses above. The second option would have a targeted impact, only applying to mixed-use buildings with dwellings above the first floor and which existed prior to the effective date of the zoning ordinance.

#### **Process – Required City Approvals**

Plan Commission. Section 400.2700(C) of the Zoning Code requires that CUP applications be reviewed by Plan Commission. The Plan Commission shall make a recommendation to the City Council for their consideration. A public hearing is required at the Plan Commission meeting.

City Council. Section 400.2700(D) of the Zoning Code requires that CUP applications be reviewed by City Council for final decision, subsequent to a public hearing and recommendation from Plan Commission. In conducting its review, City Council shall consider the staff report, Plan Commission’s recommendation, and application to determine if the proposed CUP application meets the requirements of the Zoning Code.

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#### **Staff Recommendation**

Staff recommends approval of the Text Amendment, with Issue 1 Option 1 and either, but not both, Issue 2 Option 1 or Issue 2 Option 2.

Stone & Alter Real Estate Co  
6631 Delmar Boulevard  
University City, MO 63130

August 9<sup>th</sup>, 2023

## **Proposed Text Amendments to the University City Zoning Code**

Stone & Alter Real Estate Co has submitted a Conditional Use Permit Application for review at the August 16<sup>th</sup>, 2023 University City Planning Commission Meeting. The Conditional Use Permit Application at 608 Kingsland Avenue contemplates the redevelopment of the multifamily portion of the nearly 100-year-old mixed use building from 36 efficiency dwelling units to 48 efficiency dwelling units. 608 Kingsland is in the University City Civic Complex Historic District and the Core Commercial (CC) zoning district.

Although the proposed redevelopment will decrease the number of occupants in the building, and therefore the parking spots used, there is ambiguity as to whether the CUP can be granted without text amendments to the Zoning Code. The below-proposed text amendments seek to promote redevelopment in the Core Commercial zoning district where many of the historic buildings have become functionally obsolete. These buildings were originally built before modern parking requirements and need flexibility in meeting these parking requirements in order to give them new life and restore vitality to the Delmar Loop.

This sentiment is already echoed by the Zoning Code: The “**Intent and Purpose**” of the **Off-Street Parking & Loading Regulations** states that there are exceptions to the parking requirements, “*provided as a practical matter so as not to unduly limit the reuse of developed properties by strictly imposing off-street parking space standards*”. Furthermore, because substantial public parking supply is available in the “CC” district, certain exceptions from these requirements are provided for in this district.

Because goal of these text amendments is to promote redevelopment of University City’s historic buildings, the proposals are constructed in a way that they should not have the unintended consequence of loosening the requirements on proposed new construction.



## Issue 1: Parking Exception for Redevelopment

### **Option 1: Increase flexibility and planning board discretion for the reuse of existing commercial and mixed-use buildings**

Section 400.2130 Exceptions To The Minimum Off-Street Parking and Loading Space Requirements.

- B. Exception For ~~Change Of Use Of~~ Existing Commercial **or Mixed-Use** Buildings. A reduction in the number of required off-street parking and loading spaces for the reuse of a commercial **or mixed-use** building, existing prior to the effective date of this Chapter, may be authorized under the conditional use permit procedure. (see Article XI), subject to the following conditions:
1. ~~The reduction shall not exceed twenty five percent (25%) of the off-street parking space requirements for the proposed use;~~
  2. No reduction shall be made in the amount of existing available off-street parking spaces on-site;
  3. The proposed use does not involve an expansion of the building that would result in additional parking or loading space requirements;
  4. Notwithstanding compliance with other standards contained in this Article (e.g., setbacks and landscaping), any portion of the site that can be reasonably converted to off-street parking shall be so used to satisfy a portion of the parking requirement; and
  5. The reduction shall not result in spill-over parking on adjacent or nearby properties. In making its determination, the Plan Commission and City Council shall consider information on the parking and loading demand associated with the proposed use as presented by the applicant and City staff.

## Issue 2: Elevator Building Lot Area Conflict

**Option 1:** Create an exception for historic elevator apartments in the Core Commercial district.

Section 400.1140 Elevator Apartment Buildings.

A. Density And Dimensional Regulations.

1. Minimum lot area.

- a. Per development. Twenty thousand (20,000) square feet.
- b. Average per dwelling unit. Five hundred (500) square feet., **except for developments in the Core Commercial (CC) district existing prior to the effective date of this Chapter.**

## **Option 2**

Adjust definition of elevator-type dwelling to exclude historic mixed-use buildings.

Article II Definitions

DWELLING, ELEVATOR-TYPE

A type of multi-storied, multiple-family dwelling of more than three (3) stories in height or containing more than twelve (12) dwelling units with primary access to each floor, above the first floor, provided by means of an elevator. **Mixed-use buildings, which contain dwelling units above the first floor and which existed prior to the effective date of this Chapter, shall not be considered elevator-type dwellings under the meaning of this definition.**



**Department of Planning and Development**

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

**STAFF REPORT**

<b>Meeting Date</b>	August 16, 2023
<b>File Number</b>	CUP-23-04
<b>Council District</b>	2
<b>Location</b>	608 Kingsland Avenue/6687 Delmar Boulevard
<b>Applicant</b>	Jay Schoessel of Architextures SP (Owner's representative)
<b>Property Owner</b>	Max Sassouni (President), Stone & Alter Real Estate Co
<b>Request</b>	Conditional Use Permit (CUP) to allow for the conversion of the second, third, and fourth floors of the existing building located at 608 Kingsland Avenue from 36 efficiency dwelling units to 48 efficiency dwelling units

**Comprehensive Plan Conformance:**

Yes       No       No reference

**Staff Recommendation:**

Approval       Approval with Conditions       Denial

**Attachments:**

- A. Application
- B. Owner Authorization for Application
- C. Narrative
- D. Floor Plans & Renderings

**Applicant Request**

The applicant, Jay Schoessel of Architextures SP (owner's representative), is requesting a Conditional Use Permit (CUP) to authorize the conversion of the second, third, and fourth floors of the building at 608 Kingsland Avenue from 36 efficiency dwelling units to 48 efficiency dwelling units.

