NOTICE OF STUDY SESSION

Permanent Structures in Front Yards
&
Comprehensive Plan Briefing to Council No. Two
CITY HALL, Fifth Floor
6801 Delmar Blvd., University City, Missouri 63130
Monday, November 27, 2023
<mark>**5:00 p.**</mark>m.

AGENDA

1. Meeting called to order

2. Changes to Regular Agenda

3. Permanent Structures in Front Yards

4. Comprehensive Plan Briefing to Council No. Two

5. EXECUTIVE SESSION *(roll call vote required)*
   Motion to go into a Closed Session according to Missouri Revised Statutes 610.021 (1) Legal actions, causes of action or litigation involving a public governmental body and any confidential or privileged communications between a public governmental body or its representatives or attorneys.

6. Adjournment

The public may also observe via:
Live Stream via YouTube:
   https://www.youtube.com/channel/UCyN1EJ_-Q22918E9EZimWoQ

Posted 22nd day of November, 2023.
LaRette Reese
City Clerk, MRCC

Forest Green Court

1457 Forest Green Court

- Under Section 400.1040.A.3(g) "*Children's recreational equipment*" is permitted within the rear-yard setback only…not specified for the front yard.

- Are these playhouses in the front yard "*structures or portions of structures*" within the meaning of Zoning Code Section 400.1040.A? (Specifically, 400.1040.A.2, applicable to the front yard.)

- If the childrens' playhouses are not structures, or a portion thereof, there is no setback violation, whether in the front or rear yard.

  - ✓ To prevent these items in the front yard, a Zoning Code Text Amendment would be required.

- If they are considered structures, they would not be permitted in the front yard.

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City Council Briefing

November 27, 2023

Agenda

1. Goals, objectives, and actions (30 min)

2. Character-based approach to land use (10 min)

3. Implementation recap (2 min)

4. Evaluating fiscal and staffing impacts (3 min)

5. Discussion

Goals

A. Preserve and Enhance Great Places

B. Advance Shared Prosperity

C. Connect Community

D. Leverage Assets

E. Strengthen Livability

F. Improve Collaboration

Goal A:
Preserve & Enhance Great Places

Goal A. Preserve & Enhance Great Places

- Focuses primarily on physical development, existing character, neighborhoods, and sustainable development

- Community engagement and technical analysis findings:
    - Current zoning code focuses on separation of uses
    - Disproportionate challenges with vacancy in the third ward
    - Tree canopy is strong in neighborhoods, weak in commercial areas
    - Older building stock
    - Impact of private subdivisions – help preserve character and identity, but can contribute to disconnection

Use proactive measures to promote development that aligns with this plan

- Update the zoning code to support implementation of this plan.

- Encourage mixed-use communities where people enjoy easy access to jobs and services in connection with the Future Character and Land Use map.

Older mixed-use building in Chicago

Proactively manage vacancy

- Prioritize City control of vacant parcels (those either suitable for development or those identified with potential to alleviate flooding) when possible, such as land banking.

  - *Infill development*
  - *Lot sales to property owners (Mow-to-Own program)*
  - *Reuse for stormwater mitigation (detention basins)*

- Strengthen the City's existing vacant building registration program.

Vacant lot repurposed for stormwater management

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

- Encourage residential infill and redevelopment to restore and/or create more vibrant, walkable neighborhoods.

- Promote neighborhood activity nodes in parts of the city where there are currently not many.

"Missing middle housing" on main connecting streets

City Council Briefing   University City Comprehensive Plan Update

Remove barriers that limit vibrant commercial and mixed-use districts and support neighborhood-scale commercial

- Revise car-oriented standards such as parking minimums, to encourage alternatives to car-based transportation, especially in higher density, mixed-use areas.

