

City of University City Comprehensive Plan Update



Prepared by the
University City
Department of Planning
and Development



CITY OF UNIVERSITY CITY COMPREHENSIVE PLAN UPDATE 1999

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This 1999 University City Comprehensive Plan Update has been prepared by the Plan Commission in order to achieve the following objectives:

1. Ensure that the previously adopted 1986 University City Comprehensive Plan has been revised to reflect current census information, development trends and existing City policies, and
2. Identify major areas for redevelopment in the short term and long term.

The 1999 Comprehensive Plan Update began in June 1998. The Plan Commission and City Council initiated a process, which involved a public opinion survey of University City residents on a range of issues involving the community.

In addition, the residents' views on planning issues were also solicited by a community wide newspaper insert questionnaire and public meetings.

The Plan Update is not intended to be a complete rewrite of the 1986 Comprehensive Plan. University City is a very stable community and the general consensus has been that the 1986 Plan should serve as the basis for the 1999 Plan Update.

University City recognizes the importance of having a current Comprehensive Plan and therefore this Plan will be updated every five (5) years.

Executive Summary

EXECUTIVE SUMMARY

A Comprehensive Plan is an official public document adopted by local government for use as a policy guide in making decisions. The City Plan Commission, under the provisions of Section 62 of the University City Charter, has the responsibility and authority to prepare and submit to City Council for its approval a master plan for the physical development of the City. The 1999 Comprehensive Plan Update is a policy guide for community decision makers.

GROWTH MANAGEMENT

With the city's major growth completed several years ago, the major growth management issues in University City are the preservation and maintenance of buildings and neighborhoods; appropriate development of few vacant or reusable parcels of land and reuse of vacant buildings; the identification of major areas for redevelopment and the continuation of high priority property maintenance code enforcement.

COMMUNITY QUALITIES

University City is a first-rate city that provides the essential elements of quality living: good city services; a complete and serviceable infrastructure; a sense of personal safety and relative freedom from the threat of crime; good public schools; and access to basic needs such as employment, shopping and recreation. The City also has attributes, which add to the quality of life that gives University City its uniqueness. These include the rich opportunities for cultural, educational, and recreational activities; extensive tree cover and generous open spaces; neighborhoods with distinctive flavors or characters; the Loop; and the quality and character of involved citizenry.

CITY GOVERNMENT

The City government provides a full range of city services and raises revenue necessary to cover the costs of its activities. It communicates with the public in order to explain options within legal and fiscal limitations, to advise them of changes in services or laws, and to become aware of community needs. It also engages in image raising through public relations activities.

GOALS FOR GROWTH MANAGEMENT

1. The management and improvement of commercial areas.
2. The preservation, maintenance, and improvement of residential neighborhoods.
3. The preservation, maintenance, and renewal of the housing stock.
4. The management of physical development in a manner that produces high-quality, long-lasting development, that projects a positive community image, increases the value of surrounding property, adds to the public convenience, enlarges opportunities for pursuing an urban life style, and enhances community resources.
5. The management of physical development in a manner that protects the essentially residential nature of the community recognizes the importance of designated landmarks and historic areas, minimizes the consumption of energy from non-renewable sources, and reduces the potential for damage resulting from flash floods, and other natural disasters.
6. A population representing a wide variety of ethnic groups, ages and incomes, with a predominance of those who have the means, will, and energy to provide the resources required to insure the long-term vitality of University City.
7. Convenient access from University City to all parts of the St. Louis metropolitan area, without sacrificing basic neighborhood amenities.

GOALS FOR COMMUNITY QUALITY

1. The maintenance and improvement of the city services essential to a first-rate urban community.
2. The maintenance and improvement of the infrastructure essential to a first-rate community.
3. A community-wide sense of personal safety and freedom from the threat of crime.
4. The provision of first-rate educational opportunities to all students attending University City public schools as well as those attending private and parochial schools.
5. The maintenance and improvement of access to shopping, employment, and recreational resources.

6. The improvement and maintenance of cultural, educational, and recreational opportunities.
7. Maintenance of the dense tree cover and open space, which makes University City a more attractive place to live.
8. The preservation and protection of the distinctive character of the residential neighborhoods.
9. The maintenance and improvement of the special character of the University City Loop.
10. Continued citizen involvement in the community.
11. Access to sufficient public transportation.

GOALS FOR CITY GOVERNMENT

1. The maintenance of the current level and scope of City services as well as timely improvements without significantly increasing tax rates.
2. An informed citizenry capable of effectively dealing with the issues that affect University City.
3. An enhanced community prestige throughout the metropolitan area.
4. To search out possibilities for new and improved economic development.

GROWTH MANAGEMENT

Commercial Areas - Preservation and Maintenance

An important element of community viability is an appropriate balance of commercial and residential development. Commercial development in select locations is advantageous for a community's tax base and accessibility for various goods and services.

The Loop and Olive Boulevard have been identified in the 1999 Plan Update as the major areas for commercial development. Other locations such as major intersections along Delmar Boulevard and select neighborhood locations are also suitable for small-scale commercial enterprises.

Residential Neighborhoods - Preservation and Maintenance

Residential neighborhoods are one of the major strengths of University City, but there are factors, which could cause the decline of some neighborhoods. Well-maintained property and active organizations serve to bolster neighborhood strength. The City's role is to enforce codes, monitor neighborhood conditions, and stimulate appropriate activities that preserve or improve neighborhoods.

Housing - Preservation and Maintenance

University City is essentially a residential community, and its housing stock is by far its most valuable resource. The preservation and, where necessary, the renewal of this resource must continue as a priority activity if the long-range viability of the community is to be maintained. The present code enforcement program has been exceptionally successful in conserving the housing stock. It is supported by other programs such as rehabilitation loan programs, public improvements specifically designed to encourage private investment in housing, and programs, which enhance the quality of life in the community. The City must encourage and assist private and public efforts directed toward major renovation or replacement of portions of the existing housing stock with economic incentives such as tax abatement, public improvements and high density re-use of land where appropriate.

Development

Major areas suitable for development or redevelopment have been identified in Chapter 4 of this Plan Update.

Population

The people of the community are a valuable resource, with a diversity upon which University City is well recognized. University City will continue to encourage population diversity and attempt to eliminate racially segregated housing patterns.

Transportation

Central location and good access to other parts of the region using both public and private transportation are among the attractions of living in University City. Access must be regarded as an important community resource to be protected. A central location can become a negative factor if neighborhoods are sacrificed to the needs of through traffic.

POLICIES RECOMMENDED FOR GROWTH MANAGEMENT

Commercial Areas - Preservation and Maintenance

1. Encourage the maintenance and improvement of commercial areas.
2. Continue an emphasis on economic development and improving business conditions.
3. Encourage the redevelopment of Olive Boulevard for commercial use.
4. Commercial development is to be encouraged adjacent to the proposed Olive and I-170, Delmar and I-170, and Forsyth MetroLink stations.

Residential Neighborhoods - Preservation and Maintenance

5. Residential neighborhoods are a precious resource and are to be preserved and maintained, and where appropriate, improved. Areas designated for re-use are to be maintained until redevelopment is completed. In no case is an area to be willfully neglected by the City in order to encourage redevelopment.
6. Neighborhood organizations play an important role in the preservation, maintenance, and improvement of neighborhoods. The formation of new organizations and the revitalization of dormant neighborhood groups are to be encouraged.
7. Home ownership should be strongly encouraged. Additional subsidized housing and more rental units in University City should be reviewed on a case-by-case basis.

Housing - Preservation and Maintenance

8. Preserve, maintain, and renew the housing stock.

9. Strong enforcement of the Property Maintenance Code is a high priority.
10. Housing units that are not economically feasible to rehabilitate should be demolished.
11. The concept of rental licensing is to be examined and implemented if practicable.

Development

12. Encourage development activities in the locations identified in this Plan, but approve only those projects, which have the potential for meeting the stated development goals of this Plan.
13. In those areas in which redevelopment are encouraged in this Plan, such redevelopment will be considered when it can be demonstrated that the proposal is sensitive to the adjacent residential areas (if applicable). This will include the developer of the project providing specific information with respect to how the proposed development will impact the adjacent residential area and will require the identification of any mitigating measures that reduce potential negative impacts.
14. Development proposals in existing residential neighborhoods will require the submission of a three-dimensional building massing model [1" to 16' \leq ratio \geq 1" to 20']. The three dimensional model will include the buildings in the proposed development as well as all adjacent and contiguous buildings within 185 feet of the proposed development boundary. The model will indicate the exact geographical relationship (e.g. height, setbacks, etc.) among all the buildings.
15. Additional subsidized housing will be discouraged.
16. High quality and economically diverse residential development will be encouraged.
17. There will be no eminent domain beyond development area boundaries.
18. Development proposals in officially designated historic neighborhoods will be referred to the Historic Preservation Commission for comment.

Population

19. Encourage the in-migration of individuals and families who have the means to support community services and the interest to support historic

community values.

Transportation

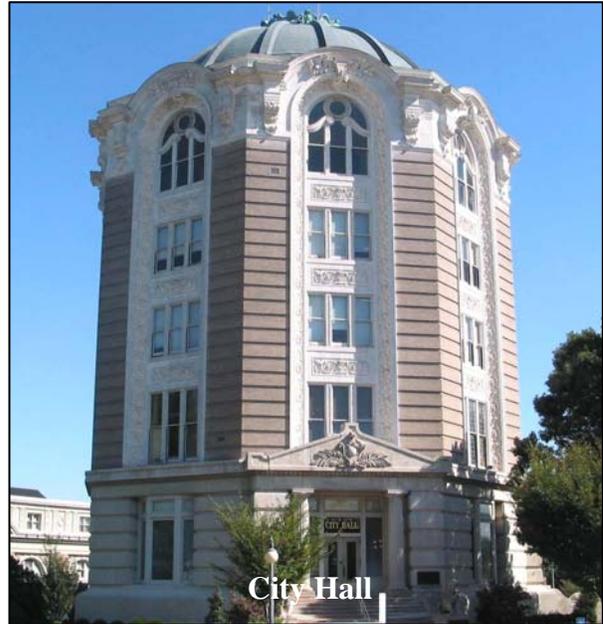
20. Encourage and support the improved access from University City to all parts of the metropolitan area, including both highway and transit service improvements.
21. Continue to encourage the use of major streets for through traffic and to discourage the use of residential streets for such traffic.
22. Encourage and support improvements in public transit lines that serve University City and changes that improve accessibility for University City residents.
23. Discourage all proposals for transit, highway, or arterial street improvements that will have a significant negative effect on University City residential neighborhoods.

COMMUNITY QUALITIES

Basic Qualities

University City provides the full range of City services, under the Council-Manager form of local government. Economic constraints do impose necessary limitations on these services.

University City is seen as an attractive place to live because of its relative convenience to places of employment, shopping, and leisure time activities. Immediate access to shopping facilities within the community has diminished in recent years with the locational shift of retailing to shopping centers and the marketing changes of the major food stores. City economic development activities should continue as a means of attracting business to University City.



Special Qualities

University City's library, park facilities, schools, churches and rich organizational life, as well as the close proximity to Washington University and the cultural facilities in the City of St. Louis, have attracted many persons to University City who value these particular amenities. In recent years, life in University City has been further enriched by the decisions of Craft Alliance, the St. Louis Symphony Music School and Loop Arts District, Washington University Art School, and the Center of Contemporary Arts to locate in the Loop vicinity.

Good tree cover and open green spaces have been recognized as community assets and make a major contribution to making University City such a desirable place to live.

University City's neighborhoods have a quality and variety that preserves the sense of place and lends human scale to the built environment.

The Loop is a distinct place, with specialty shops, entertainment, and ethnic dining opportunities. University City is proud of its involved citizenry. Residents participate in and support city and school tax campaigns and serve on citizen boards and commissions. They also work within their neighborhoods as members and officers of neighborhood associations and block organizations.

POLICIES RECOMMENDED FOR COMMUNITY QUALITIES

Basic City Services

1. Maintain basic city services, effecting economies where possible.
2. Improve City services where economically feasible.

Infrastructure

3. Maintain basic public infrastructure, improving or replacing substandard areas.

Personal Security and Safety

4. Maintain effective police, fire, and ambulance services.
5. Improve the dissemination of accurate, up-to-date information on crime.

Public Schools

6. Use all potential opportunities to partner with the school district.
7. Consider the fiscal impact on the school district when reviewing land development and renewal activities.

Access to Shopping, Employment and Recreation

8. Maintain and improve access to shopping, employment, and recreation.
9. Continue an emphasis on encouraging economic development in University City.

Cultural, Educational, and Recreational Opportunities

10. Maintain the existing level of cultural, educational, and recreational opportunities in University City and encourage the maintenance of existing opportunities in the St. Louis region.

Trees and Open Space

11. Require that trees be maintained in all developments where possible.
12. Retain existing open space in the parks and street parkway strips and maintain the dense tree cover throughout the community.

Neighborhood Character

13. Preserve and protect the individual character of University City neighborhoods.

University City Loop

14. The Loop has a special character and is an important ■people place• in the community. It is to be maintained and improved. Intrusions of inappropriate and incompatible uses, renovations, or development are to be prevented.

Citizen Involvement

15. Encourage a high level of citizen involvement in community affairs.

History of Planning in University City

HISTORY OF PLANNING IN UNIVERSITY CITY

Planning in University City is intimately tied to the City's history. E. G. Lewis, founder of University City, studied the growth of St. Louis and saw that it had been westward from hill to hill with the hollows filling in later.* Lewis realized that the next undeveloped high ground was on Delmar Boulevard (then the Old Bonhomme Road trail) in what is now University City. His resolve to purchase this land was also influenced by the relocation of Washington University to its present site and the proposed Louisiana Purchase Exposition (1904 World's Fair) which was to be constructed in Forest Park and on the land that is now the Washington University campus.

In 1902, Lewis purchased an 85-acre cow pasture on Delmar and started to develop the first residential subdivision in University City, University Heights. Influenced by the landscape park movement, which rejected the idea of rigid gridiron street patterns, Lewis laid out the subdivision with gently curving streets that harmonized with the sloping hillside. The lots were graduated in size, with the larger lots placed closest to the entrances. This arrangement made it possible to build a wide range of house sizes without threatening the status of the larger houses. Over ninety years have passed since the development of the University Heights subdivision, yet even today, it is considered a model of good subdivision design.

The City Beautiful Movement was in full swing and Lewis's plans for a city included broad boulevards and architecturally significant buildings around a central plaza. A model depicting Lewis's plan for the civic plaza may be seen on the first floor of University City's City Hall. The civic plaza began to take shape with the construction of the Lion Gates and the Magazine Building of the Lewis Publishing Company (now the City Hall). Lots were sold, houses built, and on September 4, 1906, University City was incorporated with a population of almost 2,000.

Just three years after its incorporation, University City adopted its first building code. The building code of 1909 designated most of the southern half of the City as within the fire limit, requiring masonry construction for all new buildings. This code also included a provision for smoke abatement. As a result of the code requirement for masonry, the community developed as a city of brick homes.

Prior to the advent of zoning, private subdivisions such as University Heights, Parkview and Ames Place regulated development and the land use through restrictive covenants or deed restrictions which required the use of certain building materials, regulated height, size, placement and use, and even set minimum construction values. Julius Pitzman, who pioneered the private subdivision with the design of Benton Place in St. Louis, designed the Parkview subdivision and influenced the development of other private subdivisions in University City.

In 1920 the University City Plan Commission was established, the first such commission in

*Sidney Morse, *The Siege of University City*, (University City Publishing Company, 1912, p.212.

HISTORY OF PLANNING IN UNIVERSITY CITY

St. Louis County. Albert P. Greensfelder was the first chairman of the Commission and held that position for 25 years. During his tenure, he was the leading force in the formation of a plan commission for St. Louis County.

Among the earliest actions of the City Plan Commission was the employment of a consultant, Harland Bartholomew, in 1921 to develop a basic plan for University City. This first planning effort touched briefly on street patterns, recreation and public transit, but consisted primarily of zoning regulations and subdivision controls. Public hearings were held in the three wards of the City, and the Board of Aldermen adopted the recommended legislation on June 13, 1922. University City's Zoning ordinance is believed to have been the first such ordinance adopted in St. Louis County.

The 1922 zoning ordinance kept the City's development orderly and of high quality, while the planning behind the ordinance guided land use, subdivision layout, the placement of streets and parks, and alerted University City to make its needs known when the City of St. Louis made transit plans. In 1926, the zoning code was amended to make it consistent with a state statute enacted the year before.

In 1931, a comprehensive city plan was prepared by Harland Bartholomew and Associates. It focused on streets, transportation, parks and zoning and included a section on civic art, a tribute to the waning City Beautiful movement. This plan was adopted by the City and guided development decisions during major periods of development and growth over the next twenty years.

The depression years of the 1930's were difficult times. Although several public buildings were constructed by the Federal Works Progress Administration (WPA), other construction was virtually halted. Then in the late 1930's and very early 1940's, as construction activities were beginning to start again, development was frozen because of national defense priorities before and during World War II.

However, plans for postwar subdivision development and other improvements were reviewed and approved by the Plan Commission during the war period. A revision of the zoning ordinance was also carried out in preparation for the construction activities University City expected after the war. After World War II ended, the expected boom occurred, and University City was ready for it. The new zoning ordinance and the approved development plans made for orderly growth, consistent with the 1931 comprehensive plan.

By 1953, with the development of the City nearing completion, the Plan Commission requested the preparation of the new comprehensive city plan. Evert Kincaid and Associates were selected as consultants for the plan. Work was begun in 1955, completed in 1958, and adopted by the Plan Commission and City Council.

The new plan addressed the completion of University City's development and the City's future needs. It dealt with traffic, the commercial economy, schools, and parks. Its call for renewal in the eastern portion of University City led to the development of Cunningham Industrial Park and the renewal programs in the Loop area. Based on suggestions in the plan,

HISTORY OF PLANNING IN UNIVERSITY CITY

the zoning code was revised, a housing maintenance code was enacted, and many streets were improved.

During the 1960s University City underwent significant racial change. Housing had been racially segregated throughout St. Louis and St. Louis County. African-Americans were relegated to certain neighborhoods in St. Louis and to small, all-African-American enclaves in St. Louis County. Except for a few custodians living in basements of apartment buildings, and live-in domestic service employees, University City's population was virtually all white. With the end of segregated schools in St. Louis in 1955, the pattern of housing segregation began to break down. In the early 1960's University City found itself in the direct path of African-American families migrating from St. Louis and became one of the first communities in St. Louis County to participate in the racial integration process. Before long, exploitive real estate dealers, acting on latent fears and racial stereotypes, generated a flood of house selling that shocked this stable, middle-class community. Although integration took place without the ugly incidents that marred the process in other places, a good deal of panic selling and white flight did occur.

On June 5, 1967, University City became the first city in the nation to adopt an ordinance requiring an occupancy permit as a prerequisite to occupying or re-occupying any dwelling unit. This measure was added to the City's housing code in order to insure that housing met minimum code requirements, including controls on overcrowding. The concept of population density controls was well established in zoning codes and governed new development, but not until the advent of this requirement of permits for re-occupancy was there a mechanism for the ongoing control of neighborhood density. Today the program is nationally recognized and often used as a model by other communities. More important than national recognition is the fact that this program has the overwhelming support of University City residents, who recognize its potential for preventing deterioration and overcrowding.

In 1967, the Plan Commission asked for a general revision of the zoning code. This was begun in early 1968 when Team Four Inc., a local planning consulting firm, was hired for the task. A new code was developed in which the hierarchical zoning classification system was eliminated and replaced with district regulations that better reflected the development patterns of University City. In addition, the code offered some innovative features such as site plan review and Planned Residential-Office district which encouraged high-quality, high-rise multifamily residential and office development. The new code was adopted in 1970 and has been amended on a fairly regular basis to keep current with City needs. During the period of work on the zoning code, the Plan Commission developed a position paper on development policy entitled "Planning Policies for Land Development in University City," which it adopted on April 22, 1970. This document dealt with land use in seven areas of the City targeted for major development.

In 1971, the Missouri Chapter of the American Institute of Planning honored University City with its 1971 Planning Award for plan implementation. Among the activities cited were implementation of the 1958 comprehensive plan, urban renewal plans of 1962-1966, the sign code of 1968, and the new zoning code.

HISTORY OF PLANNING IN UNIVERSITY CITY

From 1971 through 1975, Team Four Inc. prepared six separate documents plus several technical memoranda to update the 1958 comprehensive plan. These studies documented the demographic and physical changes, which had occurred in University City between 1960 and 1970. Housing, commercial areas, transportation, and public involvement were analyzed, policies were proposed, and a full array of useful strategies were recommended. Many of the Team Four recommendations, particularly those dealing with the commercial areas, have been implemented and have proven valuable to the City.

