

Growth & Cooperative Planning Framework

INTRODUCTION

Continued growth in the unincorporated area surrounding the Arnold city limits suggests that coordination between the various governmental agencies, the County and City can result in better management of development. Maintaining and enhancing areas of urban development in a thoughtful and deliberate way involves cooperation in land use and transportation planning, implementation of growth management policies, and the identification and preservation of open space and natural areas. Concentrating urban development in areas designated for such development results in greater efficiency in the delivery of services such as water, sanitary sewer, transportation, fire and police protection and other services, and also affords a measure of predictability to landowners and residents concerning where future services will be provided and community development will be permitted.

Providing a roadmap for cooperative planning efforts in the unincorporated area among the various governmental agencies provides a first step towards cooperation, coordination, planning, and implementation. Given the varied and often competing interests of the agencies within the Plan Area it is important that all stakeholders within the area come together to create and implement common planning objectives. Each brings its own priorities and agendas to the table for discussion. All perspectives must be balanced and mutual priorities established in order to develop a shared and workable framework for City, County and other governmental agency land use cooperation.

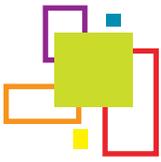
Cooperation will help each entity manage its land and capital resources, services, and infrastructure systems more efficiently and effectively. Coordination will provide a process to develop a roadmap for the future and better management of public resources. A shared direction must be established regarding the best course of action to bring about the greatest amount of good for all.

Framework Structure

This framework is designed to accommodate future analysis and strategy development for the City and unincorporated area. This framework recognizes the existence of development activity in the unincorporated area surrounding Arnold. This chapter recommends cooperative planning goals for working with the County and other governmental agencies, provides a framework for analysis, future planning, and decision-making in the “fringe areas” surrounding the Arnold city limits.