- Revise dimensional regulations (e.g., height, setbacks) and permitted uses in the zoning code to allow more compact development in mixed-use areas

Goal B:
Advance Shared Prosperity

Goal B. Advance Shared Prosperity

- Focuses on access to economic and wealth-building opportunities, building on economic development strengths

- Community engagement and technical analysis findings:
  - Household incomes vary greatly by neighborhood
  - Stark disparities in residential property value
  - About 50/50 owner vs renter population
  - Sales tax performance and residential population are related
  - Existing TIF districts are a great opportunity for making investments in the community

Build upon existing development momentum

- **Focus development attention** on the creation of catalyst areas

- **Facilitate and encourage** mixed-use residential development across from Heman Park on the north side of Olive Boulevard.

"Heman Park District" concept from Economic Development Strategy

Leverage incentives to support desired economic development in key locations

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

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

A neighborhood with a variety of complementary land uses

Strengthen and support the labor force and entrepreneurship

- **Partner with national and regional workforce development agencies** and the University City School District to implement workforce development strategies.

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

A neighborhood with a variety of complementary land uses

Goal C:
Connect Community

Goal C. Connect Community

- Focuses on improving mobility, walkability, social cohesion, and increasing civic involvement

- Community engagement and technical analysis findings:
  - Street grid was designed to support larger population than we have today.
  - 47% of traffic crashes on Olive result in an injury, compared to 27% in the rest of University City
  - Many gaps in sidewalk network and bicycle lanes/trails, but we have good plans to improve these networks
  - Transit routes have low frequency

Create "equity of mobility" within University City

- Implement a street and sidewalk repair and improvement program.

- **Identify and prioritize low-cost improvements** at key locations which are currently unsafe for those getting around without a car.

- **Complete the Centennial Greenway** as a full contiguous trail through University City

Encourage walking and biking as legitimate modes of transportation

- 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.

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

Support and coordinate with regional initiatives that improve connectivity, including public transit

- Collaborate with MODOT to reconfigure Olive Boulevard to improve pedestrian and bicyclist safety and an improved environment for businesses in the corridor.

70 feet wide

Before

After

Encourage civic participation, mentoring, and volunteerism

- Create a youth involvement initiative to empower University City's youth in conjunction with U City schools, churches, and other community organizations.

- Establish a volunteer Community Leadership or Neighborhood Liaison program.

Goal D:
Leverage Assets

Goal D. Leverage Assets

- Actions capitalize on the city's diversity, rich history, and amenities

- Community engagement and technical analysis findings:
  - Historic preservation efforts are concentrated in southeast corner of the city
  - Most residents are within a ¼ mile of a U City park, almost all are within a ½ mile, but there's a desire to provide more recreational activities evenly throughout the city
  - Community facilities are also located evenly throughout the city

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

- Update the University City Parks Master Plan to include a maintenance management plan for parks, prioritizing strategic investment in maintenance, programming, and naturalized spaces.

- Create Safe Routes to Parks and Safe Routes to Schools plans to improve pedestrian and bicycle access.

Enhance the experience for visitors to University City.

- Improve gateway locations and neighborhood nodes with landscaping, amenities, signage, public art, or other features.

- Continue to expand and promote the Explore U City website, per the 2021 Economic Development Strategy.

Goal E:
Strengthen Livability

Goal E. Strengthen Livability

- Increasing and improving housing options across all neighborhoods, proactively addressing flood mitigation

- Community engagement and technical analysis findings:
  - Flood damage and risk threatens the livability of the community
  - Medium- to high-intensity land cover (impermeable surface)
  - Existing property maintenance regulations need to be strengthened to improve livability
  - Activity nodes (areas of small commercial activity that integrate amenities and services in neighborhoods) are cherished by the community, and there is a desire to plan for new nodes in neighborhoods that lack them

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

- Evaluate short term rental regulations.

- Investigate establishing and/or supporting an existing community development entity(s) to address housing affordability, vacancy, maintenance, and stability in University City.

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

- Develop and plan for allowing Accessory Dwelling Units (ADUs)

- Modernize or remove definitions of family or household relationships in the zoning ordinance to reflect changing household composition and lifestyles.