The 1958 plan prepared by Evert Kincaid and Associates has served the City well in guiding the final stages of land development and in pointing the way for renewal and property maintenance code enforcement programs. With land development completed and with strategies on specific areas of concern provided by the Team Four documents described above, there was little urgency to prepare a new comprehensive plan. However, with the availability of 1980 Census data with new development and redevelopment issues facing the City, a decision was made to consolidate community plans into a single document and to prepare a new comprehensive plan. Work was started in 1982 with a survey of residents, followed by citizen workshops and the development of community goals. This plan was adopted by University City Plan Commission in 1986.

In 1997, the Zoning Code was completely revised to bring it into conformance with existing conditions.

This 1999 Comprehensive Plan Update uses the 1986 Plan as its basis. It incorporates the most recent census data and updates the development activities and policies for University City. It incorporates the results of a public opinion survey conducted in September 1998 that was used as a basis for developing current policies for land use planning in University City as well as public input from a community questionnaire and public meetings.

Part One - Growth Management

Chapter 1 – Commercial Areas – Preservation and Maintenance

Chapter 2 – Residential Neighborhoods – Preservation and Maintenance

Chapter 3 – Housing - Preservation and Maintenance

Chapter 4 – Development

Chapter 5 – Population

Chapter 6 – Transportation

GROWTH MANAGEMENT

The first part of this plan addresses the preservation and maintenance of commercial areas, residential neighborhoods and housing stock; development of vacant land, reusable buildings, and private redevelopment; population; and transportation.

At this point in the development of University City, it is not realistic to consider major changes in the established land use pattern. The basic pattern of land use began with E. G. Lewis's vision of a planned, high-quality residential city, free from the random intrusion of industry and commerce. The work of Harland Bartholomew contained in the 1922 zoning ordinance and the 1931 city plan gave form and dimension to Lewis's concepts; the Kincaid plan of 1958 set the stage for the Cunningham Park and University Court urban renewal programs that removed the blighted mixture of industrial and residential uses from the areas at the east end of Olive Boulevard. Although the 1958 plan called for encouraging multi-storied residential development on vacant land along the balance of Olive Boulevard, the shallow-depth strip commercial land use was permitted to develop almost unchecked.

Despite its developed state, University City does face growth management issues. While the highest priority is given to the preservation and maintenance of commercial areas, residential neighborhoods and the housing stock, the City must establish a realistic range of possibilities for re-use of certain areas. Strict enforcement of the property maintenance code continues to be a high priority.

The City's population is diverse, representing a wide range of ethnic backgrounds, ages and incomes, but the City must continue to attract residents who have a high level of concern regarding the future of the City, and a willingness to provide the resources needed to maintain a quality residential community.

No major changes are anticipated in University City's well-established street system or in the County arterial roads and State highways that directly serve University City.

CHAPTER 1

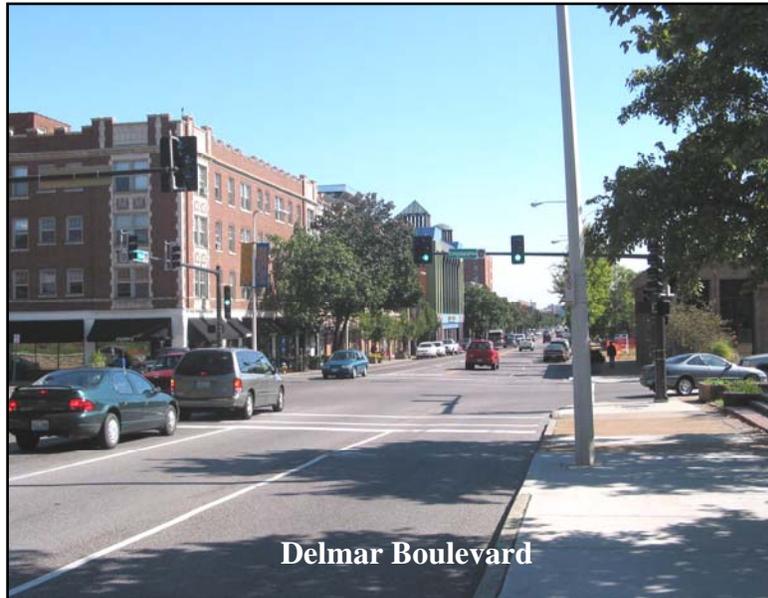
COMMERCIAL AREAS - PRESERVATION AND MAINTENANCE

Goal: The maintenance and improvement of commercial areas.

The importance of the commercial areas is threefold. First, most residents depend on local businesses for their convenience shopping needs (food stores, drug stores, automobile service, hair dresser, barber, dry cleaning, etc.). Second, the City's image and the public perception of its well-being are generated by the appearance of its businesses and its commercial districts. Third, a considerable portion of the City's revenue comes from commercial activities in the City in the form of utility taxes, sales taxes, property taxes, and business licenses.

The Loop

The Loop, a thriving retail area along the eastern end of Delmar Boulevard in the 1930's and 40's, went through a difficult period from the early 1950's to the mid-1970's. By the early 1980's it had taken on a new life as an area of specialty shops, bookstores, record stores, restaurants, movie theaters and galleries.



In 1980, a Special Business District was formed in which merchants of the district agreed to place an additional tax on commercial property and business licenses in the area. This money is used in the Loop Commercial District for promotion and physical improvements. Activities funded by this money have included additional marketing activities and improvements to the area's appearance.

As of the late 1990's, the University City Loop is widely recognized as an area for prime eating and unique shopping establishments and other entertainment opportunities.

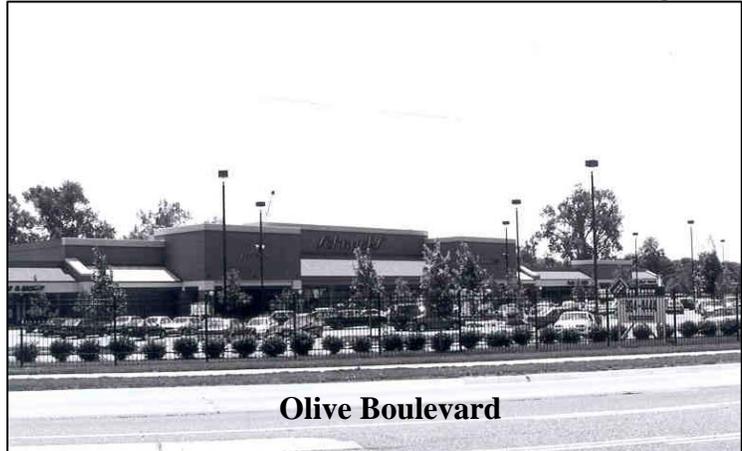
Olive Boulevard

PART ONE – GROWTH MANAGEMENT

In this Plan Update, Olive Boulevard is identified as a high priority for redevelopment although it is recognized that there are some limitations because of the shallow lots along Olive, which may not provide for adequate site coverage. The City encourages the development of high quality commercial uses along this corridor. The development of the University Square Mall has been an asset to Olive Boulevard.

Secondary Business Districts

The Delmar-Mc Knight-I170 district contains the second largest concentration of office space in the City and a number of stable retail tenants.



The Delmar-Old Bonhomme area contains a combination of office, specialty retail convenience, and restaurant uses.

The Forsyth District is located along Forsyth Boulevard, with the city limit of Clayton forming the western boundary. This district is a mixture of apartments and commercial uses including retail, office, and service uses.

Neighborhood Districts

University City's neighborhood districts fall into two general categories: those that are located at intersections of major or secondary streets, and those that serve only surrounding neighborhoods. Districts located at the following intersections generally contain office, convenience, or automotive-related uses and are currently in relatively healthy condition:

Delmar-Midland
Delmar-Hanley
Delmar-North & South
Millbrook-Big Bend
Pershing-Jackson
McKnight-Old Bonhomme
Midland-Vernon/Balson

The second type of grouping contains basically neighborhood-oriented convenience food stores. Most of these locations lend themselves to conversion to office use.

Purdue-Dartmouth
Sutter-Etzel

Ferguson-Plymouth
Ferguson-Roberts
North & South-Milan
North & South-Shaftesbury

Economic Development



A package of economic assistance programs are available to developers through the University City Land Clearance for Redevelopment Authority, the University City Industrial Development Authority and the Planning and Development Department of the City. These include assistance in locating available commercial space and cleared land for sale, tax-free industrial revenue bonds, the availability of a Chapter 353 Redevelopment Corporation, the advantages of property listed on the National Register of Historic Places, and

the use of Eminent Domain and the Tax Increment Financing.

RECOMMENDATIONS

Policies

1. Encourage the maintenance and improvement of commercial areas.
2. Continue an emphasis on economic development and on improving business conditions.
3. Encourage the redevelopment of Olive Boulevard for commercial use.
4. Commercial development is to be encouraged adjacent to the proposed Olive and I-170, Delmar and I-170, and Forsyth MetroLink stations.

Strategies:

1. Maintain city streets, curbs, sidewalks, tree lawns and other public improvements.
2. Encourage St. Louis County and the State of Missouri to maintain streets, curbs, sidewalks and other public improvements under their jurisdiction.
3. Encourage the State of Missouri to improve the shoulders and install

PART ONE – GROWTH MANAGEMENT

public sidewalks along Olive Boulevard.

4. Require developers to install public sidewalks on Olive Boulevard.
5. Increase the tree planting along Olive Boulevard and maintain existing trees in the Loop.
6. Implement available local, state, and federal incentives and business assistance programs.
7. Step up property maintenance code enforcement.
8. Where applicable, develop detailed commercial district plans with guidelines to improve the appearance and environment of these areas.
9. Encourage the conversion of obsolete retail space to office uses, service or storage uses in appropriate locations.

CHAPTER 2

RESIDENTIAL NEIGHBORHOODS - PRESERVATION AND MAINTENANCE

Goal: The preservation, maintenance, and improvement of residential neighborhoods.

BACKGROUND

University City has had a history of successful management of its neighborhoods and of strong support from residents in these efforts. The preservation and maintenance of residential neighborhoods with their varied and often unique characteristics has been a high-priority community goal for many years. Strong property maintenance code enforcement and policies to ensure land use compatibility have formed the basis for a vibrant residential community.

RECOMMENDATIONS

Policies

1. Residential neighborhoods are a precious resource and are to be preserved, maintained, and where appropriate, improved. Areas designated for re-use are to be maintained until re-use is completed. In no case is an area to be willfully neglected by the City in order to encourage redevelopment.
2. Neighborhood organizations play an important role in the preservation, maintenance, and improvement of neighborhoods. The formation of new organizations and the revitalization of dormant neighborhood groups is to be encouraged.
3. Home ownership should be strongly encouraged. Additional subsidized housing and more rental units in University City should be reviewed on a case-by-case basis.

Strategies:

1. Continue enforcement of property maintenance codes to encourage the maintenance of private property.
2. Maintain publicly owned property within neighborhoods.
3. Continue incentive programs including rehabilitation loans for home maintenance and apartment renovation in eligible neighborhoods.
4. Identify neighborhoods which exhibit a decline or a potential for decline, and develop neighborhood plans to guide activities within these neighborhoods.

CHAPTER 3

HOUSING - PRESERVATION AND MAINTENANCE

Goal: The preservation, maintenance, and renewal of the housing stock.

BACKGROUND

The housing stock in University City is generally of a very high quality. University City has been a pioneer in establishing occupancy permit and property maintenance codes in order to protect the health, safety, and welfare of the general public.

The occupancy permit and property maintenance codes are widely supported by University City residents. The property maintenance code establishes minimum requirements and standards for all existing structures in University City with respect to safe and sanitary maintenance, protection from the elements and structural soundness.

Housing Composition



Of the estimated 18,000 dwelling units in University City, approximately 10,000 are single family, 1,700 are in two-family dwellings, and 6,300 are in multifamily buildings. The areas with the greatest concentration of multifamily units are the Loop, Villages of Wyncrest and the Delcrest area south of Delmar and east of Interstate 170.

The 1990 Census indicated that of the occupied housing units in University City, 59 percent were occupied by owners and 41 percent by renters. There were 1150 vacant housing units for an overall vacancy rate of 6.5 percent, which was the same as the countywide rate. The vacancy rate for rental units was 15 percent, and the homeowner units the vacancy rate was 1.3 percent.

Table 1 shows that University City's housing stock contains a wide range of sizes as determined by number of bedrooms. While the high percentage of renter-occupied units containing fewer than three bedrooms (76%) could be expected due to the large number of apartments for the elderly, the percentage of owner-occupied units with fewer than three bedrooms (33%) could create potential marketing difficulties.

PART ONE – GROWTH MANAGEMENT

Table 1
Size of Housing by Number of Bedrooms

Number of Bedrooms	Owner Occupied	Renter Occupied*	Vacant	All Housing Units
None	0%	5%	1%	2%
One	2%	20%	16%	10%
Two	31%	51%	52%	40%
Three	44%	21%	24%	34%
Four or More	2%	2%	7%	14%
Total Units	9,727	6,892	1,150	17,706

*Includes single family detached housing which is rented.

Source: U.S. Bureau of the Census, *Census of Population: 1990*.

The high cost of new construction and the renewed interest in central locations like University City have kept the market demand high for University City housing, with the older, well-constructed, larger houses in greatest demand. Another trend that has made older houses more popular is increased interest in homes with architectural character. This has had a positive effect on suburbs like University City where many houses exhibit an individuality and character not found in new subdivisions. Purchasers frequently update the interiors with modern kitchens, baths, and air-conditioning.

Well-maintained apartments with modern conveniences are in high demand, resulting in some increase in the level of maintenance and renovation work on multifamily property. University City building permit information shows that an average of approximately \$16.4 million has been spent each year since 1995 for residential alterations, additions, renovations, fences, swimming pools, and similar items.



In addition to the demand for existing housing, there is a strong market for new residential construction, particularly high-quality single family and multi-family condominium developments.

RECOMMENDATIONS

Policy

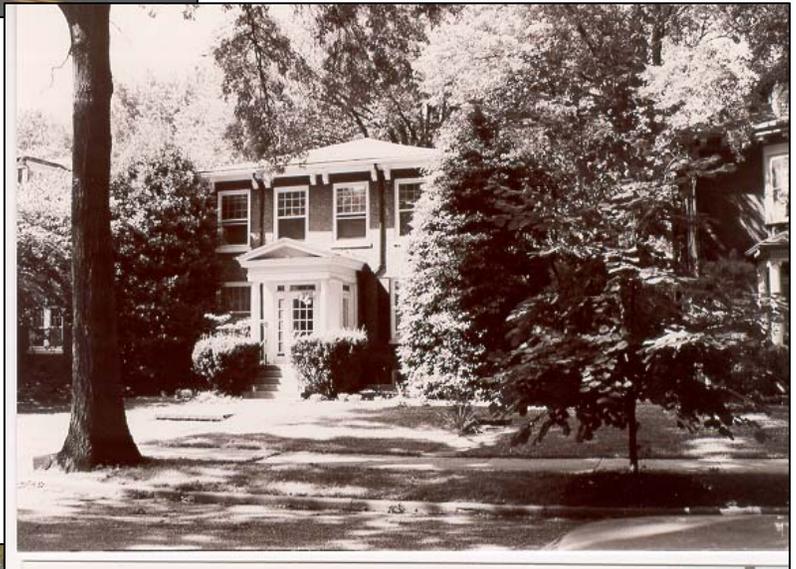
Preserve, maintain, and renew the housing stock.

Strategies:

1. Continue emphasis on citywide code enforcement activities.
2. Continue program of rehabilitation loans and grants to owner-occupants who qualify under Income guidelines.
3. Continue to assist larger rehabilitation and adaptive re-use projects by the use of tax-free bonds and other financial incentive programs available under state and federal laws.
4. Actively market University City housing opportunities through the University City Residential Service, City Staff activities, and public relations specialists in order to attract investors, developers, home purchasers, and renters.
5. Strong enforcement of the Property Maintenance Code is a high priority.
6. Housing units that are not economically feasible to rehabilitate should be demolished.
7. Vacant, undersized lots are to be added to the adjacent lot where feasible.
8. The concept of rental licensing is to be examined and implemented if practicable.

PART ONE – GROWTH MANAGEMENT

Housing Variety in University City



CHAPTER 4

DEVELOPMENT

Goals: The management of physical development in a manner that produces high-quality, long-lasting development, that projects a positive community image, increases the value of surrounding property, adds to the public convenience, enlarges opportunities for pursuing an urban life-style, and enhances community resources.

The management of physical development in a manner that projects the essentially residential nature of the community, recognizes the importance of designated landmarks and historic areas, minimizes the consumption of energy from non-renewable sources, and reduces the potential for damage resulting from flash floods, earthquakes and other natural disasters.

BACKGROUND

University City is a mature, inner-ring suburb of St. Louis. It covers approximately six square miles and is surrounded by incorporated communities, leaving no opportunities for expanding its boundaries. Major office development in the metropolitan area has taken place almost exclusively in downtown St. Louis, the Clayton business district and Highway 40 corridor, west of Interstate 270.

The following section identifies major areas in University City that have significant opportunities for redevelopment.

Policies

Encourage development activities in the locations identified in this plan, but approve only those projects, which have the potential for:

1. producing high-quality, long-lasting development that projects a positive community image, increases the value of surrounding property, adds to the public convenience, enlarges opportunity for pursuing an urban life-style and enhances community resources; and
2. protecting the essentially residential nature of the community; that recognizes the importance of designated landmarks and historic areas, minimizes the consumption of energy from non-renewable sources, and reduces the potential for damage resulting from flash floods, earthquakes and other natural disasters.

Strategies:

1. Maintain economic development activities at current or higher levels.
2. Maintain high standards in all review and approval processes.
3. Encourage development activities in the locations identified in this Plan, but approve only those projects, which have the potential for meeting the stated development goals of this Plan.
4. In those areas in which redevelopment is encouraged in this Plan, such redevelopment will be considered when it can be demonstrated that the proposal is sensitive to the adjacent residential areas (if applicable). This will include the developer of the project providing specific information with respect to how the proposed development will impact the adjacent residential area and will require the identification of any mitigating measures that reduce potential negative impacts.
5. Development proposals in existing residential neighborhoods will require the submission of a three dimensional massing model [1" to 16' \leq ratio \geq 1" to 20']. The three dimensional model will include the buildings in the proposed development as well as all adjacent and contiguous buildings within 185 feet of the proposed development boundary. The model will indicate the exact geographical relationship (e.g. height, setbacks, etc.) among all the buildings.
6. Additional subsidized housing will be discouraged.
7. High quality and economically diverse residential development will be encouraged.
8. There will be no eminent domain beyond development area boundaries.
9. Development proposals in officially designated historic neighborhoods will be referred to the Historic Preservation Commission for comment.

REDEVELOPMENT AREAS

Several areas in University City have been identified as having the potential for redevelopment. These areas include sites that meet at least one of the following criteria for redevelopment:

1. Vacant property

PART ONE – GROWTH MANAGEMENT

2. Deteriorating or poorly maintained buildings on the site.
3. Underutilization of the property site with respect to site coverage or density or market conditions.
4. A logical extension of adjacent higher density developments.
5. Appropriate site for public use (i.e.: MetroLink)

*In those areas in which redevelopment is encouraged in this Plan, such redevelopment will be considered when it can be demonstrated that the proposal is sensitive to the adjacent residential areas (if applicable). This will include the developer of the project providing specific information with respect to how the proposed development will impact the adjacent residential area and will require the identification of any mitigating measures that reduce potential negative impacts.

PART ONE – GROWTH MANAGEMENT

The following sites have been identified as major areas for redevelopment. This list of redevelopment areas is not all inclusive since over time other sites may become available.