Jefferson County and
Arnold City Limits



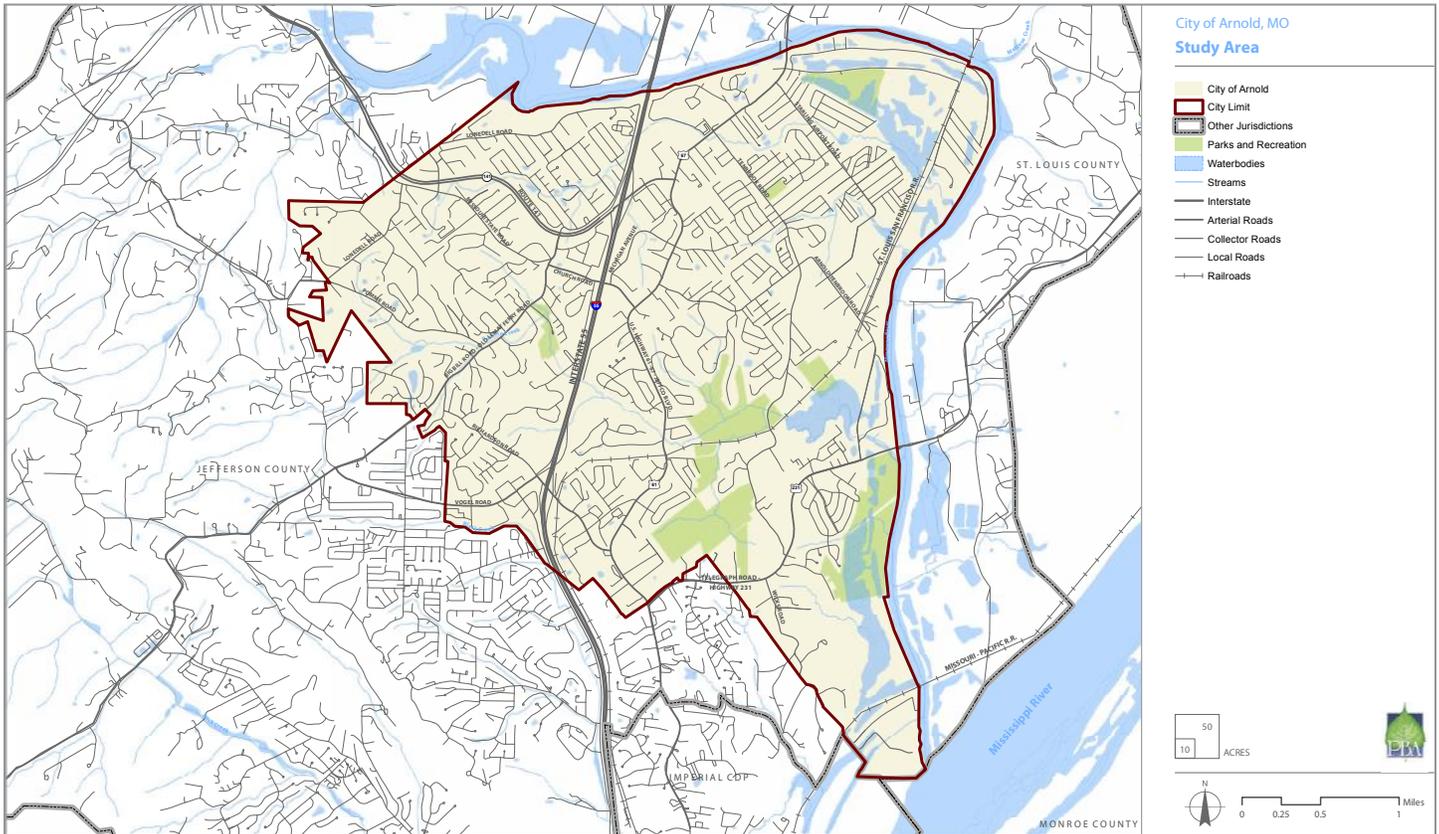
COOPERATIVE PLANNING AREA GOALS

The following recommended cooperative planning goals for the unincorporated area surrounding Arnold outline a roadmap for cooperative planning between the City, County, and the various governmental agencies.

- Work towards interagency and intergovernmental coordination for successful planning within the Cooperative Planning Area.
- Work together to identify common planning objectives.
- Work together to identify agricultural lands and rural lands for preservation.
- Work together to identify logical growth areas and growth patterns that preserve environmental resources, and provide an efficient and effective distribution of infrastructure and services.
- Work together to identify consistent criteria for level of service, design and improvement standards, and annexation requirements and procedures.
- Work together to develop joint planning rules and procedures for cooperation and coordination through an Intergovernmental Agreement.

Study Area Map (2011)

Figure: 11 Study Area Map





FRINGE AREA PLANNING CONTEXT

Jefferson County Official Master Plan

The Jefferson County Official Master Plan is created with the general purpose of guiding and accomplishing coordinated development of the county, which will, in accordance with existing and future needs, best promote the general welfare, as well as efficiency and economy in the process of development. As such, the Official Master Plan's policies, strategies, and recommendations are intended to be used as guides to decisions regarding land use, transportation and streets, economic development and public facilities. It is the intent of this document to encourage and allow a full range of opportunities and living patterns throughout Jefferson County. Choice and diversity are critical to the creation and maintenance of a well-balanced and livable environment for its citizens. Coordinated growth is necessary for Jefferson County to continue to improve and enhance the quality of life of all of its residents.

Jefferson County Preferred Growth Alternative

The Jefferson County Preferred Growth Alternative is a strategy for future growth, through which county development priority is established. The pattern is a balance of managing development and preservation of natural features and areas. Generally, growth would be accommodated in areas adjacent to existing development or in locations where service infrastructure (water, sewer and roads) is either present or easily extended to serve new development.

Characteristics

Development within these three areas should be encouraged to expand in a logical and progressive manner to ensure that service infrastructure can extend to any new development. Characteristics include, targets economic development, infrastructure and growth around currently developed areas, creates efficiencies in the provision of service and community infrastructure, builds on the existing markets of incorporated, developed areas, preserves identities of established incorporated areas, balances rural character by promoting organized development and preserving rural areas throughout the county, requires cooperative planning with incorporated areas, and organizes and builds on the existing corridor Development Pattern.

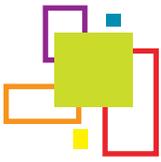
Growth Policies

Jefferson County Preferred Growth Alternative Policies state:

- Development shall be targeted to infill sites and sites adjacent to existing development, which are designated as “Primary Growth Areas.” Development shall not be encouraged in the “Reserve” of the county. If development does occur in the “Reserve,” it should be rural in nature with reduced levels of service and community infrastructure. Development within the “Primary and Secondary Growth Areas” shall be required to utilize or extend public infrastructure systems, including water, sewer and roads.
- Septic or on-site wastewater treatment systems shall be discouraged in the “Primary and Secondary Growth Areas and lots with existing systems in these areas should be connected to public sewer when physically and financially possible.”

