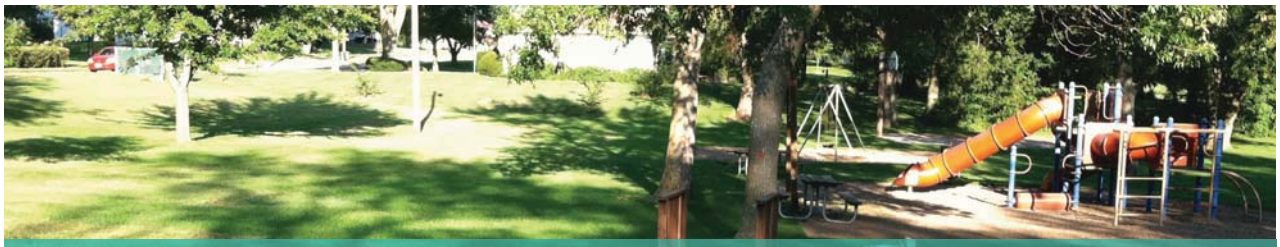


CHAPTER 5

A LAND USE VISION FOR MARYVILLE

The heart of this comprehensive plan is a unified development vision for Maryville - a concept that unifies land use, transportation, parks, infrastructure, housing, and other systems into a coordinated program for the city's future. This vision builds on the guiding principles identified in Chapter 4 and recognizes that long-term goals are realized incrementally through many short-term decisions. In addition to major projects and ideas, this chapter also provides a sound basis for public and private planning decisions.

DEVELOPMENT PRINCIPLES

Chapter One projected Maryville's growth potential and estimated the amount of land needed to meet this potential. This new development should be distributed in ways that maximize benefit and minimize unnecessary costs to the entire community. It should use land efficiently, be environmentally and economically sustainable, and reinforce the quality and character of Maryville. "Smart growth" principles, applied to overall city development policy, can help Maryville develop in an economically sound, environmentally sustainable, and mutually beneficial way. They ensure that investments have multiple benefits and that as Maryville grows, it grows together rather than apart. Maryville will grow "smart" if it:

Uses Urban Services Efficiently

An efficient Maryville will maximize investments in streets, infrastructure, and public services, and use every unit of service to the greatest advantage. New development should generally be contiguous to existing development or take advantage of under-utilized "infill" areas to produce a unified and economically efficient, and attractive city. This principle avoids stretching city services out over wide areas, which increases the cost of services and requires people to travel farther to destinations.

Encourages "Human-Scaled" Design in Major Activity Centers

In a culture oriented toward personal transportation, urban development often consumes large areas of land. People in the midwest enjoy privacy and the sense of openness provided by the landscape. But we also thrive on the human scale of more intimate environments. City environments should provide choice – places that offer both walkable scale and greater space. Even when densities are low, careful design and planning can create environments that are both efficient and a pleasure to experience. Our landscape can accommodate cars and large-format retail without being dominated by parking lots, traffic noise, and separated buildings that do not relate to each other. Well-planned, large-scale commercial and industrial developments are important to future economic growth, but can have detail and scale that learn from the quality of traditional town-building.

Mixes Land Uses

In central Maryville, Radiating from the 3rd and Main intersection, residential, retail, public, and even light industrial uses are located near each other. However, low-density, dispersed growth tends to separate land uses into distinct "zones." The original zoning concept, first enacted in New York City in 1916, grew out of a need to separate living places from major industries to protect the health of residents, and this is still good policy in many cases. But mixing compatible, yet different uses in a modern setting creates more interesting and efficient places. Different uses with similar impact, developed in ways that are compatible, make it possible for people to walk from home to shopping, school, church, or recreation; increases variety; reduces unnecessary energy use; increases social contact; and provides greater flexibility for builders and developers.

Creates Housing Opportunities and Choices

Maryville's large student population results in a greater then average number of renter occupied units and creates a unique housing dynamic in the community. Over the last several years there have been several new multi-family projects but the construction market has historically favored single-family homes. New city development should provide a range of housing opportunities, enabling young households to establish themselves in Maryville, families to grow, and seniors the chance to stay in their hometown. Maryville has always had a strong rental demand but restricted availability of mortgages, as a consequence of the housing finance crisis of 2008 and demographic change, are creating additional demand for multi-family development, innovative small lot single-family, and attached urban housing. Quality student housing should be one component of a strategy that provides opportunities for people at all stages of life.

Keeps All Parts of the City Connected

Newer residential development often occurs in separated and sometimes isolated pods, with few street, greenway, or trail connections to other parts of the city. Often, these neighborhoods are cut off by barriers such as major highways or railroads. New growth, especially in southern Maryville, should avoid isolation and include connections that unite it with the established community and South Main Street.

Preserves Open Space and Vital Natural Areas and Manages Impact

Maryville's environment and resources like Mozingo Lake can be an enormous asset that naturally attracts people. Development patterns that preserve open spaces and environmental features add value to property by increasing its desirability. Techniques that minimize impact can assure that the human-made and natural environments can coexist to the benefit of both. But even more importantly, preserving and capitalizing on the unique potential of open spaces and environmental resources helps the city preserve its soul – its room to breathe, the quality of the gifts that we have been given, and a sense that there are things beyond ourselves. But great environments need not stand pristine and unused, but should be used to add enjoyment to our lives.

Creates and Supports Transportation Options

Many communities have begun to realize the need to provide a wider range of transportation options. A completely auto-dependent city limits access of such groups as young people and

seniors. An increase in the city's physical size should not reduce access. This can be realized through better coordination between land use and transportation, improving connectivity within the street network, and developing multi-modal (or "complete") streets that accommodate all forms of transportation improves access to the city's features. Equally important, incorporating physical activity into the daily routine of citizens creates a healthier and more physically fit community. This outcome can be achieved through the improvements to sidewalks, the removal of ADA obstructions, and the planting of shade trees.

Achieves Community and Stakeholder Collaboration in Development Decisions

Maryville should be a great place to live, work, play and learn year-around. Over the years the city has developed great partnerships between the business community and community entities like the Northwest Missouri State University. Partnerships between neighborhoods, adjoining communities, developers, non-profit organizations, the university, and the city will support and accelerate implementation of the Maryville Plan.

DEVELOPMENT FRAMEWORK

The Development Framework for the Maryville Plan is based on the smart growth principles discussed above, market projections, existing priorities, and the policy statements identified in Chapter 4. The Framework establishes the overall structure for the Plan and includes the following principles:

- **Balanced and Cohesive Residential Neighborhoods.** Residential development should be focused in growth centers that are contiguous to and connected with the established city and are feasibly served by urban infrastructure.

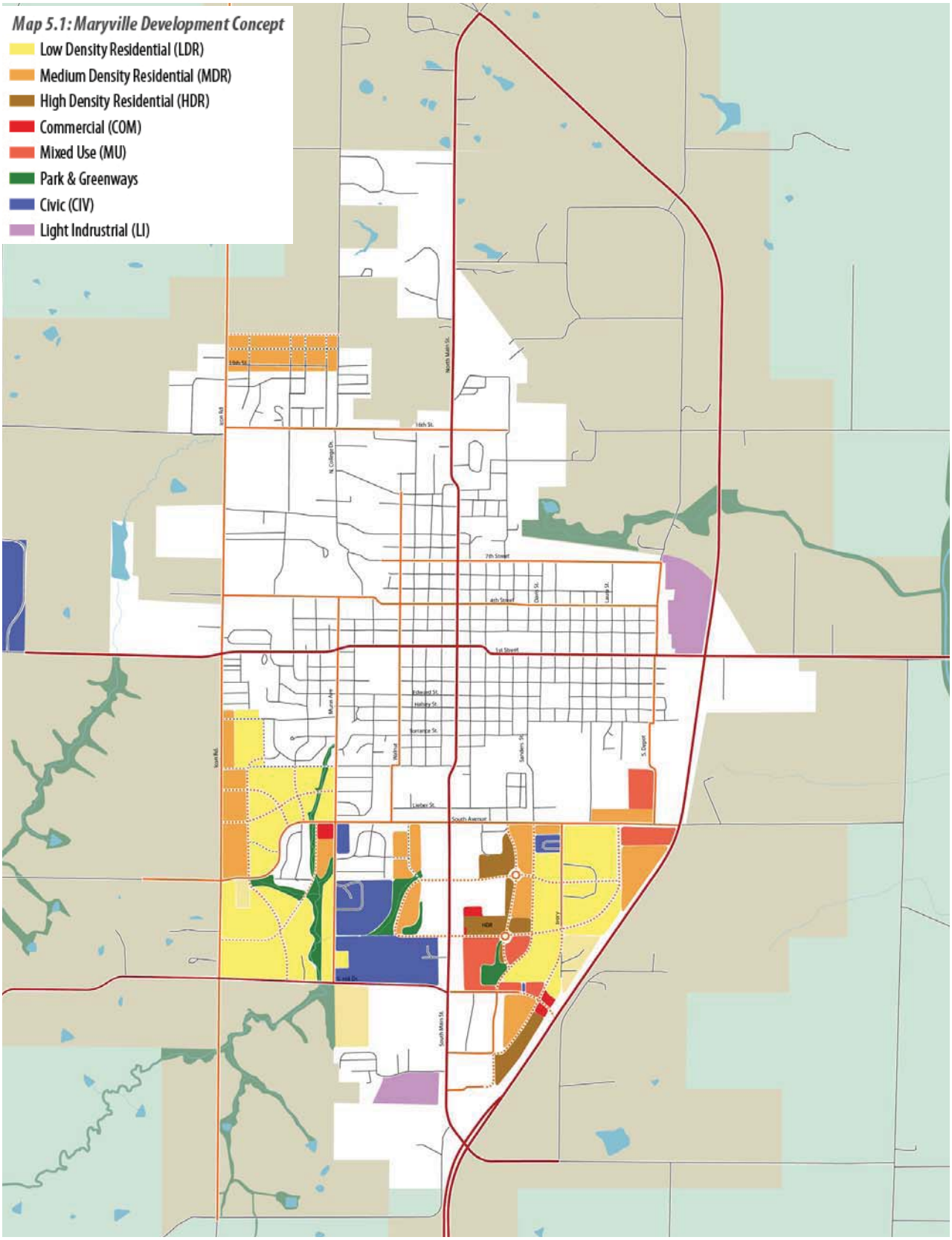
- **Commercial and Industrial Opportunities.** Commercial development should occur in areas that serve the present and future population of Maryville effectively and conveniently, and capitalize on access and natural assets. Industrial growth should occur in areas that logically continue existing patterns, and have good transportation and infrastructure service.

- **Transportation Connectivity.** The transportation system should link all parts of the city together, encourage new growth, and accommodate all modes of transportation.

- **Infrastructure for Growth.** Water, sanitary sewer, and stormwater management systems must grow to support future population and efficient expansion of the city.

- **Open Space and Recreational Access.** The park and recreation system should use environmental assets and provide a relatively equal level of quality service to all parts of Maryville.

The Maryville Development Concept, Map 5.1, illustrates the Development Framework, described below.