MAJOR AREAS FOR REDEVELOPMENT

See Map Labeled as Major Areas for Redevelopment for corresponding Map #

Location	Description of Area	Current Zoning	Map #
Olive / Briscoe	8680 and 8689-91. The 2 westernmost lots at the West City Limits. 8648 Olive and all lots on Briscoe Place.	IC & HR	1
Olive	All lots on the north side between Sheridan and Woodson.	GC	2
Olive	Various lots on both sides between 8080 (Aldi) and 8342 on the south and between 8109 and 8333 on the north.	GC	3
Olive	Various lots on both sides between 7578 and 7940 on the south and between 7579 and 7929 on the north.	GC	4
Olive	Various lots on both sides between 7290 and 7380 on the south and between Purdue and 7429 on the north.	GC & MR	5
Olive	Various lots on the north side between Purdue and Patridge.	GC	6
Roberts 6813 Ferguson 1251 & 1255 Raymond 6800 & 6801 Melrose 6801	All lots on the west side of Ferguson between Melrose and the north City Limits (north of Roberts).	SR	7
Pennsylvania 1000	Lot 4 of Schnucks University Square and various lots on the north side of Olive between 6973 and 7045.	GC	8
Plymouth 6802, Ferguson 1146, 1156 & 1161	The four corner lots at Plymouth and Ferguson.	LC	9
Plymouth	Lots on both sides west of Sutter between 6508 and 6528 on the south and between 6511 and 6523 on the north.	SR	10
Olive	Various lots on both sides between 6740 and 6850 (Schnucks eastern outparcel) on the south and 6773 and 6841 on the north.	GC	11
Olive / Chamberlain	6504 and 6610 (Pete's Sure-Save property) on the south side of Olive and all of the lots on the north side of Olive between Sutter and Kingsland. All lots on both sides of Chamberlain between 6500 and 6501 to 6512 and 6515.	GC, IC & LR	12

PART ONE – GROWTH MANAGEMENT

Location	Description of Area	Current Zoning	Map #
Kingsland 899	Southwest corner of Kingsland and Vernon.	IC	13
Westgate 849	Southwest corner of Westgate and Vernon.	HR	14
Villages of Wyncrest (previously known as ■Canterbury Gardens●)	Properties bordered by Delmar to the south, McKnight to the east, LePere to the west and Old Bonhomme to the north. Also 8631 and 8637 Delmar, two lots on the west side of I-170 on the north side of Delmar and 633 McKnight (Commerce Bank), the lot at the northwest corner of McKnight and the northbound on-ramp of I-170.	MR & GC	15
West Kingsbury/Delmar	All lots in the 8600 blocks of West Kingsbury and Barby. All lots on the south side of Delmar between I-170 and 8748 Delmar (including 544 Kingdel).	HRO, SR, GC & MR	16
McKnight 612	Walgreen's Shopping Center bordered by Delmar to the south, Berick to the east, McKnight to the west and Gannon to the north.	GC	17
Delcrest	All lots within the half-moon shaped area north of Delcrest and south of Delmar. Also 8342 Delcrest, the School board property.	GC, HRO & PA	18
North & South / Central / Delmar	All lots from the south City Limits to Delmar. All lots facing Central from the south City Limits to Delmar. All lots on the south side of Delmar between 7508 and 7700. 707 North & South, lot on the northwest corner of Gannon and North & South.	PD, SR, MR & LC	19
Pershing 7393	Lot at the northeast corner of Jackson and Pershing.	MR	20
Forsyth	All lots on both sides from 7334 and 7335 to the west City Limits (including 7355 Lindell).	GC	21
North & South / Wild Cherry / Wild Plum / Warder	All lots on the west side of North & South from 1001 to 1025. All lots on the east side of Wild Cherry from 1000 to 1024. All lots on both sides of Wild Plum from 7715 and 7716 to 7741 and 7750. All lots on the east side Warder from 962 to 982.	MR	22

Zoning Descriptions

GC - General Commercial
PA - Public Activity
LC - Limited Commercial

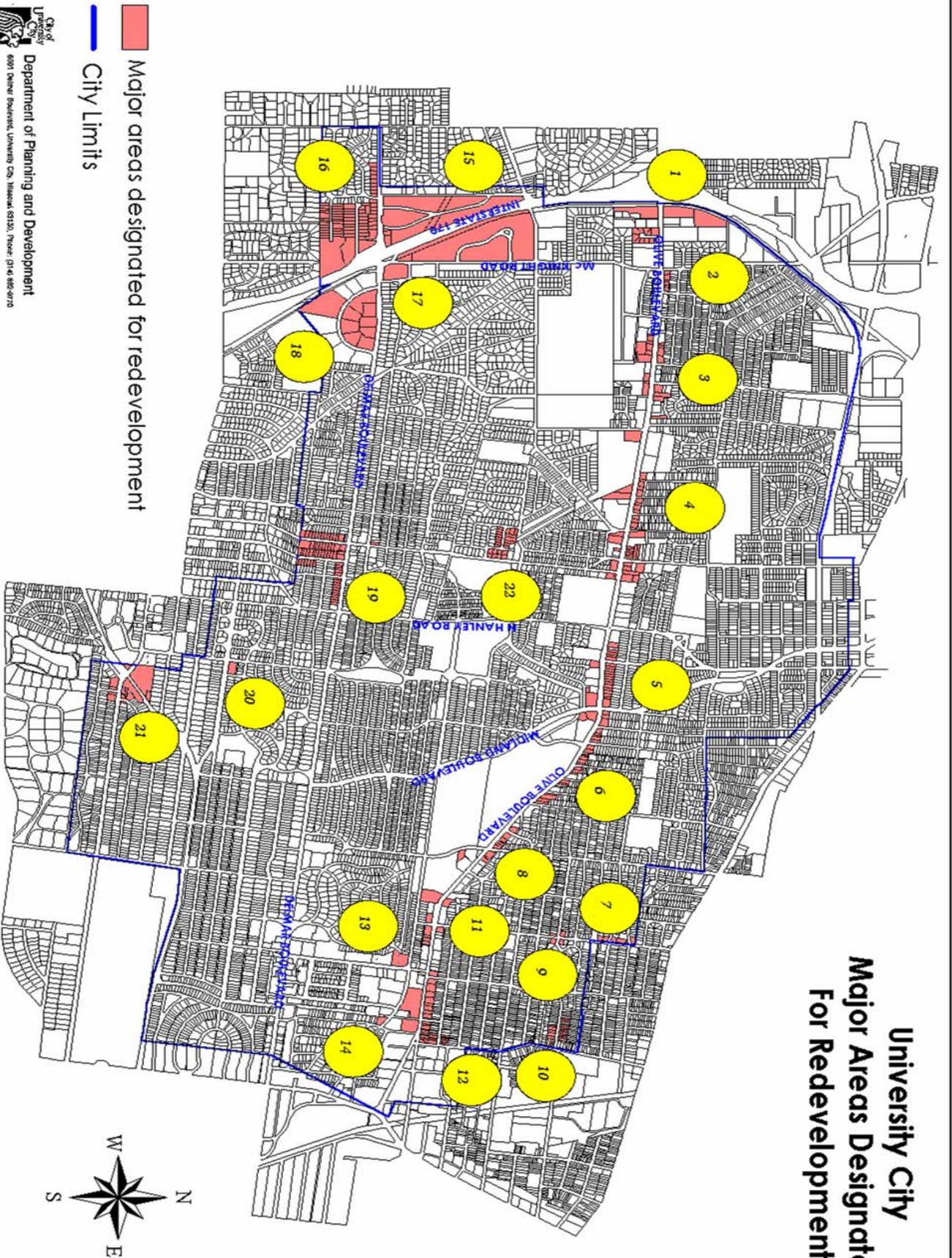
IC - Industrial Commercial
PD - Planned Development
HR - High Density Residential

SR - Single Family Res.
MR - Medium Density Res.
HRO - High Density Residential Office

DETAILED MAPS OF REDEVELOPMENT AREAS

The following pages identify in more detail the specific redevelopment area

University City Major Areas Designated For Redevelopment



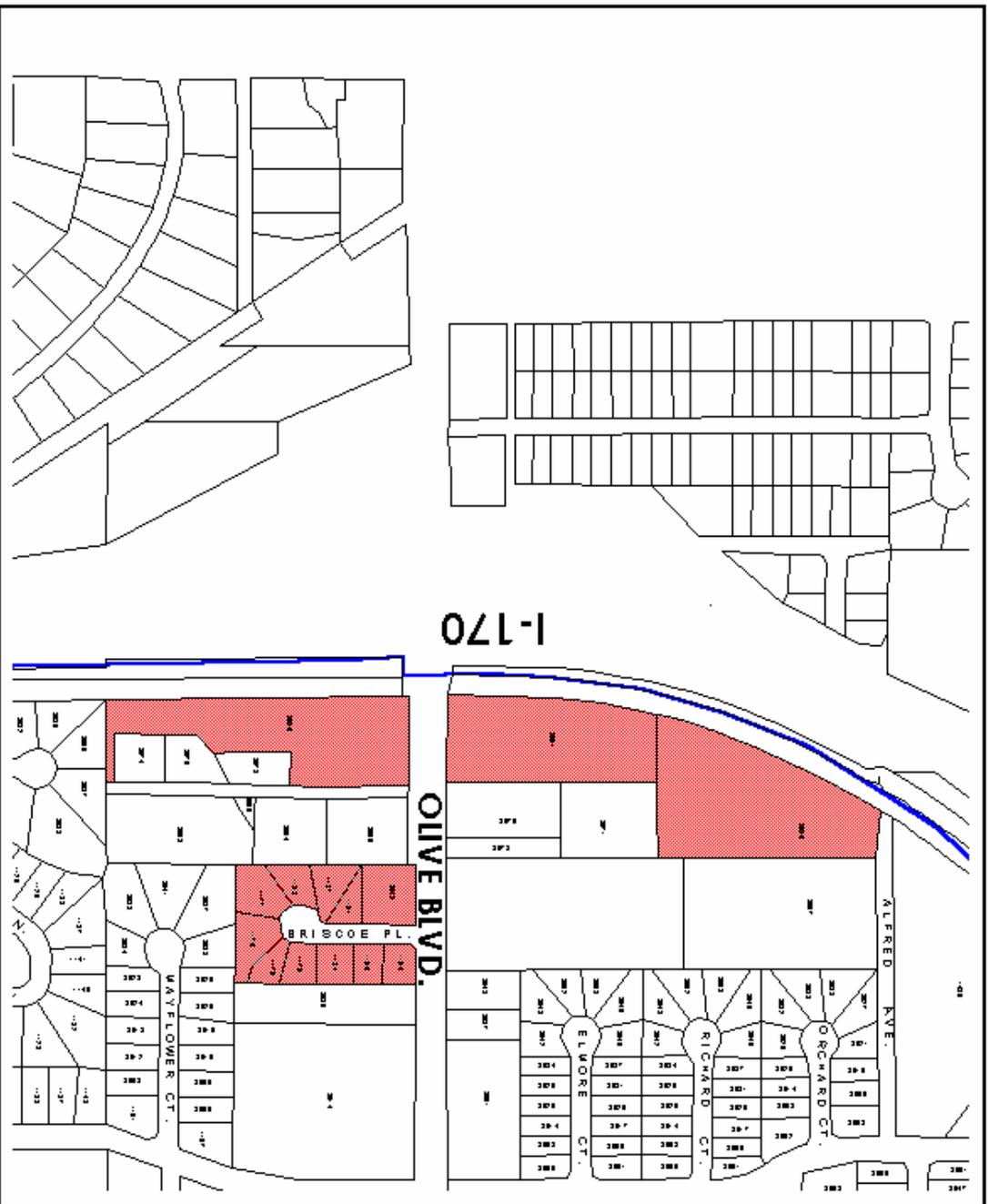


 City of University City

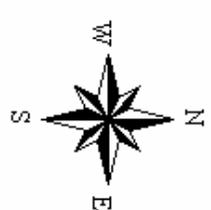
 Department of Planning and Development

 4801 Delmar Boulevard, University City, Missouri 63120, Phone: (314) 863-9770

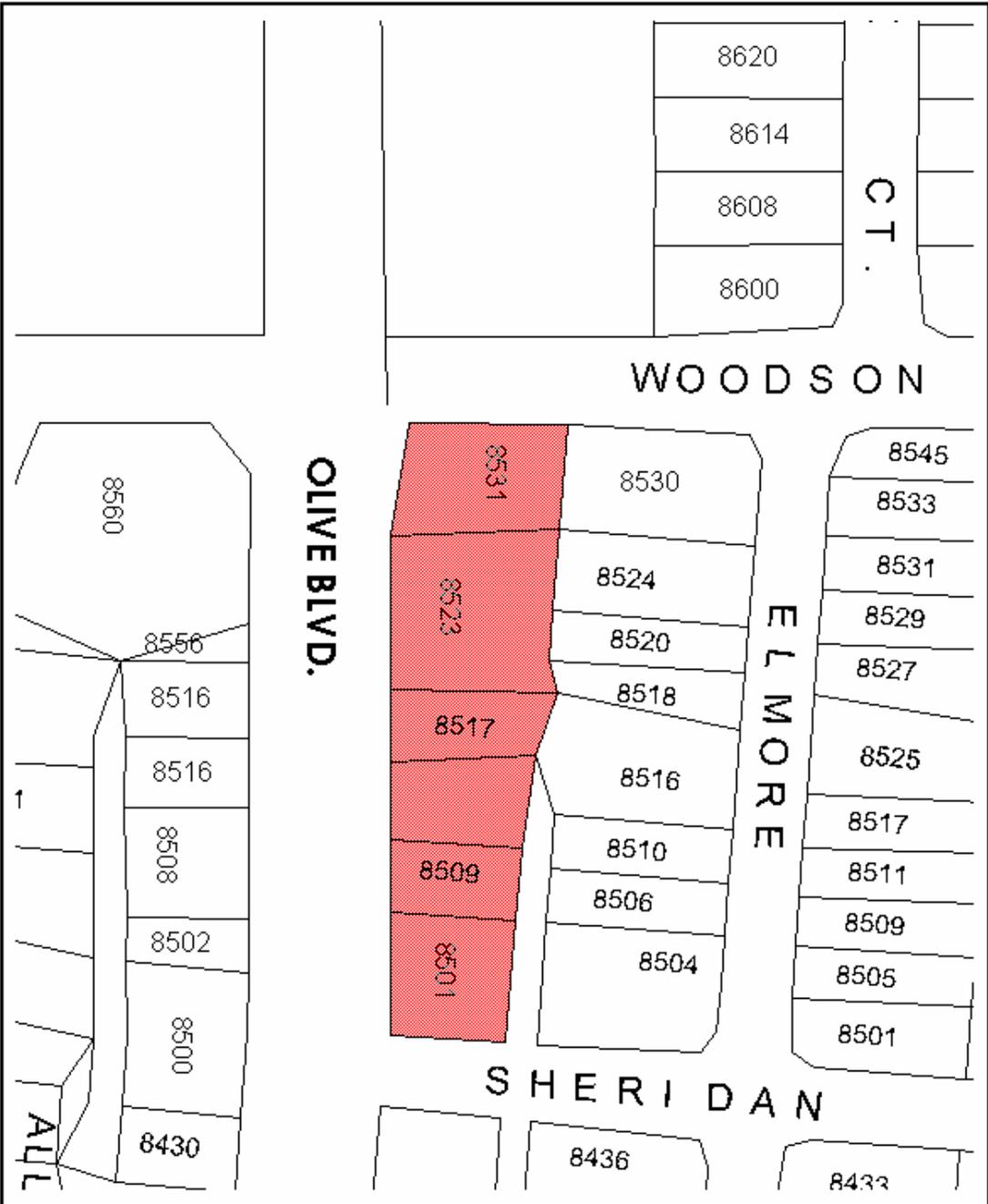
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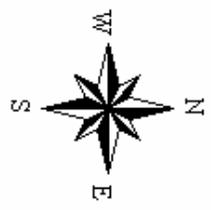
 Major areas designated
for redevelopment
 City Limits



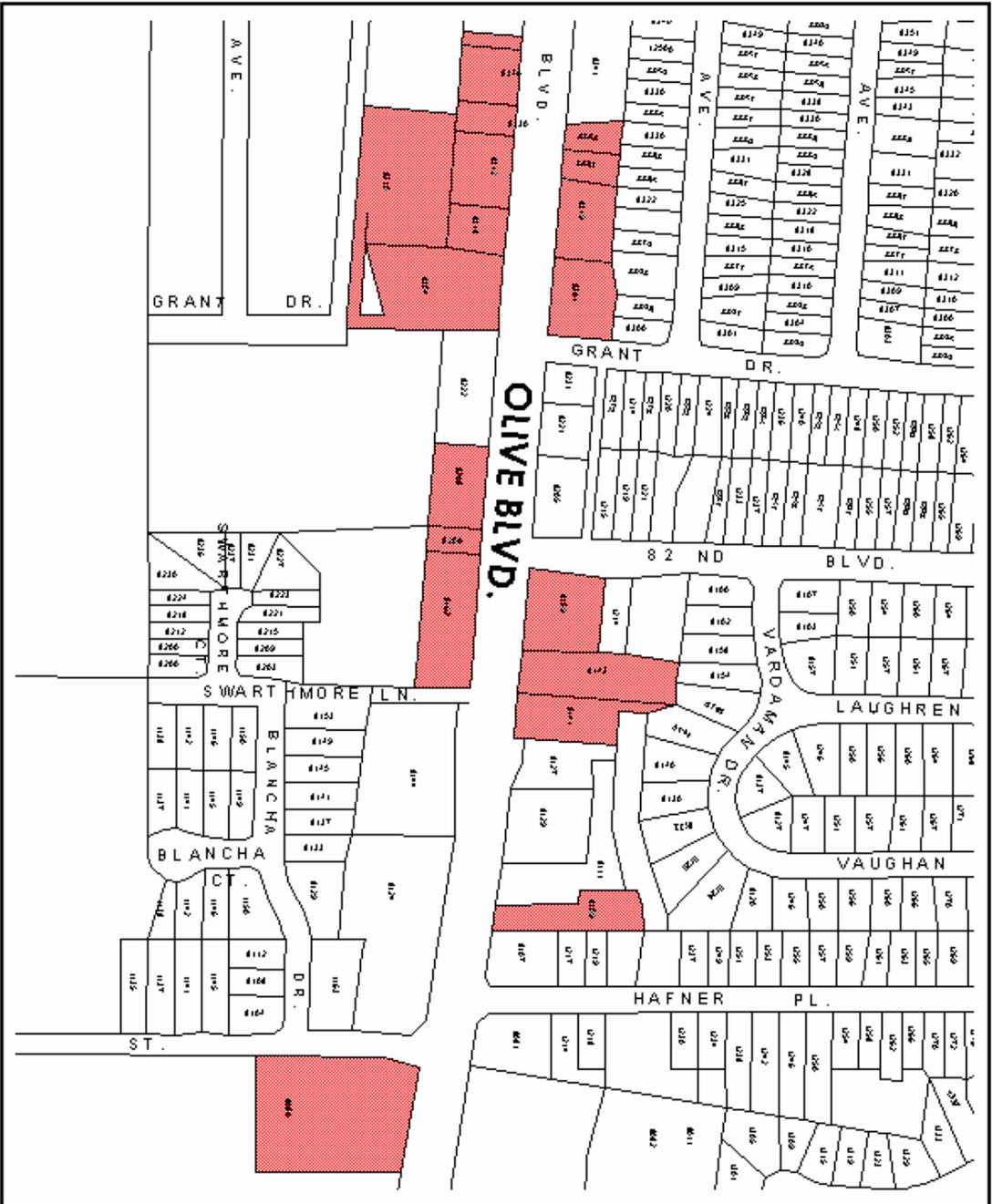
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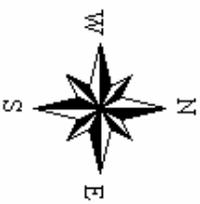
 Major areas designated for redevelopment



University City Redevelopment Area No. 3



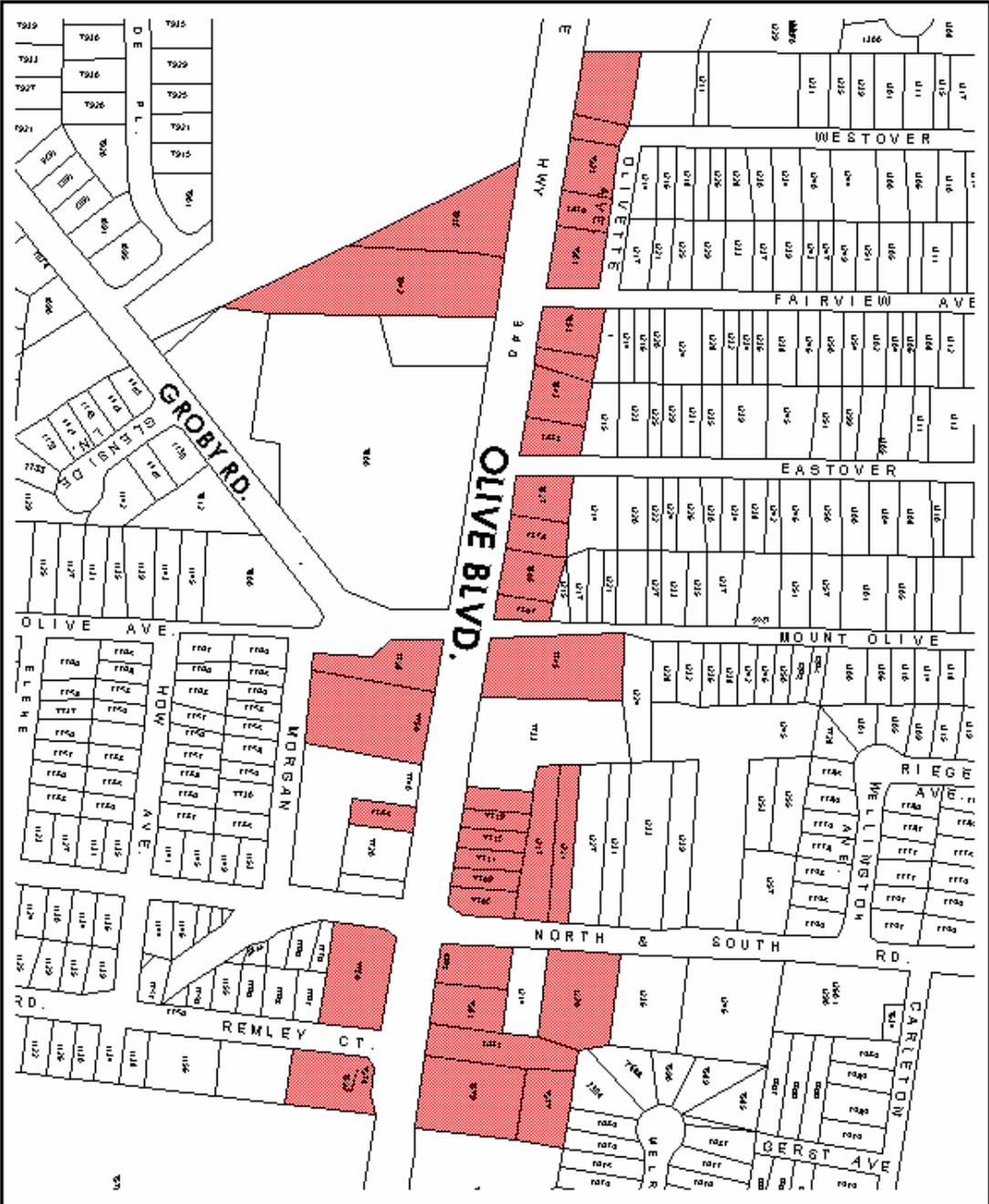
 Major areas designated for redevelopment