**Existing Property**

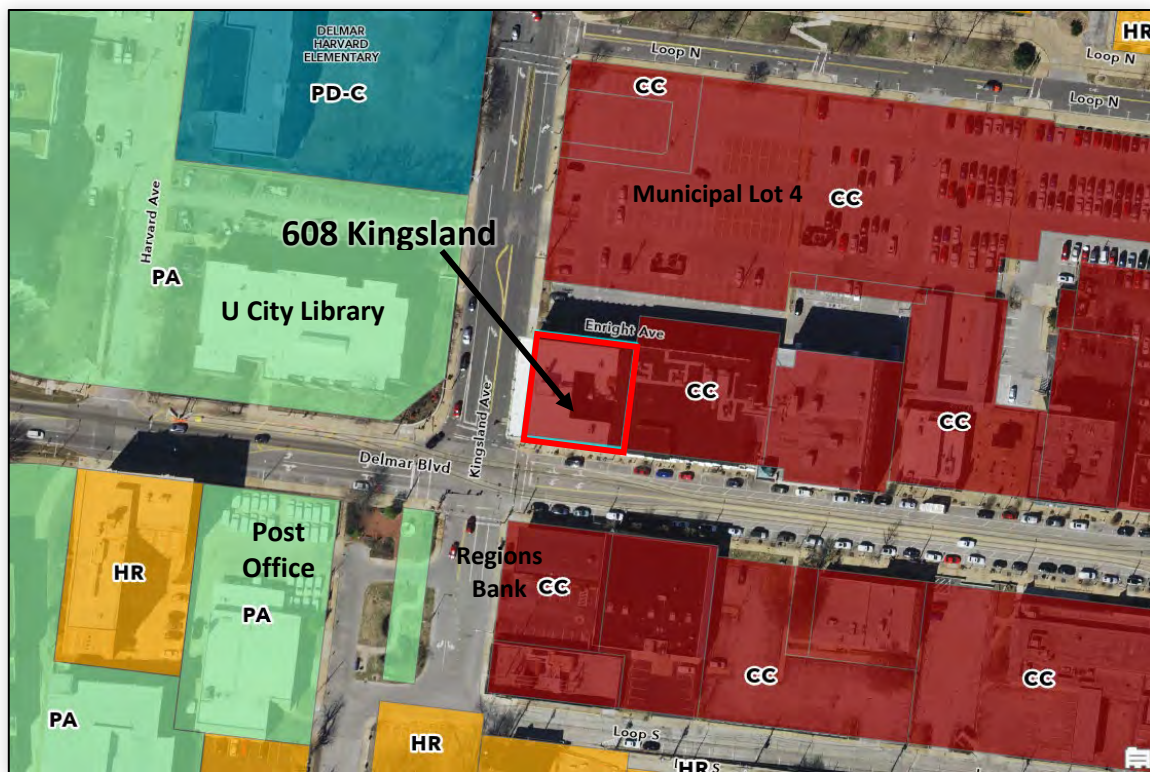
The subject property was built in 1925 as a hotel, and the hotel rooms on the second, third, and fourth floors were converted into 36 efficiency dwelling units in 1950. Those 36 efficiency dwelling units have remained since. The ground floor of the subject property currently contains a small-restaurant (U-City Grill), hair salon (Salon K), and a vacant restaurant space (Cicero's). At this time, there is no proposed change to the existing ground floor uses, but the applicant hopes to find another restaurant tenant to fill the vacant restaurant space.

The property is zoned Core Commercial (CC) and is within the University City Civic Complex Historic District. The site is 9,500 square feet in area (0.22 acres), and the four-story building located on the property is coterminous with the property lines, so the footprint of the building is also 9,500 square feet.

There are no parking spaces on the property, which is also common for buildings of this era, and the building does not have rights to any off-site parking spaces. However, directly behind the building is City-owned parking lot #4 which contains 370 parking spaces available for public use. There is also on-street parking available on both sides of Delmar Boulevard.

Existing Zoning & Land Use		Surrounding Zoning & Land Use	
Existing Zoning:	Core Commercial (CC)	North:	Core Commercial (CC); Parking lot
Existing Land Use:	Mixed-Use (Residential, Restaurant, Retail service establishment)	East:	Core Commercial (CC); Retail, restaurant, and office
Proposed Zoning:	<i>No change</i>	South:	Core Commercial (CC); Retail, bank, restaurant
Proposed Land Use:	<i>No change</i>	West:	Public Activity (PA); Library

### Surrounding Zoning



### Analysis

#### Land Use and Zoning

The existing use of 36 efficiency dwelling units, which are located above the ground floor of the building, are considered a conditional use in the Core Commercial (CC) zoning district. This use existed prior to the City classifying it as a conditional use, and therefore, according to § 400.3050(C), it is a lawful conforming use. However, because this use is proposed to be intensified (such as by increasing the number of dwelling units), a Conditional Use Permit (CUP) is required.

“Efficiency dwelling units” are not defined differently from “dwelling units” in the zoning code, and therefore they are not treated differently from a land use and zoning perspective. The City’s property maintenance code and building code however, do define “efficiency dwelling units” and establish the types of habitable spaces required in dwelling units (see below):

**University City Property Maintenance Code §240.020(A)(15): Efficiency Dwelling Unit**

*A dwelling unit containing only one habitable room, with or without a separate kitchen space.*

**University City Property Maintenance Code §240.020(25)(404.5.90): Other habitable spaces required**

*Every dwelling unit other than an efficiency dwelling unit permitted under the provisions of Section 404.6 shall contain a living room, dining room and kitchen with floor areas that comply with the minimum floor area requirements of Table 404.5 based on the total number of occupants in the unit.*

**International Property Maintenance Code 2018 §404.6: Efficiency unit**

*Nothing in this section shall prohibit an efficiency living unit from meeting the following requirements:*

- 1. A unit occupied by not more than one occupant shall have a minimum clear floor area of 120 square feet (11.2 m<sup>2</sup>). A unit occupied by not more than two occupants shall have a minimum clear floor area of 220 square feet (20.4 m<sup>2</sup>). A unit occupied by three occupants shall have a minimum clear floor area of 320 square feet (29.7 m<sup>2</sup>). These required areas shall be exclusive of the areas required by Items 2 and 3.*
- 2. The unit shall be provided with a kitchen sink, cooking appliance and refrigeration facilities, each having a minimum clear working space of 30 inches (762 mm) in front. Light and ventilation conforming to this code shall be provided.*
- 3. The unit shall be provided with a separate bathroom containing a water closet, lavatory and bathtub or shower.*
- 4. The maximum number of occupants shall be three.*

The existing efficiency dwelling units standards and minimum clear floor area of 320 square feet, which means they can house up to 3 occupants. With 36 existing units, the maximum occupancy of the building would be 108 residents. The proposed 48 efficiency dwelling units have a clear floor area

***Comprehensive Plan***

The future land use map of the Comprehensive Plan identifies the subject property as “Mixed-Use/Transit Oriented Development”. The intended land uses for this category include a combination of commercial, professional and/or residential uses should occur or be encouraged. Land use activities in “Mixed-Use/Transit Oriented Development” should be neighborhood serving or community serving; mixed uses may be a single building, a group of buildings or a multiple block district. The proposed use of the subject property is consistent with the purpose and intent of this land use category.

