

UNION

2035

COMPREHENSIVE PLAN UPDATE

Adopted October 10, 2022



Acknowledgements

City of Union

Elected Officials

Robert L. Schmuke	Mayor
Amanda Sullivan	Aldерwoman, Ward 1
Brian Pickard	Alderman, Ward 1
Barbara E. Laberer	Aldерwoman, Ward 2
Robert Marquart	Alderman, Ward 2
Jacob Doecke	Alderman, Ward 3
Dennis Soetebier	Alderman, Ward 3
Tom Strubberg	Alderman, Ward 4
Karen Erwin	Aldерwoman, Ward 4

Planning & Zoning Commission

Richard Purschke	Commissioner
Howard Conard	Commissioner
Steven Campbell	Commissioner
David Hagedorn	Commissioner
John Wagner	Commissioner
Michael Vermillion	Commissioner
Mike Garvey	Commissioner
Greg Toelke	Commissioner

Senior Staff

Jonathan Zimmermann	City Administrator
Jonita Copeland	City Clerk
James Schmieder	Assistant City Administrator
Wanda Parsons	Community Development Assistant
Chad Pohlmann	Parks Director
Andrew Parker	Chief of Police
JD Kelley	City Engineer
Nathan Hall	Street Superintendent
Jeff Voss	Water Superintendent
Heather Keith	Finance Officer

Planning Team

H3 Studio, Inc.

John Hoal, Ph.D., AICP	Founding Partner Project Director
Timothy Breihan, A.AIA	Principal Project Manager
Julia Pancoast, LEED GA	Senior Urban Designer
Haley Evans	Urban Designer
Javier Diaz	Urban Designer

Saint Louis University Community Planning Lab

Bob Lewis, FAICP, CECd	Director
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Lochmueller Group

Cheryl Sharp, PE, PTOE	Manager of Traffic and Multimodal Analytics
Kathryn Shackelford, AICP	Urban Planner

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Chapter 1:

Existing Conditions

1. Existing Conditions

SECTION 1.01. PURPOSE & INTENT

A comprehensive plan is an official document adopted by the Planning Commission as a policy guide. The comprehensive plan helps direct decisions about the physical development of the community. The comprehensive plan is the legal and conceptual foundation for the City's Zoning Code and all other land use regulations in the City. The comprehensive plan should be recognized and utilized as a flexible document to be interpreted within the broad spectrum of land development possibilities and ever changing conditions. This document addresses the planning elements defined in Missouri Revised Statutes Chapter 89 Section 340, which sets forth the legal foundation for the authority, objectives, content and application of comprehensive plans as follows:

RSMO Chapter 89.340. *The commission shall make and adopt a city plan for the physical development of the municipality. The city plan, with the accompanying maps, plats, charts and descriptive and explanatory matter, shall show the commission's recommendations for the physical development and uses of land, and may include, among other things, the general location, character and extent of streets and other public ways, grounds, places and spaces; the general location and extent of public utilities and terminals, whether publicly or privately owned, the acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment or change of use of any of the foregoing; the general character, extent and layout of the replanning of blighted districts and slum areas. The commission may also prepare a zoning plan for the regulation of the height, area, bulk, location and use of private, nonprofit and public structures and premises, and of population density, but the adoption, enforcement and administration of the zoning plan shall conform to the provisions of sections 89.010 to 89.250.*

The City of Union's 2020 Comprehensive Plan reviews and updates Union's 1999 Comprehensive Plan entitled "Union 2010". The essential characteristics of the plan are comprehensive, general, and long range. "Comprehensive" means that the plan encompasses all geographic parts of the community and all functional elements which influence the physical development of the community. "General" means that the plan summarizes policies and proposals, but does not necessarily indicate specific parcels or detailed regulations related to future land use and development. "Long range" means the plan looks beyond the foreground of pressing current issues to the perspective of problems and possibilities, 10 to 20 years in the future. The City's Zoning Ordinance and Subdivision Regulations are much more specific with regards to regulating land use and are the key legislative tools for implementing the Comprehensive Plan.

SECTION 1.02. PLANNING PROCESS

The planning team will utilize a “values-driven” planning approach to update the City’s 1999 comprehensive plan. This approach integrates both the traditional “data-driven” and “vision-planning” approaches. A key component of the comprehensive plan update is the development a customized public participation program designed to identify community values and build consensus. The public participation program is needed to provide the consultant team first-hand knowledge of the citizens’ perspective of Union’s strengths, weaknesses, opportunities and threats, also known as a “SWOT” analysis.

Prior to the public participation phase, the consultant team will prepare an Existing Conditions Report summarizing the socio-demographic, economic and land use situation of the City. This report will set the foundation upon which the plan will be created. The second phase of the planning process will be public engagement. This effort will include a mix of focus sessions, town planning meetings, stakeholder interviews and monthly meetings with the Comprehensive Plan Steering Committee. The consultant team will summarize the findings from the public participation process in the Critical Issues Report.

For the third and final phase of the planning process, the consultant will develop goals, objectives and implementation strategies, based on the community’s values and vision. Once the goals, objectives and implementation strategies are accepted in concept by the steering committee, the first draft of the comprehensive plan update will be prepared and submitted to the steering committee for review and comment. Revisions will be made as needed and a final draft will be prepared and presented to the Planning and Zoning Commission for adoption. Following a public hearing and final amendments, the City of Union 2020 Comprehensive Plan will be presented for adoption by the Planning and Zoning Commission.

SECTION 1.03. CITY OF UNION 2035 COMPREHENSIVE PLAN OVERVIEW

The Union 2035 Comprehensive Plan Update includes chapters summarizing the City’s Existing Conditions, Critical Issues, Goals and Objectives, Future Land Use Elements, Transportation Plan, Planning Districts Program and an Implementation Program. The following is a brief summary of the key comprehensive plan components:

- » The **Existing Conditions** section includes an executive summary of the comprehensive planning process and resulting plan and a demographic analysis of Union’s socio-economic conditions and description of existing zoning and land uses.
- » The **Critical Issues** report is a summary of the most important concerns the community faces. Feedback from the Town Planning Meetings and stakeholder interviews will provide the basis for the development of the critical issues contained in this section. The goals and objectives developed for the Comprehensive Plan will directly respond to the citizen-driven critical issues facing the City of Union.
- » The **Goals and Objectives** of the community provide the framework for the Comprehensive Plan. This section will include policy statements and development recommendations that emerge during the Town Planning Meetings, interviews with city officials, and general research for the plan. The development and growth decisions a city makes should reflect the community’s values and sense of what constitutes a reasonable quality of life. To help guide these decisions, the Comprehensive Plan provides a host of goals and objectives that reflect the citizen-driven values reflective of those held by the residents and business owners of Union.

» The **Community Facilities & Services**

Section will provide a baseline report on the existing services available to residents of Union, the condition of these services, recommendations for improving these services and implementation strategies to provide services to the proposed growth areas.

» The **Future Land Use & Transportation** Sec-

tion will review current land use and existing transportation conditions and provide recommendations for future growth, transportation improvements and open space preservation. The Future Land Use and Transportation Plans illustrate the recommended locations for future land use, including residential, commercial, industrial, recreation and the preservation of open space. The plan also analyzes the flow of traffic through the community. The Future Land Use & Transportation Plans are accompanied by a future land use matrix that provides a description for each future land use category and recommendations for implementation. Prior to approving future development, the City must review each development for compliance with the conditions, policies and standards applicable to the future land use category in which the proposed development is located. The intent of the Future Land Use & Transportation Plan and Map is to provide the focus and direction needed to make future land use and zoning decisions. The Future Land Use Map does not replace the zoning map; rather it provides the information needed to help implement the preferred future land use and development conditions.

- » Finally, the **Implementation Program** presents specific actions that can be taken to enforce the Plan Elements and incrementally achieve the goals and objectives of the community. This section also advises the City how to make changes to the plan and identifies the steps necessary to amend the Comprehensive Plan.

SECTION 1.04. STUDY AREA

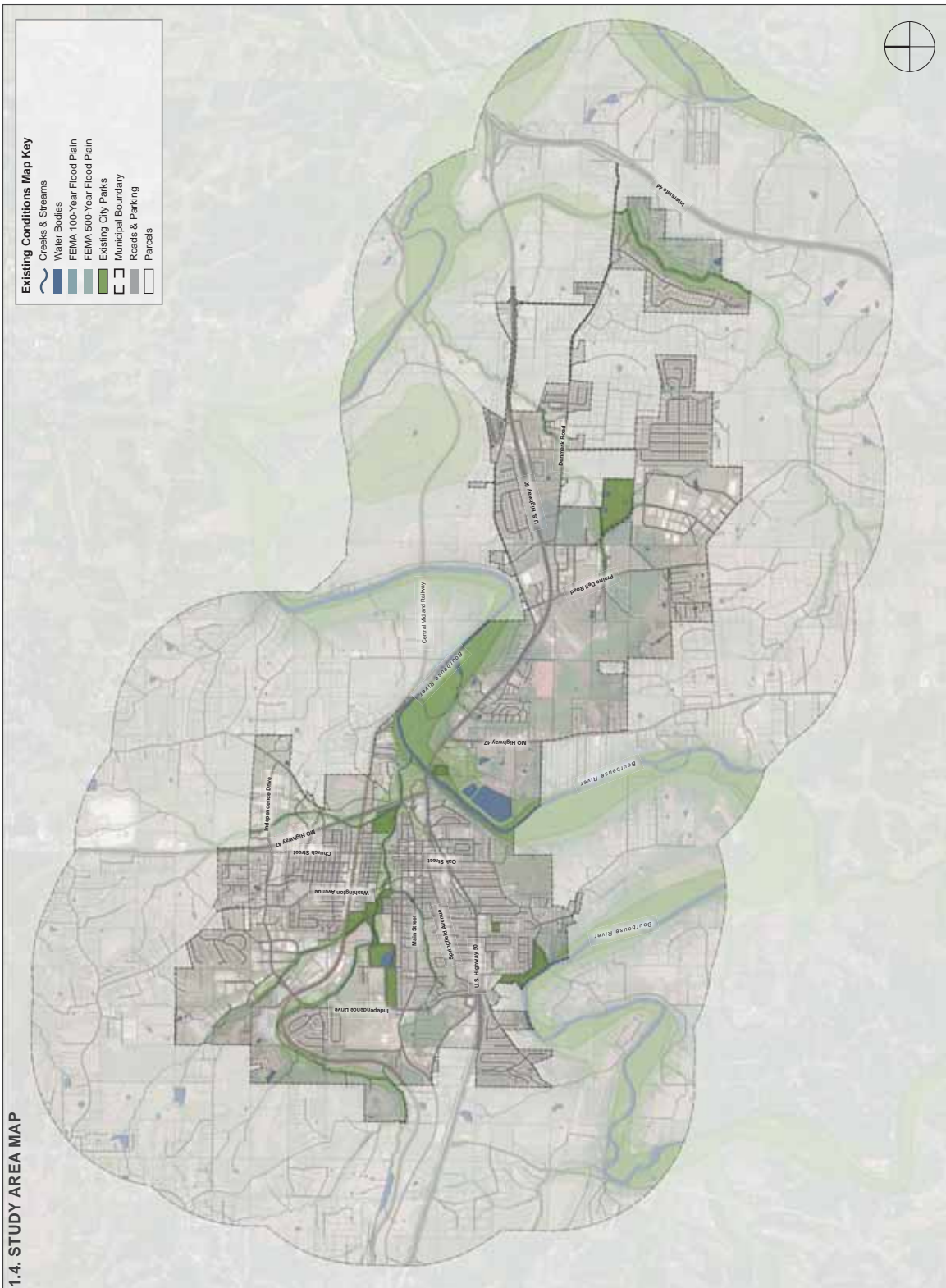
Union is located approximately 45 miles southwest of St. Louis just west of Interstate 44 in the center of Franklin County. Highways MO-47 and U.S. 50 provide north/south and east/west arterial traffic circulation respectively. Neighboring cities include Washington (north), St. Clair (south), Beaufort (west), and the Gray Summit (east). Several small creeks and tributaries flow through Union to the Bourbeuse River, which meanders through the central portion of Union. The study area includes all land situated within the corporate limits of Union plus one-half mile beyond the corporate boundary. The City is approximately 8.1 square miles. The geography surrounding Union is best described in the “History of Union 1827-1976, by Lucy Lomax, which states;

“The topography of Union is peculiar and picturesque, in that approaching the place from any direction a person comes down hill and observes the city nestling in a valley, yet from every point but one the road is ascending before reaching the center of the town. The City appears located on ground resembling an inverted saucer. It could not have been located better for natural drainage, as from what might be termed a ridge extending from the southwest to the northeast there is a gentle slope in all directions except to the southwest from whence the high ground enters the City.”

SECTION 1.05. COMPREHENSIVE PLAN SUMMARY

The local government is the primary body with jurisdiction to coordinate the overall pattern of physical development of the community. As growth and development occurs, elements of the Comprehensive Plan should be adhered to. Therefore, the local government should review the planning documents periodically and implement its objectives as needed to meet the growing demands of the community. Over time, the 2035 Comprehensive Plan may need to be supplemented with additional, more focused

1.4. STUDY AREA MAP



planning studies that address the ever-changing climate of a growing, prospering community. By taking careful steps to create a long-range plan and listening to community feedback, Union is taking positive steps to plan for the future, protect investments and to preserve Union's rich heritage.

SECTION 1.06. HISTORY OF UNION

In 1818, Franklin County was organized and separated from St. Louis County and named after one of America's founding fathers: Benjamin Franklin. With 922-square-miles, Franklin County is the largest geographic area in the St. Louis MSA (Metropolitan Statistical Area) and one of the largest counties in all of Missouri. The History of Union dates back to January 22, 1825 when, by an act of the State Legislature, the City of Union was established to serve as the county seat for Franklin County. The name "Union" was supposedly chosen to signify a coming together after dissention of the county over the moving of the county seat from Newport. The ground where Union now exists was owned by three farmers who donated 72.5 acres for the establishment of the original town. Business and houses began going up immediately. The Union post office was opened on July 20, 1827 and by 1840, Union had its own blacksmith, two general stores, a wagon maker, a cabinet maker, a shoemaker, a hotel, a tavern, and a four-story flour mill. During this time a steady stream of German settlers were drawn to the area and this trend continued through 1910. Strong evidence of the German culture can still be found in architecture throughout Union and Franklin County.

Union continued to grow at a moderate rate until 1887 when it experienced a "boom" caused by the completion of the St. Louis, Kansas City and Colorado Railroad. The SLKC & CRR was the product of several businessmen who lived in towns west of St. Louis, such as Union, who saw the potential of having a railroad serving their community. Within four months after the railroad opened, forty houses were added to the town and the population grew to 610. The railroad later came under the ownership of the Rock Island Railroad.

The first successful factory in Union was established by the National Cob Pipe Works which opened in 1907 by a small group of local business leaders who sought to create jobs for the semi-skilled labor force in the community. Its first order was for 1,000 pipes from a Chicago tobacconist. Within eight (8) years, the company was producing five million pipes a year and claimed to be one of the largest manufacturers in the world. Employment during this period rose from 10 to 75 individuals.

Franklin County's Government and Judicial Centers, built between 2006 and 2008, stand at the east face of Union's Town Square, across from the historic 1923 courthouse. The historic courthouse was completely remodeled in 1970 after being bombed the previous year as a diversion during a bank robbery, and a second courtroom was added in 1975. Following the opening of the Judicial Center, the 99 year-old building's courtroom was renovated to its historic appearance. As of 2022, Franklin County is making a series of upgrades to make the historic courtroom suitable to host jury trials again.

In 1968, East Central College (ECC) was established to serve the higher educational needs of people in east central Missouri. One year after voters created this new college district, the first classes were held in temporary facilities within the Union City Hall. That same year, a 114-acre tract of land was purchased for developing the main campus at the intersection of U.S. Highway 50 and Prairie Dell Road. Today, ECC now encompasses more than 200 picturesque acres and serves an enrollment of 3,500 students.

SECTION 1.07. UNION TODAY

The City of Union is a 4th Class City with a City Administrator form of government. The elected, policy-making body of the City consists of a Mayor and an eight-member Board of Aldermen. Union is divided into four wards, each with two (2) representatives. The City Administrator is appointed by the Board of Aldermen and is the full-time Administrative Officer of the City responsible for overseeing all daily operations and the municipal staff.

Today there are an estimated 12,348 residents and over 300 businesses based in Union. Some of the City's largest employers are manufacturing firms such as the Esselte Pendaflex Corporation and Silgan Plastic Food Containers as well as public service agencies like Franklin County Government, Union R-XI School District, and East Central College. The Courthouse still dominates the historic Downtown square and much Downtown activity is related to county government. A wide variety of stores and services are available to area residents. The city has four (4) industrial parks poised and ready for future expansion. The city is served by the Central Midland Railway.

In 2020, the City moved in to its new City Hall, located at 10 E. Locust Street. The former City Hall, the historic Union Auditorium Building, is currently planned to have restroom and accessibility improvements made so that it can function as a community event venue. The new City Hall and Auditorium improvements are called for in the Union 2020 Comprehensive Plan, adopted in 2011.

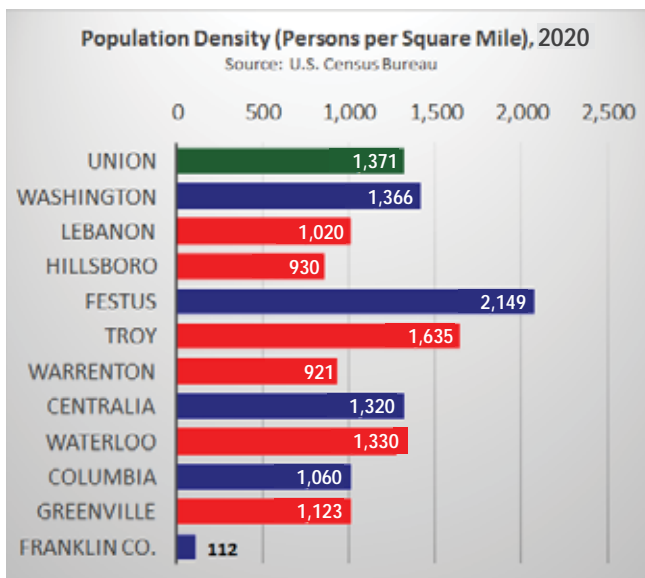
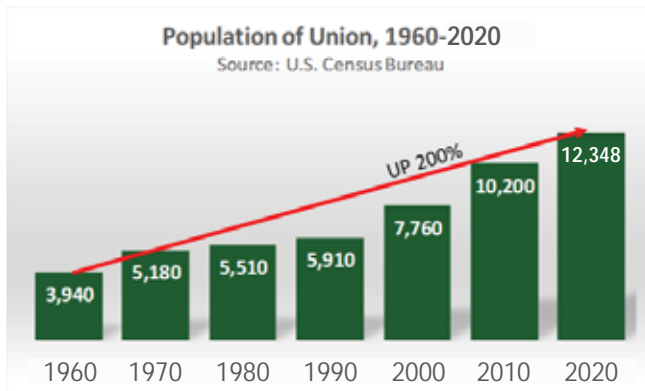
The Union public school system is AAA rated. The city also offers parochial and private schools and is home to East Central College. There are approximately 18 churches, and many civic services and cultural organizations. The City's primary strengths lie in its central location, County Seat designation, stable neighborhoods, excellent schools, reliable work force and East Central College. Union, Missouri was ranked "One of the Top 10 Best Small Towns in the United States" in a nationwide survey in 2001. The City of Union is known for its "Small Town Charm with Big City Opportunities".

SECTION 1.08. POPULATION FORCES AND TRENDS

1.08.01. Union and the Selected Peer Cities

Union is the Franklin County seat on the edges, but still within, the St. Louis Metropolitan area. This report frequently compares socio-economic statistics of Union with several similar cities based on population size and location: Washington, MO (Franklin County), Lebanon, MO (Laclede County seat), Hillsboro, MO (Jefferson County seat), Festus, MO (Jefferson County), Troy, MO (Lincoln County seat), Warrenton (Warren County seat), Centralia, IL (multiple counties), Waterloo, IL (Monroe County seat), Columbia, IL (Monroe County), Greenville, IL (Bond County seat), Franklin County as a whole, St. Louis Metropolitan Area (bi-state).





1.08.02. Trends

The first U.S. Census conducted in Union was in 1880 when the city's population was 402. That represented 1.5% of all residents of Franklin County. In 2020, the U.S. Census Bureau estimated Union's population at 12,348, or 11.9% of the county. Union's population has been growing steadily since those early days with the exception of the Great Depression decade. Since 1960, the city's population has tripled.

Meanwhile, Franklin County was no slouch. Its overall population increased by 134% from 1960 to 2020 (127% outside of Union). Washington, the largest city in Franklin County, added 82%. In just the last decade, Union has grown 17.5%, Washington 3.7%, and Franklin County 3.1% (but only 0.6% outside of Union and Washington).

Section 1.08.03. Population Density

Union has a population density—persons per square mile (PPSM)—that is about average for the eleven selected cities. At an overall average of 1,371 residents per square mile, Union has about the same density as Washington, Missouri and Centralia and Waterloo, Illinois.

Large and long-developed suburban communities in the metro area generally have higher densities. Kirkwood, in St. Louis County, has a density of 3,208 PPSM, more than double that of Union. Florissant, the most populous municipality city in St. Louis County, has a 2019 density of 4,185 PPSM. St. Charles, St. Peters, and O'Fallon in St. Charles County have densities ranging from 2,500 to 3,000 PPSM.

The City of St. Louis, even after decades of population losses, has an overall density of 4,886 PPSM. (At the City's peak population in 1950, density was 13,800!)

Section 1.08.04. Household Size (Population per Household)

Households are the same as occupied housing units. Households are not necessarily “families” but families living in housing units are households. Retailers pay a great deal of attention to the number of households. Households tend to be the single best indicator of retail sales potential.

Union households are relatively average in size with 2.51 persons per household (PPHH).

Hillsboro and Troy have the highest PPHH. These are also the fastest growing among the selected cities. Centralia has the lowest PPHH and it also has lost 14% of its population since 2000. There seems to be a correlation between population growth and larger households.

Section 1.08.05. Population and Growth Rate Comparisons with Selected Cities

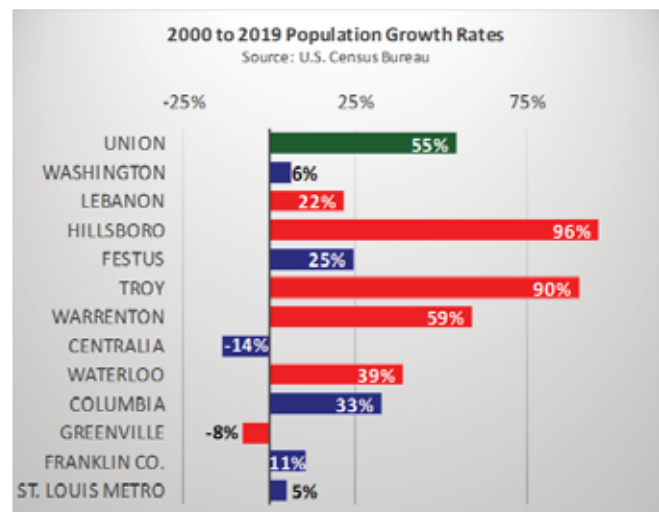
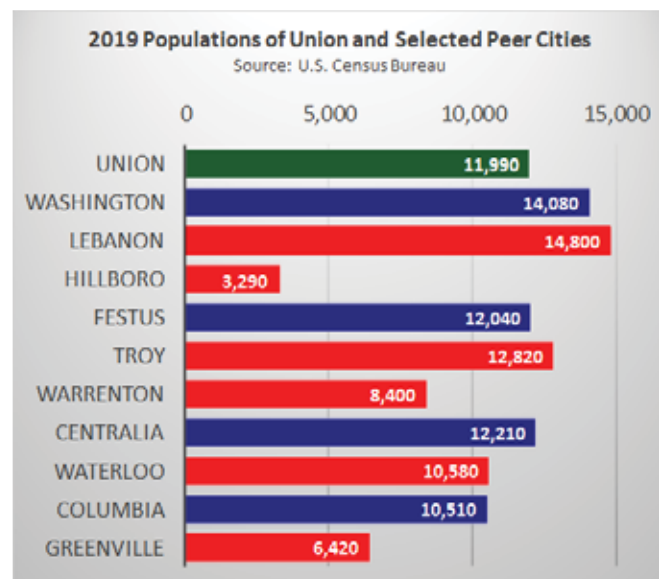
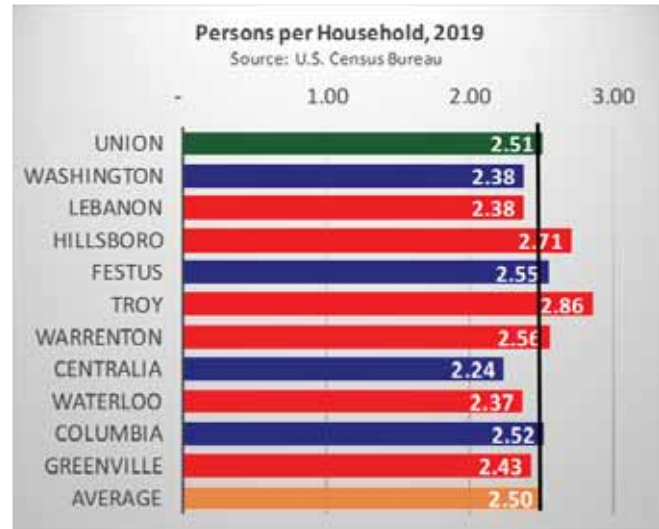
Section 1.08.50.01. Population

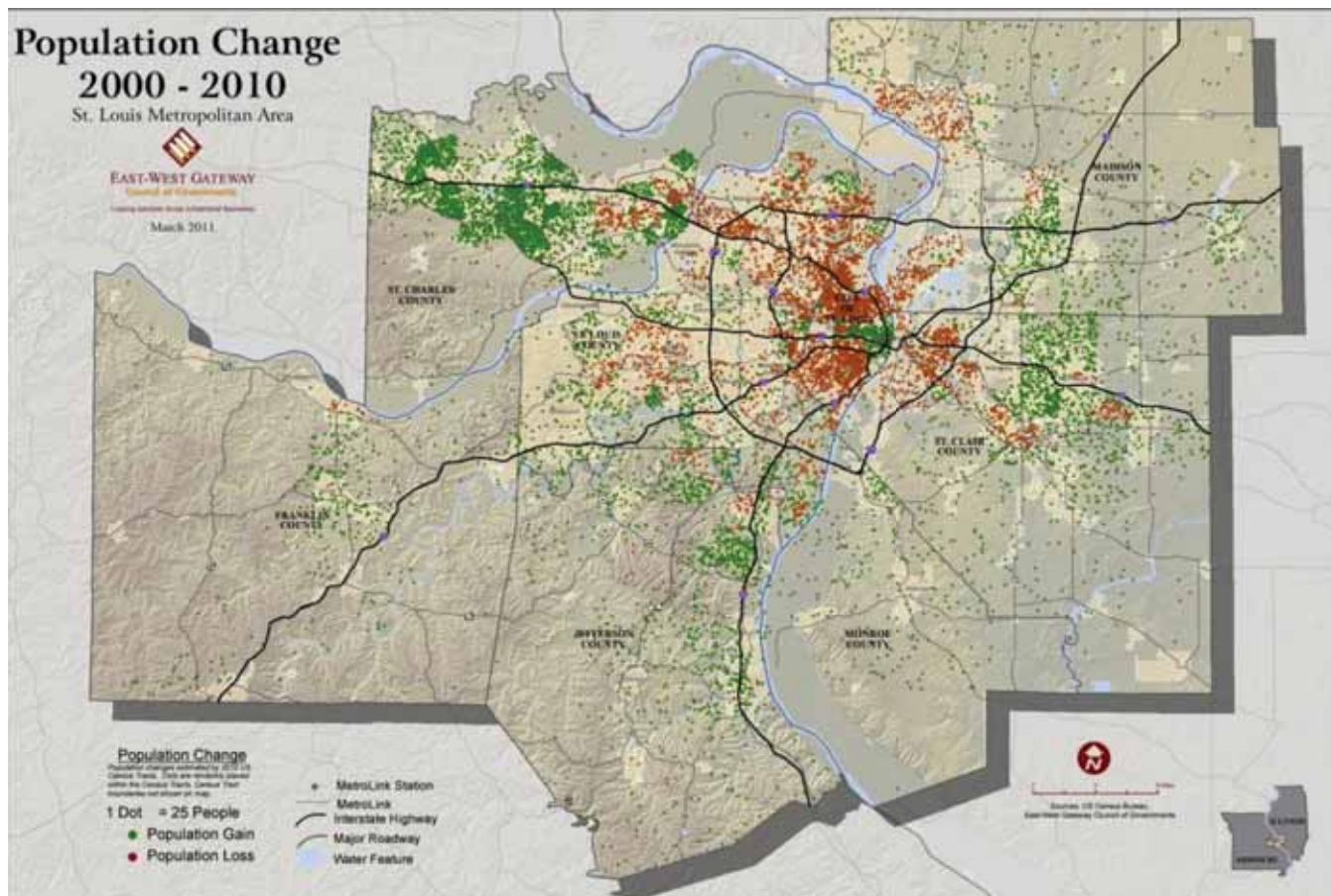
Of the eleven comparison cities, seven are county seats (Union plus all those in red), though Lebanon is the only city not in the St. Louis metropolitan area. Union’s population in 2019 fits right in the middle at the sixth largest number of residents. Among county seats, it ranks third of seven.

Section 1.08.05.02. Growth Rate

Of the eleven comparison cities, Union has had the fourth highest rate of population growth since the turn of the century. The top three—Hillsboro, Troy, and Warrenton—are also county seats. While some of these growth rates can be attributed to annexations of previously unincorporated areas, it is clear that many “edge cities” in metro St. Louis are managing rapidly expanding constituencies.

But not all growth is large growth. Union’s major companion in Franklin County, Washington, grew only 6% while Franklin County as a whole grew just 11% and the metro area five percent. Centralia and Greenville, Illinois, both lost populations.



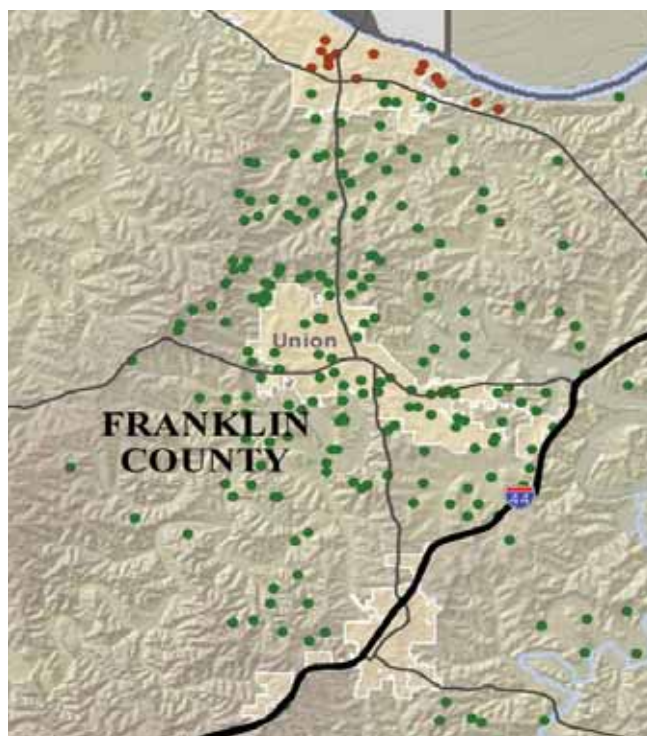


Section 1.08.06. Population Growth for the St. Louis Metro Area

This map from the East-West Gateway Council of Governments illustrates that the Missouri Highway 47 corridor was a strong population growth area (green dots) between the Census years of 2000 and 2010. Net growth favored western areas, but not entirely. A comparable map to 2020 has not yet been produced.

The area in the blue square was enlarged and appears on the next page.

The map shows that there was substantial growth in this area (green dots), in a mostly north-south pattern (Route 47 corridor). There were a few declining areas (red dots) along the Missouri River in and around Washington.



This figure corroborates earlier data showing the relatively strong growth rates over several decades in parts of Franklin County. Yes, there have been some annexations to add to city growth, but there has also been general growth on a wide scale.

Section 1.08.07. Projections in Growth Rates, Population, and Household Size

Section 1.08.07.01. Growth Rates

The highest growth rates in U.S. history were the 1950s and 1990s, but national projections that combine both natural increase and net migration to the year 2060 show dramatically slower population expansion. Midwest metro areas and all rural areas are anticipated to have the greatest struggles to attract growth from this “smaller pie”.

While growth has been strong in the western parts of the metro area, capturing future shares of national growth will become more difficult, and probably more competitive in sluggishly growing metro St. Louis. Census Bureau projections of U.S. growth rates show unprecedented slow-downs coming.

The 2010s was the slowest national growth decade since 1790 except the 1930s. It only gets slower based on Census projections to 2060.

Union will have to work extra hard to continue to attract more residents, particularly in light of regional economic development goals that focus on the “urban core”.

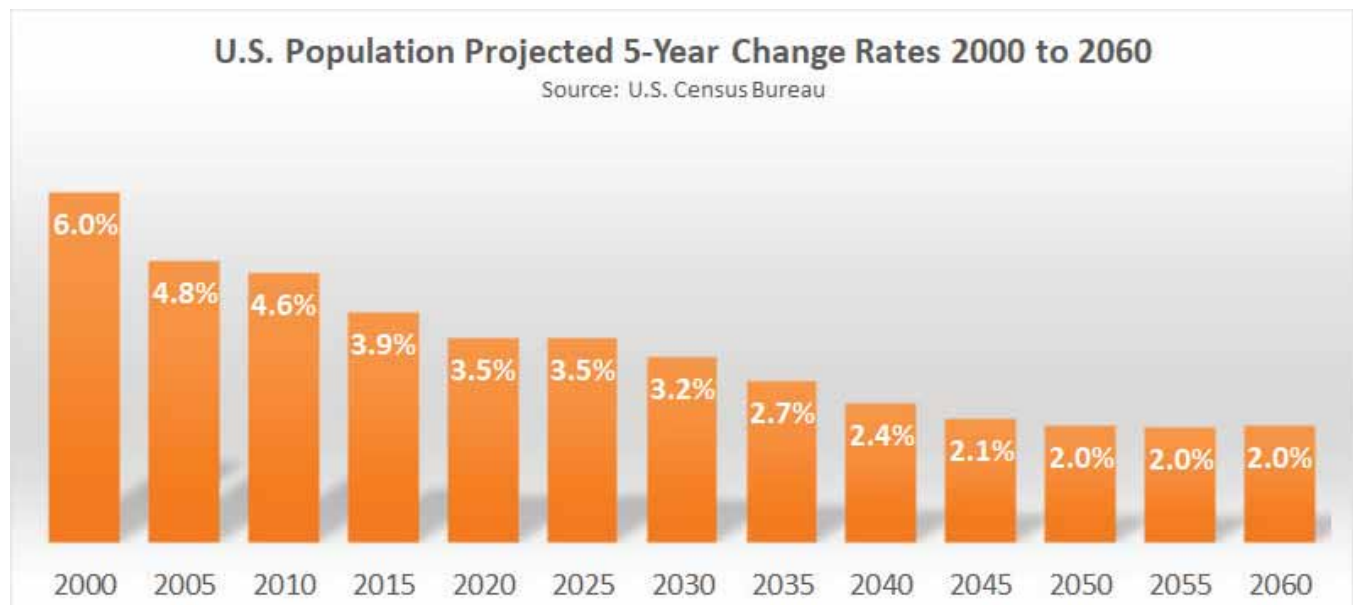
Section 1.08.07.02. Growth Rates Population Projection Scenarios

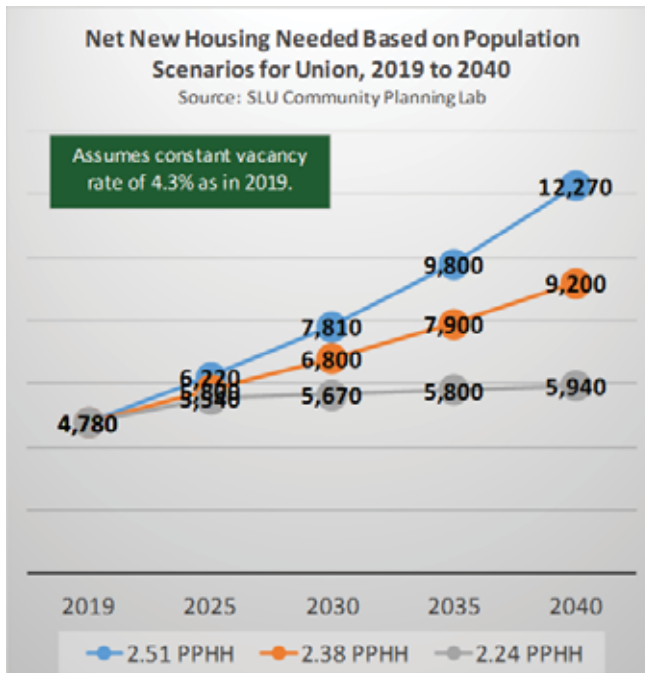
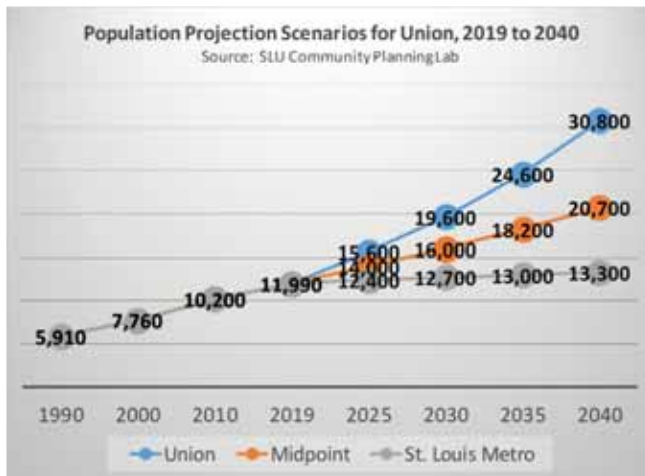
Using weighted annual average growth rates for Union and the metro area between 1990 and 2019, three scenarios of population growth for Union are illustrated.

Assuming continuation of trends in Union itself, Union could have a population of 30,800 by the year 2040.

But assuming the much slower trends of the metropolitan area, population in Union could grow very slowly to just 13,300 in 2040.

Assuming an average of those two weighted growth rates could yield a 2040 population in Union of 20,700, still a substantial growth of 73% from the 2019 estimate of 11,990.