Legal Authority for the Master Plan:

Missouri Revised Statutes 64.816 states. “The official master plan shall be developed so as to conserve the natural resources of the county, to insure efficient expenditure of public funds and to promote the health, safety, convenience, prosperity and general welfare of the inhabitants.”



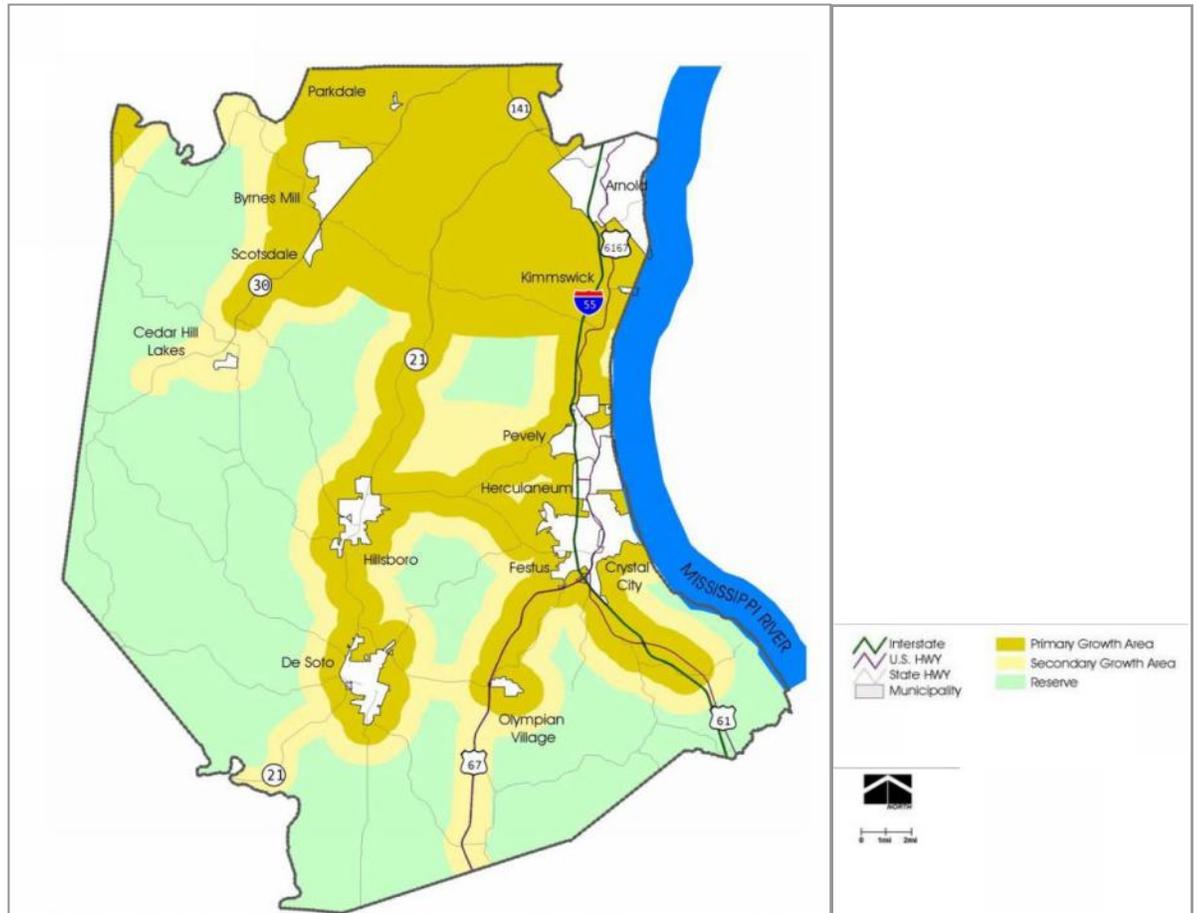
- Development will be one of the eight development patterns as defined by this plan - Rural, Rural Cluster, Large Lot, Suburban, Mixed-use, Mixed-use Addition, Infill or Industrial. Development within the county, that is in proximity to existing municipalities, shall be coordinated with the municipality.
- Commercial and employment centers shall be located in either the municipality or in the "Primary Growth Area," immediately adjacent, and it shall have direct access to a County, State or Federal highway. Residential development that has access to established transportation corridors shall be encouraged.