***Non-Conformities***

The existing building has two non-conforming situations which would be increased by the proposed increase in the number of dwelling units:

1. Minimum off-street parking requirements.

- a. Code standard: Per § 400.2140, when there are fewer than two bedrooms in a dwelling unit, 1.5 parking spaces per dwelling unit are required.
  - b. Existing non-conformity: With the existing use of 36 efficiency dwelling units, 54 parking spaces are required per code. There are currently zero parking spaces for the existing use. As mentioned previously, this is not uncommon for buildings which existed prior to the City mandating that private property owners build parking.
  - c. Proposed increase of non-conformity: With the proposed use of 48 efficiency dwelling units, 72 parking spaces are required. Therefore, the proposed use would increase the non-conforming parking situation by 18 parking spaces.
2. Average lot area per dwelling unit.
- a. Code standard: Per § 400.1140(C)(1)(b), “elevator apartment buildings” are required to provide 500 square feet of lot area per dwelling unit.
  - b. Existing non-conformity: With the existing use of 36 efficiency dwelling units across 9,500 square feet of lot area, the average lot area per dwelling unit is 263.8 square feet.
  - c. Proposed increase of non-conformity: With the proposed use of 48 efficiency dwelling units across 9,500 square feet of lot area, the average lot area per dwelling unit is 197.9.

For the proposed Conditional Use Permit (CUP) to be recommended by Plan Commission and approved by City Council, the increased non-conformities must be addressed. The applicant has proposed a Text Amendment (TXT 23-03) to amend two provisions in the zoning code related to the non-conforming parking and lot area situations. The proposed Text Amendment and staff analysis is included in the memo for TXT 23-03.

If TXT 23-03 is approved by City Council, the proposed increase in dwelling units would not create a non-conformity in lot area per dwelling unit. Approval of TXT 23-03 would also give the City Council authority to allow a greater reduction in parking spaces, via conditional use permit, which would negate the non-conformity in off-street parking.

### **Review Criteria**

The applicant is in accordance with the Conditional Use Permit review criteria, as set forth in §400.2710 of the Zoning Code, and listed below:

1. The proposed use complies with the standards of this Chapter, including performance standards, and the standards for motor vehicle-oriented businesses, if applicable, as contained in Section 400.2730 of this Article.
2. The impact of projected vehicular traffic volumes and site access is not detrimental with regard to the surrounding traffic flow, pedestrian safety, and accessibility of emergency vehicles and equipment.
3. The proposed use will not cause undue impacts on the provision of public services such as police and fire protection, schools, and parks.
4. Adequate utility, drainage and other such necessary facilities have been or will be provided.
5. The proposed use is compatible with the surrounding area.
6. The proposed use will not adversely impact designated historic landmarks or districts.
7. Where a proposed use has the potential for adverse impacts, sufficient measures have been or will be taken by the applicant that would negate, or reduce to an acceptable level, such potentially adverse impacts. Such measures may include, but not necessarily be limited to:
  - a. Improvements to public streets, such as provision of turning lanes, traffic control islands,

- traffic control devices, etc.
- b. Limiting vehicular access so as to avoid conflicting turning movements to/from the site and access points of adjacent properties, and to avoid an increase in vehicular traffic in nearby residential areas.
  - c. Provision of cross-access agreement(s) and paved connections between the applicant's property and adjacent property(ies) which would help mitigate traffic on adjacent streets;
  - d. Provision of additional screening and landscape buffers, above and beyond the minimum requirements of this Chapter;
  - e. Strategically locating accessory facilities, such as trash storage, loading areas, and drive-through facilities, so as to limit potentially adverse impacts on adjacent properties while maintaining appropriate access to such facilities and without impeding internal traffic circulation;
  - f. Limiting hours of operation of the use or certain operational activities of the use (e.g., deliveries); and
  - g. Any other site or building design techniques which would further enhance neighborhood compatibility.

### **Findings of Fact**

According to §400.2720, the Plan Commission shall not recommend approval of a conditional use permit unless it shall, in each specific case, make specific written findings of fact based directly upon the particular evidence presented to it supporting the conclusion that the proposed conditional use:

1. Complies with all applicable provisions of this Chapter;
2. At the specific location will contribute to and promote the community welfare or convenience;
3. Will not cause substantial injury to the value of neighboring property;
4. Is consistent with the Comprehensive Plan, neighborhood development plan (if applicable), the Olive Boulevard Design Guidelines (if applicable), and any other official planning and development policies of the City; and
5. Will provide off-street parking and loading areas in accordance with the standards contained in Article VII of this Chapter.

### **Process – Required City Approvals**

Plan Commission. Section 400.2700(C) of the Zoning Code requires that CUP applications be reviewed by Plan Commission. The Plan Commission shall make a recommendation to the City Council for their consideration. A public hearing is required at the Plan Commission meeting.

City Council. Section 400.2700(D) of the Zoning Code requires that CUP applications be reviewed by City Council for final decision, subsequent to a public hearing and recommendation from Plan Commission. In conducting its review, City Council shall consider the staff report, Plan Commission's recommendation, and application to determine if the proposed CUP application meets the requirements of the Zoning Code.

### **Other Processes**

Historic Preservation Commission. Section 400.1550(A)(5) establishes that the Historic Preservation Commission (HPC) act in an advisory capacity to the Department of Planning & Development for consideration of conditional use permits for buildings in historic districts, and to make recommendations concerning such requests to the Plan Commission. Should the CUP be recommended by Plan Commission and subsequently approved by City Council, the proposed renovation shall be reviewed by the HPC prior to issuance of a building permit.