Section 1.08.07.03. Growth Rates Housing Projection Scenarios

Using Union's current persons per household (2.51) and carrying out to 2040 with the maximum population projection scenario, Union would need 12,270 housing units. This would be an increase of almost 7,500 units from 2019.

Average household size, however, typically declines over time, so a low-end scenario assumes that Union's persons per household dramatically declines to the lowest of the eleven cities under study. At 2.24 PPHH, and using the slow population growth scenario, Union would need just 5,940 housing units in 2040, an increase of only about 1,160.

Neither of those "fixed PPHH" scenarios is likely, however, so a middle-ground projection assumes a gradual decline in PPHH from today's 2.51 to the 11-city low of 2.24 by 2040. Using the middle-ground population projection, this would require a total of about 9,200 housing units in 2040, an increase of 4,420.

SECTION 1.09. HOUSING FORCES & TRENDS

Section 1.09.01. Housing Vacancy

Union does not have a serious housing vacancy problem. 2019 estimates by the Census Bureau peg overall vacancy in Union at 4.3% of existing housing. This is well below average of the eleven cities.

On the other hand, Union might not have enough housing for its population growth curve. There will always be vacant units; that is part of the dynamics of a housing markets to have available units for marginal growth. So population growth will require more housing.

Vacancy is a problem for declining markets. Centralia and Greenville are the only cities on the graph that have had recent population decreases. On a net basis, this often means housing "left behind," and they each have high vacancy rates.

Section 1.09.02. Housing Structures, Year Build

Union's housing stock is comparatively young, reflecting recent population growth. When compared to housing for all of Franklin County, Union's housing is dominated by structures built since 2014. The graph depicts the location quotient of the city within the county. A value of "1.0" would mean that the percent of housing in Union for that time period is the same as the County's percent.

Actually, just under one-tenth of Union's housing was built after 2014 compared to one-fifth between 2000 and 2009, but the pace was quicker in the city than the county more recently.

The median year built of all housing in Union is 1989, compared to 1982 in Franklin County. Washington's median year is 1976.

Section 1.09.03. Median Housing Values

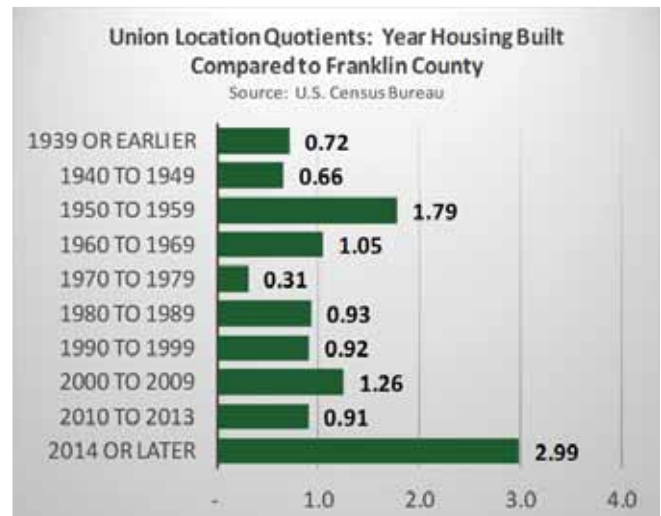
Union's housing values are somewhat on the low side compared to the rest of the county and to Washington. At a median value in 2019 of \$148,800, housing values increase 10.4% after 2010. But the county's overall housing values, some \$17,000 higher, increased by 12.6%.

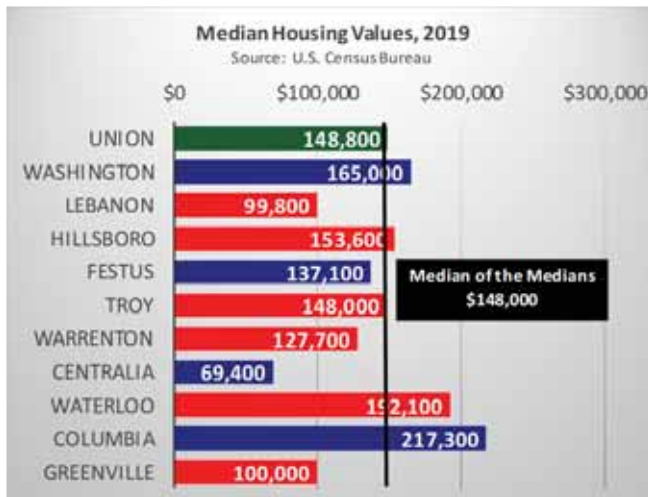
The median for the county, in fact, now slightly exceeds the median value in Washington, which has long had values higher than in Union.

With county-wide values rising more strongly than in Union, there may be opportunities for the city to attract higher income households that can afford higher values and are willing to locate in Franklin County in any event.

Union is a middle class housing market. Compared to median housing values of the comparison cities of this report, Union is right in the center at \$148,800 in 2019. The median for all eleven cities is \$148,000.

Centralia and Greenville, Illinois, have relatively low values probably attributable to net population losses and high vacancy rates. Supply simply outstrips demand.





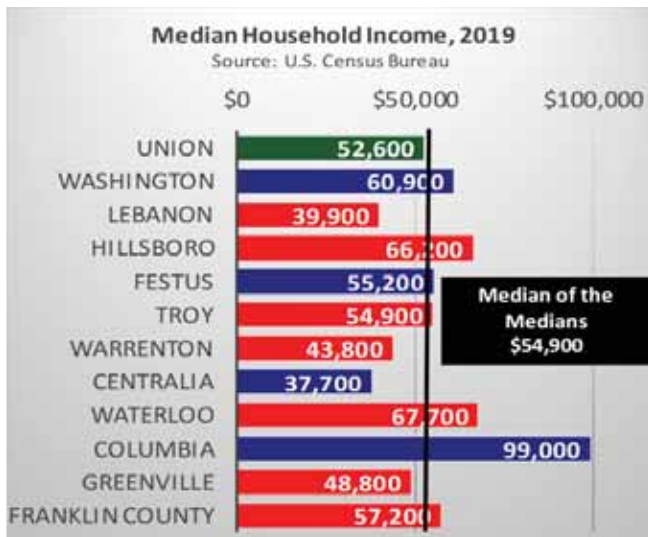
Other places, like Washington, Columbia, and Waterloo have reputations for attracting higher income households still within easy commutes to jobs in the more central parts of the metro area.

SECTION 1.10. HOUSEHOLD INCOMES

Section 1.10.01. Median Income

Union is a middle-income community. At an estimated \$52,600 for the year 2019, median household income in Union was 92% of the county-wide median of \$57,200 and just slightly lower than the median for all eleven peer cities. Union's income is on par with Festus and Troy, but only just over half of the median in Columbia, Illinois.

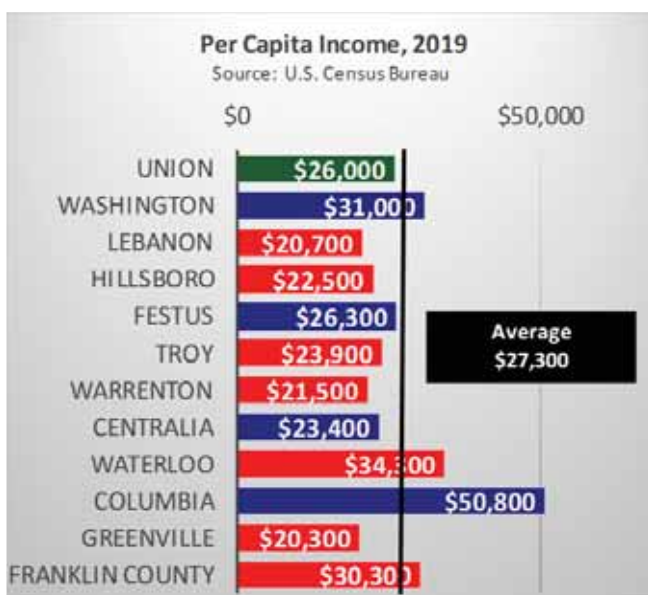
Columbia also has the highest median housing values while Union's housing values are right in the middle.



Section 1.10.02. Per Capita Income

Household income can be misleading where average household sizes vary. So, it is useful to also compare per capita incomes—or total household income in an area divided by the population.

Because of Union's slightly higher average household size, its per capita income is a little less than the other cities.



Still, these figures reinforce that Union is a middle class/middle income community where per capita incomes are just slightly lower than the overall and Franklin County averages. But the overall average is aided by the relatively high per capita income in Columbia. If Columbia is removed from the list, the overall average drops to \$25,000, so Union is slightly above that average.

SECTION 1.11. JOBS AND ECONOMY

Section 1.11.01. Jobs

The Census Bureau’s “On-the-Map” data series shows 6,360 jobs located in Union as of calendar year 2018. Unfortunately, the data for this information stops in 2018 for now.

Union’s biggest strength is in manufacturing jobs where almost one fifth (19.7%) of all jobs are found. Union also has a great many retail trade jobs (12.4% of all jobs), educational services (11.1%) attributable in great part to East Central College, lodging and dining jobs (9.2%), and public administration (9.2%) attributable to the city’s role as County Seat.

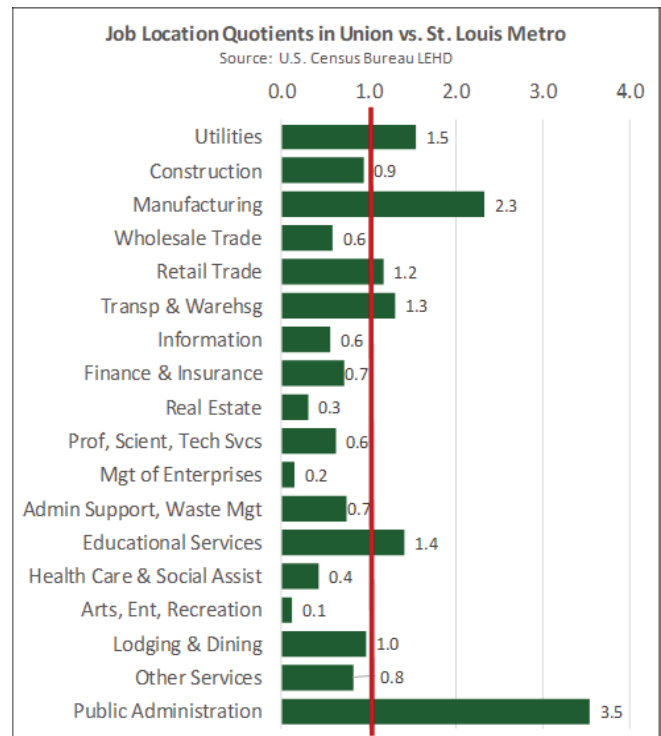
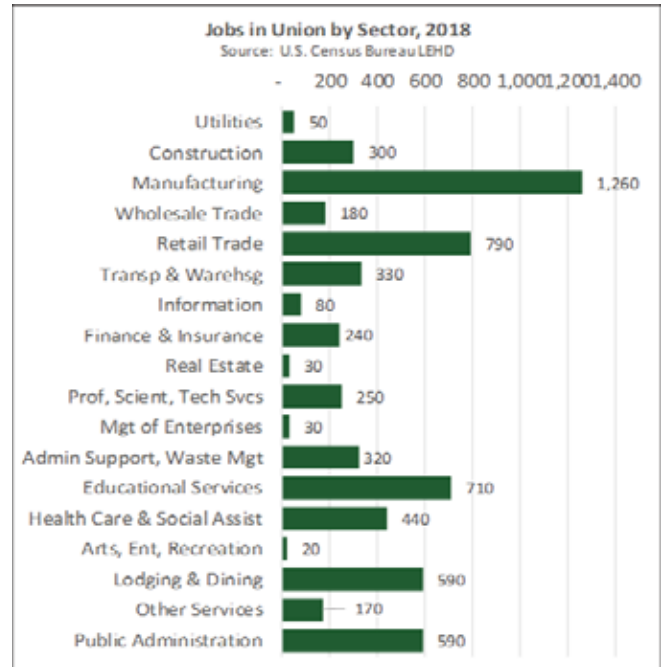
Union captured 17% of all Franklin County jobs in 2018, compared to Washington, which captured 30%. In Washington, manufacturing made up more than a fifth (26%) of all jobs while retailing was the same percentage as Union at (12.4%).

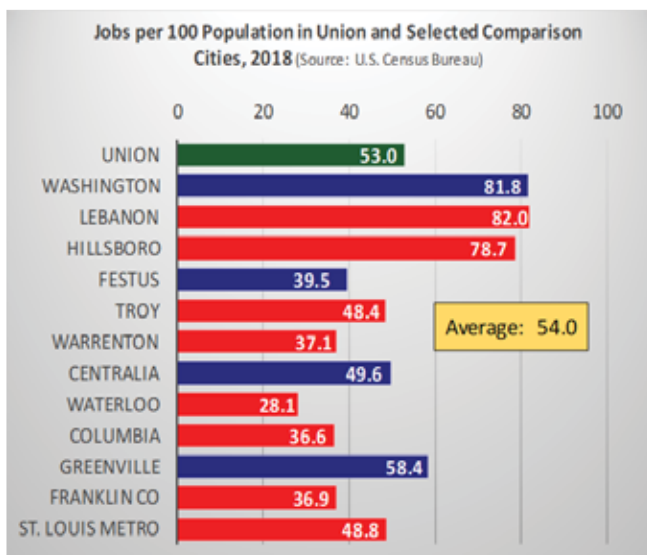
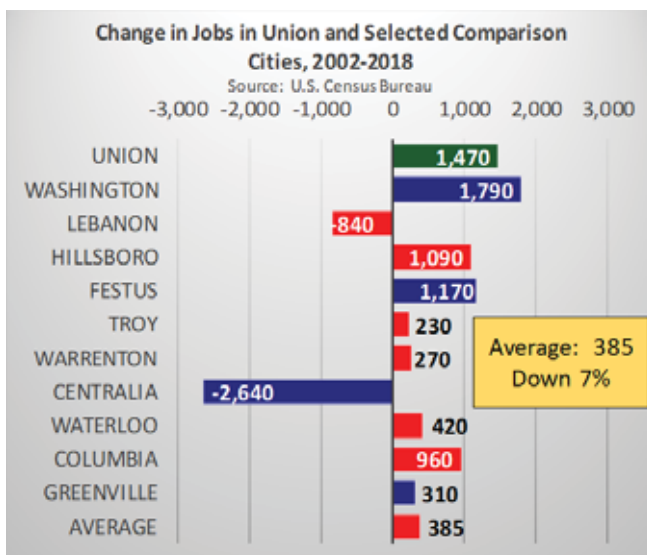
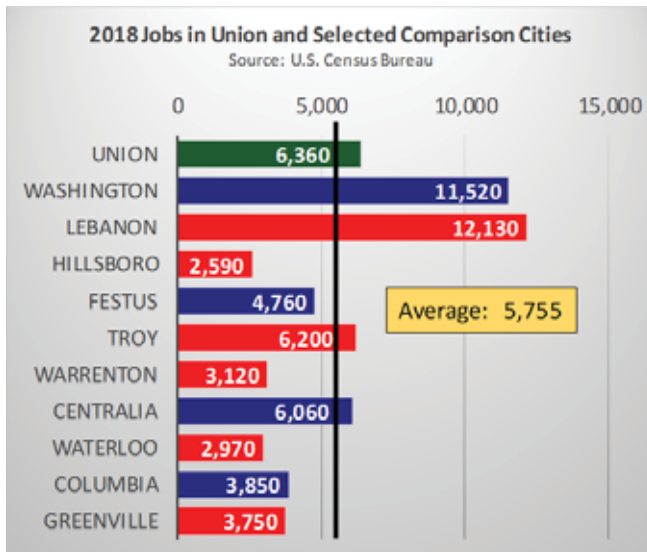
Section 1.11.02. 2018 Job Location Quotients

A location quotient compares the percent of jobs by sector in Union to the percentages in the same sectors in a larger economy—in this case, the St. Louis metro area. A quotient of 1.0 means the percentages are the same.

Public administration and manufacturing show up as particular advantages in Union, attributable to the city’s role as a county seat and an industrial stronghold. Each of these sectors has more than twice the percentage of all jobs as the metropolitan area.

Utilities, educational services, transportation & warehousing, and retail trade also have location quotients greater than 1.0, indicating relatively strong sectors. Union is, however, not attracting significant shares of wholesale trade, finance, health care, arts, or professional, scientific, and technical jobs. This suggests opportunities for greater job diversity while reducing reliance on government and manufacturing.





Section 1.11.03. Jobs in Comparable Cities

Union's 6,360 jobs in 2018 exceeded the average for the comparison cities, though both Washington and Lebanon have roughly twice as many jobs.

Union is in a group of similarly sized job cities with Troy and Centralia.

Section 1.11.04. Changes in Jobs in Comparable Cities 2002-2018

Unlike Troy and Centralia, however, jobs in Union have grown strongly. Between 2002 and 2018 (the full period of the available Census data), Union added 1,470 jobs—a 30% jump. But Troy added only 230 jobs (up 4%) while Centralia lost more than 2,600 (down 30%).

Union was way above the average growth of the eleven cities, which was only 385 more jobs, or an average growth rate of seven percent. Without the two cities where jobs decreased, the average growth was 7,710, or 21% more in 2018 than in 2002.

Franklin County added 13% more jobs and the St. Louis metro area added eight percent. Union has been a relatively strong job growth market.

Section 1.11.05. Jobs per 100 Residents

Union once again demonstrates its "middleness" when comparing jobs in the city per 100 residents. In 2018, Union had 53.0 jobs per 100 population, just above the average of 54.0 for all eleven comparison cities.

Washington, Lebanon, and Hillsboro top the list with roughly 80 jobs per 100 residents each. Hillsboro is a relatively small city but is the county seat in Jefferson County where a great many jobs are related to government. Lebanon has become a strong job center on the far outskirts of the Springfield metro area along Interstate 44. Washington, like Union, is a strong concentration of manufacturing and related jobs but has a stronger retail center.

Section 1.11.06. Commuting Patterns

Union is a “net employment community” because fewer residents leave the city for jobs elsewhere than commute into the city for jobs. Just over 4,000 Union residents commuted to jobs in other places in 2018, but they were more than replaced by almost 5,400 in-commuters taking jobs in Union. (Again, these are undercounts but proportionally valid.)

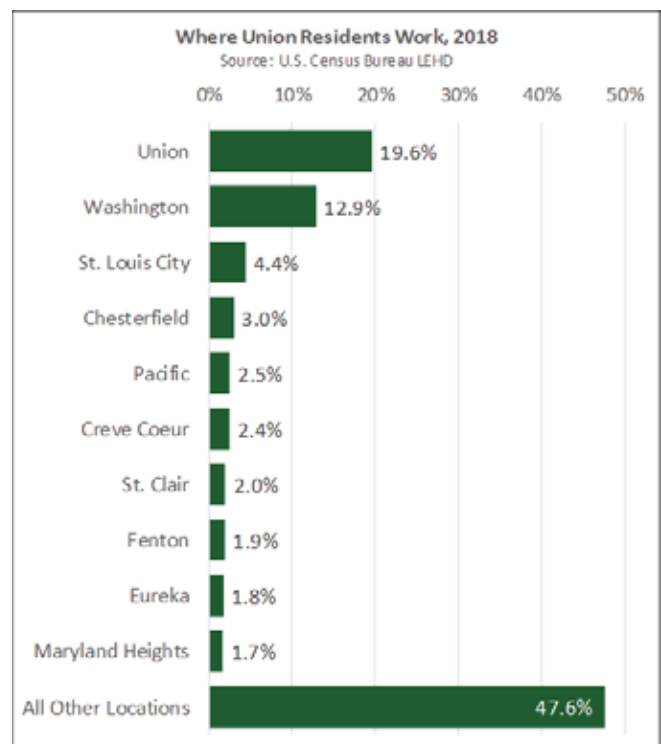
Using these data, there were 6,359 jobs in the city in 2018 (earlier rounded to 6,360). Of these jobs in Union, 988 were held by Union residents (15.5%) while 5,371 were held by outsiders (84.5%). The “daytime” population of Union was larger than its “nighttime” population.

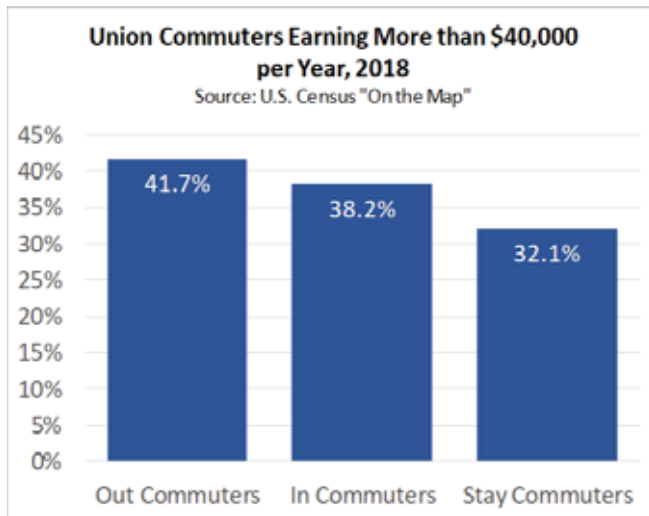
Franklin County, on the other hand, had about 11,500 more people leaving the County in 2018 for work elsewhere than coming into the county for jobs. Washington, by the way, was also a net employment community with about 4,000 more people commuting in than commuting out. Indeed, about 650 of Washington’s in-commuters lived in Union. Almost 500 of Union’s in-commuters live in Washington.

Section 1.11.07. Commuting Destinations, 2018

Union residents commute to a very wide range of other places for jobs they hold—many of these quite distant from Union. Of the 5,029 residents of Union in 2018, one fifth (19.6%) remained in Union for work. Another 12.9% commuted the short distance to Washington. The next highest percentage (4.4%) commuted all the way to the City of St. Louis.

Still, almost half of Union’s employed labor force worked in “other locations” not in the top ten locations. This means that almost six out of ten (59.2%) of the out-commuters (excluding those who remained in Union) worked in “other locations.” Of the out-commuters alone, 16.1% were employed in the City of St. Louis.



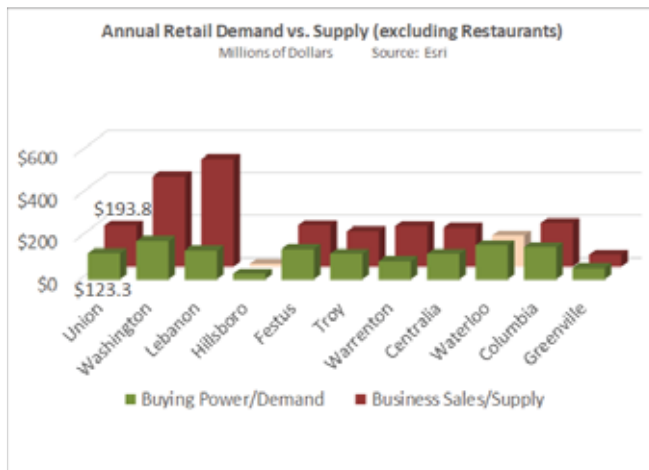


Section 1.11.08. Wages of Commuters

Out-commuters from Union brought home higher incomes in 2018, on average, than those who work in Union. Over four in ten out-commuters earned more than \$40,000 per year, the highest of three income categories of this Census Bureau database.

But almost a similar share of the jobs in the city held by people commuting into Union (38.2%) earned more than \$40,000, though a lower share (about a third) of Union residents who remained in the city for their jobs were in this income category.

On average, 41.7% of jobs held outside the city paid \$40,000 or more, while 37.3% of jobs in Union paid that much.



SECTION 1.12. RETAIL ECONOMY

Section 1.12.01. Annual Retail Trade Gaps (Excluding Restaurants)

On an annual basis, the retail “buying power” of Union residents is \$123.3 million. But retail businesses in Union have annual sales of over 1½ times that amount—\$193.8 million.

Union is clearly a net attractor of retail shoppers. This is also evident in the previous data on retail employment compared to neighboring and peer cities.

Of the 11 comparison cities illustrated here, nine have internal retail sales exceeding their own buying power (dark red “supply” bar). On a net basis, they attract more sales from non-residents to make up for “leakage” by their own residents.

Note: Union residents also shop outside the city. “Break Even” is when local stores attract enough non-resident sales to overcome the local “leakage.” In Union, the results are well above break even. Proportions in Washington and Lebanon are even stronger.

Section 1.12.02. Annual Eating and Drinking Gaps (Excluding Retail)

The eating and drinking “buying power” of Union residents is likewise below the actual sales at Union’s eating and drinking places, but the gap is much smaller. Sales exceed local buying power by just 1.1 times, meaning that Union is attracting a few more diners and drinkers from outside its borders.

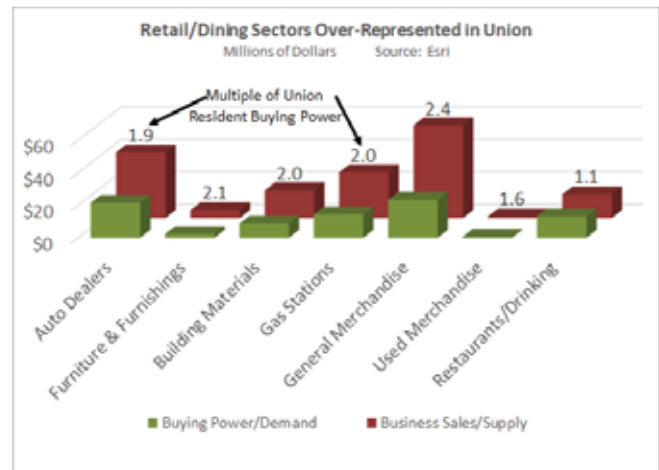
Of the 11 comparison cities, all but one have internal eating and drinking sales exceeding their own buying power (dark red “supply” bar).



Section 1.12.03. Retail Sectors Over-Represented in Union

Given the strong retail sales in Union relative to residents’ buying power, several of the major retail and dining sectors are “over-represented” in the city.

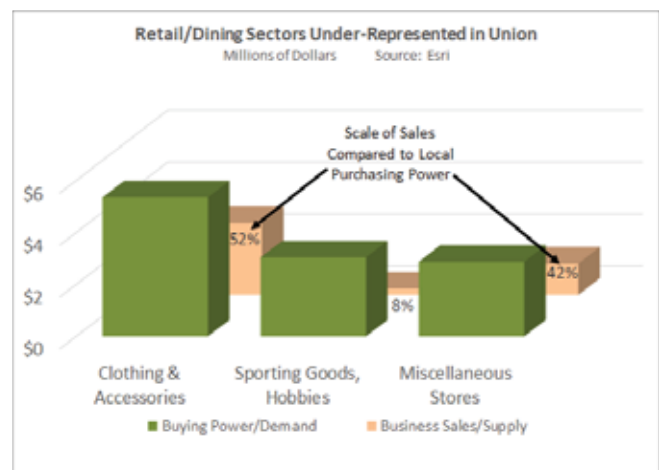
For instance, there are 1.9 times the amount of auto dealership sales in the city than Union residents themselves can afford. General merchandise stores lead this gap between actual sales and local buying power.

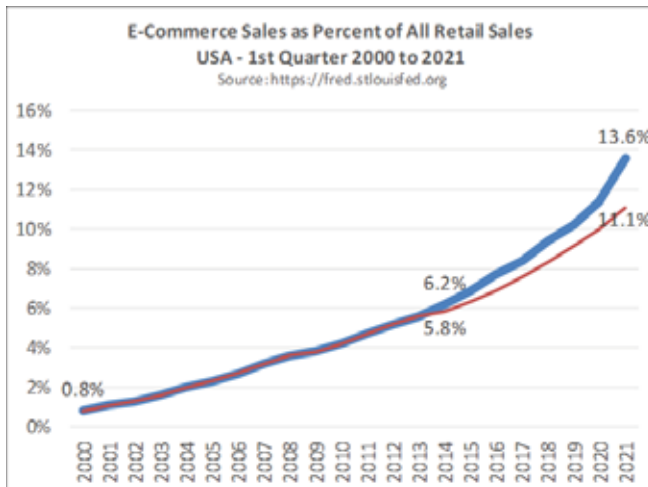


Section 1.12.04. Retail Sectors Under-Represented in Union

Three major categories, however, fall short of sales within Union compared to local buying power.

For instance, local clothing and accessories stores attract sales equivalent to only 53% of the amount that Union residents spend for clothing and accessories. As a consequence, Union residents are caused to conduct much of their clothing purchases outside of the city. At the same time, outsiders have relatively few options for clothing purchases in Union, thus pushing many of their sales to other communities.





Section 1.12.05. E-Commerce in the United States

“Mail order” shopping has been popular in the U.S. since at least the late 19th Century, fostered most famously by Sears, Roebuck and Montgomery Ward. They serviced a great deal of western expansion in the U.S. as trains became ubiquitous and settlers needed retail goods.

E-Commerce has effectively replaced mail order as consumers shop online. The Federal Reserve Bank estimated that such e-Commerce amounted to less than one percent of all shopping in early 2000. But it has climbed steadily in the U.S. to 13.6% as of early 2021.

With the advent of ever more e-Commerce businesses and stronger Internet service, the pace of growth increased in about 2014. Had a similar pattern continued, today’s e-Commerce would be about 11.1% of all sales. Moreover, the COVID-19 pandemic caused a sharp increase in e-Commerce starting in 2020.

Implications are still being worked out in the marketplace. Consensus indicates that shopping destinations will need less floor area in the future and that more “retailing” will be serviced from industrial distribution centers.

SECTION 1.13. EDUCATIONAL ATTAINMENT

Union’s educational attainment numbers have improved from those put forth in the 2010 Comprehensive Plan. Union’s high school graduation rate has dropped by less than 1%, however the percentage of those with a Bachelor’s Degree or higher is 22.3%, a 12% gain over the 2010 Comprehensive Plan, and now only slightly behind Missouri’s 29.9%.

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SECTION 1.15. TRADE AREA PROFILE

1.15.01. Trade Area Demographics

Union is part of the St. Louis Metropolitan Area. In 2020, the metro region had a population of 2,806,349 people. It has a total of 1, 262,226 housing units. The median (middle)household income is \$65,725, while the mean (average) household income is \$89,659, finally the average household size is 2.42. Union families are slightly larger, with slightly lower household incomes than the average St. Louisan. However, that is not to say that Union doesn't have capital to spend and a pool of capital to pull from.

A comparison with the Trade Area Demographics from the previous comprehensive plan is useful to examine the changes. We can see from examining the chart that the population has grown 93% from the 2012 projections in the one-mile range. It grew by 33% from the 2012 projections in the five mile range. The growth was 2% for the 10 mile range and the current population is actually less than the 2012 projection for the 20 mile range.

UNION TRADE AREA DEMOGRAPHICS 2022 WITH 2011 COMPREHENSIVE PLAN DEMOGRAPHICS COMPARISONS

Union's Trade Area:

Center Point: City Hall

(Source: ACS 2015-2019)

	1 mile	5 miles	10 miles	20 miles
Total Population	5,875	21,458	59,969	133,723
Total Households	2,258	8,044	23,368	51,670
Total Housing Units	2,378	8,575	25,347	56,835

Previous Comp Plan Projections

Center Point: City Hall

(Source: 2011 Union Comp Plan)

	1 mile	5 miles	10 miles	20 miles
Population (2000 Census)	3,015	14,558	52,761	120,417
Estimated 2007 Population	2,992	15,518	56,580	134,329
Projected 2012 Population	3,048	16,194	58,913	141,118

1.15.02. Trade Area Income Statistics

Comparing today's numbers with 1999's, the Median Household Income rose 40%, the Average Household Income rose 42% and the Per Capita Income also rose 42% within one mile. The Median rose 49%, the Average rose 62% and the Per Capita rose 64% within five miles. The Median rose 42%, the Average 48% and the Per Capita 60% within 10 miles. Finally, the Median rose 34%, the Average 43% and the Per Capita 51%.

UNION TRADE AREA 2026 INCOME PROJECTIONS 2022 WITH 1999 INCOME COMPARISONS

Trade Area Income Projections Center Point: City Hall

	1 mile	5 miles	10 miles	20 miles
Median Household Income, 2021	\$55,761	\$63,715	\$63,517	\$64,854
Average Household Income, 2021	\$66,926	\$79,241	\$77,893	\$82,239
Median Household Income, 2026	\$57,589	\$69,614	\$69,380	\$72,376
Average Household Income, 2026	\$72,417	\$87,624	\$85,899	\$92,513
Per Capita Income, 2021	\$25,706	\$29,993	\$30,456	\$32,084
Per Capita Income, 2026	\$27,834	\$33,270	\$33,719	\$35,802

Trade Area Income Statistics, 1999

Center Point: City Hall	1 mile	5 miles	10 miles	20 miles
Median Household Income, 1999	\$39,812	\$42,827	\$44,626	\$48,335
Average Household Income, 1999	\$47,222	\$49,022	\$52,752	\$57,435
Median Family Income, 1999	\$45,446	\$48,894	\$51,970	\$55,633
Average Family Income, 1999	\$53,529	\$54,868	\$59,917	\$64,570
Per Capita Income, 1999	\$19,590	\$18,261	\$20,014	\$21,192

1.15.03. Trade Area Workforce Characteristics

The average travel time to work was unavailable for the current count, so instead travel times are measured in numbers working in the county, state and out of state. The average earnings broken down by male and female are also unavailable however, the number of both male and female workers increased by 74% and 1,175 workers in one mile, 33% and 2,463 workers in five miles, it lost .01% or 156 workers in ten miles, and lost 3,287 or .05%.

1.15.04. Trade Area Housing Characteristics

Homeownership dropped by 14% between 2000 and 2019, while the number of renters grew 9.6% in one mile. Homeownership dropped by 10.5% while the number of renters rose 4.45% within five miles. Between 2000 and 2019 homeownership within 10 miles fell 8% and the number of renters grew 1.9%; and finally within 20 miles homeownership dropped 11.2% and renters dropped .8%. Not surprisingly, home values grew by 67% in one mile and 73% within five miles, the only ranges we have data for. The household size actually dropped 8%. Rent rose 73% within one mile, the only range we have data for.

UNION TRADE AREA WORKFORCE STATISTICS**Trade Area Workforce Statistics
Center Point: City Hall**

	1 mile	5 miles	10 miles	20 miles
Total Workers	2,751	10,366	29,305	64,088
Worked in County	2,077	7,518	19,886	37,647
Worked in State, out of County	664	2,789	9,162	25,717
Worked out of State	11	60	257	724

**Trade Area Workforce Statistics,
1999**

Center Point: City Hall	1 mile	5 miles	10 miles	20 miles
Mean Travel Time to Work	25.2 minutes	26.1 minutes	27 minutes	30.2 minutes
Males w/ Earnings, 1999	914	4,292	15,815	36,721
Average Earnings of Males	\$29,816	\$31,924	\$38,033	\$40,687
Females w/ Earnings, 1999	662	3,611	13,646	30,654
Average Earnings of Females	\$19,905	\$19,850	\$19,059	\$20,548

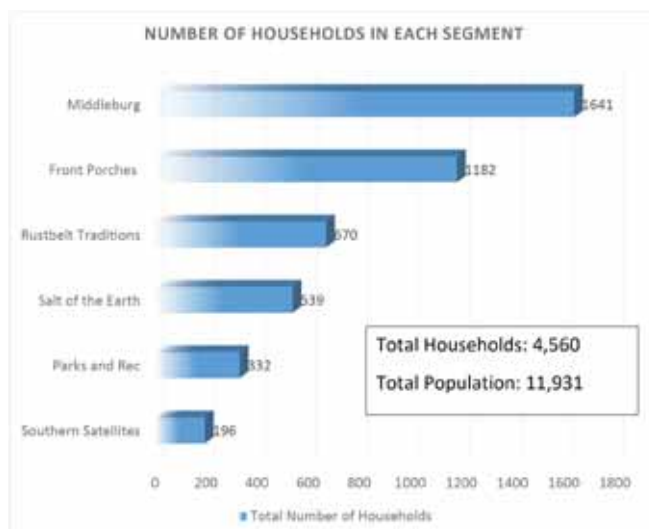
UNION TRADE AREA HOUSING STATISTICS

Trade Area Housing Statistics Center Point: City Hall

	1 mile	5 miles	10 miles	20 miles
Owner-Occupied Houses	1,450 (61%)	5,799 (68%)	17,118 (68%)	38,958 (69%)
Renter Occupied Houses	808 (34%)	2,245 (26%)	6,250 (25%)	10,775 (19%)
Average Housing Value	\$152,592	\$196,754	n/a	n/a
Average Housing Value, 2021	\$178,498	\$227,439	\$247,330	\$277,770
Average Housing Value, 2026	\$199,615	\$250,047	\$274,018	\$306,708
Gross Rent	\$799.00	n/a	n/a	n/a
Median Year Home Built	1976	1991	1983	1985
Total Vacancies	111 (4%)	532 (6%)	2,000 (8%)	5,176 (9%)
Average Household Size, 2021	2.43	2.63	2.54	2.56
Average Household Size, 2026	2.43	2.63	2.53	2.55

Trade Area Housing Statistics Center Point: City Hall

	1 mile	5 miles	10 miles	20 miles
Total Housing Units	1,278	5,637	21,230	48,078
Average Household Size	2.51	2.67	2.65	2.69
Average House Value	\$91,335	\$113,549	\$115,622	\$139,435
Average Gross Rents	\$463	\$512	\$511	\$493
Average Age of Home	38.5 years	30.2 years	29.9 years	29 years
Owner-occupied Housing Units	75.60%	78.50%	76.90%	80.20%
Renter-occupied Housing Units	24.40%	21.55%	23.10%	19.80%



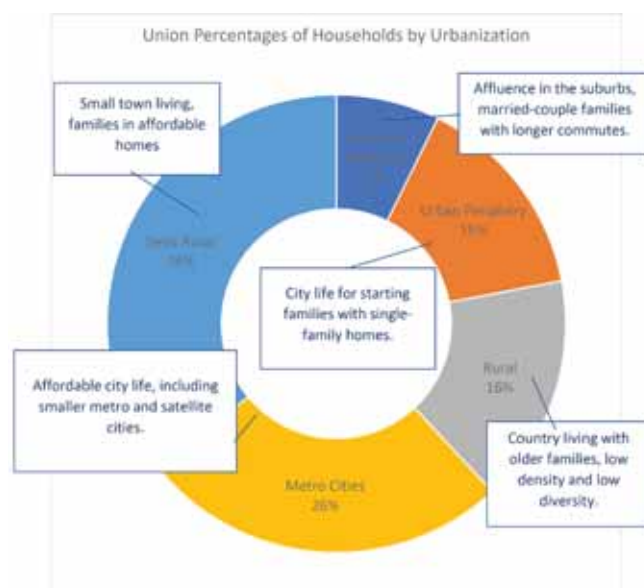
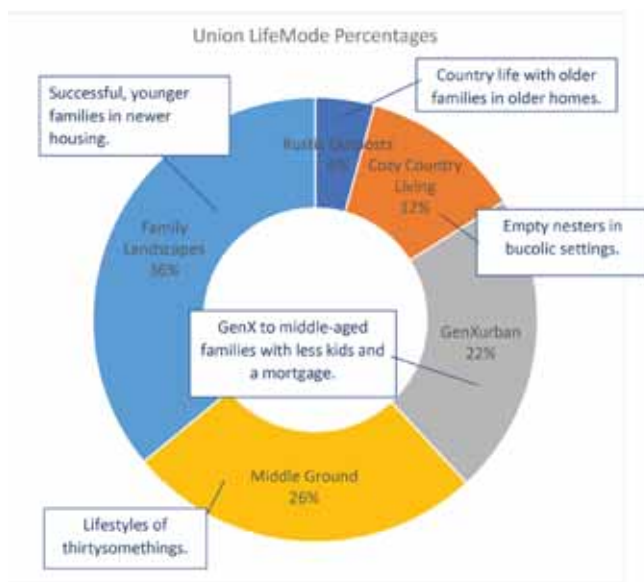
SECTION 1.16. UNION LIFEMODES™ AND URBANIZATION SEGMENTS

Another valuable resource to look at is Union's Tapestry Segmentation. This tool divides the United States into 68 distinct market segments based on their shared socio-economic and demographic characteristics. Then those 68 segments can be grouped together based on shared similarities into 14 LifeMode groups and by location into 6 Urbanization summary groups.