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

- Promote homeownership through initiatives as:
  - *Creating pre-approved building plans for certain housing products (e.g., smaller-scale multifamily) to reduce costs and streamline the approval process.*
  - *Establishing a public-private workforce housing capital pool (a public-private housing trust fund).*
  - *Creating a City-sponsored down payment assistance program.*
  - *Adopting a Tenant Opportunity to Purchase Act (TOPA) .*
  - *Partnering with entities that can help expand access to credit in historically redlined areas and areas that are still considered "riskier" investments today.*

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

- Protect non-homeowner citizens (renters) through such measures as:
  - *Improving the rental inspection program to ensure safe, habitable, and fair housing.*
  - *Creating of a renter protection program.*
  - *Adopting of a source of income discrimination ordinance.*

Address stormwater management through proactive, regional flood mitigation planning.

- Discourage additional new development in flood-prone areas and restrict any new development within the floodplain.

- Incrementally convert high-flood risk areas into open spaces that are designed to accommodate stormwater, provided that maintenance and security can be addressed.

Address stormwater management through proactive, regional flood mitigation planning.

- Encourage use of Low Impact Development (LID) strategies to reduce stormwater runoff and improve water quality.

- Consider requiring disclosure of flood history for rentals and home purchases, as suggested by SEMA, possibly as part of the occupancy permit.

Goal F:
Improve Collaboration

Goal F. Improve Collaboration

- Improving effectiveness, collaboration, and communication within the government, with the community, and with external partners

- Community engagement and technical analysis findings:
  - U City has more boards and commissions than is typical for a city its size
  - Enrollment in public schools reflects the city's racial segregation, and can exacerbate inequities
  - High amount of institutional, nonprofit, governmental property ownership
  - WashU is the largest property owner in U City by assessed value, but the University has a higher share of its landholdings in St. Louis City and unincorporated County

Improve communication and cooperation with adjacent communities.

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

Strengthen the partnership with The School District of University City to enhance the reputations of both the City and District.

- Evaluate asset and infrastructure of the City and The School District of University City to determine where resources can be leveraged by both.

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

THE SCHOOL DISTRICT OF UNIVERSITY CITY

Transform the Life of Every Student Every Day!

Develop additional partnerships with Washington University
to address areas of mutual interest.

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

University City Comprehensive Plan Update

Improve intra-governmental coordination and cooperation.

- Evaluate options for technology platforms to improve collaboration and sharing of information across City departments.

- Conduct a review of all City boards and commissions to ensure adequate, but not duplicative, responsibilities and sufficient staffing capacity.

Future Character & Land Use Map

Future Character & Land Use Map is a tool for guiding future development

- To assist the Plan Commission, Council, and staff with **review of development proposals** so that future development conforms to desired character in different parts of the City

- To provide **guidance to developers** regarding the City's expectations for quality and characteristics of development

- To provide **predictability for residents, business owners, and others** with respect to the kind of development they can expect to be approved by the City

- To provide a **common, citywide** understanding of *where* and *how* University City should change over time

- To serve as a **foundation for zoning code changes and design guidelines**, including the possibility of additional zoning standards that better regulate physical form and the quality of the public realm