Map 5.1: Maryville Development Concept
Low Density Residential (LDR)
Medium Density Residential (MDR)
High Density Residential (HDR)
Commercial (COM)
Mixed Use (MU)
Park & Greenways
Civic (CIV)
Light Indrustrial (LI)
HDR

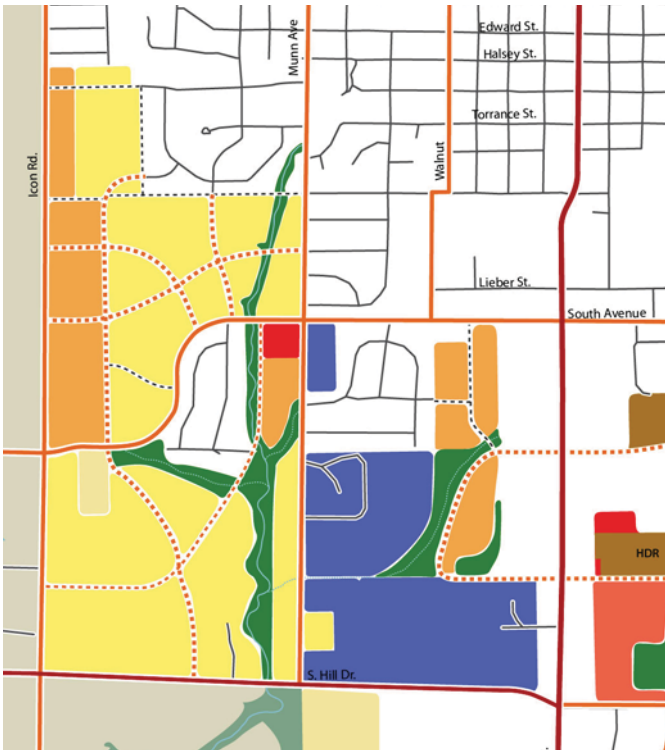
BALANCED AND COHESIVE RESIDENTIAL NEIGHBORHOODS

Maryville has a number of vacant lots within strong neighborhoods that could meet much of the city's projected growth needs. However, a healthy growing community also needs to look to new growth areas. These areas should be connected to existing infrastructure, and they should be balanced geographically. Maryville's new residential areas should offer a mix of housing types, connected to the rest of the city by streets and pathways. To the maximum degree possible, new residential areas should be contiguous to the existing urban area, permitting service by incremental utility extensions. Primary residential growth centers will include:

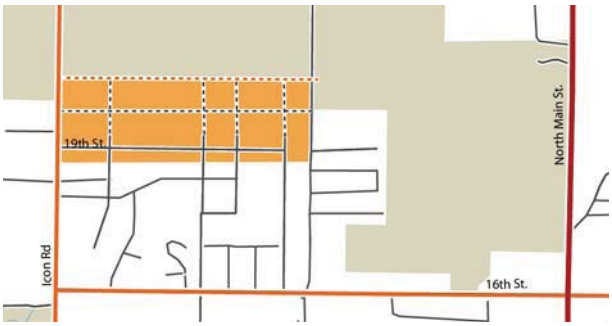
- *Southside Growth Center, located on either side of South Main, south of South Avenue.* Transportation connections through this area will be key to the future development of the Southside growth center. A looped road system should connect the eastern and western sides of South Main Street and ensure connections between neighborhoods and major activity and commercial centers along South Main. The transportation improvements in this area will be detailed further in the Plan Elements section of this document but should find ways to move traffic across South Main Street and north into established neighborhoods. Characteristics of this area include:

  - A development pattern that incorporates the contours of the land, existing greenways, and tree canopy.
  - New park and green opportunities that capitalize on the drainageways and stormwater management to create greenspaces. An additional neighborhood park will be needed on both the east and west sides of Main Street. New residents will need additional park space that is within a half mile walking distance and not limited by major man-made barrier like South Main Street.
  - Medium and higher density residential to the east and west of the South Main Street commercial uses. These areas have excellent access to shopping and entertainment and should provide a good transition to lower density developments.
  - The concept presented in Map 5.1 for this area produces approximately 118 acres of low-density residential, 91 acres of medium-density residential, 44 acres of multi-family residential development, 54 acres of mixed-use developments, and 6 acres of park and greenway space.

- *Southwest Growth Center, generally located west of Munn Street, north of Missouri Highway V and east of Icon Road.* During the 20 year planning horizon this area of Maryville will be appealing as it is adjacent to existing residential developments. The area offers nearly 243 acres of residential land and 38 acres of park and greenway space. Characteristics of this area include:



  - Preservation of the north south greenway should provide stormwater protection and an amenity that connects future neighborhoods to the existing city. The city owns a portion of this greenway north of Missouri Highway V. Remaining sections should be secured as opportunities arise.
  - Street patterns that connect existing residential areas to new neighborhoods and to the arterial and collector street system.
  - Low density residential as the primary use with medium density along Icon Road, especially north of 270th Street/West South Avenue

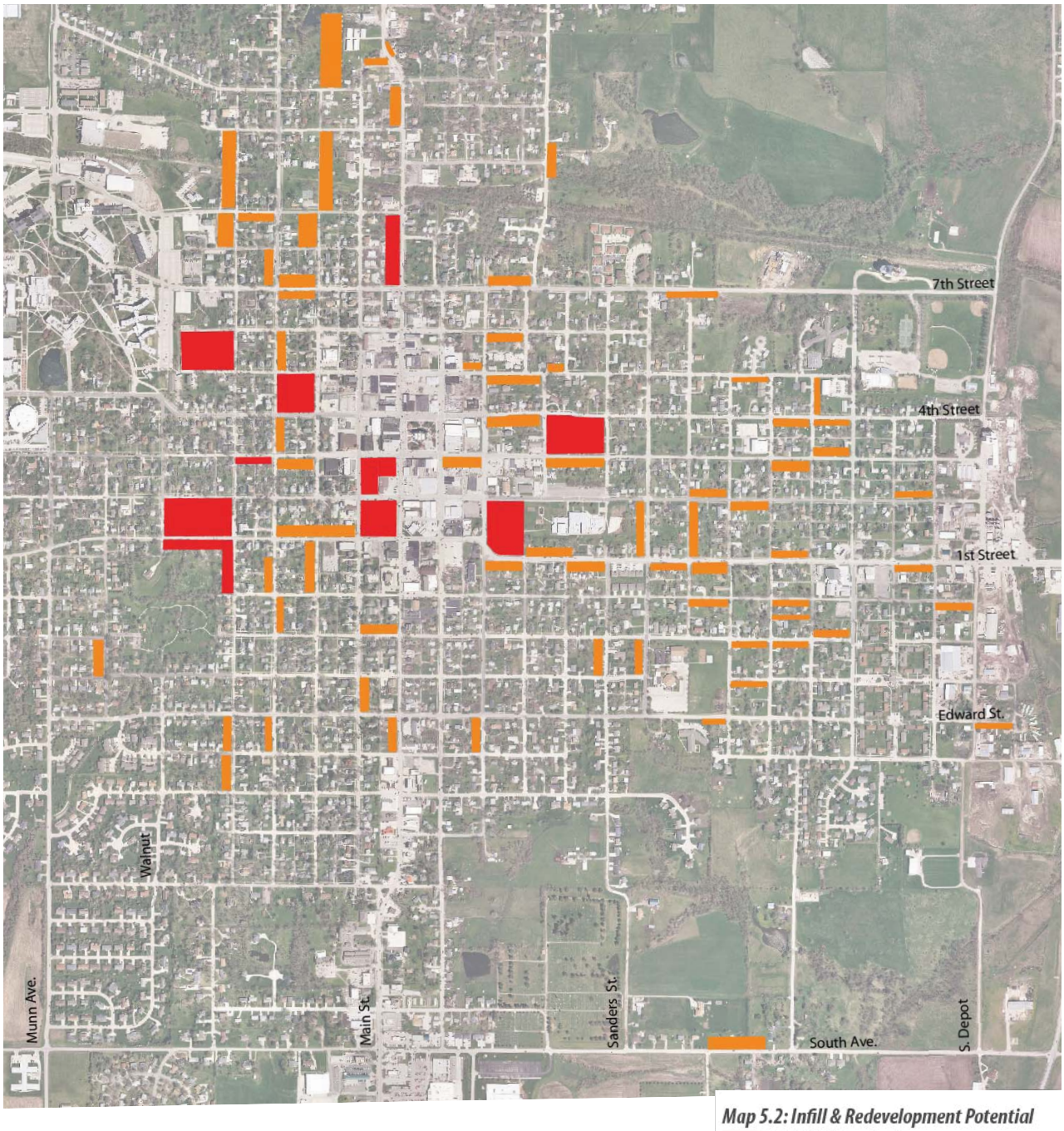


- *Northside Growth Center, located north of 19th Street between Icon Road/N Country Club Road and N College Drive/Ideal Road.* The existing development pattern of single-family attached and detached housing that existing in this area should continue to extend north using existing infrastructure and completed to city standards.

These areas together produce approximately 495 acres for future residential development, not including opportunities within 105 acres of mixed use areas. These areas combined with infill opportunities generate enough acreage to meet the needs presented in Chapter 2.

- *Infill Development in areas with deteriorated structures or vacant lots.* Within the older parts of the city there is a significant opportunity to replace existing structures that have deteriorated or to infill on vacant lots. These lots are served by existing infrastructure and are often close to community destinations. Map 5.2 identifies existing and long term development opportunities. Noted sites include:
  - Rehabilitation or Infill: These blocks have 1 or 2 structures that should be rehabilitated or replaced.
  - Redevelopment: These blocks have greater than 2 structures that should be removed or rehabilitated or have vacant lots that can be combined for a larger project. Targeted reinvestment in these blocks can have a more significant impact on the quality of housing within a neighborhood and can often have a greater impact on community image and reinvestment then more scattered approaches.

More detailed housing strategies are provided in the Housing Element later in this chapter.



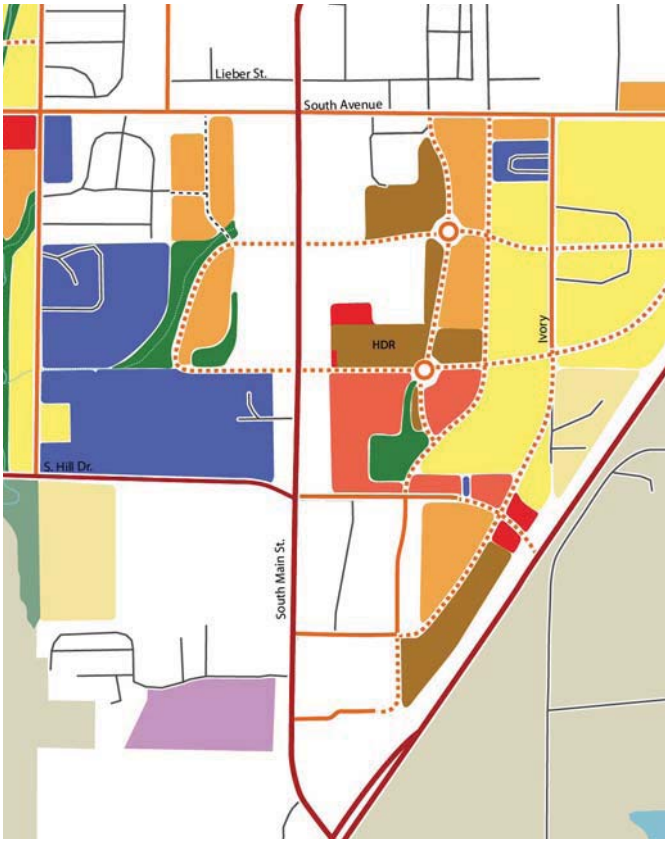
Map 5.2: Infill & Redevelopment Potential

Infill/Rehabilitation Areas

Redevelopment Areas

Land Use and Development Policies

- Provide mixed residential styles and densities to accommodate a range of housing preferences and needs.
- Incorporate neighborhood greenways into the citywide trail and greenway system.
- Integrate stormwater retention facilities into greenway systems and project design to reduce stress on the city's surface drainageways.
- Provide an interconnected street system between neighborhoods that accommodates all types of transportation and reinforces neighborhood quality and informal contact.



