



MEMORANDUM

To: City of Webster Groves

From: Larry Marks & Justin Carney

Date: April 28, 2021

Re: Potential Impacts of the Douglass Hill Redevelopment to City and School District Service Delivery

Introduction

The following narrative describes the potential service delivery impacts associated with redeveloping the proposed mixed-use project within the City of Webster Groves, Missouri. The 14.3-acre (inclusive of rights-of-way) Douglass Hill Redevelopment Area is generally bounded by the Pacific Railroad and W. Pacific Avenue to the south; N. Rock Hill Road to the west; W. Kirkham Avenue to the north; and N. Gore Avenue to the east. It also includes the triangle parcel that contains the western portion of the Sculpture Garden in the ROW at Kirkham and Gore. The current development program for the project includes approximately 118,000 square feet of office/retail, multiple multifamily structures totaling approximately 614 apartment units, and approximately 112 attached single-family condominium/townhome units (“Project”).

The purpose of this analysis is to identify the potential service delivery impacts of the proposed mixed-use development on public services, as well as the estimated cost to address those impacts. The analysis looks at the potential impact on the delivery of police and fire services, municipal property inspection services, and the potential impact on the Webster Groves School District.

Potential Impact on City Police & Fire Services

As part of its due diligence, Development Strategies contacted the Webster Groves Police and Fire Departments to discuss the potential impact of their delivery of services to the development site and surrounding area. When considering the potential impacts on calls for service and service delivery, it is important to attempt to identify what might be attributable specifically to the proposed development, and distinguish what portion of any new services to the area are shared by the proposed development. While this is an estimation, it does provide a general order of magnitude of the possible costs to be balanced against projected revenues.

Police Service

The Police Department indicated that at this time they have no initial plans to add additional resources due to the project, at least in the short-term. The department plans to monitor needs as phases come online, starting in 2 years with the first phase of the apartments, through buildout. Though the department does not currently anticipate the development on its own will generate the need for an additional foot patrol officer, it is possible that the success of the project and potential spin-off growth

of Old Webster might warrant one at some future point in time. At present, the fully-loaded costs (inclusive of benefits) for a new foot patrol officer is approximately \$90,000/year.

Fire Services

The Fire Department indicated that the target market for the apartments—working professionals and families, as opposed to a targeted senior housing or assisted living facility—does not typically result in a high service load. While there will be a need for semi-annual fire inspections, all structures will be new construction and built to the latest code, and the impact of inspections will be minimal.

There was discussion about more site plan related issues, such as access to the north being a concern, as well as the impact that the potential height of the buildings might have on the city's ISO (International Organization for Standardization) rating. Various factors are considered in calculating an area's ISO rating, including number of buildings, number of people in those buildings, height of buildings, and concentration of development. The current concept for the project calls for some buildings to be up to 7 stories tall, inclusive of parking decks, which might affect the city's ISO rating (currently a 2, since construction of the Elle), and would require the purchase of a 100-foot ladder truck to adequately serve the development. The Fire Department indicated that the approximate costs for a 100-foot ladder truck is \$1.5 million.

Potential Impact on City Occupancy Inspection Services

Development Strategies discussed with the Planning Director the potential impacts on the city's occupancy permitting and property maintenance inspection services. Currently, the city inspects one-third of the units in every apartment building on an annual basis, resulting in the entire building being inspected every three years. Between 2017 and 2020, the city averaged nearly 320 apartment unit inspections per year. For condominiums, units are inspected every time the unit sells. In 2020, there were 586 inspections of single-family units. Property maintenance for the city is currently complaint-based, though some proactive enforcement occurs when other activities are being done in a particular neighborhood. The city is currently in the process of hiring one new code enforcement officer.

Bringing an additional 614 apartments online would result in nearly a 40% increase in annual occupancy inspections for apartments, while the condominiums/townhomes would result in 112 initial inspections, though it is difficult to say how frequently these units would sell and thus require a new inspection in any given year. With a new code enforcement inspector coming online this year, the city anticipates being able to absorb the initial increase in the number of inspections as the project is phased in. The city will re-evaluate the need for an additional code enforcement officer as a result of the project and any spin-off growth from the success of the project in year 4 or 5. At present, the fully-loaded costs (inclusive of benefits) for a new code enforcement officer is approximately \$76,000/year.

Potential Impact on Webster Groves School District

Analysis and conversations with the school district have identified two areas of potential impact. The first involves the presence of a district warehouse facility owned by the school district and located

within the proposed redevelopment area. The second issue is the potential impact the residential portion of the project might have on school enrollment and subsequent impact on school facilities and services.

Concerning the warehouse facility, it was generally acknowledged that the facility would need to be relocated. At this time, the school district expects a new warehouse facility would need to be located on a new site not currently owned by the district. The school district has not gone through the process of estimating the cost of a new building or acquiring another site.

Regarding the potential impact on enrollment, Development Strategies calculated an estimated number of school-age children that might be generated by the project based on national research and the current expected unit mix for the 614 apartments and 112 attached single-family condominiums/townhomes. As the table below shows, an estimated 41 school-age children (distributed across grades K-12) might live in the residential portion of the Douglass Hill redevelopment project. This could be considered the top of the range, and it is likely that the number of school-age children living in the apartments could be smaller. This is due to several factors, including: applying national statistics (which include much higher density multifamily units seen at the coasts) to a suburban St. Louis context; the fact that not all of the students in the apartments would be expected to attend public schools; and experience of the recently completed The Elle on Lockwood apartments, which is presently at 75% occupancy, and currently has only 1 student enrolled in the Webster Groves School District.

Estimated School-Aged Children

<i>Unit Type</i>	<i>Number of Units¹</i>	<i>Percent of Units with Children</i>	<i>Children per Unit</i>	<i>Children per Unit Type²</i>
Studio	123	4%	.06	0
1-Bedroom	205	5%	.07	1
2-Bedroom	261	23%	.33	20
3-Bedroom	25	43%	.81	9
Condominium/ Townhomes	112	25%	.41	11
TOTAL	726			41

¹ Number of units based on the tentative unit mix as of April 2021.

² School-age children per unit type is based on research from the National Multifamily Housing Council (2018), which provides data on the percent of multifamily units with school-age children, and the ratio of number of children per 100 units.

The Webster Groves School District conducts annual enrollment projections, and recently completed a redistricting of its elementary school catchment areas. When the boundaries were drawn, potential new development in Old Webster was taken into consideration, and capacity was created within the Givens Elementary boundary to account for reasonable growth due to the project and future spinoff development. Additionally, the district is building on an addition to the middle school, and moving sixth graders out of the Steger Sixth Grade Center and into the middle school. The Sixth Grade Center is planned to become part of Givens Elementary.

Given the number of students anticipated to live in the proposed apartments, and recent increases in capacity, Givens Elementary School should be able to accommodate reasonable student population growth at the proposed project.