



City of St. Joseph



L
A
N
D
U
S
E
P
L
A
N

2004 - 2024



Table of Contents

	<u>Page Number</u>
<i>I.0 INTRODUCTION</i>	6
<i>I.1 The Planning Document</i>	
<i>I.2 The Planning Area</i>	
<i>I.3 Why Update the Land Use Plan?</i>	
<i>I.4 Purpose of the Plan</i>	
<i>I.5 Organization of the Plan</i>	
<i>I.0 FACTORS AFFECTING DEVELOPMENT</i>	8
<i>I.1 Physical Factors</i>	8
<i>1.1.1 Topography and Slopes</i>	
<i>1.1.2 Ridge Lines and Drainage Basins</i>	
<i>1.1.3 Floodplains</i>	
<i>1.1.4 Soils</i>	
<i>1.1.5 Scenic and Natural Resources</i>	
<i>1.1.6 Summary and Conclusions</i>	
<i>I.2 Socio-Economic Factors</i>	12
<i>1.2.1 Population</i>	
<i>1.2.1.1 Population Projections</i>	
<i>1.2.1.2 Key Population Variables</i>	
<i>1.2.1.3 Specific Population Goals</i>	
<i>1.2.2 Economic Factors</i>	
<i>1.2.2.1 Employment</i>	
<i>1.2.2.2 Economic Base</i>	
<i>1.2.2.3 Key Economic Variables</i>	
<i>1.2.2.4 Economic Development Goals</i>	

1.3	<i>Built Environment Factors</i>	19
1.3.1	Existing Land Use	
1.3.2	Water and Sewer Service	
1.3.3	Historic Preservation	
1.3.4	Promoting Health Within Land Use Planning	
1.4	<i>Factors Affecting Neighborhood Revitalization</i>	26
1.4.1	Population	
1.4.2	Households	
1.4.3	Income	
1.4.4	Poverty Level	
1.4.5	Employment	
1.4.6	Education Level	
1.4.7	Age	
1.4.8	Housing in St. Joseph	
2.0	<i>THE LAND USE PLAN</i>	40
2.1	<i>General Provisions</i>	40
2.1.1	<i>Elements of the Land Use Plan</i>	
2.1.1.1	Land use Plan Defined	
2.1.1.2	Terms Defined	
2.1.2	<i>General Goals of the Land Use Plan</i>	
2.1.2.1	Nature of General Goods	
2.1.2.2	Social Goals	
2.1.2.3	Economic Goals	
2.1.2.4	Physical Environmental Goals	
2.1.3	<i>General Policies of the Land Use Plan</i>	
2.1.3.1	The Land Use Plan as the Fundamental Policy Guide	
2.1.3.2	Review of Plans and Policies	
2.1.3.3	Citizen Participation	
2.1.3.4	Assumptions	

2.2 Land Use Plan 44

2.2.1 Nature and Purpose

2.2.2 Goals and Policies for differing Uses of the Land Use Plan

2.2.2.1 Residential Uses

2.2.2.2 Commercial Uses

2.2.2.3 Industrial Uses

2.2.2.4 Historic Areas and Districts

2.2.2.5 Quasi-Public Areas

2.2.2.6 Flood Prone Areas

2.3 Transportation 55

2.3.1 Nature and Purpose

2.3.2 Definitions and Functional Classification of Streets

2.3.3 Goals and Policies of the Major Street Plan

2.4 Civic Design Elements 57

2.4.1 Nature and Purpose

2.4.2 Goals and Policies for the Development of Additional Civic Design Elements

2.5 Economic Development 58

2.5.1 Nature and Purpose

2.5.2 Goals and Policies for Economic Development

2.6 Smart Growth 61

2.6.1 Nature and Purpose

2.6.2 Goals and Policies for Smart Growth

2.7 Conservation Subdivisions 63

2.7.1 Nature and Purpose

2.7.2 Goals and Policies for Conservation Subdivisions

3.0 PLAN IMPLEMENTATION 64

3.1 Overview

3.2 Annual Review and Monitoring

3.3 Land Use Amendments

3.4 Policy Review and Amendment

3.5 Relationship to Budget

3.6 Capital Improvements Programming

3.7 Development Regulations

3.8 Plan Implementation Program

3.9 Implementation Incentives Overview

LIST OF MAPS

Map 1: Physiography 10

Map 2: Sewer Service 21

Map 3: Historic Annexation Areas 23

Map 4: Urban Core Historic Districts 25

Map 5: Census Tract Boundaries – 2000 Census 27

Map 6: Land Use Plan 45

LIST OF TABLES

Table 1: Historical Population 12

Table 2: Trend Line Population Projection 13

Table 3: Least Squares Population Projection 14

Table 4: Projected Population with 1% Increase 15

Table 5: Employment by Industry 16

Table 6: Employment by Occupation 17

Table 7: Population Totals 28

Table 8: Percent of Non-White Population 29

Table 9: Number of Households 29

Land Use Plan of the City of St. Joseph, Missouri

Table 10:Persons per Household 30

Table 11:Median Family Income..... 31

Table 12:Percentage Population below Poverty Level 31

Table 13:Percentage of White Collar Workers 32

Table 14:Percentage of High School Graduates..... 33

Table 15:Percentage of Population over 65 Years..... 34

Table 16:Percentage of Population 55-64 Years Old 34

Table 17:Percentage of Population 19 Years Old and Under 35

Table 18:Percentage of Owner-Occupied Housing Units 37

Table 19:Median Value -Owner-Occupied..... 37

Table 20:Median Contract Rent..... 38

Table 21:Land Uses and Related Zoning Categories 44

Table 22:Characteristics of Planned Shopping Centers for St. Joseph..... 50

APPENDICIES

Appendix A: Register of Historic Places, St. Joseph, Missouri

Introduction

I.1 The Planning Document

The Land Use Plan for the City of St. Joseph serves as the official policy to guide future growth of the City. The plan details and describes the activities related to land use and future growth areas.

This document presents an update of St. Joseph's 1987 Land Use Plan. The plan is comprehensive in nature and includes a detailed analysis of the various factors that affect land development in the city. These include physical, economic, and demographic



factors, as well as those considered part of St. Joseph's built environment. The report also lists specific recommendations and strategies for Plan Implementation. This update to the 1987 Comprehensive Plan was initiated as a result of new data available from the 2000 Census.

I.2 The Planning Area

The typical planning area for a Land Use Plan is the existing city limits and the areas that are being considered for future annexation. Where necessary, areas outside the city limits that have a future impact on the city have been included in this study. Some statistics detailed in this study include: areas of future annexation; census tracts that are divided by the city limit line; and the entire Buchanan County depending on the situation. Every effort has been made to explicitly express and define which geographic area is being analyzed throughout the document.

I.3 Why Update the Land Use Plan?

In general, land use plans have a twenty year planning horizon. The 1987 Comprehensive Plan was scheduled for updating in 2010; however, the release of the 2000 census data provided an opportunity for an earlier update. This update should span the years from 2004 through 2024.

The amount of physical change since the 1987 Land Use Plan may seem minimal but it does exist. However small, these changes need to be documented and reflected in the Plan Update. There have been significant changes that have occurred in the national planning policies which need to be included in the Plan, as well as updated demographic data from the Census 2000. Examples of these include policies on Growth Management and Smart Growth. An update to the 1987 Land Use Plan appeared to be the most effective and desirable vehicle for realizing these objectives.

I.4 Purpose of the Plan

The primary purpose of the Land Use Plan is to provide a rational, comprehensive basis, and general framework that will direct the future growth of the city. Because these public decisions are both short-term and long-term, the Plan also must be flexible enough to guide the day-to-day zoning decisions of the City Council and Planning Commission, yet it must not be so malleable that its long-range vision and usefulness are compromised in the process.

I.5 Organization of the Plan

This document addresses three basic objectives: 1) identification and discussion of the factors that influence development, 2) presentation of the Land Use Plan, and 3) outlining of specific recommendations for implementing the Plan.

Chapter 1 discusses the primary factors that affect development. These include physical considerations such as soils, slopes, drainage basins, and floodplains. Social and economic factors also are examined in this first chapter. These include existing and projected population, economic characteristics, and characteristics of the labor force. Chapter 1 next considers the existing built environment of the study area and its potential impact on future land uses. The built environment includes existing land uses, existing

water and sewer systems, and the present street network. Additionally, Chapter 1 addresses factors affecting neighborhood revitalization. Key factors that determine neighborhood reinvestment are population characteristics such as age and income structure, and the characteristics of the existing housing stock. The analysis of these factors is based on twenty-five census tracts representing St. Joseph neighborhood areas.

Chapter 2 of this document presents the Land Use Plan, which has two primary objectives. The first objective in the Plan delineates land use policies and standards for St. Joseph, Missouri. These relate to policies such as compatibility with existing land uses, infill development, park systems, and historic preservation. The standards outline service needs and land use requirements for commercial space, parks, fire protection, residential space, industrial space, flood plains, streets, and utilities. The Plan's second objective is graphically to represent a future land use pattern for the study area. The land use map will show where each particular land use should be developed in St. Joseph and the surrounding area.

Chapter 3 of this document presents the tools to be used to implement the Land Use Plan. This chapter includes capital improvements recommendations and specific recommendations regarding the city's economic development goals.

1.0 Factors Affecting Development

1.1 PHYSICAL FACTORS

Many physical factors remain static and have not changed since the 1987 Comprehensive Plan. For example topography, slopes, soils, ridge lines and drainage basins remain relatively unchanged over time. These are factors that can hinder development. Flood Plains on the other hand, are subject to change and can also be a prohibiting factor for development. The following is a brief description of the physical factors that can be found within the study area.

1.1.1 Topography and Slopes

Topography refers to the surface features of a place or region. These surface features can be translated into elevations. Elevations are measured in feet above sea level, and for mapping purposes they are represented by contour lines that show changes in elevation between location points. Elevations in the study area range between 800 feet to 1,000 feet above sea level, although a few locations reach 1,100 feet. The lowest regions, with elevations at approximately 800 feet above sea level, are found in the floodplains adjacent to the Missouri River. From these low points, the land moves into the higher elevations found throughout most of the central portions of the planning area.

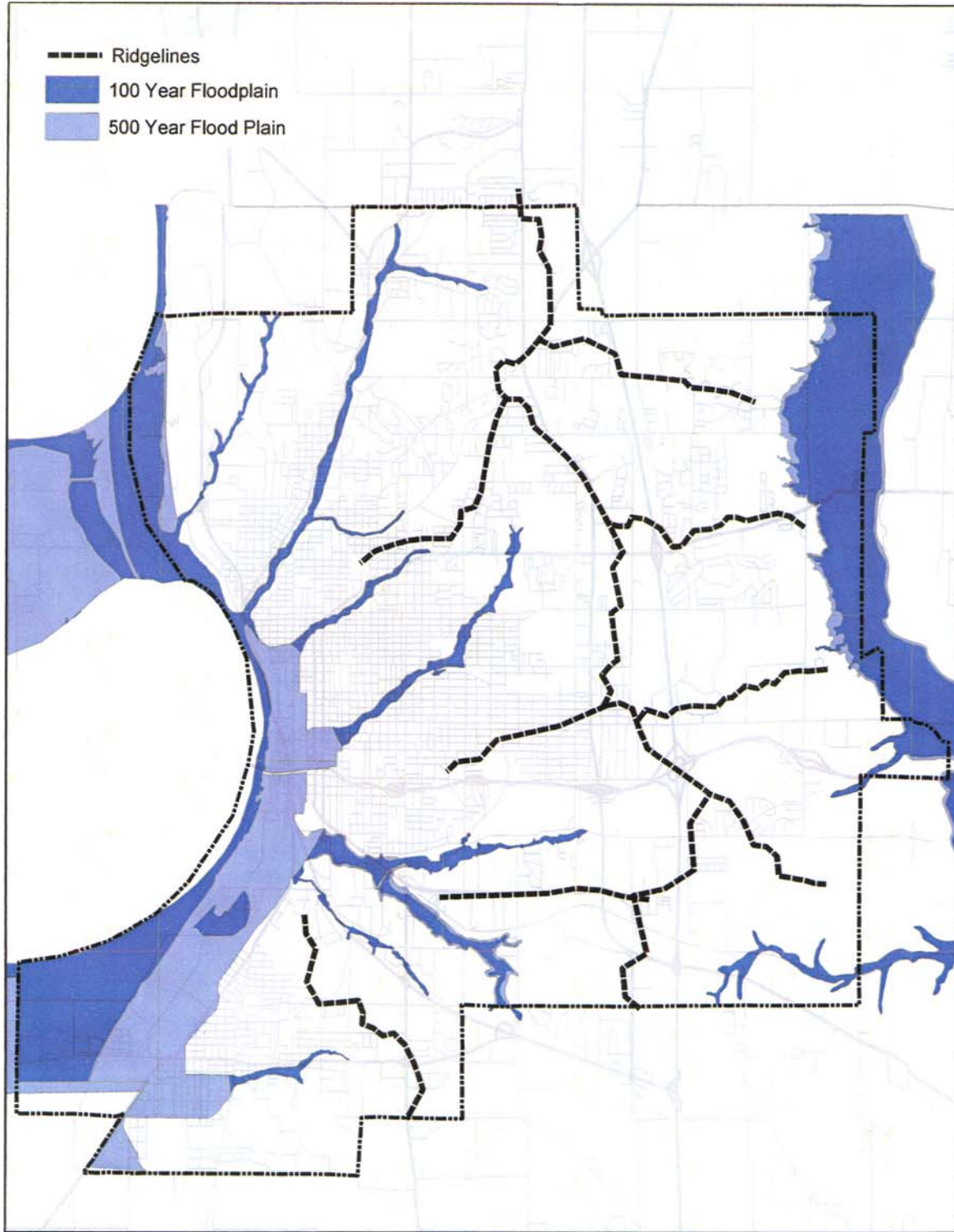
For planning purposes, it is often more useful to consider the slope of the land rather than individual elevation levels. Slope refers to the rate at which elevations change from one point to another. Areas with steeper slopes are usually more difficult to develop than flatter ones. Areas of excessively steep slopes can be found in the southern areas of the city and along the river bluffs in the northwestern part of the city.

1.1.2 Ridge Lines and Drainage Basins

Ridge lines show the general drainage patterns that occur in St. Joseph. The predominant ridge line system runs north-south paralleling 1-29, a few hundred feet to the west, and dividing the city into two groups of drainage basins—those emptying to the Missouri River and those draining to the One Hundred and Two River.

1.1.3 Floodplains

By definition, a floodplain is an area that borders a river or stream and is subject to flooding. The Federal Emergency Management Agency (FEMA) has mapped areas that they consider to be within the 100-year floodplain and strongly discourage development within these areas. Because of the hazard to life and property, these floodplains areas are obvious constraints to development. Map 1- Physiography, graphically depicts floodplains and ridgelines.



Map 1: Physiography
City of St. Joseph, Missouri



1.1.4 Soils

A variety of soil types exist in the study area. Their incidence has been documented in previous planning studies and other governmental publications. The state of Missouri has recently completed its statewide soil survey and those records can be obtained online. Since the principal constraints to development by soil type in the St. Joseph area relate to the relation of the soil type to either steep slopes or periodic flooding (both previously discussed), additional documentation of soil type is not provided in this report but should be investigated prior to development of any site.

1.1.5 Scenic and Natural Resources

Scenic and natural resources refer to those physical factors (topography, vegetation, etc.) which provide unique urban design opportunities for creating views, vistas, natural gateways, nature areas, and landmarks.

Early planning in St. Joseph reflects recognition of the intrinsic value of these resources and is manifested in the park and parkway system, the location of key public buildings, and the design of private developments.

Similar opportunities for sensitive urban design exist today. These include possible expansion to the parkway system to capitalize upon naturally aesthetic valley systems, park development associated with significant views or vistas, or opening the central core of the city to its historic and physical relationship to the Missouri River.

1.1.6 Summary and Conclusions

Of the many physical characteristics that can affect urban development, the most important ones to consider in the St. Joseph study area are topography, slopes, vegetation, drainage basins, and floodplains. Each creates unique opportunities for and constraints to development, and each provides general parameters that outline where particular land uses may be appropriate.

