



Public Meeting 03

## 2 | Planning Process



Lion in University City

## Objective

The *Parkview Gardens Neighborhood Sustainable Development Plan* (The Plan) seeks to build a sustainable community that is rooted in the history, diversity, and character of the Delmar Loop and the urban Parkview Gardens neighborhood (Parkview Gardens.) The Plan integrates transportation, housing, public space, and cultural arts in a comprehensive vision for the future of the Parkview Gardens. This Sustainable Development Plan is meant to ensure that housing, parks, public space, infrastructure improvements, amenities, and economic development complement and capitalize on existing and ongoing public transportation initiatives. This will serve to create social capital, increase environmental performance, and improve quality of life and equal access to employment opportunities for both neighborhood resident and employee populations. Projects, programs, and policies build upon the unique artistic, social, and economic diversity of Parkview Gardens and support the continued development and advancement of its genuine, place-making qualities. This plan is expected to be implemented over a 15- to 25-year time frame in a manner that does not require or suggest the use of eminent domain.

## Development of The Plan

The Plan fulfills the major early-action implementation tasks of the *Parkview Gardens Parks and Open Space Plan* (Figure 3.1), which was adopted by the University City City Council on February 22, 2010. The *Parkview Gardens Parks and Open Space Plan* was developed by University City, Washington University in St. Louis, and the Parkview Gardens Association, working with H3 Studio as Consultant, to address the deficiencies of Parkview Gardens' parks. Key recommendations of the Parks and Open Space Plan include: 1) Create and Approve a Neighborhood Development and Sustainability Plan; 2) Create and Approve an Integrated Funding Plan; and 3) Develop Schematic Design Plans and Opinions of Probable Cost for Metcalfe Park and Ackert Park.

The City of University City (the City), in partnership with Washington University in St. Louis, Regional Housing and Community Development Alliance (RHCD), St. Louis Regional Arts Commission, Arcturis, Parkview Gardens Association, Gateway Foundation, Great Rivers Greenway District, and Trailnet, applied for a combination of U.S. Department of Housing and Urban Development (HUD) Sustainable Community Challenge Planning Grant/ U.S. Department of Transportation (DOT) Transportation Investment Generating Economic Recovery (TIGER) II Planning Grant. The creation of a Neighborhood Sustainable Development Plan for Parkview Gardens is closely aligned with the goals of the HUD-DOT Partnership for Sustainable Communities Livability Principles. On October 20, 2010, University City was pleased to hear of its selection as one of the 14 communities in the nation for receipt of the joint planning grant award.

University City and its planning partners continued their relationship with H3 Studio, who led the Consulting Project Team. Other Team members include Development Strategies, Inc. (market studies and fiscal impact planning); CH2M Hill (parking, circulation, and transportation analysis and plan review); David Mason & Associates (parks engineering design review and opinion of

**Figure 3.1: Parkview Gardens Parks and Open Space Plan (Adopted 2010)**



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|--|---|
| <ol style="list-style-type: none"> <li>1. Continue to strengthen and redevelop the edges of the neighborhood.</li> <li>2. Extend Enright Avenue east to North Skinker Boulevard.</li> <li>3. Close Vernon Avenue cut-through between North Skinker Boulevard and Westgate Avenue.</li> <li>4. Extend Ackert Walkway north to Olive Boulevard.</li> <li>5. Expand Metcalfe Park to the corner of Leland Ave and service alley and develop a new public right-of-way.</li> </ol> | <ol style="list-style-type: none"> <li>6. Utilize Ackert Park as an east-west connector</li> <li>7. Relocate Eastgate Park with two new parks.</li> <li>8. Developing sustainable landscapes, bike and pedestrian connectivity, and green infrastructure.</li> <li>9. Attain a Sustainable Sites Initiative 1-Star Rating for each park.</li> </ol> |
|--|---|

probable cost); RHCDA (evaluation and outcome measurement reporting); Trailnet (neighborhood walk/bike audit); and 501 Creative (marketing and communications.)

