



City of Moberly, Missouri

2040 Comprehensive Plan

December 2016



Moberly Comprehensive Plan City of Moberly, Missouri

Adopted by the
Moberly Planning & Zoning Commission
The 27th day of February, 2017

Adopted by the
Moberly City Council
The 17th day of July, 2017



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Moberly
2040 Comprehensive Plan

Introduction to the Moberly Comprehensive Plan



Chapter 1: Introduction to the Moberly Comprehensive Plan

The Role of a Comprehensive Plan

A Comprehensive Plan, also called a Master Plan or a General Plan, is a document that describes a community's overall vision for the future as well as its corresponding goals, objectives, and policy initiatives necessary to reach that vision within the next 20 to 30 years. It is a document that is adopted by a local decision-making body (such as the City Council) and is intended to guide the future physical, social, and economic development actions of a jurisdiction. As such, it is a useful guide for decision-making by City Councils, Mayors, Planning Commissions, City Managers, and Department Directors.

In the State of Missouri, municipal jurisdictions are authorized by statute (RSMo 89.310) to “make, adopt, amend and carry out a city plan” for the purpose of “guiding and accomplishing coordinated development of the municipality” (RSMo 89.350). In addition, jurisdictions often choose to maintain an updated Comprehensive Plan for a number of reasons: assessing the ever-changing needs and desires of citizens; evaluating physical space requirements for targeted growth objectives; having better access to Federal and State grant opportunities; encouraging community involvement of residents; and creating an informed and effective Capital Improvements Plan.

Comprehensive Plans are typically laid out with a vision that spans up to 30 years. These plans are meant to be dynamic documents – always evolving, updating, and reflecting the values of a community – not just describing a snapshot in time. The Comprehensive Plan shapes the future by informing current City policies and other City plans. Being comprehensive in nature, a Comprehensive Plan is intended to apply to the entire City, not just a neighborhood or section of the City.



Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized.

Daniel Burnham, *The American City*





The Moberly Comprehensive Plan was created to meet the needs of all served by the City. The goals, objectives, and strategies described within this Plan are based on information gathered from public meetings; stakeholder interviews; a statistically valid Community Interest and Public Opinion Survey (see **Appendix A**); and meetings with staff and the Comprehensive Plan Steering Committee. The Moberly Comprehensive Plan describes a future vision of the community and delivers an implementation strategy that can be used and updated over time to make this vision a reality.

Planning Process

In the fall of 2015 the City Council contracted with Shafer, Kline & Warren, Inc. (SKW) to write a new 2040 Comprehensive Plan. The planning process started shortly after the Comprehensive Plan Steering Committee was formed. Since a major component of this new Plan entailed administering a Community Survey to a representative sample of the residents of Moberly, the first step in the process was to identify the necessary questions to ask in the survey. Key stakeholders in the community were interviewed and many focus group sessions were facilitated to arrive at the key issues that were of most concern to the population.

After receiving Community Survey responses, additional meetings with the Steering Committee and two open houses were held to further collect citizen input and facilitate discussion about priorities within the community. A dedicated website for the new Plan was also established -- citizens could view calendars to follow meetings, read updates on the process of the Plan, and find general information on the planning process. Development of the Comprehensive Plan then took place, utilizing the wealth of information gathered through research and public guidance. The new 2040 Comprehensive Plan was formally adopted on July 17th, 2017 when the City passed Ordinance 9358. (See **Appendix E**).



The Comprehensive Plan: Approach and Format

The Plan itself takes a thematic and goal-oriented approach to the future development of Moberly. The Plan is divided into four primary chapters or themes that correspond to the City's most important strategic issues, as well as an implementation plan that provides a framework by which the City can achieve its goals. After a general profile of Moberly is discussed – including its population and future trends – the following four “themes” form the body of this Plan:

Growth and Land Use

This section focuses on a critical issue for the City – how to accommodate growth and the type of growth that should occur. It provides a strategy to guide future growth in new development areas.

Mobility

This theme considers the movement of people, services, and goods in and through the City. Taking a holistic approach, a variety of transportation modes will be considered as Moberly develops in the future.

Public Facilities

This chapter inventories Moberly's utility infrastructure as well as the many community services available in the community, such as schools, libraries, and parks. Relying on the demographic analysis and growth scenarios identified in other chapters, this theme considers future public facility demands.

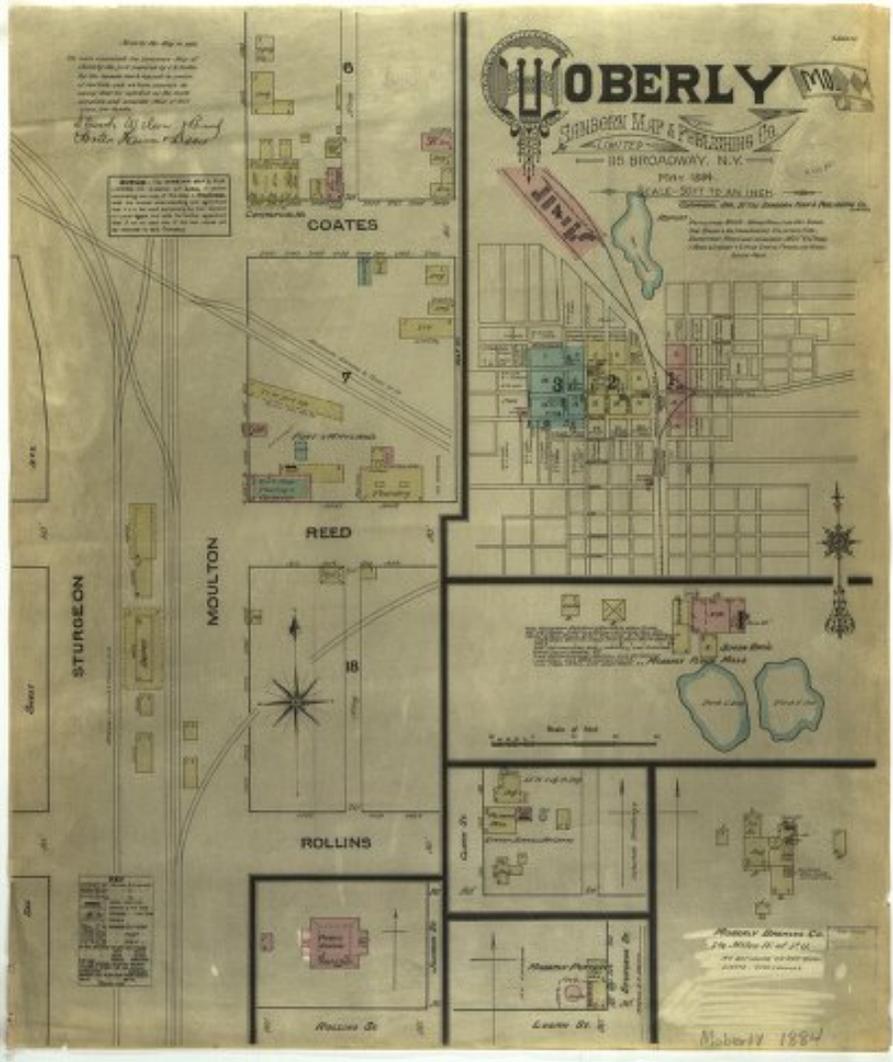
Character of the Community

This section addresses improvements to Moberly's public environment that can enhance the City's civic quality and appearance to residents and visitors.

MOBERLY VISION STATEMENT

MOBERLY IS A COMMUNITY – ONE OF NEIGHBORS, CHARACTER, IDENTITY, HERITAGE, AND STRONG FUTURE POTENTIAL. WE ARE A COMMUNITY OF ENTERPRISE, RICH WITH OPPORTUNITIES IN EDUCATION, HEALTHCARE, BUSINESS, INDUSTRY, AND A WORLD CLASS PARK AND RECREATION SYSTEM. NOW AND IN THE FUTURE, WE ARE COMMITTED TO BEING A HUB OF ECONOMIC GROWTH AND DIVERSITY WITH A HIGH QUALITY OF LIFE FOR ALL.





History of Moberly

Moberly, Missouri, nicknamed the “magic city” due to its rapid growth in the late 19th century, was founded as a railroad hub in north central Missouri in 1866 by Colonel William E. Moberly. Heavily influenced by the Chariton and Randolph Railroad, as well as the North Missouri Railroad Company, the town was incorporated in 1868 with a board of trustees. Original Sanborn maps dating back to 1884 show the initial rapid development that Moberly experienced in its first two decades. The City’s wide street grid design laid the foundation for what would later serve as a robust transportation network.

Moberly continued to enjoy steady growth until World War II when the City experienced its first notable decline in population. It was at this time that one of Moberly’s most notable residents became widely known – Five Star General Omar M. Bradley. The many statues and references to General Bradley can be seen throughout Moberly today. Since then, Moberly has not experienced sustained and consistent population growth, although the overall trend is positive. Significant investment in the City’s park system and transportation network have positioned the community to accommodate new development without sacrificing current residents’ quality of life.



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Moberly
2040 Comprehensive Plan

A Profile of Moberly



Chapter 2: A Profile of Moberly

This chapter examines demographic trends that will affect Moberly in the near-term and long-term future. The analysis examines population and demographic dynamics, including future population projections and how employment trends are shifting.

Population History and Characteristics

An accurate estimate of the local population plays a significant role in the planning process. Current population figures, when compared to figures from previous years, paint a picture for planners and officials to see overall trends and how community facilities, infrastructure, and services must be planned to adequately and efficiently serve current and future residents. If facilities, infrastructure, and services are not evaluated from time to time, potential problems may go unnoticed resulting in system failures and overall decline in the quality of life for residents. Understanding current and future populations, and their composition, can also help in planning for community parks, determining the need for housing and the appropriate mix of land uses. Analyzing population trends also helps in determining the potential need to expand city boundaries through annexation initiatives. In the 19th Century, Moberly was dubbed the “Magic City” due to its rapid initial growth in population. Between 1870 and 1930, the City grew at an average rate of 13.5% per year. After 1930, however, Moberly’s population decreased and has since hovered around 13,000 residents until recently when the City experienced a 1.7% increase in population from 2000 to 2010. Although encouraging, this rate of growth must be carefully considered relative to the City’s broader historical trends. Assuming that this rapid rate will continue could lead to policies and initiatives that ultimately over-build and over-anticipate future service needs.

In order to analyze urban and rural migration patterns, it is useful to compare Moberly to Randolph County through historical populations. The table to the right shows that the city grew in population faster than Randolph County through the 1950s, at which point Moberly’s share of the population gradually decreased until 2000. This is representative of a larger

Year	Moberly Population	Randolph Co. Population	% of Randolph Co. Population
1870	1,514	15,908	10%
1880	6,070	22,751	27%
1890	8,215	24,893	33%
1900	8,012	24,442	33%
1910	10,923	26,182	42%
1920	12,808	27,633	46%
1930	13,772	26,431	52%
1940	12,920	24,458	53%
1950	13,115	22,918	57%
1960	13,170	22,014	60%
1970	12,988	22,434	58%
1980	13,418	25,460	53%
1990	12,839	24,370	53%
2000	13,741	24,663	56%
2010	13,974	25,414	55%

Table 2.1: Historical Population of Moberly and Randolph County

Source: United States Census Bureau



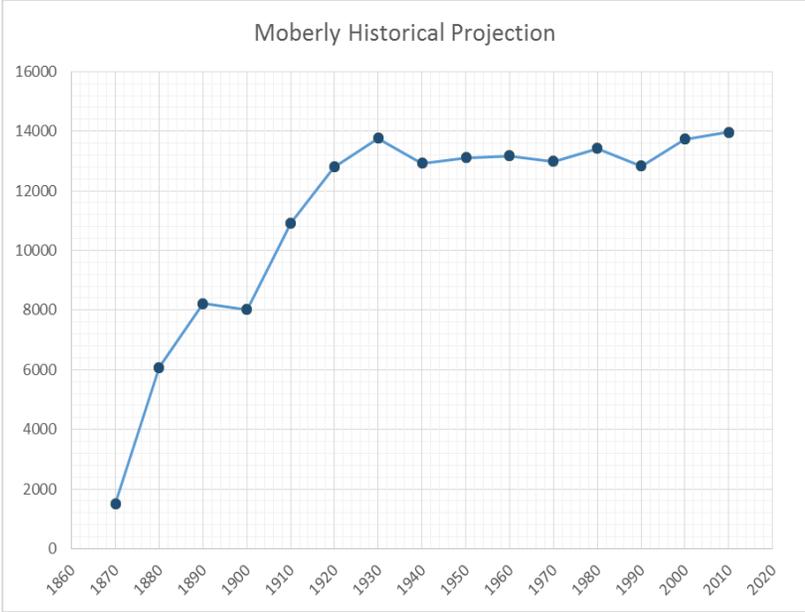


Figure 1.1: Moberly Historical Projection
 Source: United States Census Bureau Records

migration pattern seen in the United States, where populations have historically decentralized from city centers to a more suburban and rural setting. This is the result, in a large part, following the end of World War II and the proliferation of automobiles and the highway system as we now know it. Although annexation may explain *some* of the resurgence in Moberly’s population between 1990 and 2010, it should be noted the majority of land annexed during this time contained mostly industrial and commercial uses to the north of the City – therefore, the resurgence in population should be attributed to actual in-migration during this time period for any number of reasons. Further, since the U.S. Census Bureau does not consider temporary college student populations in a locality’s total count, it can be assumed that this influx of residents is not a sole result of an increase in secondary school enrollment. The prison population, however, is included in the total count – but does not vary significantly year to year. Prison capacity is 1,800.

When compared to similar Missouri municipalities, Moberly’s population trend has fared as well as or better than most, including Randolph County. As shown in **Table 2.2**, Moberly grew roughly 4% between 1980 and 2010 while Randolph County largely remained the same. During this same period, Kirksville and Sedalia grew at a relatively slower rate when compared to Moberly while Hannibal actually lost population.

	1980	1990	2000	2010	2014 (Estimate)	% Change 1980 - 2010	% Change 2010 - 2014
Moberly	13418	12839	13741	13974	13890	4.1%	-0.6%
Hannibal	18811	18004	18003	17916	17893	-4.8%	-0.1%
Kirksville	17167	17152	17571	17505	17633	2.0%	0.7%
Sedalia	20927	19800	20368	21385	21492	2.2%	0.5%
Randolph County	25460	24370	24663	25414	25072	- 0.2%	-1.3%

Table 2.2: Change in Population of Moberly, Randolph and Similar Cities in Missouri
 Source: United States Census Bureau



To better understand Moberly’s future population, it is important to look at what constitutes the City’s population. **Figure 2.2** on this page and the next page show the age composition by five-year age groups for Moberly is compared to Randolph County, the State of Missouri, and the nation as a whole. These charts illustrate the characteristics of the population and allow officials to compare them to larger geographic areas. In addition, examining how these charts change over time as a result of natural birth and death rates allows officials to anticipate future needs for specific age groups that may account for a larger proportion of the City’s overall population in the near and long-term future.

The data contained in these figures is from Year 2010 Census data; therefore, these numbers would be increased by 10 years (two, five-year age groups) for an accurate picture of these populations today. At the national, state, and county levels, the population seems to be increasing in age – the age groups representative of the post-WWII baby boom generation are moving upward noticeably. The bulge that follows approximately 20 years (four age groups) later is the echo baby boom generation – children of the post-WWII baby boomers. This national trend presents special challenges to communities. As the baby boom population and their children age, additional senior and affordable housing will need to be developed along with retirement and assisted living facilities, nursing homes, and transportation services. Additional social services such as meal delivery, health centers, and other recreational opportunities will also be needed as this generation climbs the age structure.

There are a few evident trends to note concerning Moberly. First, the number of children under 10 is decreasing. Although a lower birth rate among women nationally can explain part of the decrease in the youngest cohort, it cannot explain all of it. Second, it appears that Moberly’s baby boom population has been moving out. Addressing this trend by ensuring adequate services and housing choices are available will be an important factor in ensuring the City continues to grow in overall population. Finally, it appears that a significant number of people between 10 and 45 are choosing to move into Moberly. Although the Moberly Area Community College can account for some of this increase, again, there are likely additional factors driving this increase.

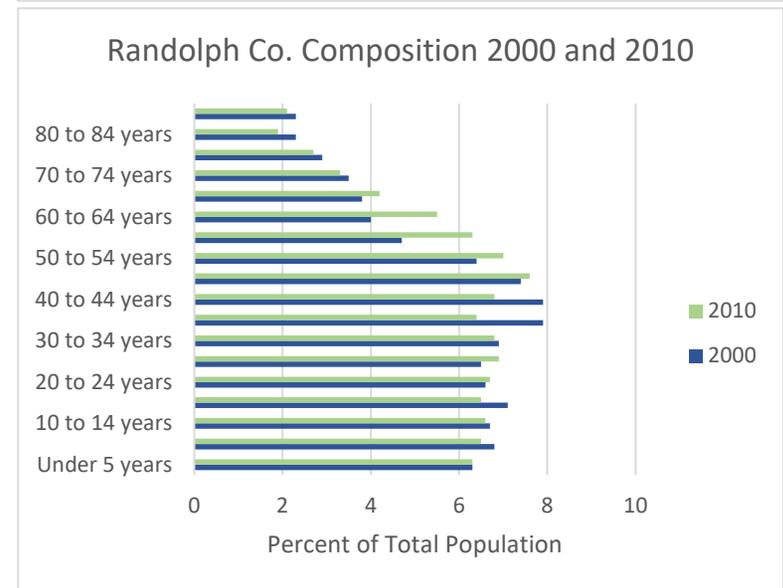
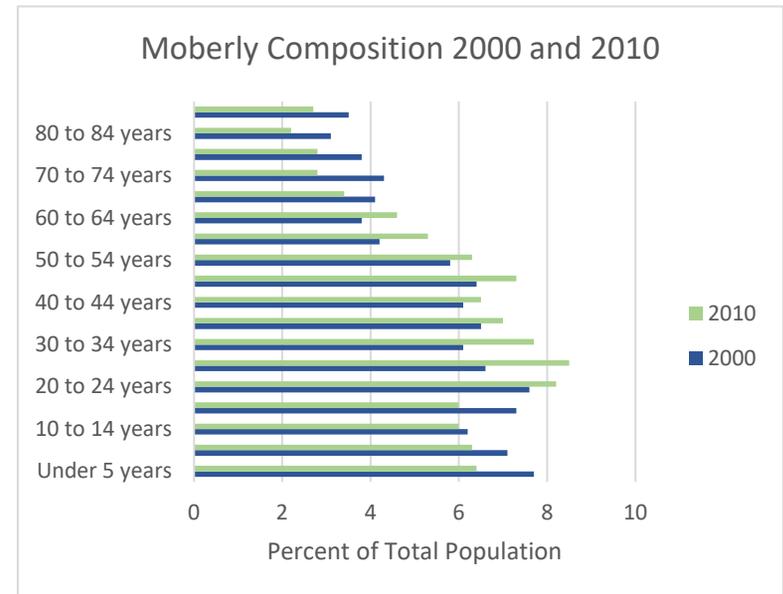
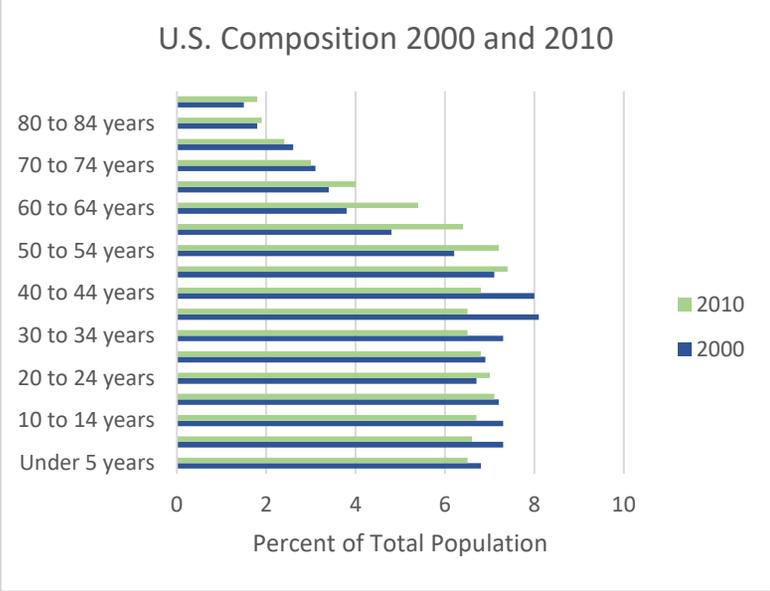
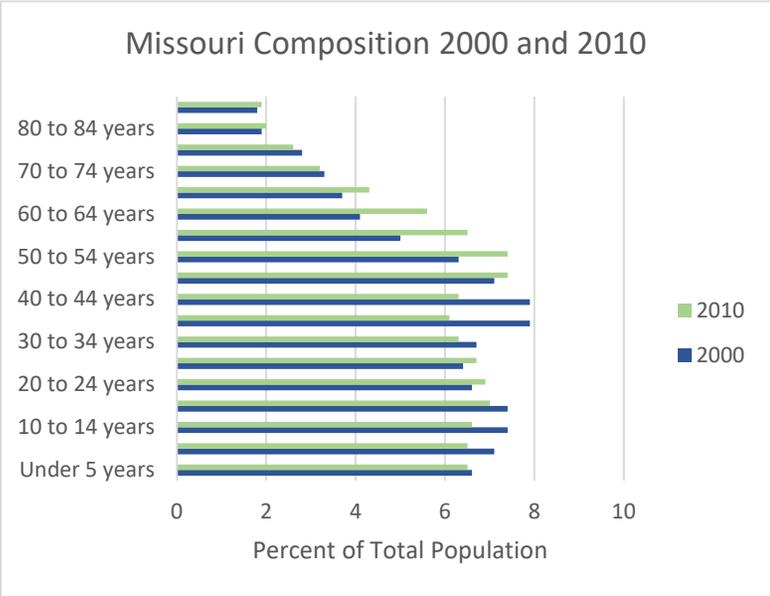


Figure 2.2: Age as a Percent of Total Population
Source: United States Census Bureau





Population Projections

Determining future populations depends on many factors. First, the rate of births, deaths, and net migration must be considered and ultimately play a primary role. Second, a firm understanding of the historical population figures for the City should form a foundation necessary to project the population into the future. Finally, a mathematical equation can be applied that takes these factors into account and projects a realistic population estimate up to 30 years into the future. Determining the number of births and deaths per year can be relatively easy using past trends; local school enrollment; and national, state and regional birth/death rates. Migration patterns, however, can be more complicated to determine, due to factors such as job availability; local development policies; available housing choices; and cultural and economic shifts.