Union contains six unique market segments based on the total number of households that fall into each segment. The household is a single housing unit, so each household could have more than one family, or single adults, or combination of people living in it. Like "birds of a feather" similar people tend to live together, so contiguous households are then grouped into neighborhoods. These neighborhoods can then be grouped into segments, illustrated in the chart below.

Once these segments have been identified they can then be divided into LifeModes (stages of life) and Urbanization (distance from an urban center). Union has five unique LifeModes represented, with both Parks and Rec and Rustbelt Traditions, falling into GenXurban. Union is trending younger, with up to 84% still in childbearing years. 58% are younger than middle age with families, an additional 26% are in their 30's, primed to start families. This informs future planning for more families with kids, needing more schools, parks, firehouses, playing fields.

Union's five Urbanization summary groups and their characteristics are described in the chart below. This, combined with the housing recommendations from the Demographics section advises toward building newer, but modestly priced homes. Affordability is what up to 77% of Union household's are seeking, with 41% wanting the amenities of the metro at an attainable price, and 36% liking Union's small town feel.



SECTION 1.17. TAPESTRY SEGMENT DESCRIPTIONS

Middleburg: *36% of Union Households*

Middleburg neighborhoods transformed from the easy pace of country living to semirural subdivisions in the last decade, as the housing boom spread beyond large metropolitan cities. Residents are traditional, family-oriented consumers. Still more country than rock and roll, they are thrifty but willing to carry some debt and are already investing in their futures. They rely on their smartphones and mobile devices to stay in touch and pride themselves on their expertise. They prefer to buy American and travel in the US. This market is younger but growing in size and assets.

OUR NEIGHBORHOOD

- » Semirural locales within metropolitan areas.
- » Neighborhoods changed rapidly in the previous decade with the addition of new single-family homes.
- » Include a number of mobile homes (Index 150).
- » Affordable housing, median value of \$175,000, low vacancy rate, 73.4% homeownership.
- » Young couples, many with children; average household size is 2.75.

SOCIOECONOMIC TRAITS

- » Education: 65% with a high school diploma or some college.
- » Labor force participation typical of a younger population at 66.7% (Index 107).
- » Traditional values are the norm here— faith, country, and family.
- » Prefer to buy American and for a good price.
- » Comfortable with the latest in technology, for convenience (online banking or saving money on landlines) and entertainment.

Front Porches: 25.9% of Union Households

Front Porches are a blend of household types, with more young families with children and more single households than average. More than half of householders are renters, and many of the homes are older town homes or duplexes. Friends and family are central to Front Porches residents and help to influence household buying decisions. Households tend to own just one vehicle, but it is used only when needed.

OUR NEIGHBORHOOD

- » Nearly one in five homes is a duplex, triplex, or quad; half are older single-family dwellings.
- » Just over half the homes (53.4%) are occupied by renters. The average national rent is \$981
- » Older, established neighborhoods; three quarters of all homes were built before 1980.
- » Single-parent families or singles living alone make up almost half of the households.

SOCIOECONOMIC TRAITS

- » Composed of a blue-collar work force with a strong labor force participation rate.
- » Price is more important than brand names or style to these consumers.
- » With limited incomes, these are not adventurous shoppers.
- » They would rather cook a meal at home than dine out.
- » They seek adventure and strive to have fun.

Rustbelt Traditions: *14.7% of Union Households*

The backbone of older industrial cities in states surrounding the Great Lakes, Rustbelt Traditions residents are a mix of married-couple families and singles living in older developments of single-family homes. While varied, the work force is primarily white collar, with a higher concentration of skilled workers in manufacturing, retail trade, and health care. Rustbelt Traditions represents a large market of stable, hard-working consumers with modest incomes but an average net worth of nearly \$400,000. Family oriented, they value time spent at home. Most have lived, worked, and played in the same area for years.

OUR NEIGHBORHOOD

- » Almost half (46%) of the households are married-couple families, similar to the US (48%), most without children (also similar to the US); the slightly higher proportion of singles (Index 105) reflects the aging of the population.
- » Average household size is slightly lower at 2.47.
- » They are movers, slightly more mobile than the US population (Index 109), but over 70 percent of house holders moved into their current homes before 2010.
- » Most residents live in modest, single-family homes in older neighborhoods built in the 1950s.
- » Nearly three quarters own their homes; nearly half of households have mortgages.
- » A large and growing market, Rustbelt Traditions residents are located in the dense urban fringe of metropolitan areas throughout the Midwest and South.
- » Most households have 1 to 2 vehicles available.

SOCIOECONOMIC TRAITS

- » Most have graduated from high school or spent some time at a college or university.
- » Labor force participation slightly higher than the US at 67%.
- » While most income is derived from wages and salaries, nearly 31% of households collect Social Security and nearly 20% draw income from retirement accounts.
- » Family-oriented consumers who value time spent at home.
- » Most have lived, worked, and played in the same area for years.
- » Budget aware shoppers that favor American-made products.
- » Read newspapers, especially the Sunday editions.

Salt of the Earth: 11.8% of Union Households

Salt of the Earth residents are entrenched in their traditional, rural lifestyles. Citizens here are older, and many have grown children that have moved away. They still cherish family time and also tending to their vegetable gardens and preparing homemade meals. Residents embrace the outdoors; they spend most of their free time preparing for their next fishing, boating, or camping trip. The majority has at least a high school diploma or some college education; many have expanded their skill set during their years of employment in the manufacturing and related industries. They may be experts with DIY projects, but the latest technology is not their forte. They use it when absolutely necessary, but seek face-to-face contact in their routine activities.

OUR NEIGHBORHOOD

- » This large segment is concentrated in the Midwest, particularly in Ohio, Pennsylvania, and Indiana.
- » Due to their rural setting, households own two vehicles to cover their long commutes, often across county boundaries.
- » Home ownership rates are very high (Index 133). Single-family homes are affordable, valued at 25 percent less than the national market.
- » Nearly two in three households are composed of married couples; less than half have children at home.

SOCIOECONOMIC TRAITS

- » Steady employment in construction, manufacturing, and related service industries.
- » Completed education: 40% with a high school diploma only.
- » Household income just over the national median, while net worth is nearly double the national median.
- » Spending time with family is their top priority.
- » Cost-conscious consumers, loyal to brands they like, with a focus on buying American.
- » Last to buy the latest and greatest products.
- » Try to eat healthy, tracking the nutrition and ingredients in the food they purchase.

Parks and Rec: 7.8% of Union Households

These suburbanites have achieved the dream of home ownership. They have purchased homes that are within their means. Their homes are older, and town homes and duplexes are not uncommon. Many of these families are two-income married couples approaching retirement age; they are comfortable in their jobs and their homes, budget wisely, but do not plan on retiring anytime soon or moving. Neighborhoods are well established, as are the amenities and programs that supported their now independent children through school and college. The appeal of these kid-friendly neighborhoods is now attracting a new generation of young couples.

OUR NEIGHBORHOOD

- » Homes are primarily owner occupied, single-family residences built prior to 1970; town homes and duplexes are scattered through the neighborhoods.
- » Both median home value and average rent are close to the national level.
- » Households by type mirror the US distribution; married couples, more without children, dominate. Average household size is slightly lower at 2.51, but this market is also a bit older.

SOCIOECONOMIC TRAITS

- » More than half of the population is college educated.
- » Older residents draw Social Security and retirement income.
- » The work force is diverse: professionals in health care, retail trade, and education, or skilled workers in manufacturing and construction.
- » This is a financially shrewd market; consumers are careful to research their big-ticket purchases.
- » When planning trips, they search for discounted airline fares and hotels and choose to vacation within the US.
- » These residents tend to use their cell phones for calls and texting only.

Southern Satellites: *4.3% of Union Households*

Southern Satellites is the second largest market found in rural settlements but within metropolitan areas located primarily in the South. This market is typically slightly older, settled married-couple families, who own their homes. Two-thirds of the homes are single-family structures; almost a third are mobile homes. Median household income and home value are below average. Workers are employed in a variety of industries, such as manufacturing, health care, retail trade, and construction, with higher proportions in mining and agriculture than the US. Residents enjoy country living, preferring outdoor activities and DIY home projects.

OUR NEIGHBORHOOD

- » About 78% of households are owned.
- » Married couples with no children are the dominant household type, with a number of multigenerational households.
- » Most are single-family homes (67%), with a number of mobile homes.
- » Most housing units were built in 1970 or later.
- » Most households own 1 or 2 vehicles, but owning 3+ vehicles is common.

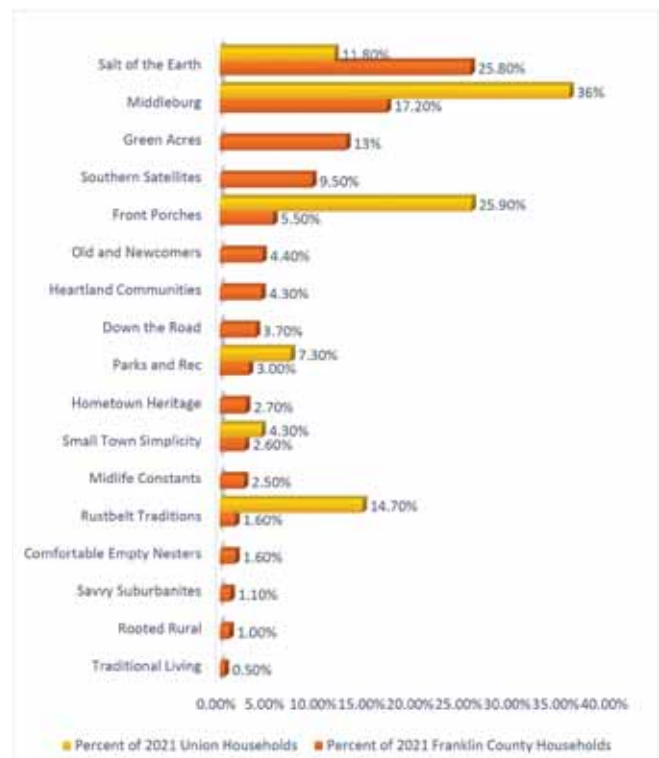
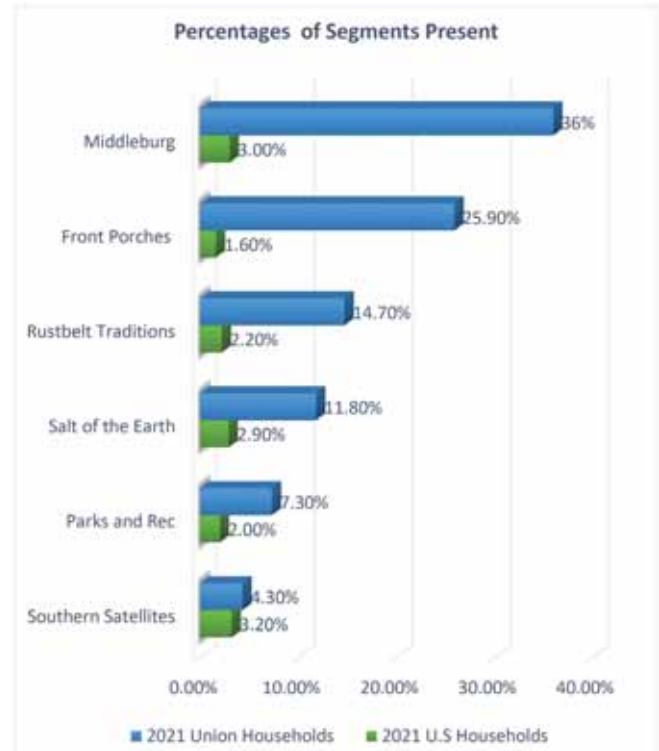
SOCIOECONOMIC TRAITS

- » Education: almost 40% have a high school diploma only (Index 140); 45% have college education.
- » Labor force participation rate is 59.1%, slightly lower than the US.
- » These consumers are more concerned about cost rather than quality or brand loyalty.
- » They tend to be somewhat late in adapting to technology.
- » They obtain a disproportionate amount of their information from TV, compared to other media.

The range of median household incomes for Union was between \$47,800-\$60,000, and the median value was \$54,050. A note to remember about median values, they are the value that falls in the middle as opposed to the average. Union The median value range for Franklin County is \$28,200-\$108,700 with a median household income of \$47,800.

No one place in the United States has all 68 segments represented. However, the next two charts show you how Union's segment representation compares to that of the United States and the rest of Franklin County. Union is over represented compared to the percentages of United States households in all segments except for Southern Satellites, where they were almost evenly matched.

While no market captures all 68 segments, it is valuable to look at the local market segments of Franklin County for comparison. Franklin County contains 11 more market segments than Union does. These market segments are nearby if Union wants to consider them for advertising etc.



SECTION 1.18. DEVELOPMENT CONSTRAINTS

Section 1.18.01. Historic Sites

“The National Register of Historic Places is the nation’s official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. While there are numerous criteria for listing, it is required that a property must be at least 50 years old to be eligible for consideration. Currently, there are no listed properties in the City of Union; however, many of the City’s existing properties are now more than 50 years old. Post WWII architectural styles, structures and neighborhoods are now seen as being potentially eligible for such listing.

Section 1.18.02. Environmental Framework

The environment provides the natural and physical context within which land use activities take place. The intent of this plan is to minimize the negative impacts on the environment. This section provides a brief overview of the environmental framework of Union and highlights some of the more sensitive environmental elements that must be considered in future development and land use decisions.

Section 1.18.03. Floodplains

The riparian zone of a river, stream or other body of water is the land adjacent to the centerline of the channel and includes the stream banks and floodplain. Riparian zones can be broad alluvial valleys or narrow strips of stream bank. Riparian zones help control the intensity and frequency of flooding and contain very sensitive ecosystems that support a diverse range of species and vegetation. Riparian areas are prone to periodic flooding, which helps support and maintain these fragile ecosystems. For these reasons, and the

fact that Union’s riparian areas are very scenic and pristine, this plan recommends preserving riparian areas in the form of a greenway system.

Riparian areas are classified into “zones” which refer to the probability of annual flooding. The “100 Year Floodplain” is an area that is expected to flood at least once in a 100-year period. For the purposes of this plan, the 100-year floodplain is also the limits of the “riparian zone” and delineates the recommended greenway locations. The 100-year floodplain can be further divided into two areas based on flood hazard potential. The floodway is the area within and adjacent to the stream banks required to discharge the 100-year flood without raising the water surface elevation more than one foot above base flood level at any point. Obstacles in the floodway can disrupt this function, increasing the both the frequency and severity of flood damage. Therefore, no structure, fence or other permanent, manmade obstruction should be constructed in the floodway. The floodway fringe is the area bordering the floodway. This area provides storage during a flood event and functionally reduces the frequency and intensity of downstream flooding by holding floodwaters until they are carried away in the floodway channel. While the floodway fringe’s capacity decreases with the presence of obstacles, such as a fence or building, their presence is generally acceptable when regulated properly.

The Federal Emergency Management Agency (FEMA) prepared Flood Insurance Relief Maps (FIRM) for the Union region. The maps define the boundaries of the areas 100-year floodplains to help identify areas prone to flooding. Any future development proposed near a river, stream or other flood prone areas should be identified on the FIRM maps to verify their location within the floodplain and special precautions taken, as needed, for any future development activity.

Section 1.18.04. Wetlands

Wetlands are included in the definition of waters of the state, which included “waters of the United States within the state of Missouri. Wetlands

perform many valuable functions including decreasing the frequency and severity of flooding, water purification, provide feeding and breeding grounds for aquatic habitat and support vegetation that absorb harmful greenhouse gasses. They also offer diverse recreational opportunities such as hunting, fishing and wildlife observation. However, Missouri has lost over 90 percent of the wetlands that once covered 4.8 million acres of the state's total land area.

This plan recommends preserving and enhancing wetlands in accordance with the Federal and state regulations that mandate “no net loss” of wetlands. If a wetland or portion of a wetland is disturbed or eliminated, replacement of that wetland with a wetland of equal quality and quantity is required. Development should be prohibited from encroaching upon these areas and any other wetland areas found within the project area. The designation of a wetland in itself does not necessarily prevent development, but is an indicator that development will need to be approached in a more sensitive manner. The appropriate state agencies should be contacted prior to any alteration of any wetland area.

Section 1.18.05. Topography

Topography is the natural terrain of an area; its slopes, valleys, hills, and similar landscape features. Topography can be a critical element to development. When severe slopes are developed, they frequently become unstable which creates a great deal of erosion. This erosion further destabilizes the slopes and all of the soil that washes off the slope ends up in creeks, streams, and rivers. This degrades the quality of the water body and can increase the severity of local flooding.

Phase II Stormwater regulations by the State are an attempt to control these sorts of impacts through the use of Best Management Practices. One such practice can be limiting development to areas without severe slope issues. This plan recommends focusing development where slope erosion will not be a problem.

Section 1.18.06. Soils

Soil develops as a result of the weathering of water, wind, and ice on the geology of a location. We tend to think of them as something that just “exists” but they are ever-changing bodies of organic matter, sand, silt, and clay. Soils are often identified by what their capability, limiting attribute, or best use is, such as Prime Farmland Soils or Expansive Clay Soils. This latter group of soils can be problematic for development as they tend to swell when wet, which can crack and even break concrete foundations.

Soil evaluation and geotechnical sampling should be used as a part of identifying where future development should or should not occur.

Chapter 2:

Critical Issues Report

2. Critical Issues Report

SECTION 2.01. PUBLIC ENGAGEMENT

The use of citizen participation is an essential component in the development of a consensus or “common philosophy” within a community. The public engagement process designed for the City’s Comprehensive Plan Update provided a forum for collecting, organizing and recording public input. The public engagement methods employed during the planning process allowed stakeholders to influence decisions that affect their lives and communities, thereby increasing the likelihood of public support when the time comes to adopt and implement the resulting plan. The public engagement activities were tailored to the “citizen planners” within the community, with the purpose of utilizing their first-hand knowledge and experiences to identify problems and solutions in a teamwork-based format.

SECTION 2.02. OVERVIEW OF PUBLIC ENGAGEMENT ACTIVITIES

The preparation of the Union Comprehensive Community Plan benefited from a variety of public participation activities which included the following:

- » **Public Workshops.** The heart of the public planning process, the City of Union and the planning team conducted three (3) public workshops at key points throughout the development of the plan. These workshops were used to solicit issues, ideas, and priorities of plan, as well as to review and comment on draft recommendations.
- » **City Staff Comprehensive Plan Review Session and Prioritization Workshop.** At the outset of the planning process, the planning team met with department heads of the City of Union to assess the 2011 Comprehensive Plan. Through a facilitate workshop, department heads provided input the Vision, Goals, and Objectives of the 2011 Comprehensive Plan: (1) has the City made good progress on achieving each Goal and Objective? (2) is each Goal and Objective still relevant, and does it need to be carried forward?
- and (3) what current issues and priorities is the City facing today that are not reflected in the 2011 Comprehensive Plan. This workshop provided the foundation of the topic areas of the Comprehensive Plan Update.
- » **Elected & Appointed Officials Briefing Sessions.** The planning team conducted briefing sessions with the Board of Aldermen and the Planning & Zoning Commission to introduce the project and community engagement activities.
- » **Elected & Appointed Officials Work Sessions.** The planning team conducted two (2) Plan Review and Visioning Work Sessions, one each with the Board of Aldermen and Planning & Zoning Commission. The format of these work sessions followed that of the City Staff Comprehensive Plan Review and Prioritization Workshop.
- » **Resident and Stakeholder Focus Group.** The planning team conducted a focus group work session with invited Union residents and stakeholders. The format of this work sessions followed that of the City Staff Comprehensive Plan Review and Prioritization

Workshop. Feedback from this work session provides insight on the issues and opportunities facing Union residents, business owners, and other community members and was used to help identify key priorities of the Comprehensive Plan.

- » **Community Survey.** A resident survey, consisting of 28 multiple-choice questions and three (3) optional open-ended response questions, was developed and administered through SurveyMonkey to collect input on a variety of topics and conditions affecting Union. A total of 523 people responded to the Community Survey, of which 428 are residents of Union.
- » **Community Outreach:** The planning team worked with the City of Union to produce materials and information that were presented in Union’s print and online publications and social media channels throughout the duration of the Comprehensive Plan Update process.

Over 500 unique Union residents and non-resident stakeholders participated in this process, through over 575 individual points of contact. Critical Issues presented in this chapter were identified and prioritized by the by the community to be addressed in the Union 2035 Comprehensive Plan Update.

SECTION 2.03. COMMUNITY SURVEY SUMMARY

The Union Community Survey consisted of 31 questions—28 multiple choice questions and three (3) optional, open-ended feedback questions. The survey was developed jointly by the City of Union and planning team and was administered online via SurveyMonkey.

Residents were encouraged to access the survey via a link on the City of Union’s website, the Comprehensive Plan website. A total of 523

respondents completed the survey, 428 of whom are Union residents. This represents a Confidence Level of 95%, with a Margin of Error (Confidence Interval) of +/- 4.6 percent.

Survey-takers were polled on a variety of topics relating to community amenities and quality of life. More than 65% of respondents have lived in Union more than 10 years, with less than 7 percent having lived in Union for less than 2 years. Over 82 percent are homeowners, and over 89% live in single-family homes. Responses were evenly-distributed throughout the City.

Section 2.03.01. School Quality

Slightly less than half of respondents (49%) have school-age kids at home. Of responding households with school-age kids, 73% attend Union R-XI public schools, 15% attend a private religious school, and 6% are homeschooled. More than 85% rated their school as average or better, with 43% rating their school as “Above Average” or “Excellent”. Public school families ranked the quality of their schools higher than did private religious school families.

Section 2.03.02. Jobs and Commuting

100% of respondents own one or more vehicles. 81% of respondents are employed (424 respondents). Of those, 55% work outside of Union, and 44% work in Union. 74% of employed respondents commute less than 30 minutes to work, with 53% commuting less than 15 minutes to work.

Section 2.03.03. Public Safety

Over 82% of respondents indicated that they feel “Very Safe” or “Somewhat Safe” in their neighborhood, while less than 6% indicated feeling “Somewhat Unsafe” or “Very Unsafe”. Respondents living north of U.S. 50 were slightly less likely, by approximately 10 percent, to indicate feeling “Very Safe” as compared to respondents living south of U.S. 50.

When asked which issues were most likely to cause people to feel unsafe, the majority of respondents indicated (1) homelessness and (2) drug activity.

Section 2.03.04. Community Amenities

A majority of respondents (over 75%) indicated that they use parks and recreation facilities, grocery stores, banks, gas stations, and restaurants.

More than 92% of respondents use grocery stores, gas stations, and restaurants. Only 45% of respondents use medical facilities in Union, and less than 15% use health and social services.

When polled on what kinds of places Union is missing, the top selections were restaurants (59%), retail stores (58%), and arts and cultural institutions (37%). Among retail stores, those with the highest use are grocery stores (78%), pharmacies (59%), big box stores (53%) and hardware/home improvement (49%). For dining, those with the highest use are casual dining restaurants (82%), and fast food restaurants (75%). If they can’t buy something in Union, respondents were most likely to travel to Washington (96%), Chesterfield (41%), or somewhere else in St. Louis County (44%) to shop.

Nearly 50% of respondents visit Downtown once per week or more often. Restaurants were the top reason for people to visit Downtown (66%), followed by banking (52%). Only 17% visit Downtown for community or special events, and only 15% visit for shopping.

Section 2.03.05. Quality of Life

67% of respondents indicated that healthcare facilities are average or worse. 73% indicated that streets and sidewalks are average or better. 88% indicated that parks and recreational amenities are average or better, and 86% indicated the same for City services. 79% indicated that the sense of community in Union is average or better, with 32% of those indicating above average or excellent.

Finally, respondents were asked if they could “wave a magic wand” and change three (3) things about Union, what would they be? 278 survey-takers responded to this question. The top responses include improving Downtown and a destination with shopping, dining, and events; improving maintenance of streets and sidewalks; improving walkability and bikeability throughout Union; developing an indoor recreation center and pool; attracting more retailers and restaurants of all types; addressing property maintenance through expanded code enforcement; addressing increased homelessness; and addressing increased drug problems.

In general, the Community Survey feedback is consistent with the in-person feedback received from stakeholders, City staff and officials, and the community-at-large that were engaged in the other planning meetings and workshops.

SECTION 2.04.

Union's Critical Issues

Downtown Union: Revitalize Downtown Union as a community destination with a variety of shopping, dining, and entertainment destinations.

Economic diversification: Diversify Union's economic base and develop and support a qualified local workforce.

Reconnect Union across the Bourbeuse River: Make the Bourbeuse River a recreational destination that links the two "halves" of Union.

Walkability and bikeability: Develop City-wide bicycle and pedestrian connectivity linking parks and schools with neighborhoods and business districts.

Regional visibility: Enhance Union's visibility and access from I-44.

Local and regional accessibility: Improve the function of U.S. 50, MO-47, and their intersection.

Retail and service amenities: Continue to support and strengthen Union's retail, service, and hospitality businesses.

Housing: Facilitate the development of expanded, diverse housing options to fill gaps that currently exist in Union's housing market.

Local businesses and residents: Support "home-grown" businesses and retain local residents to live and work in Union.

Small-town quality of life: Maintain Union's small-town, family-friendly feel and affordable high quality of life.

Chapter 3:

Vision, Goals & Objectives

3. Vision, Goals & Objectives

SECTION 3.01. INTRODUCTION

A comprehensive plan must be a reflection of the community it serves. This is achieved by setting a tone, or vision for the Plan that comes from the wishes and needs of the community. From the vision, the plan relies on goals and policies to provide the focus and direction needed to make intelligent decisions throughout the planning process. The “Critical Issues” identified in this plan were generated by the citizens of Union through a customized public engagement process developed for the purpose of updating the City’s Comprehensive Plan, the results of which are summarized in the previous chapter entitled “Critical Issues”.

SECTION 3.02. UNION’S VISION

The intent of this plan is to build upon Union’s existing strengths to address current issues and position Union for future success by promoting the community’s rich natural resources, small town atmosphere, affordable housing stock, central location and interstate access. The vision, as determined after studying the values and critical issues provided by the residents, is:

Union will continue to enhance its regional identity and offer a premier quality of life to make Union a choice community to live, work, play, and raise a family—for this generation and future generations.

More specifically, the following vision statements illustrate the community’s preferred future:

- » **As a Community...** The City will provide cost-effective services and opportunities for all residents and business owners and continue to protect and steward the resources that make Union a great place to live.
- » **As High-Quality Residential Neighborhoods...** The City will actively work to enhance the local character and quality of life while preserving Union’s small town, family-friendly values.
- » **As a Responsible Regional Partner...** Union will actively collaborate with neighboring communities and agencies to promote the region’s work force; stable neighborhoods; and strong industrial, commercial, and educational partnerships.
- » **As a Great Place to Raise a Family...** Union will continue to provide a wide range of social and recreational activities so that everyone benefits from a healthy, active community life.

The Union comprehensive planning process defined what residents want Union to be in the next ten (10) years. The plan calls for balanced and carefully considered growth, ongoing transportation investments, downtown revitalization and economic development. The intent of the Plan is to protect Union's small town character and outline new initiatives such as increasing pedestrian and bike access, promoting active lifestyles and diversifying the City's tax base. It foresees:

- » Commercial and mixed use redevelopment focused primarily in the City's Downtown and existing commercial districts, and more intense, large scale commercial uses along Highway 50 and at the Highway 50/I-44 interchange;
- » Taking a progressive approach to create more full-time, salaried jobs in a diversity of industries to support the City's workforce;
- » Expanding the supply of dwelling units to provide appropriate housing for all;
- » Creating a large-scale, signature park along the Bourbeuse River to link the "two halves" of Union and provide recreational river access;
- » Improving bicycle and pedestrian connectivity throughout town, and;
- » Preserving the City's small town atmosphere and maintaining the current level of public services, parks, schools and seasonal events.

The foundation of the plan rests on the belief that Union will do what is necessary to understand changing market demands, accept new trends in land use, seize the opportunity to improve downtown, create jobs, and grow the resident population. The community is already taking an active role in expanding the City's park system, improving Highway 50 to 4 lanes, and investing in ongoing economic development efforts. The Plan recognizes that if Union does not proactively position itself to take advantage of, or even create, economic development opportunities, they will occur elsewhere and Union will see a decline in both its financial situation and the financial situa-

tion of businesses located in Union. The following sections identify the City of Union Comprehensive Plan goals and objectives.

SECTION 3.03. GOALS & OBJECTIVES OVERVIEW

The goals adopted for the Union Comprehensive Plan Update represent measurable conditions that Union should strive to achieve in the next 10-20 years. This plan update also includes several objectives and implementation strategies that provide the focus and direction needed to obtain the preferred future. The implementation strategies form a work program the City should follow to achieve the vision, goals and objectives adopted as part of this plan. Some strategies are clear actions the City should take; others are recommendations for additional planning work, more study or further public input.

The formulation of a vision, goals and objectives is a critical process in the preparation of a comprehensive plan. Goals are general statements that address the City's long-range plans and desired outcomes. They provide the framework upon which the objectives of the comprehensive plan are based. Objectives more specifically define how a goal will be achieved. The next level, policies or implantation strategies, discussed in greater detail in the Implementation Section, provide physical actions or steps that help further explain and define the goals and objectives. The stability and future growth of Union depends directly on its ability to provide the desired public services, facilities, administration and expanded commercial/industrial growth options. These and other factors that influence the growth of Union have been considered in the development of the following goals and objectives.

SECTION 3.04. COMPREHENSIVE PLAN GOALS

The goals and objectives developed for this plan respond to the critical issues raised during the Town Hall Meetings, interviews with stakeholders and the conditions observed and researched during the formation of this plan. The goals and objectives will assist public officials in guiding their decisions relating to services, land use development, and neighborhood preservation. Obtaining these goals will require the coordination and leadership of all levels and forms of government, both internal and external to the City, plus strong support from community groups and private enterprise. The goals and objectives have been broken down, in no particular order, into the seven (7) planning elements presented on the facing page.

In addition to the following goals, objectives and implementation strategies, Chapter 4 (Community Facilities & Services) and Chapter 5 (Future Land Use Plan) also provides recommendations and land use policies that, when implemented, create a more livable community that retains and attracts residents and businesses.

Union's Comprehensive Plan Goals

Goal 1: **Community Character & Placemaking**

Preserve and enhance Union's physical character and environment through land development that encourages revitalization of Downtown; supports industrial and business growth; and preserves the natural landscape, topography, natural drainage patterns, vegetative cover, and scenic viewsheds.

Goal 2: **Downtown Revitalization**

Make Downtown Union a City-wide and regional destination by promoting and facilitating investment to attract and retain businesses; generate commercial, dining, and entertainment opportunities; and create activity and vitality that attracts visitors.

Goal 3: **Business Stability & Economic Development**

Diversify and strengthen Union's economic base and local employment opportunities.

Goal 4: **Housing & Neighborhood Stabilization & Development**

Provide diverse, safe, and high-quality housing opportunities that meet the current and projected needs of all Union residents.

Goal 5: **Parks, Open Space & Community Health**

Enhance Union's existing, high-quality park space and physical geography to create an expanded, interconnected park system for passive and active recreation and environmental preservation.

Goal 6: **Transportation & Accessibility**

Maintain a safe and efficient road system that provides pedestrian and multi-modal access to all users and supports future economic development while maintaining the small-town character and the integrity, security, and privacy of Union's original street network.

Goal 7: **Community Infrastructure & Services**

Maintain and build upon Union's existing educational, social, recreational, and governmental successes. Ensure the availability of public facilities, infrastructure, emergency services, and other public services to promote a high quality of life that serves the present and future needs of Union's residents.

Goal 1:

Community Character & Placemaking

Preserve and enhance Union's physical character and environment through land development that encourages revitalization of Downtown; supports industrial and business growth; and preserves the natural landscape, topography, natural drainage patterns, vegetative cover, and scenic viewsheds.

*Section 3.04.01.***Community Character & Placemaking***Objective 1.1:***Preserve and improve Union's physical character through code enforcement, redevelopment, and rehabilitation.**

- Strategy 1.1.1: **Continue current code enforcement efforts as needed to prevent property deterioration and to protect property values.**
- Strategy 1.1.2: **Promote investment in the redevelopment of the older, dilapidated housing in or adjacent to the downtown.**
- Strategy 1.1.3: **Promote public education about neighborhood investment and beautification, including help with organizing area-wide meetings.**

*Objective 1.2:***Facilitate and guide growth to enhance Union's existing neighborhoods and districts while maximizing Union's future community and economic development potential.**

- Strategy 1.2.1: **Update the City's zoning code to promote planned growth.**
- Strategy 1.2.2: **Formulate an annexation policy based upon future growth patterns, the City's ability to provide public facilities/services, and suitability of land for development.**
- Strategy 1.2.3: **Prioritize restorative development and preservation of the existing building stock and infrastructure downtown over greenfield development.**

Goal 2:

Downtown Revitalization

Make Downtown Union a City-wide and regional destination by promoting and facilitating investment to attract and retain businesses; generate commercial, dining, and entertainment opportunities; and create activity and vitality that attracts visitors.



*Section 3.04.02.***Downtown Revitalization***Objective 2.1:***Reestablish Downtown Union as a cultural destination, entertainment attraction, and retail center.**

Strategy 2.1.1: Recruit and retain businesses in Downtown Union.

Strategy 2.1.2: Promote higher-density, mixed-use residential uses in Downtown—above stores and as infill development in adjacent neighborhoods within walking distance of Downtown.

Strategy 2.1.3: Develop an enhanced community gathering space and outdoor entertainment venue in downtown.

*Objective 2.2:***Preserve and enhance the physical character of downtown Union’s buildings, streets, and public spaces.**

Strategy 2.2.1: Restore Union’s historic buildings by encouraging comprehensive preservation efforts.

Strategy 2.2.2: Continue to promote façade and urban design improvements with a focus on historic preservation. Seek funding from the State’s CDBG program, public/private partnerships, or other funding sources.

Strategy 2.2.3: Encourage the use of street furniture such as benches, waste containers, fountains, public art, information kiosks and seasonal banners to help create a unified visual theme.

Strategy 2.2.4: Actively recruit and incubate local businesses downtown with the goal of “maintaining Union’s small-town feel”.

Section 3.04.02.

Downtown Revitalization

Objective 2.3:

Develop tools to facilitate and promote Downtown revitalization.

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- Strategy 2.3.1: **Establish a Community Improvement District (CID) to raise funding for Downtown improvement projects. The CID Board of Directors should lead future planning, operations, and management initiatives in Downtown Union.**
- Strategy 2.3.2: **Develop a Downtown Master Plan.**
- Strategy 2.3.3: **Develop and adopt Downtown Design Guidelines and a Downtown Form-Based Code to guide and facilitate rehab and new infill development.**
- Strategy 2.3.4: **Expand participation in the Missouri Main Street Connection and achieve Associate Community classification, with the goal to eventually become an Accredited Main Street.**
- Strategy 2.3.5: **Establish a formal Downtown organization with an Executive Director.**

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Goal 3:

Business Stability & Economic Development

Diversify and strengthen Union's economic base and local employment opportunities.

*Section 3.04.03.***Business Stability & Economic Development***Objective 3.1:***Continue to actively identify and recruit new businesses and support existing businesses to stay in Union.**

- Strategy 3.1.1: **Develop programs to attract clean industrial land uses. Targeted uses should include technology-based enterprises, green industries, warehousing, light assembly, manufacturing, and transportation distribution.**
- Strategy 3.1.2: **Utilize provisions in Chapters 99, 100, and 353 of the Missouri Revised Statutes (RSMo) to facilitate the revitalization of underutilized commercial and industrial properties.**
- Strategy 3.1.3: **Develop a new Mixed-Use Innovation Campus zoning district to attract and facilitate development of new business and industrial uses.**
- Strategy 3.1.4: **Actively work to connect potential tenants with vacant commercial buildings, and connect developers to vacant building rehab opportunities and vacant site redevelopment opportunities.**

*Objective 3.2:***Seek out and nurture entrepreneurs and start-up businesses.**

- Strategy 3.2.1: **Create a business incubator program for start-up businesses. Activities can include providing physical space with shared-services and low rent; temporary rent subsidies for targeted commercial properties; tax abatement; and others.**
- Strategy 3.2.2: **Develop marketing strategies for the reuse of vacant commercial buildings.**
- Strategy 3.2.3: **Develop a new Downtown Mixed-Use Neighborhood zoning districts to attract and facilitate retail and service business to existing underutilized residential buildings immediately surrounding the central business district.**

Section 3.04.03.

Business Stability & Economic Development

Objective 3.3:

Support competitive workforce development.

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- Strategy 3.3.1: **Work with East Central College, Ozark Technical College, State Technical College of Missouri, and other post-secondary education institutions to expand access to professional education programs in Union, with a focus on new and emerging technologies and business sectors.**
- Strategy 3.3.2: **Partner with Union R-XI School District and the School District of Washington to provide expanded college- and career-readiness programs. The purpose of these programs should be to retain Union residents in Union after graduation and connect these residents to Union jobs.**
- Strategy 3.3.3: **Conduct regular “CEO Roundtable Meetings” between the Union Development Corporation and owners/operators of local businesses to understand and address local workforce needs.**

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Goal 4:

Housing & Neighborhood Stabilization & Development

Provide diverse, safe, and high-quality housing opportunities that meet the current and projected needs of all Union residents.