**Figure 3.2: Detail Plan Area**





Group Work session at the Public Meeting

Connecting residents to existing and planned modes of transit is a major component of sustainable neighborhood development and a stated requirement of the grant award. Therefore, the project Study Area (Figure 3.2) incorporates the existing Delmar MetroLink station, extending one half block north of Olive Boulevard (north) to one half block south of Delmar (south) and from the centerline of Hodiamont Avenue (east) to one half block west of Kingsland Avenue (west). This study area includes the Parkview Gardens neighborhood as well as Washington University’s North Campus, University City’s Civic Center and part of the Cunningham Business Park. Since planning for these three areas does not fulfill the project goals, a smaller Detail Plan Area was established within the Study Area. The Detail Plan Area extends from one half block north of Olive Boulevard (north) to one half block south of Delmar (south) and from the centerline of North Skinker Boulevard (east) to the centerline of Kingsland Boulevard (west) (Figure 3.2, page 45) The Study Area sits within a larger Context Area that extends from roughly Etzel Avenue to the north, Forsyth Boulevard to the south, Hamilton Avenue to the east, and Big Bend Boulevard to the west. This Context Area covers all adjacent regional connections and amenities that are relevant to the Neighborhood Sustainable Development Plan (See Figure 1.1, page 41.)

## Plan Organization

The Parkview Gardens Neighborhood Sustainable Development Plan builds upon the neighborhood *Open Space Framework Plan* established in the *Parkview Gardens Parks and Open Space Plan*. The Plan first provides a summary profile of the neighborhoods’ characteristics, which helps define potential future needs. The community’s vision and goals were formed and vetted through a series of public meetings and presentations, presented in full in Appendix B. The Plan addresses the future development of Parkview Gardens through the lenses of equity, environmental, and economic sustainability. All the components of this master plan build upon the three E’s of sustainability. The Plan organization is:

- **Envisioning a Sustainable Future:** Outlines the community’s aspirations for the future
- **Sustainability Principles:** Seven principles to fulfill the Vision through a triple-bottom line approach to sustainable neighborhood development
- **Neighborhood Infrastructures:** One or more category per Sustainability Principle that describes in detail the physical elements of the Plan, relevant analysis, recommendations, and synergies between the components.
- **Sustainability Initiatives:** Multiple action items for achieving each sustainability principle.
- **Sustainability Action Plan:** Outlines steps of implementation, multiple strategies, targets, and benchmarks for each Sustainability Initiative.
- **Implementation Plan:** Short-term, early action items under the jurisdiction of University City. These key recommendations should be pursued by University City and accomplished in a 5-7 year timeframe.

These deliverables fulfill both the recommended implementation items of the Parkview Gardens Parks and Open Space Plan and the goals of the HUD-DOT Partnership for Sustainable Communities Livability Principles.

# Work Plan

## 0.0 PRE PLANNING

October 20, 2010: Award of HUD/DOT Sustainable Communities Grant

Spring 2011: Washington University Sustainable Communities Course - Parkview Gardens

Spring 2011: WUSTL Public Art / Public Space Course - Ackert Walkway

February 4-6, 2011: WUSTL Public Life/Public Space Workshop - Ackert Walkway and the Delmar Loop

## 1.0 SITE INVESTIGATION

Analysis at Two (2) Scales - Context and Study Area

Parkview Gardens Park Site Surveys - Metcalfe and Ackert Parks

May-July, 2011: Stakeholder Interviews

## 2.0 GUIDING LIVABILITY PRINCIPLES

Draft Vision, Goals, and Sustainability/Livability Principles

**June 8, 2011: PPP/Public Workshop 01**

## 3.0 ENVISIONING A SUSTAINABLE FUTURE

Parkview Gardens Neighborhood Sustainable Development Plan Options

Preliminary Economic Development Assessment

Parkview Gardens Parks Schematic Design

**August 30, 2011: PPP/ Public Workshop 02**

## 4.0 DRAFT SUSTAINABLE DEVELOPMENT PLAN

Preferred Option Sustainable Development Plan

Refinement of Economic Development Assessment

Preliminary Integrated Funding Plan

Parkview Gardens Parks 30% Design Development

September 22, 2011: PPP Meeting 03

October 5, 2011: Plan Commission Presentation

October 12, 2011: Traffic Commission and Green Practices Commission Presentations