As shown in the trend line shown in **Figure 2.3** on the next page, Moberly is expected to grow slightly over 0.5% per year, if average rates of birth and mortality prevail into the future. Of course, this rate can differ considerably for several reasons. Consequently, additional growth rate assumptions are shown.

Figure 2.2: Age as a Percent of Total Population
 Source: United States Census Bureau



To aid in establishing realistic expectations for Moberly’s future population while taking into consideration migration patterns, it can be useful to formulate a mathematical equation based on the City’s historical population. The trend line in **Figure 2.3** accounts for over 96% of past decennial populations. According to this trend line, Moberly can realistically expect an annual growth rate of between 0.5% and 1% through 2040. Although a multitude of factors can influence the City’s population in any given year – such as major employers expanding or locating within the region; an influx in the student population due to the policies of post-secondary educational institutions; or an increase in the prison population or an increase in prisoner families that relocate to Moberly – the average rate now shows an annual growth of between 0.5% and 1%. At this rate, the City can expect to add between roughly 2,000 people and 4,000 people by the year 2040. While some might be concerned that this is very slow growth, it does have the benefit of being sustainable and should not have the negative impacts that faster growth often brings.

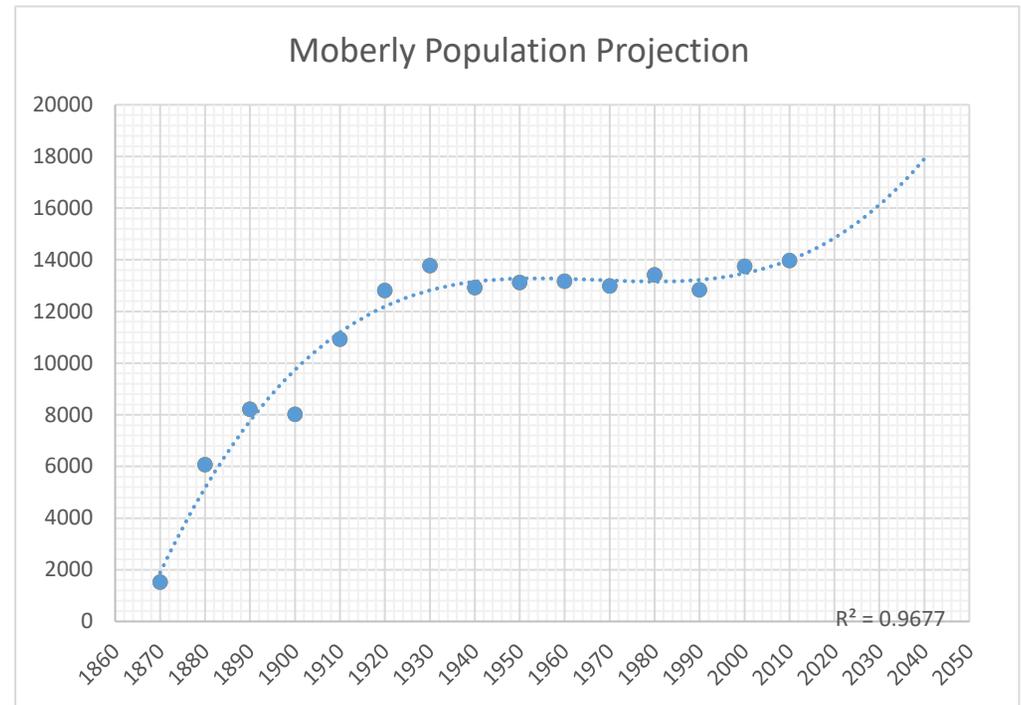


Figure 2.3: Moberly Population Projection
Source: Shafer, Kline & Warren, Inc.

	2010	2015	2020	2025	2030	2035	2040
Natural Population Change	13,974	14,320	14,732	15,062	15,367	15,530	15,499
0.5% Annual Growth	13,974	14,327	14,689	15,060	15,440	15,830	16,229
1% Annual Growth	13,974	14,687	15,436	16,223	17,051	17,921	18,835
1.25% Annual Growth	13,974	14,869	15,822	16,836	17,915	19,063	20,285
1.37% Annual Growth	13,974	14,958	16,011	17,138	18,345	19,636	21,019

Table 2.3: Natural Population Change -- 2010 to 2040
Source: Shafer, Kline & Warren, Inc.



OCCUPATIONAL TYPES	2000	2010	Change
Management, professional, and related occupations	27.4%	28.9%	1.5%
Service occupations	19.0%	18.3%	-0.7%
Sales and office occupations	23.8%	29.9%	6.1%
Farming, fishing, and forestry occupations	7.7%	7.1%	-0.6%
Production, transportation, and material moving occupations	22.1%	15.9%	-6.2%
Construction, extraction, installation, maintenance, and repair occupations	Percent Change Not Available		
INDUSTRIAL TYPES	2000	2010	Change
Agriculture, forestry, fishing and hunting, and mining	0.7%	0.2%	-0.5%
Construction	2.7%	5.7%	3.0%
Manufacturing	20.3%	11.4%	-8.9%
Wholesale trade	3.0%	3.3%	0.3%
Retail trade	12.8%	16.0%	3.2%
Transportation and warehousing, and utilities	6.1%	6.7%	0.6%
Information	1.8%	2.8%	1.0%
Finance, insurance, real estate, and rental and leasing	7.5%	7.1%	-0.4%
Professional, scientific, management, administrative, and waste management services	4.0%	5.7%	1.7%
Educational, health and social services	21.4%	19.8%	-1.6%
Arts, entertainment, recreation, accommodation and food services	8.4%	7.7%	-0.7%
Other services (except public administration)	4.4%	5.5%	1.1%
Public administration	6.8%	7.9%	1.1%

Table 2.4: Percent Change in Occupation and Industry
 Source: United States Census Bureau ACS Profile Report

Economic Factors

Historically, Moberly’s economy was independent from the Columbia Metro Area, but over the last several decades an economic transition has occurred in the City with more residents commuting to jobs outside the City. The following section reviews the City’s employment and income trends.

Employment

Employment within a community can be measured in two ways – by occupation or by industry. Employment based on occupation describes the kind of work a person does on the job, as opposed to the type of industry an individual works in, which relates to the kind of business conducted by a person’s employer. For example, a person might be a nurse (their occupation) for a major health care facility (the industry). **Table 2.4** shows Moberly’s employment by occupation and how it has changed between 2000 and 2010, while the lower portion of the table shows Moberly’s employment by industry and how it has changed over the same period.

It appears that, like many Midwestern cities, Moberly has experienced a continual decline in its manufacturing industry from 2000 to 2010. This has been exacerbated by an increase in retail trade along with an occupational move toward sales and service occupations. Other industry sectors that experienced an increase were construction, professional services, and public administration.



Finally, it can be useful to understand how far and with which transportation mode employees are commuting to their jobs. As depicted in **Table 2.5**, the predominant mode is, as expected, driving alone with an average commute time of roughly 20 minutes. This indicates that a considerable amount of the work force is commuting to Columbia. It should also be noted that, when compared with other similar municipalities, a relatively higher proportion of Moberly commuters utilize public transportation or work from home.

	Carpool	Public Transportation	Walk	Other	Work at Home	Drive Alone	Drive Time (min)
Moberly	9.5%	1.2%	1.2%	1.6%	5.2%	81.1%	19.4
Hannibal	8.8%	0.4%	3.4%	3.1%	3.7%	80.6%	17.2
Kirksville	7.4%	0.7%	10.8%	2.4%	2.3%	76.4%	13.5
Sedalia	14.5%	0.8%	2.4%	0.7%	3.1%	78.5%	15.6

Table 2.5: Transportation Mode by Percent and Drive Time in Minutes

Source: United States Census Bureau



Income and Housing

Table 2.6 describes the income distribution as well as the median household income for Moberly, Hannibal, Kirksville, and Sedalia. Though all municipalities were similar in this regard, there is a real difference between Moberly and Randolph County. With more residents employed in lower paying sales and services-oriented occupations, the City’s household median income is 85% that of the County median income. This is an important breaking point for some housing assistance and financing programs.

In addition, there is an interlocking connection between population trends, income, and employment. **Table 2.7** displays a comparison of housing values in Moberly, Hannibal, Kirksville, and Sedalia. Moberly’s 2010 median home values and median household income were both low compared to other cities.

The remaining chapters of this Plan – Growth & Land Use; Mobility; Public Facilities; and Character of the Community – all rely on these projected figures and characteristics of Moberly’s population and its overall profile.

	Under \$10,000	\$10,000 to \$14,999	\$15,000 to \$24,999	\$25,000 to \$34,999	\$35,000 to \$49,999	\$50,000 to \$74,999	\$75,000 to \$99,999	\$100,000 to \$149,999	\$150,000 to \$199,999	\$200,000 or more	2010 Median Income
Moberly	11.0%	9.1%	17.6%	18.0%	16.2%	16.1%	5.4%	4.4%	0.8%	1.3%	\$ 31,747
Hannibal	11.3%	9.7%	14.1%	14.1%	16.0%	18.5%	7.8%	6.2%	1.1%	1.3%	\$ 35,628
Kirksville	23.4%	10.4%	14.0%	14.3%	11.5%	13.5%	5.1%	5.1%	2.1%	0.8%	\$ 26,865
Sedalia	10.4%	9.7%	18.1%	15.0%	17.7%	18.4%	5.4%	3.8%	0.5%	1.0%	\$ 32,346
Randolph Co	9.8%	8.5%	13.8%	15.2%	16.4%	15.9%	12.1%	6.3%	1.3%	0.6%	\$ 37,206

Table 2.6: Comparison of Income Distribution and Median Household Income – Moberly, Randolph County and Similar Cities in Missouri

Source: United States Census Bureau

	Percent Owner Occupied	Median Value	Persons Per Household
Moberly	62.8%	\$ 80,400	2.58
Hannibal	62.0%	\$ 86,300	2.37
Kirksville	46.9%	\$ 95,600	2.16
Sedalia	60.1%	\$ 83,800	2.34

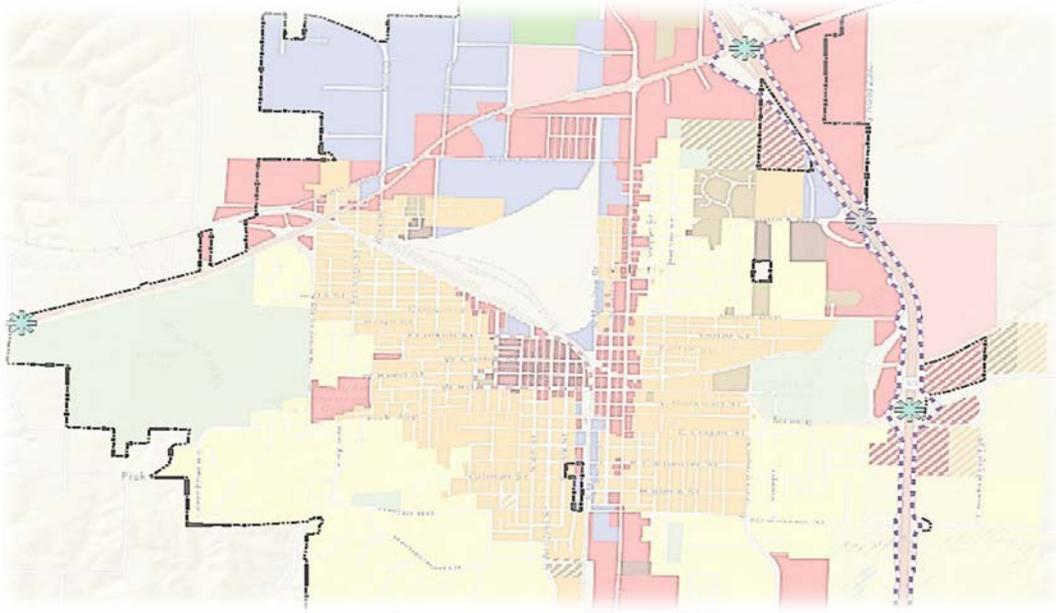
Table 2.7: Comparison of Housing – Moberly and Similar Cities in Missouri

Source: United States Census Bureau



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Growth and Land Use



Chapter 3: Growth and Land Use

Land use is the central element which a Comprehensive Plan is constructed upon because it establishes the overall physical configuration of the city – the mix and location of uses and the type of community systems that support them. The Future Land Use Plan is a statement of policy that public and private decision makers depend on to guide individual actions such as land purchases, project design, and the development approval process.

This chapter integrates existing patterns of development, potential market needs, the character of the natural environment, and potential opportunities into a Future Land Use Plan (see **Appendix B**) for the community. It also establishes a decision-making framework that links the Future Land Use Plan to the zoning ordinance, thus guiding decisions about land use change in Moberly and the surrounding area.

Land use plans have provided the basis for traditional “single-use” zoning, which is often referred to as “Euclidean” zoning because of a 1926 court case in Euclid, Ohio that established its constitutionality. Moberly’s current zoning ordinance, which follows this model, divides the City into four residential, three commercial, and two industrial zoning districts that vary by the intensity and impact of permitted uses.

More recently, interest has grown nationally in the urban character of various parts of a city, implemented by development regulations that address form as well as land use, often referred to as “smart” or “form-based” codes. Moberly displays a variety of urban contexts, ranging from its mixed-use Downtown to the suburban scale of new residential areas and auto-oriented commercial districts. This chapter considers these urban character issues, but focuses on the land use side of the development equation.

Chapter 6: Character of the Community will consider urban character in more detail, and the two chapters together will provide a framework for updated development regulations tailored to Moberly.

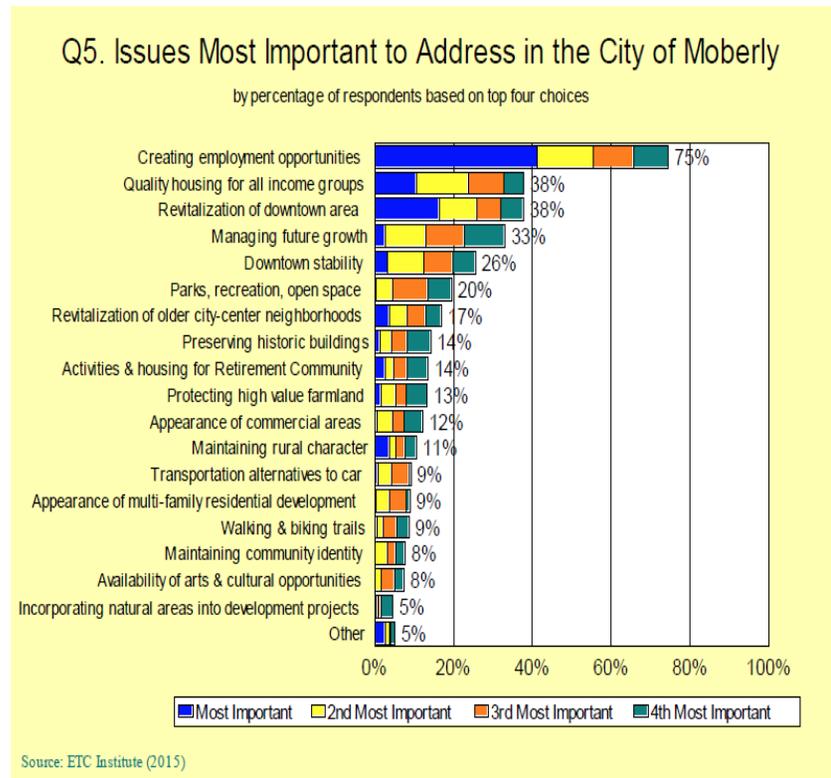


Growth and Land Use Goals

1. Provide cost-effective services by promoting development that is compact and close to existing urbanized areas, while minimizing impacts on existing development, productive agricultural uses, and natural resources.
2. Continue to develop Moberly as a safe, accessible community for residents and visitors.
3. Provide for a variety of uses, services, and retail outlets which are convenient and attractive to consumers to strengthen the community's economic base.
4. Promote an active and viable Downtown, while preserving its historical and cultural significance to Moberly.
5. Promote variety, quality, and long-term viability in Moberly's residential development and redevelopment, focusing especially on infill development.

These five Growth and Land Use Goals (listed in no order) developed by the Steering Committee are well supported by citizen's responses to **Community Survey Question 5** to the right:

1. Three of the top five issues selected by Community Survey respondents:
 - Issue #1 - creating employment opportunities;
 - Issue #3 - Downtown revitalization; and
 - Issue #5 - Downtown stability
 all support Goals to strengthen the community's economic base (Goal #3) and promote an active and viable Downtown (Goal #4).
2. The desire by respondents for quality housing for all income groups (Issue #2) supports the promotion of variety, quality, and long-term viability in residential development (Goal #5).
3. Managing future growth (Issue #4) and parks, recreation, open space (Issue #6) both support Goal #1 and Goal #2.



Land Use Patterns

Moberly’s relatively dispersed land pattern emerged from an interplay of transportation corridors (especially railway transportation), geology, and development pressure from Columbia. **Table 2.8** lists the acreage and the percent of land area devoted to each existing zoning classification. The average percent for similar Midwest cities is also provided.

A comparison of Moberly to other similar Midwest cities shows a few notable characteristics. While residential land uses are roughly on par with those of similar cities, Moberly devotes a larger percentage of its land use to commercial and less to public and transportation uses. This is due, in part, to large tracts of land zoned as commercial that are really public uses in nature, as well as large tracts of undeveloped industrial land that creates an average density that is lower than its neighbors.

As the City continues to grow, a focus should be to invest in public lands and transportation corridors that build on the City’s well-developed parks and recreation system. Future development should tie into these efforts. Since the City currently has ample commercial and industrial properties, any future development that proposes additional land area should focus on highly visible centers that utilize the City’s transportation network to the highest degree possible.

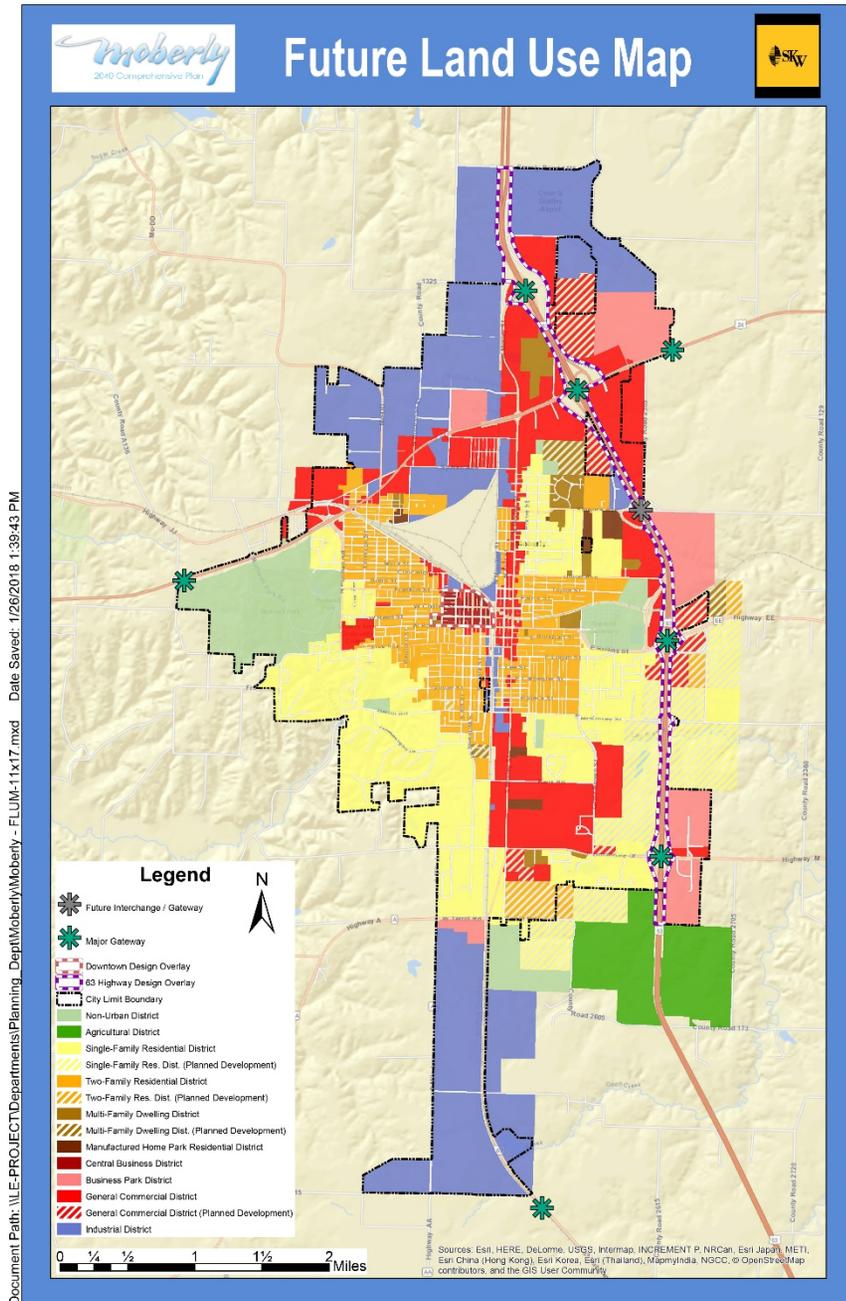
Acres and Percent of Land Area by Zoning Classification

	Moberly, 2015 (Acres)	Moberly, 2015 (Percent)	Average Percent of Similar Cities
Residential	2,757	35.1	37.0
Single-Family Residential	1,718	62.3 (percent of residential)	
Two-Family Residential	841	30.5 (percent of residential)	
Multi-Family Residential	147	5.3 (percent of residential)	
Manufactured Home Park	51	1.9 (percent of residential)	
Commercial	1,498	19.1	6.5
General Commercial	1,072	71.6 (percent of commercial)	
Central Business District	35	2.3 (percent of commercial)	
Business Park	391	26.1 (percent of commercial)	
Industrial	932	11.9	6.3
Public (Schools, Parks, Non-Urban, Open Space, Government, etc.)	1,495	19.1	24.5
Transportation	1,166	14.9	26.0
Total Area	7,848	100.0	100.0

Table 3.1 Acres and Percent of Land Area by Zoning Classification; and Comparison to Similar Midwest Cities

Source: United States Census Bureau





Future Land Use Map

Following an analysis of future growth projections, existing land uses, and current zoning, the **Future Land Use Map (FLUM)** was created to serve as a tool to help achieve the five Growth and Land Use Goals and to encourage orderly development through 2040. Several FLUM implementation strategies are recommended:

- Although infill development is preferred for residential and commercial uses, Moberly’s projected rate of growth through 2040 indicates that the City needs to annex land for residential uses. Adoption of a 20-year annexation plan with a strong focus on adding land for new residential uses should be considered.
- Industrial and commercial uses should be expanded in well-planned industrial and business parks, respectively.
- Due to Moberly’s “small town” identity and charm, agricultural lands should be located along 63 Highway -- the City’s main entrance – at its southernmost border.
- Since most of the growth during the next 25 years is expected to occur along the 63 Highway corridor, the area should be targeted for annexation and eventual utility provision when feasible.
- The City should work with the Missouri Department of Transportation in the siting and design of a new interchange at 63 Highway and Sinnock Avenue when warranted.
- A “63 Highway Overlay District” and a “Downtown Overlay District” are shown on the FLUM. Although each District will have different goals, the overall strategy is to encourage aesthetic design standards that boost the image of the City.
- Gateway monuments are shown on the FLUM at strategic locations. Well-designed monuments will hopefully encourage travelers to visit Moberly and discover what it has to offer.