While physical factors play an important role in the development process, they are not the only set of factors. The next section provides insight into the Socio-Economic Factors and their role in development.

1.2 SOCIO-ECONOMIC FACTORS

A fundamental approach to the analyses of both population and economic data in this planning effort is first to display projections based upon the continuation of past trends without significant changes in development policy. A review of those projections is intended to set the stage for community decision-making regarding the desirability of changing policy in order for the community to manage toward a more desired future state. The following text is organized to present trends, identify key variables, and finally state specific goals toward which policy should be directed.

1.2.1 Population

The total population of St. Joseph and of Buchanan County has been quite stable for the past ninety years. The following are the census figures since 1910.

The data show that the population of St. Joseph in 2000 was nearly the same as in 1910 (3.5% loss). The population has fluctuated up and down in the intervening years, and no clear pattern of increase or decrease is present.

Table 1. Historical Population

Year	St. Joseph	Buchanan
1910	77,403	93,020
1920	77,939	93,684
1930	80,835	98,633
1940	75,711	94,067
1950	78,588	96,828
1960	79,673	90,581
1970	72,748	86,915
1980	76,691	87,888
1990	71,852	83,083
2000	73,990	85,998

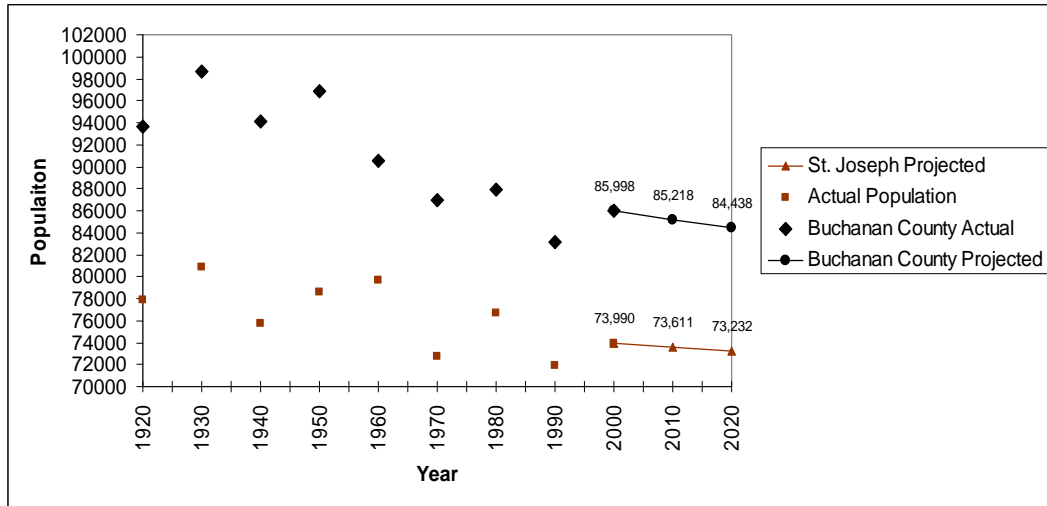
1.2.1.1 Population Projections

Several methods of projecting future population were reviewed in an attempt to get the best estimate of future population of St. Joseph and Buchanan County.

Trend Lines

Straight trend lines were fitted to the population totals for St. Joseph and Buchanan County from 1920 to 2000, using linear regression analysis. The resulting equations were then used to project population at ten-year intervals through the year 2030. Following are the predictions using this simple method:

Table 2. Trend Line Population Projections

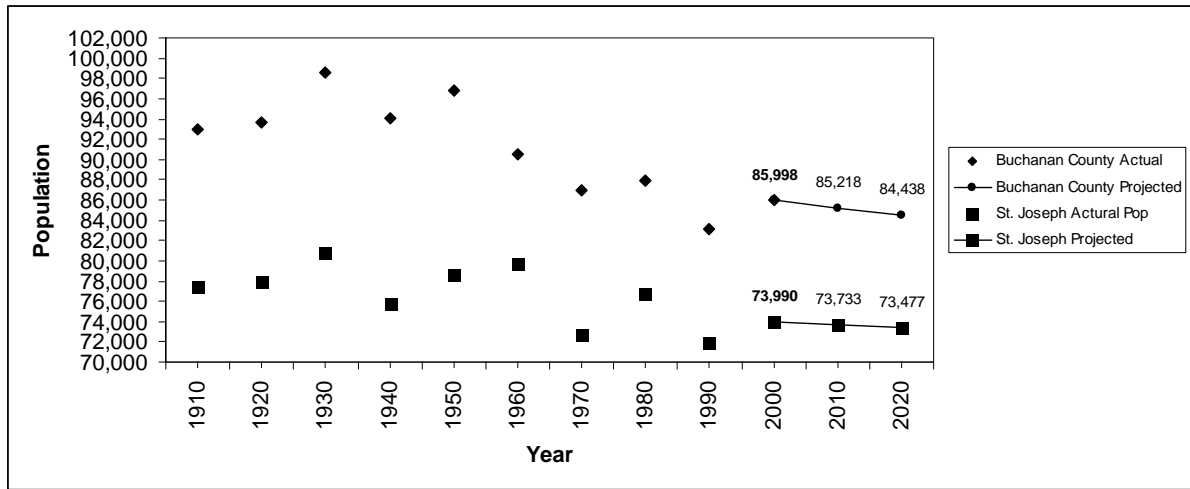


Trend lines for Both St. Joseph and Buchanan County show a decrease in population for the future. For St. Joseph, the rate of decline is very small: 380 persons every ten years. It is larger for Buchanan County: 1,450 persons every decade.

Other Analysis

Several regression based techniques were analyzed to determine future population projections. All methods analyzed had nearly the same outcome, which is a flat or no growth scenario. The model that had the best fit was the least squares model. The following chart shows the population projections using this method.

Table 3. Least Squares Population Projection



1.2.1.2 Key Population Variables

Of prime importance to this study is how the population trends indicated here might be altered to increase the population of the area.

Death rates and birth rates are very unlikely to change much. New medical research and techniques may continue to provide a gradual decline in death rates that could result in the elderly living longer while birth rates have fluctuated but remained stable over the last twenty years. In any event, there is little that can be done by local government to influence birth or death rates.

In-migration and out-migration are the factors that are most susceptible to change by deliberate action. There are many theories about the causes and patterns of population migration. However, there is consensus that the dominant cause for migration is economic. In short, "people follow jobs." Whatever measures will stimulate economic activity and produce jobs in a local area are also the measures most likely to bring population growth.

There are also non-economic causes for migration, and it appears that they are becoming ever more important. The largest of these are "quality of life factors". A growing sector of the population, including those retired or soon to be retired, is free to locate wherever it finds living the most enjoyable. While some of these factors, such as climate, are beyond local control, other quality of life factors can be modified by local initiative.

1.2.1.3 Specific Population Goals

The 1987 Comprehensive Plan set three goals related to increasing the population of St. Joseph. Those goals are still considered valid; however, they have been updated to reflect current population trends. They are as follows.

Goal 1: That the Land Use Plan be based upon a specific goal of achieving a one percent annual increase in total population. The goal initially would represent an annual population increase of approximately 740 persons with a gradual increase to as much as 824 persons annually by 2010. This should reflect a targeted population of 82,240 for 2010. The following table shows the projections to the year 2025 based on five-year intervals.

Table 4. Projected Population with 1% Increase

Year	Projected Population with 1% increase per year
2000	73,990 (actual)
2005	77,764
2010	82,242
2015	86,435
2020	90,844
2025	95,478

Goal 2: That the Land Use Plan incorporates an economic development element designed to yield sufficient net increases in employment to support the plan's population goals.

Goal 3: That the Land Use Plan addresses quality of life factors capable of increasing in-migration to the area while decreasing out-migration.

1.2.2 Economic Factors

To assess the economic factors affecting St. Joseph's development, an analysis of Census data from 1990 and 2000 was conducted. This analysis focused on economic activity in Buchanan County, primarily because the boundaries of the County remain constant over time, whereas the area of the City of St. Joseph has expanded through annexation.

The data used in the economic analysis was extracted from employment population figures. The following table details a comparison of the number of employees in various employment occupations for 1990 and 2000.

Table 5. Employment by Industry, Buchanan County

Industry	Number of people employed in 1990	Number of people employed in 2000
Agriculture, forestry, fishing and hunting, and mining	758	421
Construction	2,110	2,525
Manufacturing	7,778	6,729
Wholesale Trade	1,786	1,272
Retail Trade	6,300	4,719
Transportation and warehousing, and utilities	2,783	2,362
Information		780
Finance, insurance, real estate and rental and leasing	1,981	2,736
Professional, scientific, management, administrative, and waste management services	2,469	2,535
Educational, health and social services	6,246	8,124
Arts, entertainment, recreation, accommodation and food services	398	3,182
Public Administration	1,209	2,023
Other services	2,134	1,623
Total	35,952	39,031

1.2.2.1 Employment

Data from the 2000 Census indicates that Buchanan County had an employed civilian population (age 16 years and over) of 39,031. This represents an increase of 3,079 (8.6%) employed people since 1990. This is an average of 308 jobs per year, which is a moderate increase when you consider that during the same decade the population only increased by 3.4 percent.

Table 6. Employment by Occupation, Buchanan County

Occupation	1990 Employed persons	2000 Employed persons
Management, professional and related occupations	8,424	10,680
Service occupations	5,741	6,743
Sales and office occupations	9,300	10,524
Farming, fishing and forestry occupations	670	101
Construction, extraction, and maintenance occupations	5,792	3,907
Production, transportation, and material moving occupations	6,025	7,076
Total	35,952	39,031

1.2.2.2 Economic Base

Economic base theory suggests that employment gains result in population growth, yet this clearly has not been the case in Buchanan County. Economic base theory holds that a local economy can be divided into two broad categories: 1) the basic sector, and 2) the service sector. The basic sector drives the local economy. This sector creates products and services that are consumed by people and firms outside of the home economy. Thus it is often called the "export sector." Conversely, the service sector produces to satisfy the wants and needs of people living within the community, rather than for export.

Economic base theory also suggests that each basic sector job added to a local economy will generate a concomitant population increase of 6 persons. Going back to the County's population trends, it appears that the employment gains between 1990 and 2000 did not generate population increases because most of the jobs that were added were not basic sector jobs. More than likely, most of the County's gains were in service sector

employment, and this explains why its population increased by 3.4 percent during that same period.

Like all local economies, however, Buchanan County has an existing basic sector employment base on which it can build. By analyzing the County's share of employees in the basic sectors as it relates to national employees in basic sectors, we can determine which sectors are strong and weak in comparison to national employment. Location quotient theory identified the following as basic sector employment categories that are strongest within the County:

- Leather and Allied Product Manufacturing
- Paper Manufacturing
- Primary Metal Manufacturing
- Food Manufacturing

Recent downturns in the economy, employment layoffs, and plant closings within the county may have reduced the strength of the above mentioned sectors.

1.2.2.3 Key Economic Variables

The County's economy appears to have become more heterogeneous and less specialized in recent decades. Economies that are highly dependant on one or two types of job sectors are more susceptible to a downturn in the economic cycle. Heterogeneous economies tend to be more stable and resilient and less affected by a recession or the actions of a major industry.

The economic base of the County identifies areas of strength upon which the City should build. Economic development efforts should focus on attracting the types of basic sector jobs that it is currently lacking to continue to diversify its base. Although the County's manufacturing based employment has decreased over the last several decades, it still maintains a comparative advantage over other regions in the above bulleted items and should try to continue to be a mainstay for those types of jobs.

St. Joseph continues to be an important transportation center. Its strategic location and transportation system provides for efficient access to customers and suppliers across the country. The growth of Kansas City continues to creep toward St. Joseph making the economic leakage a major concern. It continues to be important for

the area to limit its leakage and keep as much of the economy at home as is possible. The hospital/health care industry continues to be a stronghold of the local economy. Currently, the hospital is the largest source of employment in the area.

1.2.2.4 Economic Development Goals

St. Joseph has seen its share of new job creation as well as job layoffs and plant closings in recent years. While St. Joseph continues a good “balancing act” in job losses/job gains, it has yet to realize major net gains in the community's employment base.

As noted previously, St. Joseph should aim for an annual population increase of 3 percent. Based on a 1 to 6 ratio of basic sector jobs to population, this amount of population increase should add a net increase of 366 basic sector jobs annually to its economy. It has already been explained that increases in basic sector jobs result in population increases. Economic base theory suggests that each basic sector job generates two service sector jobs. In other words, basic sector employment creates employment in the service sector, and this in turn helps to drive the local area population. Thus, the goal of adding 366 basic sector jobs is fundamental to the overall goal of economic development and growth for the City of St. Joseph.

Another important economic development goal to endeavor is the revitalization of the central business district (CBD). As many service sector jobs as possible should be located in the CBD. An employment infusion to the CBD coupled with new housing options would be a catalyst for the revitalization of downtown.

1.3 BUILT ENVIRONMENT FACTORS

The built environment factors affecting development include existing land use, water and sewer service, and historic preservation.

1.3.1 Existing Land Use

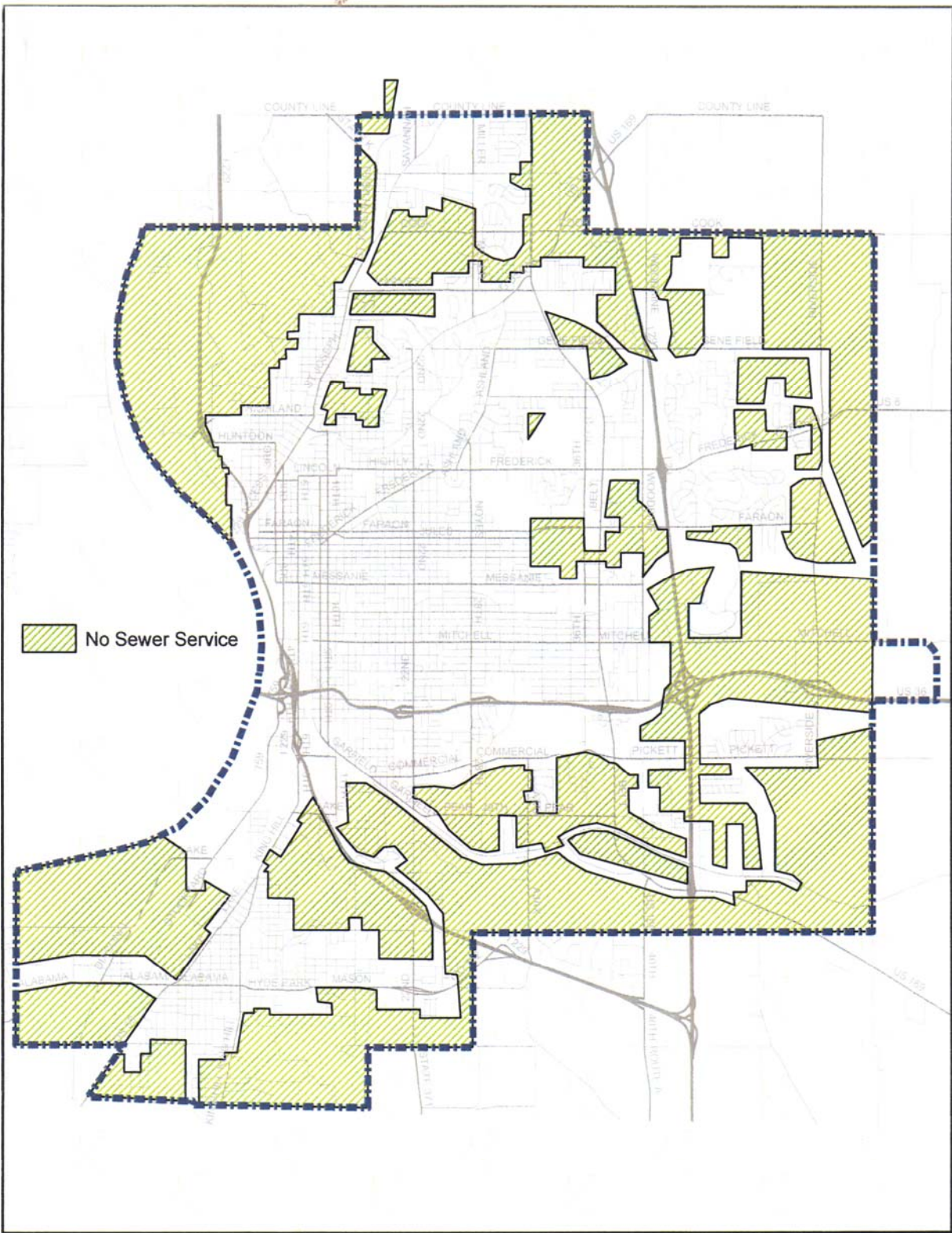
Land uses throughout the city have remained largely unchanged since the 1987 Land Use Plan was completed. Some areas of the city that have seen distinctive change since the completion of that plan were surveyed and their uses noted. The land use plan proposals set forth in Chapter 2.0 reflect an analysis of the patterns of existing land usage throughout the City. This was accomplished through reviewing major changes in land uses as well as collaborating with city staff about development proposals that are currently being planned.