**November 9, 2011: PPP 04/Public Workshop 03**

December 10, 2011: Establishment of Parkview Gardens Project Gallery

December 14, 2011: PPP 05/Open House for Housing Studio Exhibition

January 25, 2012: Plan Commission Presentation

Draft Neighborhood Sustainable Development Plan

Refinement of Integrated Funding Plan

Parkview Gardens Parks 50% Design Development

**February 1, 2012: PPP 06/Public Workshop 04**

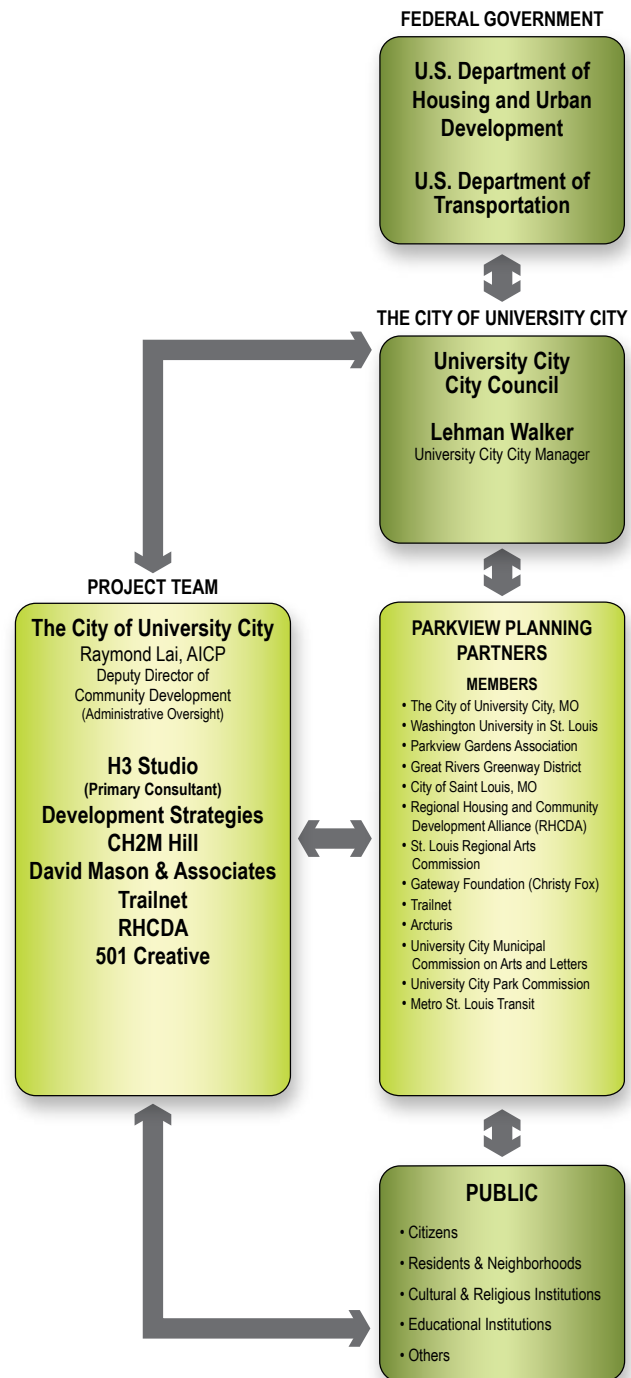
**February 13, 2012: City Council Work Session**

April 25, 2012: Plan Commission Presentation and Public Hearing

June 27, 2012: Plan Commission – Additional Public Comment Session

July 25, 2012: Plan Commission – Motion to Revise Plan

Figure 3.3: Flow Chart of the Planning Process





## Creating the Plan

The Parkview Gardens Neighborhood Sustainable Development Plan is the product of a public planning process that began in March, 2011. This planning process is divided into five key Phases, as outlined below:

**Phase 1.0: Site Investigation** included an in-depth analysis of Parkview Gardens to identify sustainability systems; future market potential; parking, circulation, and transportation access issues and opportunities; walk-ability and bike-ability; housing affordability; and to establish benchmarks for future outcome measurement reporting.

**Phase 2.0: Guiding Livability Principles** involved working closely with stakeholders, the Parkview Planning Partners, and neighborhood residents to craft an ambitious but achievable Vision for Parkview Gardens' future and specific ideas of how to make this vision reality.