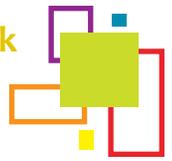
Jefferson County Development Framework Map

The following illustrates the application of the Jefferson County Development Patterns according to the above criteria in a conceptual Development Framework Map. The City of Arnold is within the designated Primary Growth Area, shown in dark yellow on the adjacent map, an area defined as the northern one-third of the county and targeted for development. All eight of the profiled Development Patterns are applicable, provided that they meet site criteria specified in the Plan. Details related to the Jefferson County Official Master Plan can be found at: <http://www.jeffcomo.org/countymasterplan.aspx>.

Jefferson County Development Framework Map (2003)

Figure: 12 Jefferson County Development Framework Map





FRINGE AREA ANALYSIS & PLANNING

The area outside the City of Arnold (often referred to as a “fringe area”) is located within Jefferson County. The “fringe area” surrounding the City of Arnold has historically been one of scattered clusters of residential growth across the rural landscape.

This Plan recommends a framework for determining future land use for these areas, and identifies the need for sharing planning direction between the city and government agencies. In anticipation of joint planning efforts, the following “fringe area” analysis was completed as part of this planning effort. Work by author Tom Daniels “*When City and County Collide: Managing Growth in the Metropolitan Fringe*” was used as a resource for this analysis.

Fringe Area Characteristics

Fringe Areas are often characterized by open lands, floodplain, new residential development, and industrial uses. Fringe Areas should be clearly defined, promoting a sense of community identity, compact development and allowing for the more efficient delivery of public facilities and services.

Fringe Area Issues:

Issues surrounding development in the Fringe Area include:

- A need for transition between residential and low-density county land beyond the municipal limits,
- The preservation of open space,
- Appropriate development patterns,
- The cost to build/maintain public infrastructure,
- The provisions of city services in low-density development areas within the County, and
- Missouri annexation policy.

Treatment Factors:

Factors in determining treatment of Fringe Areas include whether:

- The area is consistent with community goals,
- The area allows for the logical, incremental extension of city services,
- The area would provide a desirable new “edge” to the community,
- The existing boundary to be extended is contiguous to existing developed area of the city,
- The area would contribute to the positive net fiscal benefit of the city, and
- The area is necessary to promote an activity that cannot be accommodated on lands within the existing city limits.



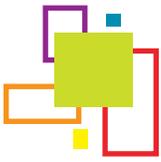
Avoid disconnected development patterns



Commercial Sprawl.



Housing Sprawl.



Tenets of Fringe Areas:

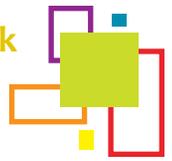
The basic tenets of Fringe Areas is to plan for:

- Defining what is “city” and what it is not,
- Managing growth at the edges, including development in areas expected to become urbanized areas, and allowing low density development (large lot subdivisions) in areas not easily sewered or served by Arnold,
- Establishing coordination methods with the County for rural levels of development in those areas expected to remain rural well into the future,
- Establishing a transition or “step-down” residential strip leading from an urbanized area to low density county land beyond the municipal limits,
- Establishing a buffer characterized by an undeveloped greenway, stream corridor, agricultural area,
- Determining whether or not a buffer or transition area is needed based on existing conditions.

Existing Fringe Area Map (2011)

Figure: 13 Existing Fringe Area Map





Evolving Edges

Evolving Edges are buffer/transition areas within the Fringe Area that extend along the existing city limit boundary. Evolving Edges are characterized by open lands, floodplain, new residential development, and industrial uses. These are lands within 1-mile of the city limits, and include existing county enclaves (areas of the County that are surrounded by City boundaries). Growth within the Evolving Edge has the greatest potential to impact Arnold. Joint analysis and planning needs to be completed for Evolving Edge areas, detailing future land uses, defining treatment goals and identifying shared planning direction between the City, County and the community. Advantages and disadvantages for the designation of an Edge or buffer/transition area are listed below and are offered as a guide for future planning discussions with the County and other governmental agencies.