COMMERCIAL AND INDUSTRIAL GROWTH

Maryville, like any fiscally healthy city, has and needs to maintain a diverse commercial and industrial base. The city has a strong base of existing businesses and substantial opportunities. Its land use concept should provide contemporary settings for existing and new businesses and low-impact industries. These sites should use the city's location and educational assets to full advantage, and include:

- *Downtown*. The traditional core of the downtown will always be a center of commercial and civic life for the city. Reinforcing the core of this district is central to the concept presented in Chapter 6, Key Districts.
- *South Main Street Corridor*. The South Main Street corridor can be divided into two primary segments, generally based on the age of the development.
  - From the downtown to South Avenue the corridor has a tighter configuration with buildings closer to the street and few larger parking areas. This area has older commercial structures including historic gas stations from the early days of the automobile. Changes in ownership or major redevelopment should include access management and improved landscaping and screening.
  - The commercial development south of South Avenue is much more contemporary with large expanses of parking but like the northern portion of the corridor there are numerous curb-cuts and conflicting turning movements. Again, efforts should include access management and improved landscaping and screening. Additional access across South Main could provide better east-west connectivity and open new areas to development. These concepts are discussed further in the Transportation Element.
- *Scattered commercial sites*. There are two locations that provide commercial services but are not part of the two major commercial centers.
  - Neighborhood commercial at 16th and N. Main Street

- Visitor services and neighborhood commercial in the East 1st Street and Highway 71 bypass.

- *Maryville Industrial Park*. In the last forty years Maryville has been very successful at attracting industries to the city. The community should continue to market the industrial park and capitalize on a highly educated workforce, partnerships with the NWMSU and opportunities generated at the NWMSU Center for Innovation and Entrepreneurship. Located along an entryway to the city, site design, landscaping, screening and signage are all important elements to be reviewed and considered with any new development.

Land Use and Development Policies

- Mixed uses along significant community corridors and within planned projects to create more efficient and diverse urban settings, and to integrate residential areas with local commercial and office services.

- Establish standards for parking, project appearance, pedestrian access, and relationship between residential and non-residential land uses, for the South Main Street area.

- Encourage business park development that accommodate high-quality office, research, and limited industrial uses in marketable settings.

- Include adequate landscaping and, where necessary, buffering for new development, especially along high visibility corridors. High impact uses should be buffered from surrounding lower intensity uses.

- Preserve and utilize drainageways within developments as assets to the neighborhood, while using best management practices for stormwater run-off to protect existing developments and to preserve the quality of drainage corridors.

TRANSPORTATION CONNECTIVITY

The transportation system is Maryville's most visible infrastructure investment and guides the growth of the city. Generally it is a highly connected system, but development patterns, have limited street connectivity in the southern portion of the city. Improved connectivity unifies the city, improves access, and creates alternative routes. The transportation system is discussed in greater detail later in this section.

Transportation Policies

- Designate Maryville's future streets ahead of development through an official map, and dedicate rights-of-way as growth occurs.

- Evaluate each development project in relation to the broader land use plan and transportation system.

- Provide new development with connections to both the major street system and to adjoining developments along local streets, avoiding isolated enclaves. Provide multiple entrances to individual developments.

- Provide multimodal features that include sidewalks, trails, and bike lanes as appropriate to the design of the street.

- Design streets to a scale appropriate to surrounding land uses and the character of adjacent neighborhoods.

INFRASTRUCTURE FOR GROWTH

Urban infrastructure must develop to support future geographic and population growth. Chapter Three examined the city's existing water, wastewater, and stormwater systems and provided general recommendations

for their rehabilitation and expansion. To support significant future development the city will need to continue to expand infrastructure.

OPEN SPACE AND RECREATION ACCESS

To sustain a high quality of life, Maryville will need to build on the outdoor activities residents and visitors value. Strengthening and strategically expanding the parks and trails system equalizes service to all parts of the city. Mozingo Lake is a substantial asset to the community but local, neighborhood facilities must also be added to developing areas to ensure quality facilities within walking distance of all residents. The city should also use the north south drainage corridors, where possible, to connect existing and future parks. These amenities benefit citizens, university students, and visitors to Maryville.

Open Space and Recreation Policies

- Offer neighborhood park services within a maximum walking distance of one-half mile for all Maryville residents.
- Provide equivalent quality park services to new growth areas in the south. Growth at a greater rate then envisioned for north Maryville in the Development Concept will require the provision of additional recreational amenities.
- Preserve environmentally sensitive areas including drainage swales, native prairie, and wetlands.
- Use greenways and paths to connect neighborhoods with each other and with major community and commercial features.
- Define and market the Maryville park and recreation system, specifically Mozingo Lake Park and Golf Course, as a signature feature for the community.
- Secure public access to trails and pathways through easements and charitable donations rather than outright property purchases to the greatest degree possible.
- Use the city's street system to create a bicycle system that easily connects destinations around the city.
- Provide clear wayfinding, park graphics and trail markers.

PLAN ELEMENTS

This section defines the specific components that implement both the Development Framework and community vision. These specific plan elements include:

- Future Land Use and Development Strategy
- Balanced Transportation
- Parks and Recreation
- Housing Policy
- Downtown Maryville

The Downtown Maryville section considers areas of unusual opportunity for the downtown. Because strategies for this area integrates land use, redevelopment, transportation, greenspace, infrastructure, and economic development, recommendations for this strategic district are detailed in Chapter 6.

FUTURE LAND USE AND DEVELOPMENT STRATEGY

A Future Land Use Plan addresses three overall areas of concern:

- **Community growth.** Which considers land that will be converted to urban uses during the planning period. The previous Development Framework discussion identified the directions of the community growth, including residential growth centers and focuses on commercial and industrial development.
- **Strategic direction areas.** This area addresses projects and policies for critical areas that have both land use and major public/private investment implications.
- **Managing incremental land use decisions.** This issues focuses on establishing criteria for the location of individual uses or project types. While big ideas and directions are important, community development is implemented over the long period by hundreds of individual decisions, from where to locate a business, to granting rezoning and subdivision approval. The Land Use Decision Matrix, presented in this section, provides the context for these decisions.

Future Land Use Plan

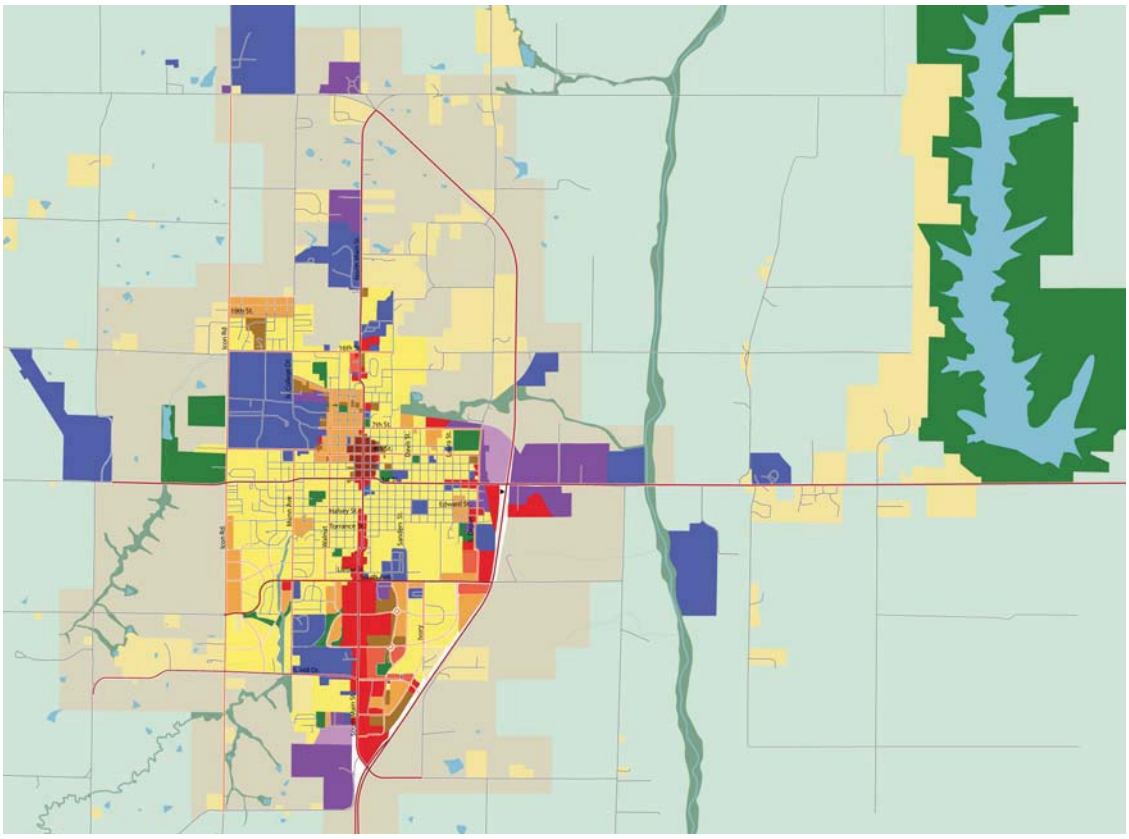
The Future Land Use Plan (Map 5.3) illustrates the proposed distribution of land uses in Maryville. It represents a fusion of the community growth concept (Map 5.1), existing developed land uses, and the criteria for locating land uses presented in the Land Use Decision Matrix (Figure 5.1).

Decision Making Framework

The Future Land Use Plan (Map 5.3) and land use policies should provide both guidance and flexibility to decision makers in the land use process. A Land Use Plan provides a development vision for the city that guides decision-makers through the process of community building.

It does not, however, not anticipate the design or specific situation of every rezoning application. Therefore, the plan should not be an inflexible prescription of how land must be used. Instead, it provides a context that helps city administration, the Planning Commission, the City Council, and private decision-makers make logical decisions which implement the plan's overall principles.

The Land Use Plan, the Land Use Decision Matrix (Figure 5.1), and the Compatibility Matrix (Figure 5.2) provide tools to help guide these decisions. The Land Use Decision Matrix identifies various use categories and establishes criteria for their application, which in turn are reflected by the Future Land Use Plan. The Compatibility Matrix considers the compatibility of adjacent land uses, and establishes levels of review and regulations that are necessary to help them co-exist. Together, these tools provide both needed flexibility and consistency with the plan's overall objectives.