**Staff Recommendation**

Staff recommends approval of the Conditional Use Permit for the property located at 608 Kingsland with the following conditions:

1. The recommendation is contingent upon City Council approval of TXT 23-03.
2. One of the following two actions shall be taken, given that condition #1 above is satisfied:
  - a. A 100% reduction in the number of required off-street parking spaces from 72 parking spaces to 0 parking spaces, is approved. This approval reflects that the existing property has 0 parking spaces currently; the existing 36 dwelling units require 54 parking spaces which are not provided; the proposed increase of 12 dwelling units would require an additional 18 parking spaces; and that the reduction of parking requirements for this property will not adversely impact surrounding properties. This approval reflects the City's desire to incentivize creative reuse of the City's oldest commercial and mixed-use buildings.
  - b. A 75% reduction in the number of required off-street parking spaces from 72 parking spaces to 18 parking spaces, is approved. The required 18 parking spaces shall be satisfied through use of the City-owned public parking lot #4, with a pro rata fee paid to the City for the use of those spaces. This approval reflects that the proposed increase of dwelling units will not adversely impact surrounding properties, and that requiring the property owner to provide the full 72 parking spaces would be unreasonable and would make the proposed reuse of the property unviable.





Department of Planning & Development

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

APPLICATION FOR CONDITIONAL USE PERMIT Under Article 11 of the Zoning Code of University City, Missouri

1. Address/Location of Site/Building: 608 Kingsland Avenue, University City, MO 63130

2. Zoning District (check one):

\_\_\_SR \_\_\_LR \_\_\_MR \_\_\_HR \_\_\_HRO \_\_\_GC \_\_\_LC \_\_\_X\_\_\_CC \_\_\_IC \_\_\_PA \_\_\_PD

3. Applicant's Name, Corporate or DBA Name, Address, Phone Number, and Email:

Jay Schoessel, Architextures SP

8725 Big Bend Boulevard, St. Louis, MO 63119 314-961-9500 jay@asp-wbe.com

4. Applicant's Interest in the Property: \_\_\_Owner \_\_\_Owner Under Contract \_\_\_Tenant\*

\_\_\_ Tenant Under Contract\* \_\_\_X\_\_\_Other\* (explain): Architect

\* Zoning Code Section 400.2680 requires that the application come from one (1) or more of the owners of record or owners under contract of a lot of record (or zoning lot), or their authorized representative. If you are applying as a tenant, tenant under contract or other, you must attach a signed letter from the property owner stating that they authorize you to file this Conditional Use Permit application on their behalf.

5. Owner's Name, Corporate or DBA Name, Address, Phone Number, and Email (if other than Applicant):

Max Sassouni (President), Stone & Alter Real Estate Co.

6631 Delmar Blvd, University City, MO 63130

314-727-6264 | maxsassouni@gmail.com

6. Please state, as fully as possible, how each of the following standards are met or will be met by the proposed development or use for which this application is being made. Attach any additional information to this application form.

a) Complies with all applicable provisions of the University City Zoning Code (e.g. required yards and setbacks, screening and buffering, signs, etc.).

Not Applicable — This is an existing building and there are no additions or new signage proposed.

b) At the specific location will contribute to and promote the community welfare or convenience.

Please see attachment A.

c) Will not cause substantial injury to the value of neighboring property.

Please see attachment A.

d) Is consistent with the Comprehensive Plan, neighborhood development plan (if applicable), and any other official planning and development policies of the City.

Please see attachment A.

e) Will provide off-street parking and loading areas in accordance with the standards contained in Article 7 of the University City Zoning Code


Please see attachment A.

**\*\* In addition to this application form, memo detailing the following information is required:**

1) Description of the proposed Conditional Use, in narrative form. Please include historical information about the applicant, the company and/or the organization. Explain why this site was chosen for the proposal, state the number of employees that will be working at the site, state the hours of operation, explain other features unique to the proposed use and submit any other information that will help the Plan Commission and City Council in their decisions. 2) Estimated impact of the conditional use on the surrounding properties and adjacent streets, including, but not limited to, average daily and peak hour traffic generation, existing traffic volumes of adjacent streets, if available, use of outdoor intercoms, and any other operational characteristics of the proposed use that may have impacts on other adjacent or nearby properties. 3) Legal description of the property(s) proposed for the Conditional Use Permit when the proposed use involves a substantial addition or new construction.

A Public Hearing before the Plan Commission is required. Notice of such Public Hearing must be published in a newspaper of general circulation at least fifteen (15) days in advance. Upon receipt of a Plan Commission Recommendation, the City Council must consider this application and supporting information before a Use Permit may be granted. A fee of \$250 must accompany this application.

July 19, 2023  
Date

  
Applicant's Signature and Title

Principal / Owner

Representing (if applicable)

**FOR OFFICE USE ONLY**

\_\_\_\_\_ Date Application was Received.

\_\_\_\_\_ Application Fee in the Amount of \$ \_\_\_\_\_ Receipt # \_\_\_\_\_

\_\_\_\_\_ Application returned for corrections or additional data, drawings, etc.

\_\_\_\_\_ Case # \_\_\_\_\_ created.

Stone & Alter Real Estate Co.  
6631 Delmar Blvd  
Saint Louis, MO 63130

July 20, 2023

RE: 608 Kingsland Avenue – Conditional Use Permit Application dated 7.19.23

To Whom it May Concern:

Stone & Alter Real Estate Co. Authorizes Jay Schoessel from Architextures SP as the representative and Applicant on any Conditional Use Permit Application related to 608 Kingsland Avenue.

Sincerely,

Max Sassouni  
President  
Stone & Alter Real Estate Co.

July 20, 2023

**RE: 608 Kingsland Avenue - Narrative Memo for Conditional Use Permit Application dated 07.19.23**

Stone & Alter Real Estate Co., Owner of 608 Kingsland Avenue, is seeking a conditional use permit to convert the residential floors 2, 3 and 4 of the building **from 36 efficiency dwelling units with a maximum allowed occupancy of 3 people per unit to 48 efficiency units with a maximum allowed occupancy of 1 person per unit.** The dwelling units will be targeted towards graduate students and young professionals, as these units offer the privacy this demographic segment seeks after their undergraduate years.