Land Use vs. Character

Land Use

1. Focuses on uses (residential, commercial, etc.), not type and quality of development

2. Building form, street patterns and other aspects of look and feel of places are not defined

3. Encourages a separation of land uses in the zoning code

Character

1. Reflects not just the use but also the qualities of a place (look and feel)

2. Outlines the intent for how properties are treated (building form, land uses, etc.)

3. Can be a basis for form-based standards in the zoning code

Same Land Use, Different Character

Same Land Use, Different Character
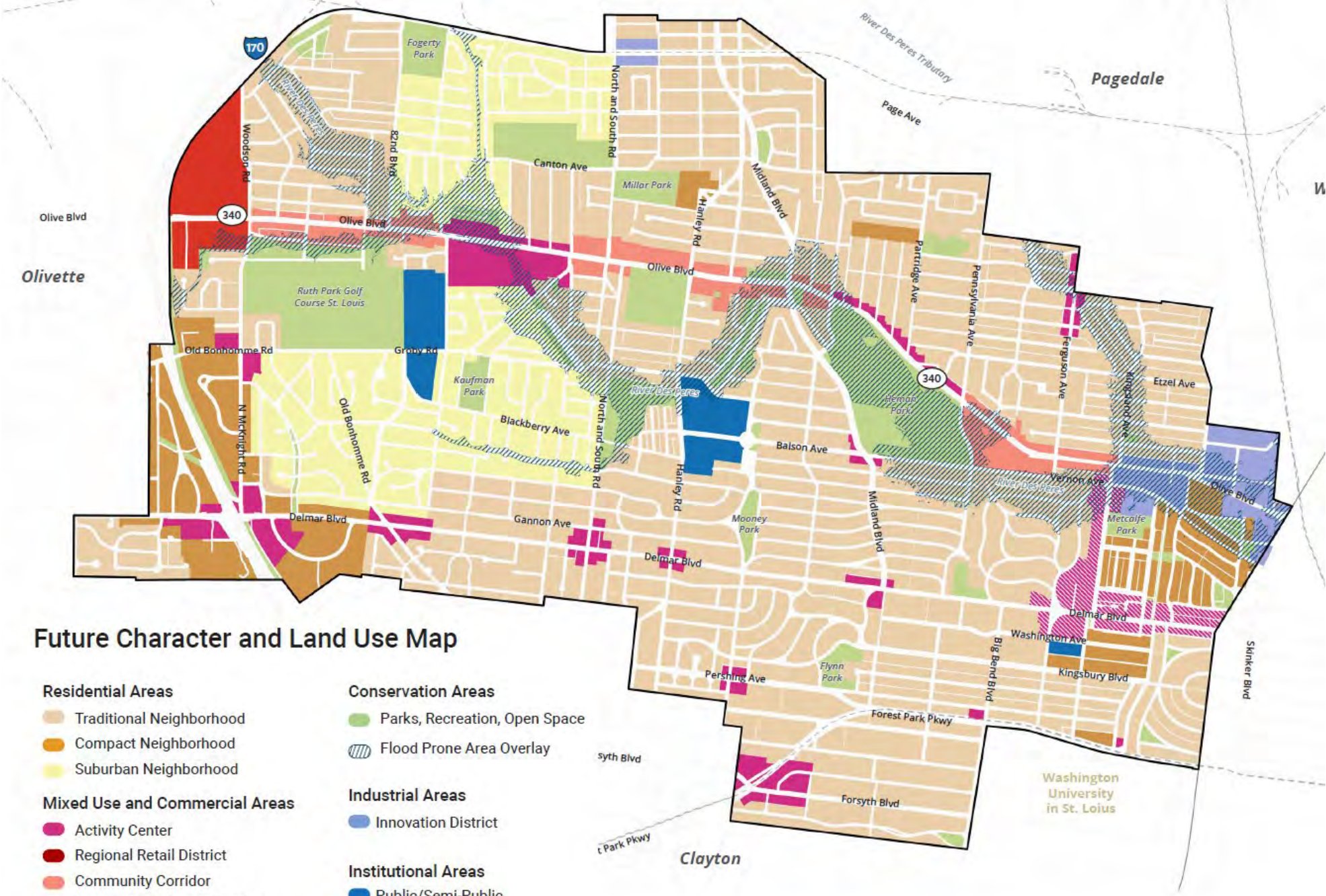
Future Character and Land Use Map

Residential Areas
- Traditional Neighborhood
- Compact Neighborhood
- Suburban Neighborhood

Mixed Use and Commercial Areas
- Activity Center
- Regional Retail District
- Community Corridor
- Loop Activity Center Overlay