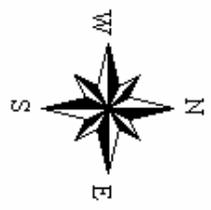
Department of Planning and Development

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University City Redevelopment Area No. 4



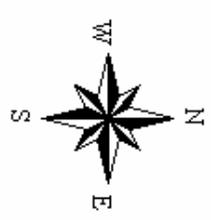
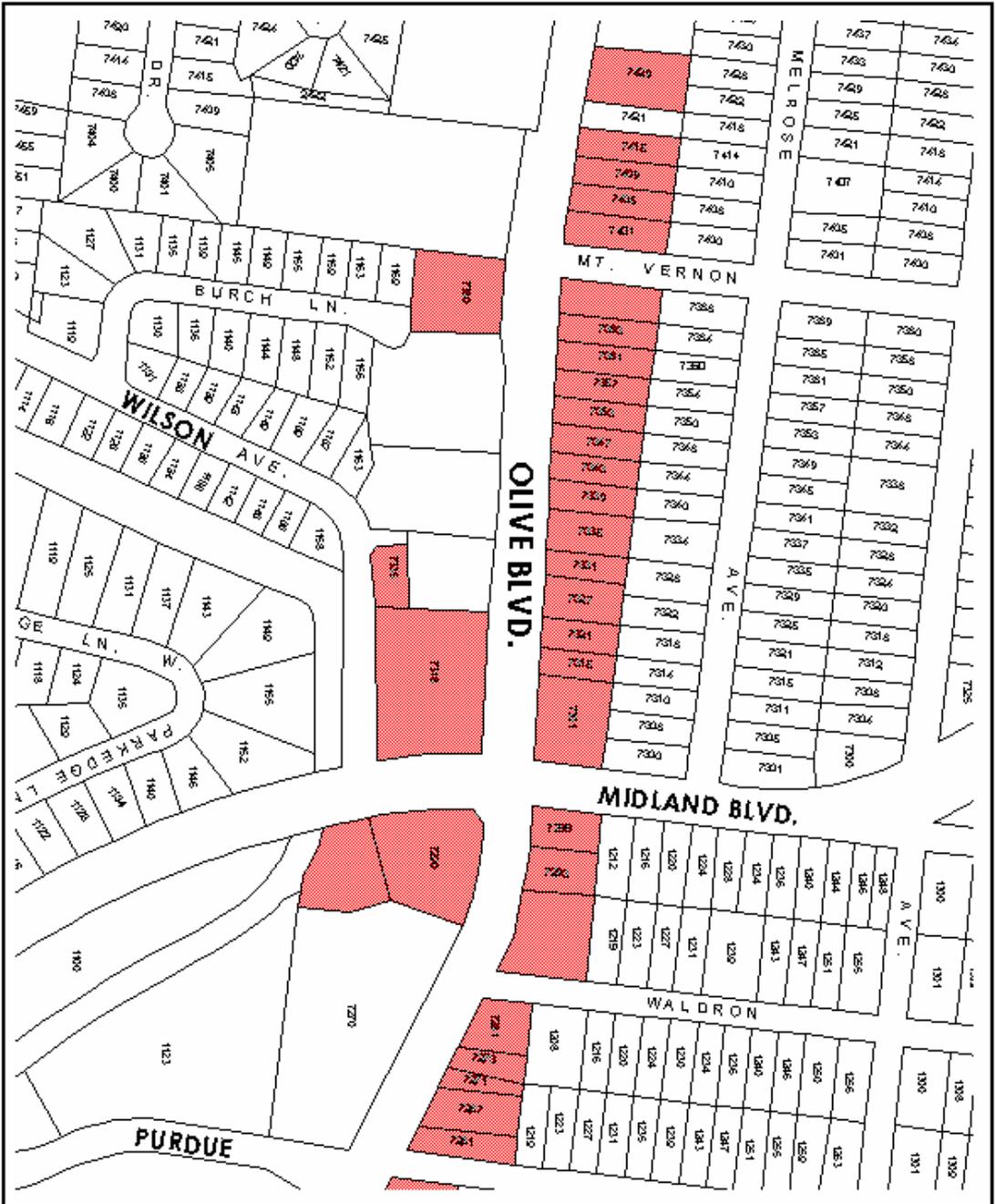
Major areas designated
for redevelopment



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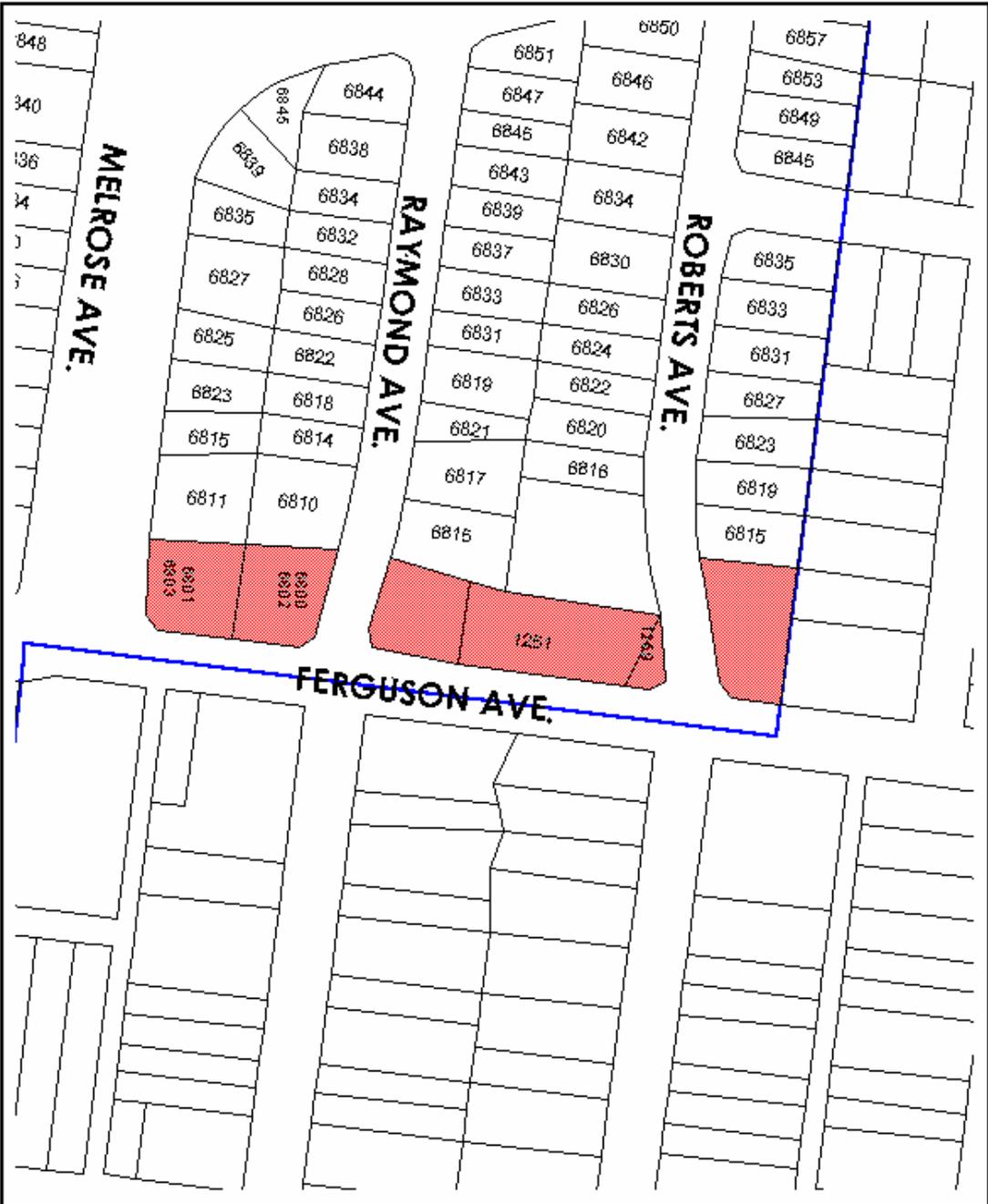
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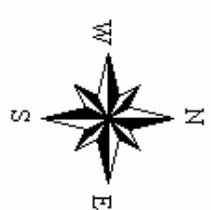
Department of Planning and Development

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University City Redevelopment Area No. 7

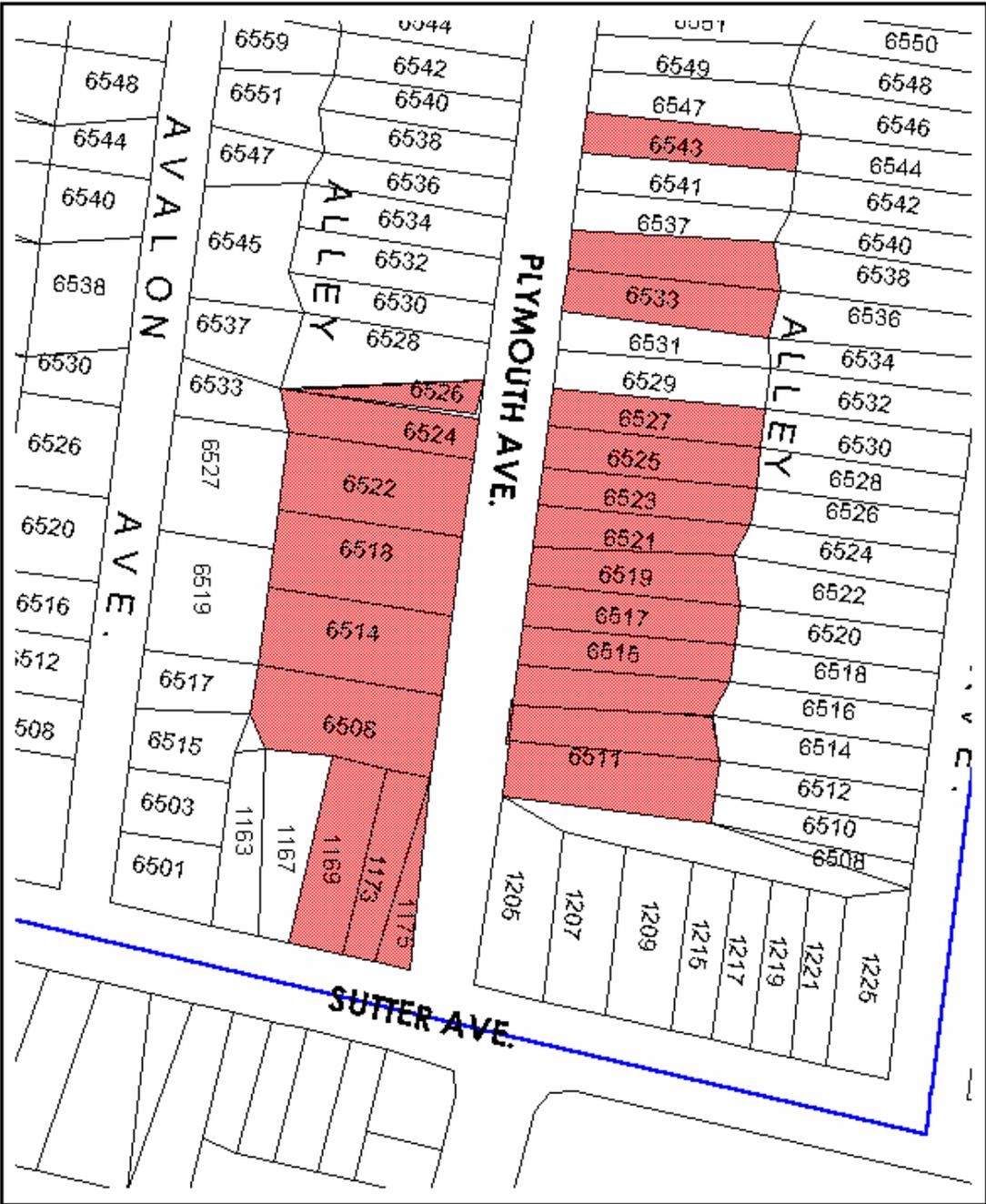


 Major areas designated for redevelopment
 City Limits

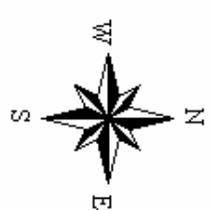



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University City Redevelopment Area No. 10

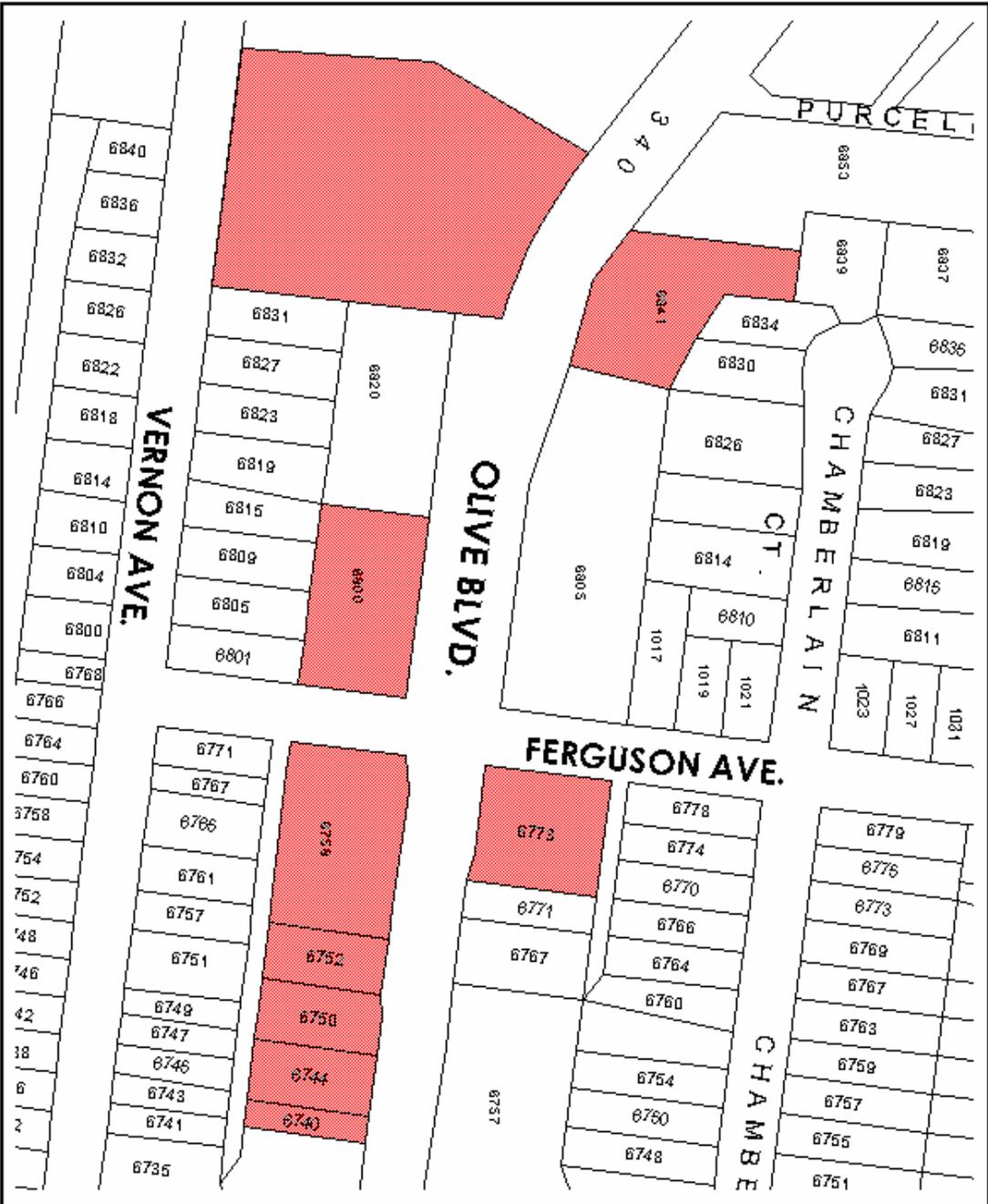


Major areas designated for redevelopment
City Limits

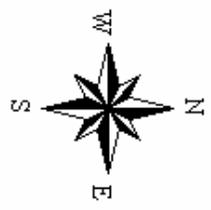


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University City Redevelopment Area No. 11

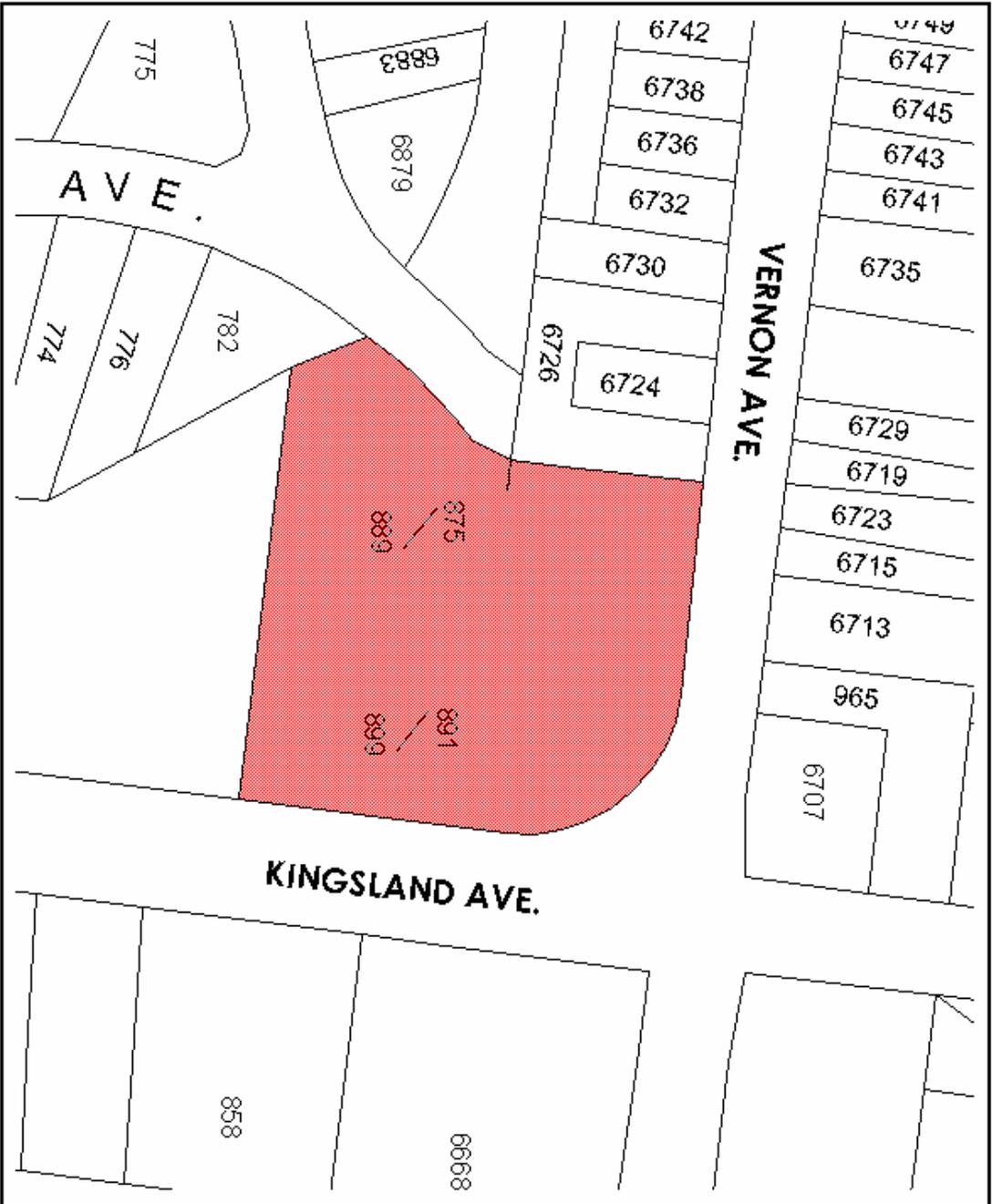


 Major areas designated for redevelopment

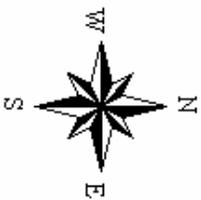


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University City Redevelopment Area No. 13