Advantages:

Advantages of designating an Edge or buffer/transition area include:

- Protects and defines the developed edge that make the City's unique character,
- Gives the City control of land along its periphery,
- Protects sensitive areas within the buffer/transition area,
- Continues an existing greenway or parks network, or
- Reserves the area for future development.

Disadvantages:

Disadvantages or drawbacks of designating an Edge or buffer/transition area include:

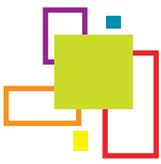
- Is perceived as blocking further town expansion,
- Preempts prime development land, thus forcing development onto marginal land,
- Promotes or encourages low-density sprawl development, or



Example Disconnected Development Pattern.

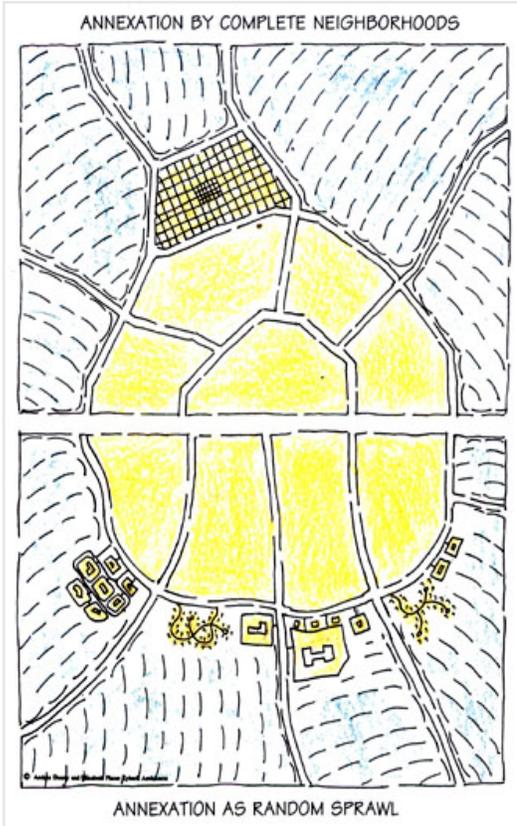


Arnold Example Edge Area



PLANNING FOR EXPANSION AND ANNEXATION

Maintaining a ready supply of developable land is important for Arnold’s economic well being; businesses will grow and newcomers will need places to live. However, new development must be planned and phased in a way that reinforces Arnold’s existing urban fabric, makes efficient use of infrastructure and contributing to the City’s fiscal position.



Lexicon: Annexation Patterns of Development

The most influential catalyst for new development is infrastructure; roads and utilities make vacant land accessible, usable and valuable, thus spurring construction. “Leapfrog” development, whereby new homes or employment areas are built far from existing urbanized areas place heavier demands on public resources than they contribute. Public safety, utilities, parks and recreation, and other services must be extended over larger areas without a proportional increase in rate-payers. Mobility choice rapidly deteriorates in sparsely populated areas, leaving residents with few alternatives to the automobile.

Arnold’s supply of vacant land within the corporate limits is limited, representing approximately 3,280 acres, excluding environmentally sensitive lands. This area can be further refined by excluding the urbanized area of 1,809 acres, representing the existing impervious surface, resulting in 1,471 acres available for development.

In order to achieve Arnold’s vision of a more fiscally sustainable community, the City must work closely with other regional agencies to prioritize infrastructure investments so they reinforce the City’s urban fabric. Vacant and underutilized land within the City is most likely to achieve this goal, followed by unincorporated lands close to the City’s existing neighborhoods, and then outlying areas.

To bolster this approach, the City and these partners should adopt a common methodology for forecasting and estimating the costs and benefits of new infrastructure investments. Furthermore, a common set of measures and desired outcomes will make the process more transparent to the public, who, ultimately, will bear the cost of building and maintaining these public services.

Annexation Issues

Proper annexation of areas adjacent to cities is often crucial to establishing and maintaining urban order and effective government. Rapid development and population growth frequently occur just outside city boundaries where property is cheaper and zoning laws may be less restrictive. Small and large cities alike are surrounded by “fringe” areas. With the development of fringe communities come the problems that concentrations of people create—increased traffic congestion on inadequate roads, the need for improved police and fire protection, and inadequate land use planning resulting in disorderly growth.