608 Kingsland Avenue was built in 1925 as a select service hotel and subsequently converted to efficiency dwelling units in 1950 by Sidney Stone. Sidney was the original president of Stone & Alter Real Estate Co, which has owned and managed the building for about 75 years. Following Sidney's tenure, Steve Stone took over as President from 2013-2022. Steve has also served on the Loop Special Business District in various capacities from the late 2000's to 2022. Recently, Max Sassouni has taken over as President of Stone & Alter Real Estate Co, and he plans to see through the redevelopment and operation of 608 Kingsland Avenue. There are no institutional shareholders in the property—Only individuals and family trusts.

608 Kingsland Avenue has been largely unimproved, yet well maintained since 1950. It is now vacant due to functional obsolescence. Formerly, the street level of this building was home to Cicero's, a neighborhood-favorite restaurant, bar, and concert venue which drew many customers from near and far to the Delmar Loop.

This Conditional Use Permit would make a complete redevelopment of the building economically viable. The residential redevelopment of this property must precede commercial occupancy on the street level (former Cicero's) because all the building systems must be replaced while the building is vacant. Retail brokers have indicated to the Owner that the former Cicero's space will become attractive once the residential portion of the building is redeveloped.

Currently, the 6600 block of the Delmar Loop has been experiencing a precipitous decline in commercial activity with most storefronts closed. The perception of vacancy has deterred new and creative operators from starting new businesses that are central to the vibrancy of the Loop. The redevelopment of 608 Kingsland Avenue will have a positive impact on the surrounding properties, businesses, and citizens of University City by kickstarting the revitalization of the western portion of the Delmar Loop.

The Owner is not seeking any real estate tax credits, incentives, or abatements from University City to complete this redevelopment.

Sincerely



Jay Schoessel  
Owner - Architect  
Architextures SP



# 608 Kingsland Avenue Multifamily Redevelopment

University City, MO

August 16, 2023

Conditional Use Permit Application

Attachment A

Stone & Alter Real Estate Co.



ARCHITEXTURES SP

ARCHITECTURE + INTERIORS



## Executive Summary

Stone & Alter Real Estate Co., Owner of 608 Kingsland Avenue, is seeking a conditional use permit to convert the residential floors 2, 3 and 4 of the building from **36 efficiency dwelling units with a maximum allowed occupancy of 3 people per unit to 48 efficiency dwelling units with a maximum allowed occupancy of 1 person per unit**. The dwelling units will be targeted towards graduate students and young professionals, as these units offer the privacy this demographic segment seeks after their undergraduate years.

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Currently, the 6600 block of the Delmar Loop has been experiencing a precipitous decline in commercial activity with most storefronts closed. The perception of vacancy has deterred new and creative operators from starting new businesses that are central to the vibrancy of the Loop. The redevelopment of 608 Kingsland Avenue will have a positive impact on the surrounding properties, businesses, and citizens of University City by kickstarting the revitalization of the western portion of the Delmar Loop.

The Owner is not seeking any real estate tax credits, incentives, or abatements from University City to complete this redevelopment.