Major areas designated
for redevelopment

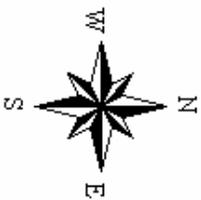


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University City Redevelopment Area No. 14

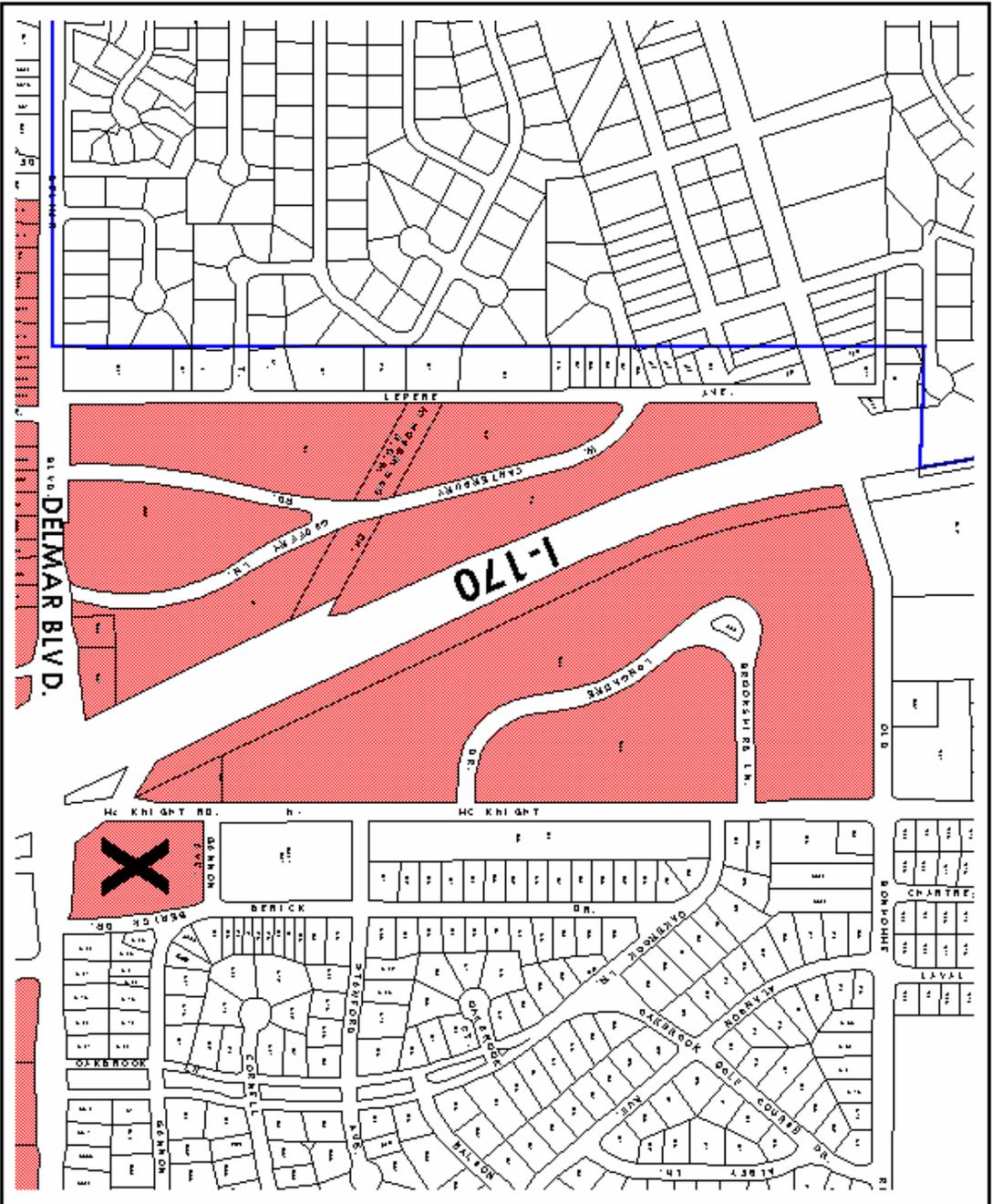


 Major areas designated for redevelopment

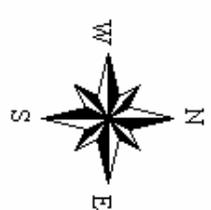


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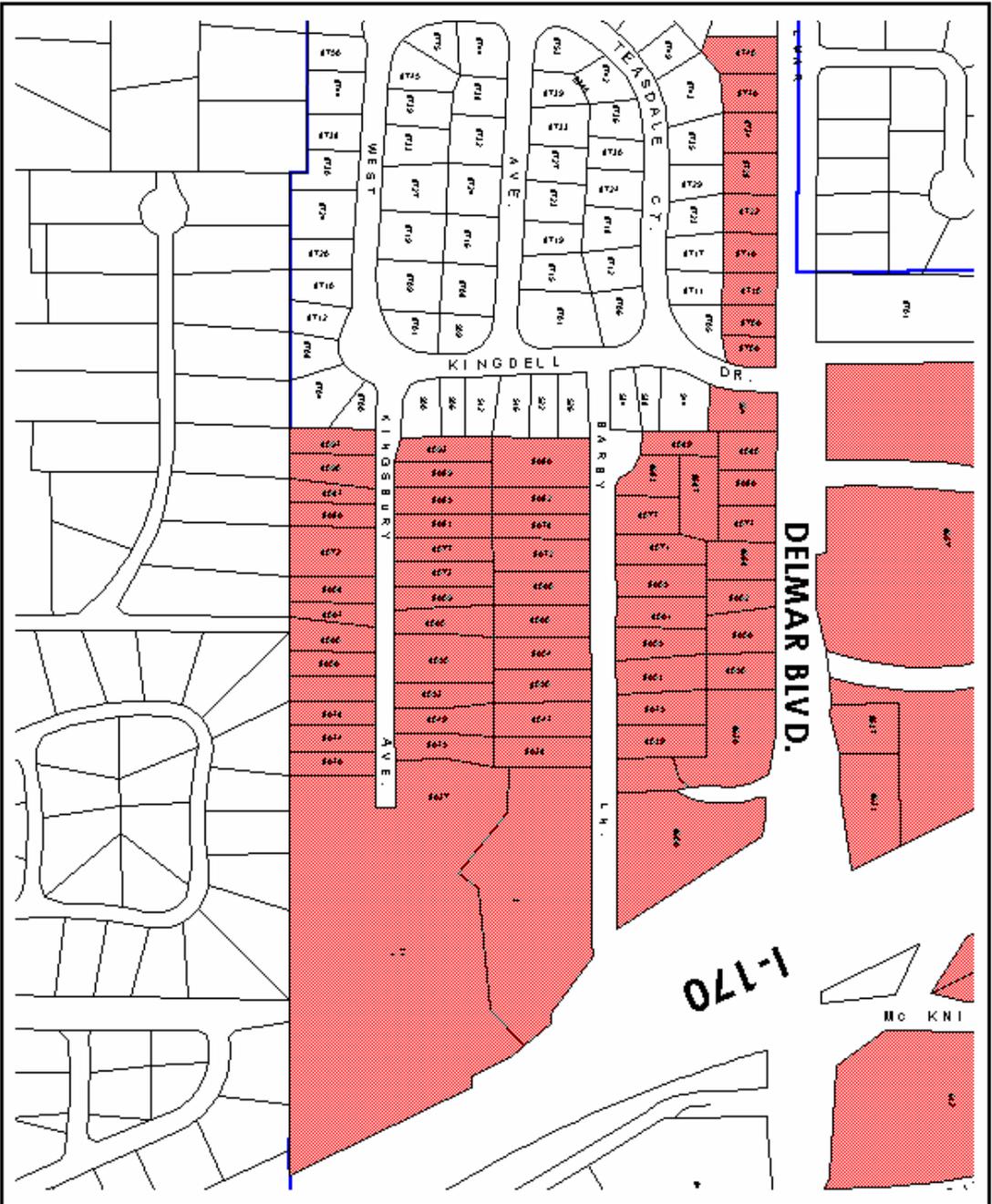
 Major areas designated for redevelopment
 City Limits





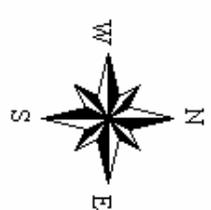
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University City Redevelopment Area No. 16



Major areas designated
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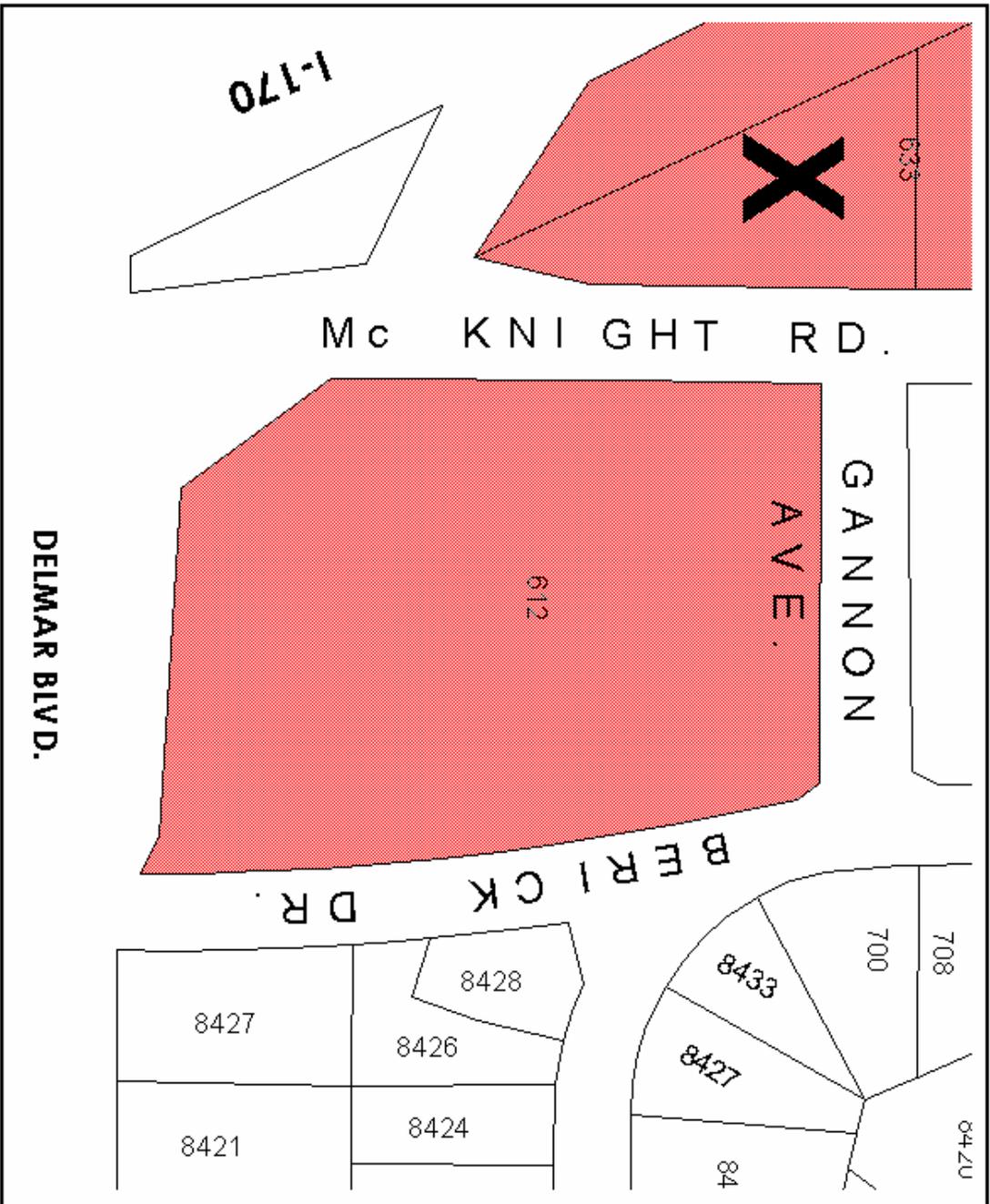
City Limits



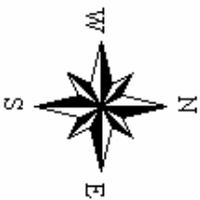
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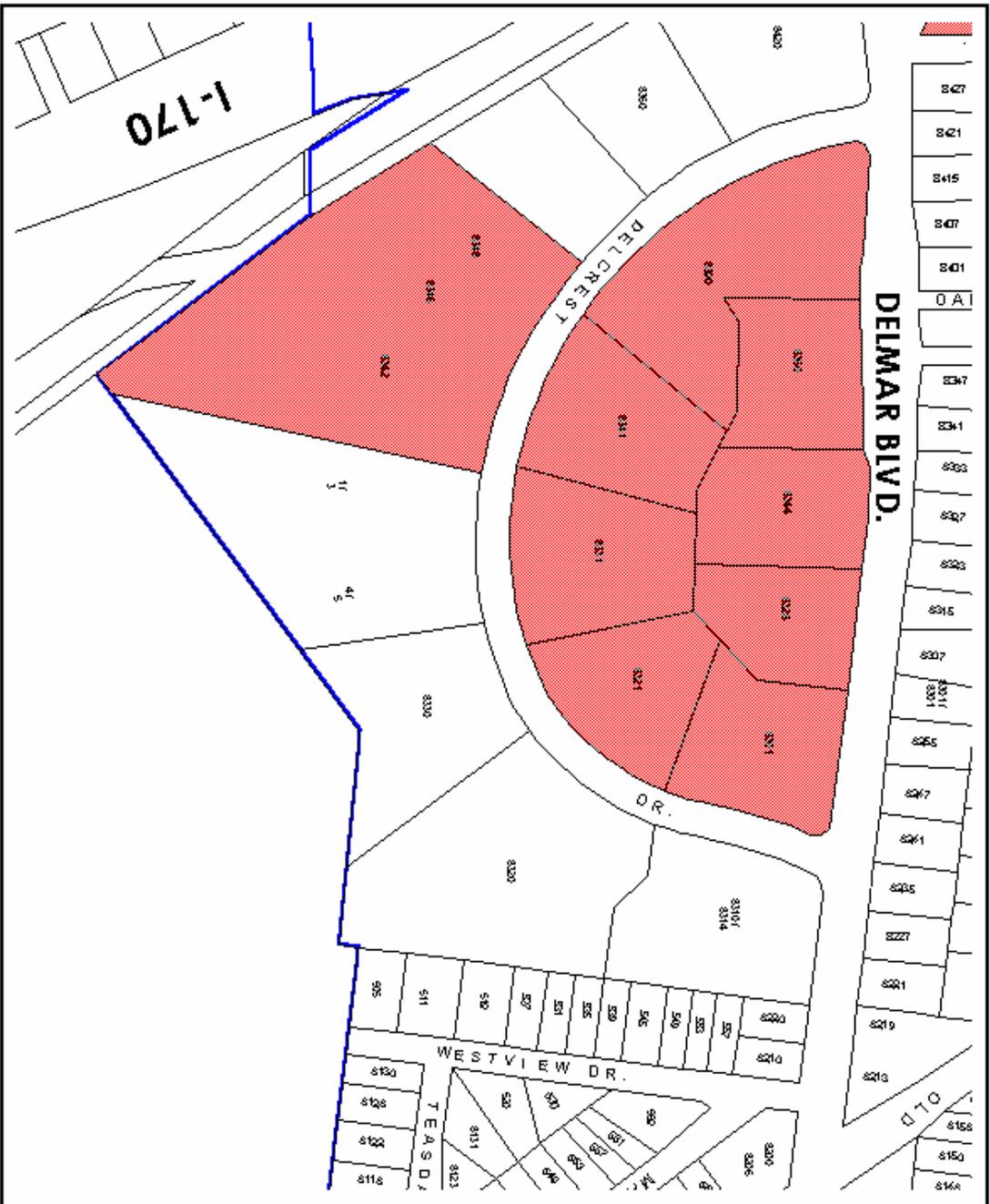


 Major areas designated for redevelopment



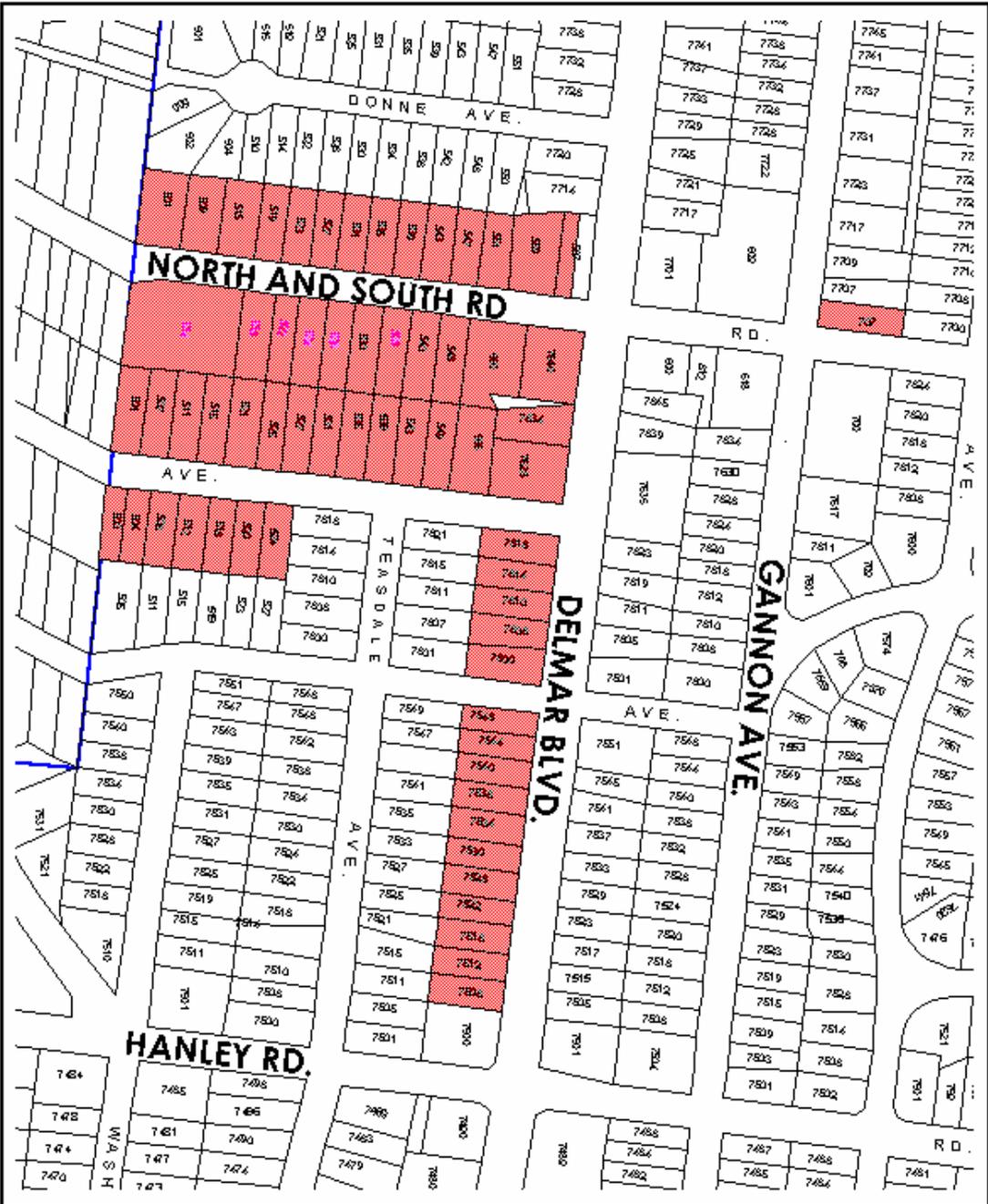
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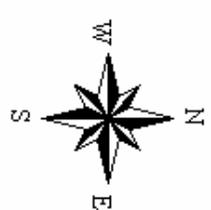