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Economic Development

“Creating employment opportunities” is the single most important issue identified by residents in **Community Survey Question 5**. Business retention; employee training; and coordination with secondary and post-secondary schools to ensure a properly trained workforce all form the backbone of a comprehensive strategy to improve Moberly’s economic base. While Moberly is fortunate to already have some major employers, economic development initiatives should continue to focus on attracting, retaining, and expanding businesses of all kinds.

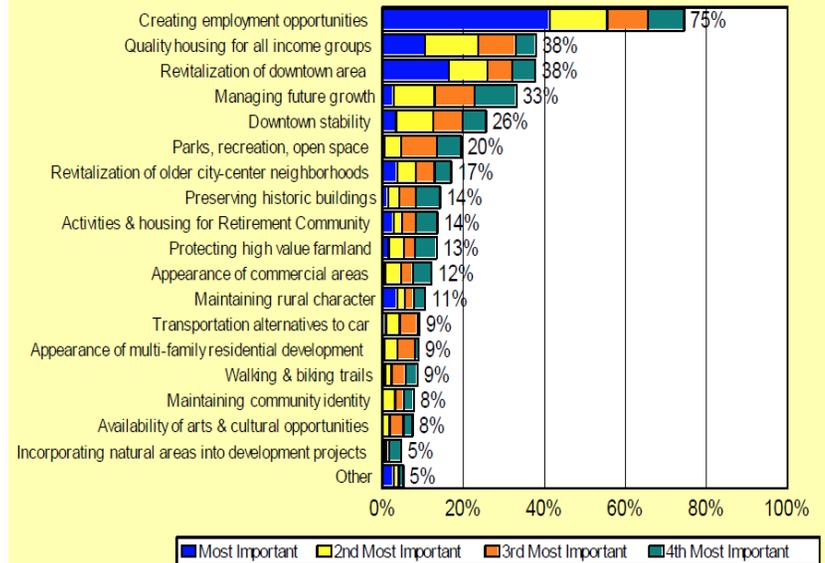
Since “revitalization of the Downtown area” and “Downtown stability” are a high priority in residents’ minds, small business should be encouraged to locate Downtown. Continued cooperation with Main Street Moberly, as well as further reinvestment in the Downtown core, is essential to the redevelopment of this historic hub. A package of tax abatements, historic tax credits, and façade enhancements can help businesses move into the Downtown core. The City has adopted a Downtown “Community Improvement District” (CID) and is currently drafting a set of design guidelines for properties within the District. The prospect of creating financial improvement districts is also encouraging.

Tax abatements, infrastructure improvements, and a streamlined approval process all encourage industrial businesses to locate in industrial/business parks.

Finally, engaging with secondary and post-secondary institutions to cooperatively develop focused business incubators and business development training programs can further enhance small business development. Such efforts may also help reverse the trend of young adults moving away due to the lack of employment opportunities (see citizen responses to **Community Survey Questions 9, 9-2, 9-3 and 10** on the following page).

Q5. Issues Most Important to Address in the City of Moberly

by percentage of respondents based on top four choices



Source: ETC Institute (2015)

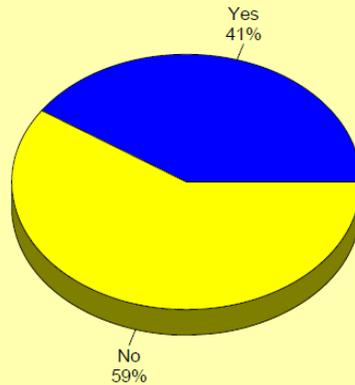
Micropolitan Statistical Area

Moberly is a designated Micropolitan Statistical Area, defined as: “Labor market areas in the United States centered on an urban cluster with a population of at least 10,000 but less than 50,000. A micropolitan area is a geographic entity used for statistical purposes based on counties and county equivalents.” The Office of Management and Budget has identified 536 micropolitan areas in the United States.



Q9. Over the Past 10 Years, Has Any Member of Your Household Moved Away from Moberly?

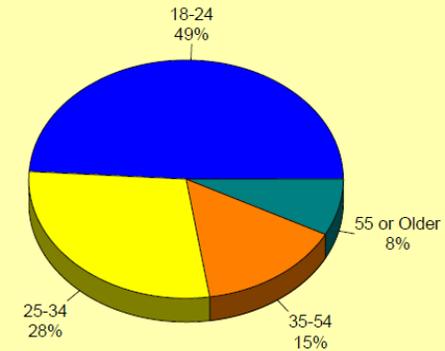
by percentage of respondents



Source: ETC Institute (2016)

Q9-2. If yes, How Old Was the Individual (s) when they Moved Away from Moberly?

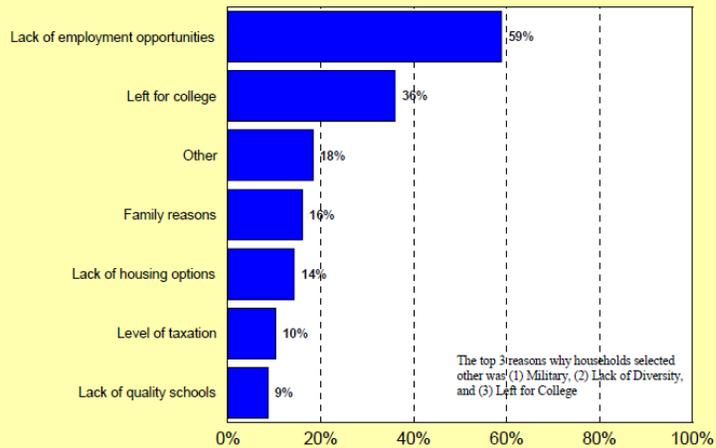
by percentage of respondents (who indicated yes to question #9)



Source: ETC Institute (2016)

Q9-3. Reasons for Moving Away

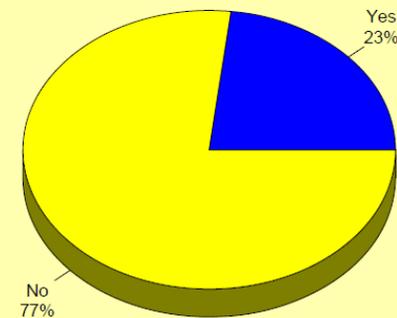
by percentage of respondents who had a household member that moved away (multiple selections possible)



Source: ETC Institute (2016)

Q10. Over the Past 10 Years, Has Any Member of Your Household Moved Back from Moberly?

by percentage of respondents



Source: ETC Institute (2016)



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4

moberly
2040 Comprehensive Plan

Mobility



Chapter 4: Mobility

A community's transportation network has a major impact on the physical development of a place; the mix of land uses in a community; types and location of housing; and the economic viability of a region. The transportation network connects all the different planning elements together. Commerce cannot exist without a network of roads, bridges, and highways. Often, roads are used to separate incompatible land uses. In addition, roads and infrastructure designed to serve the various land uses, are often developed concurrently. Well-maintained roads help protect the health and safety of the public, and an attractive streetscape can be a catalyst for community investment and future development.

Mobility Goals

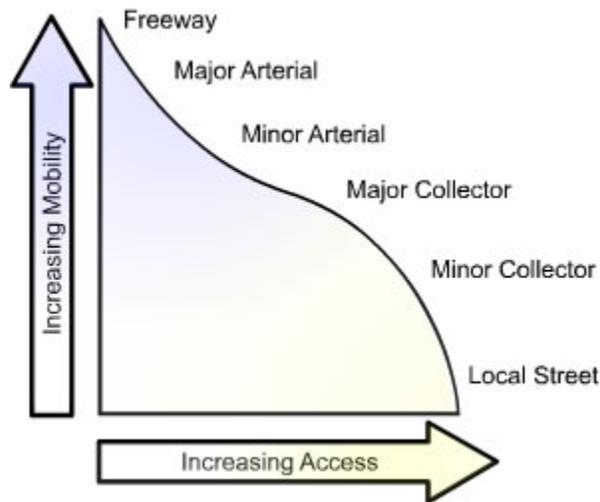
1. Create and foster a “multi-modal” approach that equally addresses all modes of transportation (walking; bicycling; driving; public transit) during roadway construction.
2. Capitalize on Moberly's street grid by ensuring that new developments provide adequate connections to the existing street network.
3. Identify ways to connect existing neighborhoods that may not have been developed with a multi-modal approach in mind.
4. Continue to maintain and enhance a transportation system that provides safe and efficient access to the city and region.
5. Establish a policy that requires future roadways to develop according to a carefully considered street classification system that promotes safe and efficient transport for all users.

Major Street Plan

According to the Federal Highway Administration, functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Functional classification provides a basis for many planning activities related to street corridors as well as services and uses that depend on the street network.



The **MoDOT Functional Classification System Map for Moberly** is located on the last page of this chapter (see **Appendix D** for a larger map).



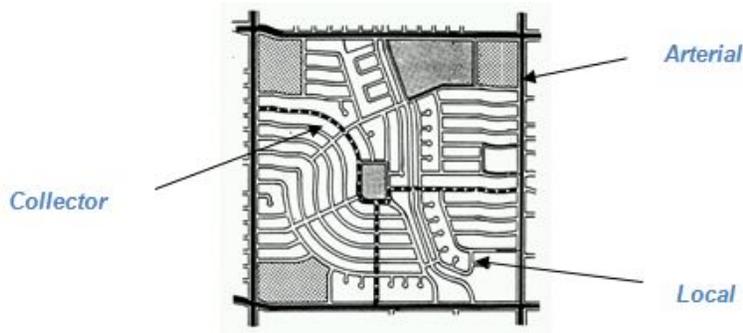
Street classifications are based on the functions of a hierarchy of vehicle origin-destination movements. Movement from one section of the city to another is carried on arterials that are, ideally, uninterrupted corridors designed for the smooth flow of a large volume of traffic. Fewer movements occur on collector streets that connect residential areas with arterials and local traffic generators. The lowest level of the system, local streets, carries traffic flow to abutting properties.

Since the predominant goal of the City’s street network is to facilitate the safe and efficient movement of people, determining the level of access and mobility for each corridor is important. Generally, the greater the speed or mobility of a roadway, the less access it has. Interstate highways have the most controlled access but enjoy the fastest speeds. Alternatively, local streets (normally residential streets) have the greatest access but typically have speeds lower than 25 miles per hour.

The following definitions and characteristics of the different road classifications are from the FHWA Functional Classification Guidelines.

Arterial Streets

Arterial streets should function to connect areas of principal traffic generation and important area highways. They provide for distribution and collection of traffic to and from collector and local streets. The arterial street is given preferential treatment over collector and local streets in signing and signalization of intersections. It is preferable that local streets do not have direct access to arterials but are provided access to the arterial through the collector street system.



Arterials in Moberly intersect with many local streets in the older parts of the city due to the grid pattern of development. Of greater concern on arterial streets, such as N. Morley Street or 24 Highway, are the multiple drive approaches to businesses. Ingress and egress traffic movements to and from private property along an arterial should be controlled to maintain smooth traffic flow and to avoid hazardous conflicting movements. Access control can be achieved at differing levels through street design, subdivision design, site plan design, and curb cut regulations. Access control methods include restriction of curb cuts and utilization of shared parking among businesses. A landscaped buffer along the arterial helps maintain the viability of abutting land for residential purposes.

Arterial roadways are appropriate for carrying traffic through primarily residential areas without direct access to properties. A minor arterial road section includes four through lanes and should provide an additional left turn bay at signalized intersections and at major intersections. Sidewalks should be provided on both sides. The ideal range for traffic volume on a four-lane arterial roadway is 12,000 to 25,000 vehicles per day. The City and MoDOT should continue to work together to allow access along four-lane arterials to only public side roads with spacing based on design speed.

Minor arterial streets should be designed and used to move large volumes of relatively unimpeded traffic. They differ from major arterials in three ways:

1. Design speeds are lower.
2. Traffic flow is more restricted.
3. Direct curb-cut access to individual tracts is more common on minor arterials, although new developments should be encouraged to provide internal cross access easements to minimize street traffic and curb cuts.



Moberly
2040 Comprehensive Plan





Rural Arterials

Rural roads which are projected to carry higher traffic volumes in the future are also designated as arterials. The purpose of these “rural arterials”, such as Urbandale Drive, is to serve as a temporary link in the circulation system until development warrants constructing the road to urban standards. It is often necessary to complete such a link years before adjacent areas develop – the rural arterial’s interim use is to connect presently developed areas with existing highways, commercial areas, and rural residential development. By designating these roads as rural arterials, sufficient right-of-way width can be acquired through appropriate right-of-way dedications as an area develops over time. Rural arterial construction is like that of urban arterials except that curbs and gutters are typically absent.

Collector Streets

Collector streets serve traffic travelling between arterials while local streets are used mainly for traffic movement within residential, commercial, and industrial areas. Collectors are typically designed to discourage continuous through traffic.

Collectors are best classified as two-lane or three-lane roadways. Two-lane collector streets typically function to collect traffic in residential neighborhoods. Because traffic volumes on two-lane collector streets may range between 1,500 and 5,000 vehicles per day, residential properties abutting the collector street may not be as desirable as those abutting a local street. To accommodate wider travel lanes, sidewalks, and street lighting, a wider right-of-way is needed than for local streets. Parking along and private access to a two-lane collector should be discouraged. If parking is necessary, it should be allowed on one side only.



A three-lane collector street is appropriate for collecting traffic in high-density residential and non-residential areas, such as a business park or shopping center where traffic demand is expected to range between 1,500 and 12,000 vehicles per day. This street includes two through lanes, and can be widened by adding a center turn lane. On-street parking should be prohibited.

For safe accommodation of local traffic movement and effective preservation of the character of residential areas, experience has shown that collector streets should be spaced at intervals of about one-half mile, though in Moberly the existing street system is not as systematic.

Local Streets

The primary function of local streets is to provide access to abutting property. Continuity of local streets is not as important as for collector streets. Through traffic should be discouraged. Local streets should be designed to intersect with a collector street and provide easy access to adjacent property.

The ideal traffic volume for local streets is less than 1,500 vehicles per day. On-street parking is usually permitted. Fire codes require a 20-foot path for large equipment, though, so parking should be limited to one side of the local street if pavement width is less than 28 feet.





Traffic Calming

Several methods have proven successful in slowing traffic speeds, reducing the number of automobiles on streets, and decreasing conflicts at intersections -- all aimed at improving the safety of drivers and pedestrians. The narrowing of streets, the presence of on-street parking, roundabouts, and landscaped medians or islands are all effective in slowing traffic speeds.

To capitalize on Moberly's image as a town that cares about its parks and trails system, the city may want to consider the feasibility of medians along minor arterials such as W. Rollins Street, S. Williams Street, and Morley Street. Combined with other features, such as the inclusion of dedicated bicycle lanes or side-street landscaping, traffic calming methods can provide a pleasant experience that benefits all involved and enhances the surrounding neighborhood.



Complete Streets

Complete Streets is a community design trend that has emerged recently as a response to traditional street design that has historically focused only on motorists. A Complete Streets policy is intended, when appropriate, to create "multi-modal" streets that are safe and convenient for as many likely users as possible – motorists, bus riders, bicyclists, pedestrians, and those with disabilities.

In 2010, the Missouri House of Representatives passed a Complete Streets Resolution (HCR 67) that supports Complete Streets concepts. The Resolution is a comprehensive outline of the reasons for pursuing Complete Streets policies and urges all levels of government to use Complete Streets principles. As of 2014, almost twenty cities and counties in Missouri had adopted Complete Streets policies.



Complete Streets contribute many benefits to a community:

- Sidewalks and bike routes, where appropriate to community context, encourage healthy and active lifestyles among residents of all ages.
- Complete Streets can provide children with opportunities to reach nearby destinations in a safe and supportive environment.
- A variety of transportation options allow everyone – particularly people with disabilities and older adults – to get out and stay connected to the community.
- Multi-modal transportation networks provide alternatives to sitting in traffic.
- A better integration of land use and transportation through a Complete Streets process creates a more attractive combination of buildings – houses, offices, shops – and streets designs.
- Designing a street with pedestrians in mind – sidewalks, raised medians, better bus stop placement, traffic calming measures, and treatments for those with disabilities – reduces pedestrian risk.
- Complete Streets help reduce carbon emissions.

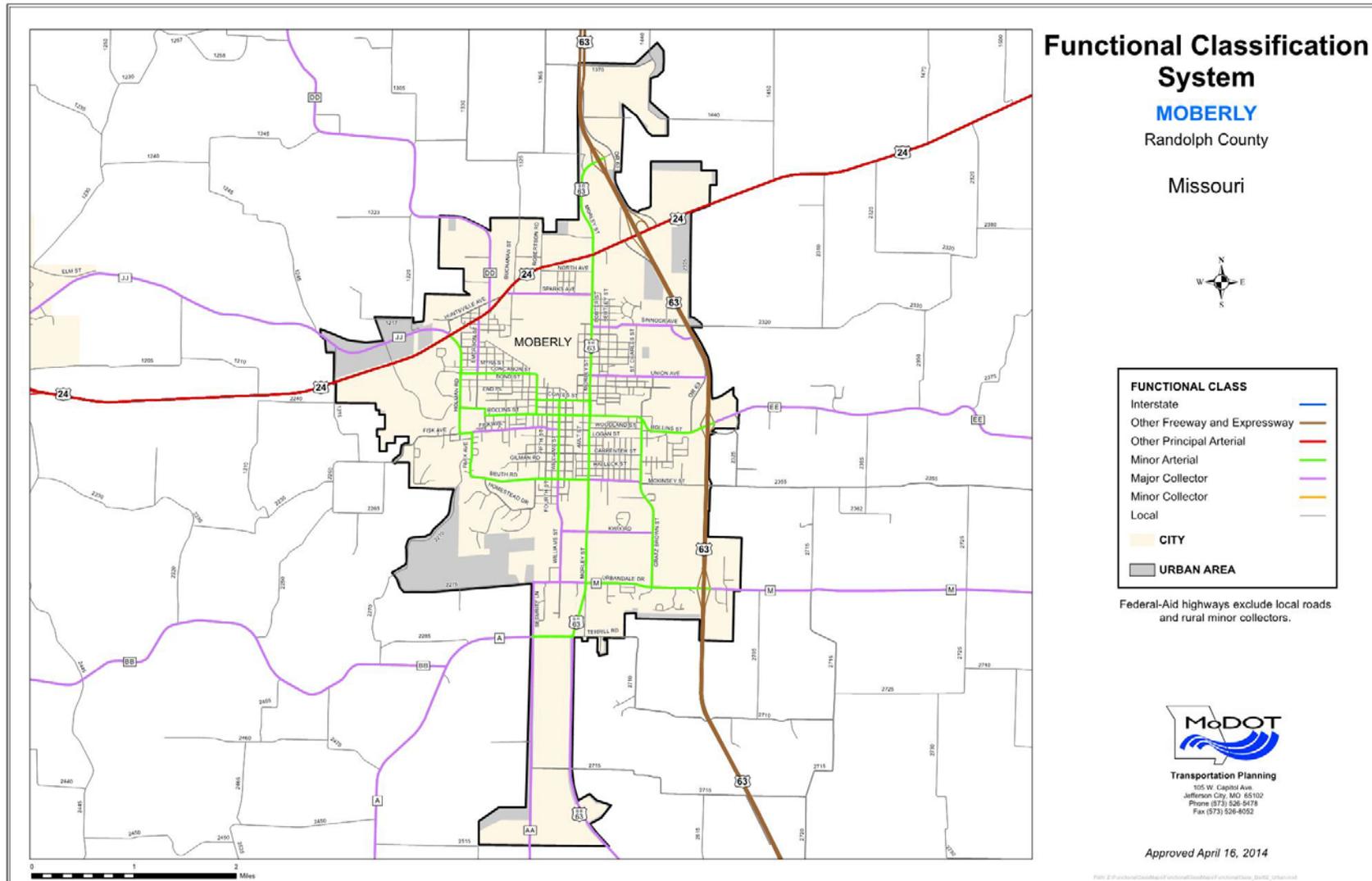
A major goal of Complete Streets is safe, accessible and convenient sidewalks and bikeways integrated into the City’s street network. Connectivity with the parks and recreation system is also desirable.