A logical solution may be annexation. City administrative and technical personnel are able to address the fringe area’s municipal needs, and do this in a manner consistent

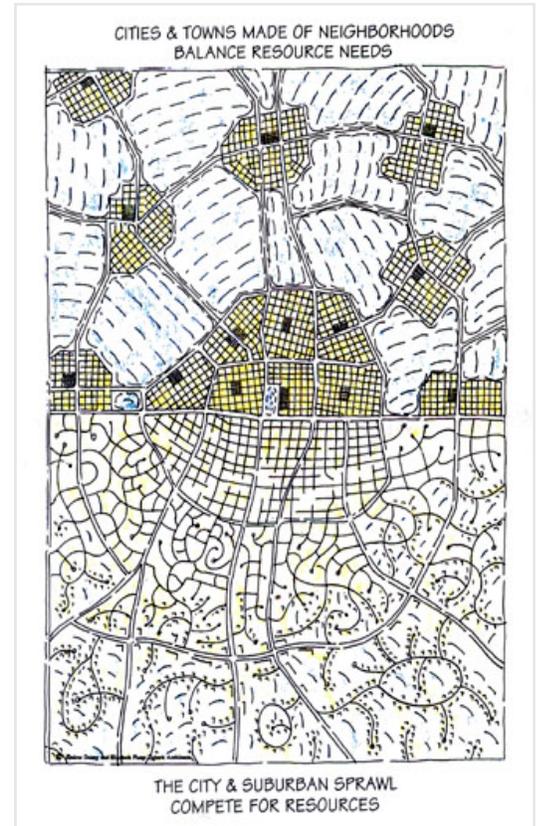


with the policies of the annexing city. In some instances, satellite city residents draw on the resources of the core city without contributing toward the cost of these resources. Annexation, therefore, may be appropriate when the central city is surrounded by a growing area, when the need for orderly planning and governmental services in fringe areas increases, and when needed services can best be supplied by the central city.

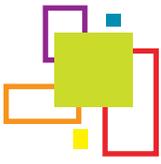
Advantages and disadvantages for annexation listed below are offered as a guide for future planning discussions with the County and other governmental agencies.

Advantages of Annexation:

1. Duplication of services can be avoided. Considerable economies can result from the coordination of services.
2. A city's zoning ordinances can be extended to adjacent areas in a logical manner, thus helping to assure orderly growth.
3. Annexation gives suburban residents a voice in the government of the larger community in which they live.
4. Business, professional, and community leaders who live in the fringe area can have a more direct role in community affairs by being elected or appointed to public office in the city.
5. Annexation eliminates the need to form a new city government with its attendant "start-up costs," or to continue reliance on costly special districts.
6. Annexation leads to a unified community and can prevent the fragmentation of local governmental authority among a large number of special districts.
7. Political boundaries will, after annexation, more nearly reflect the true and existing sociological, economic, cultural, and physical boundaries of the city.
8. Annexation increases a city's size and population, and in some instances raises its level of political influence, its prestige, and its ability to attract desirable commercial development or grant assistance.
9. Annexation can protect, or enhance, a city's tax base. The increased valuation of the city will result in a greater bonding capacity.
10. Annexation may force new industry to develop in the city, and thus create additional jobs, revenues, and commercial opportunities.
11. Unified political representation, sound economic development, enhancement of property values, and high service levels at minimum costs can best come from total comprehensive planning that avoids duplication and conflict of authority.



Lexicon: Annexation Patterns of Development



12. City and county boundaries can be squared off and made orderly and logical, eliminating a hodgepodge of edges and the resulting confusion as to whether a particular parcel should look to a city or to the county to obtain services.
13. Annexation may bring about lower utility rates, since city utility surcharges to unincorporated territory would be lifted. Annexation also often results in lower fire insurance premiums.
14. As more improvements and urban utilities are made available, real estate values and marketability may improve.
15. Additional services may become available, such as sewer, water, ambulance, transit, and drainage control.