Conservation Areas
- Parks, Recreation, Open Space
- Flood Prone Area Overlay

Industrial Areas
- Innovation District

Institutional Areas
- Public/Semi-Public

Community Corridor

Flood Prone Overlay

Activity Center + Loop Overlay

Compact Neighborhood

Traditional Neighborhood

Vernon Ave

River Des Peres

Olive Blvd

Metcalfe Park

Delmar Blvd

Washington Ave

Big Bend Blvd

Kingsbury Blvd

Skinker Blvd
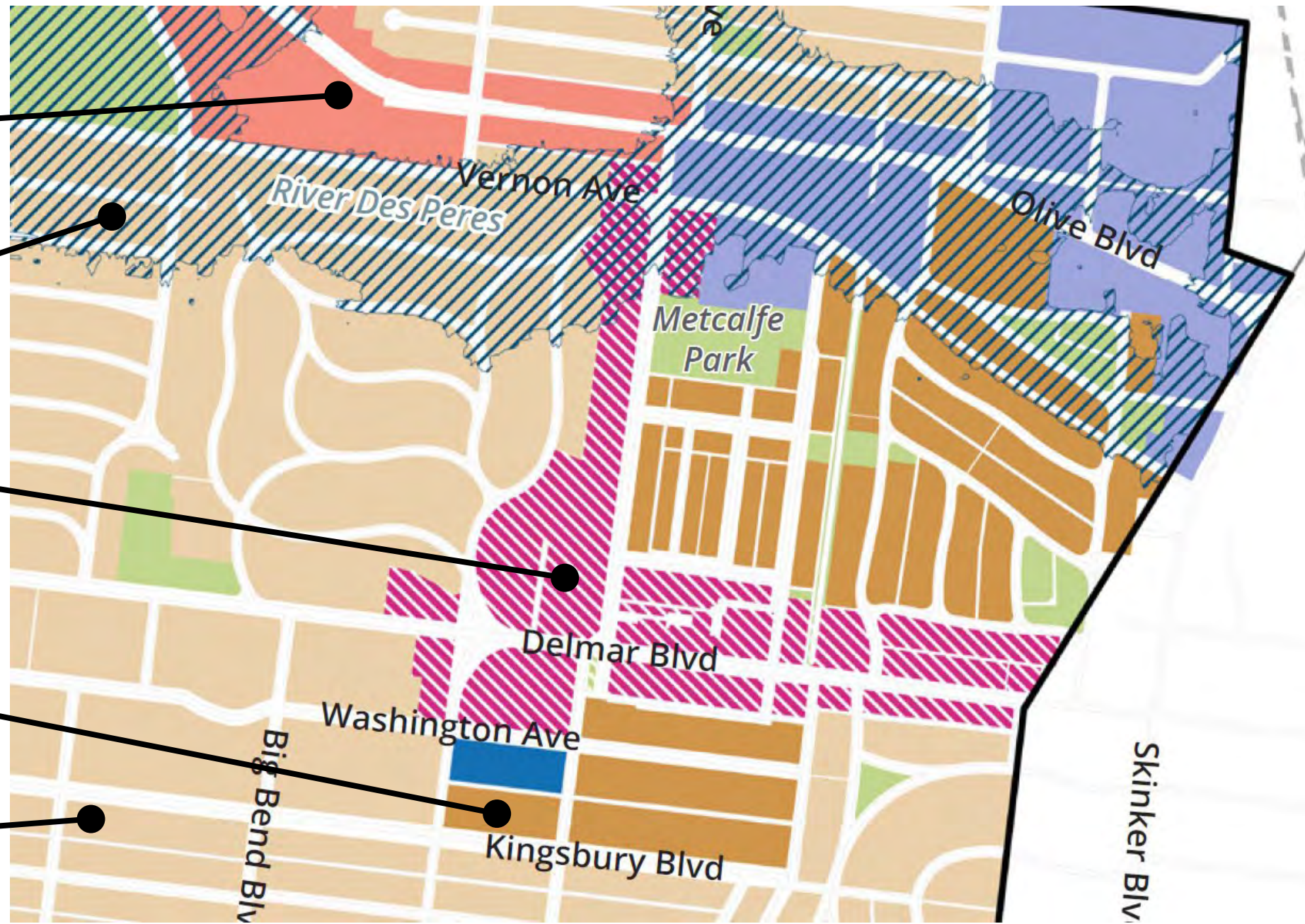
Character types define dimensional qualities in addition to land uses