To be effective, a Complete Streets network needs to encompass the entire street network in a community – not just Downtown streets and major roadways. With a Complete Streets policy, every time a road is built or reconstructed within the City of Moberly, all likely users would be considered on a case-by-case basis. Some streets – such as streets in the Downtown core – may require accommodation of all users while other streets may only require a wider shoulder to accommodate the rare bicyclist or pedestrian.

Upon review of Moberly’s current street redevelopment policy, the City is already applying some Complete Streets concepts to existing City streets. The City should continue this practice and use the **MoDOT Functional Classification System Map for Moberly** on the next page (also see **Appendix D**) to further assess which existing streets might be good candidates for one or more Complete Street concepts.

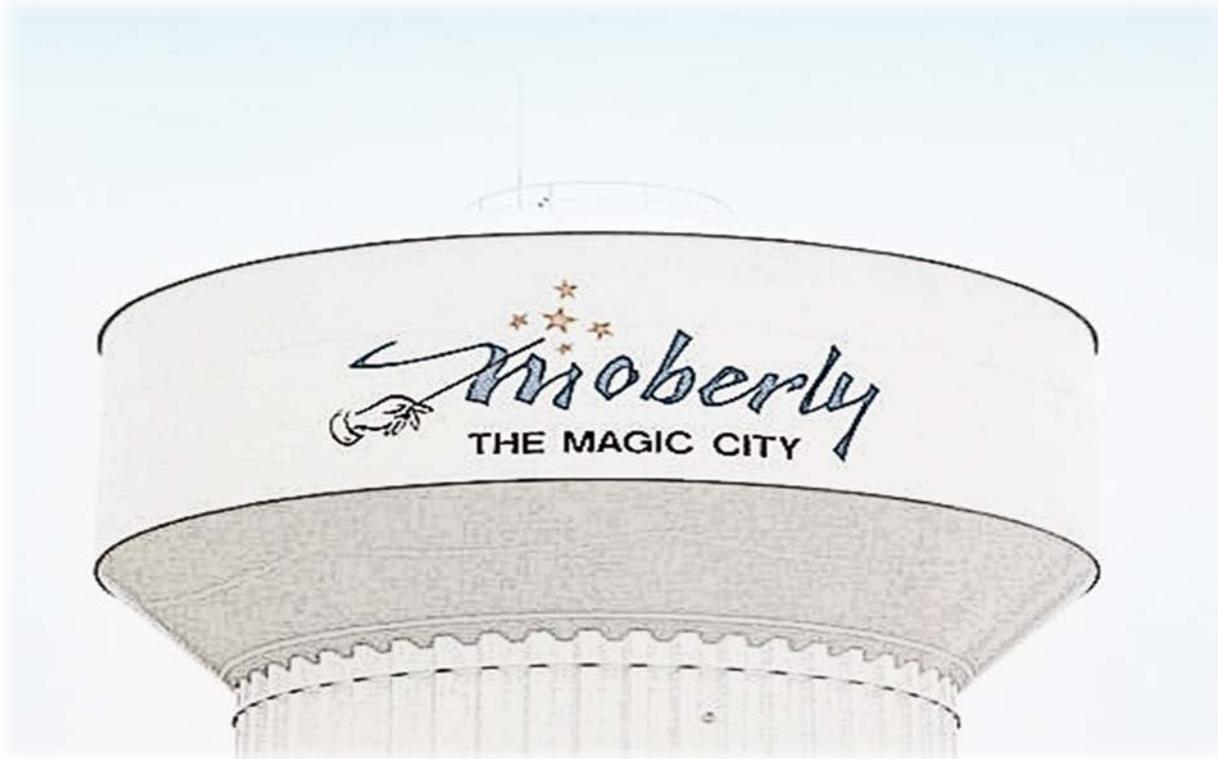
The City should either adopt a formal Complete Streets policy and/or the subdivision regulations should be amended to prescribe new road standards according to an agreed upon classification of new roads. This will assist in the platting process of new areas as the City continues to annex and as vacant land is developed.





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Public Facilities



Chapter 5: Public Facilities

This chapter focuses on community services provided by the City, schools, and the library. Before those specific services are discussed, a general overview of the range of public services typically offered by various government, quasi-government, non-profit, and private entities will occur.

The mix of available services varies from community to community. Certain services are essential and are required by law while others are offered by policy. Essential community services encompass public safety, infrastructure maintenance, and government administration – services typically delivered by municipal (city) government.

Equally important are recreation, cultural, and educational services that may be a responsibility of either government or special purpose entities.

County governments typically provide judicial, environmental and public health, mental health, and social service referral services. Postal, vehicle and driver licensing, vocational rehabilitation, and employment services are typically provided by state and federal government.

Some community service programs and facilities are often offered by non-governmental organizations. Recreation opportunities such as golf courses, health clubs, and swimming pools can be operated by either for-profit or non-profit entities. Counseling, health care, and similar human needs services may also be offered by non-profit and commercial entities.

The range of community service facilities can be as diverse as the services themselves. Buildings such as city halls, fire stations, service centers, post offices, and community centers house many of the services. Other community facilities include parkland, cemeteries and open spaces. A substantial number of community facilities in any municipality are operated and funded by governmental entities.





City of Moberly services

Consistent with communities throughout the United States, the City provides a broad range of community services and facilities for Moberly residents, businesses, and industries. Services provided by the City of Moberly encompass municipal administration, law enforcement, fire protection, water and sewer, street maintenance, parks and recreation, cemetery maintenance, and code administration.

Public Facilities Goals

1. Establish a process by which older neighborhoods receive funding to rehabilitate infrastructure.
2. Seek community input and “buy-in” when Capital Improvement Plan (CIP) budgets and long-term priorities are developed.
3. Continue to enhance and promote the City’s airport, using it to attract additional industry and business to the City.
4. Actively seek funding opportunities that promote the goals and recommendations of the Comprehensive Plan and the CIP.
5. Continue to provide exceptional service to the community through Fire/EMS, Police Protection, and Code Enforcement.
6. Continue to coordinate services between the City and local schools – both secondary and post-secondary.
7. Continue to pursue funding for combined sewer separation, and for patching and repair of aging sanitary infrastructure.
8. Consider development of a Utilities Strategic Plan that would integrate water, wastewater and storm water into one management plan.



Educational Facilities

The quality of schools is important to the citizens of Moberly. Results to **Community Survey Question 1** show that 73% of respondents feel that the quality of schools is “very important” or “somewhat important” in their decision to live in Moberly.

Moberly School District, Moberly Area Community College, and Central Christian College of the Bible all provide educational services and facilities to the community.

Moberly School District consists of Moberly High School, Moberly Middle School, North Central Regional School, Early Childhood Learning Center, Gratz Brown Elementary, North Park Elementary, South Park Elementary, and Moberly Area Technical Center. The District has over 2,600 students enrolled as of 2015, with a teacher-to-pupil ratio of 1:17. In 2015, the District finalized a Comprehensive School Improvement Plan (CSIP) that focused on student preparation, effective use of resources, governance, and teacher support. One resulting action step from this plan recommended a Long-Range Facility Plan (LRFP). Adopted by the Board of Education on an annual basis, the LRFP details any expansion plans that the District and the City should periodically review to ensure that supporting infrastructure and transportation connectivity can be cooperatively planned well in advance.

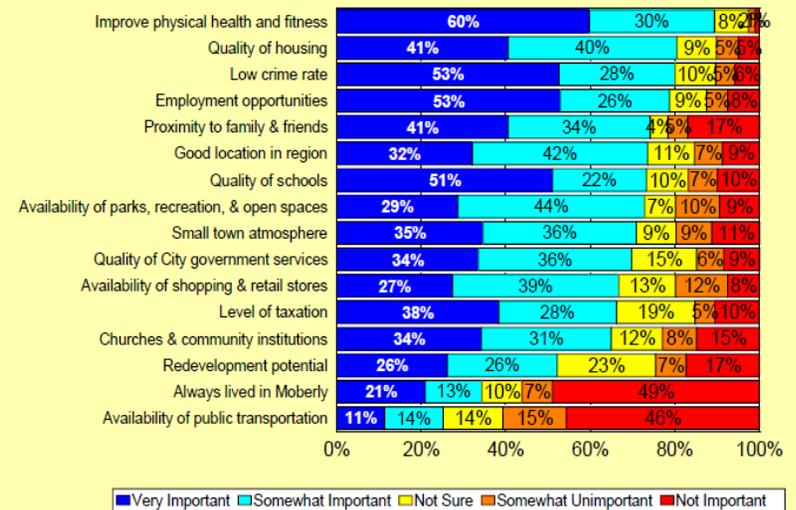
Moberly Area Community College (MACC) is a two-year college with its main campus in Moberly and six satellite campuses throughout northeast Missouri. Statewide enrollment is currently 5,507, with 644 students in Moberly.

Central Christian College of the Bible is a four-year college that had over 300 students enrolled in 2015. Both institutions are important in the development of an educated and trained local workforce and should continue to be engaged with the City, the Moberly Area Economic Development Corporation, the Moberly Area Chamber of Commerce, and Main Street Moberly (where appropriate).



Q1. Importance of the Following Decisions to Live in Moberly

by percentage of respondents (excluding "don't know")



Source: ETC Institute (2016)



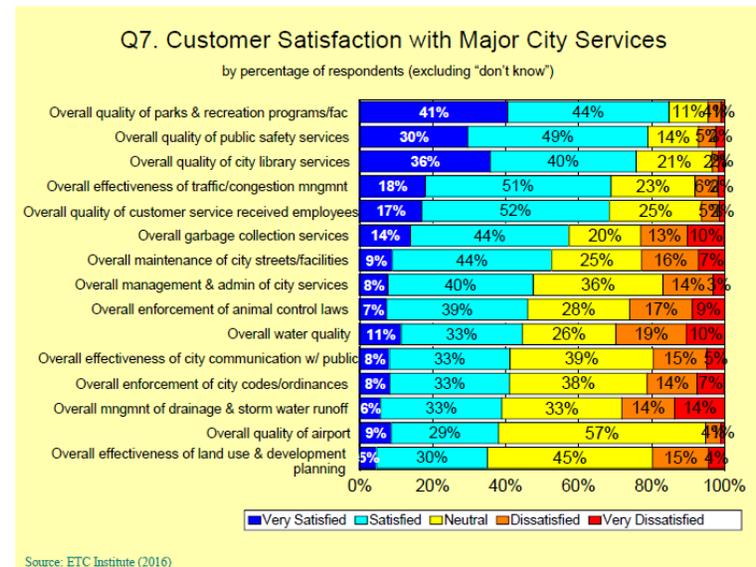


Other Public Facilities

Library Service

Little Dixie Regional Libraries operates its main branch in Downtown Moberly. Various services offered by the library include the following: Children’s Department; Circulation Department; Computer Services; Online Catalog; Outreach Department; Reference Department; Tweens; Genealogy Department; and Young Adult/Teens. Children’s Story Time is also offered, as well as numerous reading groups and book clubs for all ages. Typical level of service standards for a library include providing and maintaining 0.6 square feet of library floor area per capita, and providing and maintaining a collection of two books per capita.

Community Survey Question 7 indicates that 76% of respondents are “satisfied” or “very satisfied” with current library operations. An additional 21% are neutral, and the remaining 3% are either “dissatisfied” or “very dissatisfied”.



Public Safety Services

Law Enforcement

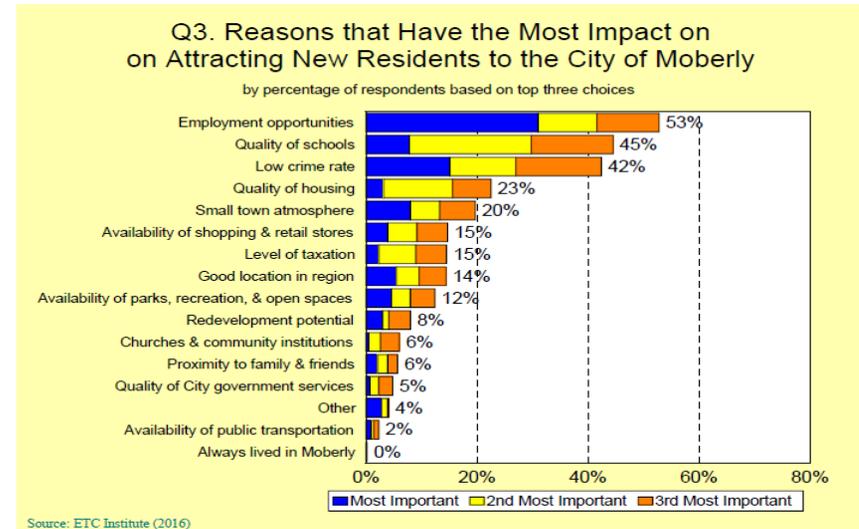
A comparison of Moberly crime rates versus national rates indicates that violent crime in Moberly is significantly lower than the national rate while property crime in Moberly in most years is equal to or slightly higher than the national rate.

Ultimately, safety is an important factor in any community – perceived or actual. “Low crime rate” was rated as the third most important reason that respondents feel that new residents are attracted to Moberly (**Community Survey Question 3**).

Fire & Emergency Services

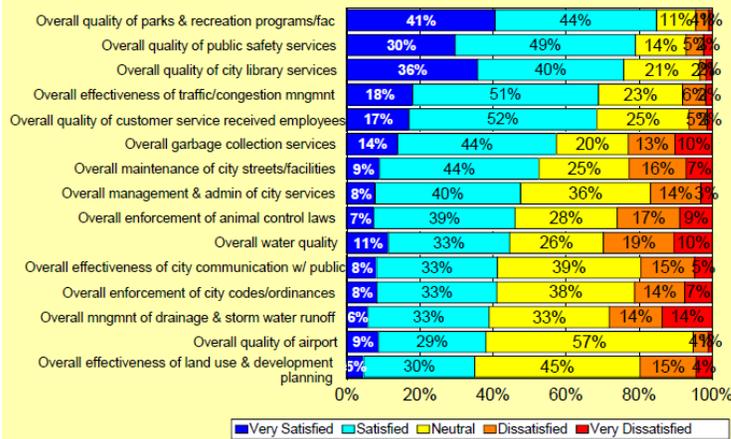
In evaluating a community’s public fire protection, ISO (International Standards Organization) standards are used to consider acceptable response times. Generally, response times in an urban environment like Moberly range between 3.2 and 4.9 minutes depending on the resources used. Although Moberly falls within this threshold, concern exists over fire response times due to blocked access by rail. As Moberly continues to grow and its Fire Department adds staff, the City should study the possible addition of another fire station.

Moberly’s public safety services ranked high in **Community Survey Questions 7, 8, and 18** that asked respondents about customer satisfaction; items that should receive the most emphasis in the next three years; and items that should receive increased investment. These questions are shown on the next page.



Q7. Customer Satisfaction with Major City Services

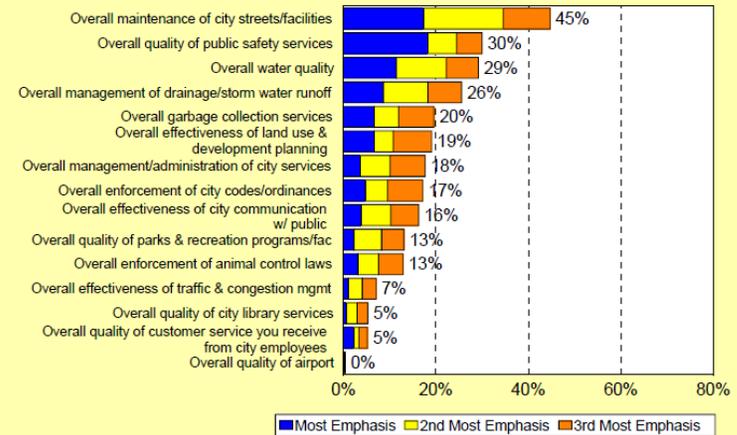
by percentage of respondents (excluding "don't know")



Source: ETC Institute (2016)

Q8. Items Households Think Should Receive the Most Emphasis from Community Leaders Over the Next THREE Years

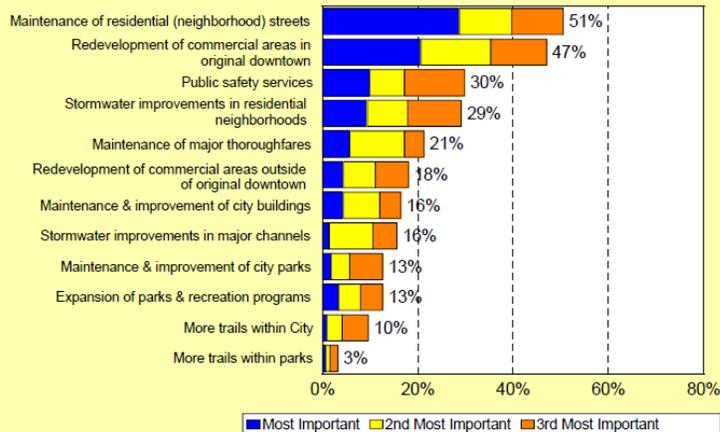
by percentage of respondents based on top three choices



Source: ETC Institute (2016)

Q18. Items Households Would Most Support the City to Make Increased Investment In

by percentage of respondents based on top three choices



Source: ETC Institute (2016)

Q19. Maximum Amount of Increased Property Taxes Households Are Willing to Pay to Invest in Programs and Service Improvements that Are the Most Important to their Household

by percentage of respondents (excluding not provided)



Source: ETC Institute (2016)





Utility Services

The City’s Public Utilities Department provides water, sewer, and storm water services. The older portion of the City’s sewer system is a “combined sewer” system that captures both sanitary sewage and storm water runoff in a common pipe and conveys it to the wastewater treatment plant. During heavy rain events, flow volumes have on occasion been higher than the plant can handle. The City has made significant progress in finding and reducing overflows and discharges within the sewer system and has made updates to the wastewater treatment facility, lift stations, sewers, and manholes in the last few years. The City has also completed storm water detention/retention projects and installed storm sewers to convey water away from areas where drainage was an ongoing problem.

As state and federal grants for infrastructure become available, the City should continue to leverage its own capital reserves to take advantage of any funds available. Combined with a wastewater feasibility study currently being conducted in Randolph County, this will provide Missouri Division of Natural Resources with information that demonstrates Moberly’s need for funding to address any environmental concerns and to possibly accommodate future growth.

Community Survey Questions 7, 8, and 18 indicate low customer satisfaction with the City’s management of drainage and storm water runoff but strong support for an emphasis on, and investment in, storm water improvements, especially in residential neighborhoods.

The City should consider development of a Utilities Strategic Plan where water, sewer and storm water are all addressed in one integrated management plan. If the City develops an integrated utilities plan, it is important that it be consistent with this Comprehensive Plan and with the Capital Improvements Plan.



Parks and Recreation Services

The City recently completed a Parks, Recreation, and Open Space Master Plan in 2013 (see **Appendix C**) that addresses the “open space” land use identified in this Plan in a more detailed fashion. It also addresses sidewalk and bikeway connectivity to trails and the overall park system. **Community Survey Questions 7, 8 and 18** on the next page show that citizens are very satisfied with the parks and recreation system. Due to this high level of satisfaction, respondents placed a low priority on park improvements or program expansion.

Street Maintenance Services

Moberly’s streets are maintained by the Public Works Department. Citizen responses to **Community Survey Questions 7, 8 and 18** on the next page indicate that there is very strong support for a City emphasis on, and investment in, street maintenance, especially in neighborhoods.