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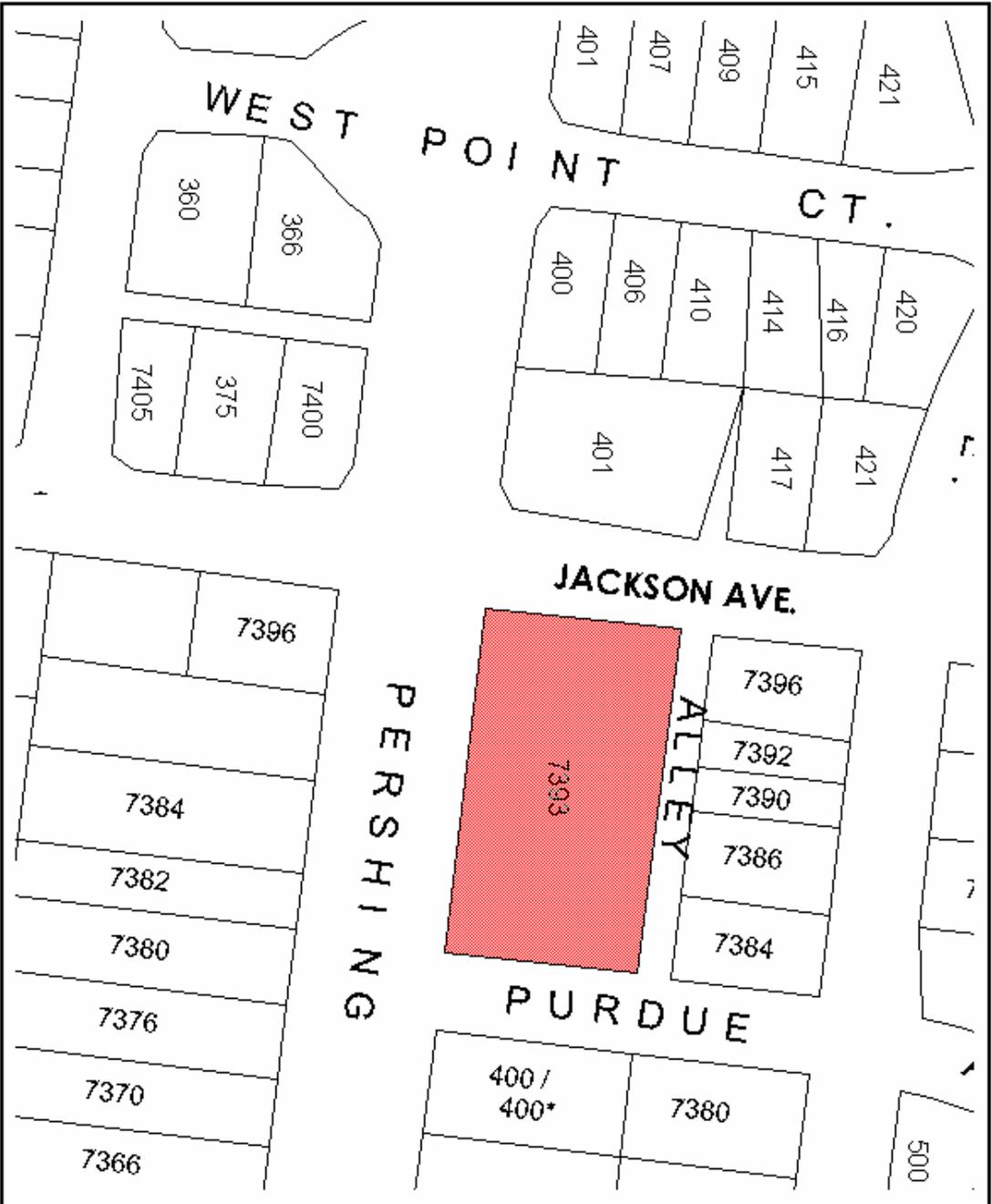
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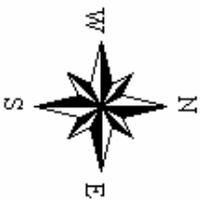
 Major areas designated for redevelopment
 City Limits



University City Redevelopment Area No. 20

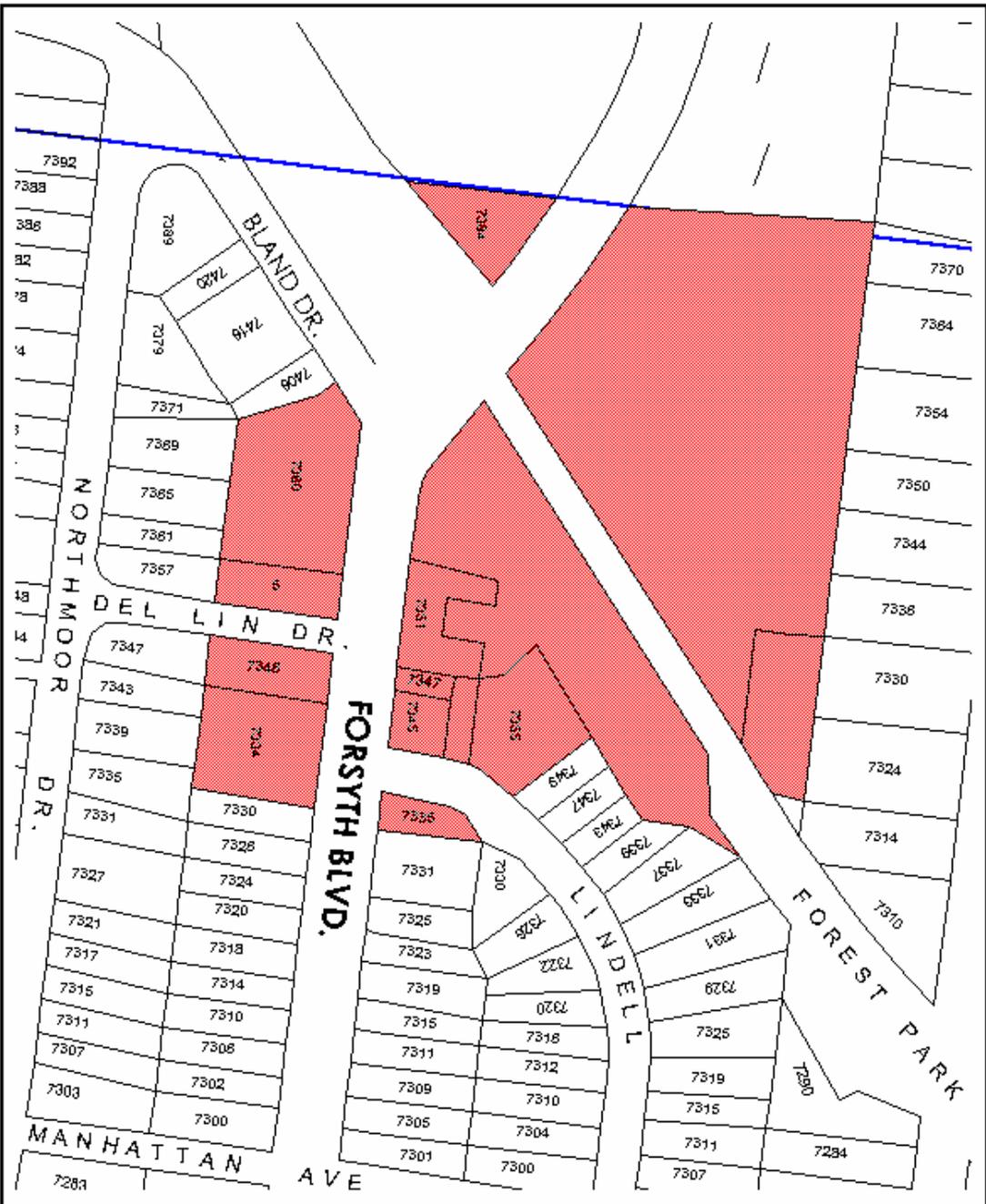


 Major areas designated for redevelopment

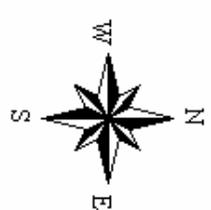


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University City Redevelopment Area No. 21

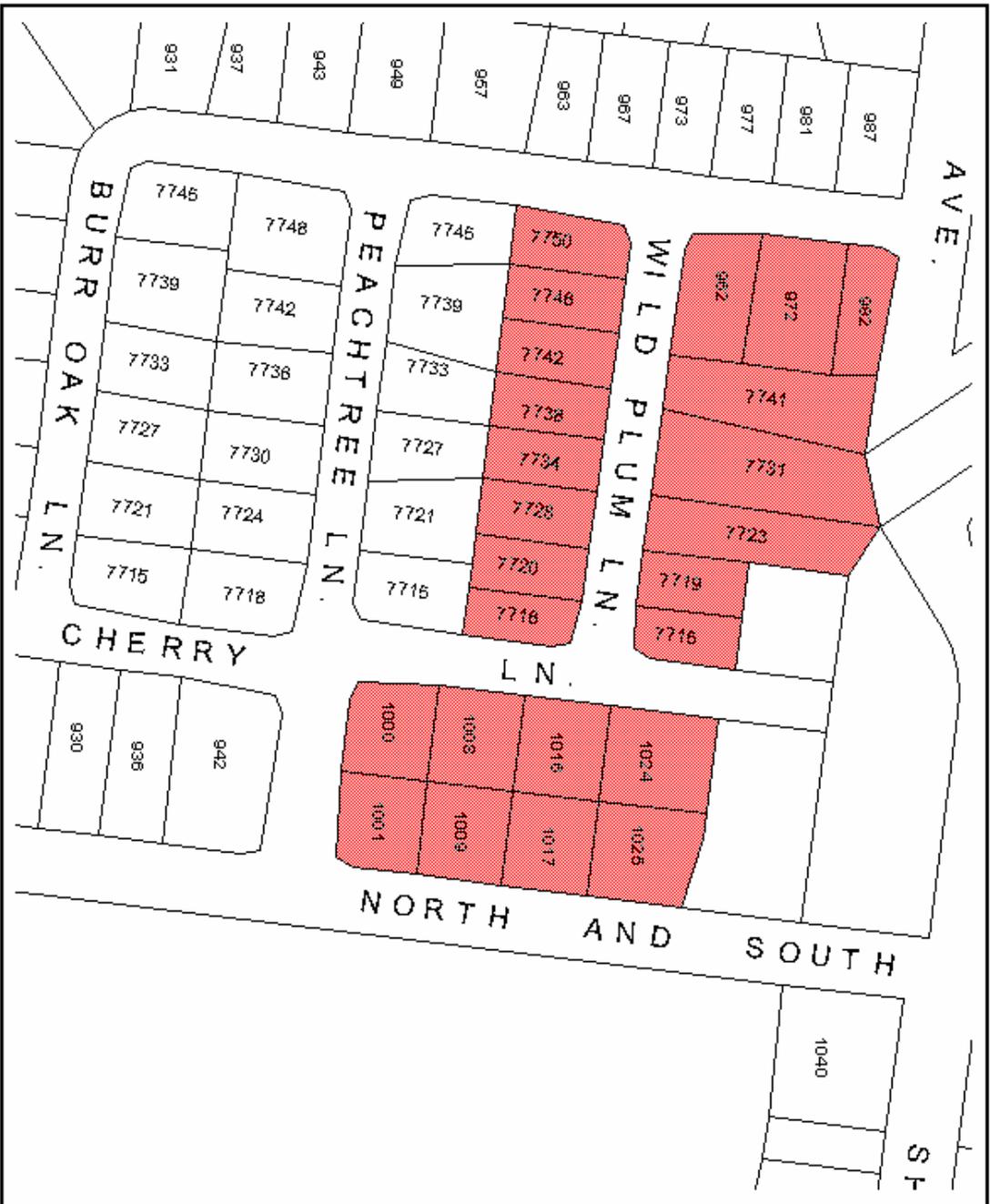


 Major areas designated for redevelopment
 City Limits

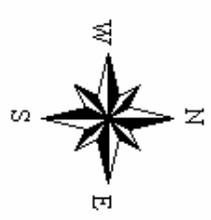



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University City Redevelopment Area No. 22



Major areas designated for redevelopment



City of University City
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CHAPTER 5

POPULATION

Goal: A population representing a wide variety of ethnic groups, ages and incomes, with a predominance of those who have the means, will and energy to provide the resources required to insure the long-term vitality of University City.

University City, with its central location, wide selection of housing types and prices, accessibility to universities, cultural institutions and public transportation, and historic reputation as a liberal community, has attracted a variety of ethnic and economic groups. This diversity has created a viable alternative to the homogeneity of most St. Louis suburbs and tends to make University City a lively, stimulating, and exciting place. The goal statement supports this diversity with a frank acceptance of the reality of community life: adequate financial and human resources are necessary to sustain University City as a functional entity.

Table 2 reflects population changes in University City from 1910 to 1990.

Table 2
University City Population Change 1910-1998
 (Rounded to the nearest hundred to year 1980)

Year	Population	% Change	Households	Average household size
1910	2,400			
1920	6,800	1.83		
1930	25,800	2.79		
1940	33,000	0.28		
1950	40,000	0.21		
1960	51,200	0.28	16,442	3.1
1970	47,500	-7%	16,373	2.8
1980	42,700	-10%	16,735	2.5
1990	40,087	-6%	17,151	2.4
1998	N/A	N/A	18,045	N/A

Source: 1986 Comprehensive Plan for the City of University City, U.S. Bureau of the Census. Census of Population: 1990, Missouri State Census Data Center, Urban Information Center University of Missouri - St. Louis.

The decade of the 1920's was University City's period of most rapid growth. This growth continued through the next three decades reaching a peak population of 51,200 in 1960. The total population has decreased since 1960 as displayed in Table 2. This is part of a national trend toward smaller family size and is not the result of housing vacancies or abandonment. University City currently has in excess of 18,000 housing units, more than it had in 1960. Demand for housing in University City remains very strong.

Race

The racial composition of University City has changed significantly during the last 25 years. The 1960 Census reported only 181 non-white persons (0.35 percent of the total population), a classification that included Asians as well as African-American. In practical terms, the University City of 1960 was an all-white community. This had changed considerably by 1980 when the Census reported the racial breakdown by household, as 43 percent African-American. The total population for University City was reported in the 1990 census as approximately 49 percent white, 48 percent African-American with the remaining 3 percent consisting of Asian, Hispanic, Pacific Islander and Native American. The most recent information showing population composition is show in Table 7 on page 58.

From 1970 to 1998, University City's African-American population, as a percentage of the total population, increased from 20 to 50.7 percent. The percentage of African-American residents increased from 38.7 percent to 89.0 percent in the portion of University City north of Delmar, while south of Delmar the proportion increased only from 1.5 to 6.5 percent African-American (refer to Table 7).

South of Delmar, with African-Americans representing only 6.5 percent of the population, the pattern of almost entirely white neighborhoods remains as the other extreme of the segregated housing pattern. University City needs to attract African-American families south of Delmar and more white families north of Olive if it is to move toward a more evenly integrated community.

Household Size

Several national trends such as smaller family size and an increase in female-headed households have affected University City's population. While the number of households has increased nationally, their average size had decreased.

PART ONE – GROWTH MANAGEMENT

Table 3
Average Household Size 1970 - 1998

Area	1970	1980	1990	1998
University City	2.8	2.5	2.4	2.3
St. Louis County	3.2	2.8	2.6	2.5
St. Louis SMSA*	3.6	2.8	2.6	2.6
The Nation	3.1	2.8	2.7	N/A

*Standard Metropolitan Statistical Area (SMSA). The St. Louis SMSA includes the Missouri counties of St. Louis City and County, St. Charles, Jefferson and Franklin and the Illinois counties of Madison and St. Clair.

Sources: 1986 Comprehensive Plan for the City of University City, U.S. Bureau of the Census, *Census of Population: 1980, 1990*.

Educational Achievement/Employment Characteristics

Between 1970 and 1990, University City followed a national trend of increased numbers of high school and college graduates. University City's percentage of high school graduates is higher than regional and national figures, and its percentage of residents with four or more years of college is substantially higher than county, regional, and national figures.

Table 4 shows educational achievement levels.

Table 4
Educational Achievement 1970, 1980, 1990
(For Persons 25 Years Old or Older)

	High School Graduates			1-3 Years of College			Four or more years of college		
	1970	1980	1990	1970	1980	1990	1970	1980	1990
University City	60.9%	75.5%	83.5%	12.6%	16.6%	19.0%	21.8%	32.8%	41.0%
St. Louis County	32.4%	73.9%	82.3%	12.0%	16.7%	21.0%	16.0%	22.9%	29.2%
St. Louis SMSA	29.2%	64.1%	76.0%	8.7%	14.1%	2.2%	10.0%	15.7%	20.7%
The Nation	52.3%	66.5%	75.3%	10.6%	15.7%	18.8%	10.7%	16.2%	20.3%

Source: 1986 Comprehensive Plan for City of University City. U. S. Bureau of the Census, *Census of Population: 1990*.

PART ONE – GROWTH MANAGEMENT

Age Characteristics

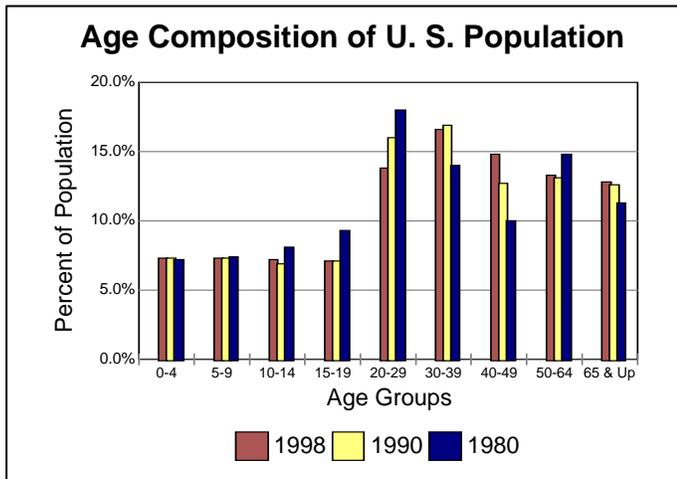
The 1998 University City median age of population has continued to increase over previous census years, similar to that of the County, region, and national population, as Table 5 exhibits. Graphs 1 and 2 illustrate further the differences between the composition of population in University City and across the nation.

Table 5
Median Age of Population 1970, 1980, 1990, 1998

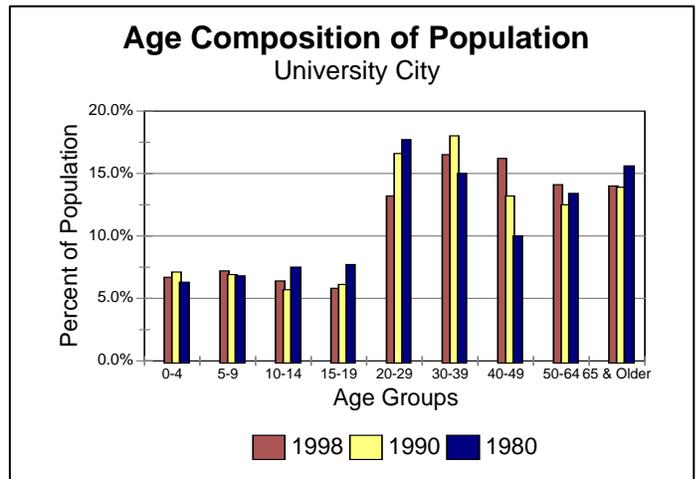
Area	1970	1980	1990	1998
University City	36	32	34	36.7
St. Louis County	28	31	34.7	37.3
St. Louis SMSA	28	30	33.3	35.7
The Nation	28	30	32.8	N/A

Source: U.S. Bureau of the Census, *Census of Population: 1990*. 1986 Comprehensive Plan for City of University City. Missouri State Census Data Center, Urban Information Center, University of Missouri - St. Louis.

Graph 1



Graph 2



Source: U.S. Bureau of Census, *Census of Population: 1990*. 1986 Comprehensive Plan for the City of University City. Missouri State Census Data Center, Urban Information Center, University of Missouri - St. Louis, 1998.

Table 6

PART ONE – GROWTH MANAGEMENT

Median Household Income 1969, 1979, 1989, 1998

The median household income for University City residents continues to be higher than that of the region as shown in Table 6.

Income earned in:	1969	1979	1989	1998
University City	27,500	25,800	32,154	43,082
St. Louis SMSA	25,000	26,500	31,714	41,524
The Nation	21,800	24,100	30,056	N/A

Source: U.S. Bureau of the Census, *Census of Population: 1990*. 1986 Comprehensive Plan for the City of University City. Urban Information Center, University of Missouri, St. Louis, 1998.