1.3.2 Water and Sewer Service

Constraints to development are represented by the availability of utility service, water and sewer, as well as other private utility service (gas, electric, etc.). However, because of infrastructure costs associated with water and sewer service, they are the principal utility constraint to development.

There remains sizeable areas of the City that are not yet served by sanitary sewer, as reflected on Map 2 - Sewer Service. Service to these areas will require major extensions to the system, the cost of which should be included in a long-range capital improvements program. The imposition of impact fees on new development in specified service areas will partially relieve the taxpayers of some of the burden of sewers in newer developments.

While water service is more readily available, needed capital improvements are apparent. Much of the existing system is not looped adequately and portions of the City fail to meet standards for fire protection purposes due to inadequacies in water line size.



Map 2: Sewer Service
 City of St. Joseph, Missouri



1.3.3 Historic Preservation

Historic preservation is the process of protecting structures and sites associated with important people and events. Historic preservation can be both a goal and a tool to implement other goals, such as revitalization, economic development, affordable housing, and tourism development. St. Joseph has shown success in protecting some historic residences but significant losses have occurred to structures which reflect the city's important commercial heritage. The Land Use Plan update is an opportunity for the Planning Commission in conjunction with the Landmark Commission, to consider historic preservation objectives while evaluating new development proposals.

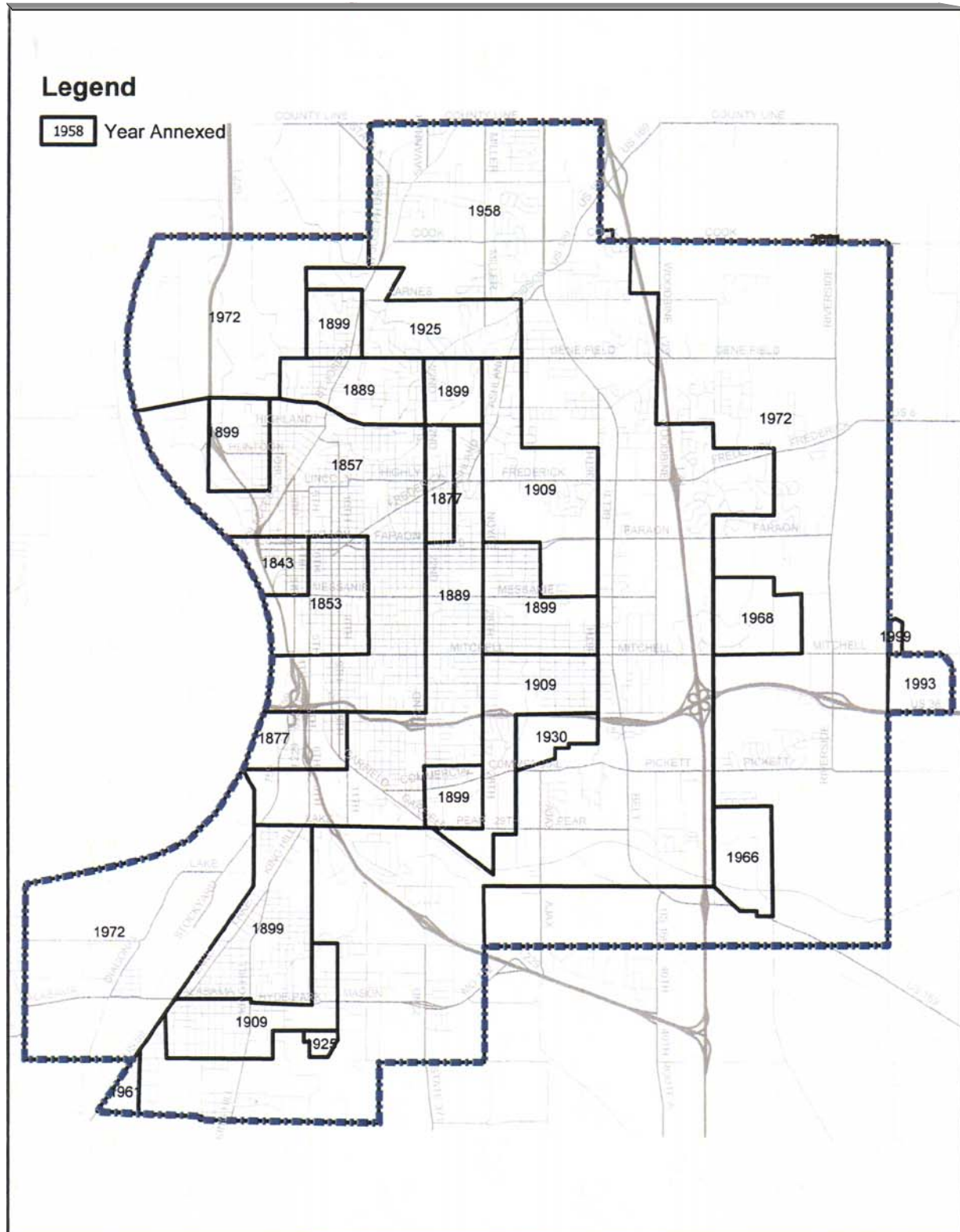
The city's existing cultural protection plan needs to be updated; however a Landmark Commission has been created, and a preservation ordinance has been enacted to enhance Historic Preservation efforts. St. Joseph should to continue to expand the tourist potential of its heritage and historic preservation through land use planning. In addition, historic structures often provide a continuity to older neighborhoods which allows for these areas to have continued viability and provide an incentive to current landowners to maintain their property. Finally, due to the centrality of location of St. Joseph's historic sites, land use protection of these structures might lead to a revitalization of areas close to the central business district (CBD).

A conceptual framework for historic preservation in St. Joseph has been established. The City Landmark Commission has provided four chronologically related periods of local history:

- *The Formative Years* (Origin to 1860)
- *The Emergence of the City* (1860 to 1875)
- *The Golden Age* (1875 to 1915)
- *The New Century* (1915 onward)

The physical proximity of urban development within St. Joseph is reflected on Map 3 – Historical Annexations Areas. In an even broader context, the history of St. Joseph can be characterized as the process of western communication and commerce. A list of buildings in St. Joseph that are on the National Register of Historic Places can be found

Land Use Plan of the City of St. Joseph, Missouri



Map 3: Historic Annexation Areas
City of St. Joseph, Missouri



in Appendix A. There are also two districts that are on the City's register of Historic places. They are the Museum Hill District and the Hall Street District. Modifications to the exterior of buildings in these areas are subject to strict design guidelines.

In 1972, the City of St. Joseph undertook a Historic Preservation Inventory. The report recommended that the City concentrate most of its preservation effort in residential areas. The City has done this, letting several historic properties in the CBD (including the Market Square area) be destroyed in order to promote other community goals such as commercial revitalization. Since that time, the city has carried out 24 historic resource surveys which includes over 3000 properties.

The City has enacted a landmark protection ordinance to preserve these resources. The purposes of the ordinance are, among other things, to protect the City's historical heritage, to stabilize property values, to foster civic pride, to promote tourism, and to encourage neighborhood conservation. The historic areas are delineated on Map 4 – Urban Core Historic Districts.

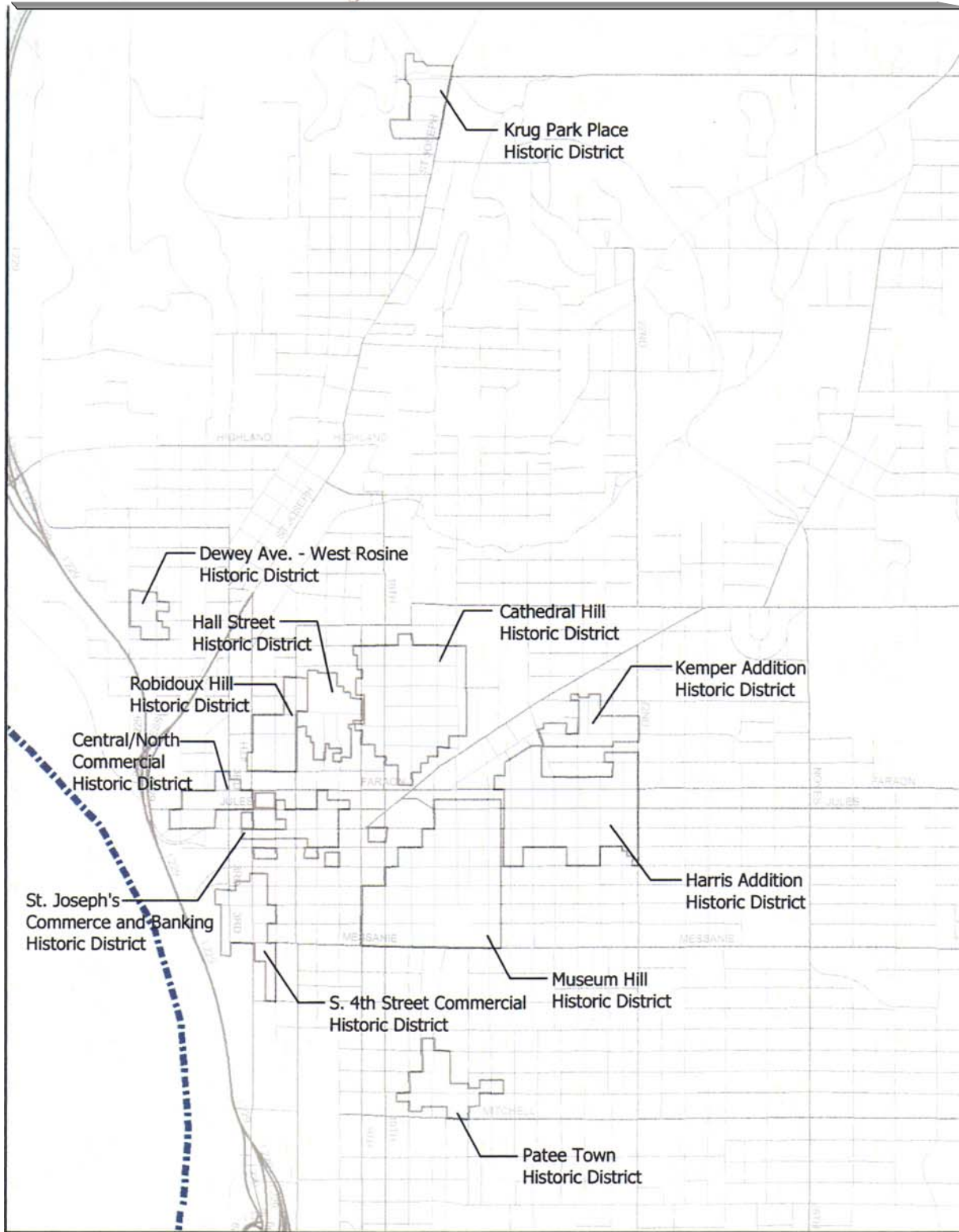
While the Planning Commission does not have a lead role in the historic preservation planning process, their authority to make recommendations to the City Council on the subject is recognized in the City's Historic Preservation ordinance. In reality, whenever a land use decision is made, the historic nature of the property is affected.

In most instances, new construction, rehabilitation or even demolition can be accomplished without destroying the historic fabric of St. Joseph. But that is not true in every case. The land use review process should include the Landmark Commission who, with staff assistance, could comment to the Planning Commission on all land use decisions with a historic preservation focus.

Historic Preservation Conclusions

1) St. Joseph should continue to preserve its historic resources to develop itself as a tourism destination. However, there are other significant reasons to preserve its historic resources which include neighborhood revitalization, economic development, affordable housing, and enhancement of its own unique community identity.

Land Use Plan of the City of St. Joseph, Missouri



Map 4: Urban Core Historic Districts
City of St. Joseph, Missouri



2) The current zoning classifications of some historic places and districts run counter to St. Joseph's best interests. Much of the property is zoned R-4. This category allows many residential uses such as alcohol detoxification centers and mental health facilities. While there is certainly a need for these institutions to be located in the City, their placement in a historic district may harm fragile property values. Investors and property rehabilitators need to feel that their investment in historic property renovation is justified. The residential nature of these historic areas should be protected. The city could strengthen the potential to protect historic places by rezoning the land uses which are detrimental to historic preservation and threaten the historic residences.

3) Ultimately, it is up to the City Council, with advice from both the Planning Commission and the Landmark Commission, and in consultation with the public and affected interest groups, to select the proper emphasis for land use and historic preservation. St. Joseph is a town rich with heritage and history. The challenge to the community is to use sound land use planning principles to protect the past while improving current conditions to advance St. Joseph into the future. A continued effort to promote historic preservation as a viable community development objective will yield many benefits to the City.

1.3.4 Promoting Health Within Land Use Plan

There is growing recognition of the importance of the built environment and land use policy in promoting good health. As a result, cities and counties are increasingly taking steps to implement walking and biking plans and to encourage patterns of development that discourage automobile dependency.

At first glance, land use policy may not appear to have a significant role in addressing healthy living within the City. However, over the past few years, City officials have increasingly come to realize that land use policy has the potential to make a unique and powerful contribution toward addressing health. The City has come to understand the importance of a multi-modal city by addressing the need for alternative modes of transportation by planning bicycle and pedestrian routes, adding sidewalks to close gaps, and encouraging transit friendly access and design in conjunction with existing and future roadways.

The City encourages private developers and community groups to expand opportunities for physical activity within development planning by including recreational facilities, parks, playgrounds, sidewalks, bike paths, and nature trails, and to provide safe streets and neighborhood amenities to promote these kinds of activities. In fact, the City has already implemented a comprehensive bicycle and pedestrian plan, and the subdivision code already encourages open space within developments, and the city continually encourages active use of City parks and recreational facilities. The City has been leading by example with the new construction of 11 miles of urban hike/bike trails, and additional expansion scheduled in the near future.