**Phase 3.0: Envisioning a Sustainable Future** involved the development of three Alternate Planning Scenarios for the Parkview Gardens neighborhood that explored issues of building height, program, massing, density, and use. These Alternate Planning Scenarios were developed within the framework of the identified market capacity of the neighborhood over a 15- to 25-year timeframe and presented to both the Parkview Planning Partners and neighborhood residents with the goal of identifying a Preferred Plan Option.

**Phase 4.0: Draft Sustainable Development Plan** built upon the identified Preferred Plan Option with a detailed refinement of development, building height, and public space proposals. In addition, the Project Team developed detailed recommendations for parking requirements and management, job creation strategies and initiatives, and infrastructure improvements to support development proposals.

**Phase 5.0: Parkview Gardens Sustainable Development Plan** compiles all work completed to date into a Neighborhood Sustainable Development Plan that integrates development programs, transportation, and policy recommendations and initiatives into a singular Plan that maps out the future of Parkview Gardens. In addition, specific recommendations regarding future funding, management, coordination of development, and project prioritization were developed as part of the Implementation Plan.

A comprehensive list of tasks, milestones, and public engagement for each Phase is provided on the preceding page and in the Appendices.

## Funding & Administration

The Plan is a project of the City of University City, in partnership with: Washington University in St. Louis; The Parkview Gardens Association; Great Rivers Greenway District; St. Louis Regional Arts Commission; Regional Housing Community Development Association; Arcturis; Trailnet; The City of Saint Louis; Gateway Foundation; University City Parks Commission; University City Municipal Commission on Arts and Letters; Metro St. Louis Transit; and the City of Saint Louis. This collaborative group is known as the Parkview Planning Partners.

The City of University City is responsible for the project administration. Andrea Riganti, AICP, Director of Community Development and Raymond Lai, AICP, Deputy Director of Community Development, served as client group representatives and were assisted by Cheryl Adelstein, Director of Community Relations and Local Governmental Affairs for Washington University in St. Louis.

The estimated cost of the planning project, which totaled approximately \$637,000, was funded in part by a joint U.S. Department of Housing and Urban Development (HUD) and U.S. Department of Transportation (DOT) grant (\$165,685 and \$150,000 respectively). This funding was allocated from HUD's Sustainable Community Challenge Grants and DOT's TIGER (Transportation Investment Generating Economic Recovery) II Planning Grants to implement localized plans that ultimately lead to projects integrating transportation, housing, parks, and urban development.

As part of the requirements of this grant award, the Parkview Planning Partners provided an approximately 50% local funding match to the project in cash and in-kind services. Cash matches totaling \$100,000 were provided by the City of University City, Washington University in St. Louis, Parkview Gardens Association, and Great Rivers Greenway District. In-kind contributions were provided by the Parkview Planning Partners, Washington University in St. Louis, RHCDA, St. Louis Regional Arts Commission, Arcturis, Parkview Gardens Association, Gateway Foundation, Great Rivers Greenway District, and Trailnet.

### Parkview Planning Partners Advisory Committee (PPP)

The Parkview Planning Partners Advisory Committee (PPP) consists of representatives from each of the partner organizations and entities as described above.

The PPP serves as a representative cross-section of community stakeholders. The Project Team met with the Parkview Planning Partners Advisory Committee regularly throughout the planning process to collect feedback and receive official approval on the work completed to date. Meetings were scheduled during each phase of work prior to Public Workshops. Additionally, the Committee convened at the conclusion of each phase to review project deliverables and provide the Project Team with an official Notice to Proceed.