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

Traditional Neighborhood

- Most prevalent character type
- Primarily single-family, but also incorporates "missing middle" along major corridors and near activity nodes
- Preserve existing neighborhood character
- Infill development must complement and enhance

Compact Neighborhood

- Areas where denser residential exists
- Loop - North & South Delmar & I-170
- Encourage more mixing of uses to improve walkability
- Primary uses: Multi-family, Specialty Residential (Senior Living, etc.)
- Secondary uses: Neighborhood commercial

Community Corridor

- Smaller scale commercial development along Olive

- Provide services and amenities to nearby neighborhoods

- Promote connectivity and a more walkable pattern

- Primary uses: Community/Neighborhood Commercial, Office, Civic/Institutional

- Secondary uses: Multi-family, Open Space

Activity Center

- Mixed-use areas that integrate places to live, work, and shop

- Existing: Loop, neighborhood nodes (e.g., Delmar & Midland)

- Future: Olive (between 81st and Mt. Olive/Groby), Olive (north of Heman Park)

- Consolidate surface parking

- Improve connectivity

Flood Prone Overlay

- Within FEMA floodplain or that have previously been prone to flooding

- Focus of policies, programs, and projects to reduce future flood risk

- Minimize new development

- Utilize low-impact development strategies

Loop Activity Center Overlay

- Promote higher density, infill development and redevelopment
- Buildings up to 10 stories

Framework Map

1. Synthesizes previous pedestrian and bicycle plans

2. Prioritizes routes that connect to important destinations
   - Schools
   - Neighborhood nodes
   - Parks
   - City facilities