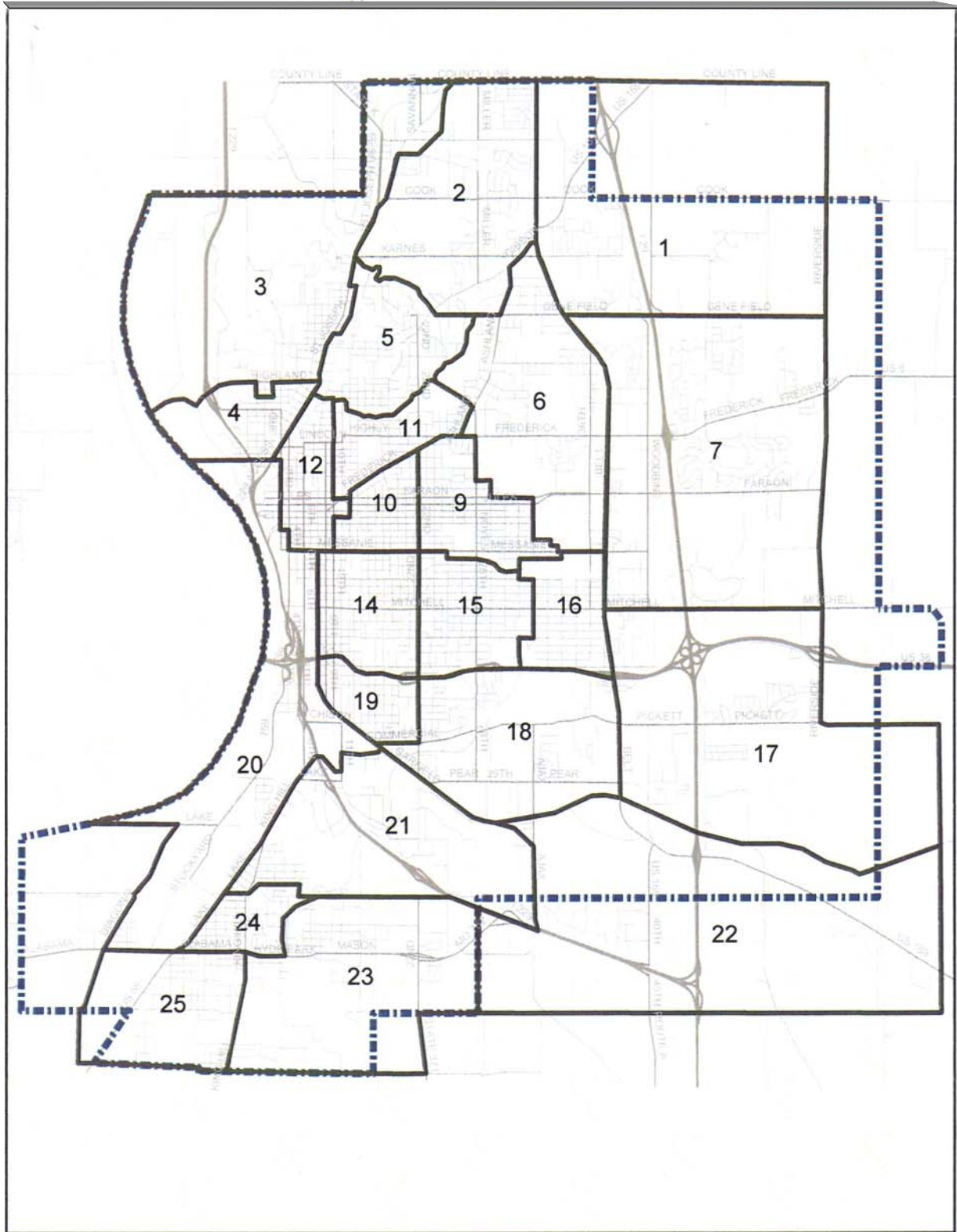
With persistent and cooperative efforts, the City will continue to develop in such a way to promote healthy living through increased activity by providing sufficient alternative modes of transportation.

1.4 FACTORS AFFECTING NEIGHBORHOOD REVITALIZATION

Neighborhood revitalization may best be understood as the reinvestment of private capital in older neighborhoods. While a number of factors can influence those private decisions (adequacy of capital improvements, land use regulations, mortgage credit, and development incentives), the key determinants affecting neighborhood revitalization are the characteristics of the population (mainly age and income) and characteristics of the existing housing stock.

For the analysis of these factors, census tracts within the St. Joseph urbanized area were used as a means to represent neighborhood areas. Census tract boundaries are drawn to reflect areas of relatively homogenous socio-economic characteristics. There are twenty-nine census tracts within Buchanan County. The data reflects information from twenty-three of the twenty-nine census tracts that best fit the urbanized areas. The census tracts are indicated on Map 5 – Census Tract Boundaries; 2000 Census.

Land Use Plan of the City of St. Joseph, Missouri



Map 5: Census Tract Boundaries - 2000 Census
City of St. Joseph, Missouri



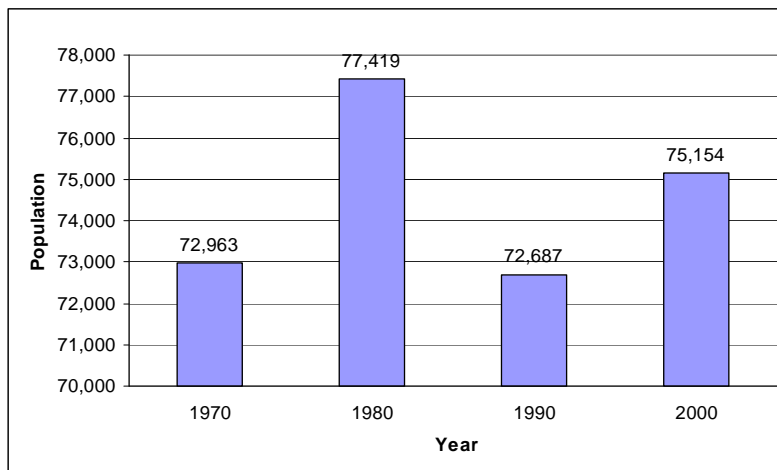
It is important to note that after the 1990 census, four census tracts were merged into two. Census tracts 12 and 13 were combined into one tract which is labeled as Census Tract 12. Census tracts 6 and 8 were combined into one tract which is labeled as Census Tract 6. Therefore, the tracts are numbered one through twenty-five, (although tracts 13 and 8 are omitted) but total 23 tracts. The tables that follow provide a three-decade overview of each category. Again, the figures depicted in the following tables are representative of the twenty-three census tracts that most closely represent the urbanized area within Buchanan County.

1.4.1 Population

Historic population figures, future population projections, and future population goals for the City of St. Joseph and Buchanan County were presented earlier in this chapter. The following tables show a more recent snapshot of the trends of the urbanized census tracts over the past three decades.

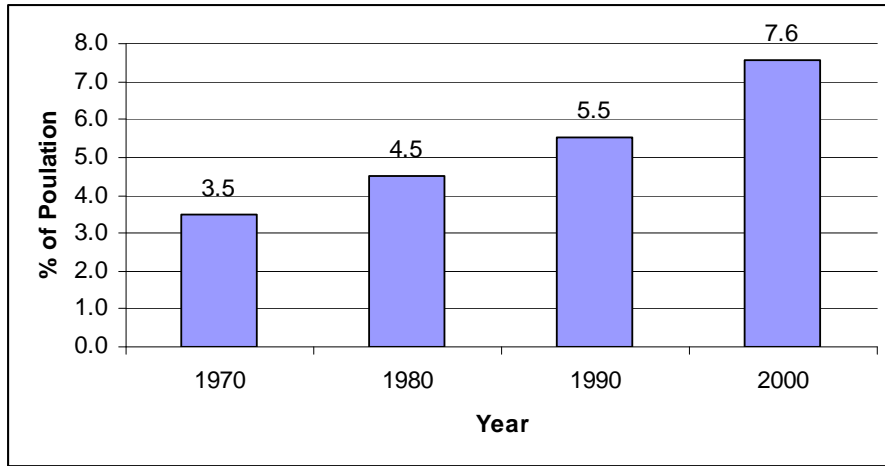
The populations of the 25 census tracts that compose the urbanized area of Buchanan County have fluctuated in both directions during the decades from 1970 to 2000. There was a 3.4% increase in population from 1990 to 2000.

Table 7. Population Totals, St. Joseph Urbanized Census Tracts



While the percentage of non-white population remains relatively low and dispersed throughout all of the urbanized census tracts, there has been a slow but gradual increase since 1970. The non-white population represents 7.6 % of the entire population of the urbanized census tracts.

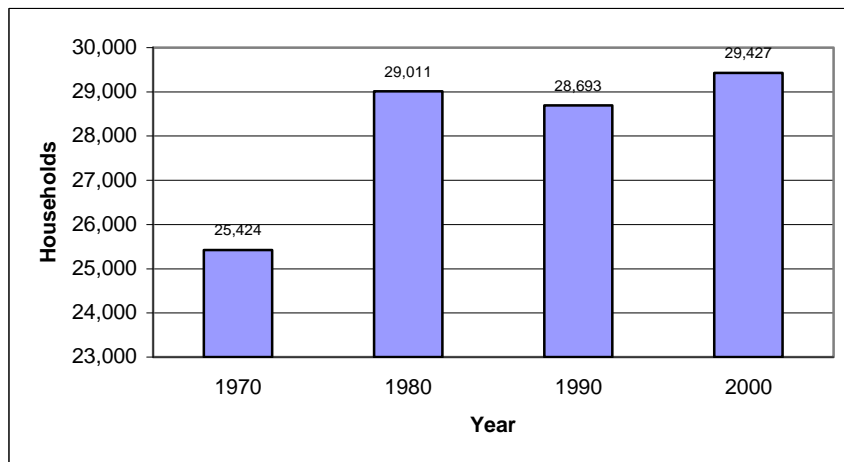
Table 8. Percent of Non-White Population, St. Joseph Urbanized Census Tracts



1.4.2 Households

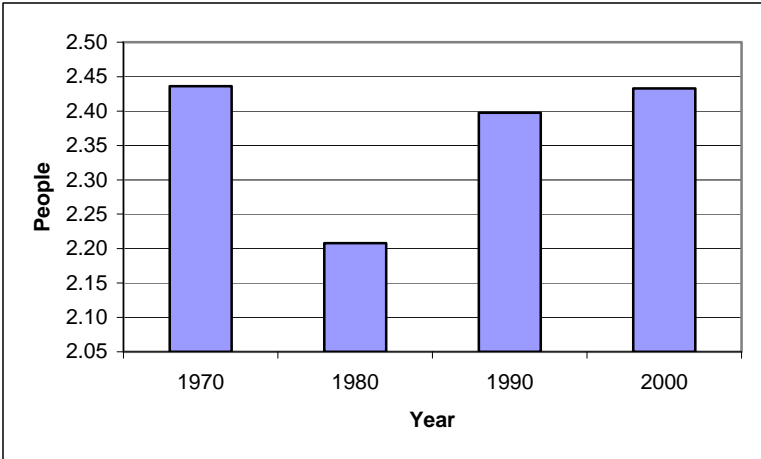
The number of households in urbanized area increased from 28,693 in 1990 to 29,427 in 2000, an increase of 2.6%. Over the past 30 years, a trend has evolved in the number of households in St. Joseph. The overall number of households has increased since 1970 but the increase has been widely varied between census tracts. The general trend is that the number of households is lessening in the older urban core and gaining in the suburbs, a trend which is visible in many cities throughout the United States.

Table 9. Number of Households, St. Joseph Urbanized Census Tracts



Wide variations in individual census tracts reflect the differences in population growth between the older and newer areas. The largest decline of 12.45% was recorded in census tract 3 (northwest area), while the largest increase of 52.5% was found in tract 1 (northeast area).

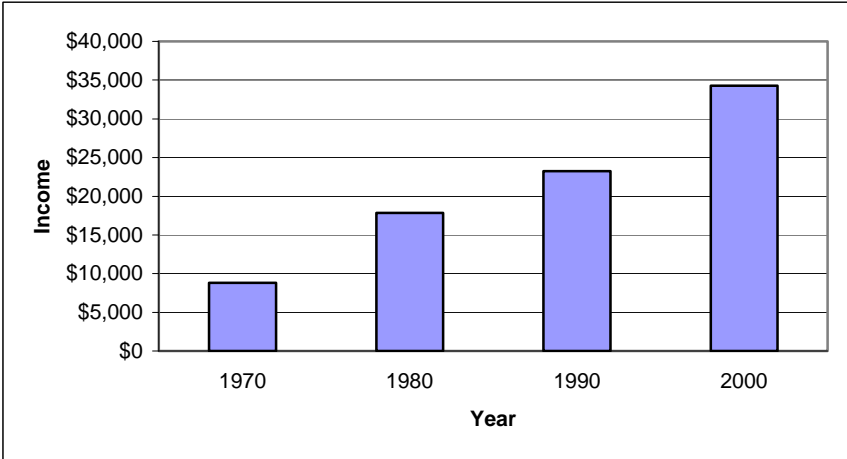
Table 10. Persons per Household, St. Joseph Urbanized Census Tracts



1.4.3 Income

Between 1990 and 2000, the median family income in St. Joseph’s urbanized census tracts rose by 47.5%. In addition, every census tract also showed an increase. Table 11 shows the increase in median family income over the last three decades for all census tracts. The largest growth in median family income can be found in census tracts 3, 10, 19, 20, and 21, while the highest average median family income is found in census tracts 1, 2, 6, 22, and 23.

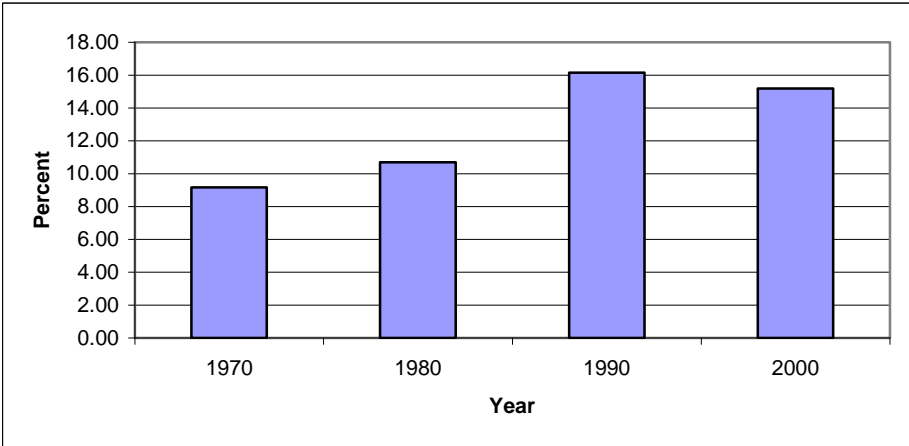
Table 11. Median Family Income, St. Joseph Urbanized Census Tracts



1.4.4 Poverty Level

While the urbanized census tracts of Buchanan County had an overall decline in the percentage of its population living below the poverty level in the decade from 1990 to 2000, eight of the twenty-three census tracts showed an increase in percentage population below poverty level.

Table 12. Percentage Population below Poverty Level, St. Joseph Urbanized Census Tracts

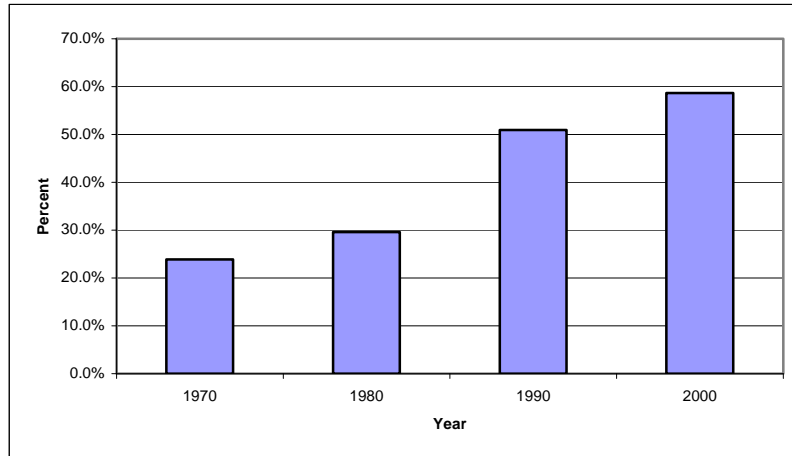


1.4.5 Employment

Census data about employment occupations were examined to determine the percentages of "white collar" employees in each census tract. The category of white collar includes census data for managerial and professional specialties, technical, sales

and administrative occupations and service workers. Between 1990 and 2000, the number of workers classified as white collar increased from 50.9% to 58.7% as it has done in the two prior decades mirroring the national trend away from manufacturing jobs to service occupations. Table 13 shows these figures.