*Parkview Gardens Association*



**Metro**



REGIONAL ARTS  
COMMISSION OF ST. LOUIS





Public Workshop 02

## Public Forums

**March 25, 2011:**  
Ackert Walkway Student Design  
Public Presentation

**June 8, 2011:**  
PPP/Public Workshop 01

**August 30, 2011:**  
PPP/ Public Workshop 02

**November 9, 2011:**  
PPP/Public Workshop 03

**December 14, 2011:**  
WUSTL Housing Studio Open  
House

**February, 1 2012:**  
PPP/Public Workshop 04

**January 17–February 11 &  
April 21–25, 2012:**  
Project Gallery

**April 25, 2012:**  
Plan Commission Public Hearing

**June 27, 2012:**  
Plan Commission – Additional Public  
Comment Session

**December 12, 2013:**  
Plan Commission – Additional Public  
Meeting

**Januray 13 & June 23, 2014:**  
City Council Public Hearings

Because of the Parkview Planning Partners' continued commitment to the sustainable development of Parkview Gardens neighborhood, the Advisory Committee intends to continue to convene at regular intervals throughout the implementation of the Plan. The PPP convened 6 meetings, 4 held prior to Public Workshops. A full record of all Parkview Planning Partners Advisory Committee Meeting Minutes is provided in Appendix B of this document.

## Stakeholder Interviews

The city staff and the Project Team identified 26 Stakeholders to be interviewed as part of the planning process. Stakeholders included residents of Parkview Gardens; business and property owners; City staff and elected officials; merchants; institutions; non-governmental organizations; and other interested parties. These Stakeholders were organized into eleven small focus groups and invited to speak with the Project Team in one-on-one, confidential work sessions. Of the eleven focus groups invited, eight responded to the invitation. These Stakeholder Interviews were critical in shaping the Project Team's understanding of the Parkview Gardens neighborhood and the project and were included in the analysis of the study area. A full record of all Stakeholder Interview notes, with individual names omitted, is provided in *Appendix A* of this document.

## Public Engagement

In parallel with the regular meetings with the Parkview Planning Partners, the Project Team and Client also conducted four separate Public Workshops with neighborhood residents and the public-at-large. The purpose of these Workshops was to present the study results during the planning process to date and collect input and feedback from the attendees.

The Public Workshops were held toward the end of each project Phase for the purposing of reviewing the work of that Phase. The Public Workshops were held in the University City Library Auditorium and were advertised to the community through the city website, project website, signs, media announcements, flyers, mass mailings, existing publications, Facebook page updates, email blasts through Constant Contact, and individual community outreach of Advisory Committee members to special interest groups (e.g. Loop Special Business District and Churches.)

The typical Workshop format began with a presentation by the Project Team outlining the current development of the plan. This presentation typically lasted 45-minutes to one hour. Following the presentation, attendees broke up into small groups to work hands-on with Work Boards prepared by the Project Team summarizing the content of the presentation. Attendees were encouraged to write and draw their ideas on the Work Boards, which were collected by the Project Team for review and summation. This small group work session typically lasted thirty- to 45-minutes. Following the Public Workshop, the Project Team reviewed the comments selected and prepared summary documents for submission to the Client.



The Project Gallery along with emails, social media, the project website, phone, fax and the City office were all means of collecting public input. A full record of the public engagement process, including presentations and other documents, is provided in *Appendix B* of this document.

## Sustainable Land Use Code Audit

In addition to the HUD-DOT Partnership for Sustainability Grant, University City also received an EPA Technical Assistance for Sustainable Communities Building Blocks Grant to perform a sustainable land use code audit of University City's municipal zoning code and ordinances. Conducted by Clarion Associates, this code audit took place on-site on June 18 and June 19, 2012. The code audit was kicked-off with an evening public meeting on June 18, followed by intensive interviews, focus groups, and work sessions with city staff, public officials, and other community stakeholders on the following day.

Utilizing a process to identify barriers and incentives to achieving sustainable land use goals as well as gaps in University City's current zoning code and ordinances, the code audit identified four (4) targeted policy areas: 1) Alternative Energy Production; 2) Housing Diversity and Choice; 3) Green Infrastructure; 4) Mixed-Use Development and Infill; and 5) Parking. Recommended actions and strategies to address these policy areas were then developed by Clarion Associates and submitted to University City. These recommendations will be considered by University City for incorporation into the upcoming 2013 Comprehensive Plan Update.

## Plan Endorsement & Adoption

The Parkview Gardens Neighborhood Sustainable Development Plan was endorsed and recommended to City Council for adoption by the University City Plan Commission on December 23, 2013. The City Council of University City adopted the Plan on July 14, 2014 via resolution 2014 - 35.