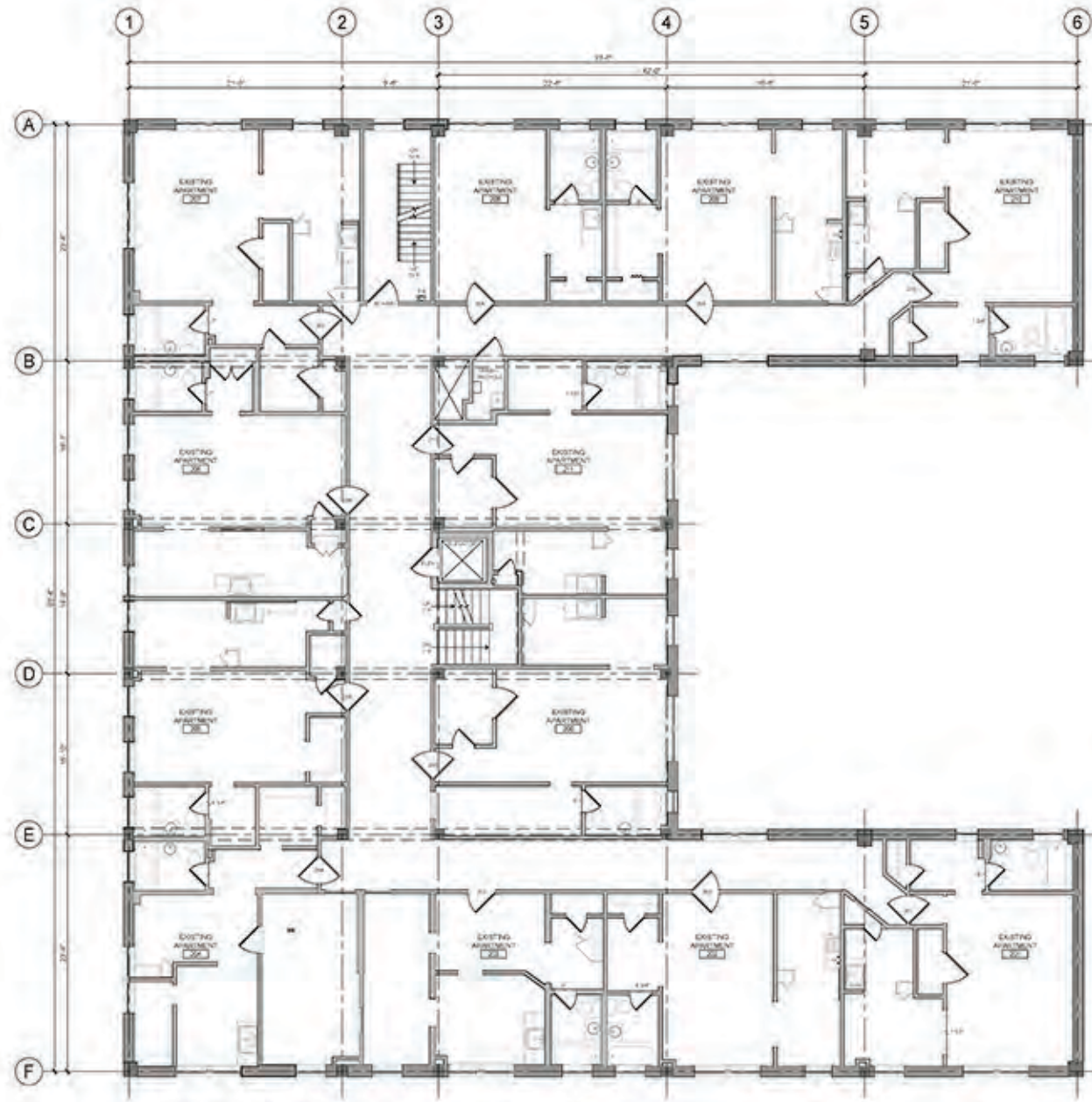
Concept Renderings





# Floorplans

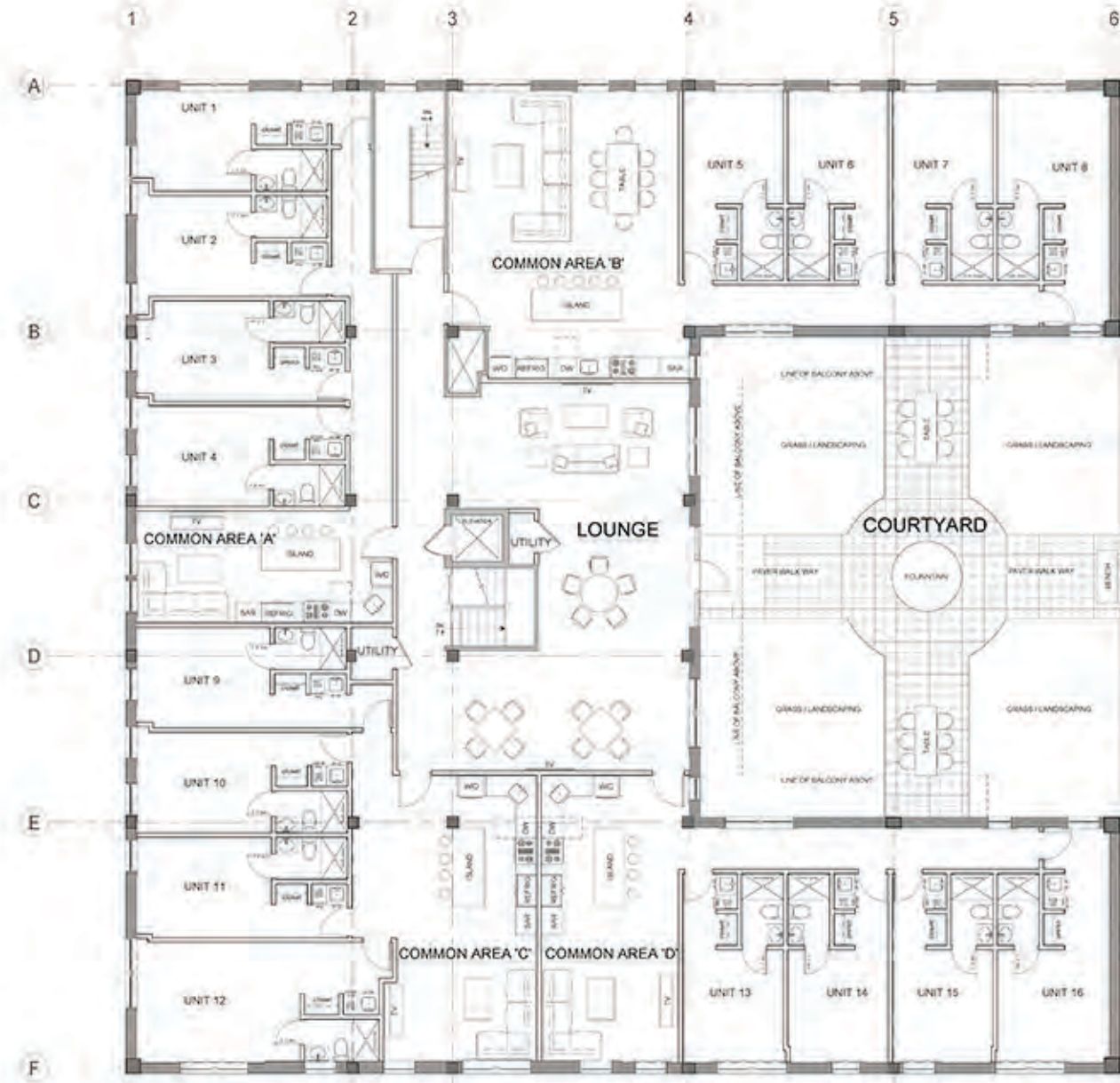
## As-Built



EXISTING CONDITIONS  
SCALE 3/16" = 1'-0"

12 efficiency dwelling units per floor - 36 efficiency dwelling units total  
 Max occupancy 3 persons / unit – 108 occupants permitted  
 Historical occupancy of 1.5 persons/unit – 54 occupants on average