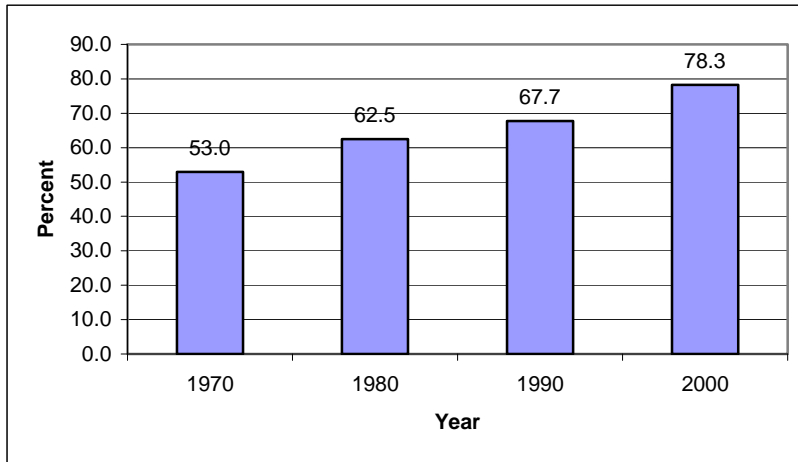
Table 13 . Percentage of White Collar Workers, St. Joseph Urbanized Census Tracts



1.4.6 Educational Level

One measure of the level of education of the area is the percentage of the population that has graduated from high school. These figures are shown in Table 14. All the urbanized census tracts have experienced an increase in the percentage high school graduation in the period from 1990 to 2000. The highest gaining census tract was tract 20 with a gain of 55.33%, while the smallest gain occurred in census tract 6 with a gain of 1.55%. These increases range widely, but are overall a positive development. The overall increase from 1990 to 2000 was 13.52 %.

Table 14. Percentage of High School Graduates, St. Joseph Urbanized Census Tracts



The census tract that has the highest percent of high school graduates is tract 1 with 95.3 %. The tract with the lowest percent is tract 20 with 60.0%. Tract 20 is also the same tract that showed the highest jump in percentage from 1990.

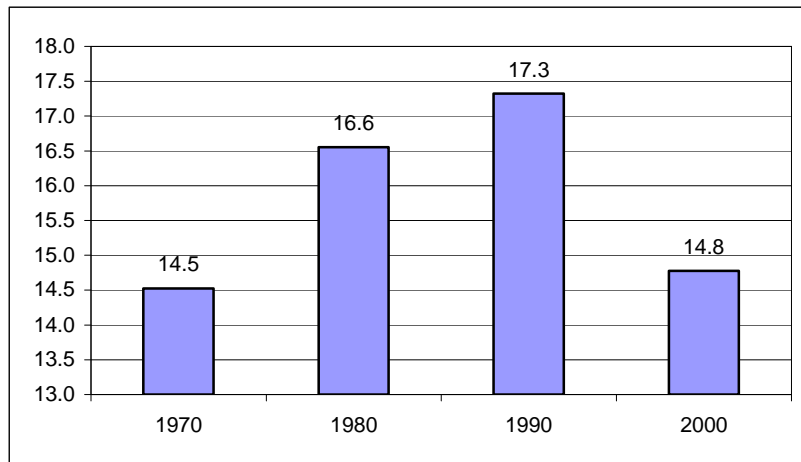
While the city’s census tracts have shown an increase to 78.3% overall, the percentage of the high school educated population still remains a little below the Missouri average of 81.3%.

1.4.7 Age

Age 65 and Over

Between 1990 and 2000, the population 65 and over decreased in 17 of the 23 census tracts and had an overall drop of 2.5% which is the first decline in this age group in the last three decades. It further serves as a basis for guiding the delivery of goods and services to this particular segment of the population. Table 15 shows the decline of this age group in the decade from 1990 to 2000.

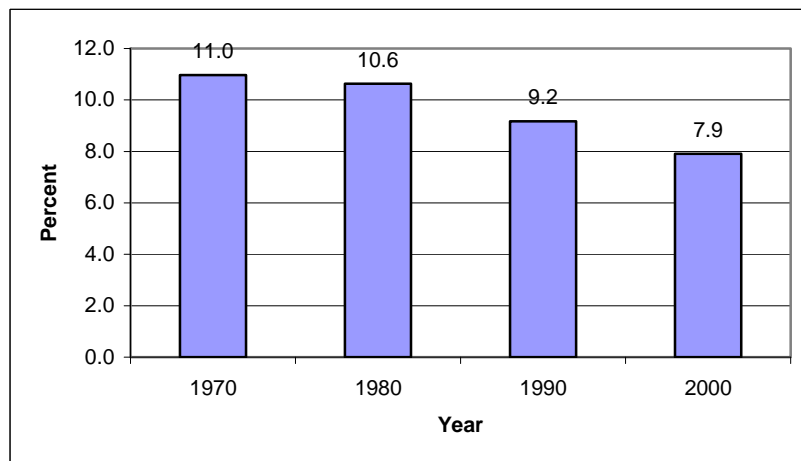
Table 15. Percent of population over 65, St. Joseph Urbanized Census Tracts



Age 55-65

In general, this age group decreased slightly as a percentage of the total population between 1990 and 2000. Considering that the population of St. Joseph has increased in this period, this might suggest that there has been very little out-migration of people in this age group from St. Joseph during this period. Table 16 shows these figures.

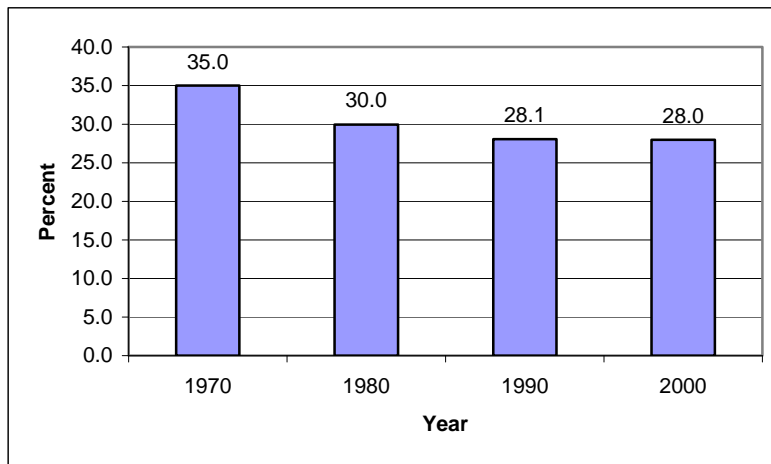
Table 16. Percent of Population 55-64, St. Joseph Urbanized Census Tracts



Age 19 and Under

The third age group that was analyzed was the age group 19 and under. Between 1990 and 2000, this age group remained stable as a percentage of the total population. However, if you analyze individual census tracts, it paints a much different picture. Ten of the twenty five census tracts lost population in this age bracket. Furthermore, those tracts appear to be concentrated in older areas of the city. For St. Joseph, this trend may suggest an oncoming underutilization of schools in these parts of the city. Implementing policy that takes into account those under-utilized school buildings should be considered. These figures are shown in Table 17.

Table 17. Percent of population 19 years and under, St. Joseph Urbanized Census Tracts



1.4.8 Housing in St. Joseph

The physical condition and financial value of housing is an important sociological and economic indicator of the state of a neighborhood. Not only does housing account for the vast majority of land usage in a community, but housing ownership and cost represent the primary financial investments and obligation of most individuals. Four housing variables were analyzed for this review. These were: the percentage of owner-occupied housing in each census tract, the median value of owner-occupied housing, the median gross rents, and the percentage of housing units lacking complete plumbing. This last variable is a census bureau category which includes housing that shares any one of the three plumbing elements (hot and cold piped water, flush toilet, and shower or bath)

with another housing unit, does not have all those facilities, or does not have any facilities.

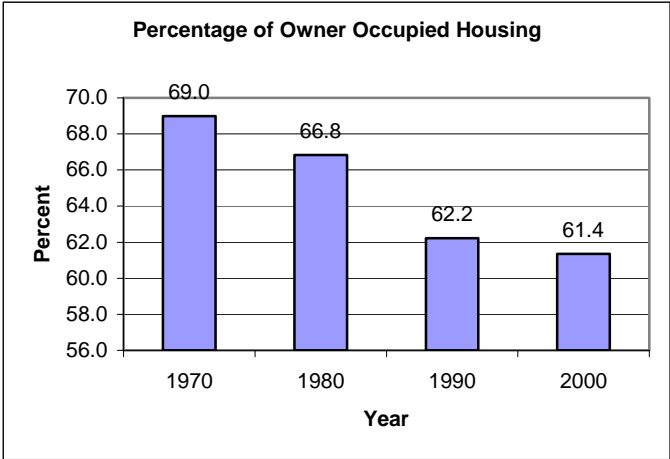
The percentage of housing units occupied by the owner and the median value of these units is an indicator of a neighborhood's stability and prosperity. Home ownership is by its very nature a stabilizing influence because home owners do not move as frequently as renters and they have an added financial responsibility and commitment. Rents, on the other hand, provide a relatively good insight into the costs of living in a particular area as rent is the largest single expense most people have each month and is a reflection of the market demand and supply situation that exists. Finally, the presence of modern plumbing facilities is an important indicator of the condition of the housing stock itself.

Percentage of Owner-Occupied Housing Units

Between 1990 and 2000, the percentage of owner-occupancy decreased slightly in the St. Joseph urbanized area. The largest decline in owner-occupied housing units came from census tract 12 which is located near downtown.

Turning to the other areas of the city, only one census tract realized a double digit increase, while 12 tracts declined in the percentage of owner-occupancy with three of those seeing double digit declines. Declines were most evident in the older sections of St. Joseph and probably reflect the conversion of older single-family homes into rental units in contrast to the construction of new rental properties. Table 18 provides a three decade snapshot of decline in owner-occupied housing.

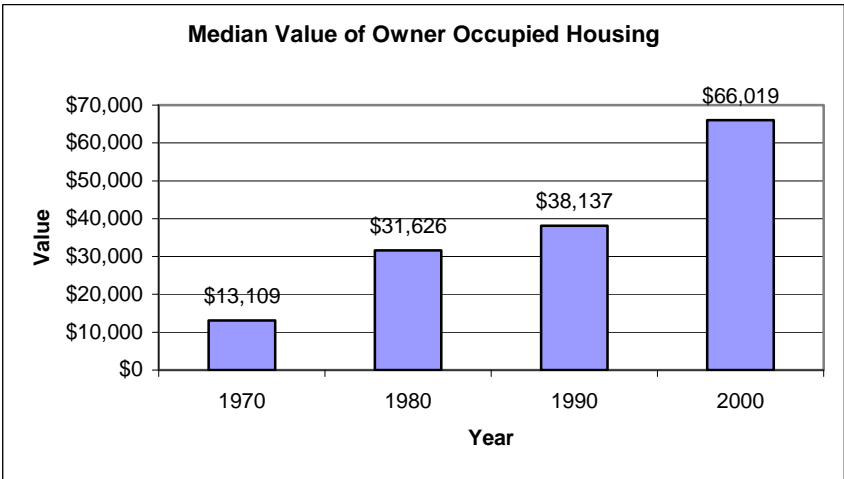
Table 18. Percent of Owner Occupied Housing, St. Joseph Urbanized Census Tracts



Median Value of Owner-Occupied Housing

The median value of owner-occupied housing increased significantly in the period between 1990 and 2000. The median value of owner-occupied homes rose in every census tract. In three census tracts, that rise was at least 100%. Table 19 shows the increasing values over the last three decades. This trend also mimics a nationwide trend of house values continuing to increase.

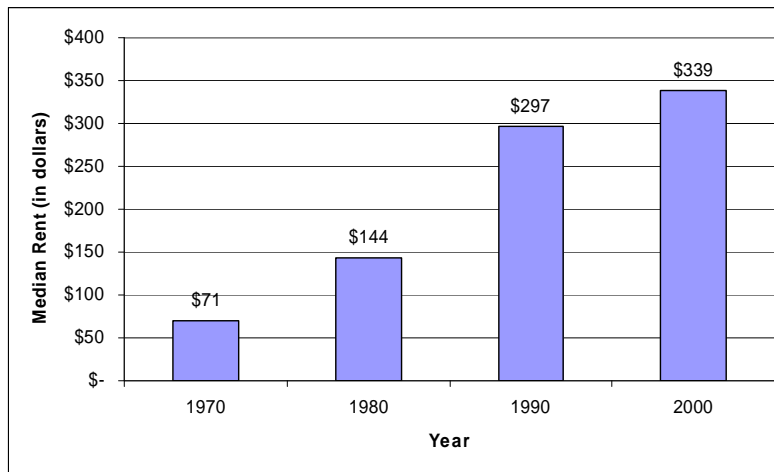
Table 19. Median Value of Owner Occupied Housing, St. Joseph Urbanized Census Tracts



Median Contract Rents

Median contract rents increased forty-two dollars from 1990 to 2000. While rents continued their previous escalation trend, they did not increase at the same increment as seen in previous decades. Only two census tracts decreased in median rents. While rents in every other area of the city rose, the increase varied dramatically with the largest increase being 38% in census tract 12 which is in the heart of downtown. This increase can probably be explained by the conversion of old warehouses to new lofts and apartments which is also occurring throughout the United States. Table 20 shows these figures.

Table 20. Median Contract Rent, St. Joseph Urbanized Census Tracts



The Availability of Plumbing

Substandard plumbing as it applies to housing units continues to decrease. Several areas in the older sections of St. Joseph have had significant reduction in substandard plumbing while other areas have seen complete eradication of substandard plumbing. Less than one percent of all housing units within the St. Joseph urbanized census tracts have substandard plumbing.

Conclusions

In terms of developing strategies to encourage neighborhood revitalization, the data discussed above has several important implications.

1) The fact that eleven census tracts lost households from 1990 to 2000 indicates that neighborhood disinvestment is occurring. Unless reversed, the physical conditions of those areas will continue to deteriorate.

2) The combined effects of declining households, low income, and poverty call for well designed incentives that maximize a minimal amount of public dollars to leverage new private investment for neighborhood revitalization.

3) Finally, while deteriorated housing conditions are the outward sign of neighborhood decline, the root cause is low household income. If household income increases, housing conditions will improve even in the absence of other initiatives to spur revitalization. The emphasis on basic economic development set forth elsewhere in this report should also be considered as an essential strategy toward the accomplishment of neighborhood revitalization.

2.0 The Land Use Plan

2.1 GENERAL PROVISIONS

2.1.1 *Elements of the Land Use Plan*

The Land Use Plan is the culmination of the analysis of existing conditions and projections of future growth. The plan represents the city's overall land use policy and incorporates transportation plans, civic design plans and plans for economic development. The goals, objectives, assumptions, policies, and standards of each are set forth in the Land Use Plan.

2.1.1.1 Land Use Plan Defined

The Land Use Plan is the official statement of land use policies, programs and plans, in graphic and written form, for guidance and direction of the physical development of the community from the enactment date of the Land Use Plan to the year 2024.

2.1.1.2 Terms Defined

Goal - A general statement of community decisions and aspirations indicating a broad social, economic, or physical state or condition that the community officially agrees to strive to achieve in various ways, including among others, through the implementation of the Land Use Plan.

Objective - A more limited and precise aim, purpose, or condition than a goal, which is officially adopted and is intended to be realized in various ways, including among others, through the implementation of the Land Use Plan.

Assumption - An official postulation regarding some aspect of the nature of the city as related to its present or future status.

Policy - An officially adopted course or method of action intended to be followed.

Principle - A primary or basic doctrine, an indication of fundamental relationships.

Standard - A definitive rule providing qualitative and quantitative measurement to be used as basis for design or course of action.

2.1.2 General Goals of the Land Use Plan

2.1.2.1 Nature of General Goals

It is the general goal of the citizens of St. Joseph to create a community having a distinctive lifestyle and a physical form that reflects and takes advantage of its unique qualities. It is desired that St. Joseph strengthen its identity as a physical environment of order and beauty in which private and public uses are carefully integrated and are mutually supporting. These enhanced qualities of life features should give confidence to private citizens to invest their time, energies, and monetary wealth in the future of the city.