Map 5.3: Maryville Future Land Use

- Large Lot Residential (LLR)
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Downtown (DT)
- Commercial (COM)
- Mixed Use (MU)
- Park & Greenways (PK/GW)
- Civic (CIV)
- Light Industrial (LI)
- Industrial (IND)
- Urban Reserve (UR)
- Natural Reserve (NR)
- Agricultural (AG)

Figure 5.1: Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Large Lot Residential (LLR)	- Restrictive land uses, emphasizing housing and open space. - Civic uses may be allowed with special use permission.	- Applies to areas where conventional large lot subdivisions have been established. - In many cases, houses use individual wastewater systems and are unlikely to experience extensions of urban services. Large lot residential is likely to be the permanent development stage. - Gross densities will generally be less than one unit per acre. - These developments should not be permitted adjacent to city limits or within areas that can be easily served by urban services.
Low Density Residential (LDR)	- Restrictive land uses, emphasizing single-family detached development, although innovative single-family forms may be permitted with special review. - Civic uses are generally allowed, with special permission for higher intensity uses. - Developments will be provided with full municipal services.	- Primary uses within residential growth centers. - Should be insulated from adverse environmental effects, including noise, smell, air pollution, and light pollution. - Should provide a framework of streets and open spaces. - Typical densities range from 1 to 6 units per acre, although individual attached projects may include densities up to 6 units per acre in small areas.
Medium-Density Residential (MDR)	- Restrictive land uses, emphasizing housing. - May incorporate a mix of housing types, including single-family detached, single-family attached, and townhouse uses. - Limited multi-family development may be permitted with special review and criteria. - Civic uses are generally allowed, with special permission for higher intensity uses.	- Applies to established neighborhoods, specifically the Campus Town area, of the city which have diverse housing types, and in developing areas that incorporate a mix of development. - Developments should generally have articulated scale and maintain identity of individual units. - Tend to locate in clusters, but should include linkages to other aspects of the community. - Typical maximum density is 6 to 12 units per acre, typically in a middle range. Within the Campus Town area higher densities should be encouraged with proper off-street parking - Innovative design should be encouraged in new projects. - Projects at this density may be incorporated in a limited way into single-family neighborhoods. - May be incorporated into mixed use projects and planned areas.

Figure 5.1: Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
High-Density Residential (HDR)	- Allows multi-family and compatible civic uses. - Allows integration of limited office and convenience commercial within primarily residential areas.	- Locate at sites with access to major amenities or activity centers. - Should be integrated into the fabric of nearby residential areas, while avoiding adverse traffic and visual impacts on low-density uses. - Traffic should have direct access to collector or arterial streets to avoid overloading local streets. - Should require Planned Unit Development designation when developed near lower intensity uses or in mixed use developments. - Developments should avoid creation of compounds. - Attractive landscape standards should be applied. - Typical density is in excess of 12 units per acre. - May be incorporated into mixed use projects and planned areas.
Downtown (D)	- Traditional downtown district of Maryville. - Includes mix of uses, primarily commercial, office, and upper level residential. - Should be the primary focus of major civic uses, including government, cultural services, and other civic facilities. - Developments outside the center of the city should be encouraged to have "downtown" characteristics, including mixed use buildings and an emphasis on pedestrian scale.	- Establishes mixed use pattern in the traditional city center. May also apply to planned mixed use areas. - Recognizes downtown development patterns without permitting undesirable land uses. - District may expand with development of appropriately designed adjacent projects. - New projects should respect pedestrian scale and design patterns and setbacks within the overall district. - Historic preservation is a significant value. - Good pedestrian and bicycle links should be provided, including non-motorized access to surrounding residential areas.
Commercial (COM)	- Includes a variety of commercial uses, including auto-oriented commercial development. - Includes major retailers, multi-use centers, restaurants, and other services. - Commercial may also be accommodated in MU areas.	- Should be located along arterials or other major streets, and in areas that are relatively isolated from residential, parks, and other vulnerable uses. - Traffic systems should provide alternative routes and good internal traffic flow. - Negative effects on surrounding residential areas should be limited by location and buffering. - Activities with potentially negative visual effects should occur within buildings. - Development should maintain good landscaping, focused in front setbacks and common boundaries with lower-intensity uses. - Pedestrian/bicycle connections should be provided for consumer-oriented uses.

Figure 5.1: Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Mixed-Use (MU)	-Incorporates a mix of residential, office, and limited commercial uses. - Includes a variety of mixed use contexts including: - Residential/office/commercial - Neighborhood commercial - Office/Financial Services	- Developments should emphasize relationships among parts. - Pedestrian traffic should be encouraged and neighborhood scale retained when applicable. - Projects should avoid large expanses of parking visible from major streets. - Signage and site features should respect neighborhood scale in appropriate areas. - Commercial and office development in mixed-use areas should minimize impact on housing. Should be located at intersections of major or collector streets.
Parks & Greenways (PK/GN)	- Traditional park and recreation areas including both passive and active recreation uses. - Environmentally sensitive areas and crucial scenic corridors that should be preserved and possibly incorporated into the city's trail system.	- Parks should be centrally located with easy access for both pedestrian and auto users. - Residents should be within approximately a half mile of a neighborhood park. - All parks should be connected through the city's trail and greenway system. - Environmentally sensitive areas, including wetlands, native prairies and drainage channels should be protected and incorporated into the city's greenway network.
Civic (C)	- Includes schools, churches, libraries, and other public facilities that act as centers of community activity, as well as other public service facilities.	- May be permitted in a number of different areas, including residential areas. - Individual review of proposals requires an assessment of operating characteristics, project design, and traffic management.
Light Industrial (LI)	- Limited industrial provides for uses that do not generate noticeable external effects. - Business parks may combine office and light industrial/research uses.	- Limited industrial uses may be located near office, commercial, and, with appropriate development standards, some residential areas. - Strict control over signage, landscaping, and design is necessary for locations nearer to low intensity uses. - Zoning regulations should encourage business parks, including office and office/distribution uses with good development and signage standards.
Industrial (I)	- Provides for a range of industrial enterprises, including those with significant external effects.	- General industrial sites should be well-buffered from less intensive use. - Sites should have direct access to major regional transportation facilities, without passing through residential or commercial areas. - Developments with major external effects should be subject to review.

Figure 5.1: Plan Categories and Use Criteria

Land Use Category	Use Characteristics	Features and Location Criteria
Natural Rerserve (NR)	- Generally held as naturalized open space. - Lands tend to be in drainage areas or environmentally sensitive areas that should not be developed. - Drainage corridors should function as greenways that connect community destinations and preserve natural habitats.	- These areas should remain in primary open space. Urban encroachment, should be discouraged. - Applies to areas designated for conservation, including floodplains and steep topography. - Environmentally sensitive areas not intended for recreation may be designated as open space.
Urban Reserve (UR)	- Generally in agricultural or open space use. - Reserve areas can eventually be served with municipal water and sewer and may be in the path of future urban development. - Development will likely occur after the planning horizon contained in this plan.	- These areas should be reserved for long-term urban development. - Primary uses through the planning period will remain in open land uses. - Any interim large lot residential development should accommodate future development with urban services.
Agricultural Production (AP)	- Generally used for agriculture, which will remain the principal use during the planning period. - Extension of urban services is unlikely during the foreseeable future. - Extremely low residential densities, typically below 1 unit per 20 acres, may be permitted.	- These areas should remain in primary open space, grasslands, or agricultural use. Urban encroachment, including large lot subdivisions, should be discouraged. - Applies to areas designated for conservation, including floodplains and steep topography. - Primary uses through the planning period will remain open space or agricultural.

Figure 5.2: Compatibility Matrix

	Urban Reserve	Large Lot Residential	Low Density Residential	Medium Density Residential	High Density Residential	Mixed Use	Commercial	Downtown Mixed Use	Light Industrial	General Industry	Civic (CIV)
Urban Reserve	-	1	3	3	3	3	3	3	3	3	3
Large Lot Residential		-	4	3	3	2	3	2	3	3	3
Low Density Residential (LDR)			-	4	3	3	2	3	1	1	4
Medium Density Residential (MDR)				-	5	4	2	4	2	1	4
High Density Residential (HDR)					-	4	2	5	2	1	4
Mixed Use						-	4	4	4	3	4
Commercial (COM)							-	4	4	3	3
Downtown Mixed Use								-	3	2	4
Light Industrial (LI)									-	4	2
General Industry (GI)										-	1
Civic (CIV)											-

Land Use Compatibility

Some of the most difficult issues in plan implementation arise at boundaries where more intensive uses are proposed adjacent to less intensive uses. Figure 5.2 provides a land use compatibility guide, assessing the relationships between existing land uses and providing a basis for review of proposals based on their geographic context.

Compatibility Rating Key

5: The proposed use is completely compatible with existing land uses. Development should be designed consistent with good planning practice.

4: The proposed use is basically compatible with the existing adjacent use. Traffic from higher intensity uses should be directed away from lower intensity uses. Building elements and scale should be consistent with surrounding development.

3: The proposed use may have potential conflicts with existing adjacent uses that may be resolved or minimized through project design. Traffic and other external effects should be directed away from lower-intensity uses. Landscaping, buffering, and screening should be employed to minimize negative effects. A Planned Unit Development may be advisable.

2: The proposed use has significant conflicts with the pre-existing adjacent use. Major effects must be strongly mitigated to prevent impact on adjacent uses. A Planned Unit Development is required in all cases to assess project impact and define development design.

1: The proposed use is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed uses with this level of conflict will not be permitted.

BALANCED TRANSPORTATION

The transportation plan for Maryville should meet current and future mobility needs while enhancing the character of the city's environment. Chapter 3 discussed functional and circulation issues in the Maryville network. A plan for an enhanced transportation network involves both broad policies and specific project recommendations. Overall transportation policies address:

- A Connected Network
- South Main Street & System Wide Improvements
- Enhanced Urban Corridors
- Balanced, Multi-Modal Transportation
- Small City Transit Options

A Connected Network

Maryville should maintain a connected street network as it grows, providing numerous routes for moving around the city. A truly unified town requires good connections among neighborhoods and to activity centers. Additionally, alternative local links that reduce dependence on South Main Street for local traffic. The overall network should also encourage pedestrian and bicycle transportation, both maximizing the health benefits of active transportation and providing safe and comfortable alternatives to the car for short trips.

An official map defines the city's street network and establishes future corridors for new street construction to serve growth areas. Map 5.4, Maryville Future Transportation System, proposes an official map that identifies future corridors. Further, the Transportation Plan is intended to incorporate both motorized and non-motorized components.

Elements of Maryville's transportation system include:

Arterials. Arterials are the crossroads corridors of Maryville. Some of these can be described as major arterials, like the bypass and South Main Street that carry a much heavier volume of traffic and connect Maryville to the region. Minor arterials, that are collecting local traffic within specific areas of the city include Missouri State Highway V, South Avenue, and 1st Street.