## Proposed



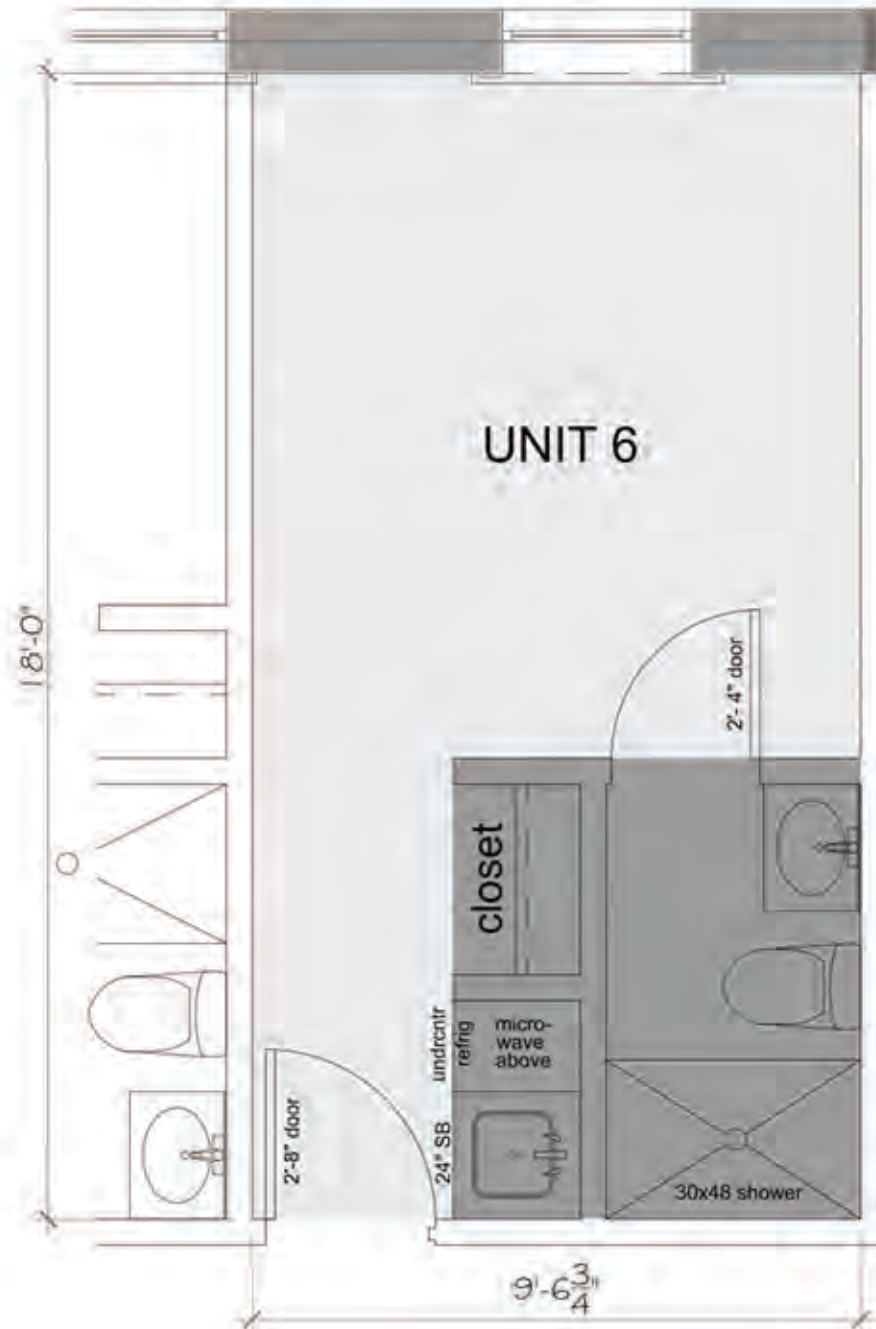
PRELIMINARY FLOOR PLAN  
SCALE 3/16" = 1'-0"

NOTE  
 2nd floor shown - 3rd and 4th to be  
 the same except with balcony over courtyard

16 efficiency dwelling units per floor - 48 efficiency dwelling units total  
 Max occupancy 1 person / unit – 48 occupants permitted

## Efficiency Unit Code Analysis

unit 6 overall = 172 sq ft  
bath and kitchenette = 46 sq ft (dark shade)  
clear floor area = 126 sq ft (light shade)  
(min 120 sq ft per 404.6)



Example of Proposed Efficiency Unit

### UCITY PROPERTY MAINTENANCE CODE § 240.020(A)(15): EFFICIENCY DWELLING UNIT

A dwelling unit containing only one habitable room, with or without a separate kitchen space.

### UCITY PROPERTY MAINTENANCE CODE § 240.020(25) (404.5.90) Other habitable spaces required

Every dwelling unit other than an efficiency dwelling unit permitted under the provisions of Section 404.6 shall contain a living room, dining room and kitchen with floor areas that comply with the minimum floor area requirements of Table 404.5 based on the total number of occupants in the unit.

IPMC 2018 404.6 Efficiency Unit: Nothing in this section shall prohibit an efficiency living unit from meeting the following requirements:

1. A unit occupied by not more than one occupant shall have a minimum clear floor area of 120 square feet (11.2 m<sup>2</sup>). A unit occupied by not more than two occupants shall have a minimum clear floor area of 220 square feet (20.4 m<sup>2</sup>). A unit occupied by three occupants shall have a minimum clear floor area of 320 square feet (29.7 m<sup>2</sup>). These required areas shall be exclusive of the areas required by Items 2 and 3.
2. The unit shall be provided with a kitchen sink, cooking appliance and refrigeration facilities, each having a minimum clear working space of 30 inches (762 mm) in front. Light and ventilation conforming to this code shall be provided.
3. The unit shall be provided with a separate bathroom containing a water closet, lavatory and bathtub or shower.
4. The maximum number of occupants shall be three.

# Zoning Verification Letter



**Department of Planning & Development**

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

St. Louis Title, LLC  
Attn: Kelly Cochran  
7701 Forsyth, Suite 200  
Clayton, Missouri 63105

RE: 608 Kingsland Avenue (commonly referred to as the Delmar Garden)— Zoning Verification

Dear Ms. Cochran:

Please accept this letter verifying that the existing 36-unit multi-family apartment complex, with ground floor retail, at the property commonly known as 608 Kingsland Avenue, has been identified to be in compliance with provisions of the University City Zoning Code.

The property is legally described as:

*Lot 4 in Block B of Delmar Garden, according to the plat thereof recorded in Plat Book 11 page 42 of the St. Louis County Recorder's Office, fronting 95 feet on the North line of Delmar Boulevard, by a depth Northwardly of 100 feet, more or less, to the South line of Enright Avenue; bounded West by Kingsland Avenue.*

The property commonly known as 608 Kingsland Avenue is in compliance with the applicable provisions of the University City Zoning Code based upon the following:

- 1) The Property is zoned Core Commercial (CC). Dwellings units, when located above the ground floor are identified as a Conditional Use in accordance with the provisions set forth in Section 400.570, Subsection A of the Zoning Code. (Note: If the dwelling units are improved or updated, no Conditional Use Permit is required.)
- 2) The Zoning Code permits commercial use of the first floor.
- 3) No Variances have been identified or are required for the current use of the property to continue to operate in compliance with the University City Zoning Code.
- 4) As of the date of this letter the current and continued use of the existing property as an apartment complex with ground floor commercial restaurant use could continue and is in compliance with the provisions of the University City Zoning Code.

608 Kingsland Avenue  
Zoning Verification  
Page 2

Should you require any additional information or require additional assistance please feel free to contact me via email at [jwagner@ucitymo.org](mailto:jwagner@ucitymo.org) or telephone at 314-505-8501.