The general goals set forth below are not to be considered as a comprehensive statement of the total goals and aspirations of St. Joseph relating to future development, but rather are intended to represent those particular social, economic and physical environmental goals which directly relate to the physical development of the city and for which the City Council has a primary responsibility.

2.1.2.2 Social Goals

A. To increase citizen participation in planning and implementing of community development programs.

B. To document and understand the real and perceived civic and social problems of all segments of the community.

C. To aid in the creation of a variety of high quality employment, education, and recreational opportunities.

2.1.2.3 Economic Goals

A. To expand employment opportunities for citizens, by improving economic stability through diversification of the economic base.

B. To improve the economy of local government, without compromising the quality of services or the health, safety, and welfare of the community.

C. To attract investment capital to the community by supporting public facilities, services, and private development that are high quality in nature.

Land Use Plan of the City of St. Joseph, Missouri

D. To stimulate economic growth in those areas for which the regional labor force, geographic location, and other resources are uniquely equipped.

E. To have land readily available for vital industrial development.

2.1.2.4 Physical Environmental Goals

A. To provide ample land for parks and open space in a rational pattern that accommodates all types of recreational uses.

B. To prevent development from occurring in environmentally sensitive areas such as floodplains and wetlands whenever possible.

C. To preserve the unique and natural assets of the region that have historic significance or qualities that endear themselves to the community.

D. To provide for thoughtful extension of the planned open space and boulevard system.

E. To avoid “leapfrog” development that leaves large areas of the city undeveloped.

2.1.3 General Policies of the Land Use Plan

2.1.3.1 The Land Use Plan as the Fundamental Policy Guide

The policies for the development of St. Joseph are set forth in this Land Use Plan and in the Long Range Transportation Plan, Zoning Ordinance, Housing Code, Building Code, Subdivision Regulations, and other codes and ordinances relating to the basic and fundamental development policy of the community. All other plans, codes and ordinances, and amendments thereto, shall be in conformity with the intent of policies both explicitly and implicitly expressed in the Land Use Plan. It is intended that studies, public hearings, and official changes in the Land Use Plan shall be completed before the Planning Commission reviews and recommends action to the Council on plans, ordinances, and amendments thereto which cause Plan changes to be initiated.

2.1.3.2 Review of Plans and Policies

The plans and policies expressed herein shall be reviewed annually by the Planning Commission. The Commission shall review, among other things, the growth and change in population and land use, changes in social and economic conditions and other factors which may influence the physical environment, and the plans and policies relating thereto. The Commission shall file a report with the City Council of such findings including recommended changes in the Land Use Plan.

A more comprehensive review of all goals, assumptions, and policies for community development shall be made at least once every five years by the Planning Commission. In general, this review shall be carried out within two years following the publication of the federal decennial census, and again approximately five years thereafter, or as otherwise requested by the Council or initiated by the Planning Commission.

2.1.3.3 Citizen Participation

The purpose of the public policies contained herein is twofold. The first is to provide public facilities and services and second is to guide private development and uses of land. They are intended to protect and serve the citizens of St. Joseph and will be effective for this purpose only when they represent a strong public consensus and are thereby supported. Types of policies vary widely and not all affect or interest citizens equally. In the process of public policy making, it is intended that citizens who will be significantly affected by a proposed policy or who may have a special interest or expertise in the area of concern shall be identified and given opportunity to contribute to the policy-making process through public hearings, study sessions, informal discussion, committee participation, and consultation with public officials, and that careful deliberation shall prevail on the study of proposals and possible consequences.

2.1.3.4 Assumptions

Planning for St. Joseph has a dual focus. It must provide for eventualities that cannot be foreseen. This is to be accomplished through the adoption of policies and standards to be applied under different types of circumstances. Planning also forecasts the need for services by indicating both quantity and time increments involved.

Assumptions concerning future population density, distribution, and numerical totals therefore become policies on which are based predictions of future housing, utilities, transportation facilities, and other private and public demands. These assumptions are to be periodically reviewed and modified as new information on demands becomes available. The analysis of existing conditions and factors relating to the future of St. Joseph has been provided in Chapter 1, Factors Affecting Development.

2.2 LAND USE PLAN

2.2.1 *Nature and Purpose*

The Land Use Plan is intended to provide the official policies for the physical development of St. Joseph. The policies which are expressed graphically on the official Land Use Plan and in written form include policies for guiding and coordinating the development and use of land. (See Land Use Plan, Map 6, page following).

2.2.2 *Goals and Policies for Differing Uses of the Land Use Plan*

This article defines the land use elements that appear on the St. Joseph Land Use Map. The following table lists the land uses and the zoning related to those uses.

Table 21. Land Uses and Related Zoning categories

Land Use	Related Zoning
Low Density Residential	R-1A, R-1B, R-2, RP-1A, RP-1B, RP-2
High Density Residential	R-3, R-4, R-5, RP-3, RP-4, -P-5
Commercial	C-1, C-2, C-3, CP-1, CP-2, CP-3
Office	B-P, C-O, CP-O
Industrial	M-1, M-2, MP-1, MP-2
Parks/Parkway/Boulevard	N/A
Public	N/A
Quasi-Public	N/A

Specific zoning decisions within each land use category should take into account compatibility with existing land use patterns and other land use plan objectives.

Land Use Plan of the City of St. Joseph, Missouri

Go to
[City's official Future Land Use Map, adopted July 15, 2009.](#)
for current Land Use Map

2.2.2.1 Residential Uses

Goals All citizens of St. Joseph should have housing options that provide for sound quality, design, a diversity of housing types, and affordability options. Housing stock should be of sufficient size to produce a healthy and satisfying living environment. Housing is to be located in quiet, safe and attractive neighborhoods that provide each dwelling unit with convenient and safe pedestrian and vehicular access to an elementary school, churches, and recreation areas located within the neighborhood.

Map Interpretation Residential areas on the Land Use Plan map have been designated as either low density residential or high density residential.

- Low density describes those areas which are predominantly single family, although they may contain duplexes and higher density residential units, but which should remain low density in character. Low density land uses will have a density less than 5 units/acre.
- High density residential does not describe all existing higher density residential areas, but those areas which are most appropriately higher density based on adjacent land uses, traffic capacity and accessibility. High density land uses should range from 5 units/acre to 15 units/acre.

General Policies

A. The Neighborhood Unit

Whenever possible, residential development should be designed according to the Neighborhood Unit concept. A Neighborhood Unit is an area planned as a unit and used principally for residential purposes, but which contains recreational, religious, educational, and retail shopping facilities needed to serve the residents of the neighborhood. Each of these elements should be provided as an integral part of the plan for the neighborhood and in accordance with the following principles:

- 1) The neighborhood unit should be of a size which can be served by one elementary school.
- 2) The elementary school and/or neighborhood park and playground should be located in the approximate center of residential population.
- 3) The street system should be designed in accordance with the principles and standards set forth in 2.3 Transportation herein. All major streets should be routed

along the perimeter of the neighborhood. Minor residential streets should be designed to provide good access to abutting property, but should be arranged to discourage their use by through traffic. Collector streets should provide fairly direct connection between minor streets and neighborhood recreational, educational, or shopping facilities, or major streets. Whenever possible, residential dwelling units should not face on or have direct ingress and egress to a collector street.

4) The neighborhood shopping centers, churches, and other institutional activities which are intended to serve both persons within and outside of the neighborhood should be located near the outer edge of the neighborhood with good access to the perimeter major street system. Building sites should be large enough to provide yards and open spaces consistent with the scale and function of individual buildings. Landscaping and site planning should be employed to protect residential dwellings from the more intensive activities of institutional uses.

B. Neighborhood Functions Not Involving Housing

1) Churches

Sites for churches should be provided in the plan for each neighborhood unit. Sites should be located near the outer edge of the neighborhood unit on a collector street, with convenient access to a major street, and planned to provide insulation of residential units from church-related activities.

2) Neighborhood Parks and Playground Sites

Neighborhood parks and playgrounds and sub-neighborhood playgrounds should be provided in accordance with accepted standards of adequacy.

3) Elementary School Sites

Elementary school sites should be provided in accordance with accepted standards.

4) Neighborhood Shopping Centers Sites

Neighborhood shopping center sites should be provided in accordance with the policies and standards provided in Table 22.

5) Neighborhood Sidewalks

Sidewalks should be provided with accepted standards as to encourage a “sense of place and community” and to provide connectivity.

Recommended Strategies

The following is a list of specific housing and residential development strategies to be pursued under the action plans outlined in Chapter 3, Plan Implementation.

A. City policy should encourage preservation and renovation of older residential neighborhoods.

B. City policy should support new residential construction on vacant land in older areas as long as design is context sensitive.

C. City policy should seek to preserve older single family neighborhoods by controlling proposed changes to higher densities.

D. City policy should seek to insure that new residential construction in undeveloped areas is compatible with existing development in density and building quality.

E. Provision should be made to rezone existing neighborhoods with incompatible zoning to a more appropriate zoning designation.

F. Provision should be made for Planned Unit Developments in which planned residential densities are not exceeded but in which a mixture of building types may be employed.

G. Residential development should be encouraged in those areas now adequately served by public facilities and utilities.

H. Residential development should be discouraged in areas beyond the city's gravity sewer limits and areas not served by public utilities until those areas now adequately served are fully utilized.

I. Mobile home parks should be permitted as residential uses only where there are adequate public utilities available and where they are compatible with existing land use.

J. The city should maintain a program of minimum code enforcement that would require housing units to meet minimum health and safety standards before permitting occupancy.

K. The supply of affordable housing for low income persons, the elderly, and the handicapped should be expanded.

L. The city should continue to develop coordinated programs of neighborhood improvement that include capital improvement provisions.

M. Enforcement of environmental standards relating to weeds, trash and litter should be increased.

N. The city should promote the use of neighborhood groups as a vehicle for citizens to participate in reaching the goal of sound housing for all St. Joseph citizens.

O. The city should continue to promote building on vacant infill lots.

P. The Kirschner-Purtell Addition is an established residential neighborhood which is surrounded by several industries and manufacturing zoning districts. The addition and should be allowed to remain but shall not be expanded. This use should be re-evaluated in the future to ensure the use is relevant in the accordance with future development.

2.2.2.2 Commercial Uses

Goals Each commercial use should have a location which provides convenient access for customers in an attractive, safe, and sanitary environment, and which is related to other uses in a manner to receive maximum benefit and support from compatible uses and community facilities. Most commercial services in St. Joseph are located either in the central business district (CBD), existing shopping centers, or in strip commercial areas situated along arterial streets. The location policies of the Land Use Plan propose to encourage an increased concentration of commercial activities in planned shopping centers conveniently situated throughout the community and in the CBD. Strip commercial development, except that especially designed and located on highway access streets to serve tourists, is to be discouraged.

Map Interpretation Commercial areas have been designated on the Land Use Plan map.

General Policies

A. Planned Shopping Centers.

The planned shopping center is intended to be a unified grouping of compatible retail shops and stores, planned as a unit, situated on a site of sufficient size to provide adequate off-street parking space for customers and employees, oriented and designed to protect adjacent land uses, and located to provide convenient access from surrounding residential areas. Shopping centers should have the characteristics set forth in Table 22.

Table 22. Characteristics of Planned Shopping Centers

Characteristic	Neighborhood	Community
Leading Tenant	Supermarket Drug Store	Vanity Store Small Department Store
Number of Stores	5 to 20	15 to 40
Area of Stores	30,000 to 75,000 sq. feet	100,000 – 250,000 sq. feet
Area of Sites	4 to 20 acres	5 to 40 acres
Radius of Trade	½ mile	2 miles
Number in Trade Area	4,000 people	35,000 people

B. Central Business District

The central business district (CBD) is intended to be a dominant retail, commercial, office, and civic center of St. Joseph.

- 1) Attention should be directed toward revitalizing the role of the (CBD).
- 2) The city should encourage those businesses which benefit from a central location, high employment concentrations, and proximity to other establishments to locate in the (CBD).
- 3) The city should support the location of high employment concentrations in the (CBD) by providing efficient traffic circulation and adequate parking and by encouraging the development of businesses to serve those employees (i.e. food service, etc.).
- 4) The city should support the efforts to develop vacant land, attract new businesses and industry, and redevelop fringe areas surrounding the (CBD).
- 5) Since St. Joseph was selected in 2006 as one of the first DREAM Initiative cities in Missouri, the city should continue to support this initiative as it continues to efficiently and effectively engage in downtown redevelopment and revitalization efforts. (The DREAM Initiative is for three-years and makes it possible for us to gain prioritized access to state supported programs through ongoing cooperation among several unique agencies and funding sources. Programs include technical and financial assistance for infrastructure improvements, historic preservation, affordable housing, community services, business development and job creation. The goal is to teach local community leaders in order that we develop our own specific plan for the central business district, specific to the needs of St. Joseph.)

Land Use Plan of the City of St. Joseph, Missouri

- 6) Preservation and renovation of St. Joseph's historic buildings should be encouraged.
- 7) Blighted or deteriorating areas within and adjacent to the CBD should be improved either through rehabilitation, where feasible, or through demolition and redevelopment.
- 8) The street system within the CBD should function primarily as a routing system to adjoining commercial uses, and secondarily as thoroughfares.
- 9) Parking facilities in the CBD should be located and developed to serve five distinct types of daily uses: (1) long-term or all-day employee parking; (2) shoppers' business and patron parking; (3) errand parking (of 15-20 minute maximum duration); (4) facilities for service vehicles; and (5) residents of the area.
- 10) The CBD should maintain a balance of tourist and non-tourist related commercial activity. Commercial activity that attracts both activities should be encouraged to locate in the CBD.

C. Other Commercial Areas

- 1) Office Commercial. Office commercial areas are intended to provide a location for those administrative and professional offices which can occupy smaller structures in a landscaped setting. This type of development can serve as a buffer between more intense retail and office commercial uses and established residential neighborhoods. Emphasis is placed on smaller, individual, free-standing buildings, landscaping, setbacks, sign control, and restricted building height in order to promote maximum aesthetic considerations in establishing protection for nearby residences.
- 2) General Commercial Areas. General commercial areas are intended for the conduct of personal and business services and the general retail business of the community. Persons living in the community and in the surrounding trade territory require direct and frequent access. Traffic generated by the uses will be primarily passenger vehicles and only those trucks and commercial vehicles for stocking and delivery of retail goods.

Land Use Plan of the City of St. Joseph, Missouri

- a. Scattered commercial land uses should be discouraged. Retailers and other businessmen should be encouraged to group their shops in convenient locations, in well planned and attractive arrangements.
- b. New strip commercial development should be discouraged and limited to infill in strip commercial areas already established by existing land use.
- c. Standards for off-street parking lot design, construction and maintenance should be up-graded including standards for the number, width and design of drives.
- d. Where general commercial areas abut residential districts, standards for screening and landscaping should be established.

Recommended Strategies The following is a list of specific commercial development strategies to be pursued under the action plans outlined in Chapter 3, Plan Implementation.

- A. The city should update its zoning ordinance to provide appropriate regulations for the various types of commercial areas set forth above.
- B. The city should continue to cooperate with the Chamber of Commerce in promoting commercial development in St. Joseph.
- C. The city should adopt a new ordinance that would limit the type and number of signs in all commercial areas. Provisions should be included to phase out non-conforming signs over a several year period.
- D. The city should explore revitalization and redevelopment of older strip commercial areas, especially along Frederick, St. Joseph and King Hill Avenues.

2.2.2.3 Industrial Uses

Goals. To provide a variety of sites for diversified industrial uses, served by suitable transportation facilities and public utilities. The arrangement, size and location of sites is intended to provide adequate area for expansion of individual operations, be conveniently accessible to living areas, have a location and arrangement so external effects such as noise, traffic, dust, smoke, odor, blast, and vibration will not adversely

influence adjacent uses and areas, and provide a physical environment appropriate for the operation of each use.

Map Interpretation. The boundaries of industrial areas have been delineated on the Land Use Plan map.

General Policies.

A. Local businessmen and officials should work together with the City Industrial Authority to issue tax exempt bonds for planned industrial and commercial projects. The availability of such financing can significantly increase St. Joseph's prospects for attracting industrial and commercial development.