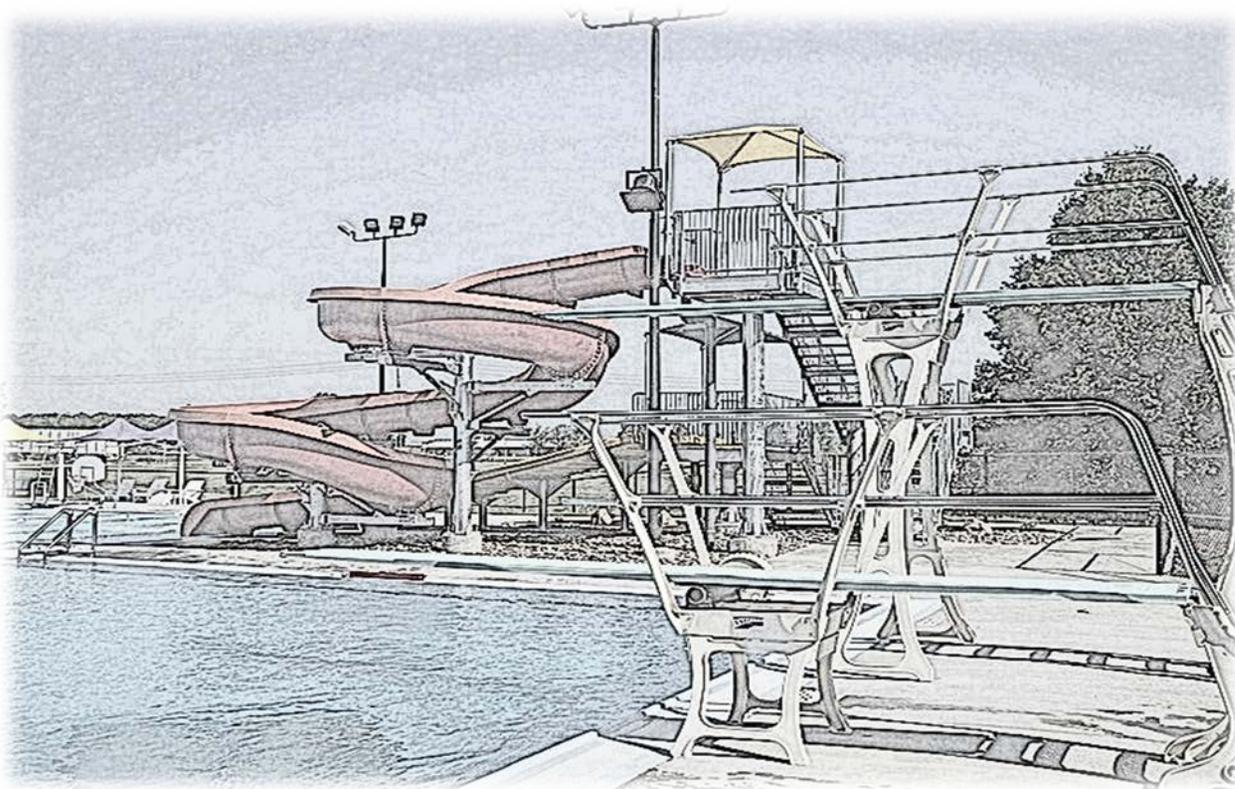
Omar N. Bradley Regional Airport

Bradley Regional Airport is managed by the City’s Public Works Department. Provided compliance with FAA regulations are maintained, this vital facility has the potential to enhance economic development activities by providing quick access to Moberly for business and industry owners. Moberly’s airport can also continue to serve those who approach flying as a hobby – a niche that the City should investigate to see if there is demand near the airport for residential construction that would be geared towards those with a private plane.



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Chapter 6: Character of the Community

Moberly's small-town charm, Downtown, and recreational lifestyle all received significant support from respondents in the Community Survey. These attractive features, along with Moberly's proximity to Columbia and its position as a regional economic hub for the surrounding rural area, provides Moberly an opportunity to attract shoppers, new residents, and new businesses.

Urban design, aesthetics, and historic preservation efforts should capitalize on Moberly's unique and attractive features and promote projects that enhance them.

Urban Design, Aesthetics, and Historic Preservation Goals

1. Assure that community gateways and major transportation corridors convey a strong statement of community quality and accommodate a variety of transportation network users.
2. Establish gateways at major entrances into Moberly by ensuring corridors are mowed and appropriate signage is installed.
3. Provide consistent design standards for private development projects.
4. Maintain the high quality and historic character of Downtown.
5. Continue to capitalize on Moberly's natural setting by conserving distinctive open spaces and increasing recreational use and access to forested areas and waterways.
6. Enhance the physical environment and conserve the appearance of the city's streets and neighborhoods.
7. Continue to provide safe, well-designed, and accessible passive and active recreation areas to meet the needs and desires of all age groups.



Passive recreation: Outdoor recreational activities, such as hiking, canoeing, and nature observation that require a minimum of facilities or development and that have minimal environmental impact on the recreational site.

Active recreation: Outdoor recreational activities, such as organized sports, playground activities, and the use of motorized vehicles, that require extensive facilities or development or that have a considerable environmental impact on the recreational site.





Gateways and Wayfinding Signage

One of the most cost-effective and visually apparent initiatives the City can invest in is an effective gateway and wayfinding signage strategy. The Future Land Use Map proposes a half-dozen locations where some type of gateway monument would entice potential visitors to drive into Moberly. These monuments can be as simple or grandiose as the community prefers and can afford, but a common theme must tie them together. Gateways convey an immediate impression of the City and its values, and can be used to entice drivers off major corridors, such as 63 Highway.

To complement a gateway, an effective wayfinding signage strategy must be in place to navigate visitors to areas of interest, such as the Downtown core, library, hospitals, museums, high schools, colleges, City Hall, and significant parks. A well-integrated wayfinding signage program will pay dividends in getting drivers off 63 Highway and into Moberly.



Overlay Districts and Design Guidelines

Overlay districts place additional design requirements on properties that are located within the district's boundaries. While the basic zoning code is mainly concerned with height, setbacks, and use of a particular building, overlay district standards and guidelines typically address façade treatment, landscaping, fencing, signage, and other visual elements.

The intent of additional standards in an historic neighborhood or Downtown is to help "bind" the overall district in a cohesive way and to celebrate the era in which the neighborhood was initially designed and established.



Funding Assistance

Funding opportunities from the Missouri State Historic Preservation Office are available to study the feasibility of overlay districts in historic neighborhoods and Downtown as well as creating the correlating design guidelines to help maintain and rehabilitate properties within district boundaries. Until such a grant is awarded and detailed design guidelines are created, the City could adopt a blanket ordinance that references the U.S. Secretary of the Interior standards and apply those standards to properties within an identified Downtown district.

Tourism grants from the State are also available to help fund development of overlay districts and associated design guidelines for areas other than historic neighborhoods or Downtown, such as along major transportation corridors where a sense of place and aesthetic appeal would help boost the City’s image.

City-Wide Design Standards

If Moberly would prefer that significant design standards apply to all non-residential property throughout the City, it is recommended that a rewrite of the zoning/subdivision code take place with specific attention given to aesthetic concerns. A drawback is that if every development ends up looking like every other development, a “sense of place” may be replaced with a conformity that lacks individual appeal. Therefore, a careful approach should be crafted to protect especially important districts and corridors while allowing other areas to develop its own unique identity provided base zoning requirements are met.





A Recreational Lifestyle

There is little doubt that the City's parks system and recreational lifestyle is one of Moberly's biggest attractions. As discussed in **Chapter 5: Public Facilities**, the 2013 Parks, Recreation, and Open Space Master Plan (see **Appendix C**) addresses the "open space" land use identified in this Plan in a more detailed fashion. It also addresses sidewalk and bikeway connectivity to trails and the overall park system. The City is encouraged to enhance its community character by connecting new and existing neighborhoods to the City's parks and recreation system and to schools.

Stream Buffers

One way to help accomplish this connection is implementation of the stream buffer ordinance discussed at greater length in **Chapter 7: Plan Implementation**. These buffers can be used to facilitate the construction of multi-use paths and parks in flood prone or environmentally sensitive areas that should be kept free from more intense forms of development. Stream buffers also help improve a community's drainage and storm water system.

Parkland, Landscaping and Tree Preservation

This can also be accomplished through the use of planned unit districts (PUDs) that either incentivize or require developers to set aside parkland and open space for public use. These developments should be considered through the lens of overall connectivity to the trail system. Additionally, a minimum landscaping and tree planting requirement for new developments can encourage tree preservation and carefully sited development that leaves existing trees in place. One program – Tree City USA – has sample standards that can be adopted by the City to encourage or require a certain level of attention regarding tree preservation and propagation.



Downtown Activities

Due to the increasing interest in festivals and general activities in the Downtown area, the Playful City USA program may be of interest. Although certain minimal requirements must be met to receive a Playful City USA designation, it is yet another tool in a large toolbox that can be used to encourage investment and interest Downtown while at the same time celebrating the culture of Moberly.

Urban Design of Public Spaces

Although attention has already been given to the public realm – namely streets – it is important to ensure that streets in highly visible or cultural areas (such as Downtown) receive not only sufficient parking and engineering design during redevelopment, but that other design aspects are considered.

These urban design aspects include sufficient pedestrian and bicycle facilities, such as sitting benches, trash collectors, raised landscaping, and art. Street art should be local and should reflect the culture inherent in the City. In many cases, service organizations or the local schools can be engaged to undertake a project such as a large fountain or art piece – similar to what the Rotary Club did with the train depot near City Hall. This type of public engagement is essential in creating a thriving Downtown where residents can take ownership and have a sense of pride in their community. The City and Main Street Moberly should continue to partner in making these opportunities happen. The City and the Moberly Area Chamber of Commerce should also identify highly visible and beneficial areas to do the same along corridors throughout the City.

In addition to partnering for the enhancement of public spaces, the City should consider public-private partnerships that rehabilitate significant structures in Moberly. The former Junior High School is one example of many opportunities where a public-private partnership – in conjunction with low-income housing tax credits– can take a vacant property of historic significance and transform it into a space that fills a valid purpose. In the Community Survey, 71 percent of those surveyed were either very supportive or somewhat supportive of this initiative.





7

Plan Implementation



Chapter 7: Plan Implementation

This chapter provides recommended strategies for implementing the stated goals, objectives, and policies of this Plan. These recommendations do not constitute a set of regulations or ordinances. Rather, they are guides for future amendments and revisions to existing City regulations and ordinances.

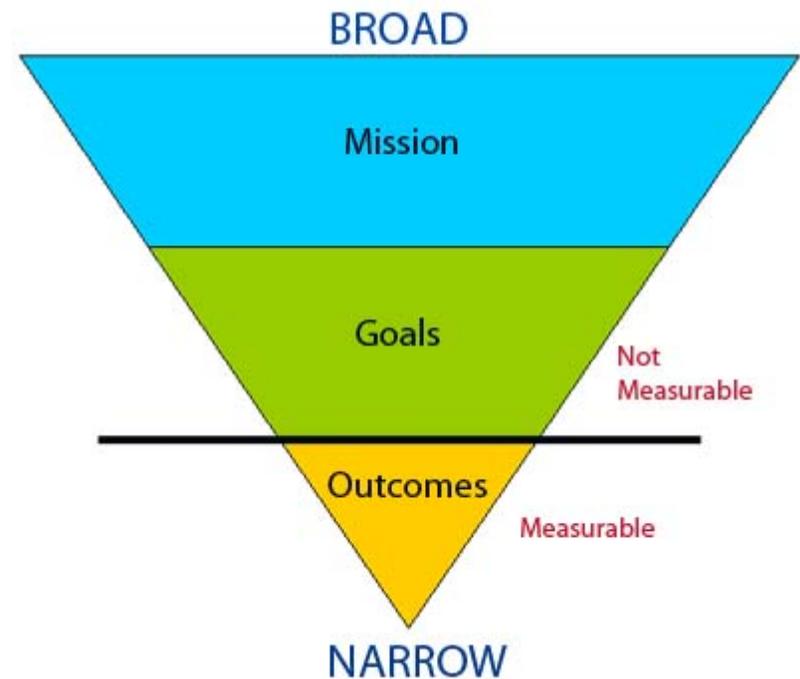
Similarly, it is not anticipated that these recommendations will be implemented in their entirety upon adoption of this Plan -- the intent of the Comprehensive Plan is to equip the City to accomplish short-term and long-term objectives through stated policies and implementation of the recommended strategies as determined by the City of Moberly to be appropriate.

This chapter begins with select issues that were identified throughout the planning process, followed by an Implementation Matrix and a list of State and local resources available to the community.

Plan Implementation

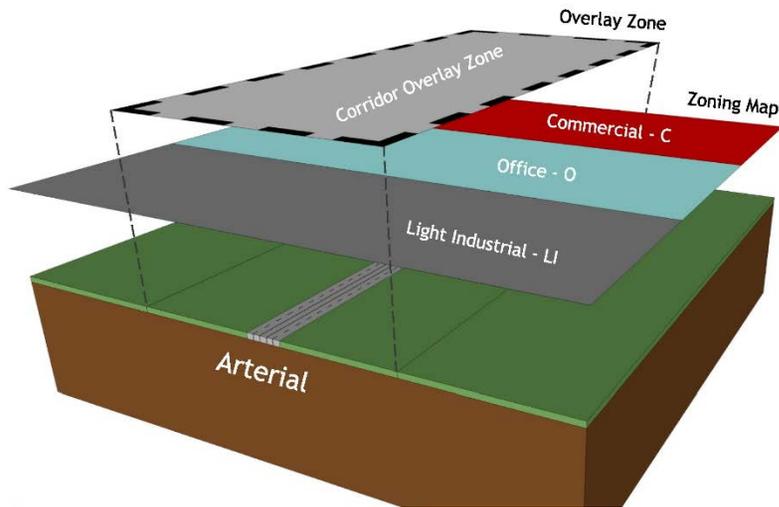
One of the primary means of implementing the Future Land Use Map is the City's Zoning Ordinance. Over time, the City should seek to achieve consistency between the Zoning District Map and the Future Land Use Map, and between Zoning Districts and Future Land Use Categories. The following methods are proposed to achieve this consistency:

- Proactive rezoning that encourage orderly development patterns consistent with the Future Land Use Map.
- "Overlay district" guidelines and regulations that address design elements and aesthetics in historic neighborhoods, Downtown, and along major transportation corridors.
- Development-specific proposals including Site Plans, Planned Developments, and Special Use proposals.
- Landowner-initiated rezoning.



moberly
2040 Comprehensive Plan





Proactive Rezoning

As the City implements this Plan, inconsistencies between existing land use, existing zoning, and future land use will occur. The City should consider proactively rezoning property as a way to promote land uses designated in this Plan. This approach can also help the City promote economic development within Moberly and minimize conflicts between incompatible uses that arise over time.

Overlay Districts

The City should consider overlay districts Downtown and along major transportation corridors. Many of these areas have commercial districts where the overlay provisions would address unique uses, signage, landscaping, setbacks, buffering, parking, and, possibly, architectural design requirements to preserve and enhance the character of the areas. Once these are in place, the higher intensity uses shown on the Future Land Use Map should be implemented with a proactive increase in the intensity of the underlying zone. Prior to adoption of the overlay districts, however, increases in intensity should take place only on a development-specific basis either through the Site Plan, Planned Development, or Special Use Permit processes to best meet the objectives of the specific area.

Development-Specific Proposals

This Plan projects significant land use/zoning changes that would greatly increase the density/intensity of development in areas such as near 63 Highway interchanges. Some of these areas are near the 24 Highway corridor where changes in surrounding development could create or already have created isolated pockets of incompatible and/or marginal uses. An inappropriate conversion of these uses to a higher density/intensity through poor site design could have an even greater negative impact on the surrounding area.



In these cases, the best means of achieving the proposed land uses is through development-specific Planned Development and Special Use Permit processes. Since these two processes may not be required for all development, the City will need to rely more heavily on the Site Plan Review process.

Landowner Proposed Rezoning

One of the difficulties currently facing the City in managing the quality and compatibility of development is an incomplete set of zoning and development regulations. The current Zoning Ordinance contains very few “performance” standards, such as screening, buffering, building mass and scale, building orientation, etc. A strong recommendation of this Plan is to adopt a more modern code that includes a range of performance standards to help meet planning objectives. With such a code in place, the City would have more security and assurance of the ultimate development potential of sites within each of the zoning districts.

General Development Review Considerations

The Future Land Use Map has been designed for use in evaluating proposed development projects in addition to guiding the general growth and development of the City. Accordingly, future amendments, ordinances, regulations, and review checklists should be written to be consistent with this Plan.

City ordinances should also require that Plan goals and objectives be part of the criteria for evaluating and deciding all significant development applications, such as zoning map amendments, subdivisions, site plans, planned developments, and special uses.



Moberly
2040 Comprehensive Plan



When determining consistency, the various portions of this Comprehensive Plan must be considered individually so that the Plan can be interpreted and applied in its totality, including the following:

- Goals and objectives
- Future land use projections and policies
- Future Land Use Map
- Implementation strategies in this chapter

No one portion of the Plan can be considered in isolation from the rest of the document. Although the Future Land Use Map provides detailed recommendations for the future development of areas and parcels, these must be implemented using the strategies contained in the Plan.

Due to the short-term and long-term nature of the Plan, conflicts may arise during implementation. Where provisions of the Plan appear to conflict or are unclear, guidance should be sought from City staff. As interpretations are made, the City should document them and make them available to future applicants and the general public in an effort to maintain consistency.

Plan Review and Amendments

The Planning Commission is vested with the authority to annually review the Comprehensive Plan, and, following a public hearing, report any recommended changes to the City Council. The Planning Commission should also hold a hearing occasionally in response to development demands and recommend changes to the City Council.

These amendments can also be viewed considering the City’s Capital Improvement Plan (CIP) and help inform priorities for the next five years. The City should also formally approve an official zoning map on an annual basis. Analyzing the CIP, Comprehensive Plan, and Official Zoning Map simultaneously can help ensure that the Comprehensive Plan remains a viable living document.



Land Use and Development Policies

Rural Policy Area Strategies

Survey responses to **Community Survey Questions 4 (Importance of Issues in Moberly) and 5 (Issues Most Important to Address)** indicate that “managing future growth” is a high priority for Moberly citizens.

Development outside Moberly’s city limits should generally be limited to agricultural uses. However, when rural residential patterns occur, the following two strategies will help ensure that the development is designed to ensure future compatibility with projected growth patterns and the ability to accommodate future growth and related infrastructure.

Adequate Provision of Services for Future Development

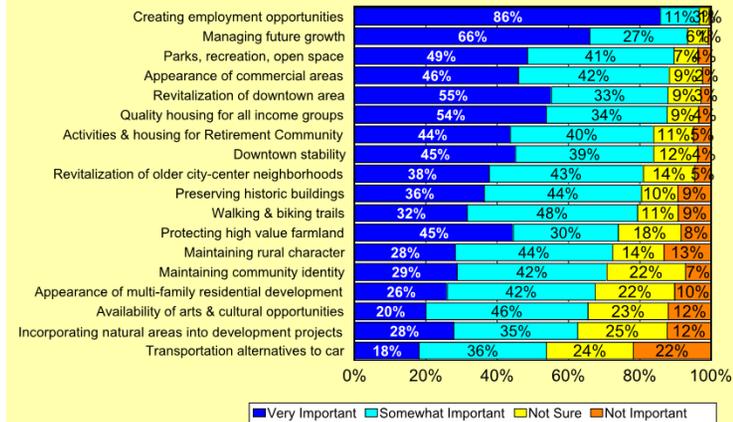
A requirement that applicants show an ability in the future to accommodate higher densities and provide utilities and services, such as public sewer and water, is an important component of ensuring that rural development does not block future development of the City while protecting owners’ investments in rural property. A growth boundary that requires adequate public facilities prior to annexation and development can achieve this level of coordination.

Platting Requirement

State of Missouri statutes require countywide voter approval before a third-class county (Randolph County) can adopt zoning, an official master plan, and subdivision regulations. If approved, the City should request that the County consider adoption of platting requirements for rural residential development on lots smaller than ten acres located within three miles of Moberly’s city limit boundary. The subdivision application and review process in these areas would ideally be implemented through a City/County joint review and approval process.

Q4. Importance of Issues in Moberly

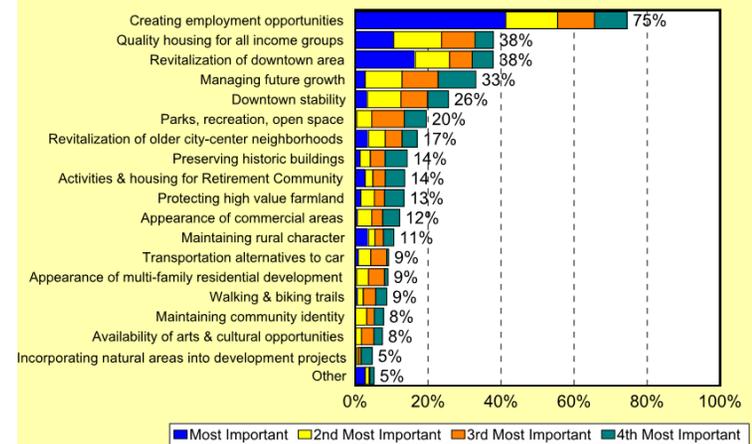
by percentage of respondents (excluding “don’t know”)



Source: ETC Institute (2016)

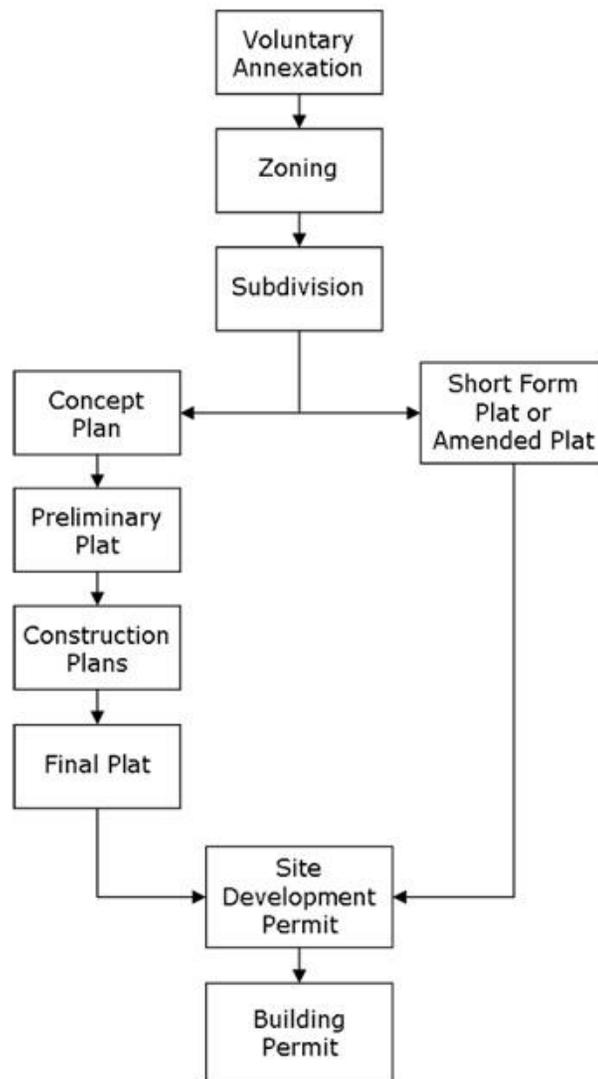
Q5. Issues Most Important to Address in the City of Moberly

by percentage of respondents based on top four choices



Source: ETC Institute (2016)





Annexation Policy

To help minimize the impact of growth outside the city limits and promote cost-effective extension of urban services, Moberly should annex land based on an ability to provide services within identified growth areas. The annexation laws of the State of Missouri are very clear that such annexations should be “contiguous and compact” and voluntary in nature, with few exceptions.