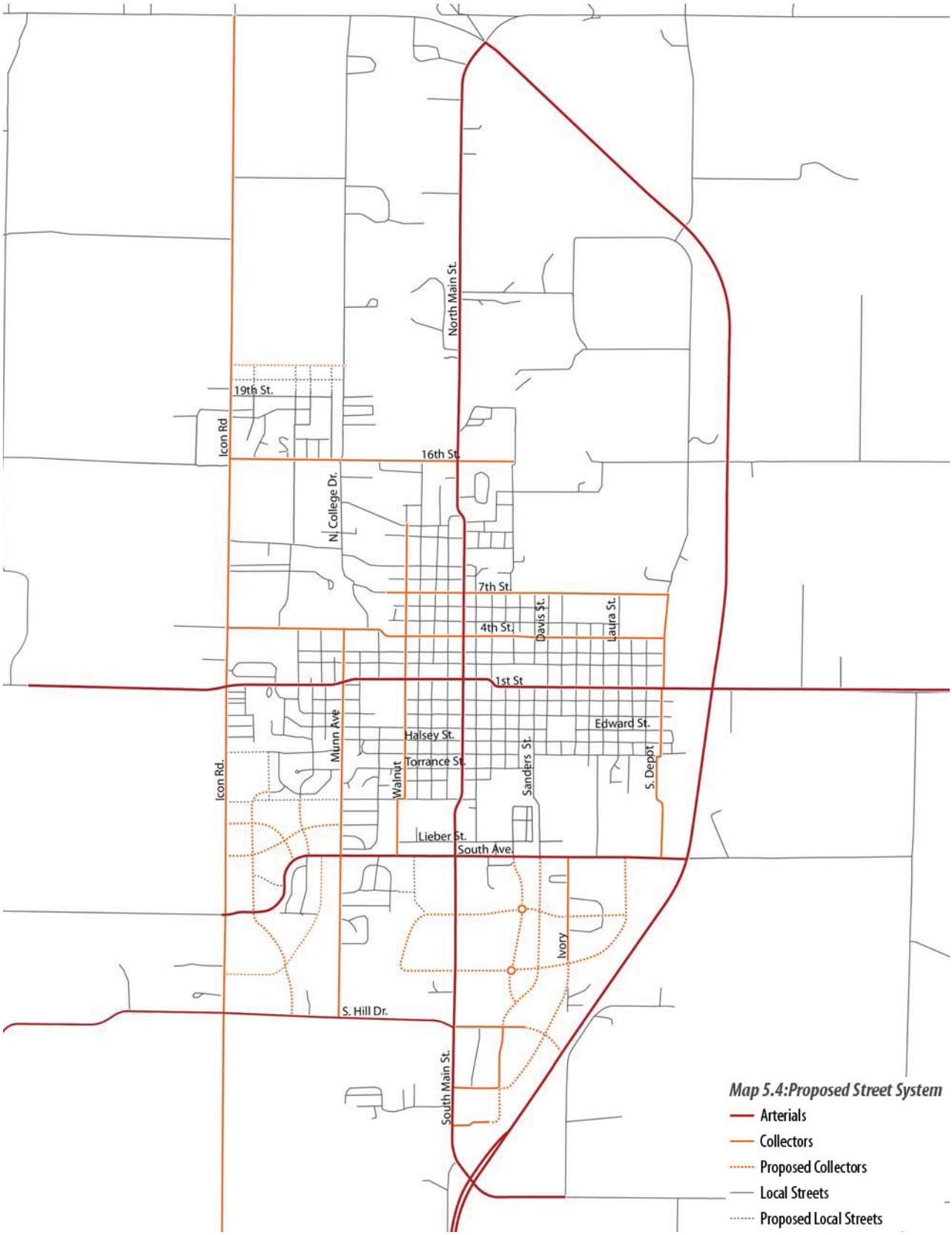
Priorities for principal arterials include improved access management, wayfinding, and corridor enhancement. Long term improvements to the system include:

- South Avenue improvements west of Main Street to handle addition traffic volumes created in the Western growth area.
- South Main Street access improvements, specially related south of South Avenue to the bypass intersection.

Collector system. The collector system augments the principal and minor arterial system by serving as access conduits through neighborhoods. They offer continuity for relatively short trips to destinations and higher order streets, and also are particularly well-suited for bicycle transportation. The collector street system should be extended into the future growth areas, connecting new neighborhoods to the arterial system.

The majority of Maryville's future transportation system will involve the streetscape improvements to existing corridors and development or extension of the collector system. Priority projects will include:

- **4th Street Corridor.** Streetscape improvements should be applied to the 4th Street corridor between downtown and NWMSU campus. These improvements should reinforce the importance of these destinations through special plantings, lighting and banners. This may include the extension of the NWMSU arboretum along 4th Street into the downtown.
- **South Main Loop.** An east/west loop should allow traffic to circulate through the South Main Street area and connect new growth areas.


North Main St.
19th St.
Icon Rd
16th St.
N. College Dr.
7th St.
4th St.
Davis St.
Laura St.
1st St
Edward St.
Halsey St.
Torrance St.
Munn Ave
Walnut
Sanders St.
S. Depot
Icon Rd.
Lieber St.
South Ave.
Ivory
S. Hill Dr.
South Main St.
Map 5.4:Proposed Street System
Arterials
Collectors
Proposed Collectors
Local Streets
Proposed Local Streets

- **Possible crossings of South Main would occur:**
  - On the south side between the hospital and retail strip mall.
  - On the north side just north of the Hanger on the west side.
  - Between the Wal-Mart and furniture store on the east side.
- **South Growth Center Connections.** These collectors should offer an alternative to South Main Street between the bypass and South Avenue. These should include:
  - Extension of Ivory Street to the south connecting South Avenue to Summit Drive.
  - Extension of Aurora Avenue to the north connecting the South Main Loop to South Main Street.

These links continue the concept of creating a circulation system that minimizes dead-ends and provides loops and connections and alternatives to the arterial system. All new collector streets should also be complete streets, accommodating cars, bikes, and pedestrians.

South Main Street & System Wide Improvements

South Main Street. The earlier traffic analysis shows that the overall Maryville system provides a high "level of service." The exception to this is South Main Street, where larger traffic volumes and conflicting turning movements create congestion and confusion. There are few immediate options to improving traffic congestion in the area outside the development of alternative routes on the east and west sides of Main Street. These routes will likely evolve over time as these areas develop. Other improvements can be made that address issues with turning movements and safety for those not in a car. The current three-lane section and multiple access points create a number of turning conflicts. Improvements to this section of the corridor should include:

- *Access Management.* Consolidating access points where possible and aligning those that remain will decrease turning conflicts.
- *Multi-Purpose Shoulder.* By adding a wide shoulder on one side of the street room can be made for bikes and personal mobility vehicles.
- *A Conventional Sidewalk.* A six foot sidewalk should be added to at least one side of the road, most likely the east side to allow for safer connections between retail shopping and housing to the north.
- *A Pedway.* A system of sidewalks and walkways in front of businesses to create an internal walkway system that connects businesses together through the corridor.

The pedestrian improvements along the corridor are especially important for those residents that do not have a car. These can include the city's oldest and youngest residents but also students, especially international students.

Street Improvement Program. The city will need to continue to budget for improvements to the existing street network. This should include maintenance of existing streets but also for the permanent street improvement program, which improves existing street to more urban standards.

Sidewalk Improvement Program. Many residents noted the need to walk or jog within the street right-of-way because of the lack or quality of sidewalks. Maryville should enhance the Sidewalk Improvement Program to provide a closed loop network of sidewalks throughout the city that can be easily accessed from any residence in the city. Priorities for the program should include:

- Accessible routes to schools.
- Linkages along arterial streets that provide a safe area for pedestrians.
- Linkages to the city's trail system or parallel to the bike system described in the following section.

- Missing ramps or ramps with excessive grades.

Implementation strategies include:

- Sidewalk requirements in all new subdivisions and as part of all street reconstruction projects, especially along collector streets.
- General fund support . This may be a shared cost with property owners where the city pays for a portion of the sidewalk and assessing the remainder of the cost to the property owner. This cost can be assessed to the property owner over a period of time to alleviate some of the cost.
- Outside funding sources including Safe Route to Schools grants, transportation enhancement funds (if wider than a traditional 4 foot sidewalk) or other beautification programs.

Enhanced Urban Corridors

Gateways. Maryville should maintain good design quality along its major community corridors, allowing them to serve as attractive gateways into the town and supporting the business and community environment. These corridors, most notably Main Street, 1st Street and Icon Road present "front doors" to visitors and help define the image of the city to potential investors, businesses, and residents.

Green Streets. Maryville should have an established network of green streets or complete streets that connect significant areas of town. These streets are:

- Mulit-modal streets that accommodate vehicular traffic, bicycles, and pedestrians in an attractive public environment.
- Treated with special street landscape plantings and maintenance requirements.

Recommendations for multi-modal streets are in the following section.

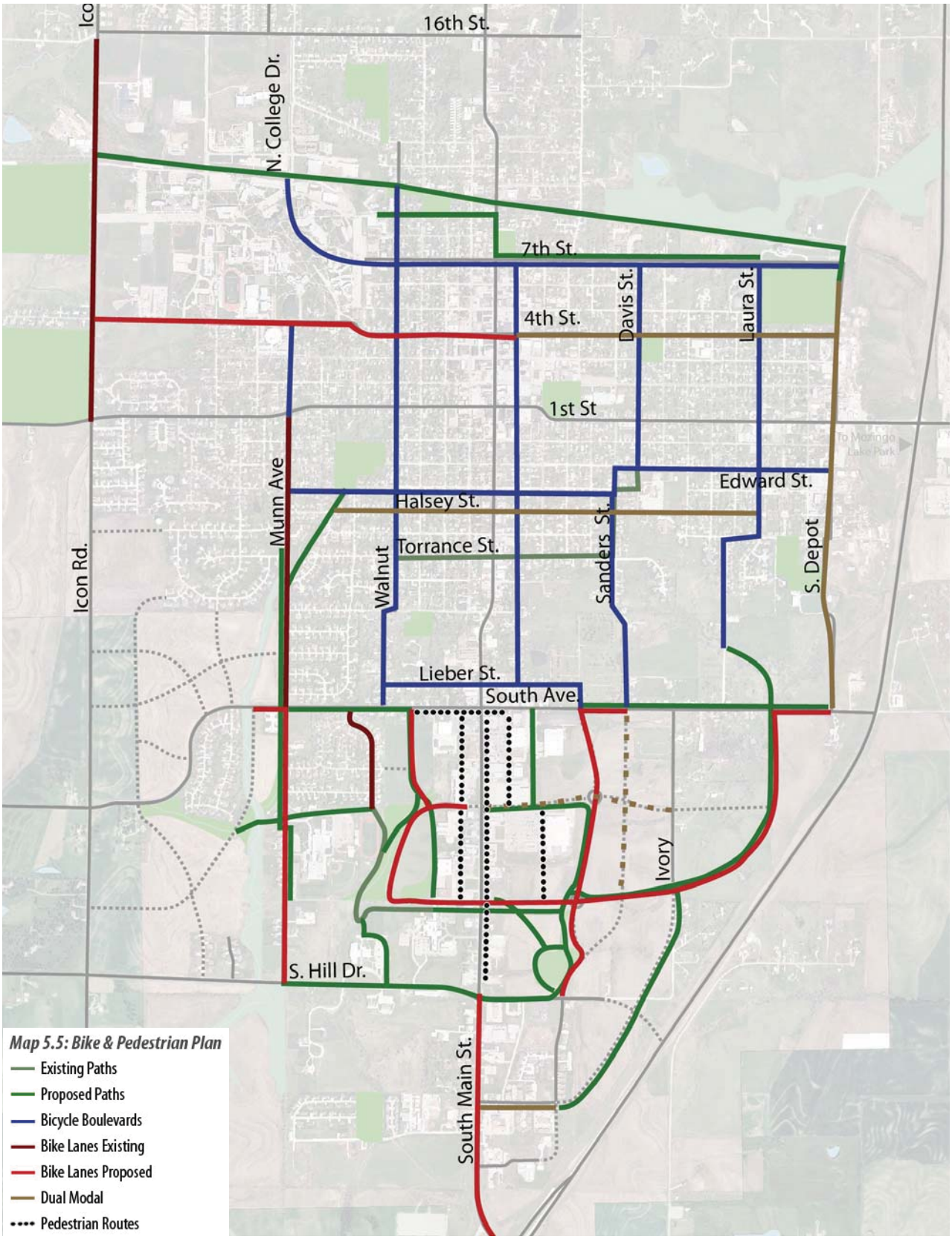
Street Standards. Maryville should develop and enforce street standards that are both functionally appropriate and relate to the role of the street in the city. These standards should:

- Protect life safety services while not oversizing streets. Overly wide streets encourage higher than appropriate speeds that also create safety problems. Parking controls and limitations to one side are tools that can help maintain emergency access and control speeds.
- Reflect the context and role of the street in the system. Transportation standards often mandate specific width and design standards for different street classifications without regard to the specific urban context. However, an "arterial" like 1st Street in the downtown is different from an "arterial" like South Main Street because of the differing nature of surrounding uses, traffic mix and performance, connections to other corridors, and frequency of vulnerable users like children, pedestrians, and bicyclists. Variables include street and lane width, parking, landscaping, and building lines. Finally, the design of streets should reflect desired performance. For example, wide streets in residential settings tend to increase traffic speeds and development costs.