*Section 3.04.04.***Housing & Neighborhood Stabilization & Development***Objective 4.1:***Promote new residential development that fulfills unmet market demands.**

-
- Strategy 4.1.1: **Increase the supply and variety of housing options to meet all socio-economic needs. Updated, affordable housing options need to be developed in many of Union’s older neighborhoods. There is a lack of new and/or high-quality, 4-bedroom homes in the \$250,000 to \$400,000 range in the City of Union for larger families.**
- Strategy 4.1.2: **Promote public-private partnerships in financing improvements for neighborhood stabilization.**
- Strategy 4.1.3: **Promote efforts that make the city more attractive to working families by improving housing options and other services that are attractive to working families.**

*Objective 4.2:***Develop resources to maintain and improve neighborhood quality, safety, and character.**

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- Strategy 4.2.1: **Develop a new Downtown Residential Neighborhood zoning district to address historic residential areas adjacent to downtown that are non-conforming with the current R2 Single-Family Residential zoning district.**
- Strategy 4.2.2: **Conduct a city-wide blighting study to identify geographical areas that may qualify for State of Missouri revitalization and redevelopment programs.**
- Strategy 4.2.3: **Consider the use of Chapter 99 and Chapter 353 provisions, including a Land Clearance for Redevelopment Authority (LCRA) and redevelopment corporations for residential and mixed-use revitalization projects.**
- Strategy 4.2.4: **Investigate grants or financing assistance for home repairs and maintenance for all ages and income groups, being particularly sensitive to the needs of elderly and low-income homeowners.**

Goal 5:

Parks, Open Space & Community Health

Improve Enhance Union's existing, high-quality park space and physical geography to create an expanded, interconnected park system for passive and active recreation and environmental preservation.

*Section 3.04.05.***Parks, Open Space & Community Health***Objective 5.1:***Improve and expand Union's parks and recreation system as needed to remain state-of-the-art and address changes in resident population.**

- Strategy 5.1.1: **Develop a City-wide Parks and Trails Master Plan as a counterpart to this Comprehensive Plan Update.**
- Strategy 5.1.2: **Develop and conduct a bi-annual parks and recreation user survey of residents, as part of a broader citizen satisfaction survey.**
- Strategy 5.1.3: **Identify and plan for the acquisition of additional park land and trail rights-of-way for future system expansion. Ensure that Union's park system meets or exceeds the National Recreation and Parks Association (NRPA) standard of 10 acres per 1,000 residents.**
- Strategy 5.1.4: **Plan for the construction of designated trails, greenways, and on-street bike and pedestrian facilities are at an interval of no more than one-half (1/2) mile across the entire City, ensuring that all households are within one-quarter (1/4) mile or less of a designated facility.**

Section 3.04.05.

Parks, Open Space & Community Health

Objective 5.2:

Provide high-quality, public access to the Bourbeuse Riverfront within the City of Union.

Strategy 5.2.1: **Plan for and establish a public park along the Bourbeuse River.**

Strategy 5.2.2: **Plan for and develop a variety of low-impact active and passive recreational uses that are flood tolerant and respond to the area's riparian landscape. Uses to consider may include:**

- » Gravel bar and beach access;
- » Boat access facilities;
- » Fishing access;
- » Hiking, bike, and equestrian trails;
- » Designated off-road vehicle (ORV) trails;
- » Conservation areas;
- » Interpretive exhibits and displays on history and ecology;
- » Multi-purpose gathering spaces and venues; and
- » Seasonal camping facilities.

Strategy 5.2.3: **Explore operational and funding partnerships with the State of Missouri and Franklin County, including Missouri Department of Natural Resources and Missouri Department of Conservation.**

Objective 5.3:

Work towards making Union a “Healthy Community”.

Strategy 5.3.1: **Install sidewalks to Union's schools and along all roads. Make sure kids can safely walk to school.**

Strategy 5.3.2: **Promote better nutrition in cooperation with restaurants, grocery stores, farmers markets, and others.**

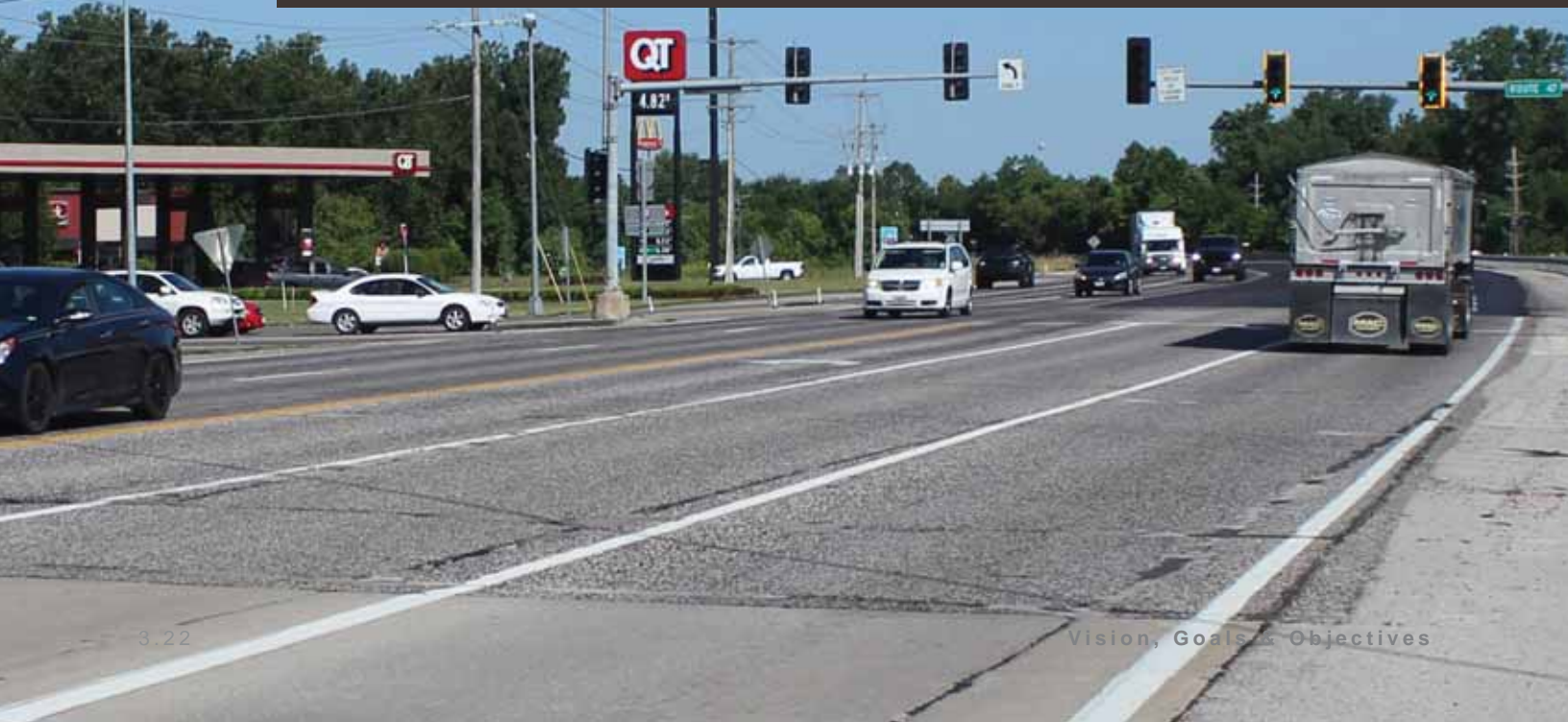
Strategy 5.3.3: **Plan for a comprehensive trail system connecting parks, neighborhoods, shopping areas with connections (visual & physical) to the Bourbeuse River.**

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Goal 6:

Transportation & Accessibility

Maintain a safe and efficient road system that provides pedestrian and pedestrian and multi-modal access to all users and supports future economic development while maintaining the small-town character and the integrity, security, and privacy of Union's original street network.



*Section 3.04.06.***Transportation & Accessibility***Objective 6.1:***Enhance Union's regional connectivity for community and economic development.**

-
- Strategy 6.1.1: **Work with Missouri Department of Transportation (MODOT) and Franklin County to complete the realignment of MO-47 and intersection improvement of U.S. 50 and MO-47.**
 - Strategy 6.1.2: **Continued with the planned development of the Highway 47 Expressway improvement; work with MODOT for cost-sharing opportunities to enhance the project.**
 - Strategy 6.1.3: **Work with MODOT, Franklin County, Washington, and St. Clair to improve MO-47 to four (4) lanes north to Bieker Road (Washington) and south to Miller Drive (St. Clair).**
 - Strategy 6.1.4: **Work with MODOT to improve U.S. 50 to four (4) lanes from Progress Parkway to I-44.**

*Objective 6.2:***Maintain and improve Union's city streets for safety, efficiency, and accessibility.**

-
- Strategy 6.2.1: **Widen, pave and/or resurface all collector roads.**
 - Strategy 6.2.2: **Require a level of service (LOS) of C or better in all new projects. Any development that causes traffic to exceed a level of C should be required to provide the necessary updates to the appropriate roadways.**
 - Strategy 6.2.3: **Incorporate state of the practice design features such as roundabouts, traffic calming and synchronized traffic signals into roadway projects.**
 - Strategy 6.2.4: **Add electric vehicle (EV) charging stations at City parks and facilities; consider regulatory incentives to encourage property owners to provide EV charging stations at businesses.**

Section 3.04.06.

Transportation & Accessibility

Objective 6.3:

Ensure equitable transportation options for all residents, regardless of age, income, or ability.

-
- Strategy 6.2.1: **Provide sidewalks and paths to connect the City’s neighborhoods, schools, downtown and parks/recreational areas for pedestrians and cyclists.**
- Strategy 6.2.2: **Continue to seek funding and create strategic public/private partnerships to facilitate the construction of new sidewalks or the rehabilitation of old sidewalks.**
- Strategy 6.2.3: **Continue evaluating the availability of multi-modal transportation services; such as the need to expand on-demand public transit for elderly over the coming years. Providing services to an increasing elderly population is a challenge facing Union as well as other communities throughout the nation.**

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Goal 7:

Community Infrastructure & Services

Maintain and build upon Union's existing educational, social, recreational, and governmental successes. Ensure the availability of public facilities, infrastructure, emergency services, and other public services to promote a high quality of life that serves the present and future needs of Union's residents.

(These services include, but are not limited to, code enforcement, planning, road maintenance and construction, schools, police, fire, parks, and other community services. Such services may be provided directly by Union, through the private sector, or through other governmental agencies.)

Section 3.04.07.

Community Infrastructure & Services

Objective 7.1:

Maintain and enhance Union’s high-quality public facilities and services.

-
- Strategy 7.1.1: **Continue to maintain the city’s low cost of living through the provision of quality, competitively priced public services, and reasonable tax rates.**
 - Strategy 7.1.2: **Encourage more entertainment (indoor and outdoor) opportunities for all. In general, the residents want more things to do and see.**
 - Strategy 7.1.3: **Continue to partner with the school district to make better use of facilities, programs, and expand upon the options available to graduates.**

Objective 7.2:

Expand Union’s community events and entertainment opportunities.

-
- Strategy 7.2.1: **Promote the creation of more youth events. Recruit members of the student body and members from youth groups from local churches to help lead the efforts.**
 - Strategy 7.2.2: **Expand upon the City’s current events and encourage the development of more annual programs and special events.**

Section 3.04.07.

Community Infrastructure & Services

Objective 7.3:

Provide continued investment in the City's infrastructure (water, sewer, electric, internet and telecommunications) to ensure quality, affordable utilities.

Strategy 7.3.1: **Concentrate capital investments into areas that are contiguous to currently developed land and that are currently or easily served by existing facilities.**

Strategy 7.3.2: **Initiate development agreements that help pay for the direct and indirect costs of new infrastructure development.**

Strategy 7.3.3: **Investigate a policy regarding the use of public rights-of-way, where private companies seek to install fiber optic cables.**

Objective 7.4:

Continue to evaluate and enhance the performance of Union's government for the purpose of high community quality and good stewardship of resources.

Strategy 7.4.1: **Develop and conduct a bi-annual citizen satisfaction survey of Union residents.**

Strategy 7.4.2: **Increase the presence of code enforcement officers and the consistent enforcement of city codes.**

Strategy 7.4.3: **Hire a designated staff person to coordinate and lead grant writing for Federal and State grant applications. The City should also take a proactive role in engaging with County and State representatives regarding funding opportunities.**

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Chapter 4:

Public Facilities & Services

4. Public Facilities & Services

SECTION 4.01. PUBLIC FACILITIES & SERVICES OVERVIEW

The public facilities and services available to residents of the City of Union and discussed in this section include:

- » **Public Safety such as Police, Fire Protection, Ambulance, and Emergency Management**
- » **General City Services such as Administration, Engineering/Streets/Public Works, Parks & Recreation, Water, Sewer, Solid Waste, Community Development, and the Farmers Market, as well as business related outreach with the Union Chamber of Commerce and the Union Development Corporation, and**
- » **Other Services such as Schools, Library, and Healthcare**

Some of these services are provided by governmental jurisdictions and agencies besides the City of Union.

SECTION 4.02. DISTRIBUTION OF PUBLIC SERVICES

Section 4.02.01. Introduction

The quality and availability of these services influence the type, timing, and density of development in the future. Generally, the more compact the community, the more efficient the delivery of these services. Compactness can be achieved by encouraging development adjacent to the existing built-up area rather than allowing “leap-frog” development, which skips over large tracts of undeveloped land. A second means of increasing service delivery efficiency is to cluster those land uses which have the greatest need for fire and police protection, such as high value commercial uses or hazardous industrial uses. This clustering will allow the concentration of protection efforts where it is most needed and minimize costly utility runs and infrastructure costs.

Section 4.02.02. Recommendations

The most cost-efficient solution to accommodate future growth and the distribution of public services is to concentrate development in areas which can be served by existing facilities rather than in areas which require new facilities. However, future public utility expansions will be needed to sustain and encourage growth. The City must consider the timing, size and direction of these expansions as well as the availability of alternative sites which could be more easily served prior to investing in costly infrastructure projects. The following sections provide a brief overview of the public services in Union and recommendations for future improvements.

SECTION 4.03. PUBLIC SAFETY

Police and fire protection is provided to all residents of Union. The availability of these two public services is essential to maintaining the day to day health, safety and welfare of Union’s residents.

Section 4.03.01 City of Union Police Department

The Union Police Department is a full-service department, located at 119 S. Church Street. The Department has not changed significantly in terms of size or facilities since the 2011 Comprehensive Plan, and consists of 22 sworn officers (one more than in 2011) and three (3) administrative staff. The Department provides services to the entire City and will respond to calls outside of the city limits on an emergency basis.

The largest and most visible component of the police department is the patrol officers. Patrol officers are charged with protecting the health, safety and welfare of the community. The department would like to be able to have three (3) officers patrolling at all times and four (4) officers at peak hours, but currently can only maintain two (2) at all times and three (3) during peak hours. In order to meet these officer goals, the department would require at least two (2) more officers and likely an additional support person.

The Union Police Department has outgrown its facilities and the needed additional staff would exacerbate the situation. Currently, the department has no interview rooms or storage. They have inadequate space for evidence which in recent years has routinely increased in volume for most departments. They do not have space for showers or a staff work out room. Such amenities help maintain the health of the department which not only aids them in the performance of their duty but also helps reduce healthcare costs.

Since 2016, the Department has permanently assigned two (2) officers to East Central College. These officers supplement the campus resource officers and enhance response times to incidents on the east side of Union.

Dispatch is handled by Franklin County and this seems to work fine. The current station maintains two (2) holding cells and any need beyond that is met with county jail facilities.

Neighborhood watch groups set up in some parts of the City. The Department finds the most successful

are those driven and maintained by the neighborhood as opposed to developed by the Department.

As development occurs to the east and southeast, additional assessment of the department will be needed to provide adequate response times to those areas. This is directly related to access into those neighborhoods and the nature of the City's growth in a linear fashion along Highway 50.

Section 4.03.02. Union Fire Protection District

The Union Fire Protection District covers approximately 96 square miles and consists of four (4) fire stations. In 2021, the District responded to 1,632 incidents per including assisting neighboring districts. The District maintains mutual aid agreements for neighboring, regional and state-wide aid.

The Union Fire Protection District also plays a significant role with the St. Louis Urban Area Securities Initiative Region as designated by the Department of Homeland Security and FEMA. Strike Teams have been developed throughout the region. The capabilities of each strike team include responses to trench collapse, building collapse, and major rope rescue/confined space incidents. Additionally, each strike team has the capability to function for a period of up to 72 hours without any outside support or re-supply. These increased capabilities directly benefit rescue operations throughout the region whether at a single site incident or in a disaster/multi site setting.

Headquarters/Station #1: Station 1 is located at 1401 West Springfield Avenue and serves as the District's administration offices as well as a fire station. Headquarters staff includes the Chief & Command Staff, Secretary, and the Office of Fire Prevention. Services such as fire inspections, building permits, and public relation requests are addressed thru this facility. The fire station is manned 24 hours a day Monday through Friday.

Station #2: Station #2 is located at 201 North Church Street. This station is manned by volunteer firefighters and houses a variety of equipment.

Station #3: Station #3 is located at 1690 East Denmark. Like Station #2, it is manned by volunteer firefighters and houses a variety of equipment.

Station #4: Station #4 is located at 2917 Highway 50 West. The property was purchased for a future fire station and is used as a training facility.

The Union Fire Protection District currently maintains an Insurance Service Office (ISO) rating of five (5) on a scale of 1-10, 1 being exemplary. This rating system is extremely important to the entire community because virtually all US insurers of homes and commercial property use ISO's Public Protection Classification (PPC) in calculating premiums. A Community's PPC depends on three (3) main factors: fire alarm and communications systems, including telephone systems, telephone lines, staffing, and dispatching systems the fire department, including equipment, staffing, training, and geographic distribution of fire companies the water supply system, including condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires

Generally, communities with good PPC ratings enjoy lower insurance costs than communities with higher PPC ratings. Not only is this an increased financial burden on the citizens, but this risk is also passed on to local businesses. For this reason, new business tends to choose communities with good ISO ratings. Therefore, maintaining a robust and well trained fire department is not only important for the safety, health and welfare of the community, but also for public relations and economic development effort which strive to attract and retain businesses and homeowners.

Examining the above factors influencing the ISO rating for the City of Union, we find that there are issues that need to be addressed for each with the priority of issue identified below.

1. **Water Supply:** While flow rates are adequate in most residential and commercial areas, the flow rates in commercial areas appear to not

be up to the standards required for a better ISO rating. Local hydrants with 500 gpm are minimally adequate for fire protection but greater flow rates are needed to achieve a better rating.

2. Response Times, Access, and Geographic

Location of Companies: The District finds that the Bourbeuse River can be an impediment to effective access. In order to maintain effective response times, they necessarily will look to locate future companies close to river crossings. In addition, numerous streets are dead-ends, cul-de-sacs, or are narrow and may be considered for closing. Such street issues are also a direct impediment to effective fire protection and can cause issues with the siting of companies with a direct impact to ISO rating.

3. **Communications:** Fire dispatch for the District is handled by Franklin County. The system in place has been developed more for police protection and the District believes changes are needed. The District along with EMS is actively working with the County to address mutual communication needs.

In order to address the location of fire companies, the Union Fire Protection District anticipates a need for additional companies to the Northeast of its district as well as to the Southeast.

Additionally, the District serves as the Fire Marshall for the City and as such inspects and enforces building codes from the fire protection perspective. The Marshall works to accommodate the needs of the building owners but must rigorously uphold the intent of the codes. In this aspect, the District is very interested in seeing the City develop and maintain high quality building codes in general, and specifically address requirements for sufficient water supply (hydrants, sprinkler systems, pressure, etc) for commercial and multifamily buildings.

In 2010, the City of Union adopted a new building code that is based on the 2009 International Building Code and altered to fit the city.

Section 4.03.03. Ambulance District

Union is served by the Union Ambulance District, a 24-hour emergency ambulance service with facilities located at 211 South Church Street (House #1) and 1757 Old Hwy 50 East (House #2). Primary staff consists of the District Administrator, Office Manager, and three ambulance crews. Each crew consists of three (3) to four (4) members made up of a mix of Paramedics and Emergency Medical Technicians (EMT's). Additionally, the Union Ambulance District has approximately 30 part time employees that consist of additional Paramedics, EMT's, and Registered Nurses.

The Union Ambulance District is an independent taxing authority. Please refer to Section 2:28 for the district's rate.

The district owns a parcel of land to the west of Union for a future House #3. If call volumes remain at current levels, one crew will be moved to the new house. This will provide for a single crew per house. If call volumes increase, one crew will be located in Houses #2 and #3 and two crews will be located in House #1.

Currently, the Union Ambulance District feels their equipment and coverage are adequate to meet current needs.

Section 4.03.04. Emergency Management

The City also is responsible for maintaining an Emergency Response Plan. The City must continue to take a lead roll in coordinating police, fire and other first responders in the area and conduct ongoing updates to the Emergency Response Plan to ensure the area is prepared for both natural and man-made hazards. It is important to take precautions to ensure the area's transportation network, hospitals, emergency facilities and the distribution of food, water and shelter continue to function during and after an earthquake, tornado or other devastating natural or man-made event(s). Studies show that on average, 25% of businesses that close during a disaster do not come back. By making plans now to raise awareness and prepare the community

and coordinate first response details, the area will be better positioned for future disasters.

The City of Union has adopted an Emergency Management Plan.

Section 4.03.05. Public Safety Recommendations

The Police Department adequately serves the community from their present location; however the facilities are in serious need of replacement. A key to the Department's future success is retaining sufficient personnel, providing a high level of training and outfitting officers with the latest technology in law enforcement and communication equipment.

We recommend that, in addition to a new police station (with the amenities noted above that are deficient or missing from the existing facility) additional officers and staff be hired to provide better geographic coverage and faster response times to calls.

The City of Union should continue working with the Union Fire Protection District on increasing the capacity and pressure of water supply, uniformly enforcing quality building codes, requiring new developments to have water supplies commensurate with a better ISO rating, require new developments to limit cul-de-sacs, encourage opening dead-end streets into thru streets, and limit street closures. In this manner, the City can obtain very real cost savings for its citizens as well as increased ability to attract new business by having a better ISO rating.

The City should continue to educate the community on fire prevention, tornado preparedness, how to prepare for an earthquake, and what to do during an earthquake. Because earthquake preparedness is sometimes overlooked in this region even though Union is located in an earthquake zone, we suggest the City utilize materials provided by the National Disaster Education Coalition. For more information please see the fact sheet entitled “Preparing for Disaster”, prepared by the US Department of Homeland Security, FEMA and the American Red Cross.

SECTION 4.04. GENERAL CITY SERVICES

Section 4.04.01. City Hall

The headquarters for most municipal services takes place at City Hall. The City Hall facility is a new building located at 10 Locust Street on the western edge of the Central Business District. It was completed in 2020 as one of the implementation items of the 2011 Comprehensive Plan.

Section 4.04.02. Administration

How the City of Union develops in the future is directly impacted by the form and quality of its governance. Current City administration is based on a Mayor and Board of Alderman that are supported by a variety of appointed and hired staff.

Elected officials include:

- » Mayor
- » Alderman (Two each are elected from four wards)
- » Municipal Judge

Appointed officials include:

- » City Clerk
- » City Collector
- » Chief of Police
- » Emergency Management Director
- » City Attorney

Hired staff includes:

- » City Administrator
- » City Engineer
- » Assistant City Administrator / Community Development Director
- » Finance Officer
- » Parks and Recreation Director
- » Public Works Director
- » Street Superintendent
- » Water/Wastewater Superintendent

City departments include:

- » City Administration (includes Finance Department)
- » City Clerk
- » Assistant City Administrator / Community Development
- » Engineering and Building
- » Finance
- » Parks and Recreation
- » Police
- » Public Works (includes Streets, Water, and Sewer)

City Board's & Commissions include:

- » Board of Alderman (Mayor and 8 Alderman (2 from each of 4 wards). The Board meets the 2nd Monday of each month.
- » Board of Adjustments (1 ex officio member, 5 Regular members and 3 Alternate members). This board meets whenever meetings are called.
- » Planning and Zoning Commission (2 ex officio members and 10 regular members). This commission meets the 4th Monday of each month. The Planning & Zoning Commission is responsible for the development and adoption of the City's Comprehensive Plan and the review of various development plans, subdivision plats and special use permits.
- » Industrial Development Authority (2 ex officio members from Board of Alderman plus 6 regular members)(IDA Members Also Serve on Union Development Corporation Board). These groups meet the 1st Thursday of each month.

- » Parks, Buildings, Development and Public Service (Aldermanic Board Committee). This committee meets the 3rd Monday of each month.
- » Personnel, Finance and Public Works (Aldermanic Board Committee). This committee meets the 1st Monday of each month.

Currently, there is no Historical Preservation Commission. Additionally, the City does not directly address public housing or public transit.

Section 4.04.02. Engineering & Public Works

The City of Union Engineering Department administers the City's building permit and inspection process, enforces the City's Storm Water Management Program, and supervises all large infrastructure projects as well as supervising wastewater reporting.

Public Works Departments provides typical day-to-day maintenance of the City's infrastructure system including streets, water, and wastewater. City staff has done a good job keeping up with recent growth. However, as the City grows, especially into areas where Streets and Public Works do not have ready facilities, consideration should be given to locating new or additional facilities in these expansion areas.

Additionally, the Engineering and Public Works staff should play a major role in making sure new developments are constructed in keeping with City standards. Too often developments attempt to construct minimal roads and storm water facilities and then the development corporations fold or disappear causing the long term maintenance of such infrastructure to fall on the City.

Finally, in many municipalities, the Engineering Department (and not uncommonly Parks & Recreation) is a subunit under Public Works. This structure can offer staffing efficiencies.

Section 4.04.03. Park System

The City of Union owns and operates park and recreation facilities. The park system offers a va-

riety of amenities including an indoor community auditorium/recreation center, outdoor swimming, tennis, basketball, horseshoes, activity fields, pavilions and playground equipment. The park system is maintained by a separate parks maintenance staff as opposed to public works staff.

Section 4.04.04. Water Department

The City of Union obtains its water from six deep groundwater wells located throughout the City, the newest of which was installed in 2009. According to records from the Missouri Department of Natural Resources, the oldest parts of the system date back to 1934. Water quality is good, meeting chemical and radionuclide standards, though, with calcium carbonate levels consistently over 200 mg/l, this water is considered hard. Water treatment is limited to fluoridation at wells 2 & 3 and chlorination at well 5.

Treated water is pumped directly into the distribution system that is divided into two system pressure gradients: West and East. The West gradient comprises much of the older part of the City whereas the East gradient has followed the City's expansion along Highways 50 and 47 to the east and south.

Recommended improvements to the water system include adding chlorination to all of the well sites, as this will likely be required by MDNR in the near future anyway. As the City continues to grow, additional wells and storage facilities will need to be built. Generally, locations for these new facilities will be driven by the direction of growth and the limitations imposed by the existing territory rights of the county water districts. The system of water mains and storage facilities should also be evaluated to improve the City's ISO insurance rating. Along with storage considerations, looping of water mains will likely need to continue to address disinfection byproduct regulations. The City should also solicit the public as to the need for softer water to determine if the demand for this treatment is there to justify the additional cost.

Section 4.04.05. Sanitary Sewer Department

Like its water system, the wastewater system is divided into two collection basins. The City also has two treatment facilities: West (the City's main treatment plant located on the south side of the city off Highway 47) and East (the newer, smaller treatment plant off Denmark Road).

The West Treatment Plant was a two-cell aerated lagoon that was originally built in 1959 and upgraded in 1980. In 2007, a new activated sludge facility was incorporated into the existing lagoon to address stricter effluent discharge requirements. This facility includes an ultraviolet disinfection system. The permitted capacity is 1.5 mgd with a current average daily flow of 1.1 mgd.

The East Treatment Plant is approximately 10 years old and has undergone several upgrades since construction. With a design flow of 300,000 gpd and a current average daily flow of 129,000 gpd, this mechanical plant is currently being expanded to increase capacity to 750,000 gpd and to provide ultraviolet disinfection for the effluent. The City also has an industrial pretreatment program in place.

The City has made a considerable investment in its two existing treatment facilities. In the long term, the City should explore the possibility of consolidating these two facilities into a new regional facility near the confluence of Birch Creek and the Bourbeuse River that would also be able to address growth along Highway 50 towards Interstate 44.

Finally, Infiltration and Inflow (I&I) is a frequent issue for many municipalities. I&I is where wastewater system pipes allow groundwater to flow into the system. Since wastewater systems are rarely capable of also handling stormwater (which would increase the pipe sizes and overall system at least one order of magnitude) active programs to identify I&I are extremely important.

City actively addresses I&I by: maintaining a map of where repairs occur have begun videoing segments of the wastewater system, and have begun to consider how to develop an effective tracking system for the city

City staff estimates that I&I can multiply the pipe flow during a rain event by three or four times. However, staff also do not find that the I&I is limited to a discrete area (such as in or near the river) and that similar rainfall events can create different I&I flows based on where the predominance of the rain falls.

Section 4.04.06. Storm Water

The City of Union sits in and above the floodplain of the Bourbeuse River. Therefore, the potential for flooding exists within the floodplain. Additionally, localized flooding can occur in upland areas as well. The City has worked to reduce all such issues with flooding.

The main cause of flooding is often "time of concentration". This is the time it takes for water to runoff and begin to concentrate. Impervious surfaces such as rooftops, roads, and parking lots do not allow for rain to percolate into the soils. The water then runs off much faster than in undeveloped areas, concentrating into drainageways, streams and rivers much faster. This is when we begin to see increased flood levels of short duration, often creating what are referred to as "flashy streams". Flash flow and similar flow disruptions tend to destabilize a stream causing downcutting of the stream bottom, increased sedimentation, and bank erosion. These are all conditions that will increase the frequency and intensity of flooding and eventually cause significant property damage and costs to the city as well as land owners. This plan recommends addressing storm water before any new development or major redevelopment activity takes place, and when possible, retrofitted into existing ones.

However, as growth continues, some developments will resist creating retention, detention, or rain garden systems to address time of concentration and the impacts to streams. Additionally,

there will likely be increased pressure to develop the floodplain. The City must stand firm against such pressures. Fortunately, it has adopted focused ordinance titled “Provisions for Flood Hazard Reduction”. This plan urges strict compliance with this ordinance and well as periodic consideration for update and expansion. Additionally, this plan recommends the following flood protection recommendations:

1. **Delineate Floodplain Boundaries:** The first step in flood protection is to identify the floodplain boundaries by delineating the Base Flood Elevation (BFE), as determined by FEMA. The BFE includes areas that have a 1% annual chance of flooding.
2. **Floodplain Components:** The City should, whenever possible, clearly identify on maps and in supporting figures the various components of the floodplain such as the floodway, floodway fringe, and other significant floodplain areas. The floodway is the channel of a stream, plus any adjacent floodplain area, that must be kept free of encroachment so that the base flood can be carried without substantial increases in flood heights. The area between the floodway and 1-percent-annual-chance floodplain boundaries is termed the floodway fringe. The floodway fringe encompasses the portion of the floodplain that could be completely obstructed without increasing the water-surface elevation (WSEL) of the base flood more than one foot at any point.

Section 4.04.07. Solid Waste

It is the policy of the City of Union that all City residents are required to use the City’s trash service, which is provided by Waste Connections. Services include:

- » **Trash Collection**
- » **Recycling:** The list of accepted recyclables is sufficiently comprehensive in comparison to other municipalities.
- » **Yard Waste:** While there are limitations on how the materials are collected, the list is similar to most other municipalities.
- » **Bulky Trash:** As is standard for most municipalities, bulk trash does not include major appliance, auto parts, tires, batteries and contractor generated debris.

Section 4.04.08. Community Development

The Community Development Department, though the smallest Department within the City, has many different responsibilities. Many of these responsibilities are listed below:

- » Forging relationships with existing industry/business to assist with potential expansion possibilities.
- » Act as ombudsman to local industries/businesses.
- » Recruitment of new retail, industrial and residential development.
- » Web site(s) updating.
- » Business License issuing and renewal.
- » Marketing of community to local, regional and state economic development officials. These include, but not limited to: St. Louis Regional Chamber and Growth Association, Missouri Department of Economic Development, Franklin County Economic Development Council, Small Business Administration of the EDC St. Charles, Missouri Partnership, etc.

- » Work with local non-profit development corporation, Union Development Corporation, on the marketing of Union Corporate Center, a 210-acre industrial park located in the south-eastern portion of the City.
- » Responsible for the financials and meeting minutes of the Union Development Corporation.
- » Coordinate City business events.
- » Nurture and develop relationships with existing/potential retailers and retail developers to ensure future development.
- » Works with industrial prospects from initial contact. Shows all available properties/buildings and discusses possible incentives. Coordinates with State Department of Economic Development officials concerning incentives.
- » Responsible for City's Comprehensive Plan and working with City Planning and Zoning Commission on adoption of Plan.
- » Produce marketing materials; handouts, advertisements, flyers, etc.
- » Other duties as assigned by Board of Aldermen and City Administrator.

Section 4.04.09. Union Farmer's Market

The City of Union facilitates a Farmer's Market to provide easy access to fresh produce and goods as well as supporting local growers. The market is held on select Fridays between April and October at East Central College or other locations as designated.

Section 4.04.10. Union Area Chamber of Commerce

Incorporated in April 1979, the Union Area Chamber of Commerce includes business, civic, and individual members and is the 2nd largest chamber in Franklin County.

The Chamber's mission statement is "The Union Area Chamber of Commerce is organized to promote the economic, industrial, professional, educational, cultural and civic welfare of the Union area and to support efforts to constantly improve our community."

Along with organizing ribbon cuttings and business networking activities, the Chamber works throughout the year with the City of Union, Franklin County Government, East Central College, the Union Development Corporation, Scenic Regional Library and other groups to host special projects, luncheons, and training events designed to foster a strong and growing local economy.

Some of the Chamber's popular community activities include:

- » Distinguished Service Awards (DSA)
- » Banquet Founder's Day 10K Run & 5K Fun Walk
- » Annual Chamber BBQ & Long Haul Service Award
- » Annual Chamber Golf Outing
- » Wingfest

Beyond the committees needed to organize and staff those special events, the Chamber's other standing committees include the Ambassadors, Business Development, Education, Fund Raising, Legislative, Membership, and the Past-President's Advisory Council.

Section 4.04.11. Union Development Corporation

The Union Development Corporation (UDC) is a 501(c)6, not-for-profit civic organization that was incorporated on Jan. 25, 1955 as a cooperative venture between property owners, business leaders, the City of Union, and the Union Area Chamber of Commerce. The Community Development Director serves as an economic development leader for the City's to the UDC

The purpose of the corporation is "to engage in any activity for the promotion and advertising of the City of Union, Missouri, as a trade and industrial center; to solicit the location of industrial

plants in or near the City of Union; to procure appropriate sites and participation in the financing thereof.” Governed by a volunteer board with 13 members, the Union Development Corporation includes representatives from various disciplines such as banking, real estate, advertising, small business ownership, industrial sales, and public service.

Over the last 50 years, the Union Development Corporation has successfully expanded the manufacturing, light industrial, and trade sectors of Union. Some of their accomplishments include:

- » Developed and nearing build-out of the 181-acre North Loop Industrial Park.
- » Promoted construction of Independence Drive between U.S. 50 and 47.
- » Developing and marketing the 242-acre Union Corporate Center industrial park.
- » Promoting construction of the Progress Parkway extension to U.S. 50

Section 4.04.12. General City Services Recommendations

We recommend that the City of Union undertake a periodic (every 5 to 10 years) detailed examination of its governance structure. Currently we believe that the City is well served by its existing structure however the City has also seen rapid growth at times. Should new and rapid growth occur again, City governance must be flexible, nimble and yet sufficiently comprehensive to serve, focus and optimize such growth.

The City also has a great deal of potentially historic buildings that should be preserved and reused. We recommend the City consider creating a Historic Preservation Board/Commission to foster the preservation of such structures.

We recommend that, as the City grows and develops, it reach out to neighboring communities and the metropolitan area to address public transit.

We also recommend that the City Engineering and Public Works structure be unified and that it play a major role in developing quality construction standards for streets, sewers, and storm

water facilities. Consideration should also be given to having Parks & Recreation maintenance staff a part of the unified Public Works. Such standards necessarily must be stringent to protect the citizens and City from failure either of the infrastructure constructed and/or from the financial risk of early replacement.

SECTION 4.05. OTHER CITY SERVICES

Section 4.05.01. Union R-XI Public School District

The vast majority of school-aged children in Union are served by the Union R-XI Public School District. And with approximately 3,000 students enrolled in classes from kindergarten through 12th grade, it is fully accredited and one of the largest districts in Franklin County. The Union R-XI School District is an independent taxing authority.

Union R-XI has three elementary schools, one middle school, and one high school. These include:

- » Beaufort Elementary School (located in Beaufort)
- » Central Elementary School (2 East Springfield)
- » Prairie Dell Elementary School (1911 Prairie Dell Rd.)
- » Union Middle School (503 West End Ave.)
- » Union High School (1 Wildcat Dr.)

The goal of the Union R-XI School District is “to prepare competent and responsible lifelong learners.” Proof they are achieving that goal came recently as the District received the prestigious “Distinction in Performance” Award from the Missouri Department of Elementary and Secondary Education.

Section 4.05.02. East Central College

Founded in 1968, East Central College was established to serve the educational needs of people in east central Missouri. It occupies a 114-acre tract of land was purchased in the heart of Union for what is now in a picturesque main campus with indoor and outdoor sports facilities and a Regional Training Center.

The East Central Community College is an independent taxing authority. Please refer to Section 2.28. for the district's rate.

Today, this two-year college serves an estimated 3,500 students each semester. East Central provides a well-rounded learning experience and the proof is in the results. For instance, 95% of the college's vocational and technical graduates are employed and 71% are working in a training-related field. In a cooperative venture since 1994, Central Methodist College has also been offering instruction, bachelor's degree programs and the Master of Education degree at East Central College. East Central also plays other important roles in the region by sponsoring cultural events throughout the year and by working in partnership with the local business community to offer customized training classes.

Section 4.05.03. Missouri Baptist University

Missouri Baptist University is an evangelical Christian, liberal arts institution and has as its purpose the offering of programs of study leading to professional certificates, undergraduate degrees, and graduate degrees. While the main campus is located in Creve Couer, Missouri, the university maintains campuses in Union, St. Charles, Jefferson County, in the Troy/Wentzville area, and an extension in Leadington, MO.

Section 4.05.04. Scenic Regional Library

Union is the headquarters of Scenic Regional Library which serves the Franklin, Gasconade and Warren County Library District. This District operates seven libraries and a bookmobile serves rural

communities and schools in the tri-county area. The Scenic Regional Library is an independent taxing authority.

The Scenic Regional Library District facility in Union is located at 251 Union Plaza Drive along Highway 47 North.

Section 4.05.05. Healthcare Facilities

Union is served by a large number of private practice doctors and physicians. Major medical clinics in Union include:

- » Mercy Clinic Family Medicine
- » Mercy Clinic Primary Care

While no hospitals are located in Union, the city is served by Mercy Hospital in Washington, Missouri.