Moberly should initially concentrate on “infilling” properties that have not been annexed into the City but are surrounded by the City. The City, in coordination with Randolph County, should then develop and adopt a 20-year annexation plan.

Stream Buffers and Floodplain Protection

Headwater streams can be severely degraded by poor development practices. Consequently, many communities have adopted stream buffer requirements as part of an overall watershed protection strategy to improve water quality, improve drainage, and reduce flood damage. Another major benefit is that buffers provide opportunities for pedestrian and bicycle paths that connect neighborhoods to parks, schools, and commercial areas.

Recommendations in this section are adapted from the American Planning Association.

The ability of a buffer to realize its many benefits depends to a large extent on how well the buffer is planned or designed. In general, a minimum base width of at least 100 feet on each side of the stream bank is recommended to provide adequate stream protection.

Effective stream buffers divide the total buffer width into three zones: streamside zone, middle core, and outer zone.

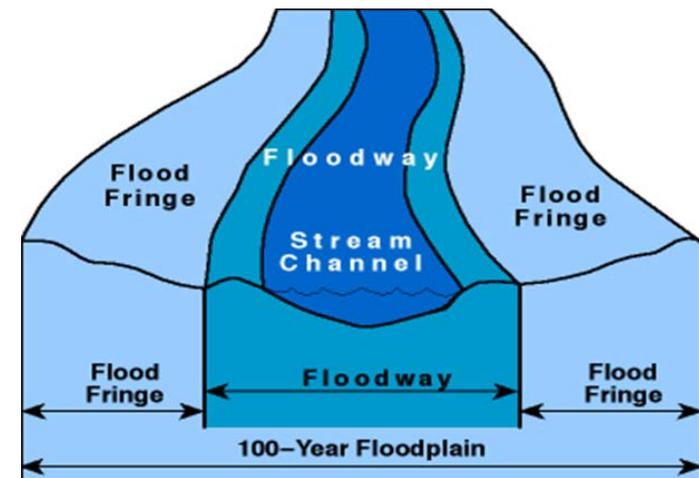


Each zone performs a different function and has a different width, vegetative target and management scheme.

The **streamside zone** protects the physical and ecological integrity of the stream ecosystem. The vegetative target is mature vegetation that can provide shade, leaf litter, woody debris, and erosion protection to the stream. The minimum width is 25 feet from each stream bank – about the distance of one or two mature trees. Land use is highly restricted, limited to storm water channels, footpaths, and a few utility or roadway crossings.

The **middle core** zone extends from the outward boundary of the streamside zone and varies in width depending on stream order (a measure of the relative size of streams), the extent of the 100-year floodplain, any adjacent steep slopes, and protected wetland areas. Its functions are to protect key stream components and provide further distance between upland development and the stream. The vegetative target for this zone is also mature vegetation, but some clearing may be allowed for storm water management, access, and recreational uses. A wider range of activities and uses are allowed within this zone, such as bike paths and storm water best management practices (BMPs). The minimum width of the middle core is 50 feet or the width of the 100-year floodplain, whichever is greater.

The **outer zone** is the buffer's buffer, an additional 25-foot setback from the outward edge of the middle core zone to the nearest permanent structure. The vegetative target for the outer zone is usually turf or lawn. In many instances, this zone is within a residential backyard. Although the property owner is encouraged to plant trees and shrubs, few uses are restricted in this zone. Gardening, compost piles, yard wastes, and other common residential activities are promoted within the zone. The only major restrictions in residential areas are no septic



Percentage of Site Lost to Buffers	Density Credit
1 to 10%	1.0
11 to 20%	1.1
21 to 30%	1.2
31 to 40%	1.3
41 to 50%	1.4
51 to 60%	1.5
61 to 70%	1.6
71 to 80%	1.7
81 to 90%	1.8
91 to 99%	1.9

Table 7.1: Density Credit (when more than 5% of developable land is lost to required buffers)

Source: Shafer Kline & Warren, Inc.

systems and no new permanent structures. In commercial and industrial areas, the amount of allowable impervious cover (buildings, parking lots, drives, etc.) is also severely limited.

Flexibility in the buffer width should be provided, permitting the buffer to become narrower at some points along the stream if the average width meets the minimum requirements. Credit for additional density elsewhere on the site to compensate for developable land lost to the buffer should be granted. Developable land is defined as the buffer area remaining after the 100-year floodplain, wetland and steep slope areas have been subtracted. Credits are granted when more than five percent of developable land is consumed, using the approach shown in **Table 7.1**. The density credit is accommodated by allowing greater flexibility in setbacks, frontage distances, or minimum lot sizes within the developable land. Cluster development also allows the developer to recover lots that are taken out of production due to buffers and other requirements.

Perpetual conservation easements should be allowed to protect lands within the buffer. A variance to the buffer requirements can be granted if the owner can demonstrate severe economic hardship or if unique circumstances make it impossible to meet some or all buffer requirements.



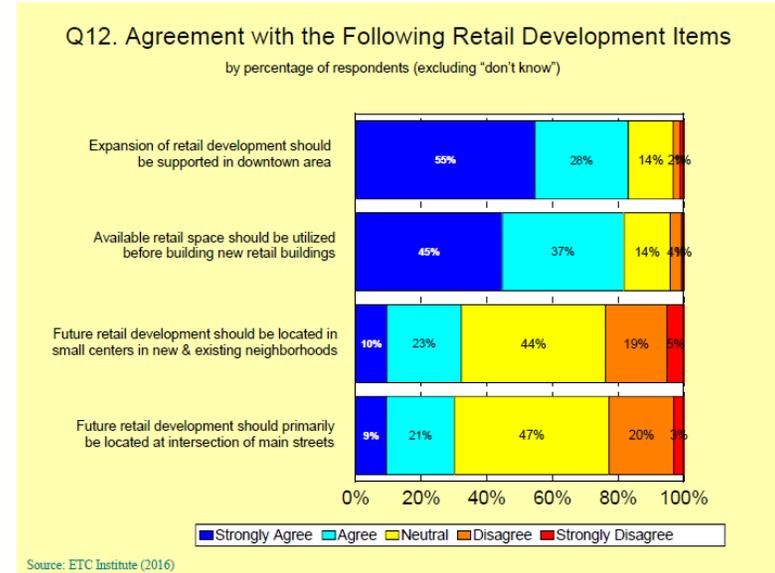
Downtown Redevelopment Potential

Citizens showed strong support for continued improvement and investment in Downtown, as indicated by **Community Survey Question 12**. Survey respondents identified positive and negative aspects of Downtown and identified opportunities to address issues specific to Downtown.

Downtown redevelopment and economic development are most effective when they are proactive rather than reactive. To be successful, development strategies require the cooperative support, participation, and leadership from elected and appointed public officials, along with business and civic organizations.

Potential exists for Moberly to grow economically stronger and for Downtown Moberly to become more diversified. Downtown Moberly, the City’s historic retail district, is experiencing the same changes confronting other cities its size throughout Missouri and the United States – a decline in locally-owned retail establishments and a shift toward retail franchises and establishments.

Changes in traffic patterns have resulted in an increased demand for commercial property near major thoroughfares such as 63 Highway. This trend, coupled with the City’s increased dependence on regional shopping in Columbia, has reduced the economic stability of Downtown. In response to this trend, the attraction of new retail investment and retail establishments into Downtown must be carefully targeted since the degree of success will be closely connected to under-represented components of the retail sector. Local officials, businesses, and City residents need to recognize the revised role that Downtown will serve in the future and carefully target the attraction of new business.





Downtown Improvement Actions

Target New Retail and Office Commercial Uses

Moberly should target the types of uses compatible with the character of Downtown where the number of choices in Moberly and Randolph County may be below retail standards on a per capita basis.

An economic development study should be completed in partnership with the City, Moberly Area Chamber of Commerce, Moberly Area Economic Development Corporation (MAEDC), and Main Street Moberly to determine market strengths, weaknesses, opportunities, and external threats. The identification of per capita retail opportunities as compared to Downtown Moberly businesses today would give the partners clear direction regarding business and residential uses to target.

Implement Various State Resources

To stimulate and help fund building renovation and rehabilitation, the City should take advantage of available state resources, such as the Energy Loan Program, Microenterprise Program, Brownfield Redevelopment Program, Chapter 353 Tax Abatement, Community Development Block Grant (CDBG), and Downtown Preservation Program. A table of state and local funding and technical assistance programs is located at the end of this chapter.

Establish a Moberly Business Incubator

The reuse of a vacant building in Downtown Moberly as a new home for local start-up businesses should be pursued by establishing a business incubator. The City, along with the Main Street program, Moberly Area Economic Development Council, the Chamber, and the colleges should cooperatively identify one of the vacant Downtown buildings for reuse as a small business incubator to assist individuals in starting and expanding new businesses.



Create a Downtown Improvement District

Missouri Revised Statutes currently allow cities to approve the three types of Improvement Districts below. Specific improvements allowed to be funded by each of the Districts vary, as does the financing mechanism.

Community Improvement District (CID)

Cities and counties can approve a CID after the City receives a petition and determines that the proposed CID area is blighted. CID's can assess fees and adopt an additional sales tax within the District to fund improvements. A CID can be either a political subdivision or a not-for profit corporation. CID funds can be used for public infrastructure, numerous other facilities (examples: arenas, aquariums, aviaries, and child care), and "any other useful, necessary, or desired improvement." ***The City of Moberly recently adopted a Downtown CID.***

Neighborhood Improvement District (NID)

A NID is an area of a city or county with defined limits and boundaries created by vote or petition and which is benefitted by a public improvement and subject to special assessments against property owners for the cost of the public improvement. NID's have bonding authority and the City can assess NID property owners for improvements. NID funds can be used for various public infrastructure, property acquisition, off-street parking facilities, and to improve public safety. ***The City of Moberly recently adopted a Downtown NID.***

Business Improvement District (BID)

A BID approved by a City has the power to assess special assessments for common purposes in a designated area. A set-aside fund generated by a BID can provide discounted interest rates on business loans for building renovation (window replacement, awning removal, signage replacement, etc.) intended to enhance the building's original character.



Mixed-Use Development

A type of urban development that blends commercial, cultural, institutional, residential, or industrial uses, where those functions are physically and functionally integrated, and that provides pedestrian connections.



Design and Development Standards

Downtown Development Standards

Moberly should regulate the quality of redevelopment and new infill development Downtown to encourage historic preservation, maintain the Downtown character, attract shoppers, and encourage mixed-use development.

Historic preservation has environmental, cultural, and economic benefits. Positive impact on property values can be obtained with clear guidelines; local staff; educational outreach to property owners, real estate brokers, architects, builders, etc.; and consistent decisions by the governing body.

Although a full set of Design Guidelines is warranted, important factors to consider include the following:

- Building façade treatment – Standards should require that facades of newly renovated buildings receive treatment compatible with existing architectural and historical patterns. Rear and side walls should also have some detailing.
- Building materials – To ensure high-quality building materials compatible with a mixed-use development area, the City should consider prohibiting the use of certain materials, such as Exterior Insulation and Finish Systems and corrugated metal surfaces.
- Unique signage opportunities such as projecting, lighted and other artistic expressions should be supported to promote the area as a unique district. Except for signs that identify and promote the District in general, off-premise signs and billboards should not be allowed.

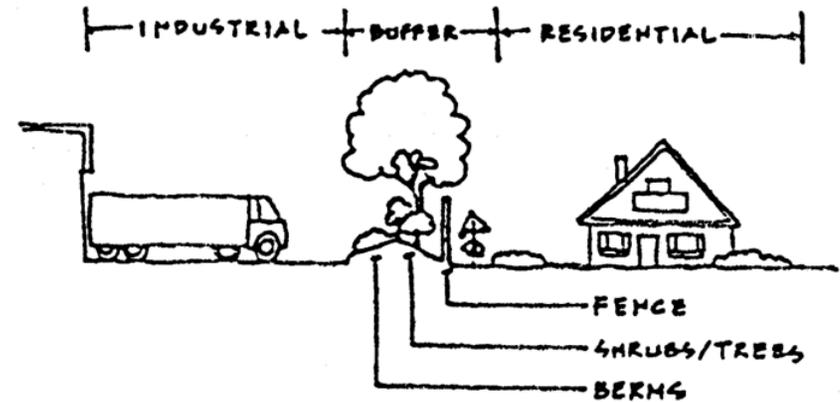
Recommended resources include Main Street Moberly, Missouri State Historic Preservation Office, Missouri Department of Economic Development, National Institute of Building Sciences, American Institute of Architects, and American Planning Association.



Landscaping and Buffering

Poor transitions between land uses of differing intensity can create incompatibility and long-term negative effects on surrounding development and the community as a whole. Traffic, drainage, glare from lighting, unobstructed view of trash dumpsters and loading docks, and noise from daily activities are all problems typically associated with poor transitions. Consequently, new commercial and industrial development often faces significant opposition from nearby property owners.

Ideally, all transitions between a high-intensity use and a low-intensity use would have a definitive border, such as separation by a roadway, creek, or other physical/visual barrier. To minimize conflicts, the City should adopt additional landscaping and buffering standards that specify combinations of landscaping and other screening materials required between land uses of differing intensity as well as for development abutting unique corridors or amenities such as the 63 Highway corridor and at gateways into the community. These standards would also specify landscaping required to minimize the impact of other adverse elements of development such as parking lots, loading and unloading areas, above ground utilities, signage, and trash collection areas.



Residential Development

Good urban design can help new residential developments integrate with adjacent developments to form strong neighborhoods. The land use pattern of a neighborhood plays a major role in determining its strengths and weaknesses. The current Moberly pattern of neighborhoods meets traditional planning standards.



	Gridiron (c. 1900)	Fragmented parallel (c. 1950)	Warped parallel (c. 1960)	Loops and lollipops (c. 1970)	Lollipops on a stick (c. 1980)
Street patterns					

Figure 7.1: Evolution of street patterns since 1900

Source: M. Southworth, 1997



Older neighborhoods tend to be linked in a traditional grid street pattern, currently called “neo-traditional”. Neo-traditional concepts should continue to steer new and infill development in Moberly. Community design guidelines and regulations to consider should include the following concepts:

- Logical, interconnected street grids.
- Tree-lined streets.
- Landscaping, primarily through the preservation of mature trees and existing vegetation.
- Grass or planting strips between curbs and sidewalks.
- A diversity of housing façade styles and colors in new or infill developments.
- Front porches on new houses.
- Sidewalks on both sides of residential streets.
- Deep lots with houses built relatively closer to the street to create usable private space.
- Visually appealing points of beautification within neighborhoods.
- Type (and height) of fencing in residential areas.
- De-emphasize garages extending in front of houses.
- Residential lots no larger than a quarter acre in size.
- Local and State incentives to stabilize older residential neighborhoods and districts.

Residential land use in Moberly should be driven by a strong emphasis on the implementation and enforcement of the Moberly Zoning Regulations and Subdivision Regulations, while exploring innovative regulatory approaches in response to private sector development needs.



Non-Residential Development

Non-residential development is often the most visible representation of a community's character. As such, the City should carefully review proposed non-residential development to ensure that the proposed development is well designed and that the projected character is a desired representation of the Moberly community.

General Community Design Guidelines for Non-Residential Development on the next page are intended to supplement the City's regulatory review process. If guidelines are adopted, each design element should include a statement of purpose and a list of key issues.

Guidelines should be officially coordinated with adopted zoning and subdivision regulation amendments. The process is intended to remain flexible and applicants should be encouraged to propose innovative alternatives that accomplish the stated purpose of the guidelines.

The intent is for City staff to use the guidelines in initial discussions with applicants as they prepare submissions. Upon receipt of a zoning request, concept plan, or site plan, staff would evaluate the request based on its compliance with guidelines or upon how effectively it addresses the intent of each section through alternative solutions. The applicant should clearly show how he addressed the key issue(s) with supportive information and data.

When an applicable zoning case, circulation plan, land use plan, preliminary site plan, or site plan is presented to the Planning Commission or City Council, staff's recommended action will be included. Staff's recommendation should be based on its determination of the proposal's conformance to the guidelines and/or its effectiveness in meeting the purposes and issues of the various design elements.





General Community Design Guidelines for Non-Residential Development

When reviewing development proposals, the City should promote orderly non-residential development compatible with residential land uses. Community design considerations include the following:

- Cluster neighborhood centers at arterial roads that connect to major highways.
- Coordinate major roadway improvements with patterns of non-residential growth so that streets can accommodate increased traffic volumes.
- Create strong continuous corridor edges using either consistent building setbacks or continuous sequences of plant materials, lighting fixtures, or compatible signage.
- Minimize curb cuts and median breaks along collector and arterial roads.
- Require adjacent non-residential uses to design internal connections between parking lots to minimize street traffic and curb cuts.
- Require all non-residential developments to be pedestrian-oriented with clearly identified walkways between parking lots and buildings.
- Lighting for businesses and parking lots should be low-glare and designed so as not to shine directly into adjacent residential areas.
- Where possible, encourage the location of developments internally to the site, maintaining a solid vegetated edge along roadway frontage.
- Substantial vegetated buffering and screening between non-residential uses and residences, and other incompatible land uses.
- Maintain required landscaping and improvements, preferably low-impact design.



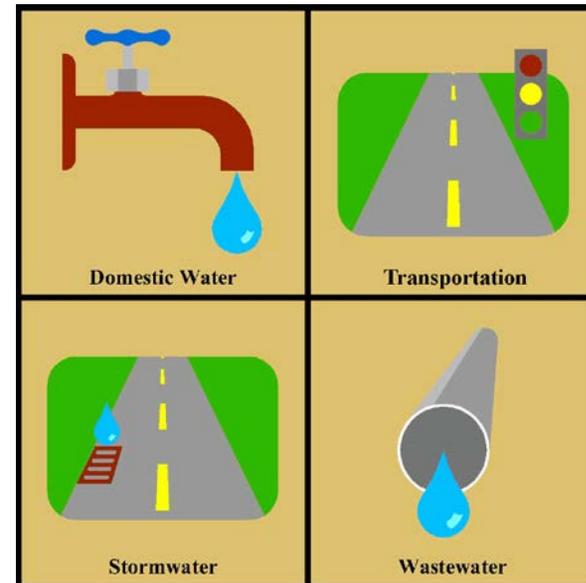
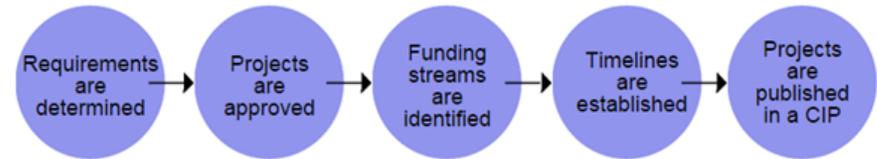
Capital Improvement Program

A Capital Improvement Program (CIP) is a short-term plan typically spanning four to five years which identifies and prioritizes capital projects such as buildings, transportation facilities, water and sewer facilities, landfills, parks and playgrounds, and equipment and vehicle purchases. It also identifies options for funding improvements. The CIP links the City’s Comprehensive Plan to the City’s annual budget to allow for a systemic evaluation of all City projects. Ideally, both the CIP and Comprehensive Plan should be concurrently updated on an annual basis.

The CIP protects residents from abrupt increases in taxes to pay for essential services and aids in managing debt by spreading large projects over several years. Furthermore, the CIP helps ensure that the Comprehensive Plan will be realized in the long-term.

City officials should revise the current Capital Improvement Program so that it is reflective of the goals and objectives outlined in this Comprehensive Plan. All elements/projects included in the CIP should be supported by the overall vision, goals and objectives contained herein. In addition, it should be understood that when certain opportunities become available – such as grant funding from the state or federal government – that the CIP be flexible enough to accommodate these welcome sources of funding. Many communities use a point scoring system in identifying priority projects, and the availability of grant funding is typically a major component in the overall selection of projects.