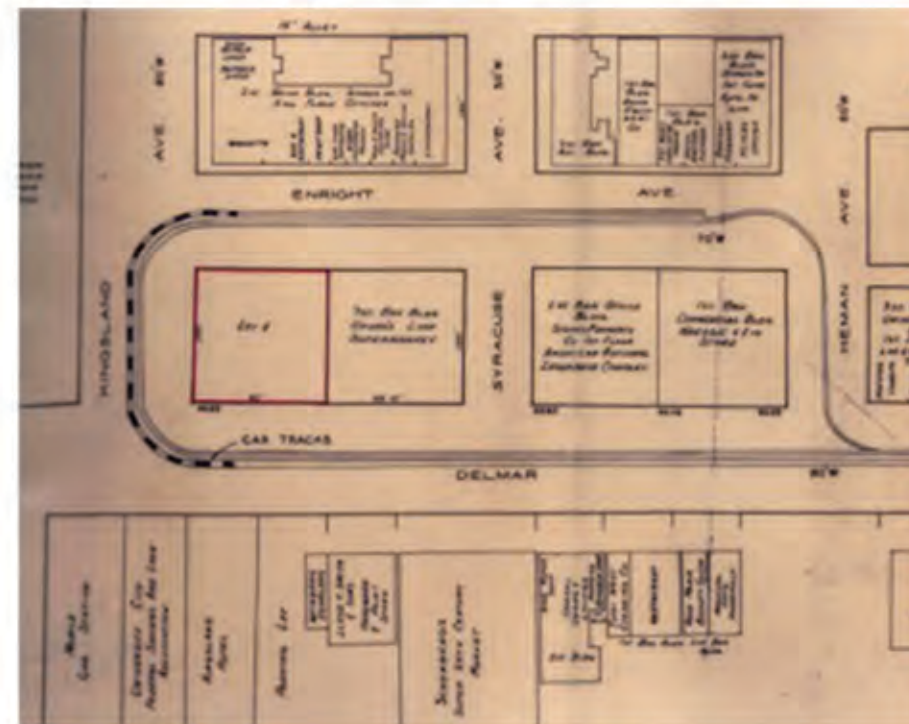
Sincerely,

John L. Wagner, Ph.D.  
Acting Director of Planning and Development

## Parking Analysis



Southeast Corner of Kingsland & Enright 1959



Loop Streetcar Map c.1959



Parking Lot on former Enright Avenue,  
Sunday, July 30, 2023 at 11:23 a.m.

608 Kingsland was built in 1925 and redeveloped from a hotel to a mixed-use building in 1950 by Sidney Stone, the original President of Stone & Alter Real Estate Co.

Both the original development and subsequent redevelopment of this property preceded modern parking requirements. The Zoning Verification Letter from May 2022 confirms that “the property commonly known as 608 Kingsland Avenue, has been identified to be in compliance with provisions of the University City Zoning Code.”

As such, 608 Kingsland is currently grandfathered into its lack of off-street parking owned by the building. Any change of use should be permitted so long as the new use does not increase the number of parking spaces required to service the building.

Although both the maximum occupancy and likely occupancy in the proposed use is decreasing, University City’s Zoning Code still requires 1.5 parking spaces per dwelling unit with less than 2 bedrooms. That would require more vehicles than maximum occupants. Still, with the exceptions to parking requirements permitted in the University City Zoning Code, the proposed development can have less required parking than the as-built.

Originally, the 6600 block of Enright to the north of 608 Kingsland had only street parking. Enright was lined by several buildings which fell into disrepair in the 1980s. Together with the University City administration, Sidney Stone lead the effort to vacate that portion of Enright Avenue, which has resulted in the large and currently unused municipal parking lot shown below. Although neighboring properties received parking rights for the southern 50% of Enright Avenue, there is no such agreement between Stone & University City according to the county records.

## Parking Analysis

For new multifamily properties, the University City Zoning Code requires: "1.5 spaces for each dwelling unit, except that 2 spaces shall be provided for each dwelling unit containing 2 or more bedrooms; plus visitor parking for dwellings with 6 or more dwelling units, at the rate of 1 parking space for each 6 dwelling units or fraction thereof for the first 30 dwelling units and 1 space for each additional 20 dwelling units."

However, the code permits exceptions for change of use of existing commercial buildings. Since 608 Kingsland is a mixed-use property in the Core Commercial district, and since the actual parking spaces used by the occupants of the building is more likely to decrease than increase, this would be the right condition to apply the exception to:

**400.2130(B). Exception For Change Of Use Of Existing Commercial Buildings.** A reduction in the number of required off-street parking and loading spaces for the reuse of a commercial building, existing prior to the effective date of this Chapter, may be authorized under the conditional use permit procedure. (see Article XI), subject to the following conditions:

1. The reduction shall not exceed twenty-five percent (25%) of the off-street parking space requirements for the proposed use;
2. No reduction shall be made in the amount of existing available off-street parking spaces on-site;
3. The proposed use does not involve an expansion of the building that would result in additional parking or loading space requirements;
4. Notwithstanding compliance with other standards contained in this Article (e.g., setbacks and landscaping), any portion of the site that can be reasonably converted to off-street parking shall be so used to satisfy a portion of the parking requirement; and
5. The reduction shall not result in spill-over parking on adjacent or nearby properties. In making its determination, the Plan Commission and City Council shall consider information on the parking and loading demand associated with the proposed use as presented by the applicant and City staff.

Use	Resident Off-Street Parking	Visitor Off-Street Parking	Total Off-Street Parking Required Before Exceptions	Less 25% Reduction for Redevelopment	Off-Street Parking Spaces Required
<b>36 Efficiency Units (As-Built)</b>	36 * 1.5 = <b>54</b>	(30/6) + (6/20) = <b>6.3</b>	54 + 6.3 = <b>60.3</b>	<b>0</b>	60.3 – 0 = <b>60.3</b>
<b>48 Efficiency Units (Proposed)</b>	48 * 1.5 = <b>72</b>	(30/6) + (18/20) = <b>6.9</b>	72 + 6.9 = <b>78.9</b>	78.9 * 25% = <b>19.7</b>	78.9 – 19.7 = <b>59.2</b>