Section 4.05.06. Other Services Recommendations

While there is always a limited ability for a municipality to make positive change to a school district, whenever the opportunity arises for the City of Union to make a positive change to the R-XI district, it should do so. Recent instances throughout the world of government support for education has shown that when education levels increase, so does the health, income, and quality of life of the citizens.

We recommend the City continue to facilitate the Farmer's Market and other similar activities that draw people to the Central Business District.

The City may also consider urging that any new development that may occur at Highway 50 and I-44 be mixed use that would include healthcare facilities so that Union citizens have direct access.

SECTION 4.06. SUMMARY

The residents of the City of Union are well served across a wide range of services. However, existing facilities and anticipated growth will require changes and capital improvements. This is most notable in the following areas:

- » A new police station and additional officers and staff are needed.
- » Water supply and pressures should be a focus of the City in order to achieve a higher ISO rating. Additionally, building codes and new developments must accommodate this issue.
- » City governance should be periodically examined.

The recommendations provided herein should be implemented to ensure the community continues to enjoy a full range of municipal services and a high quality of life.

Chapter 5:

Community Place Types & Future Land Use Plan

5. Community Place Types & Future Land Use Plan

SECTION 5.01. COMMUNITY PLACE TYPES OVERVIEW

As a small, historic, self-contained city and the second-largest city (and county seat) of Franklin County, Union is characterized by a wide variety of land uses and patterns of physical development. Union's historic core is located west of the Bourbeuse River and Highway 47, on top of a hill, but continued growth has primarily occurred east of the river and highway, toward Interstate 44. As Union looks to the future, it is critical that City take a unified approach to land use and growth that equally-addresses both "sides" of Union. The geographic framework and future land use plan of the Union 2035 Comprehensive Plan Update utilizes **Community Place Type Districts** to facilitate revitalization and guide future growth.

Community Place Types contain aspects of both future land use planning and zoning districts. They identify the existing physical character of development, streets, infrastructure, and public space and make recommendations to guide future physical development, streets, infrastructure, and public space in accordance with the community's Vision for the future of Union.

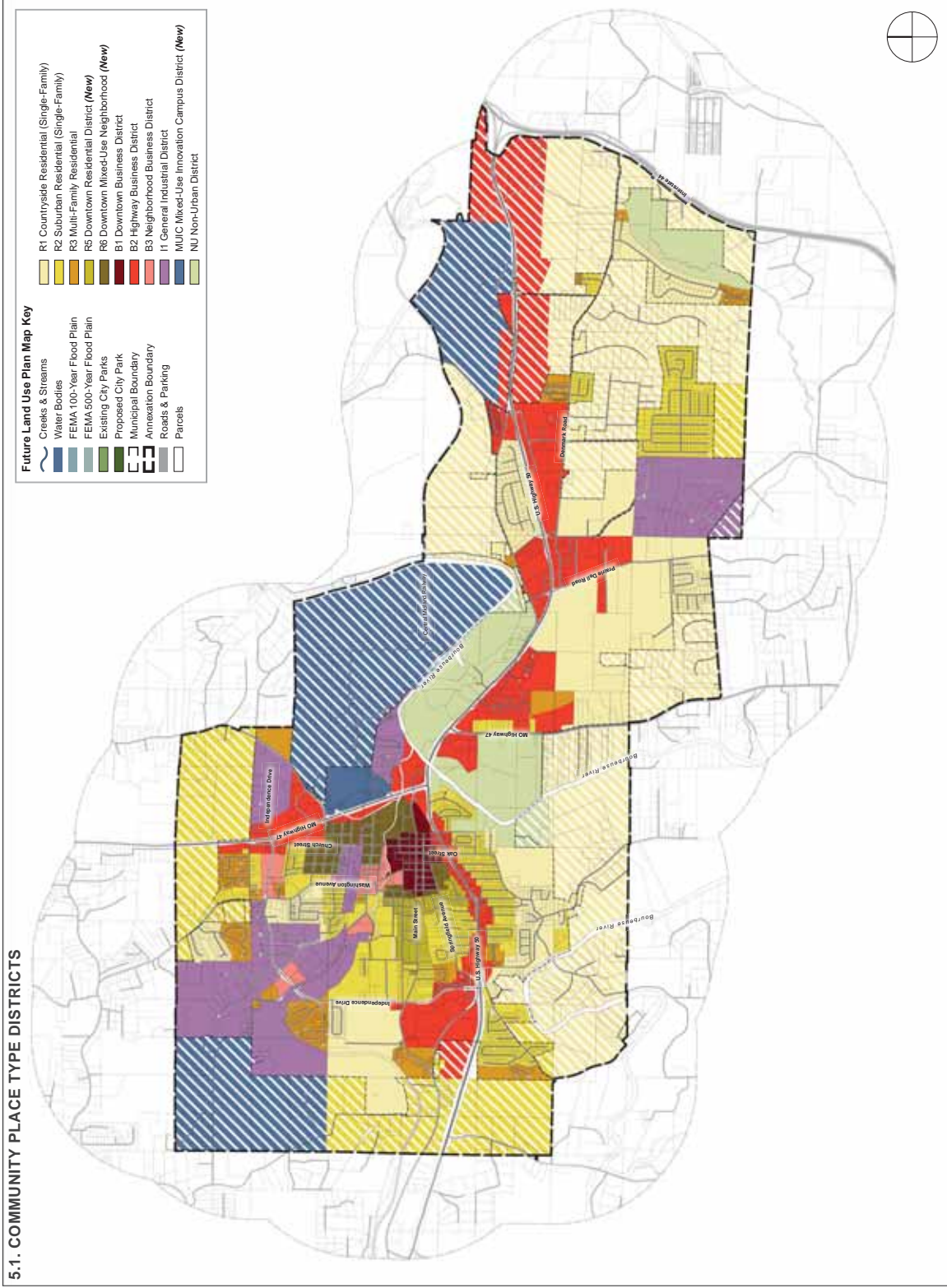
By defining qualitative aspect of these districts—their built character, streetscape, public realm, and public space amenities—in addition to the quantitative aspects of land use, Community Place Types establish a coordinated placemaking strategy within a defined geographical framework based on existing parcels, development character, and uses.

Community Place Type Districts address the major commercial districts, residential neighborhoods, and potential business and economic development opportunities within Union. The Community Place Type District locations and boundaries are illustrated in **Figure 5.1**; an overview of the 11 Community Place Type Districts is provided on the following pages.

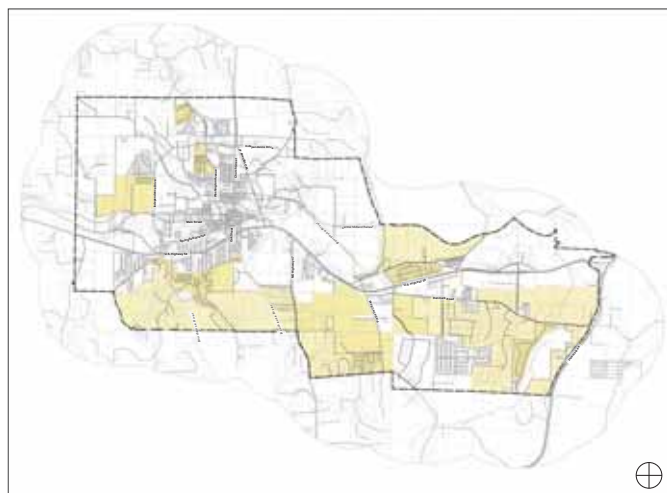
Detailed land use, development, urban design, and community character recommendations are presented by Place Type District:

- » **Residential neighborhood recommendations** are presented on pages 5.12-5.20;
- » **Mixed-Use Innovation Campus District recommendations** are presented on pages 5.22-5.26;
- » **Recommendations for Commercial District** are presented on pages 5.28-5.32;
- » **Downtown recommendations** are presented on pages 5.34-5.42; and
- » **The Future Land Use Plan** is presented on page 5.43..

5.1. COMMUNITY PLACE TYPE DISTRICTS



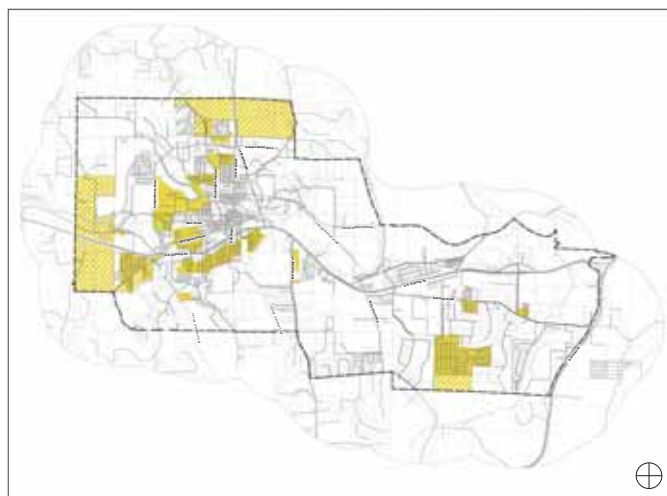
Section 5.01. Community Place Types Overview



I. Countryside Residential District (R1)

The Countryside Residential District (R1) is roughly coterminous with Union's existing R1 Single-Family Residential Zoning District. As such, this district incorporates the general regulations of the R1 district. Countryside Residential lots are 12,000 square feet and larger. This district includes large-lot home sites in curvilinear-street, cul-de-sac subdivisions as well as large single home sites on country roads and lanes. The entirety of the district is characterized by a rural small-town and large-lot subdivision appearance with primarily detached single-family homes, spacious front lawns, and neighborhood-scaled streets.

The existing *R4 Planned Mobile Home Park* zoning districts are proposed to remain as grand-fathered overlay districts where they currently within the *Type I - Countryside Residential District (R2)*.

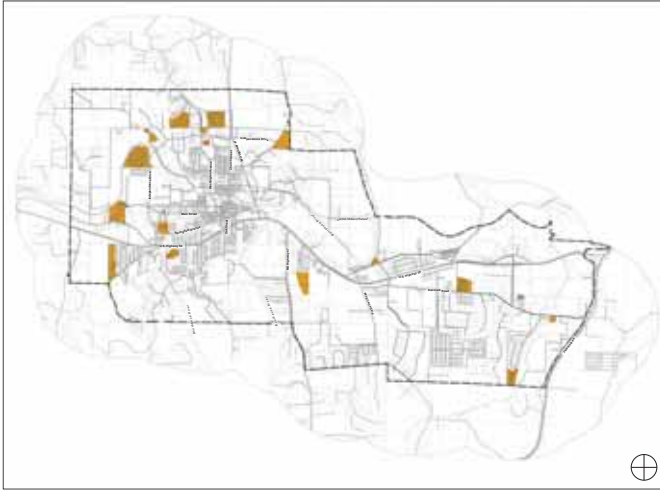


II. Suburban Residential District (R2)

The Suburban Residential District (R2) is roughly coterminous with Union's existing R2 Single-Family Residential Zoning District. As such, this district incorporates the general regulations of the R2 district. Suburban Residential lots are 7,500 square feet and larger. This district is characterized by single-family and duplex, medium-lot home sites in both subdivision developments and traditional neighborhoods in Union's historic core, featuring primarily rectilinear streets in both gridded and cul-de-sac configurations. The entirety of this district is characterized by a typically suburban subdivision appearance with primarily detached single-family homes, spacious front lawns, and neighborhood-scaled streets.

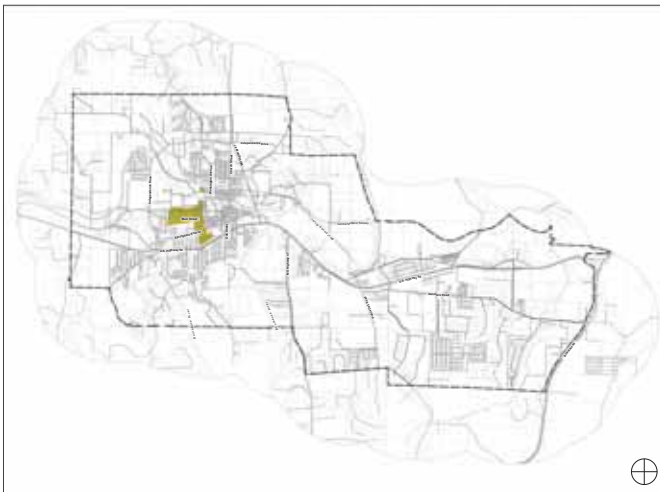
The existing *R4 Planned Mobile Home Park* zoning districts are proposed to remain as grand-fathered overlay districts where they currently within the *Type II - Suburban Residential District (R2)*.

Section 5.01. Community Place Types Overview



III. Multi-Family Residential District (R3)

The Multi-Family Residential District (R3) is coterminous with Union's existing R3 Multi-Family Residential Zoning District and covers existing attached villas, common-wall condominiums, and apartment complex developments, as well as likely future development sites for such projects. These sites share common characteristics, including medium- to low-density building formats; self-contained subdivision or complex-style street layouts; and locations adjacent to higher-intensity commercial or mixed-use developments. As such, the Multi-Family Residential District buffers commercial development nodes from less-intense residential areas.



IV. Downtown Residential District (R5; New)

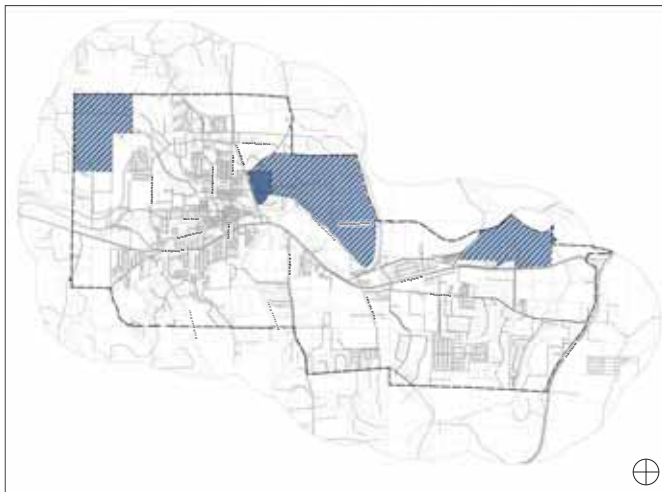
The Downtown Residential District (R5) comprises the oldest and most dense detached single-family housing in Union. This district surrounds Downtown, primarily to the east and south, and is currently part of the R2 Single-Family Residential Zoning District. However, approximately 75% of lots in this new district do not comply with R2 minimum lot area (7,500 square feet); lot width (65 feet); or front and side yard minimum depth requirements. The entirety of this district is characterized by traditional small-town neighborhood development patterns with a gridded street network, walkable neighborhood streets, and consistent front yard setbacks.

Section 5.01. Community Place Types Overview



V. Downtown Mixed-Use Neighborhood District (R6; New)

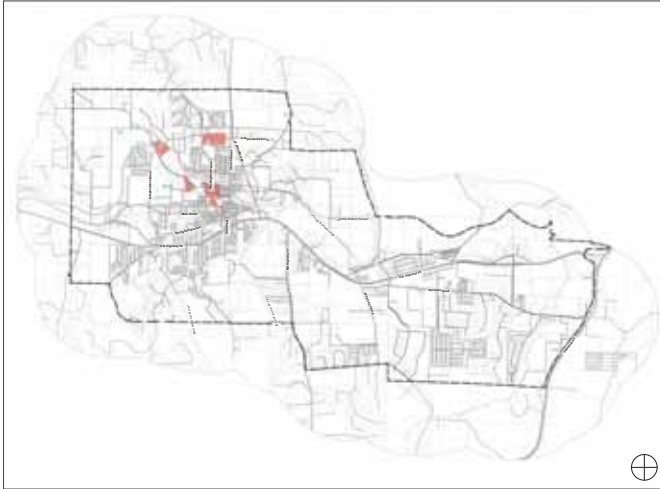
The Downtown Mixed-Use Neighborhood District (R6), like the Downtown Residential District comprises the oldest and most dense detached single-family housing in Union. This district surrounds Downtown, between the Downtown core and Downtown Residential District, and is currently part of the R2 Single-Family Residential Zoning District. As with the Downtown Residential District, the majority of the parcels in this District to not comply with R2 zoning district requirements. The Downtown Mixed-Use Neighborhood provides for the ability to operate certain restricted commercial/service enterprises while protecting the integrity, quality, and character of the area. Recommended commercial use would consist primarily of professional (attorneys, CPAs, dentists, etc.), semi-professional services (hair and beauty salons, real estate or insurance offices, etc.), boutique retailers, bed and breakfasts, coffee shops, cafes, and other eateries that accent the area and its character.



VI. Mixed-Use Innovation Campus District (MUIC; New)

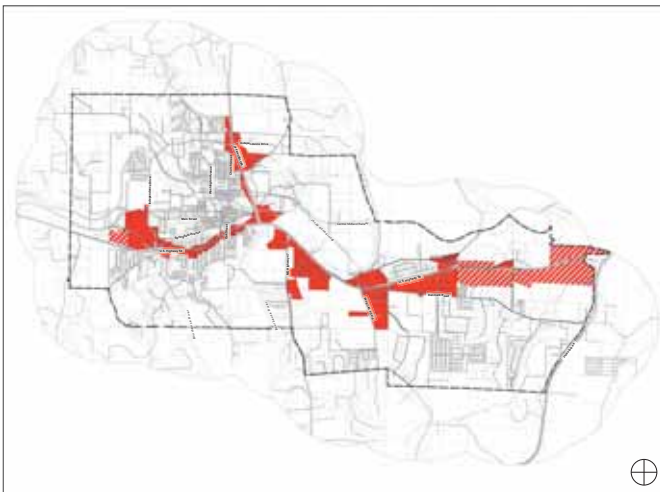
The Mixed-Use Innovation Campus District provides for the development of specialized office, laboratory, institutional, and research buildings for high-tech, education, and healthcare industries with maximum flexibility. These uses would be supported by vibrant, ground floor mixed-use development, community amenities, and possibly multi-family housing. In addition, other large-format buildings and land use types—manufacturing, logistics, etc.—can also be accommodated. The Mixed-Use Innovation Campus District is intended to facilitate economic development in emerging industry sectors and move Union beyond its current light industrial and retail employment base. The Mixed-Use Innovation Campus District covers and replaces portions of the B2 Highway Business Zoning District, I1 General Industrial Zoning District, NU Non-Urban District, and certain undeveloped tracks in the R1 Residential District. Additionally, large areas of Mixed-Use Innovation Campus District are indicated in future areas to be considered for annexation.

Section 5.01. Community Place Types Overview



VII. Neighborhood Business District (B3)

The Neighborhood Business District (B3) is roughly coterminous with the existing B3 Neighborhood Business Zoning District, with additions north of Downtown along Park Road and Highway A that are currently classified as B2 Highway Business Zoning District (i.e. Hall Brother's Lumber). As such, this district incorporates the general regulations of the B3 district. The intent of this district is to provide for low-density retail and service businesses in a primarily auto-oriented development pattern. Example uses include gas stations, auto service, industrial supply retailers, specialty retailers, child care, medical offices, restaurants, and professional service establishments. Typically, these would be located in detached, freestanding buildings served by individual parking lots and access drives, buffered from adjacent residential uses with a designated landscape zone.



VIII. Highway Business District (B2)

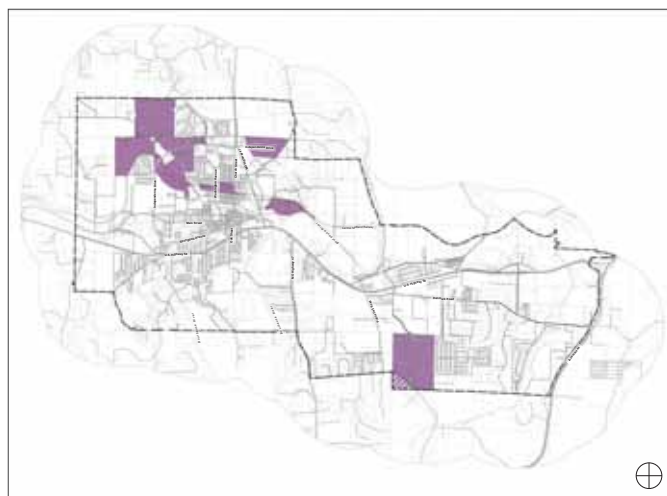
The Highway Business District (B2) is the most flexible commercial district place type, and supports the development of a variety of medium-density commercial, retail, office, dining, and community services, on large development sites with centralized parking lots. These land uses are supported through primarily vehicular access with improved walkability; pedestrian connections within developments, to neighboring commercial properties, and to adjacent neighborhoods; and beautifully landscaped streets. The Highway Business District is located primarily along MO-47, U.S. 50, and in land identified for future annexation along I-44. It accommodates numerous existing land uses, including big-box retail utilized by residents of Union and surrounding communities in Franklin County.

Section 5.01. Community Place Types Overview



IX. Downtown Business District (B1)

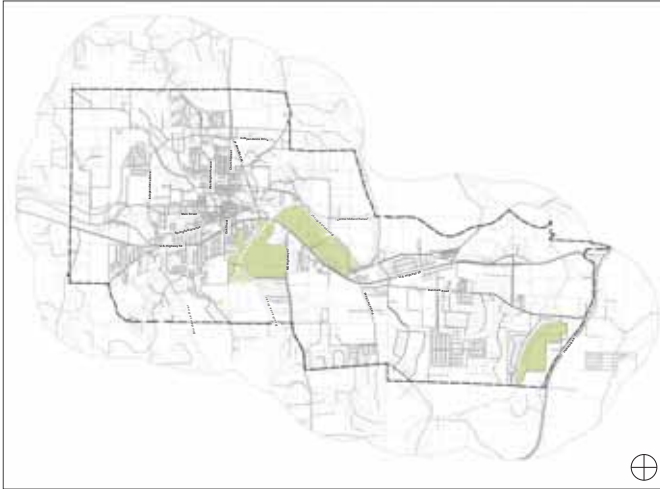
The Downtown Business District encompasses Union's historic Downtown Core. It supports the development of a variety of medium- to high-density, high-intensity, and mixed-use commercial, dining, retail, office, and upper-floor multi-family residential in a vibrant, walkable, small-town square and downtown environment. These land uses will be supported by a great streetscape and public realm amenities. The Downtown Business District is coterminous with the existing B1 Downtown Business Zoning District. The Plan recommends that the Downtown Business District be supported through the creation of a Form-Based Code (FBC) Overlay District.



X. General Industrial District (I1)

The General Industrial District (I1) is coterminous with portions of Union's existing I1 General Industrial Zoning District that are currently developed for industrial uses. As such, this district incorporates the general regulations of the I1 district. The General Industrial district supports manufacturing and material processing operations that are generally low-impact to adjacent uses. This includes activities like fabrication, manufacturing, construction services, warehousing, materials processing, and heavy equipment storage, sales, and rentals.

Section 5.01. Community Place Types Overview



XI. Non-Urban District (NU)

The Non-Urban District includes only proposed, large scale outdoor recreational areas within the corporate boundary of Union. Namely, this includes properties along the Bourbeuse River identified for the future development of a park, as well as the Birch Creek Golf Club. It is proposed that all other properties currently classified as NU Non-Urban Zoning District within the Union corporate boundary be reclassified to other uses, as indicated in the Future Land Use Plan, based on their intended future use.

SECTION 5.02. ANNEXATION

The 2035 Comprehensive Plan Update recommends the annexation of an approximately one (1) mile wide “strip” around the perimeter of Union’s existing corporate boundary, to logical existing property lines and geographical boundaries. A focus of annexation is north of the Bourbeuse River and west of MO-47, as well as extending to and maximizing Union’s frontage along I-44.

Annexation provides both key benefits as well as challenges to Union. Benefits include:

- » An increase in economic development potential, through an increase in land zoned for Highway Business, Campus, and single-family residential land uses;
- » Increased tax revenue;
- » Increased residential development potential;
- » Increased control over the route(s) of potential new roadway extensions, as well as development potential adjacent to these potential corridors.
- » Increased control over the development of the I-44 corridor, due to acquiring Interstate frontage; and
- » Expansion of the City’s zoning code and other regulations to surrounding properties.

These benefits are not without particular challenges, however, including:

- » An increase in City administrative costs, including building inspection and code enforcement activities;
- » An increase in the cost of police and emergency services;
- » An increase in resident service costs, including water, power, and sewage;
- » Increased capital improvement costs over time, dictated by the current conditions of existing infrastructure in the annexation area; and
- » Local opposition to annexation, particularly among proposed annexed property owners who wish to remain independent from the City of Union.

Recommended annexation is illustrated in all Community Place Types diagrams as hatched areas. Recommended annexation will approximately double Union’s current land area from 9.1 square miles to 18 square miles (11,530 acres).

If zoned as recommended in this Plan, Union’s land area will continue to be split approximately half between residential uses and half between non-residential (business/commercial uses). However, the proportion of non-residential land use will shift. Currently, approximately half of non-residential land is zoned for retail commercial use, while half is zoned for non-retail, industrial business commercial use. With new annexation, approximately three-fourths of non-residential land use will be designated for non-retail commercial use, while approximately one-fourth will be designated to retail commercial use. This land use shift coincides with Union’s main projected economic and business development opportunities, as described in Chapter 6.

SECTION 5.03. FUTURE ZONING CODE FRAMEWORK

One of the ongoing challenges faced by the City of Union is the fact that the City's current Future Land Use plan is not fully-coordinated with the City's zoning code. This issue is not unique to Union; many communities have regulatory ordinances that do not facilitate—and sometimes directly prohibit—key recommendations of the Comprehensive Plan and Future Land Use Plan.

While the approval or denial of zoning adjustments in Union falls within the general recommendations of the Future Land Use Plan, a greater degree of integration between the two will benefit the City of Union. First, it will provide the Planning and Zoning Commission, Board of Adjustment, and Union Board of Aldermen a greater degree of guidance and oversight in the approval or denial of projects. Second, it will provide a greater degree of detail and refinement in the Vision for—and regulation of—development, especially in key parts of the City (i.e. Downtown or U.S. 50 corridor). This refinement will help the Union's staff and officials to more carefully guide future development to realize latent economic development potential.

In addition to establishing qualitative, geographically-based placemaking recommendations, the Community Place Types are designed as a framework for future Zoning Code updates to facilitate implementation of the Comprehensive Plan Update's Vision on a lot-by-lot, project-by-project basis. The geographical Place Type Districts set forth in this Plan are intended to serve as guidelines in future Zoning Code updates.

This approach has several key advantages for the City and the community:

1. First, it ensures that **development fulfilling the Comprehensive Plan Vision can occur by right and incrementally**. This removes one possible barrier to implementation, since implementation of the Plan is not reliant on a few large-scale development projects.
2. Second, it establishes a **framework for a place-based Zoning Code update**—should it be considered in part or in whole—that truly responds to the goals and desires of the community, and guides development and land use to support those goals and desires.
3. Finally, it creates a **fully-integrated and coordinated relationship between the Comprehensive Plan and Zoning Code** utilizing coterminous geographical boundaries for future land use and the regulation of physical development. This will greatly simplify the existing Zoning Code and streamline the day-to-day administration of the code by City Staff and the Planning and Zoning Commission.

While the completion and adoption of this Comprehensive Plan Update does not automatically result in any updates or revisions to the Zoning Code, it is a key recommendation of this Plan that the City completes an update of the zoning code, based upon the recommendations set forth in the Union 2035 Comprehensive Plan Update.

5.04. Residential Neighborhood Recommendations

SECTION 5.04.01. OVERVIEW

Union has many distinctive residential neighborhoods—both historic and contemporary—and significant future residential development opportunities. Union is a well-known residential community in Franklin County and the edge of the St. Louis Metro area, and its neighborhoods are key to the City’s identity and quality of life.

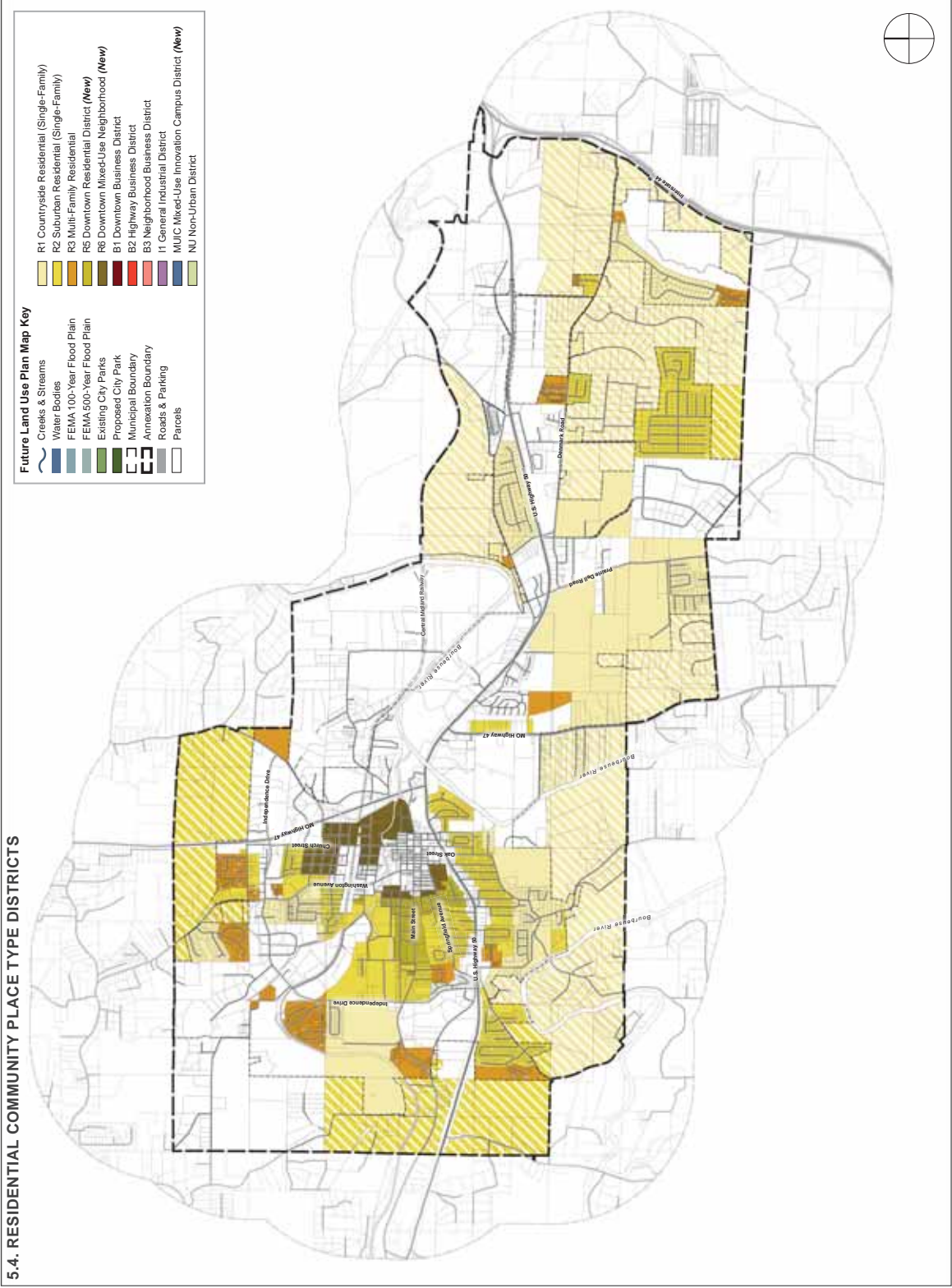
As detailed in Chapter 1. Existing Conditions, the City’s population has enjoyed strong and significant growth in the last 20 years. While the City contains plenty of residentially-zoned land for future development, many of Union’s core neighborhoods are in need of revitalization. Historic areas immediately surrounding Downtown were largely developed prior to World War II and face issues of aging infrastructure, aging housing stock, and regulatory hurdles like non-conforming lot sizes and dimensions. Other core neighborhoods were developed from the late-’40s to the 1970s. Many of these homes will be reaching market obsolescence in the next 10- to 15-years due to changing consumer preferences for house size, number of bedrooms, and configuration.

The objective of the residential neighborhood recommendations is two-fold. First, they guide the development of new subdivisions on currently-undeveloped tracts to ensure continued development of high-quality neighborhoods. Recommendations include neighborhood enhancements for walkability and bikeability; streetscape and public realm improvements; and guidelines for green space preservation, tree canopy coverage, and mitigation of stormwater runoff.

Second, these recommendations are designed to facilitate and guide infill development and redevelopment in existing residential neighborhoods, including the transition of some existing homes in areas adjacent to Downtown to low-impact commercial uses. Recommendations include a variety of future zoning and regulatory revisions to ensure that, as established neighborhoods transition over time, new development is contextually-sensitive to existing development patterns. Furthermore, they are intended to facilitate reinvestment in and the revitalization of Union’s historic downtown residential districts.

Implementation of these recommendations should be calibrated to the existing built character and desired future vision of each Place Type and zoning district, as presented on pages 5.14-5.18. Plan recommendations are detailed on pages 5.19-5.20. Recommendations apply to new development, teardowns and infills, and significant expansions of existing buildings.

5.4. RESIDENTIAL COMMUNITY PLACE TYPE DISTRICTS



Section 5.04. Residential Place Types Districts

02. Countryside Residential District (R1)

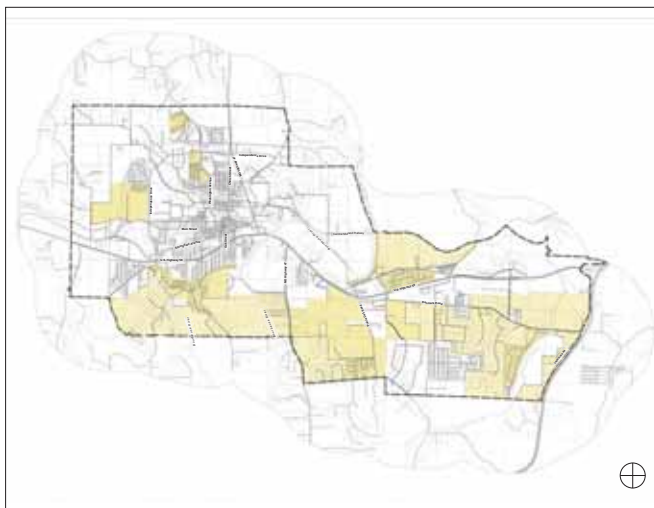
The *Countryside Residential District (R1)* is roughly coterminous with Union's existing R1 Residential Zoning District with lots 12,000 square feet and larger. This district includes large-lot home sites in cul-de-sac subdivisions as well as large home sites on country roads. The entirety of the district is characterized by a rural small-town appearance with detached single-family homes, spacious front lawns, and neighborhood-scaled streets.



EXISTING PLACE TYPE CHARACTER IMAGE



EXISTING PLACE TYPE CHARACTER IMAGE



PLACE TYPE KEY MAP



EXISTING PLACE TYPE TYPICAL DEVELOPMENT PATTERN

Section 5.04. Residential Place Types Districts

03. Suburban Residential District (R2)

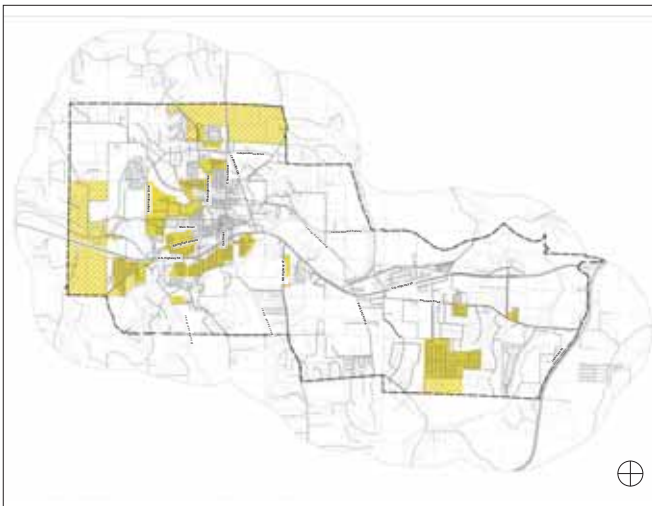
The *Suburban Residential District (R2)* is roughly coterminous with Union's R2 Residential Zoning District with lots 7,500 square feet and larger. This district is primarily medium-lot home sites in subdivision developments and traditional neighborhoods, featuring rectilinear streets in both gridded and cul-de-sac configurations. The entirety of this district is characterized by a suburban subdivision appearance with detached single-family homes.



EXISTING PLACE TYPE CHARACTER IMAGE



EXISTING PLACE TYPE CHARACTER IMAGE



PLACE TYPE KEY MAP



EXISTING PLACE TYPE TYPICAL DEVELOPMENT PATTERN

Section 5.04. Residential Place Types Districts

04. Multi-Family Residential District (R3)

The *Multi-Family Residential District (R3)* is coterminous with Union's existing R3 Multi-Family Residential Zoning District and covers existing attached villas, common-wall condominiums, and apartment complex developments. These sites are characterized by medium- to low-density building formats; self-contained subdivision or complex-style street layouts; and locations adjacent to higher-intensity commercial or mixed-use developments.



EXISTING PLACE TYPE CHARACTER IMAGE



EXISTING PLACE TYPE CHARACTER IMAGE



PLACE TYPE KEY MAP



EXISTING PLACE TYPE TYPICAL DEVELOPMENT PATTERN

Section 5.04. Residential Place Types Districts

05. Downtown Residential District (R5)

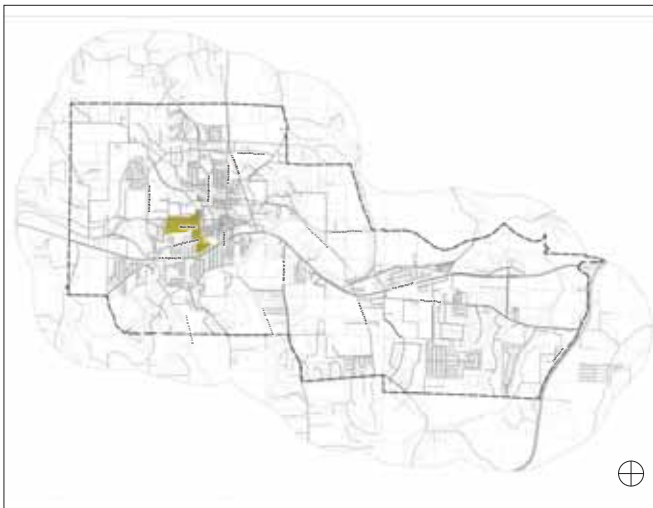
The *Downtown Residential District (R5)* comprises both the oldest and most dense detached single-family housing in Union. This district surrounds Downtown, primarily to the east and south, and is currently part of the R2 Zoning District. The entirety of this district is characterized by traditional neighborhood development patterns with a gridded street plan, walkable neighborhood streets, some alleys, and consistent front yard setbacks.