Life cycle of a Capital Improvement Plan



Implementation Matrix

CDD - Community Development Dept.; PC - Planning Commission; CC - City Council; MAEDC - Economic Development Council

Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Growth & Land Use	3.1. Evaluate the balance of residential and commercial development for a sustainable and affordable community.					General Fund – No Additional Capital Required	CDD & PC	Zoning Map
Growth & Land Use	3.2. Engage with Randolph County to establish an annexation plan for the next 10 to 20 years.					General Fund – No Additional Capital Required	CDD, PC, CC & County	Future Land Use Map
Growth & Land Use	3.3. Explore the possibility of establishing extra-territorial zoning within 3 miles of the city.					General Fund – No Additional Capital Required	CDD, PC, CC & County	Council Action
Growth & Land Use	3.4. Establish a policy that discourages leap frog development and encourages development in areas with existing infrastructure, especially infill development.					General Fund – No Additional Capital Required	CDD & PC	Future Land Use Map
Growth & Land Use	3.5. Identify and work with stakeholders to utilize low income housing tax credits as well as historic preservation tax credits to develop new housing units or renovate deteriorating units for resale.					Missouri Housing Tax Credit; Historic Preservation Tax Credit	PC & CC	Council Action
Growth & Land Use	3.6. Establish and implement redevelopment strategies to determine the best areas to focus public support for redevelopment.					General Fund – No Additional Capital Required	CDD, PC & CC	Redevelopment Plan & Zoning Ordinance
Growth & Land Use	3.7. Develop a small business incubator to attract entrepreneurs and young professionals and foster new development.					Rural Cooperative Development Grant (must establish corporation) & USDA Business and Industry Guaranteed Loan	CC, Chamber, MAEDC, and schools	Council Action & CIP
Growth & Land Use	3.8. Utilize Tax Increment and bond financing for land acquisition, site preparation and infrastructure improvements related to new commercial/industrial development.					Grants & General Fund	PC & CC	Council Action



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Growth & Land Use	3.9. Offer incentives for businesses serving local or regional needs.					Grants & General Fund	PC & CC	Council Action
Growth & Land Use	3.10. Update current town laws and ordinances for consistency with Missouri Statutes and the Comprehensive Plan.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance / Subdivision Regulations & Council Action
Growth & Land Use	3.11. Evaluate city laws and procedures regularly, and make amendments as are necessary to fulfill the Comprehensive Plan. Review and update the Comprehensive Plan every 5 years.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance / Subdivision & Council Actions
Growth & Land Use	3.12. Establish development standards that encourage safety through design.					General Fund – No Additional Capital Required	CDD & PC	Zoning Ordinance
Growth & Land Use	3.13. Establish a highly visible business park that will attract a variety of light industrial and office uses to further strengthen Moberly’s economy.					General Fund – No Additional Capital Required	CDD, PC & CC	CIP & Council Action
Growth & Land Use	3.14. Identify and implement a long-term dedicated tax supported revenue stream for economic development to support land acquisition, infrastructure development, industry recruitment, entrepreneurial development, downtown revitalization, revolving loan funds, and other economic development initiatives as overseen by the City Council					Additional economic development tax	CC	Council Action, Public Vote
Growth & Land Use	3.15. Continue to dedicate significant investment and dedicate resources to attract, retain and expand economic development and employment opportunities in Moberly.					General Fund, Grants as they become available	CDD & CC	Council Action
Growth & Land Use	3.16. Invest in public lands & transportation corridors that build on the City’s well developed parks and recreation system.					General Fund, Grants as they become available	PC & CC	Council Action



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Growth & Land Use	3.17. Future development that proposes additional land area should focus on highly visible centers that utilize the City's transportation network to the highest degree possible.					General Fund – No Additional Capital Required	CDD, PC & CC	Future Land Use Map
Growth & Land Use	3.18. Target the 63 Highway corridor for annexation and eventual utility provision when feasible.					General Fund – No Additional Capital Required	CDD, PC & CC	Future Land Use Map & CIP
Growth & Land Use	3.19. Work with the Missouri Department of Transportation in the siting and design of a new interchange at 63 Highway and Sinnock Avenue when warranted.					General Fund – No Additional Capital Required	CDD & CC	Future Land Use Map and CC Action
Growth & Land Use	3.20. Adopt a “63 Highway Overlay District”.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance / Subdivision Regulations & Council Action
Growth & Land Use	3.21. Adopt a “Downtown Overlay District”.					General Fund – No Additional Capital Required	CDD, PC, CC and Main Street	Zoning Ordinance / Subdivision Regulations & Council Action
Growth & Land Use	3.22. Adopt a unified development code that includes performance standards (screening; buffering; building mass and scale, building orientation; etc.)					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance / Subdivision Regulations & Council Action
Growth & Land Use	3.23. Update the Comprehensive Plan, official zoning map, and Capital Improvements Program concurrently on an annual basis.					General Fund – No Additional Capital Required	CDD, PC & CC	Comprehensive Plan, Zoning Map, CIP & Council Action
Growth & Land Use	3.24. Adopt a growth boundary that requires adequate public facilities prior to annexation and development.					General Fund – No Additional Capital Required	CDD, PC & CC	Comprehensive Plan, CIP & Council Action
Growth & Land Use	3.25. Support the adoption of Randolph County zoning/subdivision regulations and a change in state law to allow the extension of extra-territorial (peripheral) zoning.					General Fund – No Addition Capital Required	CC & County	Council Resolution



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Mobility	4.1. Place wayfinding signage at intuitive locations to encourage tourism and efficient traffic movement.					General Fund – No Additional Capital Required	CDD & CC	CIP
Mobility	4.2. Initiate a transportation planning study to identify future road alignments.					General Fund – No Additional Capital Required	CDD & PC	Planning Document
Mobility	4.3. Develop a future Streets/Transportation Plan that includes design standards.					General Fund – No Additional Capital Required	CDD & PC	Planning Document
Mobility	4.4. Implement traffic calming measures along residential arterial streets.					General Fund or Special District	PC & CC	CIP
Mobility	4.5. Identify opportunities to connect streets					General Fund – No Additional Capital Required	CDD & PC	Subdivision Regulations & Design Guidelines
Mobility	4.6. Combine access points on arterial streets.					General Fund – No Additional Capital Required	CDD & PC	CIP
Mobility	4.7. Continue to identify areas for the provision of sidewalks and trails to connect parks and schools with surrounding neighborhoods.					General Fund – No Additional Capital Required	CDD & PC	Planning Document
Mobility	4.8. Create incentives for rights-of-way dedication and easements for alternative transportation modes.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance
Mobility	4.9. Amend subdivision regulations to promote dedication of land for bicycle paths and pedestrian walks.					General Fund – No Additional Capital Required	CDD & PC	Subdivision Regulations
Mobility	4.10. Inventory where walks disconnect throughout neighborhoods.					General Fund – No Additional Capital Required	CDD & PC	Planning Document
Mobility	4.11. Include capital improvement plans for alternative transportation modes in the city-wide Capital Improvement Plan (CIP)					General Fund – No Additional Capital Required	CC	CIP



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Mobility	4.12. Update the CIP to include sidewalks and trails as part of a Bicycle and Pedestrian Connectivity Plan and update it on a regular basis.					General Fund – No Additional Capital Required	PC & CC	CIP
Mobility	4.13. Create policy standards to evaluate and weigh alternative transportation improvements as compared to auto-oriented improvements.					General Fund – No Additional Capital Required	PC & CC	Council Action
Mobility	4.14. Study the quantity and quality of end-of-trip bicycle facilities, such as parking and commuter facilities.					General Fund – No Additional Capital Required	PC	Planning Document
Mobility	4.15. Look at an escrow account requirement for new or redevelopment of residential/commercial that has no connectivity to sidewalks in order to better plan for future sidewalk provision.					General Fund – No Additional Capital Required	CDD	Zoning Ordinance / Subdivision Regulations
Mobility	4.16. Consider including subdivision requirements that grant right-of-way access to adjacent properties.					General Fund – No Additional Capital Required	CDD & PC	Zoning Ordinance / Subdivision Regulations
Mobility	4.17. Adopt a formal Complete Streets policy.					General Fund – No Additional Capital Required	CDD, PC & CC	City Resolution
Mobility	4.18. Amend current subdivision regulations to prescribe new road standards according to an agreed upon classification of new roads.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance / Subdivision Regulations
Public Facilities	5.1. Implement a storm water fee that captures future needs.					General Fund – No Additional Capital Required	CDD, PC & CC	Subdivision Regulations
Public Facilities	5.2. Continue to partner with the school district in a number of ways, including the sharing of playgrounds, sidewalk construction, and bike path provisions.					General Fund – No Additional Capital Required	CDD, CC & School District	Internal Policies and Procedures, Comprehensive Plan
Public Facilities	5.3. Encourage the continued cooperation between all educational facilities, including the use of facility spaces and the sharing of personnel.					General Fund – No Additional Capital Required	CDD, CC & Schools	Internal Policies and Procedures, Comprehensive Plan



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Public Facilities	5.4. Continue to work with Missouri DNR to acquire the funding needed to improve the city's storm water infrastructure.					General Fund, Missouri DNR Grants, CIP	CDD & CC	CIP
Public Facilities	5.5. Study the feasibility of constructing an additional fire station that will enhance response times throughout the city.					General Fund, Grants	CDD & CC	Planning Study
Public Facilities	5.6. Encourage the redevelopment of the old Junior High School into Senior Living Apartments.					General Fund, Missouri SHPO and MHDC grants	CDD, CC & Private Entity	Council Action
Public Facilities	5.7. Periodically review expansion plans in the school district's Long Range Facility Plan.					General Fund – No Additional Capital Required	CDD, CC & School District	N/A
Public Facilities	5.8. Adopt a Utilities Strategic Plan.					General Fund – No Additional Capital Required	City Staff & Council	Council Action
Character of the Community	6.1. Develop a Gateway / Corridor Plan that incorporates design guidelines to enhance the community's image.					General Fund – No Additional Capital Required	CDD, PC & CC	Design Guidelines & Zoning Ordinance
Character of the Community	6.2. Establish a Design Review Board to evaluate the architectural quality of incoming development proposals.					General Fund – No Additional Capital Required	PC & CC	Design Guidelines & Zoning Ordinance
Character of the Community	6.3. Continue to pursue grant opportunities from the State Historic Preservation Office for the rehabilitation and preservation of historic structures in the downtown.					Missouri Preservation Grants – State Historic Preservation Office	CDD, PC & CC	N/A
Character of the Community	6.4. Consider adopting a design guide providing property owners with suggestions on architectural and layout options that complement neighborhood qualities.					General Fund – No Additional Capital Required	PC & CC	Design Guidelines & Zoning Ordinance



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Character of the Community	6.5. Consider adoption of techniques to avoid unnecessary demolition and to foster adaptive reuse of historical buildings and compatible new uses on nearby sites while avoiding strict regulation of design.					General Fund – No Additional Capital Required	PC & CC	Zoning Ordinance
Character of the Community	6.6. Implement a façade improvement program for the downtown.					HUD Hope VI Grants & General Fund	PC & CC	Planning Document & Council Action
Character of the Community	6.7. Ensure that existing parkland and recreational facilities are meeting the current and future needs of Moberly residents.					General Fund – No Additional Capital Required	CDD & PC	Zoning Ordinance
Character of the Community	6.8. Plan parkland development in coordination with the land uses that surround it.					General Fund – No Additional Capital Required	CDD & PC	Site Plan Review & Zoning Ordinance
Character of the Community	6.9. Plan and develop park facilities as recommended in Moberly’s Parks & Recreation Master Plan with input from residents.					General Fund – No Additional Capital Required	PC	Parks & Recreation Master Plan
Character of the Community	6.10. Develop a Downtown Strategic Plan to establish specific initiatives in the downtown core.					General Fund – No Additional Capital Required	CDD, PC & CC	Planning Document
Character of the Community	6.11. Develop a Historic Preservation & Revitalization Plan to identify historic districts and properties that have historic significance in Moberly.					Historic Preservation Fund & General Fund	CDD, PC & CC	Planning Document
Character of the Community	6.12. Develop a set of design guidelines that encourage proper rehabilitation techniques and new construction design standards in and around the Downtown core.					Historic Preservation Fund & General Fund	CDD, PC & CC	Planning Document
Character of the Community	6.13. Develop a set of corridor-specific design guidelines that guide aesthetically appropriate construction standards in highly visible areas in the community.					General Fund – No Additional Capital Required	CDD & PC	Planning Document



Plan Theme	Objective	Priority: 0-2 Years	Priority: 3-5 Years	Priority: 5-10 Years	Priority: Ongoing	Funding Source	Responsible Party	Implementation Tool
Character of the Community	6.14. Revise subdivision regulations and include infrastructure bonding.					General Fund – No Additional Capital Required	CDD & PC	Subdivision Regulations
Character of the Community	6.15. Create a local historic district and apply current design guidelines.					General Fund – No Additional Capital Required	CC & PC	Zoning Ordinance & Planning Document
Character of the Community	6.16. Adopt a stream buffer ordinance.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance
Character of the Community	6.17. Adopt a minimum landscaping and tree planting requirement.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance
Character of the Community	6.18. Adopt Tree City USA tree preservation and propagation standards.					General Fund – No Additional Capital Required	CDD, PC & CC	Zoning Ordinance
Character of the Community	6.19. Participate in the Playful City USA program to encourage investment and interest in Downtown Moberly.					General Fund – No Additional Capital Required	CC & Main Street	Council Action
Character of the Community	6.20. Conduct a Downtown economic development study to determine market strengths, weaknesses, opportunities, and external threats.					General Fund – No Additional Capital Required	CC, Main Street, MAEDC & Chamber	Council Action
Character of the Community	6.21. Create a Downtown Improvement District.					General Fund – No Additional Capital Required	CC & Main Street	Council Action
Character of the Community	6.22. Adopt non-residential guidelines regarding location, traffic volumes, pedestrian accessibility, buffering, landscaping, signage, lighting, number of curb cuts, and cross-access.					General Fund – No Additional Capital Required	CDD, PC & CC	Council Action



State and Local Resources

Community Development Programs

Program	Benefits/Uses	Funding Limits	Due Date
AmeriCorps	Projects include tutoring, youth mentoring, public safety, housing rehabilitation, health care, environmental issues, and disaster relief.	\$13,300 per year per member, match of 24 percent	Spring
CLG Historic Preservation Fund Grant	Program encourages certified local governments to engage in efforts to plan and preserve historic properties in the community.	Varies	October
Community Development Block Grant	Projects include improving local facilities, addressing critical health and safety concerns, housing rehabilitation, street repairs, and other utilities, among others.	Varies	Continuous
Community Facility (CDBG)	Projects include improving local facilities, addressing health and safety concerns, and developing a greater capacity for the growth of community facilities.	\$300,000	June 15
Missouri Works / Enhanced Enterprise Zone Program	Program streamlines and improves business development incentives, encouraging companies to invest and create jobs.	Retention of the state withholding tax of the new jobs and/or state tax credits	Continuous
Neighborhood Assistance Program	Program seeks to provide assistance to community-based organizations that enables them to implement community or neighborhood projects in the areas of community service, education, crime prevention, job training and physical revitalization	\$250,000 in 50 percent credits or \$350,000 in 70% credits	Winter
Youth Opportunity Program	Program seeks to broaden and strengthen opportunities for positive development and participation in community life for youth, and to discourage such persons from engaging in criminal and violent behavior.	\$250,000 in tax credits	August 31

Energy / Housing Programs

Program	Benefits/Uses	Funding Limits	Due Date
Energy Loan Program	Program provides loans to local government entities to help reduce energy costs through various energy-saving investments, such as upgrading insulation, lighting systems, heating and cooling systems, windows and other items. Funds are repaid through energy savings.	Varies / competitive	Varies
Neighborhood Preservation Act	Program seeks to provide an incentive for the rehabilitation or construction of owner-occupied homes in certain areas of the state.	Varies per residence	Mid-February



Infrastructure and Site Development Programs

Program	Benefits/Uses	Funding Limits	Due Date
Action Fund Loan	Program provides a loan to certain types of for-profit companies that need funds for start-up or expansion and have exhausted other sources.	Lesser of \$400,000 per project (or \$100,000 for startup companies); 30 percent of the total project cost; or \$25,000 per new job.	Continuous
Industrial Infrastructure Grant	Grant aims to assist local government in the development of public infrastructure that allows industries to locate new facilities, expand existing facilities, or prevent the closing of a facility or the relocation of a facility outside the state.	Up to \$2,000,000 (up to \$20,000 per job)	Continuous
Interim Financing Loan	Loan seeks to provide short-term cash flow relief for a company.	Lesser of \$5 million per project; 30 percent of the total project costs; or \$25,000 per job.	Continuous
Microenterprise	Program offers grants to communities to promote the development of small businesses or facilitate other revitalization/redevelopment activities by providing funds to local governments to establish a revolving loan fund.	\$50,000 per loan or 70 percent of the project, whichever is less.	Continuous
Water and Wastewater	Program offers grants to communities to establish or improve local water or sewer facilities.	\$500,000 or \$5,000 per household	Continuous

Redevelopment Programs

Program	Benefits/Uses	Funding Limits	Due Date
Brownfield Redevelopment Program	Program provides financial incentives for the redevelopment of commercial/industrial sites that are contaminated with hazardous substances and have been abandoned or underutilized for at least three years.	Varies	Continuous
Chapter 353 Tax Abatement	Incentive program encourages the redevelopment of blighted areas by providing real property tax abatement.	Varies	Continuous
Downtown Preservation	Program helps facilitate the redevelopment of downtown areas and the creation of jobs by providing essential public infrastructure.	Up to half of the increased amount of state sales tax it generates.	Continuous
Historic Preservation	Program aims to provide an incentive for the redevelopment of commercial and residential historic structures in Missouri.	25 percent of eligible cost and expenses of the rehabilitation of approved historic structures	Continuous
Local TIF	Program permits the use of a portion of local property and sales taxes to assist funding the redevelopment of certain designated areas within the community.	Increased amount of sales tax generated for up to 23 years.	Continuous
MORESA (Missouri Rural Economic Stimulus Act)	Program aims to provide financial incentives for public infrastructure for the development of a renewable fuel production facility or eligible new generation processing entity facility, creating new jobs and agricultural product markets in rural Missouri.	Portion of new state and local taxes created by the project may be diverted to fund public infrastructure up to 25 years.	Continuous



Transportation Programs

Program	Benefits/Uses	Funding Limits	Due Date
Transportation Enhancements	Program provides funding through a competitive selection process for transportation related activities other than routine highway and bridge construction.	80 percent of project can be funded	Continuous
Transportation Alternatives Program	Program provides for a variety of alternative transportation projects, including trail facilities; safe routes; and conversion and use of abandoned rail corridors for trails.	80 percent of project can be funded	Continuous
Highway Bridge Program	Program provides funding for public bridges that are not on the federal-aid system.	80 percent of project can be funded	Continuous
Surface Transportation Program Small Urban Non-Attributable	Program authorizes the expenditure of federal funds for highway related construction and improvements on on-system routes and bridges that are on or off the federal-aid system.	80 percent of project can be funded	Continuous
Transportation Investment Generating Economic Recovery (TIGER) Grants	Program provides funding for innovative projects, including multi-modal and multi-jurisdictional projects. The focus in 2016 was on capital projects that generate economic development and improve access to reliable, safe, and affordable transportation for communities.	80 percent of project can be funded	Continuous

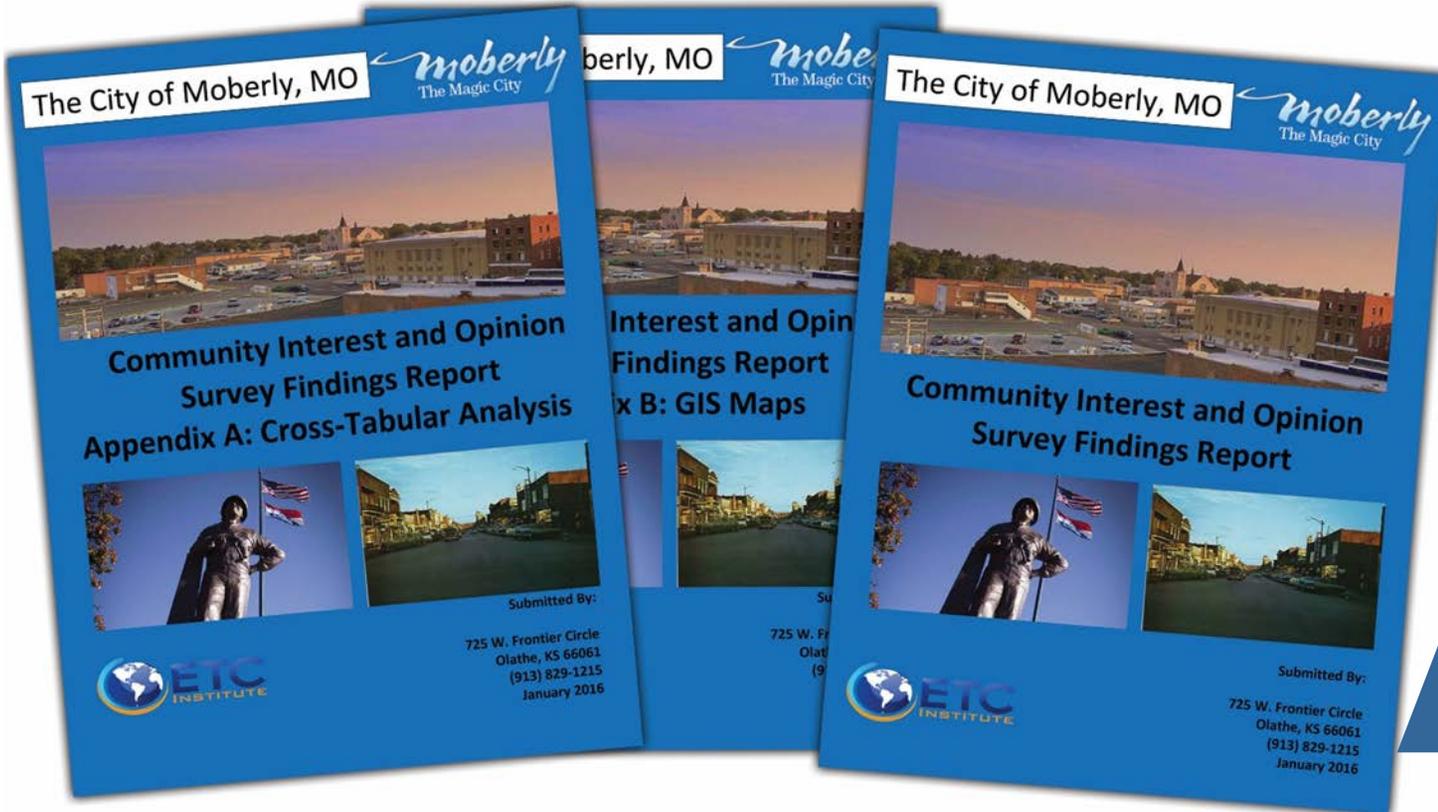
Additional Local-Based Programs (Source: Moberly Area Economic Development Council)