- Accommodate active transportation modes. The city's transportation system should encourage alternative transportation modes for appropriate trips – short distances that do not require automobile travel, for example, or trips in good weather. Therefore, street standards should include reasonable accommodations for non-motorized users. The concept of "complete streets," multi-modal facilities that serve vehicular traffic, bicycles, and pedestrians in an attractive public environment, should be integrated into the transportation, park, and pathway networks of the city.

Balanced, Multi-Modal Transportation

Maryville's neighborhoods, activity centers, civic districts, and major open spaces should be linked by a balanced transportation network that integrates motor vehicles, pedestrians, bicycles, motorized wheelchairs, and other low-speed "personal mobility vehicles." An active transportation network (including pedestrian, bicycle, and potentially public transportation) connected to


16th St.
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Halsey St.
Munn Ave
Torrance St.
Walnut
Sanders St.
S. Depot
Icon Rd.
Lieber St.
South Ave
Ivory
S. Hill Dr.
South Main St.
Map 5.5: Bike & Pedestrian Plan
Existing Paths
Proposed Paths
Bicycle Boulevards
Bike Lanes Existing
Bike Lanes Proposed
Dual Modal
Pedestrian Routes

land use and development, both increases mobility and helps create a sustainable and healthy city. Residents also identified trails and bicycle infrastructure as a community priority.

From a development perspective, a system that encourages multi-modal transportation includes:

- Public infrastructure that connects neighborhoods and destinations;
- Elimination of barriers that discourage or obstruct pedestrians and cyclists;
- Project designs that provide safe and pleasant passage from the public to private realm.

The success of pedestrian and bicycle transportation systems can be measured by five key criteria:

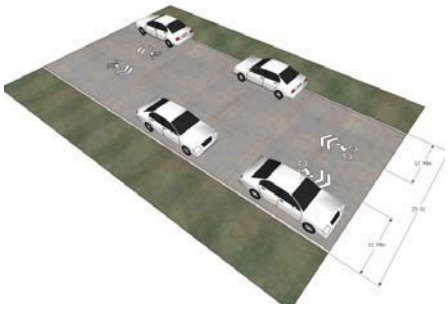
- *Directness.* The system should provide relatively direct routes to destinations without taking people far out of their way.
- *Integrity.* The system should connect to places and provide continuity, rather than leaving users in dead ends or uncomfortable places.
- *Safety.* The system should be physically safe to its users and not present hazardous conditions.
- *Comfort.* The system should understand the various capabilities and comfort levels of its users. For example, senior citizens may take a relatively long time to cross a street, and some bicyclists are not comfortable riding in mixed traffic. The system should reflect these differences.
- *Experience.* The system should provide users with a pleasant and scenic experience.

The plan identifies the elements of an active transportation system that is closely tied to the city's future development pattern. Additionally, a trail and bike plan (Map 5.5) was developed to address an identified community priority. Additional active transportation accommodations

should be made over time and fall within the following categories:

Multi-Purpose Trails. These facilities are physically separated from motor vehicle traffic, and are distinguished from roadside paths or sidepaths, by mostly operating independently of streets and road rights-of-way. The existing Maryville Trails Plan identifies a system of multi-use trails that should be developed and implemented over time based on priority connections and funding.

Sidepaths. Sidepaths are multi-purpose paths separated from but along the side of roads and streets, usually found within or immediately adjacent to the street right-of-way. Most sidepaths provide two-way operation, and in theory accommodate the same user groups as separated multi-use trails. Sidepaths are popular because they minimize land acquisition cost and property-owner opposition, and address the concerns of some bicyclists who are uncomfortable riding in mixed traffic. On the other hand, they present novel traffic conflicts that require thoughtful design solutions.



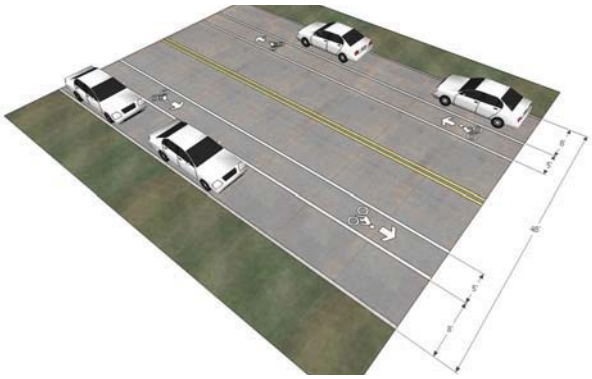
Shared right-of-way. Usually these involve sidewalks for pedestrians, bike lanes, pavement markings such as shared use lanes or "sharrows," and designs that encourage a consonance between posted and design speeds. One increasingly popular method is the "bicycle boulevard," using minor modifications to local streets that create through routes for cyclists, with pedestrians served by sidewalks.

Maryville Trail & Bike System

The purpose of the Maryville Trail & Bike system is to provide an inter-connected network that serve most of Maryville's major community destinations, and provides safe and reasonably direct access around the city. Much of the system can be completed without any significant construction costs but is generally limited to street markings (striped bike lanes and sharrow markers) and signage.

The system includes:

- Existing paths like that between S. Hill Drive and Crestview Drive and proposed paths that include:
  - S. Hill Drive from Aurora Avenue across Main Street to the north/south greenway west of Munn.



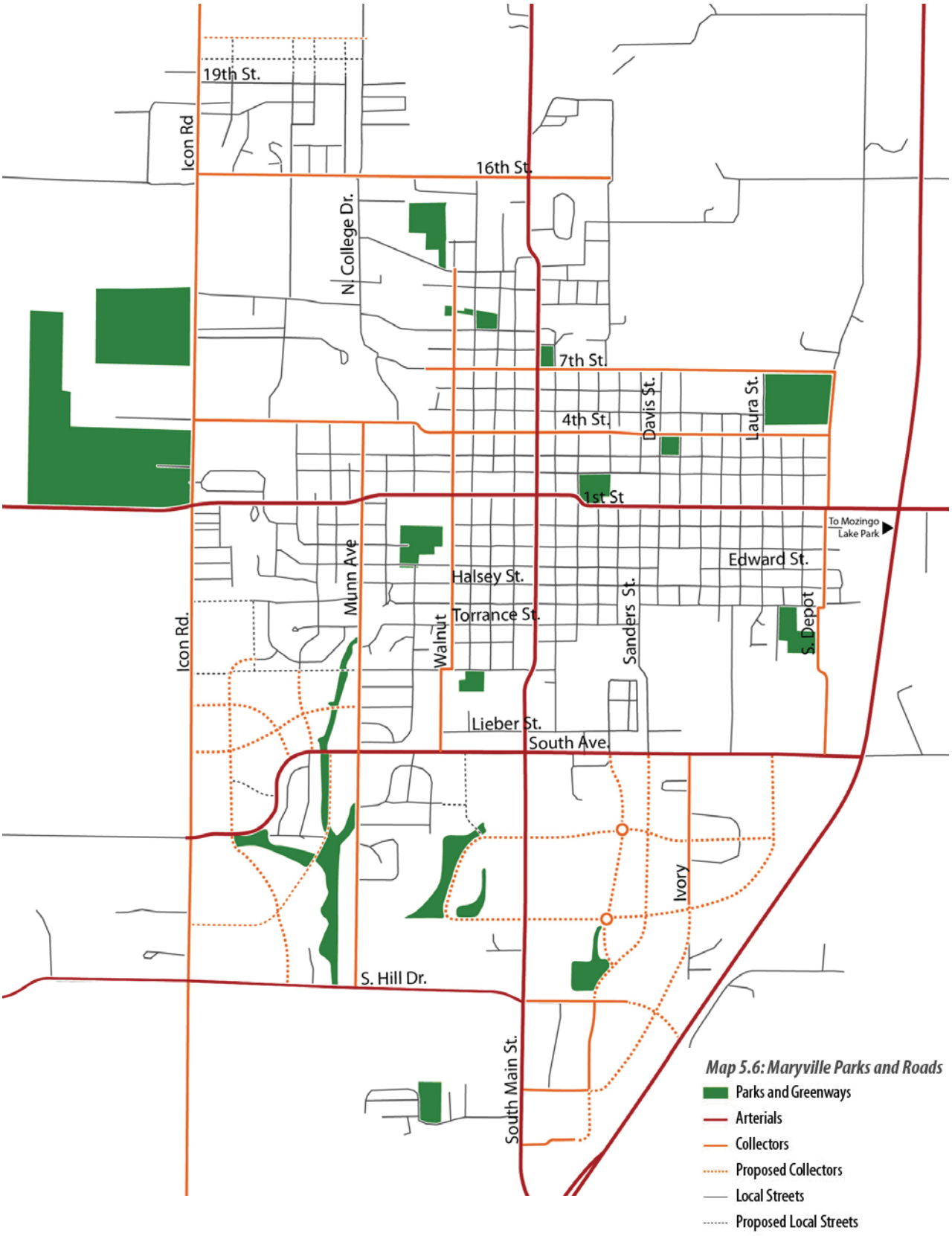
  - Munn Avenue from S. Hill Drive to Judah Park.
  - South Avenue
  - Former railroad right-of-way on the north side of the city. Although this has met with some opposition in the past this link is a logical connection on the north side of the city and opportunities may exist to use sections of this right-of-way.
  - Along collector streets like Ivory Road in the South Main growth area.
  - 7th and 9th street trail which connects NWMSU to Beal Park
- Bicycle Boulevards should be applied to streets that are continuous, with low traffic volumes, and connect to key destinations. Appropriate streets for this application include:
  - Walnut, Market, Sanders, Davis, Laura, Lieber, Edwards, and 7th Streets
- Expansion of the bike lanes along Crestview Drive and Munn to include:
  - Munn south of South Avenue
  - 4th Street from Icon Road to Market Street
  - As part of the collector street system in the South Main growth area.
  - South Main south of Hill Drive
- Dual Mode streets much like bicycle boulevards these streets would be signed and may have sharrows. These routes would be lower priority connections like S. Depot and Halsey Streets.