3. Complements the FCLU Map
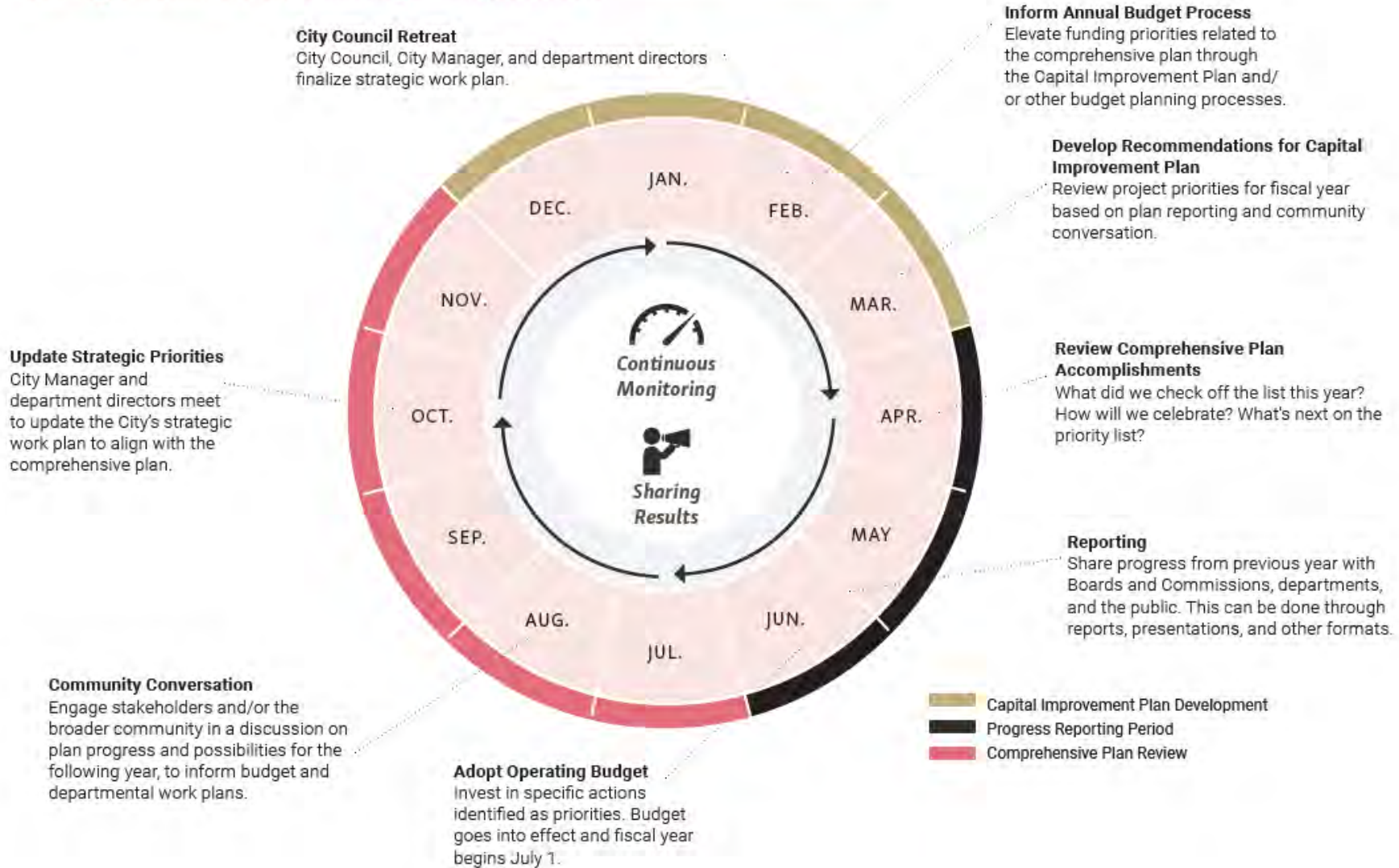
4. Designed to guide Capital Improvement Plans

Implementation

PLAN MANAGEMENT

The comprehensive plan should be fully integrated into yearly planning processes for the City and its departments. The diagram below illustrates how the plan could be integrated into the City's existing annual processes.

City Council Retreat
City Council, City Manager, and department directors finalize strategic work plan.

Inform Annual Budget Process
Elevate funding priorities related to the comprehensive plan through the Capital Improvement Plan and/or other budget planning processes.

Develop Recommendations for Capital Improvement Plan
Review project priorities for fiscal year based on plan reporting and community conversation.

Update Strategic Priorities
City Manager and department directors meet to update the City's strategic work plan to align with the comprehensive plan.

Review Comprehensive Plan Accomplishments
What did we check off the list this year? How will we celebrate? What's next on the priority list?

Reporting
Share progress from previous year with Boards and Commissions, departments, and the public. This can be done through reports, presentations, and other formats.

Community Conversation
Engage stakeholders and/or the broader community in a discussion on plan progress and possibilities for the following year, to inform budget and departmental work plans.

Adopt Operating Budget
Invest in specific actions identified as priorities. Budget goes into effect and fiscal year begins July 1.

JAN. DEC. FEB. NOV. MAR. OCT. APR. SEP. MAY AUG. JUN. JUL.

Continuous Monitoring

Sharing Results

Capital Improvement Plan Development
Progress Reporting Period
Comprehensive Plan Review

Evaluating fiscal and staffing impacts

Discussion

Thank you!

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MEMO

To:	Mary Kennedy, City of University City	11/20/23
From:	Sarah Kelly, AICP, Planning NEXT	
	Kevin Hively, Ninigret Partners	
Re:	Staffing and Fiscal Analysis for Plan Implementation, We Make U City Comprehensive Plan	

The We Make U City Comprehensive Plan, which was adopted by Plan Commission on September 27, 2023, includes 112 actions (recommendations) organized under six broad goals. It also includes a detailed implementation matrix, which identifies target timeframes, lead coordinators, and supporting entities for each action. A key next step for the Comprehensive Plan will be organizing for implementation, using this matrix as a guide, and also taking into consideration available resources.

It is our understanding that the City will assess the impact of the Comprehensive Plan's actions with respect to staffing and City finances to guide priorities for implementation. This should include impacts on the operating budget, capital budget, and enterprise funds. The Plan impacts each one differently, there are some actions that will impact City finances before others, and some actions will not have an impact at all. It is also important to recognize that in some cases a re-allocation of staffing and other resources can help to cover costs.