B. Industrial development should be in planned industrial park areas on large tracts of land. Scattered site or strip development should be avoided.

C. Future industrial sites should also be sufficient in size to allow adequate room for expansion.

D. Future industrial development should be directly accessible to major thoroughfares and, if feasible, to rail. Industries should be located in areas where they will not conflict with adjacent land uses.

E. Industrial development should be isolated from residential and public or semi-public areas. New development or expansion should be encouraged within industrial park areas.

F. Industrial sites should be attractively screened and landscaped so as to provide a buffer to adjoining land uses.

2.2.2.4 Historic Areas and Districts

Goals. To recognize the importance of St. Joseph's historic areas and districts for their role in heritage tourism, economic development, neighborhood stabilization and affordable housing. To encourage the identification of historic areas in the city and support their renovation and revitalization through city programs and assistance.

General Policies

A. A historic theme should be established for St. Joseph, e.g. as "the true gateway to the west". Establish a series of educational markers which relate individual buildings and/or districts and areas to periods of regional and national history.

B. Support should be initiated for market studies to determine appropriate or supportable market uses for historic buildings and / or districts and areas including, but not limited to, retail centers, offices, residential uses and special purposes such as hospital related or governmental (non-profit) uses.

C. A review of current zoning in historic areas should be initiated. This should include study of the creation of a new zoning district for locally designated and National Register historic districts to protect older, historic areas from incompatible uses that could adversely affect renovation and revitalization potential.

D) Since St. Joseph was selected in 2006 as one of the first DREAM Initiative cities in Missouri, the city should continue to support this initiative as it continues to efficiently and effectively engage in downtown redevelopment and revitalization efforts. (The DREAM Initiative is for three-years and makes it possible for us to gain prioritized access to state supported programs through ongoing cooperation among several unique agencies and funding sources. Programs include technical and financial assistance for infrastructure improvements, historic preservation, affordable housing, community services, business development and job creation. The goal is to teach local community leaders in order that we develop our own specific plan for the central business district, specific to the needs of St. Joseph.)

2.2.2.5 Quasi-Public Areas

Goals. Quasi-Public represents those land uses such as hospitals, churches and church affiliated property, nursing homes and cemeteries which, although often privately owned, provide unique services and contributions to the community by their presence.

Map Interpretation. The boundaries of Quasi-Public areas have been delineated on the Land Use Plan map.

General Policies. Quasi-Public designation is based on the long term use and ownership. Amendment of the Plan should be required before any rezoning would be granted.

2.2.2.6 Floodplain Areas

Goals. To minimize development in floodplain areas that may represent a threat to the public health, safety and welfare of individuals and to the economic viability of property.

General Policies

A. Development in flood prone areas is generally discouraged.

B. If development is to occur in floodplain areas, appropriate use of land is as indicated on the Land Use Plan map; and such development shall meet federal standards for filling, preservation of flood-ways, and flood-proofing of structures.

2.3 TRANSPORTATION

2.3.1 Nature and Purpose

While the Land Use Plan is not, by definition, a transportation plan, it must necessarily address those elements of the transportation network that have major impact on the development of the principal land use areas. In particular, the relationship of the Land Use Plan to the Long Range Transportation Plan – St. Joseph 2020: Vision for the Future, which is the official plan of the city, is based on the premise that the Land Use Plan will serve to provide the input to update the transportation plan.

2.3.2 Definitions and Functional Classification of Streets

For the purposes of function, the streets of St. Joseph shall be classified and defined as follows:

Principal Arterial. The St. Joseph Highway system is made up of the principal arterials in the region. Principal arterials include all interstate freeways. Freeways connect the region with other areas in the state and other states. They also connect the St. Joseph central business district to regional business concentrations. The emphasis is on mobility as opposed to land access. They only connect with other freeways, other principal arterials and select minor arterials and collectors. The freeways provide for the longest trips in the region.

Minor Arterial. The minor arterial system connects the urban area to cities and towns inside and outside the region. They interconnect the rural growth centers in the region to one another as well as to similar places just outside the city. They provide supplementary connections between the St. Joseph CBD and the regional business concentrations. They connect major generators within the CBD and the regional business concentrations. Minor arterials can further be broken down into Relievers, Expanders, and Augmenters/Connectors (see long range transportation plan for definition of each) however for the purpose of these document they will all be shown simply as minor arterials.

Collector. The collector system provides connection between neighborhoods and from neighborhoods to minor business concentrations. It also provides supplementary interconnections of major traffic generators within the St. Joseph CBD and regional business concentrations. Mobility and land access are equally important. Direct land access should predominantly be to development concentrations. Collector connections are predominantly to minor arterials.

Local Street. Local Streets connect blocks and land parcels. The primary emphasis is on land access. In most cases, local streets will connect to other local streets and collectors. In some cases, they will connect to minor arterials. Local streets serve short trips at low speeds. In the urban area, local streets will occur every block. In the rural areas, one mile spacing may be appropriate.

Parkway. St. Joseph was one of the first cities in the United States to develop an imaginative and comprehensive parkway plan. Anchored on the north by Krug Park and on the south by Hyde Park, the 26 miles of greenway features a multitude of outdoor and indoor recreational opportunities, walking trails and scenic overlooks. The completed system connects principal parks and recreation facilities throughout the city. It is the intent of the Land Use Plan to make provisions for the extension of this system and thus areas have been designated on the Land Use Map. In an effort to extend the parkway system, the parkway system can be melded into any of the above classification of streets as discussed within the Boulevard System Master Plan.

Land Use Plan of the City of St. Joseph, Missouri

Boulevard. The intent of the boulevard system is to provide for a park-like setting along designated routes to provide an extension of the historical parkway but in a setting different from the historical parkway. Much of the boulevard system will be located in residential and other developed properties. The boulevard system will be enhanced by extensive landscaping and street trees located within center medians and along right-of-ways, and will provide extra wide sidewalks. The travel lanes will provide bike lanes, while also including transit facilities where needed. The boulevard system will encompass existing roadways with the intent to expand to the south of the current City Limits. These areas have been designated as such on the Land Use Plan Map. The boulevard system can be developed in conjunction with development along these roadways.

2.3.2 Goals and Policies of the Transportation Plan

The St. Joseph transportation plan includes plans for major streets, rail, and air facilities. The plan has several goals which include:

A. To promote the balance and sustained economic growth of the St. Joseph metropolitan area through the efficient movement of goods and people in a safe, energy efficient, and environmentally sound manner.

B. To preserve St. Joseph's unique environmental features by protecting the integrity of air, land, water, energy, cultural and aesthetic resources.

C. To implement and promote transportation system improvements which increase the efficiency of the movement of people and goods.

D. To promote and implement transportation improvements that minimize the occurrence of and potential accidents that might result in the loss of health, life, and property.

E. To utilize available personnel and financial resources efficiently, ensuring that the transportation system meets the users needs and remains financially stable.

F. To develop a transportation system that is reliable and accessible to all potential users.

G. To encourage and implement system improvements which promote the efficient and effective movement of people and goods by integrating and linking various modes of transportation and plans, enabling users access to the entire metropolitan area.

H. To promote improvements and developments which provide jobs, balanced growth, varied outlets for recreation, cultural expression, and environmental enhancement.

I. To promote the development of an inter-modal transportation network that provides equity, choice and opportunity for all citizens

2.4 CIVIC DESIGN ELEMENTS

2.4.1 Nature and Purpose

Civic design elements are an integral component of the Land Use Plan and contribute both to the city's spatial organization and its overall quality of life. They

provide structure for the overall large scale physical design of the city around which many small land use decisions revolve. Insofar as they are positive additions to the city, they provide amenities for the citizens and become strong tools for economic development by increasing the physical and social attractiveness of the city.

2.4.2 Goals and Policies for the Development of Additional Civil Design Elements

Goals. Civic design elements should help strengthen the physical structure of the city and its land use pattern.

Civic Design. The civic design elements provided within the city should help meet the need for recreation amenities in St. Joseph. They should be located where opportunities exist to strengthen the historic, recreational or other features of the city.

Recommended Strategies

A. Extend the parkway system, either by a formal extension of the park system or through parkway treatment of certain streets as indicated in the Land Use Plan.

B. Establish additional historic areas as needed while continuing to support and promote existing historic districts.

2.5 ECONOMIC DEVELOPMENT

2.5.1 Nature and Purpose

The physical development elements of the Land Use Plan are intended to support the growth and expansion of St. Joseph's economic base.

2.5.2 Goals and Policies for Economic Development

Goals. The following goals are adopted as reasonable and attainable during the next ten year period:

A. A goal of 3% population growth is targeted. This represents a beginning increase of approximately 2220 people per year.

B. To achieve this population growth, a minimum net increase of 370 jobs per year in basic employment (i.e., production of goods and services for export from St. Joseph)

should be created. Such a net increase in basic employment should result in a net increase in service employment of 740 jobs per year, or a net increase in total employment of 1,110 jobs per year.

C. To continue to strengthen and revitalize St. Joseph's Central Business District so that it becomes a regional hub of office and service sector jobs.

D. Points of recreational and historic interest should continue to be promoted to attract more tourists and new visitors.

E. The City of St. Joseph's administration should create a positive economic environment for development activities through the efficient performance of its normal functions. It is necessary for the city to function fluidly in the areas of zoning and planning, street improvement and maintenance, wastewater treatment, public protection, landfill operations, and the promulgation and enforcement of rules and regulations to foster new growth in St. Joseph. Delivery of such basic services should be monitored as the population expands and needs of the community change.

F. Comprehensive plans for the delivery of city services should be developed to complement new business recruitment activities of private development groups in St. Joseph. The city can play a role in enhancing aspects of the community being marketed and promoted by the private development groups. Private entities can supplement financial expenditures with scores of volunteer business persons helping to market and promote St. Joseph to external businesses.

G. Approximately 80% of all new jobs are created by expansions of existing businesses. The delivery of city services and municipal rules and regulations must therefore help maintain a positive economic environment to encourage the retention and expansions of firms already located in St. Joseph.

Recommended Strategies

A. Business Recruitment and Retention

- 1) Appropriate city department heads should meet on a regular basis with private development groups to review recruitment programs and to ensure that local government activities are conducive to efforts to promote business growth in St. Joseph.

Land Use Plan of the City of St. Joseph, Missouri

- 2) Planning and Zoning and Public Works activities should be initiated to improve the viability of potential industrial and new business sited. Plans for the extension of public utilities and infrastructure improvements should be developed to accommodate future industrial and new business projects.
 - 3) A capital improvements plan with a definitive maintenance and upgrading schedule should be developed to provide information to existing and potential businesses about the city's long-range intentions and capabilities regarding governmental services and facilities. Such information will help businesses develop their own long-range plans.
 - 4) Private sector groups and citizens to be affected by proposed city actions and regulations should be identified and given ample opportunities to participate in the formulation of public policies. Such communications will build community consensus on important public policies affecting the future of St. Joseph.
- B. St. Joseph's Central Business District
- 1) The city should continue to coordinate and support the various groups involved in downtown revitalization and continue planning for more detailed studies of the CBD as needed.
 - 2) City departments should closely coordinate their activities with the plans and programs of the various private sector groups involved in downtown revitalization.
- C. Tourism
- 1) Utilizing St. Joseph's historic past and building resources, the task force organized for business recruitment and retention should develop a theme to promote the city to tourists. This action would be coordinated with historic preservation groups.
 - 2) The city should provide a high level of maintenance and service activities in the areas visited by tourists and out-of-town visitors. Public facilities, access, and signage in and adjacent to such areas should be exemplary.

2.6 Smart Growth

2.6.1 Nature and Purpose

The City of St. Joseph recognizes the need to utilize its resources in a comprehensive, conservative manner. New development needs to recognize the existing infrastructure and utilize it to its capacity prior to expanding into unimproved territories. In order to encourage inner city development and full utilization of existing resources prior to developing into new areas, the City supports the principles of Smart Growth.

2.6.2 Goals and Policies for Smart Growth

A. Create Range of Housing Opportunities and Choices. Providing quality housing for people of all income levels is an integral component in any smart growth strategy.

B. Create Walkable Neighborhoods. Walkable communities are desirable places to live, work, learn, worship and play, and therefore a key component of smart growth.

C. Encourage Community and Stakeholder Collaboration. Growth can create great places to live, work and play if it responds to a community's own sense of how and where it wants to grow.

D. Foster Distinctive, Attractive Places with a Strong Sense of Place. Smart growth encourages communities to craft a vision and set standards for development and construction which respond to community values of architectural beauty and distinctiveness, as well as expanded choices in housing and transportation.

E. Make Development Decisions Predictable, Fair and Cost Effective. For a community to be successful in implementing smart growth, it must be embraced by the private sector.

F. Mixed Land Uses. Smart growth supports the integration of mixed land uses into communities as a critical component of achieving better places to live.

G. Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas. Open space preservation supports smart growth goals by bolstering local economies, preserving critical environmental areas, improving our community's quality of life, and guiding new growth into existing communities.

Land Use Plan of the City of St. Joseph, Missouri

H. Provide a Variety of Transportation Choices. Providing people with more choices in housing, shopping, communities, and transportation is a key aim of smart growth.

I. Strengthen and Direct Development Towards Existing Communities. Smart growth directs development towards existing communities already served by infrastructure, seeking to utilize the resources that existing neighborhoods offer, and conserve open space and irreplaceable natural resources on the urban fringe.

J. Take Advantage of Compact Building Design. Smart growth provides a means for communities to incorporate more compact building design as an alternative to conventional, land consumptive development.

In support of the smart growth principles as defined above, the City will encourage the practice of “growth management.” Growth management is an area of planning that responds to inefficient land use practices associated with typical suburban sprawl. Growth management does not attempt to stop growth; rather it influences the amount, rate, location, environmental effects, and character of new growth. It encourages development that follows infrastructure improvements. Growth management typically involves predicting future land use, controlling density, preserving open space, enhancing environmental regulations, and influencing the pace, location, design, and character of development. A primary objective of growth management in the City of St. Joseph should be to ensure that new development does not precede full infrastructure improvements that serve the development. A secondary objective should be to allow the City to complete infrastructure improvements necessary in areas already developed. A third objective should be to encourage redevelopment of, and “infill” development within, our inner city neighborhoods, business districts and industrial areas.

In support of the smart growth principles as defined above, the City will also encourage practices consistent with sustainable growth. This term simply refers to growth that can be sustained over time. Sustainable growth encourages development types that exemplify superior site planning and design excellence. Developments should integrate into, and enhance, the existing community. These objectives are accomplished by holding developments to high design standards, providing mixed uses within neighborhoods, creating connectivity within neighborhoods, and to existing and future neighborhoods, through streets, sidewalks, pedestrian paths, hike and bike trails, parks,

neighborhood activity centers and the like. Development should be integrated into the existing fabric of the community, either by recognizing existing patterns that have been sustainable and duplicating/repeating that pattern, or creating new development types that incorporate the principles of smart growth.

2.7 Conservation Subdivisions

2.7.1 Nature and Purpose

In order to conserve farmland, wooded habitat, wetlands, and other natural areas while at the same time accommodating inevitable development, the City of St. Joseph will support all aspects of the “growing greener” conservation subdivision approach to land development. Through this support, the City recognizes the expanse of a wide variety of ecosystems and natural heritage for which the region and City is endowed, and supports preservation and conservation efforts designed to provide for a lasting resource. The City recognizes that our natural areas provide habitat for wildlife, protection for rare plant and animal species, natural water quality buffers for streams and rivers, recharge areas for aquifers, wetlands that protect water quality and assist in flood control, and provide irreplaceable natural scenic beauty for all to enjoy.

2.7.2 Goals and Policies for Conservation Subdivisions

In order to protect and conserve our natural lands the following goals and policies of conservation subdivision design will be supported:

A. Conserve open land including those areas containing unique and sensitive natural features such as woodlands, steep slopes, streams, floodplains, and wetlands by setting them aside from development.