Small City Transit Options

The Visioning process suggested a community need for improved public transportation. In a city of Maryville's size, most transit service will be used by transit dependent or limited mobility customers – seniors, people with disabilities, and potentially children, however; this market is even larger in Maryville with demand from students, especially foreign students.

Several types of services exist in small cities:

- Demand response paratransit services, providing door-to-door services that requires advance (usually 24-hour) reservations.
- Route diversions, where a fixed route or service loop serves major community destinations (NWMSU, the hospital, Wal-Mart, Downtown, etc.), but buses divert from that loop to provide customized service.
- Timepoint service, where buses serve specific points, arriving and departing during a range of times, but changing routes depending on passenger demand for a particular trip.
- Regional services, serving distant employment centers for commuters or regional medical and shopping destinations.



Map 5.6: Maryville Parks and Roads

Defining the appropriate type of service for a market like Maryville involves balancing demand, convenience, and cost. The city with other regional communities, should begin a process to look at service alternatives and define the type of service that fits Maryville's specific needs best.

PARKS & RECREATION

Maryville's residents enjoy access to a variety of park and recreation facilities, including the excellent Mozingo Lake. Parks and recreation are a vital component of community life; therefore, it is essential that the city provide additional facilities as the community grows. This expansion is necessary to maintain a high level of park and recreation services boosts the city's competitive position for attracting both residents and visitors.

Park System Enhancements

Map 5.6 illustrates Maryville's Parks and Greenways Plan, addressing both existing facility improvements and long term system enhancements. Major recommendations for the system follow.

Existing Facility Enhancements

- *Establish a systematic park improvement program, with site rehabilitation projects scheduled on a regular basis through the capital improvements program.* Establish priorities based on criteria; examples of priority criteria include elimination of safety hazards, need to provide facilities for underserved geographic areas, and replacement or enhancement of features that receive intensive use. Specific needs at each of the city's existing facilities are identified in Chapter 3.

- *Identify synergies between stormwater system and park network.* Thoughtfully acquired additional drainageway can serve double-duty as neighborhood park lands and connective trail and greenway elements.

- *Add to and expand the Mozingo Lake Trail.* These efforts should continue to explore ways to safely connect the city and Mozingo Lake.

Long Term System Enhancements

- *Incorporate neighborhood parks and open spaces into the detailed design of new residential development areas.* For example, projected growth areas east and west of South Main Street will require new neighborhood parks that are within a half-mile walking distance of these new developments. These growth areas currently fall outside of the city's existing park service areas (see Map 3.1)

- *Implement the trail and pathway system proposed above in the transportation element.* The bike system has both recreation and transportation benefits, and incorporating physical activity into people's daily routine is an effective way of improving community wellness.

Sidepaths and on-street routes have somewhat greater transportation than recreation impact. However, these segments promote active trips to recreational facilities, and should also be seen as part of the city's coordinated open space network.

Neighborhood Park Policy

Maryville should work with the Parks and Recreation Board to implement a neighborhood park acquisition and financing policy to ensure the reservation of well-located and appropriately sized open spaces. For many communities, these policies have resulted in small mini-parks being dedicated by developers. The usefulness of the land can also be an issue, with sites that cannot be used because of drainageways or steep slopes. Elements of a neighborhood park policy should include:

- *A menu of recreational facilities to be accommodated by the park.* A potential facility menu may include:
  - At least one acre of unstructured multi-purpose

space, including a flat, unobstructed practice/play area.

- Picnic area with shelter.
- Drinking fountain.
- Toddler's and children's playgrounds.
- Informal ballfield. In very informal settings, a backstop at the edge of the multi-purpose space may suffice.
- Basketball or multi-purpose courts.
- Walking paths and sidewalk.
- Lighting.
- Tree planting and landscaping.
- Grading and seeding.
- Site furnishings.

- *Site criteria.* These define minimum park size, street exposure, trail connections, limits on the percentage of land that may be reserved for stormwater management, and location and access to the rest of the development.

- *A dedication and financing policy.* These define the responsibility that developers have for implementing neighborhood parks and methods by which they can satisfy those responsibilities. Generally, an equitable policy apportions cost in proportion to the impact that the project and its residents have on the city's park services.

Park Dedication Approach

A neighborhood park development policy can use one of two approaches: dedication based on parkland need per person or as a percentage of the total development area.

1. Approach I: Parkland per Person

Step 1. Determine persons per household averages, usually by dwelling type. In 2010, Maryville had an overall average of 2.25 persons per household, with 2.46 persons per owner occupied unit and 2.01 per renter-occupied unit. In a system with contributions based on park impact, single-family units place greater demands on the system than multi-family units because they generally house more people per unit.

Step 2. Establish parkland acreage responsibility based on Maryville's existing level of service per 1,000 population standard. Maryville provides almost 20 acres per 1,000 people for all park land, but a standard that focuses only on neighborhood parks could be substantially smaller. Local policy could also change the park dedication responsibility. For example, the city may adopt a program based on a 50/50 private/public sector split.

Step 3. Use the adopted standard to calculate the probable population of the development and its park dedication responsibility. Two methods may be used:

1) Count actual lots in proposed subdivision/development, determine total population, and multiply by the parkland acres/1,000 people standard to determine required dedication; or

2) Use the minimum lot size in the applicable zoning district to arrive at a project Net Density, determine total population, and multiply by Parkland Acre/1000 population standard to determine required dedication.

Figure 5.3: Parkland as a % of Development Area, Examples

Average Lot Area (SF)	Parkland as % of Total Land Area
25,000 and Over	3%
8,000-24,999	5%
2,500-7,999	10%

Souce: RDG Planning & Design, 2011

As an example, if Maryville established a neighborhood park standard of 5 acres per 1,000 people, a subdivision with a probable population of 500 people would be required to dedicate 2.5 acres of park.

2. Approach II: Parkland as a Percentage of Development Area

Under this approach the city establishes the required

amount of parkland as a percentage of the total development area, varying the percentage in accordance with the minimum lot area per unit. Figure 5.3 provides an example of this approach.

The "Benefit Fee" Concept

In cities like Maryville, individual developments are typically relatively small. As a result, using a land dedication requirement to satisfy requirements for new neighborhood parks could produce a number of miniparks that are too small to be useful and increase maintenance costs for the city. Thus, a "benefit fee" system by which a development pays its proportionate share for acquisition and development of a new park produces more useful facilities.

In this concept, the city selects and purchases a site that serves a larger development area. Instead of dedicating land, each subsequent development contributes to the cost of acquiring and developing the site, based on their proportional benefit. For example, if the cost of acquiring and developing a five acre neighborhood park that serves 1,000 people is $400,000 (or $400 per capita), and that three people are determined to live on the average single-family lot, the average single-family lot would pay a park development fee of $1,200 (or $400 x 3) at the time of development. This is based on a 100% allocation of neighborhood park cost to the development; as discussed above, the city could establish a cost-sharing approach that would reduce this proportionate contribution.

Other Funding Alternatives

Other financing sources can contribute to the growth and improvement of Maryville's park system, including:

- *General Obligation (GO) Bonds.* GO bonds obligate general tax revenues toward retirement, and represent the highest level of security to bondholders. Issuance of GO bonds requires voter approval. These bonds typically form the core of park financing mechanisms, with proceeds used for a variety of rehabilitation and development purposes.

- *Transportation Enhancements (TE).* TE funds are appropriated through federal transportation legislation (SAFETEA-LU and successor programs) for trails, corridor beautification, and enhancement. This program is administered through the Missouri Department of Transportation and provides 80% funding for approved projects. Matching funds are typically provided through general obligation park bonds. Projects funded by TE funds must have a demonstrable transportation function. The Recreational Trails Program (RTP) of the US Department of the Interior, can finance projects that have solely recreational uses.

- *Surface Transportation Program (STP).* This is the primary federal road financing program, also appropriated through SAFETEA-LU and successor programs. STP funds may be used for path facilities that are developed as part of a major transportation corridor, and unlike TE, can finance trails for motorized users.

- *Private Foundations and Contributions.* Foundations and private donors can be significant contributors to park development, especially for unique facilities or for major community quality of life features.

The Green Environment

Maryville should look at ways to extend the arboretum environment of NWMSU and green environment of Mozingo Lake. This should include protection of natural resources and expansion of the urban forest.

- *Natural Resources Areas and Other Open Spaces.* Maryville should protect environmental resources like wetlands and incorporate stormwater management into its green network. Stormwater manage-

Drainageways should be community amenities, while properly dealing with stormwater.

Upstream along the drainageway featured on the previous page. Improvements have made it more of a community amenity.

ment cannot be limited to specific sites; controlling the impact of runoff on downstream environment minimizes ponding, flooding, and inflow and infiltration problems, and protects the quality of the drainageways environment.

- *Best Management Practices (BMPs).* These approaches to stormwater management provide amenities, control run-off volumes into area drainage corridors, and improve the quality of the water discharged into

public waterways. Preservation of wetlands, steep slopes, and native prairie also add to a city's biodiversity and open space system. Site-specific features such as bioswales, porous pavements, and rain gardens have both practical benefits and improve the city's environmental quality.

- *Urban Forestation.* An urban tree canopy is very important to off-set the heat that is reflected off the built environment and provide winter wind breaks. A good tree canopy provides aesthetic, economic, and environmental benefits to a community which appeal to future residents and businesses. The city should work with residents to preserve and expand the city's existing street canopy. At the same time the city needs to emphasize the use of native species that require minimal to no irrigation. To improve the quality of its urban forest, Maryville should:

  - Inventory its existing tree canopy.
  - Work with organizations, agencies, and civic groups to identify grants and other funding sources to plant street trees in residential areas.
  - Incorporate tree plantings into corridor enhancement programs and redevelopment projects.

HOUSING POLICY

Providing a range of affordable housing supports economic development efforts and is fundamental to providing safe and affordable workforce housing. Preservation of existing housing and construction of new housing to support growth are the twin facets of housing policy. Large-scale strategies, such as identifying growth areas and developing supporting transportation networks, community facilities, and utility infrastructure, are critical to housing development. Yet gaps exist in the current housing market in Maryville that require special attention. This section's recommendations, when combined with existing programs, can help address major residential priorities.

The city's primary housing challenges are:

  - Increasing the quantity and quality of diverse housing choices available to Maryville's present and prospective residents.
  - Expanding the supply of gateway or entry level housing that allows residents to build equity in the community.

- Developing an effective, multi-faceted neighborhood conservation and rehabilitation program.
- Expand choices for seniors in Maryville and the region.

An outline for a residential strategy that addresses these challenges follows.

A Variety of Housing Types

Maryville should provide a variety of housing for residents at all stages of their lives, including students, young professionals and seniors. Housing variety should be integrated into new growth areas and the city's land development ordinances should provide adequate flexibility to accommodate innovative or economical designs within traditional town patterns. Except for 2008, Maryville has seen very few new multi-family units in the last seven years but there is potential within the market to expand these options. Some of these configurations include:

Semi-Attached Units - Omaha

- *Single-Family Attached Development.* Attached single-family units comply with densities required of the zoning district, but have common walls. Typically, lots in single-family attached developments (sometimes referred to as "zero lot line" although zero lot line structures can also be fully detached) are platted and conveyable by fee-simple title. The opposite, non-attached side yard is often larger than normal, providing a more useful yard. The maintenance of the exterior facade and common areas may be provided through a homeowners association.