EXISTING PLACE TYPE CHARACTER IMAGE



EXISTING PLACE TYPE CHARACTER IMAGE



PLACE TYPE KEY MAP



EXISTING PLACE TYPE TYPICAL DEVELOPMENT PATTERN

Section 5.04. Residential Place Types Districts

06. Downtown Mixed-Use Neighborhood District (R6)

The *Downtown Mixed-Use Neighborhood District (R6)* provides for the ability to operate certain restricted commercial/service enterprises in existing buildings while protecting the integrity, quality, and character of the area. Commercial use would consist of professional services, boutique retailers, bed and breakfasts, coffee shops, and cafes, that accent the area character.



EXISTING PLACE TYPE CHARACTER IMAGE



EXISTING PLACE TYPE CHARACTER IMAGE



PLACE TYPE KEY MAP



EXISTING PLACE TYPE CHARACTER IMAGE

Section 5.04. Residential Place Types Districts

Section 5.04.07. Recommendations for Residential Place Types

5.04.07.01. LOT DEVELOPMENT STANDARDS

- » Establish a front build-to line (minimum and maximum) in place of front setback line for all lots; build-to lines should be developed separately for each of the following residential Place Type Districts:

- *Type IV Downtown Residential District (R5); and*
- *Type V Downtown Mixed-Use Neighborhood District (R6)*

Front build-to lines should be based on existing as-built conditions to reflect each place type's prevailing character and desired Vision. For example, by calculating the mean setback dimension of the existing street or block face.

- » Establish architectural design guidelines for the *Type IV Downtown Residential District (R5)* and *Type V Downtown Mixed-Use Neighborhood District (R6)* place type districts.
- » Consider developing and adopting a Form-Based Code (FBC) overlay district for the *Type IV Downtown Residential District (R5)* and *Type V Downtown Mixed-Use Neighborhood District (R6)* place type districts.

5.04.07.02. REGULATORY AMENDMENTS

- » Amend Chapter 410 Subdivision of Land to require specification of a front build-to line (minimum and maximum) for all new subdivision proposals within the following Place Type Districts:
 - *Type IV Downtown Residential District (R5); and*
 - *Type V Downtown Mixed-Use Neighborhood District (R6)*

- » Amend Chapter 410 Subdivision of Land to reduce minimum right-of-way (ROW) widths and roadway widths for residential Collector and Minor streets in new subdivision plats. Minimum ROW widths should be based on street design and parking allowances.
- » Amend Chapter 410 Subdivision of Land to provide a maximum street width for residential Collector and Minor streets in new subdivisions to limit vehicular speeds and increase safety on neighborhood streets.
- » Amend Chapter 410 Subdivision of Land with a connectivity index calculation of the number of links (roadway segments between nodes) divided by the number of nodes (intersections, cul-de-sacs or sharp turns in streets).
- » Amend Chapter 410 Subdivision of Land to require multiple access points to subdivisions if the subdivision is located on a major arterial or collector road.
- » Amend Chapter 405 Zoning to create a new *R5 Downtown Residential District*. District is recommended to be based on R2 Single-Family Zoning District with the following amendments:
 - *Minimum Lot Size: 4,500 s.f.*
 - *Minimum Lot Width: 35 feet*
 - *Front Build-to Line: 15 feet*
 - *Minimum Side Yard Depth: 5 feet*
- » Amend Chapter 405 Zoning to create a new *R6 Downtown Mixed-Use Neighborhood District*. District is recommended to be based on new R5 Downtown Residential District, with limited commercial uses permitted as conditional uses in existing buildings.
- » Amend Chapter 405 Zoning to convert the existing *R4 Planned Mobile Home Park* zoning districts and their regulations to an overlay zoning district for existing mobile home parks only.

Section 5.04. Residential Place Types Districts

STREET & CONNECTIVITY STANDARDS

- » Provide street and public realm facility enhancements according to street type classifications (**refer to pages 7.14-7.22**).
- » Develop bicycle facilities, pedestrian, and multi-use pathways (**refer to pages 7.10-7.12**).

STORMWATER & RUNOFF MITIGATION

- » Amend Chapter 420 Stormwater Management Standards to address land disturbance of 7,500 s.f. or greater in residential zoning districts; this amendment should aim to limit the adverse effects of runoff produced by development, using on-site mitigation and site design to limit runoff to what exists today.
- » Chapter 420 Stormwater Management Standards to address land disturbance of 7,500 s.f. or greater in residential zoning districts contribute no increased runoff compared to pre-development runoff. This amendment should require applicable building permits to:
 1. Calculate the existing, pre-development runoff for the site ("baseline condition");
 2. Calculate the new, post-development runoff for the site ("proposed condition");
 3. Identify the positive delta, if it exists, between the baseline condition and proposed condition ("net increase in runoff"); and
 4. Specify BMP's for the detention and recharge of the net increase in runoff on-site, with supporting calculation and design standards.
- » Provide regulatory incentives for increased stormwater detention/recharge (green infrastructure) on private lots.

TREE COVERAGE STANDARDS

- » Establish private tree planting and coverage standards for private lots subject to new development, common ground, and street trees in the redevelopment of subdivisions.
- » Establish private tree planting and coverage standards for private lots subject to redevelopment.
- » Establish public tree planting and coverage standards for street trees in the public ROW for all streets within the *Type IV Downtown Residential District (R5)* and *Type V Downtown Mixed-Use Neighborhood District (R6)* place type districts.

GREEN SPACE PRESERVATION

- » Establish a minimum percentage of green space to be preserved as part of new subdivision plats.

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5.05. Mixed-Use Innovation Campus Recommendations

SECTION 5.05.01. OVERVIEW

The Vision for the Mixed-Use Innovation Campus District is for a sustainable hub for cutting-edge research, job opportunities, high-tech industry, and community amenities that encourages innovation, collaboration, and entrepreneurship in vibrant, mixed-use environment.

Union has been successful in both attracting and retaining major industrial concerns. These businesses are primarily located in two (2) areas. Union's historic industrial area is located in the northwest corner of the City, off of Independence Drive. It is served by both rail access as well as access to MO-47 and U.S. 50 via Independence Drive. Union's new industrial park, the Union Corporate Center, is located in the southeast part of town, at Progress Parkway and Corporate Drive near East Central College. Union Corporate Center offers better access to I-44 via U.S. 50.

Today, Union has approximately only 80 acres of remaining industrially-zoned land remaining for redevelopment. At the same time, significant tracts of land zoned B2 Highway Business remain undeveloped along U.S. 50.

As detailed in Chapter 6. Economic Development Strategies, Union possesses significant opportunity to capture growth in emerging high-tech, bioscience, ag-tech, healthcare, and logistics industries. These industry sectors are all growing strongly in the region as a whole, but are significantly under-represented in Union.

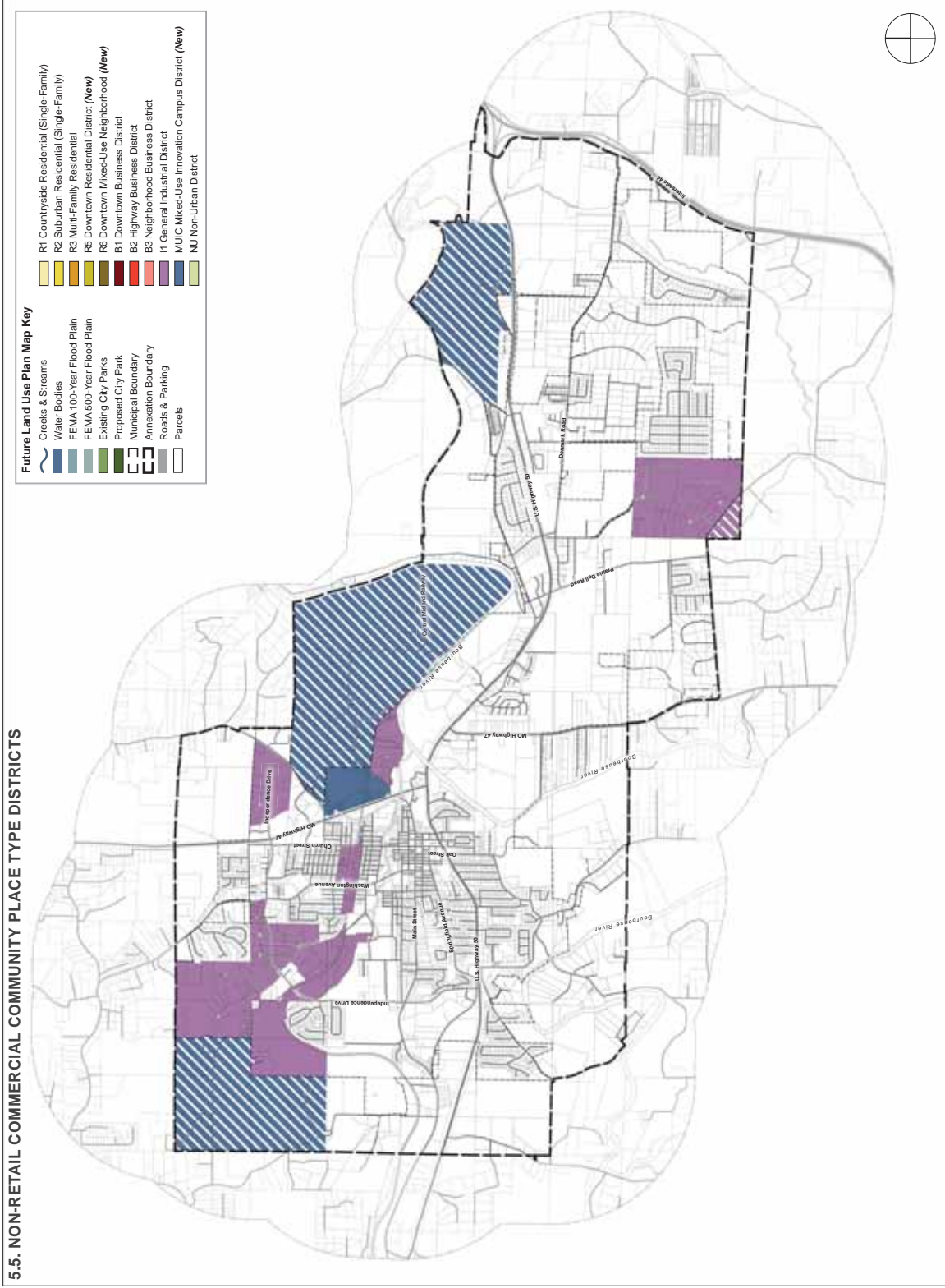
The Mixed-Use Innovation Campus District (MUIC) place type is intended to replace the existing I1 zoning district for any land currently zoned I1 that is undeveloped, as well as for any annexed land classified for non-retail commercial use. The MUIC District facilitates a greatly-expanded suite of land uses while still accommodating traditional

manufacturing uses. This district is intended for the development of logistics, office, laboratory, institutional, and research buildings for emerging high-tech industries—as well as educational and healthcare facilities—supported by diverse housing options, active uses, and other community amenities. Development of this District will be supported by new road improvements, including a recommended extension of Independence Drive east and south to U.S. 50 (refer to Chapter 7).

There are a variety of examples of these types of development throughout the Greater St. Louis region, including: Missouri Research Park (O'Fallon); Bayer research campus (Chesterfield); Green Park Industrial Center (St. Louis County); Hortica (Edwardsville, Illinois); and Northpark (Cool Valley). The Cortex Innovation District in the City of St. Louis and 39 North plant science and agricultural technology district in Creve Coeur are national leaders in this business sector.

The Mixed-Use Innovation Campus District recommendations on page 5.28 should apply as properties are redeveloped or undergo significant renovations. It is recommended that Mixed-Use Innovation Campus districts have a minimum size of five (5) acres.

5.5. NON-RETAIL COMMERCIAL COMMUNITY PLACE TYPE DISTRICTS



Section 5.05. Mixed-Use Innovation Campus District

Existing Conditions Character Images



EXISTING INDUSTRIAL PROPERTY



EXISTING INDUSTRIAL PROPERTY



EXISTING INDUSTRIAL PROPERTY

Section 5.05. Mixed-Use Innovation Campus District

Vision & Best Practices Character Images



BJC WEST (CREVE COEUR, MISSOURI)



MIXED-USE DEVELOPMENT AT THE HIGHLANDS @ FOREST PARK



BAYER ST. LOUIS CORPORATE HEADQUARTERS



DONALD DANFORTH PLANT SCIENCE CENTER



MIXED-USE DEVELOPMENT AT THE HIGHLANDS @ FOREST PARK

Section 5.05. Mixed-Use Innovation Campus District

Section 5.05.02. Recommendations for the Mixed-Use Innovation Campus District

LOT DEVELOPMENT STANDARDS

- » Establish a front build-to line in place of existing lot frontage setbacks to encourage a consistent location and orientation of building facade frontages to defined Primary and Secondary Streets.
- » A variety of active, office, and residential ground floor uses should be allowed and encouraged.
- » Encourage side-lot and rear lot parking frontages and parking lots.
- » Establish requirements for pedestrian facilities between buildings and the public sidewalk.
- » When parking is located in front of buildings, pedestrian amenities must be provided along the front facade of each building.
- » Establish requirements for cross-lot pedestrian facilities connecting the pedestrian amenities of neighboring buildings to encourage walkability between lots.
- » Establish guidelines for pedestrian connectivity between parking facilities and buildings.
- » Encourage public site amenities, including outdoor dining, plazas, fountains, bicycle parking, “parklets”, and other elements to promote district vibrancy.
- » Support sustainable and low impact site development practices such as permeable pavement, bio-retention, native landscaping, and energy efficient lighting through the use of zoning incentives such as site or density bonuses.

REGULATORY UPDATES

- » Develop a new Mixed-Use Innovation Campus zoning district, and update Chapter 405 Zoning Code.
- » Consider developing and adopting design guidelines for the Mixed-Use Innovation Campus District to achieve the desired character of the place type.

STREET & CONNECTIVITY STANDARDS

- » Provide street and public realm facility enhancements according to street type classifications (**refer to pages 7.14-7.22**).
- » Develop bicycle facilities, pedestrian, and multi-use pathways (**refer to pages 7.10-7.12**).

TREE COVERAGE STANDARDS

- » Establish minimum tree coverage requirements for commercial surface parking lots.
- » Establish tree planting and coverage standards for non-residential lots subject to redevelopment.

GREEN SPACE PRESERVATION

- » When located adjacent to primarily residential areas, establish a “green edge” landscape zone, measured horizontally from the lot boundary, along all street frontages to maintain compatibility with surrounding development character; buildings shall be prohibited from this landscape zone.
- » Establish a minimum percentage of green space to be preserved on site.

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5.06. Commercial District Recommendations

SECTION 5.06.01. OVERVIEW

The Vision for Union’s Commercial District is to create visually-distinctive commercial corridors and nodes that improve walkable and bikeable access to retail and service businesses for the “day-to-day” use by residents of Union and surrounding communities.

Outside of Downtown, Union’s primary commercial districts are located along U.S. Highway 50 and Missouri Highway 47. These corridors form a cross that divides the City into quadrants, with the majority of Union’s historic development located in the northwest quadrant. U.S. 50 connects to I-44 six (6) miles east of Downtown and, to the west, connects to Jefferson City and beyond. MO-47 connects to I-44 south of Union in St. Clair, and connects to Washington north of Union, eventually connecting to I-70 in Warrenton. These areas, classified as Highway Business District (B2), contain most of Union’s primary retail sales, service, and restaurant businesses and are easily accessed from throughout Franklin County.

There is an additional, smaller commercial node, classified as Neighborhood Business District (B3) located northwest of Downtown around Highway A and Park Drive.

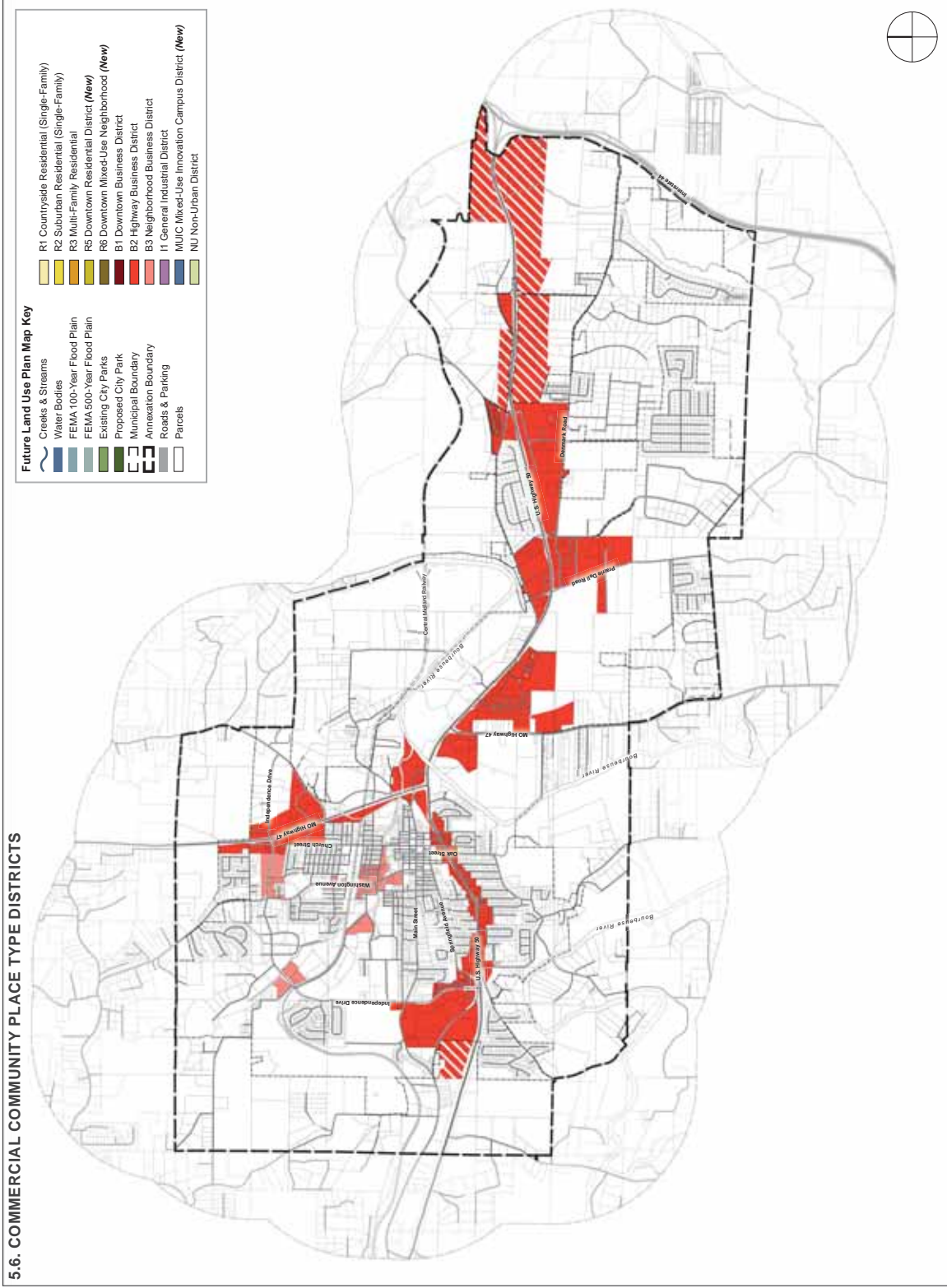
The Highway Business District (B2) and Neighborhood Business District (B3) place types supports the development of a variety of medium-density commercial, retail, office, dining, community services within a suburban context. These land uses are supported primarily through vehicular access. Recommendations herein are designed to improved walkability, pedestrian connections to adjacent neighborhoods and create beautifully landscaped street frontages to further improve the visual character of Union.

Within the Commercial District, new bike and pedestrian connections will enhance walkable access from surrounding neighborhoods. It is acknowledged that access to sites and businesses will remain primarily by car; however, cyclists, and pedestrians will be accommodated with enhanced facilities. The Highway Business District (B2) and Neighborhood Business District (B3) place types supports large development sites with centralized, shared-use surface parking lots; comprehensive pedestrian connections between the street, parking areas, and buildings; and plentiful outdoor public space amenities within a beautifully-landscaped site environment.

Significant commercial development opportunities remain primarily along the south side of U.S. 50 from MO-47 east to East Central College, and again from Progress Parkway east to I-44. As Union annexes land east toward I-44, the City should continue to classify parcels along U.S. 50 as Highway Business. Ultimately, it is in Union’s interest to annex land all the way to I-44, as the U.S. 50 / I-44 interchange is sparsely-developed and represents a major commercial development opportunity.

Commercial District recommendations on page 5.32 should apply as properties are redeveloped or undergo significant renovations.

5.6. COMMERCIAL COMMUNITY PLACE TYPE DISTRICTS



Section 5.06. Commercial Districts

Existing Conditions Character Images



HEARTLAND PLAZA



FRICK'S MARKET



UNION PLAZA



U.S. 50 CORRIDOR



U.S. 50 AND I-44 INTERCHANGE



HALL BROTHER'S LUMBER

Section 5.06. Commercial Districts

Vision & Best Practices Character Images



SOUTHLAKE BOULEVARD (SOUTHLAKE, TEXAS)



BRENTWOOD BOULEVARD (BRENTWOOD, MISSOURI)



BRENTWOOD STATION (BRENTWOOD, MISSOURI)



SOUTHLAKE, TEXAS



HANLEY ROAD @ DALE AVENUE (BRENTWOOD, MISSOURI)



PARK CENTRE (CREVE COEUR, MISSOURI)

Section 5.06. Commercial Districts

Section 5.06.02. Recommendations for Union's Commercial Districts

LOT DEVELOPMENT STANDARDS

- » Establish guidelines for pedestrian connectivity between parking facilities and buildings.
- » Establish requirements for pedestrian facilities between buildings and the public sidewalk.
- » Promote cross-access between adjacent sites to encourage shared parking and reduce curb cuts onto primary frontage streets. Establish a landscape/pedestrian zone along primary frontage streets and discourage parking within this zone.
- » Develop consistent landscaping standards along primary frontage streets with street trees, lighting, and pedestrian amenities.
- » Support sustainable and low impact site development practices such as permeable pavement, bio-retention, native landscaping, and energy efficient lighting through the use of zoning incentives such as site or density bonuses.
- » Encourage public site amenities, including outdoor dining, plazas, fountains, bicycle parking, “parklets”, and other elements to promote district vibrancy.

REGULATORY AMENDMENTS

- » Consider developing and adopting design guidelines for the Commercial District to achieve the desired character of the place type.

STREET & CONNECTIVITY STANDARDS

- » Provide street and public realm facility enhancements according to street type classifications (**refer to pages 7.14-7.22**).
- » Develop bicycle facilities, pedestrian, and multi-use pathways (**refer to pages 7.10-7.12**).

TREE COVERAGE STANDARDS

- » Establish minimum tree coverage requirements for commercial surface parking lots.
- » Establish tree planting and coverage standards for non-residential lots subject to redevelopment.

GREEN SPACE PRESERVATION

- » Establish a minimum percentage of green space to be preserved on site.

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5.07. Downtown Recommendations

SECTION 5.07.01. OVERVIEW

The Vision for Union’s Downtown core is to create a vibrant, walkable, and amenity-rich small-town Downtown. The Downtown core will support mixed-use, commercial, dining, retail, office, and upper-floor residential uses in a county-wide and regional destination. It will provide a central gathering place for community events; and it will serve as the identifiable heart of Union.

Traditional downtowns drew customers from a wide radius and became hubs when agriculture and animal husbandry were primary employment industries, before the US highway system was developed in the 1950s. The advent of the highway system shifted new development to places accessible by highway with high traffic counts and the retail strategy of malls became ubiquitous, and shoppers could go to major cities or larger malls with more ease than ever before. Retail in Union remained downtown, but growth east along U.S. 50 to I-44 changed the dynamic for downtown and brought a need for reconsidering the purpose and role of downtown in the community. As retail and dining moved to the outskirts, Downtown Union became dominated by County and civil service providers. Downtown Union still has a singular place in its market, but needs to enhance its position as a destination to meet future goals for the city.

A strong downtown is a mutually supporting mix of uses that is not found in malls or stand-alone retail (many of which Union already has!):

- » Center of government
- » US Post Office
- » Financial Institutions
- » Personal Services
- » Lodging
- » Retail and Restaurants
- » Supportive Residential Market

To make a great downtown, regardless of scale most downtowns pursue strategies that reinforce the following:

- » Daytime population—employment
- » Destination quality—mix of uses, art, entertainment, value as a “third place”
- » Utility of Retail and Services
- » Public Uses and Spaces that bring foot traffic
- » Retail and service mix to match preferences
- » Design to capture all modes of mobility
- » Consistent operation by tenants

Section 5.07. **Downtown Recommendations**

Downtown Union is roughly bounded by Cherry Street (north), Springfield Avenue (south), Linden Street (east), and Washington Avenue (west). It is a traditional small-town county-seat downtown, with a courthouse square bounded by Church Street, Main Street, Locust Street, and Oak Street. It is one of only two courthouse square downtowns in the greater St. Louis metro (the other being Waterloo, Illinois). Union possesses good Downtown “bones” that are simply in need of revitalization.

The physical characteristics of a vibrant downtown include:

- » Medium-density buildings (2- to 3-stories);
- » High-intensity, mixed-use development, including dining, retail, office, and multi-family residential;
- » Street-oriented buildings with uniform build-to lines (setbacks), storefronts, and active ground floor uses;
- » Centralized, shared-use parking, located at the back or the interior of the block; and
- » Outdoor site amenities, including plazas, outdoor dining and retail; parklets, and great streetscapes to encourage walkability.

Downtown Union already possesses most of these characteristics and is home to several long-standing, supportive Downtown businesses, including White Rose Cafe and Union Furniture. Unfortunately, there are many vacant lots and vacant storefronts, and a disproportionate number

of occupied storefronts house attorneys’ offices, bail bonds, insurance, and other non-active uses associated with the county seat. These business don’t attract visitors, especially after 5:00 PM, and they don’t generate the kind of foot traffic needed to support other retail and restaurants..

Successful revitalization Downtown Union will require a multi-faceted approach. Critically, this will include:

- » Infrastructure improvements to downtown streets in order to improve the streetscape and widen existing sidewalks within limited building face-to-building face right-of-way. Widening sidewalks and developing a high-quality streetscape is important in facilitating indoor/outdoor business and dining activities and a vibrant street life.
- » Providing an additional special event and entertainment venue Downtown will support and strengthen programming and events.
- » Facilitating the construction of new mixed-use, zero-lot line storefront buildings on existing vacant lots.
- » As development progresses, providing a high-quality, centralized, no-cost Downtown parking facility permitting visitors to park once and walk to multiple destinations.

Beyond infrastructure improvements, there are a variety of regulatory and operational improvements that should be made to improve the function of Downtown development, business operations, and facilitate investment. This includes establishment of a formal Downtown organization; creation of form-based code overlay district; development of Downtown design guidelines; and active marketing of Downtown Union to both potential business owners and patrons.

Section 5.07. Downtown Recommendations

SECTION 5.07.02. FUNDING AND INCENTIVES FOR DOWNTOWN

The Union 2035 Comprehensive Plan Update has a number of goals that will engender new projects. Components of the plan may include:

- » Transportation Improvements
- » The potential for coalescing existing and future employment, retail and housing
- » The future potential for workforce housing
- » Assistance for business retention
- » A strategy for Downtown

The State of Missouri and the Federal government have programs and grants for assisting with these goals. The use of these programs as incentives can be a part of implementation if carefully considered to harmonize the goals of the city. A major goal of these proposed changes is continuing economic development to the benefit of the city.

Economic development goals are often described as job creation, or increasing value of real estate, or any number of other economic indicators. These definitions are not the driving force for businesses making location decisions. Most businesses in fact hope to gain more productivity with less labor over time as a strategy for success. So for business, the over-riding concern is finding an environment that enables higher sales, higher productivity that results in higher profit, and an appropriate labor force that has the ability to upgrade skills as necessary.

Attracting and maintaining the labor force brings a need to address the desired lifestyle of younger employees for nearby retail and service amenities, walkable and bikeable access to employment, and a variety of housing types for different stages of life to make a complete community. Creating such places may require some incentives because the way development is created is usually by single-focus developers. Housing specialists may not understand mixed-use; stand-alone retail developers simply are not interested

in mixed-use. The upshot is that complex projects may require incentives to attract developers with the track record and capacity for complex projects that include many uses in close proximity.

SECTION 5.07.03. THE INCENTIVE PROCESS

Application of incentives carries risk for cities implementing projects to attract new employment and residents. According to CDFA, a national compendium of best practice for implementation, a well-considered process starts by defining goals as is done in the Union 2035 Plan, and then analyzes and sets acceptable parameters for:

- » **Cost vs. Return:** Incentives need to have a return, and the return expected needs to be defined based upon criteria that include value created, but also return from new taxes, new sales, new employment created, and employment retained. Value created can be considered successful if in a typical range of two to ten times expenditure.
- » **Acceptable Project Risk:** As with other endeavors, offering incentives entails risk. Risks are specific to project types. For private sector space the developer expects to mitigate financial risk, operating risk and market risk, while the city in offering an incentive faces the possibility of project failure by the developer. Transportation projects do not face private sector risk, but do face the risk of cost overruns and failure to meet schedules, possibly impeding other projects, causing local market disruption and causing financial outlays by the city to meet unforeseen contingencies. There is also the risk of a business failing or leaving before the incentive period (as in a 25 year TIF bonding) is complete, perhaps leaving an empty facility that may or may not be reusable, and leaving continued financing payments without a source of revenue.

Section 5.07. Downtown Recommendations

- » **Project Types:** The variety of project types for Union in the 2035 Plan range from transportation improvements to parks to employment districts. In some cases, grants and incentives for implementation could overlap, and in others are separate. Putting together a package that addresses each project type can allow layering of sources and entity types that can mesh to enhance desired trends and speed the expected timeline for improvements.
- » **Goals for Program Results:** It is important to define desired program results in regard to a number of factors such as: time-lines of projects; format for development to mitigate city risk; goals for timing of returns and tax revenues; expectations for private sector recipients of incentives such as employment or sales goals; defined exit strategies that avoid premature surprises, for private and public entities in projects where the city holds a financial stake such as TIF, city land ownership, or projects in which the city guarantees provision of future goods paid for by the public, such as infrastructure.
- » **Monitoring Results:** All incentive and grant programs need to be monitored to address and mitigate risks as they occur, to ensure compliance by other parties receiving incentives, and to improve the ability of the city for future implementation by close evaluation of the successes and challenges found in existing programs

Incentives and their use can be targeted to particular projects through what is called public-private partnership. The advantage of public-private partnership is the ability of the city to provide needed functions from city services, road networks and parks, to programs and financial assistance as incentives which mitigates development risk and financial risk, and therefore lowers development cost and increases likelihood of project success. Partners may vary depending upon asset type, from builders and contractors to facility operators, or investment funds including community development financial institutions (CDFIs) that are connected to community development entities (CDEs).

The city can partner as a master developer, as a landowner soliciting development services, or as an enabler through provision of funding and infrastructure with development agreements regarding performance required by the private sector. The basic caveats regarding incentives apply, especially questions of developer capacity, and safeguards for risk should be incorporated into any agreement. Partnerships by the public can range from simple requests for proposal to contract for design-build, to leasebacks of the resulting structures, to full-on financing where the private sector undertakes design, building and operations.

Downtown District recommendations on page 5.42 should apply as properties are redeveloped or undergo significant renovations.

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Section 5.07. **Downtown Recommendations**

Existing Conditions Character Images



FRANKLIN COUNTY GOVERNMENT CENTER



VACANT LOT ACROSS FROM CITY HALL



DOWNTOWN UNION



DOWNTOWN UNION



UNION FURNITURE



LANDSCAPING & CROSSWALKS

Section 5.07. **Downtown Recommendations**

Downtown Vision & Best Practices Character Images



SIDEWALK BUMP-OUTS FOR OUTDOOR USE



SIDEWALK DINING



STREET TREES AND STREET LIGHTS



OUTDOOR PUBLIC SPACE IN A VACANT LOT



LOW-IMPACT SEASONAL LANDSCAPING

Section 5.07. Downtown Recommendations

Section 5.07.04. Recommendations for Downtown Union

LOT DEVELOPMENT STANDARDS

- » Establish a zero setback front build-to line in place of front setback line for all lots.
- » Establish a National Register Historic District in Downtown Union to allow property owners and developers to access Missouri State and Federal Historic Tax Credits for rehabilitation of historic buildings
- » Support sustainable and low impact site development practices such as permeable pavement, bio-retention, native landscaping, and energy efficient lighting through the use of zoning incentives such as site or density bonuses.
- » Encourage public site amenities, including outdoor dining, plazas, fountains, bicycle parking, “parklets”, and other elements to promote district vibrancy.

REGULATORY AMENDMENTS

- » Amend Chapter 405 Zoning Regulations regarding permitted and conditional uses in the Downtown Business District (zoning district B1 Downtown Business District) by removing certain permitted and conditional uses from district B1 that are detrimental to the character of Downtown.
- » Amend Chapter 405 Zoning Regulations to add permitted and conditional uses for temporary specialty “pop-up” establishments (galleries, event spaces, restaurants, boutique stores, and other retail) that are appropriate and supportive to a vibrant downtown.

- » Establish a Form-Based Zoning District for Downtown Union and the historic residential core to codify physical characteristics of infill and redevelopment. To the extent possible, Form-Based Zoning District regulations should be contextual and inclusive of the existing character of the specific district.
- » Amend Chapter 405 Zoning Regulations to allow for shared or reduced parking requirements for all land uses and zoning districts if sufficient justification can be provided by a parking study.

STREET & CONNECTIVITY STANDARDS

- » Provide street and public realm facility enhancements according to street type classifications (**refer to pages 7.14-7.22**).
- » Develop bicycle facilities, pedestrian, and multi-use pathways (**refer to pages 7.10-7.12**).

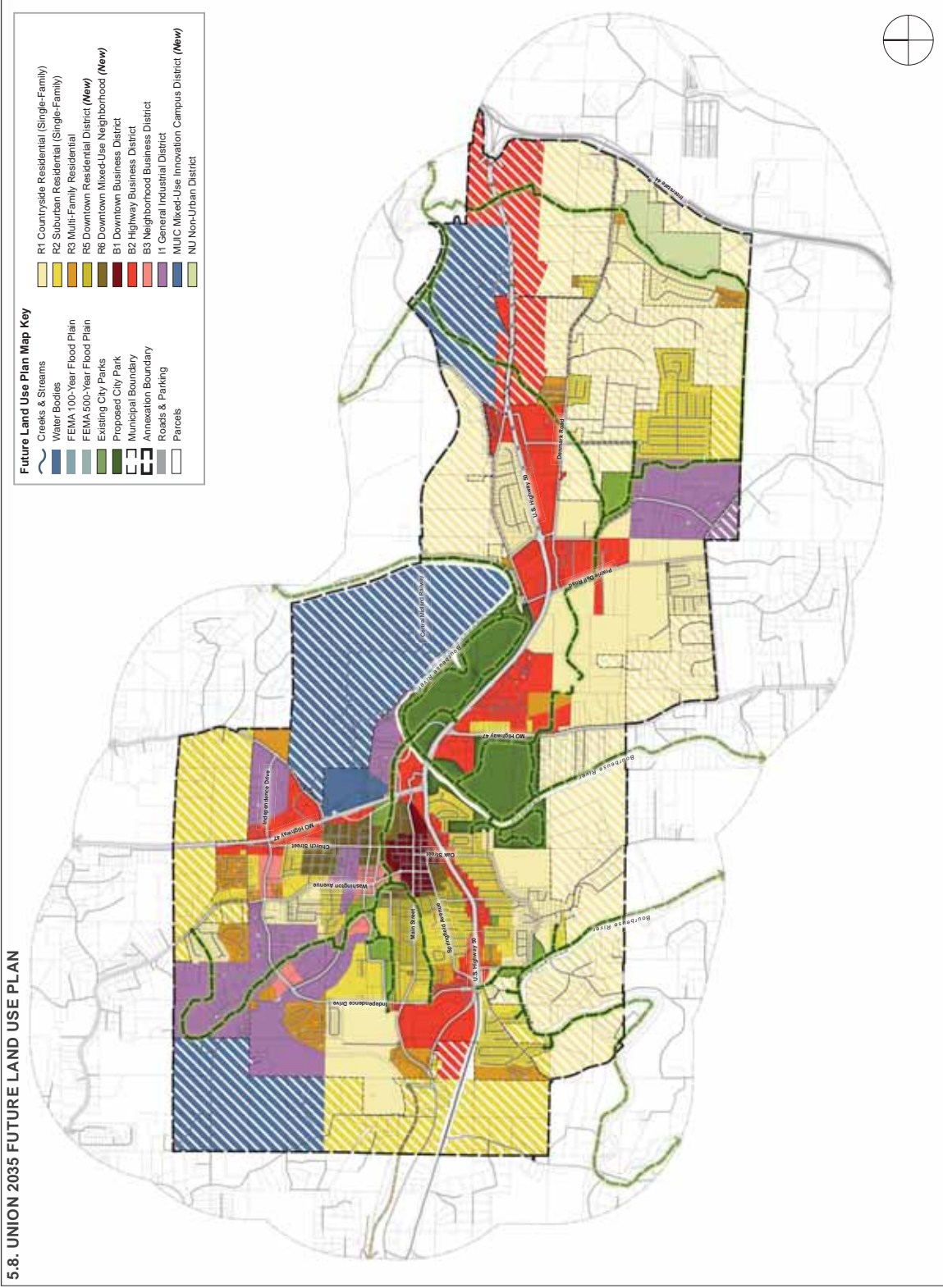
TREE COVERAGE STANDARDS

- » Establish minimum tree coverage requirements for commercial surface parking lots.
- » Establish tree planting and coverage standards for non-residential lots subject to redevelopment.

GREEN SPACE PRESERVATION

- » Establish a minimum percentage of green space to be preserved on site.

5.8. UNION 2035 FUTURE LAND USE PLAN



Chapter 6:

Economic Development Strategies for Union

6. Economic Development Strategies for Union

SECTION 6.01. OVERVIEW

When talking economic development, don't just focus on the city, rather combine local strengths with county-level and regional forecasts with the intention of laying out a plan focused on Union's economic revitalization and regional enhancement. This can be accomplished by factoring many different variables into the equation in order to paint a richer economic profile.

It is important to note that economic development strategies for the Union 2035 Comprehensive Plan Update utilize economic and market data from 2018, which is the most up-to-date information available at the writing of this plan. The 2022 economic reality will probably look different than the 2018 numbers, but we are limited to the available data.