B. Provide greater design flexibility and efficiency in the citing of services and infrastructure, including the opportunity to reduce the width of roads and the length of utility runs, and the amount of paving required for residential developments.

C. Reduce erosion and sedimentation by the retention of existing vegetation and the minimization of development on steep slopes.

D. Provide for diversity of lot sizes, building densities, and housing choices to accommodate a variety of age and income groups, and residential preferences, so that the community diversity may be maintained.

E. Provide reasonable incentives to conserve a variety of irreplaceable and environmentally sensitive resource lands, and to create greenway systems for the benefit of present and future residents.

F. Protect areas of the municipality with productive agricultural soils for continued or future agricultural use by conserving blocks of land large enough to allow for farm operations.

G. Create neighborhoods with direct visual access to open lands, with amenities in the form of neighborhood open space, and to create strong neighborhood identities.

H. Provide for the conservation and maintenance of open land within the municipality to achieve the above listed goals and for active and passive recreational use by residents of the neighborhood.

I. Provide multiple options for landowners in order to minimize impacts on environmental resources and disturbances of natural and cultural features.

J. Conserve scenic views, vistas, and elements of the municipalities' rural character, and to minimize perceived density by minimizing views of the development from existing roads and encouraging design excellence.

3.0 Plan Implementation

3.1 Overview

St. Joseph's Land Use Plan is intended to be a dynamic document -- one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts and private development requests, the City will need to amend the Plan periodically. However, Plan amendments should not be made lightly. City Council and Planning Commission members should consider each proposed land use amendment carefully to determine if it is consistent with the Plan's goals and policies. In addition, the cumulative effect of several minor changes may be a change in policy direction. For this reason, Land Use Plan amendments must be evaluated in terms of their significance to overall City policy.

This chapter describes the processes to annually review, monitor and amend the Plan and the Land Use Plan Map. The detailed amendment process should be incorporated into the City's development regulations.

3.2 Annual Review & Monitoring

Prior to development of each budget, the City Council should:

- Measure the City's success in achieving plan goals through the recommended strategies of the Plan Implementation Program discussed at the end of this document and on the Plan;
- Propose strategies to be pursued under the coming year's budget;
- Identify unlisted strategies that will achieve Plan goals;
- Evaluate growth trends and compare those trends to Plan projections; and
- Summarize development actions which affect the Plan's provisions.

This annual review should include statements identifying the City's progress in achieving the goals of the Plan, the impact of the Plan on service provision, and proposed programs to help achieve the Plan's goals. The annual review should be used as a tool to help set budgetary priorities.

3.3 Land Use Amendments

The Land Use Map is intended to serve as a guide for public and private development and land use decisions. The intent of this plan is for the City to adopt a formal amendment process that will be codified in the City's development regulations. Land use amendments are anticipated as growth occurs and market conditions change. While land use amendments may occur more frequently than policy changes, they should not occur more than twice per year. By limiting opportunities to amend the future land use plan, the City will reduce the potential for incremental land use changes to result in unintended policy shifts.

3.4 Policy Review & Amendment

To ensure that the Land Use Plan remains an effective guide for decision-makers, St. Joseph should conduct periodic major evaluations of the plan goals and policies. These evaluations should be conducted every three to five years, depending on the rate of

change in the community, and should consider the following:

- Progress in implementing the Plan;
- Changes in conditions that form the basis of the Plan;
- Fiscal conditions and the ability to finance public investments recommended by the Plan;
- Community support for the Plan's goals and policies; and
- Changes in State or federal laws that affect the City's tools for Plan implementation.

The major review process should encourage input from merchants, neighborhood groups, developers and other community interests through the Planning Commission. Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process.

3.5 Relationship to Budget

The annual budget is one of the most potent tools for plan implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals and policies of this Land Use Plan. The Plan should serve as the basis for the staff's recommended work programs and a focus for the City Council's discussion of priorities from year to year. City staff should review the Plan goals and implementation programs and recommend appropriate strategies to achieve the Plan goals in a manner that is consistent with Plan policies.

If specific Plan recommendations are not funded, the Council should evaluate whether they should be omitted from the Plan. When there is a conflict between budget priorities and the goals and policies of this Plan, the Council should consider whether those goals or policies remain valid. If they are valid, then the Council should reevaluate budget priorities.

3.6 Capital Improvements Programming

The City should maintain and regularly update long-range and five-year capital improvements programs (CIPs).

The long-range CIP is an important planning tool to ensure that the City has planned the most cost-effective facilities and to determine whether the City will have the

capability to fund needed public facilities. The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to serve anticipated growth for the next 15 to 20 years. The long-range CIP is not an engineering document, but should provide enough specificity to determine which costs are required to remedy existing deficiencies and which costs provide new capacity that will be demanded by new development. It should establish the basis for the City's development fees and be updated at least once every five years or when significant changes to the base systems modify the City's long term capital investment strategies (*e.g.*, changes in service areas, significant changes in the Land Use Plan, changes in service demand or delivery patterns).

The five-year CIP should list short term projects needed to maintain existing levels of service, with each project being assigned a budget and a time frame for completion. The CIP also should delineate the proportion of project costs that is designed to provide new capacity and the proportion that is required to fund existing deficiencies. This delineation will enable the City to quantify the capital costs associated with new development and to monitor the expenditure of development fees. The five-year CIP should be updated annually to reflect the City's budgetary decisions.

3.7 Development Regulations

On a day-to-day basis, the development regulations (zoning and subdivision regulations) are the most important tools for Plan implementation. The Land Use Plan and the growth related goals are achieved through a myriad of incremental decisions about specific development projects. Because the Land Use Plan does not carry the force of law, the City must carry out many of the Plan policies through its subdivision and zoning authority. Updates to these development regulations should be consistent with the Land Use Plan to ensure that incremental actions on development requests support the Plan's goals, policies and recommendations.

3.8 Plan Implementation Program

The Land Use Plan requires on-going action to achieve its goals. Exhibit 1, the Plan Implementation Program, provides an initial listing of tasks required to carry out the goals and policies of the Plan. This program should be updated on an annual basis to

reflect City accomplishments and to incorporate new program proposals. The Plan Implementation Program is a tool for establishing budgetary priorities. Programs that are not funded in the recommended years should be evaluated for removal from the list or to be shifted back for later implementation. Programs that are completed should be removed from the list. The Plan Implementation Program is intended to be the most dynamic component of the plan. Through annual updates, the City can ensure that the plan continues to serve the community effectively.

3.9 Implementation Incentives Overview

Several economic incentives exist that will aid in the implementation of the Land Use Plan. The following gives a brief description of some key incentives.

Tax Increment Financing (TIF). TIF is an economic development tool which encourages the redevelopment of blighted areas, conservation areas and economic development areas. TIF allows future property taxes generated by a new development to be used to pay for the construction of public infrastructure, site clearance and related project expenses. TIF is based on the premise that there will be an increase in the value of real property, new jobs and other economic activity that will generate new tax revenue to the municipality; and, that these new taxes can be used to enable the desired redevelopment. The new or increased local tax revenues resulting from redevelopment projects in the designated redevelopment area are called the “tax increments”. The tax increment from local real property taxes (PILOTS) and 50% of the increment from economic activity taxes (EATS) are available to finance eligible project costs, such as the construction of public infrastructure, site clearance and related project expenses.

Chapter 353 Tax Abatement. Initially, enacted in 1943 as special legislation for St. Louis, Chapter 353’s purpose was to address urban blight. This was an era when cities were impoverished and economically distressed. Missouri’s Chapter 353 law is the second oldest in the United States. Chapter 353 establishes incentives to stimulate private investment and redevelopment of blighted areas in the city. Redevelopment is defined by Chapter 353 to involve the clearance, planning, and reconstruction or rehabilitation of any blighted area, and provision for such industrial, commercial, residential, public structures and recreational developments.

Land Use Plan of the City of St. Joseph, Missouri

The Chapter 353 State Statute (353.010 to 353.190 RSMo) authorizes cities to establish Urban Redevelopment Corporations, which are private not-for-profit entities. The Redevelopment Corporation makes application to the city to obtain certain rights and powers and incentives in exchange for redeveloping the area.

Special program requirements include:

- A finding of *blight* or *blighting conditions* in the project area.
- *But For* provisions are necessary in order for the development to occur.
- *Determination as to development plan.* Regardless of the recommendation of the planning commission shall review the development plan submitted.
- *Determination as to financing.* Is it reasonable to request this tax credit; and, if the corporation has adequate financing when weighing all factors of redevelopment; and, evidence of financial commitment.
- *Determination as to tax abatement.* Is tax abatement economically feasible and what is the effect of tax abatement on the political subdivisions affected as provided by an independent cost-benefit analysis.

Historic Tax Credit Program. The purpose of the historic tax credit program is to provide an incentive for the redevelopment of commercial and residential historic structures in Missouri. The program provides state tax credits for 25% of eligible costs and expenses of the rehabilitation of approved historic structures incurred after January 1, 1998. Application is statewide, but only for eligible properties. Any person, firm, partnership, trust, estate, or corporation is eligible to participate in this program, with the exception of not-for-profit entities and/or government entities. The tax credits may be used to offset Missouri income tax liability imposed pursuant to Chapter 143 and Chapter 148 RSMo, except sections 143.191 to 143.265, RSMo. Credits may be used in the year provided. Excess credits may be carried back three years and/or carried forward 10 years. The tax credits issued for costs incurred after August 28, 1998 are sellable and transferable.

Enhanced Enterprise Zone. The St. Joseph Enhanced Enterprise Zone was officially designated on July 8, 2005 and is one of the first zones established in Missouri under the new program which replaced the former Enterprise Zone program. The St. Joseph Enhanced Enterprise Zone (EEZ) encompasses one-third of the City of St. Joseph.

Land Use Plan of the City of St. Joseph, Missouri

The EEZ program can save you thousands of dollars each year and put real dollars back into your pocket. By offering business and industry lucrative tax credits and real property tax abatement, substantial economic benefits are realized by firms locating within the zone.

The EEZ offers two distinct benefits for companies who qualify. The first is a 50% abatement of real property taxes for a period of 10 years. This tax abatement applies to all improvements made to real property. The second benefit relates to tax credits available through the State of Missouri. The EEZ program is a discretionary program offering state tax credits to Enhanced Business Enterprises. Tax credits may be provided each year for up to 10 tax years after the project commences operations.

To receive tax credits in any of the 10 years, the facility must create at least two new jobs and \$100,000 in new investment in that year as compared to the base year (the year prior to the commencement of operations at the facility).

Eligible investment expenditures include the original cost of machinery, equipment, furniture, fixtures, land and building, and/or eight times the annual rental rate paid for the same. Inventory is not eligible.

Land Use Plan of the City of St. Joseph, Missouri

Appendix A
 Register of Historic Places
 St. Joseph, Missouri
 June, 2009

<u>Resource Name</u>	<u>Boundaries</u>	<u>Significance Level</u>
Alois Herbert Double House	620 So. 10 th St.	Local
Charles A and Annie Buddy House.....	424 S 9th St.....	Local
Buchanan County Courthouse (Boundary Decrease).....	Courthouse Square	National
Buchanan County Courthouse and Jail.....	Courthouse Square	National
Buchanan County Infirmary	3500 N. Village Dr.....	Local
Burnside-Sandusky Gothic House.....	720 So. 10th St.....	Local
Cathedral Hill Historic District	No. 9th St., Powell St. and No. 13th St.	Local
Central-North Central Commercial	Roughly bounded by No. 4 th ,	Local
Historic District	Main, Francis & Robidoux St.	
Century Apartments	627 No. 25th St.	Local
Christian Sachau Saloon.....	1615 Frederick Ave.....	Local
City Hose Company No. 9	2217 Frederick Ave.....	Local
Corby-Forsee Building	5th and Felix Sts.....	Local
Dewey Avenue-West Rosine	Roughly bounded by Prospect	Local
Historic District	Ave., Auguste St., Dewey Ave. and West Rosine St.	
Edmond Jacques Eckel House	515 No. 4th Street	State
Everett School	826 So. 14 th St.	Local
Dr. Jacob Geiger House-	2501 Frederick Ave.....	Local
Maud Wyeth Painter House		
German-American Bank Building.....	624 Felix St.....	National
Hall Street Historic District.....	Roughly bounded by Isadore,	State
	Corby, 6th and 9 th Sts.	
Harris Addition Historic District	Roughly bounded by 16th St,	Local
	Dalton St., 22 nd St. and Edmond St.	
Isaac Miller House.....	3003 Ashland Ave.....	Local
Jesse James House.....	12th St. and Mitchell Ave.	National
Kelley and Browne Flats	1208-1216 Frederick Ave.	Local
Kemper Addition Historic District	Portions of Clay, Union, Kemper	Local
	& Bon Ton Sts.	
King's Hill Archeological Site.....	Address restricted.....	National
Krug Park Place Historic District.....	Roughly bounded by St. Joseph	Local
	Ave., Myrtle St., Clark St., and Magnolia Ave.	
Lawler Motor Co. Building	1224 Frederick Ave.....	Local

Land Use Plan of the City of St. Joseph, Missouri

<u>Resource Name</u>	<u>Boundaries</u>	<u>Significance Level</u>
Livestock Exchange Building.....	601 Illinois Ave.....	National
Logan House (John Sublett Jr. and Caroline Ashton Logan House	1906 No. 22 nd St.....	Local
Maple Grove.....	2100 No. 11th St.....	Local
Market Square Historic District*		State
* All but 1/4 block of the Market Square Historic District was demolished in Dec. 1973. The remaining two buildings were redesignated the Missouri Valley Trust Company Historic District.		
McIntyre-Burri House	808 No. 24 th St.	Local
Miller-Porter-Lacy House	2912 Frederick Blvd.	Local
Missouri Theater and	112-128 So. 8 th St. &.....	State
Missouri Theater Building	713-721 Edmond St.	
Missouri Valley Trust Company	4 th & Felix St.....	State
Historic District* (see note above under Market Square Historic District)		
Mount Mora Cemetery	824 Mount Mora Rd.....	Local
Museum Hill Historic District.....	Roughly bounded by 9th, Francis	Local
	12th, Jules, 15 th , and Messanie Sts.	
Nelson-Pettis Farmsteads	4401 Ajax Rd., 3412 Pettis Rd.....	Local
Historic District		
Patee Town Historic District	Roughly bounded by Penn St.,.....	Local
	So. 11th St., Lafayette St., and So. 15 th St.	
Patee House	12th and Penn Sts.....	National
Pony Express Stables.....	914 Penn St.	National
John D. Richardson Dry Goods Co.	300 No. 3rd St.	Local
Robidoux Hill Historic District	Roughly bounded by Franklin St.,	Local
	Robidoux St., Fourth St., Louis St., and Fifth St.	
Robidoux Row.....	219-225 E. Poulin St.....	Local
Robidoux School.....	201 So. 10th St.....	Local
South Fourth Street Commercial	Roughly bounded by So. 3 rd St.,	Local
Historic District	So. 5th, Charles and Messanie Sts.	
St. Joseph City Hall.....	1100 Frederick Ave.....	Local
St. Joseph Park and Parkway System.....	Roughly, along Northwest,	Local
	Northeast, Corby Grove, Southwest and A Parkways, and Noyes Blvd. from Krug Park to Hyde Park	
St. Joseph Public Library.....	10th and Felix St.	Local
St. Joseph Public Library.....	316 Massachusetts St.	Local
Carnegie Branch		

Land Use Plan of the City of St. Joseph, Missouri

<u>Resource Name</u>	<u>Boundaries</u>	<u>Significance Level</u>
St. Joseph's Commerce and Banking Historic District	Roughly bounded by 3 rd , 9 th , Francis, and Edmond St.	Local
Thompson-Brown-Sandusky House	207 E. Cliff St.	Local
Virginia Flats	516-518 & 520-528 No. 10th St	Local
Vosteen-Hauck House	913 No. 2nd St.	Local
Western Tablet and Stationery Co., Building #2	1300 So. 12 th St.	Local
Wholesale Row	Bounded by Jules, 3rd, 4th, and Francis St.	National
Wyeth Flats	1015-1031 Faraon St.	Local