Disadvantages of Annexation:

1. Annexation may be considered unnecessary if the community's needs, or resources, are limited. It may be unwise if the community is not physically, economically, or socially related to the annexing city.
2. Residents outside the city may argue that they chose to build and live there in order to avoid taxes for services they do not want.
3. Residents may wish to retain the community's "rural" character and, for this reason, may oppose annexation as a step toward greater urbanization. There may, for example, be a strong opposition to municipal animal controls—both leash laws and restrictions on large animals.
4. The city's ordinances, regulations, and license requirements may not be appropriate for a particular fringe community.
5. There may be distrust of the government and politics of the city to which annexation is proposed.
6. The city may not be able to finance the additional services expected by residents of the area proposed for annexation, and land that is annexed to a city may be a financial drain upon it for many years.
7. Services may not be available for extension without adversely affecting in-city service levels or without utility rate increases.
8. Existing police forces may be overextended, reducing the level of protection to the entire community.
9. There may be fear that annexation may lead to a geometric progression of municipal problems. It cannot be presumed that it will be more economical for a city to provide services to a larger area. Extending the service area may cost much more for each unit than the existing per unit cost.
10. Since most annexations are very small, annexation does not satisfactorily address community and regional concerns. From a big picture perspective, what is the city gaining?
11. Interest in annexation may be limited to a select group of citizens and not shared at the grass roots level.



Existing Unincorporated Area.



DECISION-MAKING FRAMEWORK

This framework recognizes the existence of development activity in the unincorporated area surrounding Arnold. The “fringe area” surrounding the City of Arnold has historically been one of scattered clusters of residential growth across the rural landscape. At present, the City does not have a plan or policy in place to respond to or evaluate the merits, desirability, and quality of development requested for voluntary annexation. This section recommends a framework for determining future land use for these areas through the use of Annexation Goals, Desired Development Areas and Decision-making Criteria.

Annexation Goals

- Work with the county and various governmental agencies to facilitate future annexation of lands within the unincorporated area, to facilitate infrastructure maintenance prior to annexation.
- Encourage urban growth within city limits with gradual phasing outward from the urban core.
- Ensure that adequate public services, facilities, and publicly owned utilities are available to proposed and existing development.
- Encourage land use patterns that will increase the availability of workforce housing for all economic segments of the community.
- Ensure development patterns that will encourage efficient transportation systems are coordinated with regional, city and county transportation plans.
- Consider cost/benefit issues, when appropriate, for proposed annexations to determine annexation boundaries and timing.
- Inform the public of all annexation proceedings, in full accordance with state law.
- Consider citizens’ concerns during the annexation process.



Avoid disconnected development patterns

Desired Development Areas

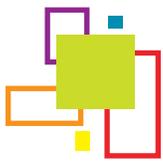
Desired Development Areas are where the City wants to direct future growth if and when it becomes important for the future economic, fiscal, or environmental health of the City. The Desired Development Areas represent “big ideas” for where and how Arnold may grow in the future. They include lands adjacent to and beyond Arnold to the south and west.

If and when any of these identified areas were to become part of Arnold in the future, an evaluation and analysis of the unincorporated area must be completed. Simply because an area is identified as a Desired Development Area does not necessarily mean that widespread or intense development will occur. Rather, it indicates:

- That the area is a priority for the city for future growth,
- That implementation may involve changing patterns of existing development over the life of the Plan, and
- That should future investment or redevelopment opportunities present themselves, they should be in accordance with the policies and criteria set forth in this plan.



Existing Unincorporated Area.