1. Current Strengths:

Union has the advantage of an established economy with a variety of industries. It is surrounded by the wider ecosystem of Franklin County. Not surprisingly, manufacturing is king. We will get to the importance of it in a moment. In 2018, Union had thriving sectors in retail, educational services, public administration, and lodging and dining.

2. Manufacturing the Future:

Manufacturing is a value-added industry. It might not be a huge job creator anymore due to automation, but the jobs are steady, and human workers are needed to build, service and run the machines. Manufacturing is far and away Union and Franklin County's biggest employment sector, and it is forecast to keep growing, with Franklin County anticipating 19% job growth by 2026.

According to the STL 2030 Jobs Plan, a regional economic development analysis and forward-thinking strategy, Union and Franklin County are already well positioned in the metro area as home to a large percentage of one of the five strong economic clusters in the region: Advanced Manufacturing and Production. Not merely stating the obvious, the report defines this as "A broad cluster of small-scale production and manufacturing. This cluster includes advanced software engineering, manufacturing, consumer products and food production." Interestingly for Union's future planning, information technology is included as a subsector.

The report highlights this sector: strong 9% employment growth, with that growth only forecast to continue post-COVID as the country's interests shift back to domestic manufacturing. As such, with proper transportation and logistics infrastructure, advanced manufacturers can provide the backbone for this growth, and to encourage growth in related sectors. In fact, manufacturing can use its regional advantages: connections to ag-tech, aerospace, transportation, and logistics to drive faster market needs assessment, product innovation, and by proximity, faster delivery (not to be discounted after the disastrous shipping delays of 2022). These are the kind of advantages that Union already has in place for existing manufacturing, and should use when trying to expand manufacturing and can apply to visioning the future of manufacturing types.

3. Promise and Improvement:

Union and Franklin County Job Growth and Location Quotients will be in strong, and often related fields. For instance, Union's status as the county seat means job growth not only in public administration with 590 jobs in 2018 and projected 2% growth; but also, in administrative support with the highest projected growth of 30%; and financial services jobs, now accounting for 6% of all sector jobs for the county with a projected 6% growth.

Expect growth in manufacturing, but add to it transportation and warehousing which was not only strong by 2018 measures, but also projected to grow 17%.

Finally look for a projected 21% growth in jobs related to science and technology, especially bio-tech. Healthcare and social assistance, accounted for 440 jobs in 2018 and will see 14% predicted growth in Franklin County by 2026. Finally, thanks in large part to East Central, Educational services accounted for 710 jobs in 2018 and should see predicted growth of 5-12% by 2026.

While looking at all of this growth is exciting, Union is, however, not attracting significant shares of wholesale trade, finance, health care, arts, or professional, scientific, and technical jobs. This suggests opportunities for greater job diversity reducing reliance on government and manufacturing.

SECTION 6.02. STRATEGIES

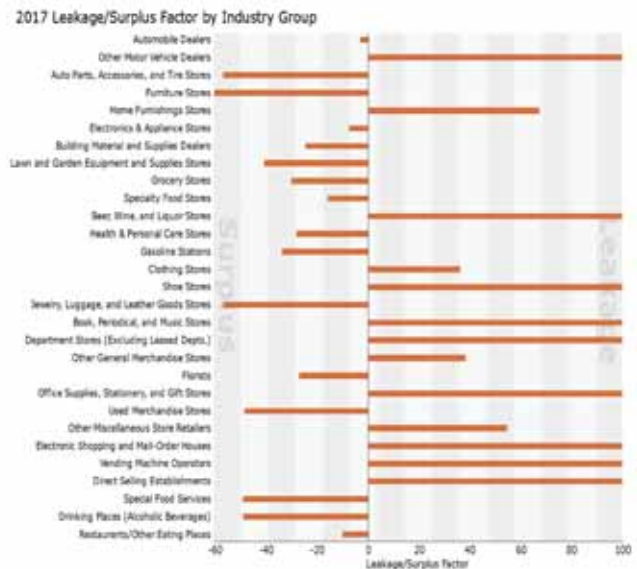
1. Think Regionally, Act Locally:

Become involved with regional economic development organizations including, St. Louis Regional Chamber, AllianceSTL, St. Louis Economic Development Partnership, and St. Louis Development Corporation. Closer to home, look to county-level organizations like the Industrial Development Authority. Make sure that you are not only implementing regional policy, but that you have a hand in creating it.

2. Diversify Downtown Businesses:

The first step to doing this is to better organize the downtown business district. This can most efficiently and effectively be done through joining the Main Street program. You need to look no further than Washington for a successful example of either a downtown or a Main Street program.

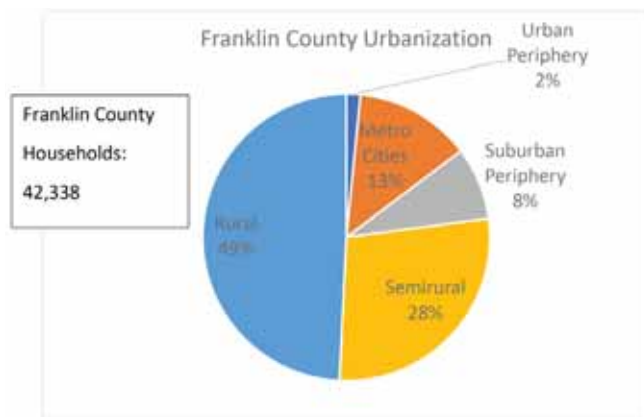
Attract local restaurants to downtown and away from the concentrations of 50 and 47. Attract boutique local businesses and smaller retailers as an antidote to the Big Box retailers that are already plentiful along the highways. Looking at leakage within one mile of City Hall tells the same story. A lack of diversity and choices in establishments leads to heavy leakage in multiple categories.



Based on estimated sales per existing store, Union could support 4½ more clothing/accessories stores, 22 more sporting goods, hobbies, and music stores, and 5½ more small, miscellaneous stores.

One area where both Franklin County, and especially Union, lacked jobs in was arts and entertainment. Consider building community gathering and entertainment space downtown.

At this point, let's revisit our Tapestry Community Profile. In our Urbanization summary, we learned that 48% of Union Households looking for an urban or upscale suburban lifestyle.



Union also has the rest of Franklin County to appeal to. While Franklin County is by no means an urban county, it still has its share of citizens who crave city living. 23% of households in Franklin County crave the kind of amenities that a revitalized downtown Union provides, that's close to 9,800 households.

Maintaining Union's "Small Town" feel through local restaurants, stores and services that are aimed at local tastes and needs can capture the 77% of Franklin County that lives there for the more remote feel. With the proper planning Union's downtown can be a draw for all of Franklin County's 43,338 households.

3. Think Small to Go Big:

Become an incubator and innovator for small business and entrepreneurship. This is Actionable Strategy #3 in the 2030 Jobs Plan.

"Build a World-Class Ecosystem for Small Businesses and Entrepreneurs Actions"

- » "Embark on an Entrepreneurial Surge to increase the number and strength of locally owned businesses.
- » "Launch a Main Street STL effort to accelerate the revival of neighborhood business districts throughout the metro area."

Make sure that Union is a climate that welcomes business creation and growth through a favorable tax structure. Within the new Mixed-Use Innovation Campus District and new zoning classification, develop a small business incubator space (potentially in collaboration with another regional or state organization).

4. Create Opportunities, Keep Talent:

This is the basic premise of Actionable Strategy #4 in the Jobs Plan. These exact action steps are most relevant:

- » "Build Industry-Led Workforce Collaboratives that connect education and training to employers' needs.
- » "Jump-start industry-led workforce development with a Talent Surge.
- » "Strengthen the STEM education and training ecosystem throughout the St. Louis metro."

Union already has the resources in place to make the education and training component of this piece work. The Workforce Development Program is already in place at East Central College to identify the needs of local employers and then train local adults in Union with targeted skills to meet those needs. This program can be expanded as the business base in Union is expanded so that employers are always met with qualified local employees.

5. Make Union Cutting Edge:

The fifth of the Actionable Strategies is all about how to make the St. Louis Metro a cutting-edge center for innovation and development in new tech. The action steps are all directly actionable for Union's goals:

- » Quadruple down on bioscience in order to supercharge this established industry cluster.
- » Construct an Advanced Manufacturing Innovation Center (AMIC) to drive innovation and support area manufacturers.
- » Invest in multimodal freight infrastructure to strengthen the metro's advantage in manufacturing and transportation and logistics.
- » Expand transit and digital access to better connect residents in the greater St. Louis Metro area to opportunities no matter where they live.

The first recommendation can be implemented in concert with efforts to expand and diversify Union's business base. Union currently has two companies doing work in biotech, if you choose to build an Innovation Campus it could easily become the anchor to draw more.

The second action item is incredibly interesting. It is currently being proposed for the North side of St. Louis. Union needs to be connected to this project and its programs. The section explains how advanced manufacturing innovation will benefit the sector:

"High-value production means higher economic productivity and jobs that pay well, many of which do not require a four-year degree. The sector also encourages startup activity and company growth, with dense networks of small and medium-sized

enterprises (SMEs) that specialize in making particular components for larger original equipment manufacturers (OEMs) such as Boeing and GM. These SMEs create jobs and, if locally owned, contribute to wealth building in the metro. Close physical proximity between SMEs and large-scale manufacturers speeds the transportation of goods and invites supply chain innovation, which in turn saves OEMs time and money." (Again and again, we are seeing manufacturers with national and international supply chains and logistics in place struggle to get their products to market. The future is LOCAL)

The AMIC is forecast to be an incubator space for small start-up component manufacturers and producers. These are start-ups who will eventually need a permanent home. Union is well positioned to make itself that home as long as you are in the conversation.

Next, we arrive at improving infrastructure toward freight travel. This is both logical and fully in line with proposed future land use. Expanding access on MO-47 and U.S. 50 to four lanes makes perfect sense, especially on U.S. 50 to grant better access to I-44 for trucks.

Finally, let's turn to transit and digital access. Since 92% of residents own a vehicle and 75% work in the county according to the 2020 Census, increasing access to transportation isn't a primary concern. So, let's focus on digital access. 91% of Union's household's have some kind of computing device. Yet, 700 households have no internet, and another 500+ use only satellite or cellular data. That's 1,723 households who could benefit from expanded broadband internet service. Improved technological infrastructure is good for attracting new businesses and being able to provide remote learning at the K-12 and college levels.

SOURCES:

1. Regional Workforce Profile: Franklin County, Missouri, Ameren, May 2017;
2. U.S. Census;
3. STL 2030 Jobs Plan, Greater St. Louis, Inc.;
4. Missouri Department of Economic Development: Resources for Missouri Startups & Small Businesses

Chapter 7:

Union's City-Wide Systems

7. Union's City-Wide Systems

SECTION 7.01. OVERVIEW

While much of Union's identity and physical character results from private land development, the City has numerous, interconnected networks of public infrastructure. City-Wide Systems recommendations include the City of Union's parks, streets, and public facilities.

The City-Wide Systems recommendations presented herein address the community's Vision and goals to improve the identity, vibrancy, and livability of Union. Furthermore, these recommendations build on and further articulate many of the principles expressed in the 2011 Comprehensive Plan Update, as well as other relevant plans like the 2012 Bikeable Walkable Community Plan developed for the City by Trailnet. The Union 2035 Comprehensive Plan Update provides specific locations, alignments, and facility types for Union's infrastructure improvements. As a long-term Plan, however, it is important to remember that these recommendations are not set in stone. Rather, they provide an outline of specific and feasible future projects to kick-start future planning and implementation efforts and qualify the City to access available local, State, and Federal funds.

City-Wide Systems recommendations are summarized on the facing page and presented in detail on the following pages:

- » **Parks, Recreation & Open Space** recommendations are presented on pages 7.4-7.9;
- » **Bicycle & Pedestrian** recommendations are presented on pages 7.10-7.12; and
- » **Union's Streets, Connectivity & Mobility** recommendations are presented on pages 7.14-7.22.



01. Parks, Recreation & Open Space Recommendations

The Parks, Recreation & Open Space recommendations are comprised of an interconnected network of City parks, recreation areas, open space, pedestrian pathways, and multi-use greenway trails. This network links neighborhoods and parks to Union's schools, Downtown, and other community assets and amenities, and it provides a system of greenway paths and trails throughout the entire City.



02. Bicycle & Pedestrian Connectivity Recommendations

The Bicycle & Pedestrian Connectivity recommendations are comprised of designated on-street and off-street bicycle and pedestrian facilities. These proposed improvements are coordinated with recommendations for street improvements to maximize the cost effectiveness and impact of new facilities. Bike and pedestrian facilities are designed at a City-wide interval of approximately one-half (1/2) mile to ensure that all households are less than one-quarter (1/4) mile from a designated route.



03. Streets, Connectivity & Mobility Recommendations

The Streets recommendations outline qualitative improvements for major routes throughout Union. Identified routes link to and prioritize streets designated in the City's current Capital Improvement Plan and existing proposed projects like the Highway 5 Expressway and West Loop. The purpose of this plan is encourage the development of Complete Streets—streets with facilities for all users and modes of transportation—incrementally as street improvements are made.

7.02. Parks, Recreation & Open Space Recommendations

SECTION 7.02.01. OVERVIEW

The Parks, Recreation & Open Space Recommendations seek to create an interconnected network of City parks, recreation areas, open space, pedestrian pathways, and multi-use greenway trails that link neighborhoods to Union’s parks, schools, churches, and commercial districts.

These recommendations preserve Union’s existing parks and open space and develop a system of connective trails and pathways to provide recreation and mobility options for all residents (**refer to Figure 7.2**). As a long-term Plan, these recommendations are not set in stone. Rather, they provide an outline of specific and feasible future projects to kick-start future planning and implementation efforts. Furthermore, recommendations seek to enhance the City’s overall park system with the creation of a new, large central park along the Bourbeuse River.

These recommendations should be regularly assessed—along with an inventory of Union’s park and recreation facilities—to ensure that they are meeting the needs and desires of Union residents. Additionally, the City of Union should pursue creation of a separate, city-wide Parks and Recreation Master Plan to further develop these recommendations and outline specific steps for implementation

SECTION 7.02.02. EXISTING PARKS & MUNICIPAL FACILITIES

Union currently has 12 public parks totalling 127.4 total acres:

- » City Park (6.1 acres)
- » City Lake & Union Fair Grounds (16.6 acres)
- » Clark-Vitt Memorial Park (13.8 acres)
- » Clearview Park (22.8 acres)
- » College Hill Park (0.4 acres)
- » Friendship Park (0.23 acres)
- » Hoffert Park (1.88 acres)
- » K-9 -n- Kiddos Park (2.23 acres)
- » Rotary Park (2.0 acres)
- » Soccer Park (10.5 acres)
- » Softball Complex (7.04 acres)
- » Veterans Memorial Park (43.8 acres)

The City also owns and operates an outdoor municipal aquatic center—the Union Splash-n-Swim Plex—at City Park, featuring a zero-depth entrance pool with overhead splash features, 4-lane lap pool, diving pool, two (2) water slides, and concession facilities; and the City Auditorium building in Downtown. Union is also home to Birch Creek Golf Club, an 18-hole privately-owned golf course on the east side of town off of N. Service Road. Union’s parks and municipal facilities should be preserved and enhanced through capital, programming, and operational improvements to serve the needs of Union residents and park users.

7.2. PARKS, RECREATION & OPEN SPACE PLAN



Union's current park system provides 10.62 acres of park space per 1,000 residents. While this exceeds the National Recreation and Parks Association's (NRPA's) national recommended acreage of 10 parks per 1,000 residents, less than 20% of households are within a five-minute walk of a park. With the notable exceptions of Veterans Memorial Park and Clearview Park, the majority of Union's park space is located just northwest of Downtown along Flat Creek. This serves the historic core of the City very well. However, residential areas north of the railroad tracks, south of Main Street, and east of MO-47 are generally underserved by park space.

However, opportunities for park space expansion do exist. There are numerous large tracts of land that are zoned for future residential development. If development on these site proceeds, Union should require the developer to reserve a portion of land in each development for community-accessible open space.

SECTION 7.02.03. FACILITIES TO WHICH TO CONNECT AND EXPLORE COOPERATIVE PARTNERSHIPS

There are numerous schools, churches, and other recreational areas in and around Union. The City should connect to and pursue options for shared-use agreements with these institutions for residents to supplement the facilities provided in Union's park system.

Schools, churches, and recreation areas serving Union include:

- » East Central College
- » Autumn Hill State School
- » Beaufort Elementary School*
- » Union R-XI Early Childhood Center
- » Clark-Vitt Elementary School
- » Central Elementary School
- » Prairie Dell Elementary School
- » Union Middle School
- » Union High School

- » Immaculate Conception Catholic Church & School
- » St. Paul Lutheran Church and School

* Not Located within the Union corporate boundary.

SECTION 7.02.04. BOURBEUSE RIVER PARK

The centerpiece of Union's parks, recreation, and open space recommendations in the Union 2035 Plan is the creation of a new central park along the Bourbeuse River. The Plan identifies 542.16 acres for new park space:

- » South of U.S. 50, west of MO-47 on both sides of the Bourbeuse River, adjacent to Bourbeuse Drive and Porterford Road. This area is southwest of Dickey Bub and includes the Union Sewage Treatment Plant.
- » North of U.S. 50, south of the Bourbeuse River, from the U.S. 50 Bourbeuse River bridge southeast to Old Highway 50 / Prairie Dell Road.

It is recommended that this park be developed with a variety of low-impact active and passive recreational uses that are flood tolerant, including:

- » Gravel bar, beach, and boat access;
- » Hiking, bike, and equestrian trails;
- » Designated off-road vehicle (ORV) trails;
- » Conservation areas;
- » Interpretive exhibits and displays on history and ecology;
- » Multi-purpose gathering spaces and venues; and
- » Seasonal camping facilities.

This park can and should be developed and operated in partnership with other State and local agencies, including Franklin County, Missouri Department of Natural Resources, Missouri Department of Conservation, and Great Rivers Greenway District.

SECTION 7.02.05. OTHER PARK EXPANSION

Other opportunities for park space expansion exist throughout the City and should be pursued on an incremental basis to improve access of residents to parks. The City of Union should develop and adopt a policy that requires the development of a publicly-owned and -maintained “pocket park” of at least one (1) acre for every 1/3 square mile (215 acres) of residentially-zoned land.

Furthermore, there are numerous large tracts of land that are zoned for future residential development. If development on these site proceeds, Union should require the developer to reserve a portion of land in each development for community-accessible open space.

SECTION 7.02.06. OFF-STREET PATHWAYS & GREENWAYS

The Union 2035 Comprehensive Plan recommends the creation of an extensive greenway and pathway network for bicycle and pedestrian connectivity. The purpose of this network is multi-fold. (1) First, it connects Union’s parks, schools, recreation areas, shopping districts, and other community amenities to create a network of various active and passive recreation amenities.

(2) Second, it provides a variety of off-street and on-street connections to promote cycling and walking as viable transportation options. (3) Finally, it provides additional connectivity options where the existing street network exhibits gaps, lack of connectivity, and other barriers to personal mobility. This promotes an equity of mobility for all Union residents, regardless of age, income, or ability.

Recommended off-street greenways include:

- » “Birch Creek Greenway”
- » “Bourbeuse River Greenway”
- » “Flat Creek Downtown Trail”
- » “Veterans Memorial Greenway”
- » Rock Island Trail “Rail with Trail” extension from Beaufort east to Judith Springs Road; Missouri Eastern Railroad branch line (*in partnership with Missouri Rock Island Train Inc. 501c3*)

Pathways and greenway facility types are described in greater detail in the following section. As illustrated, these connections are conceptual ideas only. Future implementation will determine specific locations and involve agreements with adjacent property owners.

SECTION 7.02.07. ON-STREET PATHWAYS & FACILITIES

Bicycle and pedestrian improvements are also recommended for key streets throughout Union, to serve the same objectives of the off-street pathways and greenways, but utilizing existing and proposed street connections.

The combined objective for both the off-street and on-street networks is to provide a designated bike and pedestrian route at an interval of no less than one-half (1/2) mile. This will ensure that all Union households are located not further than one-quarter (1/4) of a mile (a 5-minute walk or 2- to 3-minute bike ride) from a designated bike and pedestrian facility.

On-street facility types are described in greater detail in the following section.

Section 7.02. Parks, Recreation & Open Space Recommendations

Existing Conditions Character Images



LOOKING NORTHWEST OVER THE BOURBEUSE RIVER VALLEY



RECOMMENDED FUTURE PARK SPACE ALONG U.S. 50



BOURBEUSE RIVER

Section 7.02. Parks, Recreation & Open Space Recommendations

Existing Conditions Character Images



UNION CITY LAKE



RECOMMENDED FLAT CREEK GREENWAY LOCATION



RECOMMENDED FLAT CREEK GREENWAY LOCATION



UNION ROTARY PARK



UNION CITY LAKE

7.03. Bicycle & Pedestrian Facilities Recommendations

SECTION 7.03.01. OVERVIEW

The Bicycle & Pedestrian Connectivity Recommendations address a system of designated bicycle and pedestrian facilities that connect community amenities and enhance mobility options in the City of Union.

These recommendations seek to improve the walkability and bikeability of Union—a priority of residents involved in the public planning process—and provide an equity of mobility for all residents, regardless of age, income, or ability. Facilities are designed at a maximum interval of approximately one-half (1/2) mile to ensure that all households are less than one-quarter (1/4) mile from a designated route (refer to Figure 7.3).

SECTION 7.03.02. DEDICATED BIKE LANES

Dedicated bicycle lanes are the preferred on-street facility type where roadway widths allow. Bicycle lanes should be a minimum of 5-feet wide and ideally should be buffered from vehicular traffic lanes with a 2- to 3-foot, painted buffer zone, where space permits.

These recommendations are comprised of three (3) types of bicycle lanes, as outlined below:

1. Bike Lanes on Existing Streets: On Independence Drive, buffered bike lanes are recommended to be provided within the existing curb-to-curb width of the street. This recommendation is coordinated with the *Neighborhood Street Type 1* typology detailed on page 7.19.

2. Bike Lanes on New Paved Shoulders: On designated highway roads, the existing paved shoulder is recommended to be striped with a buffered bike lane. This bike lane typology is recommended for the following roads:

- » U.S. Highway 50 (Highway UU to Old Route 66)
- » MO Highway 47 (Independence Drive to College Drive)
- » Old Route 66 / Route AT (N. Service Road)

SECTION 7.03.03. SHARED LANES

Shared lanes consist of “sharrows” with signage indicating that bicyclists may use the full lane. This facility type is designated for roads with lower traffic volumes where bike lanes are not feasible due to dimensional constraints. Shared lanes represent a compromise facility type designed to improve bicycle network connectivity within physical constraints.

Shared lane streets include:

- » E. Independence Drive
- » Park Avenue / Park Road
- » West End Avenue
- » Main Street
- » Springfield Avenue
- » Clearview Drive
- » Hoover Avenue
- » Frank Street
- » Porterford Road
- » Oak Street
- » Washington Avenue (south of W. State Street)
- » N. Church Street (south of Grant Street)
- » Prairie Dell Road
- » College Drive
- » Denmark Road
- » Progress Parkway
- » Echo Valley Drive / Echo Valley Spur
- » Old Highway 50

SECTION 7.03.04. EXISTING BIKE SHOULDER IMPROVEMENTS

Bike shoulder improvements have already been implemented on two streets, which should be incorporated into the overall bicycle and pedestrian facilities network. These streets are:

- » N. Church Street (Grant Street to Independence Drive)
- » North Washington Avenue (State Street to Independence Drive)

SECTION 7.03.05. PLANNED SIGNED ACCOMMODATIONS

Signed accommodations are planned by Franklin County for two county highways that are partially located in Union. These routes should be incorporated into the overall bicycle and pedestrian facilities network. These streets are:

- » Highway A (in coordination w/ Franklin County)
- » Highway V (in coordination w/ Franklin County)

SECTION 7.03.06. PATHWAYS & GREENWAY TRAILS

Greenway trails consist of 8- to 10-foot wide, 2-way off-street multi-use pathways or trails to connect key streets, districts, and community amenities. These pathways and greenways utilize a mix of parallel roadway paths, existing road and utility rights-of-way (ROWs), and stream buffers. Where ROWs are not available, trails should be aligned along existing property lines with the consent of all adjacent property owners. Identified routes include:

- » “Birch Creek Greenway”
- » “Bourbeuse River Greenway”
- » “Flat Creek Downtown Trail”
- » “Veterans Memorial Greenway”
- » Rock Island Trail “Rail with Trail” extension from Beaufort east to Judith Springs Road; Missouri Eastern Railroad branch line (*in partnership with Missouri Rock Island Train Inc. 501c3*)

Because they utilize easements or other privately-owned right-of-way, these greenways will require negotiation with and the full support of neighboring property owners. Therefore, these suggested locations represent logical connection points only, and in no way represent or recommend takings on the part of the City.

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7.04. Streets, Connectivity & Mobility Recommendations

SECTION 7.04.01. OVERVIEW

The Union 2035 Streets, Connectivity & Mobility Recommendations are qualitative improvements for the major streets in Union’s commercial and mixed-use districts, as well as key streets within the City’s residential neighborhoods. Furthermore, they define key connectivity improvements to support Union’s future economic growth.

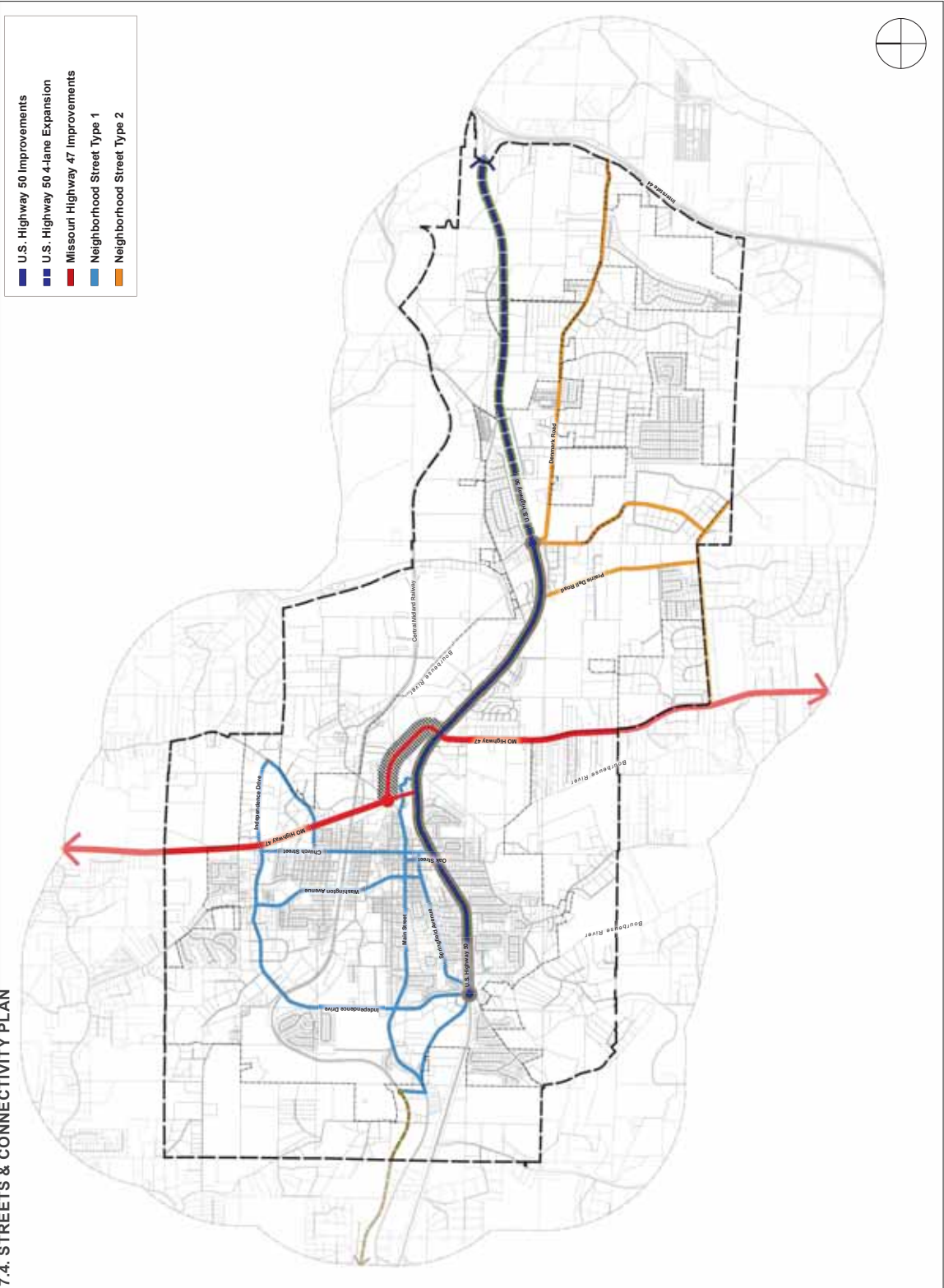
These recommendations encourage the development of Complete Streets—streets with facilities for all users and modes of transportation—incrementally as street improvements are made. While the *Parks, Recreation & Open Space Recommendations* and the *Bicycle & Pedestrian Connectivity Recommendations*, presented on the preceding pages, outline specific City-wide connectivity improvements, the Streets Plan provides for safe and effective intra-neighborhood connectivity for pedestrians, bikes, mobility device users, and vehicles alike.

As presented herein, these recommendations do not suggest or require the wholesale reconstruction of identified streets. Rather, they establish principles for facility types and levels of service for all users, to guide improvements as needed when street repair, reconstruction, or improvements required by redevelopment projects occurs. Additionally, these recommendations and principles should be viewed as guidelines to be adapted to specific existing conditions, including ROW width, pavement width, and adjacent development. No reduction of existing vehicular levels of service (LOS) is recommended, and enhanced LOS is desired.

Streets recommendations are presented according to five (5) street typologies, as shown in **Figure 7.4** and detailed on the following pages:

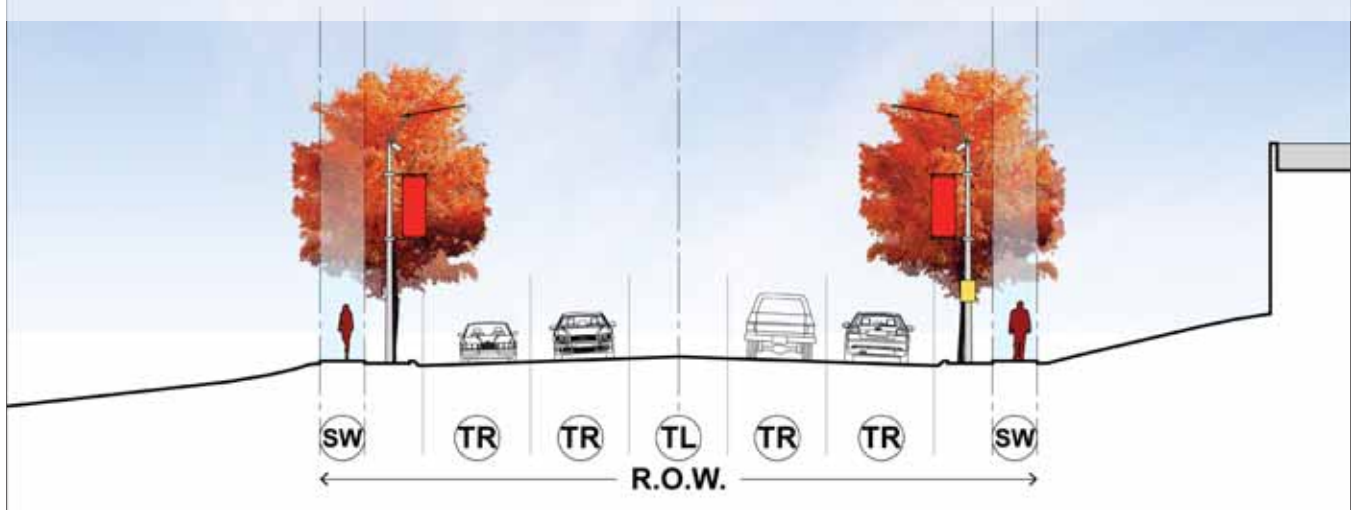
1. **U.S. Highway 50** typology recommendations are presented on page 7.16;
2. **MO Highway 47** typology recommendations are presented on page 7.17;
3. **Independence Drive Extension** typology recommendations are presented on page 7.18;
4. **Neighborhood Street Type 1** typology recommendations are presented on page 7.19;
5. **Neighborhood Street Type 2** typology recommendations are presented on page 7.20;

7.4. STREETS & CONNECTIVITY PLAN



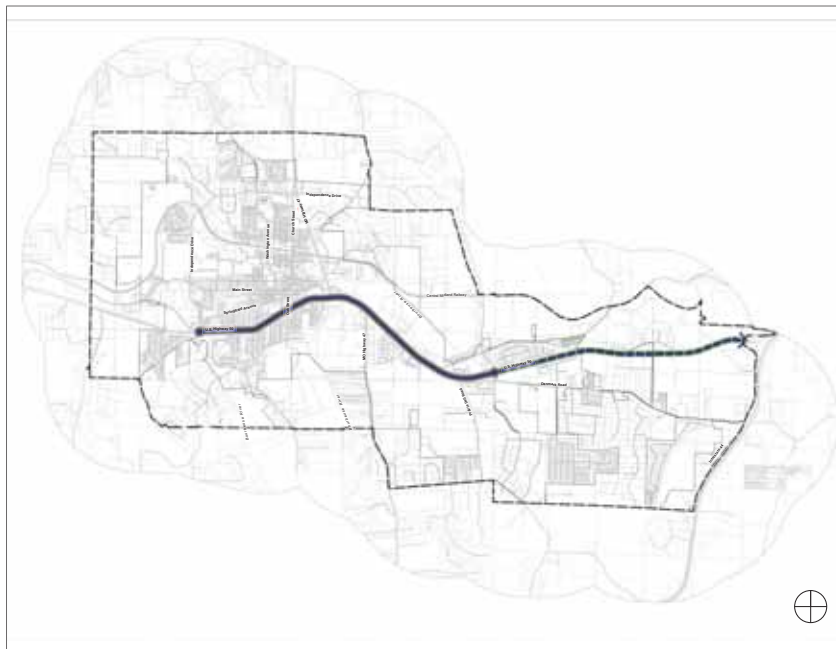
Section 7.04. Streets, Connectivity & Mobility Recommendations

7.4.2. U.S. HIGHWAY 50 SECTION, TYPICAL



7.04.02. U.S. Highway 50 Typology

This typology is designed for U.S. Highway 50, from County Highway UU to Old Route 66 / County Highway AT. It is recommended that U.S. 50 be widened to four (4) lanes from Progress Parkway to I-44. This is a high-volume vehicular thoroughfare with signalized intersections, direct commercial frontages, and enhanced streetscape features between Independence Drive and Old Highway 50. Features include:

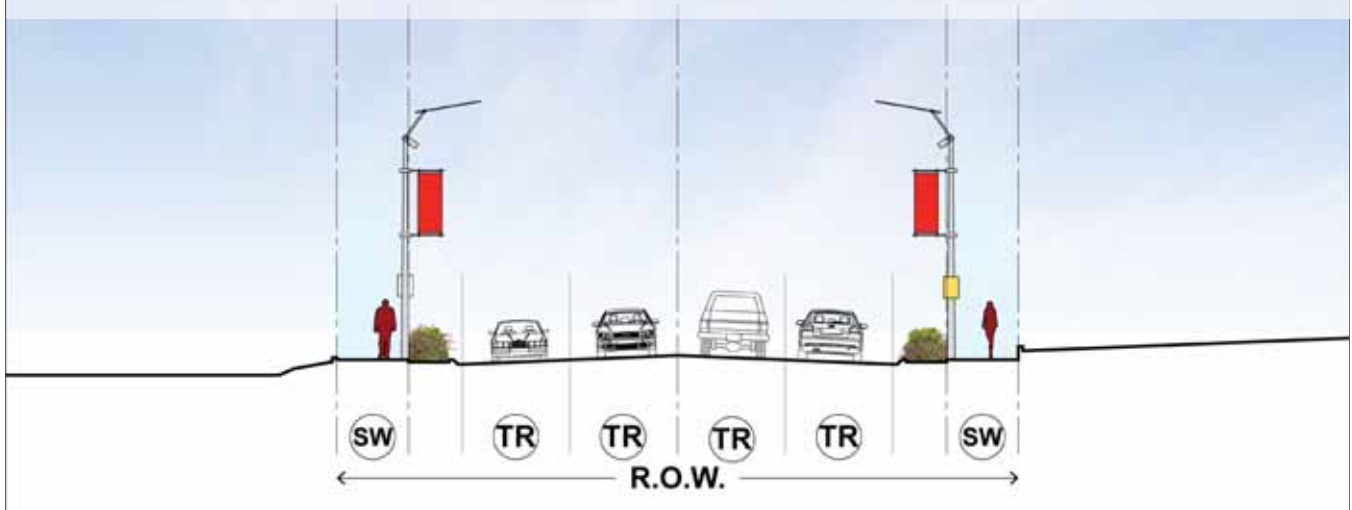


STREET TYPOLOGY KEY MAP

- » Four (4) Travel Lanes
- » Bypass Center Turn Lane, where permitted by R.O.W. dimension
- » 5-foot buffered bike lane, both sides
- » 6-foot Pedestrian Sidewalks (Both Sides)
- » 5-foot Tree Lawns (Both Sides)
- » Street Lighting
- » Street Trees in tree lawn
- » All improvements to be completed within existing R.O.W.