Townhouse Units - St. Louis

- *Townhouses.* Townhouses, which are three or more attached units, may be developed as owner-occupied or rental housing. They provide construction and land use efficiencies, while maintaining the sense of a single-family neighborhood. This housing configuration may appeal to both younger professional households and older adults.

- *Multi-Family Development.* Multi-family development should be integrated into the structure of new neighborhoods, rather than developed as isolated "pods" on peripheral sites. Higher-density housing should have good access to other urban resources, and be integrated into mixed use areas. Design standards should provide a residential scale that prevent an "apartment complex" scale.

Small Lot Single-Family - Unidentified

- *Small Lot Subdivisions.* Single-family attached and detached housing on smaller lots is gaining popularity across the country. This is occurring because of:
  - Market preferences and economic necessities for more affordable, smaller homes.
  - Aging baby boomers looking for smaller homes with less yard maintenance.
  - An emerging interest in traditional housing styles that provide a more urban feel and a sense of neighborhood.

Gateway Housing

Like many cities with major universities, Maryville has struggled to meet the demand for "gateway" housing. This sector of the market is often in direct competition with the investment housing market. While in other communities these homes may be moderately priced for young buyers, in Maryville the costs are driven up by those interested in the homes for rental investments. In addition to the competition for rental units the construction market has focused mostly on custom built single-family detached units. Maryville should distinguish itself in the competition for top talent by producing gateway housing that encourages young households in the region to build equity in the city.

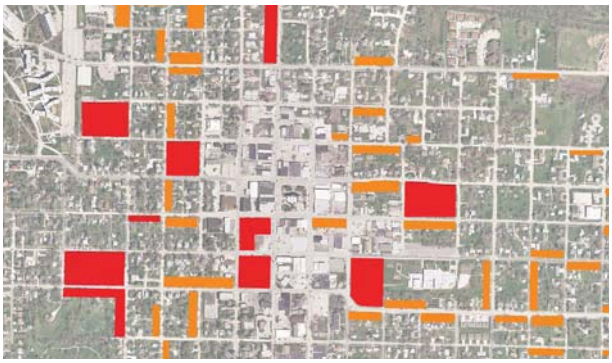
Rent-to-Own Housing; Wayne, NE

Changing housing markets and tighter underwriting standards are causing a rebirth in rental housing demand and placing a greater emphasis on moderately-priced ownership settings. Physically, this demand is satisfied by some of the housing types discussed above.

Even rental housing may include an equity feature. Rent-to-own developments escrow a portion of rent payments into an equity account that, after several years, provides resources for a downpayment. These projects may use tax credit financing for the initial units. Any unit developed with tax credits must remain in eligible renter occupancy for 15 years. Rent-to-own developments can be an especially effective form of "gateway housing" – providing young households an avenue for both settling and building equity in Maryville.

Unfortunately, the private housing market often does not effectively produce these needed housing products. In addition, the construction of speculative, moderate-cost housing poses maximum uncertainty and minimum return to private homebuilders. Components of a delivery strategy to address these issues may include:

- A financing consortium to support affordable housing development, often through the use of construction financing funds and (increasingly with the possible demise of FNMA) permanent mortgage financing.
- A local housing development corporation that is capable of partnering with private developers and



builders to deliver moderately-priced housing. Such corporations, the residential equivalent of economic development corporations, have preferential access to some financing tools, such as low-income housing tax credits, if organized as community housing development organizations (CHDO).

A Source of Land

Sometimes the most difficult part of developing gateway or affordable housing is creating places to build new housing. Two context for development exist:

1. Vacant lots that are now available or could be through demolition. These lots would be served by existing city infrastructure.
2. New subdivision(s) that require new or improved urban infrastructure. Often, infrastructure development costs will exceed land cost on a per unit basis.

- **Infill Development.** Map 5.2 identifies areas of opportunity of infill and multiple lot redevelopment areas. By combining lots into a neighborhood level, infill projects can create the critical mass necessary to provide security for buyers and increase values in the surrounding neighborhood. Priority should be given to those infill sites that are located in areas that are substantially sound and attractive, albeit older, neighborhoods that will sustain and be benefited by the higher cost of new construction. An infill program may be done in conjunction with a local housing development corporation and should include the following components:
  - An aggressive program to acquire and demolish houses that are so deteriorated that rehabilitation is not feasible.
  - Negotiation with property owners to acquire targeted vacant lots. Negotiations maybe done privately by the development company or through the city.
  - In areas with a concentration of possible sites, prep-

aration of a redevelopment plan that permits the city to acquire, prepare, and convey land for redevelopment, and to use tax increment financing to finance these costs.

- Maintenance of the city's existing housing conditions inventory, the basis for Map 5.2.

- **Affordable Lot Supply.** Under current city development procedures, lot improvements are assessed to the developer creating lot costs that make development of gateway housing more challenging. The city should work to assure a supply of affordably priced lots. Programs include:
  - An infrastructure bank. An infrastructure bank provides front-end city financing for public improvements by reimbursing the homebuilder or developer for these costs. The value of these improvements then become a subordinated mortgage, due only on sale of the property. This technique is attractive because it is primarily a private market program that finances items in the public domain and provides a payback to the city at the point of sale.
  - Benefit Fee District. Public or shared risk financing of infrastructure for subdivisions through benefit fee district and special assessment districts should be evaluated to expedite subdivision development. This reduces the front-end risk of lot development to the subdivider, which is important in a market with long-term lot absorption. While this may reduce the initial purchase price, it will add to the monthly or overall cost of housing.
  - Tax Increment Financing. Using TIF to fund infrastructure improvements and bring down or eliminate lot improvement costs to the developer.

Neighborhood Conservation

Maryville has an excellent housing stock and high quality older neighborhoods. Often neighborhoods adjacent to universities struggle with housing quality, parking and the interaction between young adults on their own for the first time and established home owners. Maryville has experienced some of these issues and focused on zoning approaches that will encourage student housing in the neighborhood directly east of campus while discouraging student rentals in the neighborhoods north and south of campus that have been traditionally owner-occupied.

To protect and sustain the city's older neighborhoods, Maryville should implement neighborhood conservation programs, including rehabilitation programs. The built housing supply is the city's largest single capital investment, and its preservation is essential to maintaining residential affordability. Neighborhood conservation strategies include:

- **Land Use Policies.** Maryville should maintain zoning and land use policies that protect the integrity of its neighborhoods. New zoning proposals should be evaluated with a view toward their effect on surrounding neighborhoods. The zoning ordinance should encourage project design that reduces land use conflicts between residential and other uses; and should establish buffering and screening standards to minimize external effects on neighborhoods.

- **Rehabilitation.** Maryville should develop rehabilitation programs (including the use of private loans leveraged by Community Development Block Grant and HOME funds) to promote the stabilization of housing stock that is in need of significant rehabilitation. These programs should emphasize the leveraging of private funds to extend the use of scarce public resources. These programs may include:
  - Purchase/Rehab/Resale program. Acquisition and rehabilitation programs are particularly useful in adapting older houses to the preferences of contemporary moderate income buyers. The program can either combine the home purchase and reha-

bilitation into a single mortgage or as a focus of the housing development corporation. Under the second approach the company purchases and rehabilitates existing houses, selling them at moderate price to new home buyers.

- Emergency repair program. For very low income residents an emergency repair program should be established. This type of program is usually funded through CDBG funds in the form of grants or forgivable loans.
- Direct rehabilitation grant programs. This program would make direct forgivable loans and grants to homeowners from CBDG funds. The program is most appropriate to homeowners with low incomes.
- A leveraged rehabilitation loan program. This approach leverages private loan funds by combining private loans with CDBG or other public funds to produce a below market interest rate for homeowners. The program works most effectively in moderate income neighborhoods with minor rehabilitation needs and some demand for home improvements.
- Energy efficiency loans. These low interest loans or no-interest loans could be used by anyone in the community to replace windows, heating and cooling systems, or any other upgrades that improve the energy efficiency of the home. This should be a joint effort with a local electric provider.

- **Property Maintenance Standards.** The best conservation programs combine awareness of the need for reinvestment with the tools to finance home repairs and rehabilitation. Components of this program include:
  - Preparing and distributing a Property Standards Manual. This should be a friendly and clear document that sets out the expectations that Maryville as a community has for individual building and property maintenance. It can also help to provide useful information, such as sites to dispose of or recycle unwanted household items. This should not only be distributed to homeowners, but students living in rental housing as a tool for them to learn about expectations.
  - Review and modify the city's current Property Maintenance Ordinance, assuring that the ordinance clearly addresses those items that have the greatest impact on life safety, visual quality, and preservation of community maintenance standards.

Senior Housing - Grimes, IA

  - Support the property maintenance standards program with rehabilitation financing. Possible approaches were discussed above.
  - "Better Landlords Bureau", a voluntary investor association/peer group and seal of approval for rental properties. In many communities property owners have come together to form landlord associations, this program would take the organization to the next step, creating a peer review process and seal of approval on rental properties.

Senior Housing

During the visioning process the lack of senior-oriented housing and the potential to attract seniors from the region was identified as a strategic opportunity. Maryville offers an excellent environment for seniors, including regional medical services and high quality recreation and entertainment options.

The University also makes the city highly attractive and competitive to seniors. Universities around the country are capitalizing on the growing number of seniors by attracting retirement age alumni back to communities. Seniors can return to a place that has special meaning to them, is likely close to family or where they grew up, offers expanded educational opportunities, and provides quality community services. The University also has an opportunity to tap into a group of educated and experienced individuals that add to the learning environment on campus.

Senior Housing Policies

- The city should encourage the construction of both independent and assisted living residential development for seniors. The city should work with the University, other interest groups, and private developers, possibly with the assistance of a housing development corporation, to develop new senior housing.

- Affordability problems are often most severe among fixed-income elderly. The city should continue to work closely with residents to identify programs and needs among the city's elderly population, and to investigate innovative approaches to developing affordable senior housing. Under one concept, the housing development corporation could purchase the resident's existing house for rehabilitation and resale to a young household, and apply all or part of the purchase proceeds to rent or equity in the new senior setting.

Downtown Housing

Communities of all sizes have proven the popularity of downtown housing and its ability to play an important role in business district reinvestment. Downtown housing can also take advantage of specific incentives such as historic tax credits that provide additional equity in projects. Downtown Maryville has the potential for both new construction of vacant or under-utilized spaces and upper story conversion.

- *Upper Story Rehabilitation.* The use of upper stories for residential is one of the most effective ways to enliven and energize a downtown district. Residents in the district bring people to the streets after traditional office hours. There are some challenges that must be addressed, including;
  - Parking. Downtown Maryville has adequate parking for businesses in the district but parking for residential units has to be adjacent to the building or even enclosed.
  - Access. Meeting fire codes can be a challenge in some upper story conversions but life safety has to be a priority. These code requirements may impact the number or layout of apartments. Modifications to buildings, such as additional exits, must also be balanced against the design integrity of the building and the downtown district.
  - Facade Improvements. Over the past several years building rehabilitations in the downtown have demonstrated the potential of this strategy. Facade improvements should be done in a manner that is sensitive to the historic features of the building, elevating the quality and feel of the entire district. Exterior building improvements will also support the leasing and leasing rates necessary to support downtown conversions. Facade improvements should use the adopted Maryville Downtown Strategic Plan as a design guide

Site specific opportunities for housing in the downtown are detailed in Chapter 6.