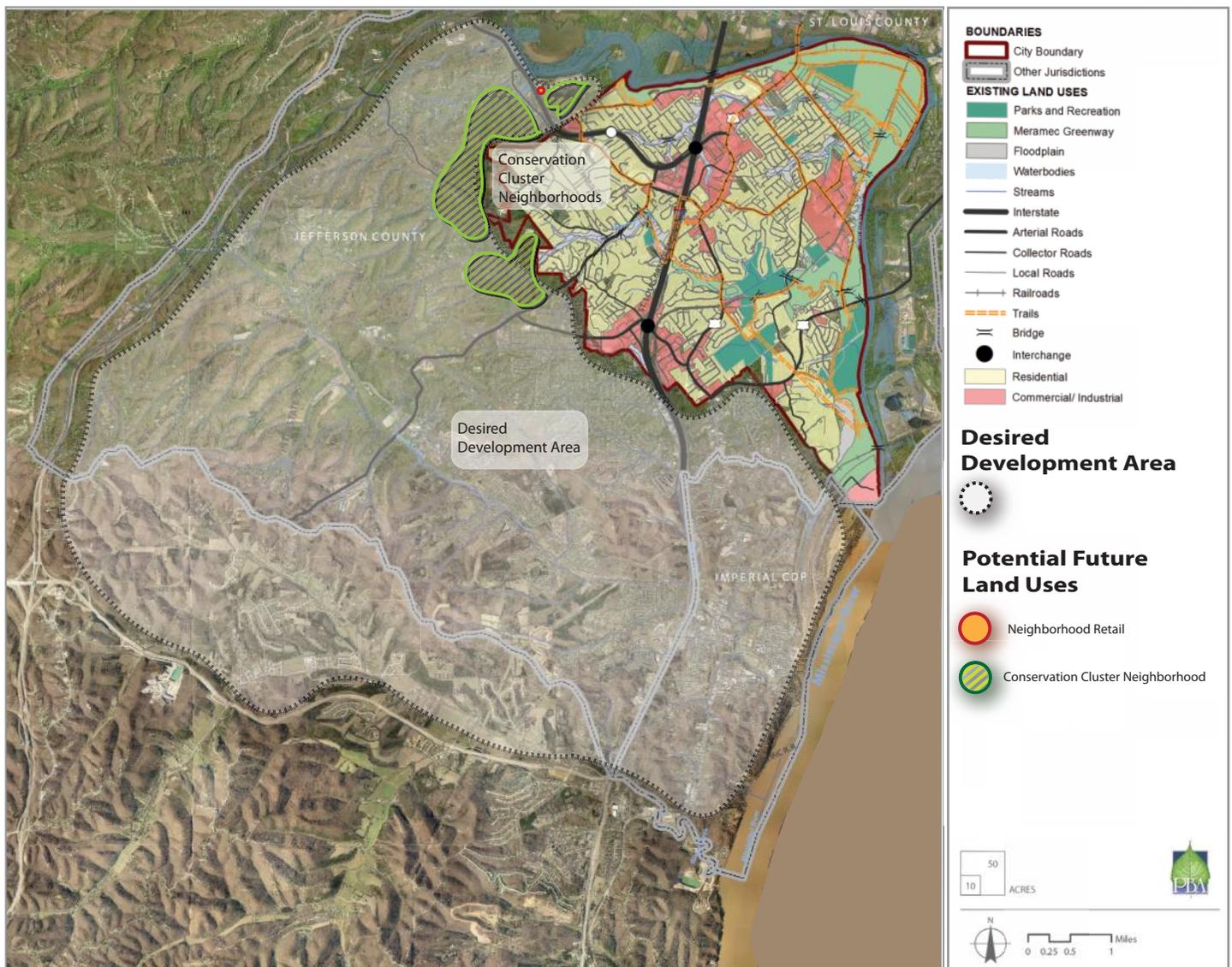
Arnold Comprehensive Plan

The Desired Development Area concept was derived from the community planning process. A community on-line survey and “Big Ideas Vision Workshop” solicited community input on the best locations for future growth, a combination of three “What If Scenarios” were designed and refined into one Preferred “New Direction” for the city of Arnold by the citizens and leaders of Arnold, which is discussed in the Land Use Framework chapter.

The “New Direction” or Preferred Land Use Strategy for the city of Arnold was utilized to project future desired land use for lands adjacent to the city limits of Arnold, resulting in the following map.

Desired Development Area Map (2011)

Figure: 14 Desired Development Area Map





Annexation Decision-making Criteria

Decision-making criteria in determination of the area to be annexed:

- The area is consistent with community goals.
- The area allows for the logical, incremental extension of city services.
- The area would provide a desirable new “edge” to the community.
- The existing boundary to be extended is contiguous to Arnold.
- The city should be able to serve those areas annexed with police, fire, water, sewer and other public facilities and services cost effectively.
- The cost of providing infrastructure and services generally should be balanced by the revenues to be derived from the annexation area over the long term.
- The area is necessary to promote an activity that cannot be accommodated on lands within the existing city limits.

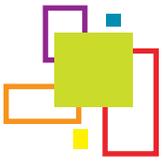
Next Steps

Recommended analysis and planning next steps include:

- Complete fringe area analysis within the unincorporated area including, but not limited to, issue identification, determination of treatment, planning goals, and refinement of growth tiers,
- Define priority areas for growth,
- Complete detailing future land uses for the cooperative planning area, and
- Prepare actions plans for priority areas.



Arnold Edge Area



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