Section 7.04. Streets, Connectivity & Mobility Recommendations

7.4.3. MO HIGHWAY 47 SECTION, TYPICAL



7.04.03. MO Highway 47 Typology

This typology is designed for MO Highway 47. It is recommended that U.S. 50 be widened to four (4) lanes from Bieker Road in Washington to Miller Drive in St. Clair, with specialized streetscapes from Independence Drive to College Drive. This is a high-volume vehicular thoroughfare with signalized intersections, direct commercial frontages, and limited curb cuts. Features include:

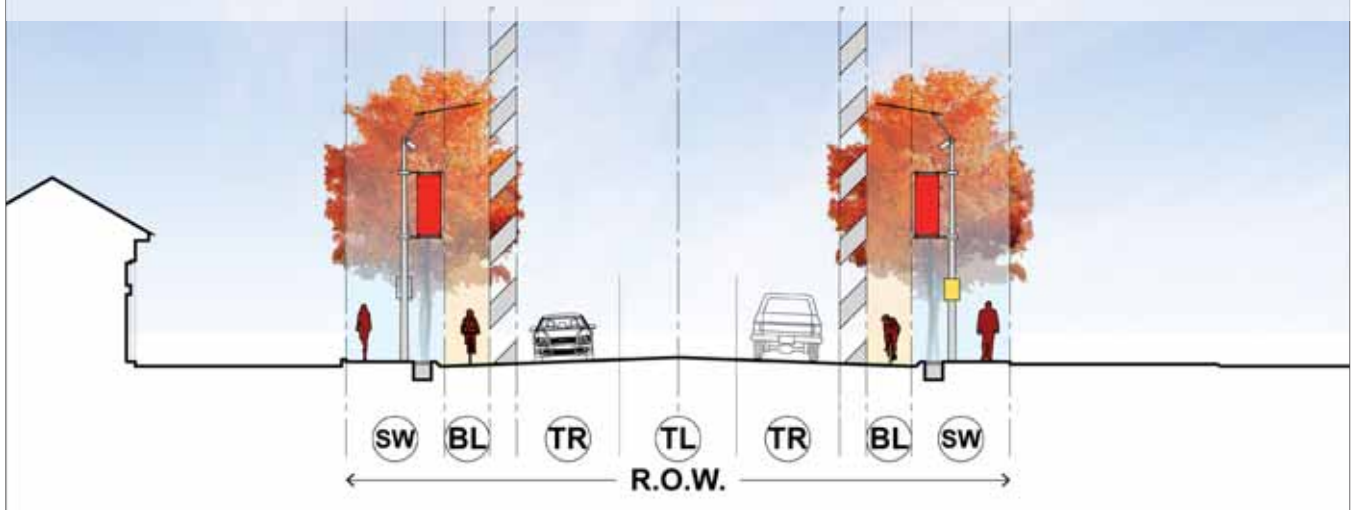


STREET TYPOLOGY KEY MAP

- » Four (4) Travel Lanes
- » Bypass Center Turn Lane, where permitted by R.O.W. dimension
- » 5-foot buffered bike lane, both sides
- » 6-foot Pedestrian Sidewalks (Both Sides)
- » 5-foot Landscape Strip (Both Sides)
- » Street Lighting

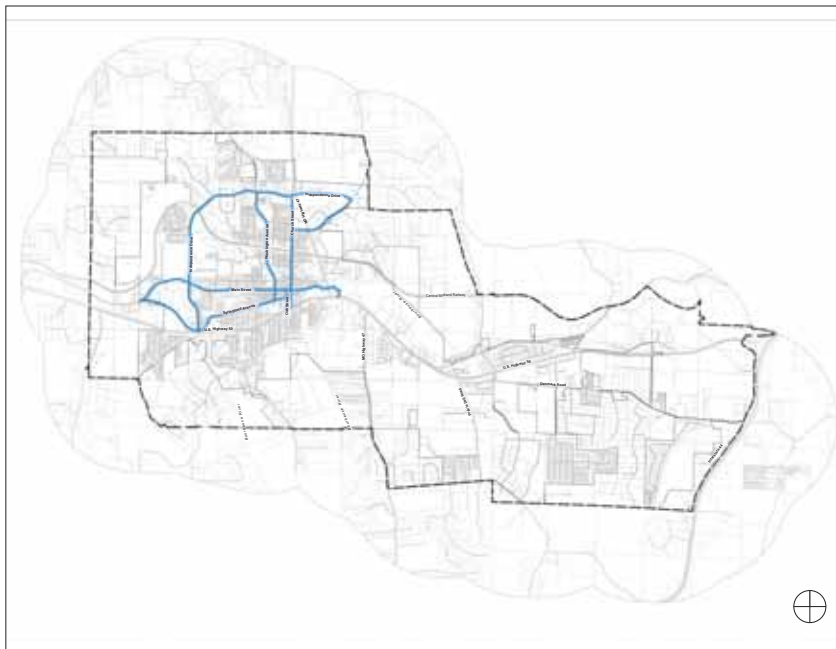
Section 7.04. Streets, Connectivity & Mobility Recommendations

7.4.5. NEIGHBORHOOD STREET TYPE 1 SECTION, TYPICAL



7.04.05. Neighborhood Street, Type 1

This typology is designed for key streets within Union's "historic core", primarily west of MO-47 and the Bourbeuse River. These streets include: Main Street, Springfield Avenue, Washington Avenue, Oak Street, Church Street, Independence Drive, and Central Avenue / Highway V. They feature sidewalks on both sides of the street.

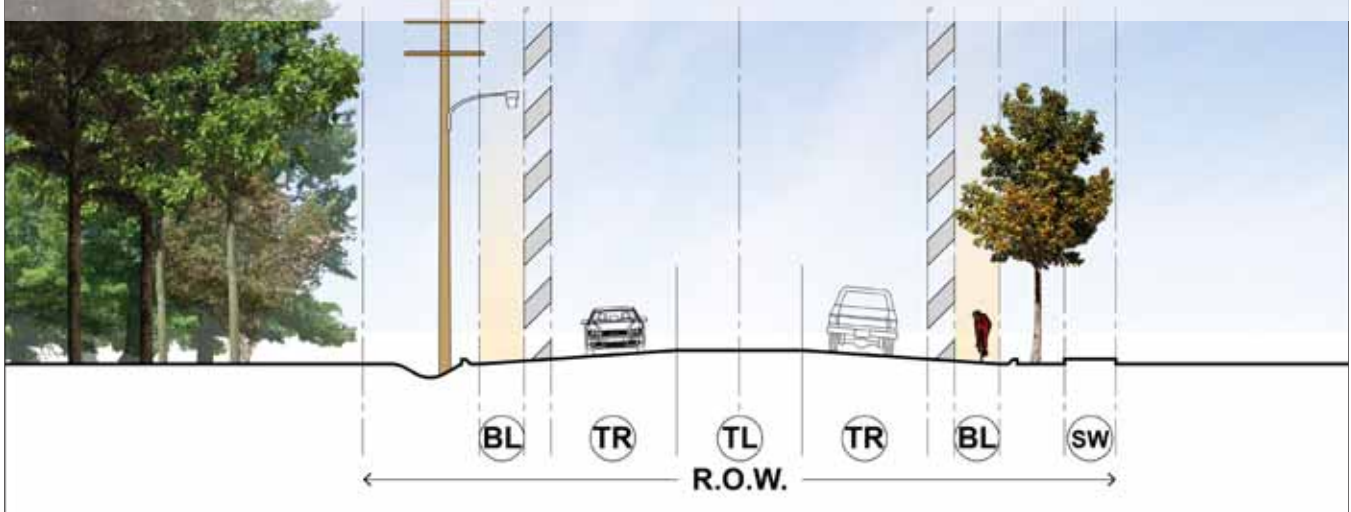


STREET TYPOLOGY KEY MAP

- » Two (2) Travel Lanes
- » Optional Bypass Center Turn Lane, as currently designed
- » 5-foot buffered bike lane, both sides, or shared-lane markings, per the Bicycle and Pedestrian Facilities Plan
- » 6-foot Pedestrian Sidewalks (Both Sides)
- » 5-foot Tree Lawn (Both Sides)
- » Street Lighting
- » Street Trees in tree lawn
- » All improvements to be completed within existing R.O.W.

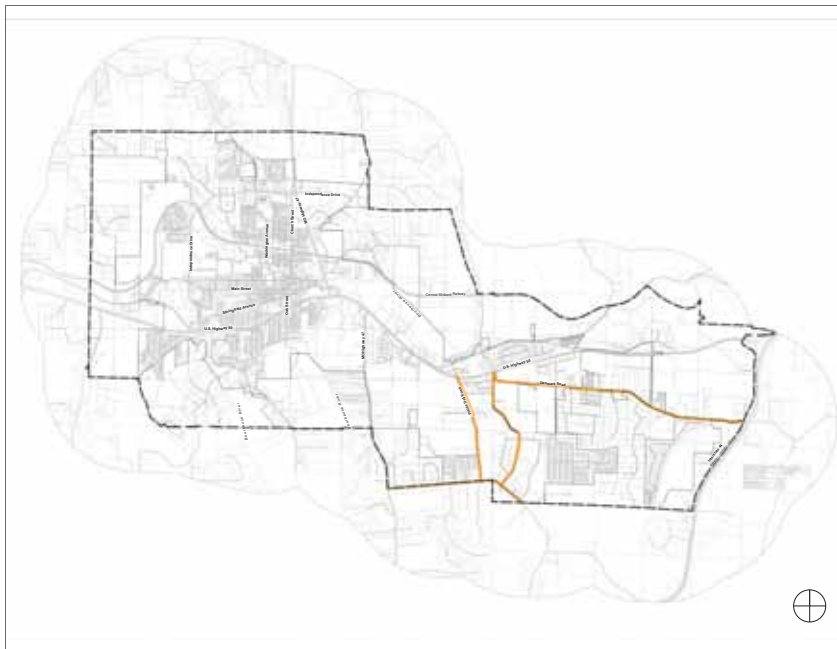
Section 7.04. Streets, Connectivity & Mobility Recommendations

7.4.6. NEIGHBORHOOD STREET TYPE 2 SECTION, TYPICAL



7.04.06. Neighborhood Street, Type 2

This typology is designed for key streets within the more recently-developed areas of Union, east of MO-47 and the Bourbeuse River. These streets include: Prairie Dell Road, Progress Parkway, College Road, and Denmark Road. They feature sidewalks on both sides of the street.



STREET TYPOLOGY KEY MAP

- » Two (2) Travel Lanes
- » Optional Bypass Center Turn Lane, as currently designed
- » 5-foot buffered bike lane, both sides, or shared-lane markings, per the Bicycle and Pedestrian Facilities Plan
- » 6-foot Pedestrian Sidewalks (One Side)
- » 5-foot Tree Lawn or Landscape Strip (One Side, with Sidewalk)
- » Street Trees in tree lawn
- » All improvements to be completed within existing R.O.W.

7.04.07. UNION HIGHWAY 47 EXPRESSWAY

The City of Union and the Franklin County Commission, as joint partners, are planning a transportation project in the City of Union on Highway 47 over the Bourbeuse River. Preliminary plans are being prepared and construction is expected to begin in 2024.

The Project will provide an alternate route for those traveling north-south on Highway 47. A new alignment with one lane in each direction will be provided from the intersection of Highway 47 and Old County Farm Road crossing the Bourbeuse River with a new bridge north of Highway 50 and connecting to Highway 47 South at the intersection with Highway 50. A roundabout will be constructed in place of the current intersection with Old County Farm Road. A new signalized intersection with additional lanes in the north-south direction will be constructed at the current intersection of Highway 50 and Highway 47 South.

The Project is a step in the County-wide process of improving the north-south Highway 47 corridor from Washington to St. Clair. A traffic study was authorized in 2018 by Franklin County and its Partners to study the Highway 47 Corridor and identify needs for improvements. This Project is in response to the needs identified in that Report.

Federal funding in the amount of \$8,255,318 has been committed to the project through two Federal funding programs, with review and oversight by MODOT. The Surface Transportation Program (STP) is contributing funds to the roadway and bridge from Old County Farm Road to Highway 50. The Congestion Mitigation Air Quality program (CMAQ) is contributing funds to the construction of the roundabout at Highway 47 North and the intersection with Old County Farm Road. The City of Union and Franklin County are sharing all costs not covered by Federal Reimbursement. The estimated total project cost is \$12.2M.



HIGHWAY 47 EXPRESSWAY PRELIMINARY DESIGN



LOCATION OF THE PROPOSED EXPRESSWAY BRIDGE

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Chapter 8:

Implementation Strategic Action Plan

8. Implementation Strategic Action Plan

SECTION 8.01. OVERVIEW

A critical element of any effective Comprehensive Plan is successful implementation. The Union 2035 Comprehensive Plan Update is a 20- to 30-year, community-based vision for Union that provides actionable strategies to successfully position Union for future success that can be completed over the next 10- to 12-years. This Plan has also been structured to specifically build upon the successes of the 2011 Comprehensive Plan regarding implementation.

SECTION 8.02. IMPLEMENTATION PRINCIPLES

The Union 2035 Implementation Strategic Action Plan is based upon the following principles:

- » **Facilitate Incremental Action:** The City's primary control over future land use and development is through the regulatory environment—specifically, the Code of Ordinances. As part of implementation, Union should strategically update its Zoning Code and other ordinances to reflect the Vision of the Plan and allow—by right—for development that incrementally builds toward that Vision.

Additionally, the City can utilize specific policies and programs such as the Chapter 99, Chapter 100, and Chapter 353 Redevelopment Corporations, blighting studies, and a Land Clearance for Redevelopment Authority to incentivize private development activity. While Union can and should aggressively pursue annexation, there are significant portions of the City that are already developed and can benefit from reinvestment and revitalization. These policies will help make Union more attractive for both residential and commercial developers.

- » **Diversification of Funding:** While the primary public funding source of Plan implementation will be from the City's funds, the Comprehensive Plan should leverage City funding with grant opportunities and other partnerships. Many of the initiatives and recommendations of the Union 2035 Plan have been developed to overlap with activities of regional and statewide partners, including St. Louis County Department of Transportation, Great Rivers Greenway, the East-West Gateway Council of Governments, and MoDOT. This will help to ensure eligibility for existing and future funding opportunities.
- » **Provide Specific Direction:** The Comprehensive Plan needs to provide geographically-specific recommendations for capital improvements, zoning and regulatory districts, and new amenities and infrastructure. This provides needed direction to future City staff, commissioners, and elected officials to streamline the implementation of the projects over the Plan's 10- to 15-year lifespan.

- » **Maintain Flexibility:** At the same time, the Comprehensive Plan cannot be too prescriptive. If it is, the City risks setting itself up for failure by “biting off more than it can chew”, putting in place processes that cannot be sustained long-term, and/or relying on activities over which the City has no direct control.

A successful Comprehensive Plan clearly: 1) outlines and the City’s activities; 2) prioritizes initiatives that are both achievable and leverage other activities and investments for maximum positive impact; and 3) builds in a level of flexibility to allow for unforeseen circumstances, both positive and negative.

- » **Evaluate Success:** Actively reviewing and evaluating the relevance and efficacy of the Plan is important to long-term, successful implementation. An ongoing outcome management process with regular review and re-evaluation of the Union 2035 Plan is recommended and is an important factor for successful implementation.

SECTION 8.03. EARLY ACTION ITEMS

Identification and successful completion of several early action items will be key to setting the stage for on-going implementation. First, it will establish essential regulatory and policy frameworks for ongoing implementation efforts. Second, it will initiate several key catalytic projects to leverage future investment. Lastly, it will build critical momentum and excitement among residents and stakeholders about the Union’s future.

In order to successfully begin implementation of the Union 2035 Plan, the following five (5) early action items should be initiated and, when possible, completed by the City of Union within five (5) years of Plan adoption:

1. **Develop and adopt new zoning.** As detailed in Chapter 5, the Union 2035 Comprehensive Plan Update recommends the creation of three (3) new zoning districts: R5 Downtown Residential District, R6 Downtown Mixed-Use Neighborhood District, and MUIC Mixed-Use Innovation Campus District. Creation and adoption of these new districts are the first steps in positioning Union to revitalize Downtown and achieve greater economic diversification by capturing a share of regional emerging market growth.
2. **Establish a formal Downtown organization with an Executive Director.** Successful revitalization of Downtown requires a management organization whose sole focus is on addressing Downtown’s challenges and responding to new opportunities all day, every day. The City has made good progress in coalescing efforts of Downtown business owners and stakeholders. Formalizing this interest into a formal organization will help take Downtown to the next level, and will facilitate the continued ability to successfully address parking, redevelopment of vacant lots, and tenancing of vacant commercial buildings, in partnership with City government. Furthermore, establishing a formal Downtown organization with an Executive Director is a prerequisite for achieving Associate Community status within the Missouri Main Street Connection program.
3. **Complete and adopt substantial revisions to Union’s Zoning Code.** As detailed in the Comprehensive Plan, the Community Place Type Districts have been developed—and are intended—to serve as the basis for a complete City Zoning Code update. While this is a major undertaking, implementing a complete revision to Union’s zoning ordinance will bring the Comprehensive Plan and the Zoning Code into complete coordination and ensure that the two document work together seamlessly.

The Comprehensive Plan recommends that the following regulatory ordinances be revised and/or completed and adopted:

- » City of Union Zoning Code, Chapter 405 (to be revised per the Community Place Type Districts and recommendations outlined herein);
- » Downtown Union Form-Based Code (to be coterminous with the Downtown Mixed-Use Place Type District and guide future infill development and redevelopment);
- » Subdivision of Land, Chapter 410 (to be revised per the Community Place Type Districts, connectivity, infrastructure, and public realm recommendations outlined herein); and
- » Storm Water Management Standards, Chapter 420 (to be revised per the Community Place Type Districts and recommendations outlined herein).

Creation and adoption of these ordinances will require additional community engagement to be completed by the City, including public workshop and public hearing.

4. **Work with the Park Board and Parks and Recreation Department to develop a City-wide Parks and Recreation Master Plan for Union.** Throughout the Comprehensive Plan Update's stakeholder and public engagement process, enhancements to the City's already-excellent park system—namely the establishment of a Bourbeuse River park—were given high priority by City residents. In order to facilitate implementation of these initiatives and to secure future funding for capital improvements, the City should work with the Park Board to develop a City-wide Parks Master Plan for Union.
5. **Establish an ongoing outcome reporting and management system to track progress of Plan implementation.** Tracking progress of the Comprehensive Plan is an important part of successful implementation. In order to achieve this, the City of Union should develop and establish an Outcome Measurement Reporting system to track implementation

progress. The City should also consider developing a web-based, Community Dashboard to public outcome measurement reports. This system should also include a five (5) year assessment interval, with the potential to update tracking, measurements, targets, and/or benchmarks to reflect up-to-date implementation status.

6. **Continue implementation of the Highway 47 Expressway.** The City should continue to actively work toward implementation of the Highway 47 Expressway and double-down on coordination with MoDOT as part of their broader MO-47 improvement project. Throughout this process, Union should actively pursue additional cost-share participation with MoDOT in order to either: (1) offset the cost of the project as currently designed; or (2) more importantly, enhance the project as currently designed, including making the Expressway bridge four (4) lanes, adding designated bike lanes or separated bicycle facilities, and other enhancements.

Successful completion of these early action items will achieve important milestones in the implementation of the Union 2035 Comprehensive Plan Update. Furthermore, these actions will begin to address key issues identified by the Union community, mostly utilizing resources (including City staff capacity) that are already available.

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8.04 Implementation Matrix






SECTION 8.04.01. OVERVIEW

Implementation of the Union 2035 Comprehensive Plan Update will be driven by 68 measurable community development Strategies, organized according to seven (7) community Goals and supporting. Objectives. These Strategies address the 10 Community Issues and Priorities that were identified by the Union community during the Comprehensive Plan process.

SECTION 8.04.01. IMPLEMENTATION MATRIX

The Implementation Matrix, presented on the following pages, describes the way in which each of the Community Issues and Priorities are addressed by the Strategies. Collective impact of the Union 2035 Comprehensive Plan Update recommendations is illustrated by the Primary and Secondary Contributing Strategies for each Issue and Priority. The Matrix also indicates the recommended timeframe in which each Strategy is to be completed. Implementation of these Strategies will be achieved, in part, by the implementation of the *Community Place Types & Future Land Use Plan* detailed in Chapter 5 and the *City-Wide Systems Recommendations* detailed in Chapter 6..

IMPLEMENTATION MATRIX KEY

- | | |
|---|---|
|  Primary Action & Effect |  Short-Term Implementation Action (0-3 Years) |
|  Secondary Action & Effect |  Medium-Term Implementation Action (3-7 Years) |
|  Indirect Effect |  Long-Term Implementation Action (7+ Years) |

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
1. Community Character & Placemaking											
1.1.1: Continue current code enforcement efforts as needed to prevent property deterioration and to protect property values.	●	○	○	○	○	○	○	●	◐	●	●
1.1.2: Promote investment in the redevelopment of the older, dilapidated housing in or adjacent to the downtown.	●	○	○	○	○	○	○	●	◐	●	●
1.1.3: Promote public education about neighborhood investment and beautification, including help with organizing area-wide meetings.	●	○	○	○	○	○	○	◐	◐	●	●
1.2.1: Update the City's zoning code to promote planned growth.	●	●	●	○	●	○	●	●	●	●	●
1.2.2: Formulate an annexation policy based upon future growth patterns, the City's ability to provide public facilities/services, and suitability of land for development.	◐	●	●	○	●	○	●	●	●	●	●
1.2.3: Prioritize restorative development and preservation of the existing building stock and infrastructure downtown over greenfield development.	●	○	○	○	○	○	●	●	●	●	●
2. Downtown Revitalization											
2.1.1: Recruit and retain businesses in Downtown Union.	●	●	○	○	○	○	●	○	●	●	●
2.1.2: Promote higher-density, mixed-use residential uses in Downtown—above stores and as infill development in adjacent neighborhoods within walking distance of Downtown.	●	●	○	○	○	○	●	●	●	●	●
2.1.3: Develop an enhanced community gathering space and outdoor entertainment venue in downtown.	●	●	○	○	○	○	●	○	●	●	●
2.2.1: Restore Union's historic buildings by encouraging comprehensive preservation efforts.	●	●	○	○	○	○	●	●	●	●	●

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
2. Downtown Revitalization (continued)											
2.2.2: Continue to promote façade and urban design improvements with a focus on historic preservation. Seek funding from the State's CDBG program, public/private partnerships, or other funding sources.	●	○	○	○	○	○	●	●	●	●	●
2.2.3: Encourage the use of street furniture such as benches, waste containers, fountains, public art, information kiosks and seasonal banners to help create a unified visual theme.	●	◐	○	◐	○	○	●	○	●	●	●
2.2.4: Actively recruit and incubate local businesses downtown with the goal of "maintaining Union's small-town feel".	●	●	○	○	○	○	●	○	●	●	●
2.3.1: Establish a Community Improvement District (CID) to raise funding for Downtown improvement projects. The CID Board of Directors should lead future planning, operations, and management initiatives in Downtown Union.	●	●	○	●	○	○	●	●	●	●	●
2.3.2: Develop a Downtown Master Plan.	●	◐	○	●	○	○	●	●	●	●	●
2.3.3: Develop and adopt Downtown Design Guidelines and a Downtown Form-Based Code to guide and facilitate rehab and new infill development.	●	○	○	●	○	○	●	●	●	●	●
2.3.4: Expand participation in the Missouri Main Street Connection and achieve Associate Community classification, with the goal to eventually become an Accredited Main Street.	●	●	○	○	○	○	●	●	●	●	●

IMPLEMENTATION MATRIX KEY

- Primary Action & Effect
- ◐ Secondary Action & Effect
- Indirect Effect
- Short-Term Implementation Action (0-3 Years)
- Medium-Term Implementation Action (3-7 Years)
- Long-Term Implementation Action (7+ Years)

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
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2. Downtown Revitalization (continued)

2.3.5: Establish a formal Downtown organization with an Executive Director.											
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3. Business Stability & Economic Development

3.1.1: Develop programs to attract clean industrial land uses. Targeted uses should include technology-based enterprises, green industries, warehousing, light assembly, manufacturing, and transportation distribution.											
3.1.2: Utilize provisions in Chapters 99, 100, and 353 of the Missouri Revised Statutes (RSMo) to facilitate the revitalization of underutilized commercial and industrial properties.											
3.1.3: Develop a new Mixed-Use Innovation Campus zoning district to attract and facilitate development of new business and industrial uses.											
3.1.4: Actively work to connect potential tenants with vacant commercial buildings, and connect developers to vacant building rehab opportunities and vacant site redevelopment opportunities.											
3.2.1: Create a business incubator program for start-up businesses. Activities can include providing physical space with shared-services and low rent; temporary rent subsidies for targeted commercial properties; tax abatement; and others.											
3.2.2: Develop marketing strategies for the reuse of vacant commercial buildings.											

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
3. Business Stability & Economic Development (continued)											
3.2.3: Develop a new Downtown Mixed-Use Neighborhood zoning districts to attract and facilitate retail and service business to existing underutilized residential buildings immediately surrounding the central business district.											
3.3.1: Work with East Central College, Ozark Technical College, State Technical College of Missouri, and other post-secondary education institutions to expand access to professional education programs in Union, with a focus on new and emerging technologies and business sectors.											
3.3.2: Partner with Union R-XI School District and the School District of Washington to provide expanded college- and career-readiness programs. The purpose of these programs should be to retain Union residents in Union after graduation and connect these residents to Union jobs.											
3.3.3: Conduct regular "CEO Roundtable Meetings" between the Union Development Corporation and owners/operators of local businesses to understand and address local workforce needs.											

IMPLEMENTATION MATRIX KEY

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Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
4. Housing & Neighborhood Stabilization & Development											
4.1.1: Increase the supply and variety of housing options to meet all socio-economic needs. Updated, affordable housing options need to be developed in many of Union's older neighborhoods. There is a lack of new and/or high-quality, 4-bedroom homes in the \$250,000 to \$400,000 range in the City of Union for larger families.											
4.1.2: Promote public-private partnerships in financing improvements for neighborhood stabilization.											
4.1.3: Promote efforts that make the city more attractive to working families by improving housing options and other services that are attractive to working families.											
4.2.1: Develop a new Downtown Residential Neighborhood zoning district to address historic residential areas adjacent to downtown that are non-conforming with the current R2 Single-Family Residential zoning district.											
4.2.2: Conduct a city-wide blighting study to identify geographical areas that may qualify for State of Missouri revitalization and redevelopment programs.											
4.2.3: Consider the use of Chapter 99 and Chapter 353 provisions, including a Land Clearance for Redevelopment Authority (LCRA) and redevelopment corporations for residential and mixed-use revitalization projects.											
4.2.4: Investigate grants or financing assistance for home repairs and maintenance for all ages and income groups, being particularly sensitive to the needs of elderly and low-income homeowners.											

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
5. Parks, Open Space & Community Health											
5.1.1: Develop a City-wide Parks and Trails Master Plan as a counterpart to this Comprehensive Plan Update.											
5.1.2: Develop and conduct a bi-annual parks and recreation user survey of residents, as part of a broader citizen satisfaction survey.											
5.1.3: Identify and plan for the acquisition of additional park land and trail rights-of-way for future system expansion. Ensure that Union's park system meets or exceeds the National Recreation and Parks Association (NRPA) standard of 10 acres per 1,000 residents.											
5.1.4: Plan for the construction of designated trails, greenways, and on-street bike and pedestrian facilities are at an interval of no more than one-half (1/2) mile across the entire City, ensuring that all households are within one-quarter (1/4) mile or less of a designated facility.											
5.2.1: Plan for and establish a public park along the Bourbeuse River.											
5.2.2: Plan for and develop a variety of low-impact active and passive recreational uses that are flood tolerant and respond to the area's riparian landscape.											

IMPLEMENTATION MATRIX KEY

- Primary Action & Effect
- Short-Term Implementation Action (0-3 Years)
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Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
5. Parks, Open Space & Community Health (continued)											
5.2.3: Explore operational and funding partnerships with the State of Missouri and Franklin County, including Missouri Department of Natural Resources and Missouri Department of Conservation.											
5.3.1: Install sidewalks to Union's schools and along all roads. Make sure kids can safely walk to school.											
5.3.2: Promote better nutrition in cooperation with restaurants, grocery stores, farmers markets, and others.											
5.3.3: Plan for a comprehensive trail system connecting parks, neighborhoods, shopping areas with connections (visual & physical) to the Bourbeuse River.											
6. Transportation & Accessibility											
6.1.1: Work with Missouri Department of Transportation (MODOT) and Franklin County to complete the realignment of MO-47 and intersection improvement of U.S. 50 and MO-47.											
6.1.2: Continued with the planned development of the Highway 47 Expressway improvement; work with MODOT for cost-sharing opportunities to enhance the project.											
6.1.3: Work with MODOT, Franklin County, Washington, and St. Clair to improve MO-47 to four (4) lanes north to Bieker Road (Washington) and south to Miller Drive (St. Clair).											

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
6. Transportation & Accessibility (continued)											
6.1.4: Work with MODOT to improve U.S. 50 to four (4) lanes from Progress Parkway to I-44.											
6.2.1: Widen, pave and/or resurface all collector roads.											
6.2.2: Require a level of service (LOS) of C or better in all new projects. Any development that causes traffic to exceed a level of C should be required to provide the necessary updates to the appropriate roadways.											
6.2.3: Incorporate state of the practice design features such as roundabouts, traffic calming and synchronized traffic signals into roadway projects.											
6.2.4: Add electric vehicle (EV) charging stations at City parks and facilities; consider regulatory incentives to encourage property owners to provide EV charging stations at businesses.											
6.2.1: Provide sidewalks and paths to connect the City's neighborhoods, schools, downtown and parks/recreational areas for pedestrians and cyclists.											

IMPLEMENTATION MATRIX KEY

- Primary Action & Effect
- Short-Term Implementation Action (0-3 Years)
- Secondary Action & Effect
- Medium-Term Implementation Action (3-7 Years)
- Indirect Effect
- Long-Term Implementation Action (7+ Years)

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
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6. Transportation & Accessibility (continued)

6.2.2: Continue to seek funding and create strategic public/private partner-ships to facilitate the construction of new sidewalks or the rehabilitation of old sidewalks.											
6.2.3: Continue evaluating the availability of multi-modal transportation services; such as the need to expand on-demand public transit for elderly over the coming years. Providing services to an increasing elderly population is a challenge facing Union as well as other communities throughout the nation.											

7. Community Infrastructure & Services

7.1.1: Continue to maintain the city's low cost of living through the provision of quality, competitively priced public services, and reasonable tax rates.											
7.1.2: Encourage more entertainment (indoor and outdoor) opportunities for all. In general, the residents want more things to do and see.											
7.1.3: Continue to partner with the school district to make better use of facilities, programs, and expand upon the options available to graduates.											
7.2.1: Promote the creation of more youth events. Recruit members of the student body and members from youth groups from local churches to help lead the efforts.											
7.2.2: Expand upon the City's current events and encourage the development of more annual programs and special events.											

Section 8.04.02. Implementation Matrix

	1. Revitalize Downtown Union as a community destination.	2. Diversify Union's economic base.	3. Reconnect Union across the Bourbeuse River.	4. Develop City-wide bicycle and pedestrian connectivity.	5. Enhance Union's visibility and access from I-44.	6. Improve the function of U.S. 50, MO-47, and their intersection.	7. Support and strengthen Union's retail and service amenities.	8. Facilitate development of expanded, diverse housing options.	9. Support "home-grown" businesses and retain local residents.	10. Maintain Union's small-town, family-friendly feel and affordable quality of life.	IMPLEMENTATION TIMEFRAME
7. Community Infrastructure & Services (continued)											
7.3.1: Concentrate capital investments into areas that are contiguous to currently developed land and that are currently or easily served by existing facilities.	●	●	◐	◐	◐	◐	●	●	●	◐	●
7.3.2: Initiate development agreements that help pay for the direct and indirect costs of new infrastructure development.	●	●	◐	◐	◐	◐	●	●	●	◐	●
7.3.3: Investigate a policy regarding the use of public rights-of-way, where private companies seek to install fiber optic cables.	●	●	○	○	○	○	●	●	●	◐	●
7.4.1: Develop and conduct a bi-annual citizen satisfaction survey of Union residents.	●	●	●	●	●	●	●	●	●	●	●
7.4.2: Increase the presence of code enforcement officers and the consistent enforcement of city codes.	●	○	○	○	○	○	◐	◐	◐	●	●
7.4.3: Hire a designated staff person to coordinate and lead grant writing for Federal and State grant applications. The City should also take a proactive role in engaging with County and State representatives regarding funding opportunities.	●	●	●	●	●	●	◐	◐	◐	◐	●

IMPLEMENTATION MATRIX KEY

- Primary Action & Effect
- Short-Term Implementation Action (0-3 Years)
- ◐ Secondary Action & Effect
- Medium-Term Implementation Action (3-7 Years)
- Indirect Effect
- Long-Term Implementation Action (7+ Years)

8.05 State Community Development Programs

SECTION 8.05.01. OVERVIEW

On the following pages, an overview of available community development programs authorized for cities in the Missouri Revised Statutes are presented. Use of these programs is recommended for consideration in the Strategies of the Union 2035 Comprehensive Plan Update for addressing reinvestment and redevelopment of existing developed land in Union.

Section 8.05. State Community Development Programs

Section 8.05.02. Chapter 99 Land Clearance for Redevelopment Authority

A Land Clearance for Redevelopment Authority (LCRA) is an appointed board of the City that is established pursuant to the Land Clearance for Redevelopment Authority Law to assist with the redevelopment of blighted or insanitary areas in the City. Per statute, the LCRA is vested with broad powers that allow the City to actively redevelop blighted areas, as well as to encourage the private sector redevelopment of such areas within designated redevelopment areas. The LCRA may designate redevelopment areas and redevelopment plans, and it has the authority to grant partial real property tax abatement to redevelopment projects that conform to approved redevelopment plans. It is authorized by **Sections 99.300 through 99.715 RSMo.**

Eligible Activities

Within an approved redevelopment area, the Land Clearance for Redevelopment Authority may undertake the following types of activities:

- » Land Acquisition
- » Land Disposition
- » Building Construction and Rehabilitation
- » Blight Removal Activities
- » Eminent Domain – If approved as part of a redevelopment plan, the LCRA may acquire property through the use of eminent domain.
- » Blight – The statute defines “blighted area” as “an area which, by reason of the predominance of defective or inadequate street layout, unsanitary or unsafe conditions, deterioration of site improvements, improper subdivision or obsolete platting, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, retards the provision of housing accommodations or constitutes an economic or social liability or a menace to the public health, safety, morals, or welfare in its present condition and use.”

Program Benefits

REAL PROPERTY TAX ABATEMENT

Redevelopment projects may receive real property tax abatement on up to 100% of the assessed value of the new construction or rehabilitation for 10 years, depending on the type of redevelopment area in which they are located.

BONDS

The LCRA may issue bonds to finance redevelopment and blight remediation.

Approval Process

A Land Clearance for Redevelopment Authority is governed by a board of five (5) commissioners that are appointed by the Mayor and confirmed by the City Council. Commissioners serve three-year terms.

The LCRA may prepare blight studies and redevelopment plans, review privately prepared blight studies and redevelopment plans, and recommend their approval to City Council. Within designated redevelopment areas, the LCRA reviews redevelopment projects for conformance with the adopted redevelopment plan. Projects that conform to the plan are entitled to real property tax abatement on the new construction or rehabilitation for 10 years as prescribed by the redevelopment plan. In *Casey’s Marketing Co. v. Land Clearance for Redevelopment Authority of Independence, MO.*, 101 S.W.3d 23 (Mo. App. W.D.) the Court determined that under Section 99.700RSMo., if the property has been blighted and the proposal meets the redevelopment plan, the developer is entitled to tax abatement as a matter of right.

Section 8.05. State Community Development Programs

Section 8.05.03. Chapter 100 Industrial Development Bonds

Industrial Development Bonds issued pursuant to Chapter 100 RSMo. may be used to provide real and personal property tax exemption and to provide sales tax exemption on qualified purchases. It is authorized by **Article VI, Sections 27 and 27(b), Missouri Constitution**; and **Sections 100.010 to 100.200 RSMo.**

Eligible Activities

Industrial development bonds may be issued to finance the land, buildings, fixtures, and machinery for warehouses, distribution facilities, research and development facilities, office industries, service industries engaged in interstate commerce, industrial plants, and certain types of commercial development. Retail and service industries in intrastate commerce are not eligible.

Program Benefits

- » Real Property Tax Abatement - The property is owned by the city during the bond term and thus is exempt from taxes. A payment in lieu of taxes (PILOT) agreement may be required to modify the level of abatement.
- » Personal Property Tax Abatement - Chapter 100 may also be used to purchase machinery and fixtures. As with the real property, the city owns the equipment during the bond term.
- » A PILOT agreement may be required to modify the level of abatement.
- » Sales Tax Exemption - Equipment purchases may be structured such that the city's sales tax exemption is used.
- » Bonds - Chapter 100 bonds may be tax-exempt, which makes it possible to issue the bonds at a lower interest rate compared to conventional financing.

Approval Process

Chapter 100 RSMo. allows local governments to issue bonds to finance industrial development projects and certain types of commercial development for private corporations, partnerships, and individuals. Upon issuance of the bonds, the company transfers ownership of the development site and/or equipment to the local government. The bond proceeds are then used to fund the construction of the development project. The company buys the bonds and repays them over a set time period. Once the bonds are completely repaid, the local government conveys title of the site and/or equipment back to the company.

City Council must hold a public hearing prior to approving Chapter 100 bonds and must notify all taxing jurisdictions of the public hearing.

Section 8.05. State Community Development Programs

Section 8.05.04. Chapter 353 Tax Abatement

Chapter 353 tax abatement is an incentive allowed by Missouri law to encourage the redevelopment of blighted areas through the abatement of real property taxes and, where appropriate, the use of eminent domain. To be eligible for tax abatement, either the City or a private entity must form an Urban Redevelopment Corporation (URC) pursuant to the Urban Redevelopment Corporations Law. In order to establish an URC, articles of association must be prepared in accordance with the general corporations law of Missouri.

Under Chapter 353, tax abatement on real property taxes is available for a period up to 25 years. For the first 10 years, the statute provides for a 100% abatement on the increased assessed value of the improvements on the property (excluding land). For the next 15 years, Chapter 353 allows for a 50% abatement on the actual assessed value of the property (land and improvements). Payments in lieu of taxes (PILOTS) may be required by the City to reduce the amount of the abatement authorized by statute and to ensure no loss of existing property tax revenues by taxing jurisdictions such as the City and school district. Tax abatement is not available for personal property taxes on equipment or machinery. It is authorized by **Sections 353.020 to 353.150 RSMo.**

Policy Guidelines

In accordance with Missouri law, the City will consider the granting of Chapter 353 where the property has been found to be a “blighted area.” In addition to this statutory requirement, each of the following criteria should be satisfied:

1. Show a clear demonstration of public purpose and economic benefit through the advancement of the City’s economic development goals which include expanding the tax base, creating quality jobs, and spurring development in targeted City locations.

2. Demonstrate the project would not occur “but for” the incentives offered. The incentive should make a difference in determining the decision of the business to locate, expand or remain in the City and would not otherwise occur without the availability of the abatement.
3. Include evidence provided by the business that demonstrates the company’s financial stability and capacity to complete the project.
4. Ensure that the City, County, the Union R-XI School Districts or any other taxing jurisdiction affected by the incentive would not receive less total real and personal property tax revenue from the property than was received prior to the granting of the tax abatement.
5. Comply with the statutory requirements set forth in Sections 353.020 - 353.150 RSMo. Chapter 353 applications which do not meet some of these criteria may be approved if the application clearly demonstrates that the project, as a whole, is of vital economic interest to the City.

Approval Process

If the project meets the policy guidelines outlined above, the URC will be invited to submit a redevelopment plan covering the area proposed for redevelopment. The redevelopment plan, which shall include a blight study, will then be considered for formal approval by the City Council after a required public hearing.

Following approval of the redevelopment plan, the City and the URC shall enter into a performance agreement which will govern the terms of the abatement. The agreement shall require that an annual report be submitted to the City. The agreement may include a claw-back provision requiring specified performance on issues such as new jobs created as a condition for granting and maintaining the abatement.

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