- Missouri Works
- Real and Personal Property Tax Abatements
- Low Cost/No Cost Land Options
- Build to Suit Scenario/Bond Financing
- Waiver of Municipal Fees & Charges
- Negotiable Local Utilities
- Streamlined Permitting Process
- Sales & Use Tax Abatements on Building Materials and Equipment
- Assistance with Infrastructure Improvements
- Foreign Trade Zone Program
- Historically Underutilized Business Zones (HUBZone) Program
- U.S. Dept. of Agriculture/Small Business Administration (USDA/SBA) Loan Guarantee Programs
- New Market Tax Credit Financing Program
- Customized Training Opportunities
- Incentives Coordination and Assistance
- Facilitation of Permitting Process and Approva



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APPENDIX

A

Community Interest and Opinion Survey



The City of Moberly, MO



Community Interest and Opinion Survey Findings Report

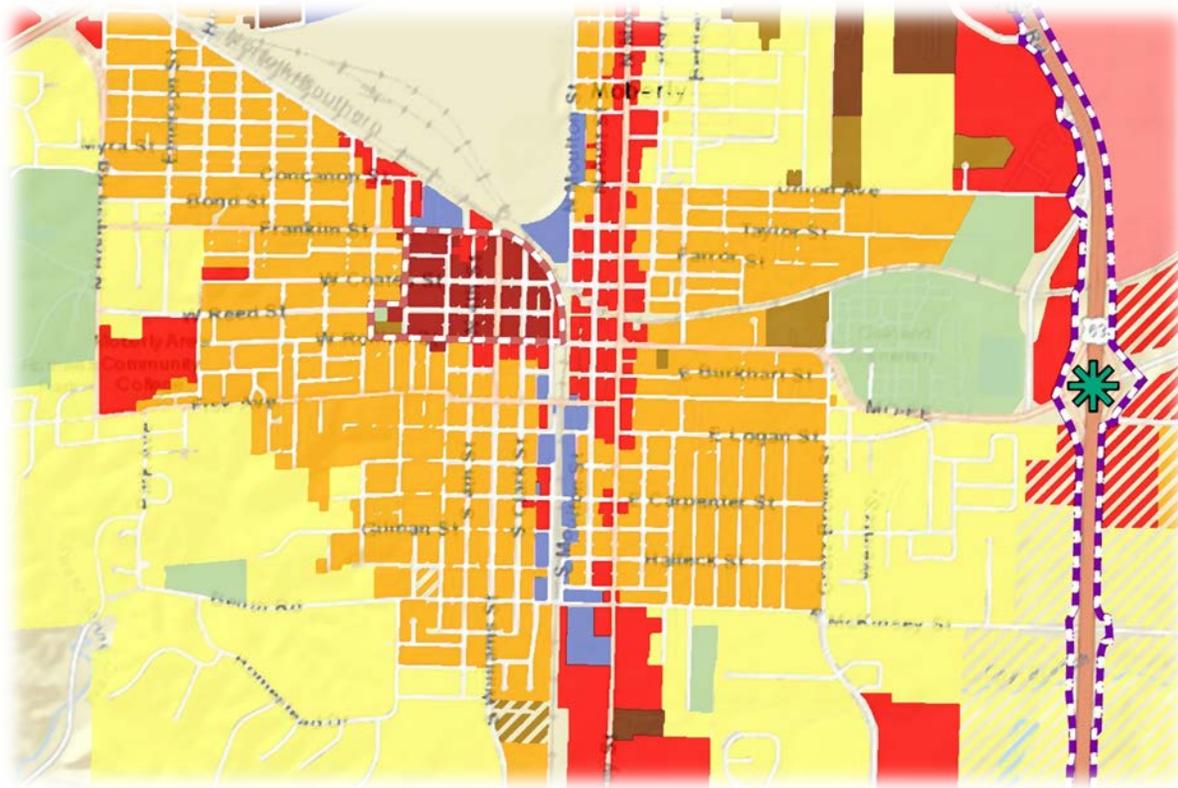


Submitted By:



725 W. Frontier Circle
Olathe, KS 66061
(913) 829-1215
January 2016



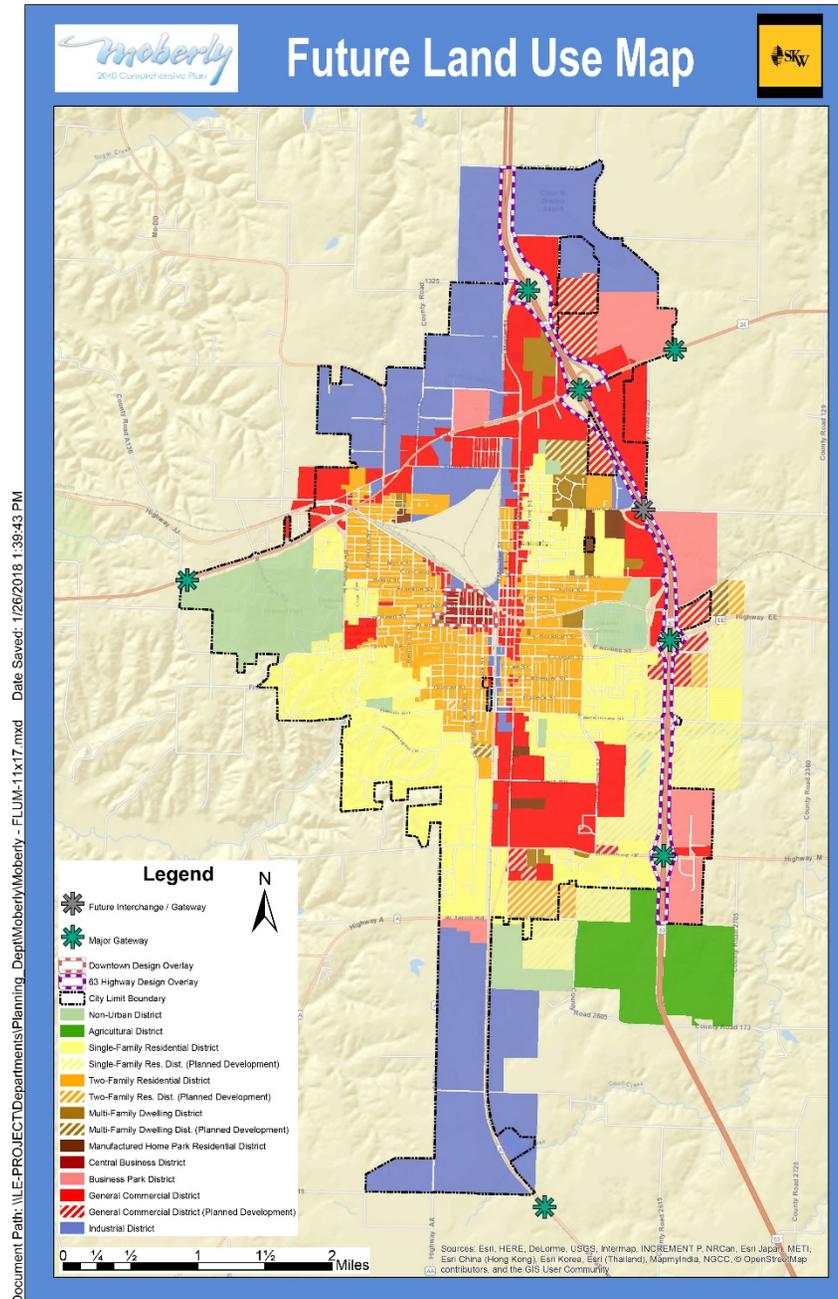


APPENDIX

B

Future Land Use Map





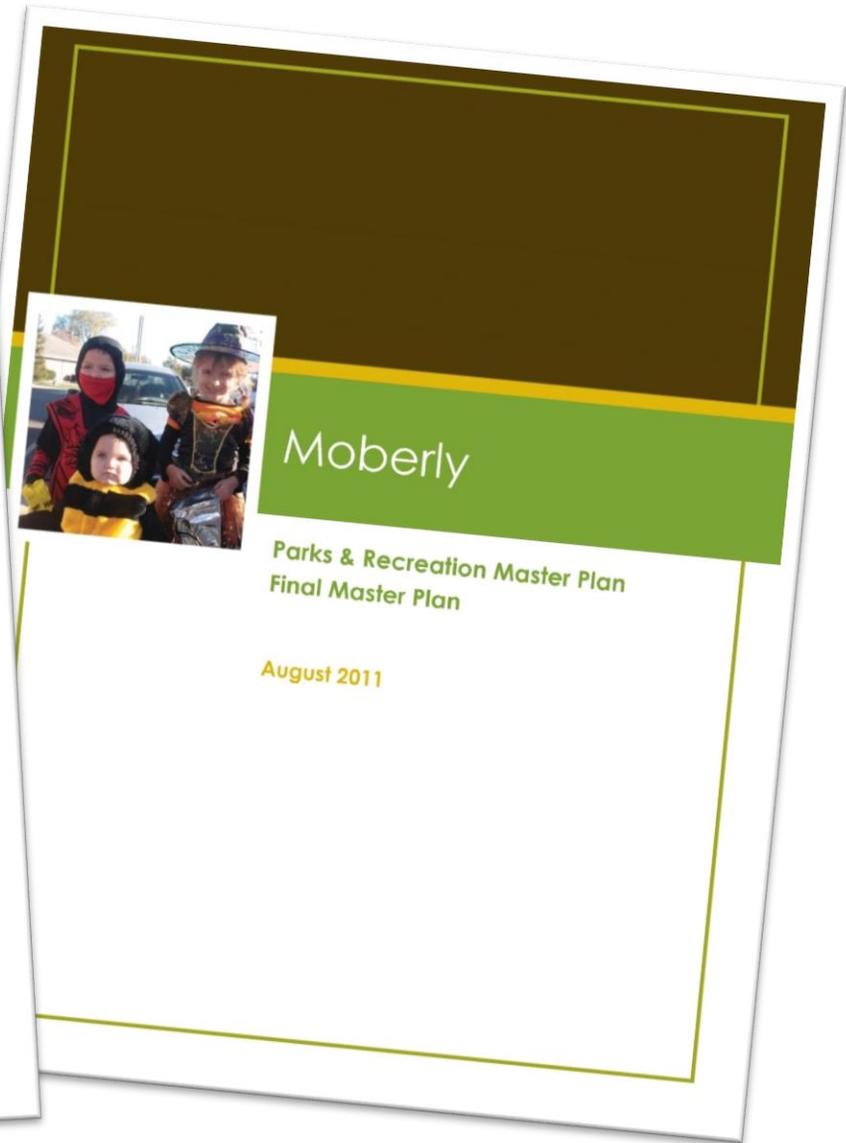
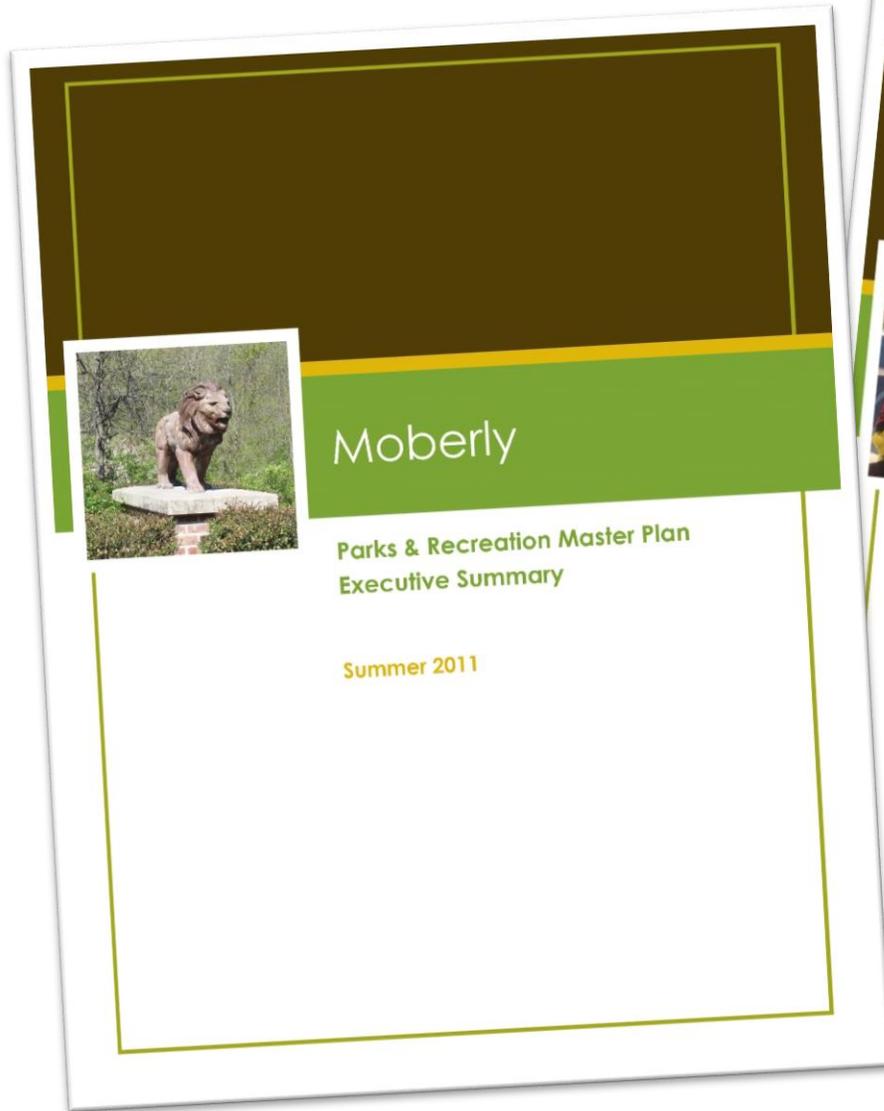


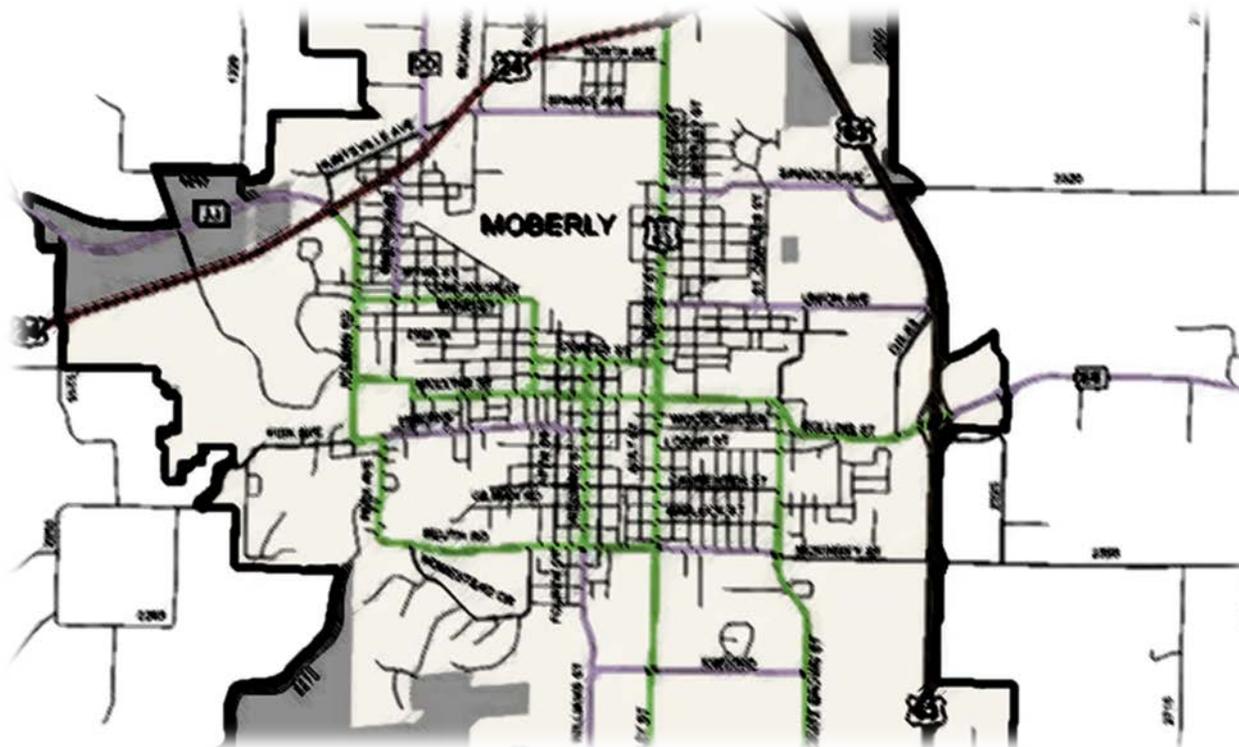
APPENDIX



2013 Parks, Recreation and Open Space Master Plan







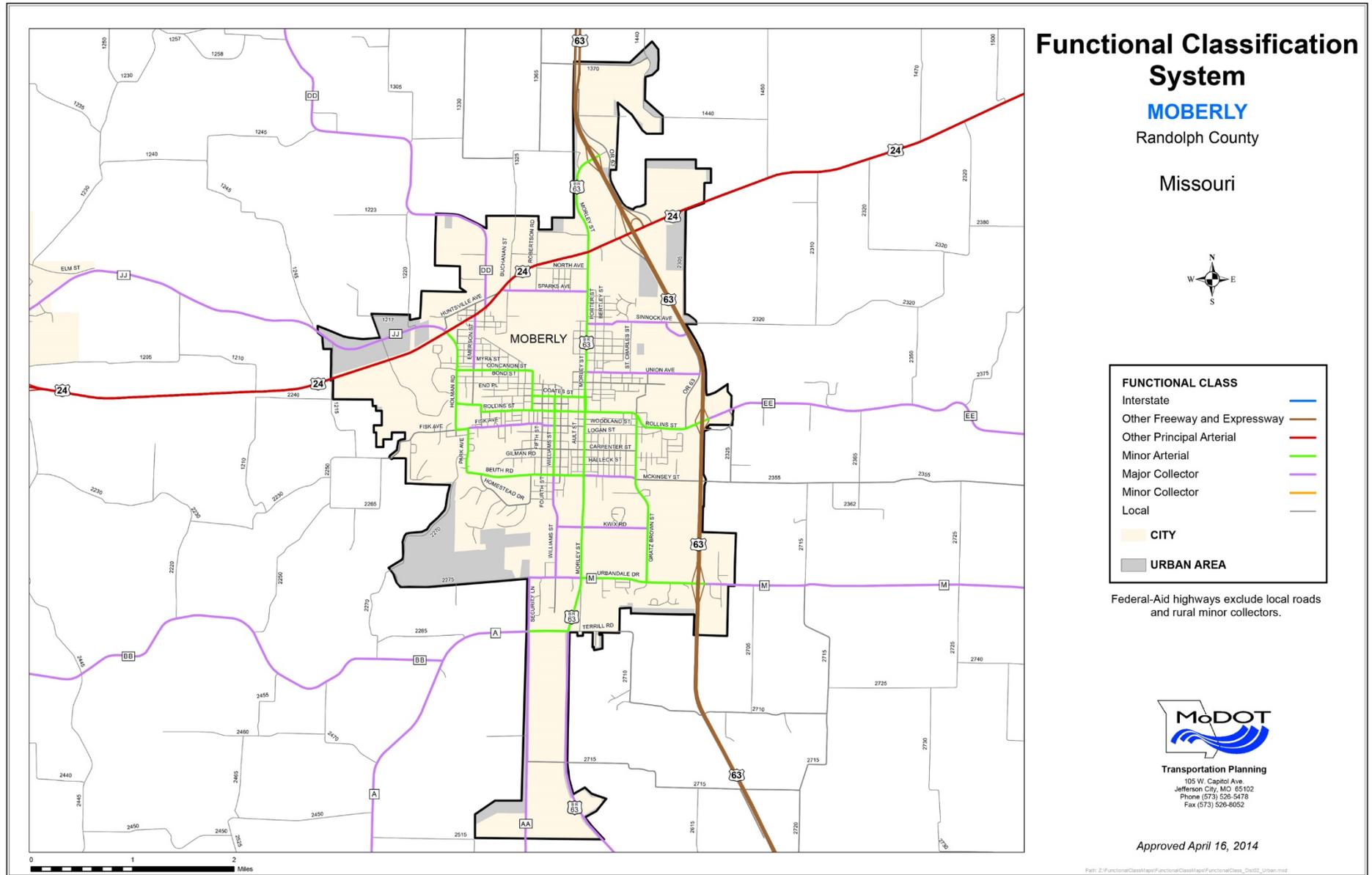
APPENDIX

D

Moberly (MoDOT) Functional Classification System Map



Appendix D: Moberly (MoDOT) Functional Classification System Map



BILL NO: 9358

ORDINANCE NO: 9358

AN ORDINANCE ACKNOWLEDGING AND ACCEPTING THE PLANNING AND ZONING COMMISSIONS' ADOPTION ON FEBRUARY 27, 2017 OF THE COMPREHENSIVE PLAN PREPARED BY CONSULTATION WITH SHAFER, KLINE & WARREN

G

NOW THEREFORE BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF MOBERLY, MISSOURI, TO-WIT:

SECTION ONE: The attached Comprehensive Plan adopted by the Planning and Zoning Commission on February 27, 2017 is hereby acknowledged and accepted

SECTION TWO: This ordinance shall take effect and be in force from and after its passage and adoption by the Council of the City of Moberly, Missouri, and its signature by the officer presiding at the meeting at which it was passed and adopted.

PASSED AND ADOPTED by the Council of the City of Moberly, Missouri, this 17 day of July, 2017.

ATTEST:

DK Salloway
City Clerk

Presiding Officer at Meeting



APPENDIX

E

Adopting Ordinance



BILL NO: 9358

ORDINANCE NO: 9358

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ATTEST:

Presiding Officer at Meeting



DK Galloway
City Clerk



City of Moberly, Missouri

2040 Comprehensive Plan

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