Table 7
African-American Population Percentage, 1970, 1980, 1990

Area	% African - American 1970	% African-American 1980	% African-American 1990	% African-American 1998
North of Olive Boulevard to City Limits	38.7%	75.7%	81.8%	89.0%
Between Delmar Boulevard and Olive Boulevard	12.4%	30.2%	41.2%	47.0%
South of Delmar Boulevard to City Limits	1.5%	3.2%	11.3%	6.5%
Citywide	20.0%	43.0%	48.0%	50.7%

Sources: U.S. Bureau of the Census, *Census of Population*, 1990. 1986 Comprehensive Plan for the City of University City: Urban Information Center, University of Missouri - St. Louis, 1998.

RECOMMENDATIONS

Policies

1. Encourage the in-migration of individuals and families who have the means to support community services and the interest to support historic community values
2. Encourage and enable home ownership for a wide variety of income groups.

Strategies:

PART ONE – GROWTH MANAGEMENT

1. Continue neighborhood marketing with an emphasis on direct contact with corporate employers and advertising in cultural event programs, using a marketing consultant periodically to evaluate the marketing strategies and to advise on targeting specific markets.
2. Continue gallery walks, house tours, and other events that focus public attention on community assets and bring potential residents into the City.
3. Put greater emphasis on marketing smaller homes to "empty-nesters" and the young but upwardly mobile segment of the population.
4. Encourage construction of new "upscale" housing, particularly condominiums.
5. Discourage the construction of new "downscale" housing and the conversion of existing structures into housing for low-income individuals or families.

CHAPTER 6

TRANSPORTATION

Goal: Convenient access from University City to all parts of the St. Louis metropolitan area, without sacrificing basic neighborhood amenities.

University City is a residential community with most of its working residents employed outside the City's boundaries. Its central location and good access to the airport and highways, and to the many employment and activity centers in the metropolitan area is of critical importance to residents. The continued expansion of MetroLink will have a positive impact on the City.

Streets are central to the City's transportation needs and are organized into a system of major, secondary, collector and residential streets and highways serve as arterial streets linking the City to other parts of the metropolitan area. They are capable of carrying significant volumes of through traffic as well as locally generated traffic.

Major Streets and Highways:

Big Bend Boulevard
Delmar Boulevard
Forest Park Parkway
Forsyth Boulevard
Hanley Road
Interstate 170
Kingsland Avenue [Delmar to Olive]
McKnight Road
Midland Boulevard
Millbrook Boulevard
North & South Boulevard
Olive Boulevard
Pennsylvania Avenue [Vernon to City Limit]
Woodson Road

Secondary streets have some of the same characteristics as major streets and highways except that they serve locally generated traffic and carry a smaller volume of traffic.

Secondary Streets:

Balson Avenue [Hanley to Midland]
Canton Avenue
Groby Road
Ferguson Avenue
Jackson Avenue [Delmar to south City limit]
Kingsland Avenue [Olive to north City limit]
Old Bonhomme Road

PART ONE – GROWTH MANAGEMENT

Pershing Avenue [Millbrook west to City limit]
Sutter Avenue
Vernon Avenue
82nd Boulevard

A few streets are basically residential in character but, because of street patterns, collect traffic and channel it to secondary streets or to major streets and highways.

Collector Streets:

Blackberry Avenue
Etzel Avenue
Swarthmore Lane
Westgate Avenue

The 1958 Kincaid Plan detailed the street changes that were needed within University City to provide convenient and easy access to all parts of the City. Most of the recommendations were implemented: the Inner Belt Highway (I-170), Millbrook Boulevard-Forest Park Parkway, and the straightening of offsets in North and South Road and Hanley Road. Only two of the major proposals were rejected: the proposed northward extension of Swarthmore Lane to Olive and the proposed southward extension of Midland Boulevard to Millbrook. In both cases, the proposals were soundly rejected over twenty years ago and have not been made again since.

In addition to a good road system, several Bi-State Development Agency bus lines serve University City. These lines go to various parts of the St. Louis area and permit transfers to other lines that connect with most portions of the St. Louis region. The University City Loop serves as a major transfer point for bus service.

PROBLEMS/NEEDS/OPPORTUNITIES

Because of University City's central location and size, many residents from surrounding communities pass through it on their way to work and shopping. Major arterials such as Delmar Boulevard, Hanley Road, Millbrook Boulevard, and Olive Boulevard carry considerable traffic through University City. Congestion and noise can disrupt neighborhoods adjoining these streets especially if drivers attempt to bypass them by cutting through residential streets. This traffic can decrease the value and desirability of the affected blocks and is a major concern. University City has monitored this problem and has closed a number of residential streets in response to this activity.

In order to encourage the use of major and secondary streets, traffic control devices and regulations must minimize restrictions on motorists who use these streets while at the same time promoting the safety of pedestrians and motorists. Heavy truck and bus traffic can create an unacceptable level of noise and vibration for surrounding residents, warranting the use of truck restrictions on residential, collector and secondary streets, and parts of major streets. Traffic control devices such as stop signs and speed limits tend to be overused and

PART ONE – GROWTH MANAGEMENT

should be reviewed periodically to assure that a useful function is being performed.

17.6 percent of University City residents are over 60 years of age, and a large number of younger residents are students at nearby universities and colleges. Both groups tend to depend on bus transportation more heavily than the general population. In addition, more than 5 percent of University City's residents regularly use buses for the journey to and from work. This is almost 3 times the rate for St. Louis County as a whole. This service level must be maintained or improved. Also, the use of public transit, especially during rush hours, should be encouraged as a way to reduce traffic and eliminate the need to widen pavements. There has been a significant increase in the percentage of University City residents who use private automobiles over public transportation since 1980. Table 8 illustrates the percentage of residents that utilize the respective means of transportation.

Table 8
Transportation to Work

	University City in 1980	St. Louis County in 1980	University City in 1990	St. Louis County in 1990
Private Automobile	82.5%	91.8%	90.6%	93.9%
Public Transportation	10.4%	3.8%	5.1%	1.6%
Walk	4.7%	2.3%	0.5%	1.6%
Other Means	0.9%	0.7%	0.6%	0.5%
Work at Home	1.5%	1.4%	3.1%	2.3%

Source: U.S. Bureau of the Census, *Census of Population: 1990*. 1986 Comprehensive Plan for the City of University City.

RECOMMENDATIONS

Policies:

1. Encourage and support improved access from University City to all parts of the metropolitan area, including both highway and transit service improvements.
2. Continue to encourage the use of major streets for through traffic and to discourage the use of residential streets for such traffic.
3. Encourage and support improvements in public transit lines that serve University City and changes that improve accessibility for University City residents.
4. Discourage all proposals for transit, highway, or arterial street improvements that will have a significant negative effect on University City residential neighborhoods.

Strategies:

1. Encourage and support programs for improvement and maintenance of County and State roads that serve University City.
2. Review road and transit improvement proposals, evaluating their impact on residential neighborhoods and the transportation needs of City residents.
3. Review proposed changes to public transit routing, access and service levels to assure that local needs will be served.
4. Review street and highway improvement proposals to preserve residential neighborhoods without unduly restricting traffic flow on major and secondary streets.
5. Monitor conditions of State and County roads within the City to seek their prompt repair or improvement.
6. Conduct periodic studies of stop signs and speed limits throughout the City.

Part Two - Community Qualities

Chapter 7 – Basic Community Qualities – Basic City Services

Chapter 8 – Basic Community Qualities – Infrastructure

Chapter 9 – Basic Community Qualities – Public Schools

Chapter 10 – Basic Community Qualities – Access to Shopping,
Employment and Recreation

Chapter 11 – Special Community Qualities

PART TWO – COMMUNITY QUALITIES

PART TWO - COMMUNITY QUALITIES

The second part of this plan addresses the quality of life in University City and is divided into two major elements. The first, **Basic Community Qualities**, deals with those qualities or items that are essential to a first-rate community: good basic city services; basic infrastructure; a sense of personal safety and freedom from the threat of crime; good public schools; and access to shopping, employment, and recreation. The second part, **Special Community Qualities**, examines the qualities that make University City unique or special: opportunities for cultural, educational, and recreational activities; trees and open space; neighborhood character; and the character and quality of citizen involvement in University City.

CHAPTER 7

BASIC COMMUNITY QUALITIES - BASIC CITY SERVICES

Fire Protection and Emergency Medical Transportation

The Fire Department provides emergency medical transportation, fire prevention inspections and code enforcement, and emergency rescue and protection of persons and property threatened by the hazards of fire or other disasters. The Department has a paid professional staff of 51 full-time persons, 29 of whom are qualified paramedics. Because of mutual aid agreements with surrounding jurisdictions, this personnel level is sufficient for even large-scale fires.

Police Services



The University City Police Department, the largest municipal department in St. Louis County, consists of 80 commissioned officers, 1 cadet, and 24 civilians employed as dispatchers, clerks, and crime analysts.

One of the expectations of a first-class community is that its residents perceive a relative freedom from the threat of crime and have a sense of personal safety within their homes and out in the community.

In any urban situation, a certain amount of crime is expected. In University City, the largest numbers of reported crimes are burglary, larceny (theft) and auto theft.

Crimes against persons constitute a relatively small portion of the crimes in the City. In 1997, the rate of such offenses was less than 2 offenses per 1,000 persons compared to a rate of 6 offenses per 1000 persons for crimes against property during the same time period.

Code Enforcement

University City first adopted a building code in 1909 and a zoning ordinance in 1922. The City has continued to modernize its codes and currently uses model national codes for regulating construction, including plumbing, electrical, and mechanical work. A property

PART TWO – COMMUNITY QUALITIES

maintenance code has been adopted to require maintenance of existing structures.

University City's residential code enforcement depends heavily on an occupancy permit inspection system that requires a dwelling unit inspection with every change in occupancy (single family and multifamily). This system has received strong citizen support since its inception in 1967.

Refuse Collection

Residential single-family home refuse is collected by the City once per week at the curb line. In areas with alleys, twice per week collection is provided. Refuse is placed in trash containers, which are emptied mechanically by side-loading trucks. All other single-family and apartment areas are furnished carts and have automated curbside collection of refuse and recyclables. Commercial buildings must have refuse collected by private haulers. Newspaper and other recyclables are collected separately, on the same day as trash collection. Bulky items are collected from residents four times a year. Over 15,698 tons of refuse are collected each year and over 1,500 tons of recyclables are collected each year.

Animal Control

University City has an animal control unit as part of its Environmental Services Division. Its work is supplemented by a St. Louis County unit. The city operates a pet clinic the first week of April to provide pet vaccinations and University City dog licenses.

Maintenance of Streets

The City services 77.8 miles of streets in University City, the County 15.0 miles, and the State 3.7 miles. In addition, 14.5 miles of streets are maintained by private subdivisions. For additional information on streets, refer to the chapter on **Infrastructure**, which follows this chapter.

All jurisdictions have limited resources and have difficulty keeping up with snow or ice removal during prolonged or exceptionally heavy snowfalls. University City uses salt, calcium or sand as appropriate to weather conditions and clears streets on a priority schedule: intensity of use, known danger spots and steepness of grades, and problem areas reported by police patrols. The City's snow removal policy is to eliminate hazards and clear paths for traffic in an ecological manner, one that minimizes damage to pavement within cost/benefit considerations.

CHAPTER 8

BASIC COMMUNITY QUALITIES - INFRASTRUCTURE

BACKGROUND

Streets, alleys, sidewalks, storm and sanitary sewers, utilities and street lighting are the major elements of the City's infrastructure. They are considered essential to a first-rate urban community and must be maintained. If they become obsolete or too badly damaged to maintain, they must be replaced or improved.

Streets

The alternating freeze and thaw cycles of the winter months combined with normal wear and tear make street, alley and curb maintenance an on-going activity. Sidewalks that are damaged and displaced by tree roots require replacement or repair. The high cost of street, alley, curb, and sidewalk work makes it difficult to maintain these items at the level of citizens' expectations.

The City has a computerized inventory of street conditions and construction history that is useful in scheduling and budgeting major street maintenance and improvement activities. This makes it possible to plan street rebuilding, resurfacing and repair work so that it can be funded annually from general revenue, avoiding the more costly bond issue funding. It may also be possible to increase the use of special assessments charged to abutting property owners for part of the cost sidewalk, curb, alley, and street work.

Storm Water Drainage

At the first recorded meeting of the University City Plan Commission on March 4, 1921, the problems of the River Des Peres were discussed. This river and its branches serve as the trunks for the storm water drainage system serving University City. The system has many problems and shortcomings, which are aggravated by rapid run-off from roofs and pavement areas in this densely developed watershed.

Flash flooding occurs with some regularity at two or three trouble spots and is a potential threat to many of the low-lying areas of the City. The entire storm water drainage system, including the storm sewers under the street curbs, falls under the jurisdiction of the Metropolitan St. Louis Sewer District.

In 1977 the flood risk maps were developed by the Federal Flood Insurance Administration (now the Federal Emergency Management Agency), which delineated flood ways and flood hazard zones, defined as areas with a 1 percent chance of flooding in any 12-month period. In 1978, the City enacted flood plain management legislation based on a model ordinance recommended by the federal agency. This legislation regulates activities in flood ways and flood hazard zones, but does nothing to limit the extent of new paving or to require detention basins or other devices for controlling storm water discharge. Despite the fact that

PART TWO – COMMUNITY QUALITIES

University City is almost completely developed, such controls should be investigated and evaluated for their applicability to local flooding problems.

The City and the Metropolitan Sewer District have cooperated on several River Des Peres channel improvements and have made extensive use of gabion construction for stabilizing banks. These improvements have been limited to downstream areas where flow is impeded by bridges or narrow channel widths. Although there have been limited engineering studies of this storm drainage system, the City is looking forward to a long-promised, comprehensive watershed study by the Army Corps of Engineers to use as the basis for planning future channel improvements.

Most of the storm sewers are at least fifty years old, and while there have been some problems, major replacement activities have also been undertaken. Because the storm sewers are under jurisdiction of the Metropolitan Sewer District, the City notifies the Sewer District when problems are reported.

Sanitary Sewers

The sanitary sewers, like the storm water system, are under the jurisdiction of the Metropolitan St. Louis Sewer District. In fact, most of the sewers in University City are combination storm and sanitary sewers. In a number of locations, combination sewers have overload provisions that allow flow directly into the River Des Peres. The number of sewer breaks that occur each year are almost always limited to faulty sewer laterals, which are owned by the property owners. The Sewer District monitors the system and handles repair and replacement of the mains. The current practice in sewer design provides separate storm and sanitary sewers rather than combination sewers, but there are no plans at this time to replace the existing combination sewers with separate sewers. The City relies on Sewer District monitoring of the system and does no independent investigation regarding either the conditions or adequacy of the public sewers.

Utilities

Water, gas, electric, telephone, and cable television services are provided to residents by private companies under franchise arrangements with the City. The utilities provide for the maintenance and repair of the lines, and are responsible for planning for future needs to assure sufficient facilities to meet all service needs. There have been no problems with this arrangement.

Street Lighting

Street lighting is provided throughout the City, but the level of illumination, spacing, and lamp type vary from area to area. The lighting is provided generally under a contract with Union Electric Company with the costs billed monthly to the City. All street lighting was incandescent at one time, but now only high-pressure sodium vapor and mercury vapor streetlights are installed.

PART TWO – COMMUNITY QUALITIES

The spacing of light standards is generally a compromise between optimum lighting and cost. Adequate lighting of streets generally has been attained, but providing adequate pedestrian lighting is beyond the bounds of economic capability.

CHAPTER 9

BASIC COMMUNITY QUALITIES - PUBLIC SCHOOLS

BACKGROUND

The School District and the City are separate entities, each with its own governing board and separate funding. However, the quality of the School District, or its perceived quality, is critical to the City since schools are a major factor for many families when deciding where to live. The City government and the School District are partners whose interests are interrelated. Consequently, the City and the School District must cooperate with and lend support to one another, particularly in public relations efforts and in efforts to increase the tax base, which benefits both entities.



University City High School

The student population of the University City School District is diverse, and the District offers many special programs to accommodate educational needs that extend beyond the traditional classroom.



Julia Goldstein Early Childhood Center

The depth and range of curriculum offerings are most prominent at the high school level. With almost 60 percent of its students entering college, University City High School offers a well-rounded college preparatory program. This program includes college level courses in which college credit or advanced placement may be earned, and a few courses for which high school and college credit may be earned simultaneously. Continuing educational excellence is demonstrated by high school students whose achievements are recognized year after year by scholarships to colleges and universities throughout the country, and in the National Merit Scholarship program.

A good general education including relevant vocational education is also offered for students who do not plan on academic work beyond high school. Remedial class work, after school

PART TWO – COMMUNITY QUALITIES

study and tutoring programs are available to students who need assistance. In addition, the schools attempt to identify potential dropouts and provide special classes for them in vocational training, social skills, and leadership.

The racial composition of the University City School District is shown in Table 9.

Table 9 - Percent African-American Students 1967-1998

University City School District Enrollment

School Year	Percent African-American	Number of Students
1967-68*	16%	
1970-71	42%	
1975-76	67%	
1980-81	74%	
1981-82	76%	
1982-83	77%	
1983-84	78%	
1984-85	80%	
1985-86	78%	
1986-87	78%	
1998-99	84.9%	4,451

*Earliest year race was tabulated in school records

Source: 1986 Comprehensive Plan for the City of University City. U.S. Bureau of the Census, Census of Population: 1990 - University City School District.



CHAPTER 10

BASIC COMMUNITY QUALITIES - ACCESS TO SHOPPING, EMPLOYMENT AND RECREATION

BACKGROUND

Access to jobs, shopping, and recreation is essential to a first-rate urban community. Only an affluent retirement community can remain viable without jobs for its residents, and no community is complete unless it meets the shopping and recreational needs of its residents or is located with convenient access to shopping and recreation.

Shopping

University City's central location gives residents good access to six major shopping areas: St. Louis Centre, Union Station, Northwest Plaza, Chesterfield Mall, The Galleria, and Plaza Frontenac. All except Plaza Frontenac are accessible by public transit. Parts of University City are also within walking distance of Clayton shopping facilities. For the vast majority of residents who travel to shopping by automobile, almost every shopping facility in St. Louis and St. Louis County can be reached within twenty minutes, and all basic shopping needs can be met within a ten-minute driving radius of University City.

A wide variety of goods and services can be purchased in University City business establishments. Because retail and service businesses are located in several areas of the City, the full extent of the City's shopping facilities is not readily apparent.

Employment

According to 1990 Census information, 20,166 University City residents were gainfully employed, with 88 percent employed outside University City. The 2,295 residents who were employed within the City composed about one-half of the University City work forces.

The regional economy is exceptionally diverse, and University City residents are employed in a variety of industries located in many parts of the region. The St. Louis area economy is particularly strong in the automotive, aircraft, chemical, and health care industries. Many of the major regional employment centers are easily accessible from University City and include the Lambert Airport area, the Barnes-Jewish Hospital area, and the Clayton and downtown St. Louis business areas. Highway access to these areas is excellent, and public transit provides good access to downtown St. Louis and the hospital area as well.

Recreation

Recreational, entertainment and cultural opportunities are plentiful in and near University City. Residents are only minutes away from major recreational and entertainment institutions, including Forest Park, the Fox Theatre, and Powell Hall. Within the City are concert halls, movie theaters, numerous eating, and drinking establishments, and public

PART TWO – COMMUNITY QUALITIES

parks, tennis courts, a swimming pool, and a golf course. Opportunities for recreational, entertainment, educational and cultural experiences are among those qualities that make University City an exceptionally livable community. The opportunities are described more fully in Chapter 11, Special Community Qualities.

CHAPTER 11

SPECIAL COMMUNITY QUALITIES

BACKGROUND

An extraordinary number of cultural, educational, and recreational facilities are currently located within University City, and include the following:

- Craft Alliance Art Gallery and Education Center
- Center of Contemporary Arts (COCA)
- Washington University School of Fine Arts (several divisions)
- University City Symphony Orchestra
- Tivoli Theater
- St. Louis Symphony Music School
- University City Public Library
- University City Parks
- English Language School
- Private and parochial schools
- Religious Institutions

The University City Public Library and City parks are services supported by tax dollars, while the others are primarily private institutions and organizations supported by tuition, contributions, or patrons. The variety of religious institutions offers residents ample choices for worship and contributes to the cultural diversity of University City. The private and parochial schools in the City offer non-traditional or religiously oriented educational opportunities. In addition, the University City Symphony Orchestra performs several times during the year.

University City Parks

The University City park system is composed of 17 parks with over 250 acres of land. In addition to ball fields, playgrounds, and picnic facilities, the parks contain 19 tennis courts, an outdoor swimming pool, a municipal golf course, and an indoor soccer facility.