Following is an outline of a potential approach to assessing fiscal impact of the Plan to help guide implementation. It is based on the understanding that there are three key elements to consider pertaining to funding implementation of the Comprehensive Plan.

1. Uses and Sources of Funds
   - Define the Expenditure Types (use of funds)
   - Identify Potential Sources
2. Sequence of Funding of Activities to Determine Cash Needs
3. Estimating Costs

Each of these elements is addressed briefly below and should be a subject of analysis for making decisions regarding implementation priorities and timing.

1. Uses and Sources of Funds

There are four main types of expenditures typically associated with a comprehensive plan and multiple potential sources of revenue to be considered to balance them as outlined on the following page.

1

Uses and Sources of Funds for a Comprehensive Plan

Use of Funds	Allocate to	Sources
• **City knowledge advancement** Furthering the ideas in the plan where additional information and analysis is needed. Examples: Climate Resiliency Assessment (A.6.1), Diversity Inclusion Strategy (B.3.1). While the initial expenses are one-time for professional technical assistance, these reports may generate additional expenditures. • **Capital / infrastructure** Streets, parks, sidewalks, broadband, public amenities. Examples: Broadband Expansion (A.2.3), Implement Bicycle and Pedestrian Plan (C.2.2). • **Program / operations** Ongoing annual expenses paid for in either the general fund, an enterprise fund, or a dedicated tax. Example: Expand Small Business Development Activities (B.2.2). • **One-time investments** Expenses necessary to move forward on other parts of the plan. Examples: Zoning reform (A.1.1), Convert High-Flood Risk Areas into Open Spaces (E.3.5)		• Bonds • Pay go capital • Competitive grants • Intergovernmental cost sharing opportunities • "TIF-type" options • Federal fund reprogramming • General funds • Dedicated receipts (e.g., economic development tax, impact fees) • Operating redefinition / reallocations

2. Sequence of Funding of Activities to Determine Cash Needs

The sequencing of funding of activities also has a fiscal impact. Funding activities for some recommendations may include an initial one-time spend, a second spend for ongoing operations, and a third investment spend that may be offset by other revenue. For the initial one-time spend for certain actions (or groups of actions), the City will need to use resources to take a specific action (for example, update the zoning code) in order to achieve some of the desired outcomes put forth in the Comprehensive Plan. For the second ongoing operations spend, the City will need to make operating expense allocations, but these resources will also be revenue-generating. For the third investment spend, the City may finance capital expenditures or incentives, but resources may be offset by other sources of revenue. This sequencing could be developed along with estimates of expenses for all recommendations that might require City funding.

2

Example of Sequencing Expenditures Tied to Land Use / Zoning (illustrative)

Initial Spend (One-Time Spend)	
Update Codes • A.1.1 Including • A.5.1 • A.5.2 • B.1.2 • C.2.1 • D.1.1	Why? Goals & Desired Outcomes Create entitlements and regulatory pathways • Promote TOD • Encourage infill • Targeted density • Activity nodes / Catalyst areas • Etc.

2nd Spend (Ongoing Operations Spend)	
• Economic development "marketing" and outreach of new zoning and districts • Grant Writer	These expenditures are operating expenditures but are also revenue generating. Economic development should be seen as the "sales force" and grant writing as a source of potential revenue and capital to leverage city resources

3rd Spend (Investment Spend)	
• Required district / project capital expenditures • Project Incentive package	Some of these expenditures can be offset by the project, grants, or city capital resources depending on the timing of the needed investment. The incentive package, depending on design, is an ongoing revenue offset but is typically not incurred until the project is generating revenue.

3. Estimating Costs

Simultaneous with the sequencing work, cost estimates can be made, and potential offsets and/or revenue generated for each action can be estimated, in order to inform decisions. It is important to note that it is not necessary to conduct a full fiscal analysis of the entire Comprehensive Plan in order to move forward with key recommendations. The City could elect to estimate costs for certain priority actions (e.g. zoning code update) on an expedited basis, and advance them.

3