Heman Park

Indoor swimming at the Natatorium is offered to residents in cooperation with the University City School District. Coordination with St. Louis Community College at Forest Park has provided a variety of educational, general interest and crafts classes as well as sports activities. A number of University City sport groups offer leagues and lessons for various sports.

University City Library

PART TWO – COMMUNITY QUALITIES

The seal of University City, adopted in 1906, features an open book symbolizing learning and culture. Ninety years have passed and the interests of the community are still focused on the arts, learning and books. Citizens take pride in the City's library, and its facilities are used by all segments of the population for meetings, special programs, study, research, and recreational reading. Sunday library hours, which were pioneered by University City in 1972, are a popular innovation and have proven to be the busiest period of use.

The community has demonstrated its commitment to this service through financial support. Even though the tax rate could be reduced by dropping municipal library services in favor of county services, University City residents have continued to support the higher tax rates needed to retain local control over the library.



Nearby Resources

Many resources offering a wide variety of educational, cultural, and recreational opportunities are close to University City. The following is a partial list of these facilities:

- Forest Park
- St. Louis Art Museum
- St. Louis Zoo
- Missouri Historical Society - Jefferson Memorial
- Busch Stadium
- Kiel Center
- TWA Dome
- St. Louis Science Center and Planetarium
- Washington University and Edison Theatre
- University of Missouri - St. Louis
- Webster University
- Fontbonne College
- St. Louis University
- St. Louis Symphony- Powell Hall
- Fox Theatre
- Cathedral of St. Louis

The wide range of educational, cultural, and recreational resources enriches the lives of City residents and contributes to making University City a special place in which to live.

Trees and Open Space



Despite University City's urban scale and orientation, it has maintained a comfortable relationship with nature due in a large measure to its permanent open spaces and dense tree cover. Much of the early development in University City occurred during the "City Beautiful" era of urban design, which emphasized landscaping, architectural monuments, and formal tree-lined boulevards. Many of the features that were a part of early University City development have been retained. Most of University City's

streets are lined with mature trees. Boulevard strips, in some cases former streetcar tracks, form the center divider in streets such as Midland and Pershing Boulevards, providing open space as well as tree cover.

University City has an excellent supply of public open space, with approximately 300 acres of parks and boulevard strips. The City's public open spaces are supplemented by public school grounds located in various parts of the City. Because of the age of development in University City, mature trees are plentiful on residential lots throughout the City and the City's parks contain many large trees as well. A significant amount of private open green space is provided by four major Jewish cemeteries, which, for religious reasons, will remain permanently as cemeteries.

Neighborhood Character

The quality and variety of neighborhood design in University City is a product of its time. Early subdividers saw a market for high-quality housing sites and sought out innovative, highly skilled engineers, landscape architects, and surveyors to design their subdivisions. The resulting residential neighborhoods were examples of unique subdivision design, each with its own distinctive character. This approach was taken by most University City developers through the 1930's.

The relatively high residential density, the well-defined curbs and gutters, the presence of street lighting, give most neighborhoods a decidedly urban character. However, they are not uniformly urban, and some neighborhoods, particularly in the newer southwestern parts of the City, have a more



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suburban character. Some neighborhoods, such as Parkview, the Loop apartment district and University Heights, are so distinctive in character that they have been placed on the National Register of Historic Places. The nature of University City's subdivisions has created strong neighborhood identity and neighborhood pride.

University City Loop

In its earlier years, the University City Loop was a pedestrian and streetcar-oriented shopping, entertainment and apartment district. Construction of apartment buildings was begun around 1910 after the closing of two entertainment establishments, the Delmar Garden Amusement Park and the Delmar Race Track. The buildings that were built along Delmar contained retail space on the first floor and offices or apartments on the upper floors. Development in the Loop was supported by the large number of passengers that used the streetcar and bus lines to commute between downtown St. Louis and University City. By the late 1920's the Loop was bustling with shoppers who could buy just about anything they wanted, from bread to mink coats.

The Loop continued to thrive until the end of World War II when automobiles and gasoline became more affordable and available. This started a cycle of reduced transit use, followed by increased fares, fewer riders, and reduced service levels, making the automobile the primary mode of transportation and closing the chapter on good public transportation in the St. Louis area. In 1948, the first branch department store was built in St. Louis County, followed by another innovation, suburban shopping centers with large parking lots. The mobility of the automobile, combined with the newfound convenience of shopping centers, took its toll. By the time the 1958 comprehensive plan was adopted, the Loop as well as downtown St. Louis lost major amounts of retail business to suburban shopping areas. Local political leaders and business owners recognized that a massive urban renewal effort was needed to keep the area from falling into complete decay.

City officials, in cooperation with the Chamber of Commerce and other civic groups, mounted an informational campaign and secured the passage of an urban renewal bond issue. Land was cleared for development, unsafe buildings were removed, sidewalks were widened, street trees were planted, and the streetcar tracks were paved over. Small city blocks at the west end of the Loop were combined into larger blocks in an effort to make the cleared land more attractive for development.

Despite an enthusiastic Urban Renewal Authority and an active staff, development was slow in coming. Although several buildings were built and a number of buildings remodeled, major commercial development did not take place. Then, in the early 1970's three fledgling businesses, a bookstore, a record store and a pub, led a gradual metamorphosis of the Loop. The businesses were independently owned and operated and had unique characteristics, a welcome contrast to the national chain operations that were filling suburban shopping centers. Other key businesses that remained from the pre-urban renewal days included a children's shoe store, two hardware stores, two movie theaters, and a music store.

Because of its proximity to Washington University, University City gradually acquired a

PART TWO – COMMUNITY QUALITIES

population of residents from across the U.S. and many foreign countries. As a result, specialty restaurants were established to cater to the diverse population of the city, starting with a Cantonese restaurant and a health food restaurant. By the late 1980's, the Loop had Pakistani, Italian, Greek, Lebanese, Ethiopian, and Chinese restaurants, an intimate cafe, an eclectic wine bar-restaurant, and a pub that featured good food and an outstanding collection of 1950's memorabilia. Other retailers brought other specialties to the area with health foods, cheese, tea, coffee, gourmet foods, vintage clothing, musical records, and a gallery that displays and sells tribal artifacts, musical instruments, clothing, and jewelry from around the world.

In the 1990's the Loop has developed as an area of independently owned specialty shops and as a nighttime entertainment area. A variety of ethnic restaurants are located in this area. The Loop has developed its own character. Its people and merchandise are diverse, its architecture and its outlook are eclectic.

RECOMMENDATIONS

Policy

The Loop has a special character and is an important **people place** in the community. It is to be maintained and improved. Intrusions of inappropriate and incompatible uses, renovation, or development are to be prevented.

Strategies:

1. Monitor needs and take action to respond as needs are identified.
2. Renovate public areas periodically in terms of street furniture, planting, and sidewalks, streets, and curbs.
3. Review proposals for in-fill construction to assure compatibility with surrounding development in the University City Loop.
4. Continue current policies and zoning controls particularly with respect to street-level uses along Delmar.
5. Improve housekeeping activities by the city, property owners and tenants.
6. Review tax incentive renovation projects to assure maximum compatibility with the character of the Loop.
7. Encourage activities of the Loop special benefit-taxing district to promote the University City Loop Special Business District and attract quality merchants to the area.
8. Review the sign code to ensure appropriate signing practices in the Loop.

PART TWO – COMMUNITY QUALITIES

9. Provide support for the restoration of the Lion Gates and implementation of the other recommendations contained in the Civic Plaza Plan.
10. Encourage stronger activity at the east end of the Loop and study the feasibility of creating a strong visual element or elements to better mark this end of the Loop.



Appendices

UNIVERSITY CITY PLANNING SURVEY**Overview**

This report presents the findings from a probability survey of 417 University City residents on a range of issues involving the community. Topics include perceptions on the municipality's past and future trends, positives and negatives about the city, opinions on planning issues such as commercial development and code enforcement, and assessments of what might make the area a more attractive place to live. Interviewing was conducted between August 31 and September 2, 1998.

University City As a Place To Live

Thirty-six percent think University City is a better place to live than it was five years ago. Fifty-two percent say it is about the same, 6 percent feel it has become worse and another 6 percent express no opinion. At the extremes, there is many more thinking the City has become much better (17 percent) than much worse (1 percent).

Ward 1 (39 percent better/4 percent worse) and Ward 2 (41 percent better/2 percent worse) residents are a bit more positive about progress than are Ward 3 (28 percent better/12 percent worse) inhabitants and, correspondingly, whites are slightly more upbeat (40 percent better/6 percent worse) than are African-American (28 percent better/6 percent worse). Those with children 18 or under are more optimistic (43 percent better/7 percent worse) than those without (32 percent better/6 percent worse) as are those who have lived in University City fifteen years or less (41 percent better/4 percent worse) compared to those who have been residents for sixteen years or more (32 percent better/8 percent worse).

University Citians are even more optimistic about the future. Fifty-two percent think it will be a better place to live five years from now than it is today, 33 percent say it will be about the same, 9 percent think it will be worse and 6 percent do not know.

The proportion responding better far outnumbers those answering worse among all groups but an upbeat perspective about the future is more prevalent among Ward 2 residents (56 percent better/9 percent worse), men (56 percent better/11 percent worse), whites (56 percent better/8 percent worse), persons who have lived in University City six years or less (72 percent better/0 percent worse), and those with children under 19 (57 percent better/10 percent worse). Pessimism is slightly higher than average among Ward 3 residents (47 percent better/13 percent worse) and African-American (46 percent better/12 percent worse).

University City's location and diversity are by far the most frequent responses to an open-ended question about what residents most like about the City as a place to live. Forty-two percent mention some aspect about the location ■ its centrality, convenience to work, adjacency to Clayton, access to highways, nearness to shops, and so forth. Twenty-eight percent stress its diversity, especially racial, and the benefit of having many cultures within the community. Other points given by at least one percent of the respondents are friendly people/nice neighbors (10 percent), quiet/serene/pleasant (9 percent), the

Loop/restaurants/interesting shops (9 percent), well-maintained housing (8 percent), trees/landscape/park (5 percent), schools (5 percent), safety/police protection (3 percent), near relatives (2 percent), capable City services/officials (2 percent) and the public library (1 percent). Percentages total more than one hundred since some respondents mentioned more than one aspect.

Schools (18 percent) and crime/drugs/gangs (17 percent) top the list of concerns about University City as a place to live. They are followed, in order, by deteriorating neighborhoods/property value decline (10 percent), high taxes (6 percent), lack of commercial tax base (4 percent), sub-par municipal services (3 percent), metrolink expansion (2 percent), maintaining diversity (2 percent), overcrowding (1 percent), poor City image (1 percent), and storm water sewers (1 percent). Only slightly more than half the respondents mentioned a concern with the rest saying either they had none or they could not think of one at the moment.

Commercial Development

Given two choices, 58 percent opt for ■University City should recruit more commercial businesses so that there would be more revenue to support city services and the public schools• while 34 percent choose ■more commercial business would harm the area•s residential character and make it a less attractive place to live.• The others either reply it depends (5 percent) or do not know (3 percent). Ward 1 residents (64 percent more/29 percent harm), those with children under 19 (70 percent more/27 percent harm), and persons 50 and under (63 percent more/32 percent harm) are the most supportive of enhanced commercial development but it receives majority support among all segments.

Where should commercial activity occur? Here are the excellent/good/fair/poor ratings for three different possibilities: Delmar/Interstate 170 area, Olive Street Road, and smaller intersections like Jackson/Pershing and Midland/Vernon:

	Excellent	Good	Fair	Poor	Don't Know
Delmar/Interstate 170	19 %	42 %	14 %	20 %	5 %
Olive Street Road	32 %	43 %	12 %	8 %	6 %
Smaller Intersections	4 %	18 %	23 %	48 %	7 %

The Olive Street Corridor is not only the favorite but has strong support overall with a combined 75 percent excellent/good response. The Delmar/Interstate 170 area, although second, has majority backing (61 percent excellent/good) as a development location. There is scant support (22 percent excellent/good) and considerable resistance (71 percent fair/poor) to having commercial expansion at the smaller intersections. The pattern for all three options remains relatively similar across all three wards.

Apartment and Condominium Development

Again provided two options, 58 percent prefer ■University City already had enough apartments and condominiums and any more would detract from the existing single-family homes• while 29 percent select ■University City should attract more apartments and condominiums so that there would be more diverse housing choices and more revenue for city services and public schools.• The remainder either replied their answer depends on more information (8 percent) or have no opinion (5 percent).

Although there are demographic differences, a majority of each subgroup supports the status quo for the number of multifamily units. There is relatively more support for additional apartments and condominiums among persons either 30 and under or 51 and older (36 percent more/54 percent same), Ward 1 residents (35 percent more/52 percent same), and those with household incomes under \$40,000 (39 percent more/51 percent same).

Two possible types of locations were tested as places for additional apartments and condominiums: the Delmar/Interstate 170 area and single-family areas. Here are the ratings:

	Excellent	Good	Fair	Poor	Don't Know
Delmar/Interstate 170	14 %	29 %	20 %	30 %	7 %
Single Family Areas	4 %	12 %	19 %	57 %	7 %

There is a mixed reaction to the Delmar/Interstate 170 alternative and significant rejection of the single-family area option. Again, each ward has a similar pattern of responses to each of the locations.

Code Enforcement

Fifty-three percent think University City's enforcement of its residential building codes is about right, 22 percent say it is too strict, 14 percent reply it is not strict enough and 11 percent express no opinion. The only significant demographic difference in the responses is by gender: men are more apt to think enforcement is too strict (30 percent too strict/10 percent not strict enough) while women tilt to the too lenient side (15 percent too strict/17 percent no strict enough).

A modest majority (52 percent) say residential code enforcement during the next three years should stay about as strict as it is while the remainder split evenly (17 percent each) on whether it should become more or less strict. Again gender matters, with women preferring stricter application (22 percent more/10 percent less) and men a more relaxed approach (11 percent more/25 percent less). Others disproportionately on the stricter side are Ward 3 residents (24 percent more/20 percent less), African-Americans (25 percent more/20 percent less), and those with household incomes over \$60,000 (23 percent more/12 percent less).

Improving University City

Respondents were asked how much each of six different actions would help make University City a better place to live: improving city services, improving the public schools, more and better landscaping throughout the City, recruit more commercial business, stricter enforcement of residential building codes, and more apartments and condominiums.

Here are the results:

How Much Would It Help?					
	Great Deal	Some what	A Little	Not At All	Don't Know
Improve City Services	39 %	32 %	10 %	9 %	9 %
Improve Public Schools	77 %	11 %	2 %	4 %	6 %
More/Better Landscaping	28 %	30 %	19 %	22 %	1 %
More Commercial Businesses	36 %	36 %	10 %	15 %	2 %
Stricter Code Enforcement	21 %	30 %	11 %	27 %	10 %
More Apartments/Condos	10 %	28 %	17 %	41 %	4 %

Improving the public schools stands out from all the rest as an important means for enhancing University City's attractiveness. It is especially popular with those who have lived there for fifteen years or less (84 percent great deal), those with children under 19 (88 percent great deal) especially if they are currently enrolled in the public schools (92 percent great deal), persons 50 and under (87 percent great deal), African-Americans (82 percent great deal) and Ward 2 residents (84 percent great deal).

Improving City services has the most attraction for those with incomes under \$40,000 (53 percent great deal), African-Americans (56 percent great deal), Ward 3 residents (52 percent great deal), and women (43 percent great deal). Those indicating that this would help either a great deal or somewhat were asked which City services should have the highest priority for improvement. The responses, expressed as a proportion of the entire sample and ranked in order, were improving street/sidewalk maintenance/cleaning (22 percent), expanding trash pickup/recycling (10 percent), improving police and fire protection (8 percent), stricter code enforcement (2 percent), expanded parks and recreation (2 percent) and better snow removal (2 percent). Another 8 percent mentioned non-municipal services, usually either schools or public transportation.

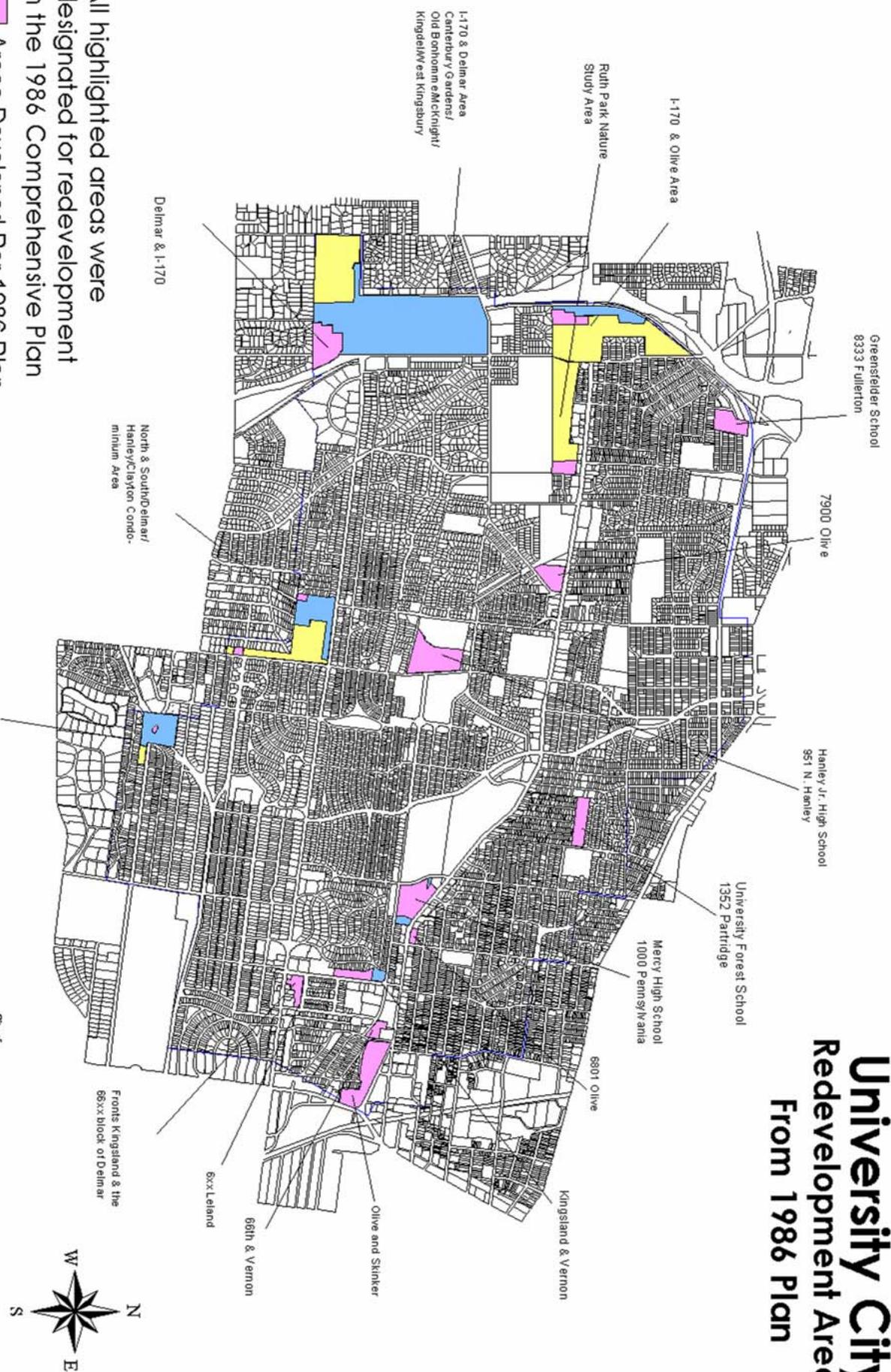
Stressing commercial business recruitment has the most support among persons with household incomes exceeding \$60,000 (43 percent great deal), those ages 21 to 50 (40 percent great deal), and Ward 3 residents (46 percent great deal).

Emphasizing landscaping is most popular among those with household incomes under \$20,000 (51 percent great deal) and African-Americans (38 percent great deal)

Methodology

Interviewing was conducted between August 31, 1998 and September 2, 1998 by Telephone Contact, Inc., a professional interviewing firm. For results based on the entire sample, the sampling error at the ninety-five percent confidence level is plus-or-minus five percent. The sampling error is higher, up to plus-or-minus 10 percent, for estimates based on a portion of the sample. Residents who indicated they lived in University City ■primarily because you are a full-time student at one of the local universities•were excluded from the sample. Only residents ages 21 and over were included. Because of rounding, percentages do not always total one hundred percent. Only statistically significant differences by subgroups are reported.

University City Redevelopment Areas From 1986 Plan



All highlighted areas were designated for redevelopment in the 1986 Comprehensive Plan

- Areas Developed Per 1986 Plan
- Areas Not Developed Per 1986 Plan
- Areas Not Developed and Recommended for Deletion in the 1999 Plan Update

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