Growth and Cooperative Planning Framework

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Introduction

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

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

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

Cooperative Planning Area Goals

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

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

Growth & Cooperative Planning Framework Structure

While the focus of this Plan is to focus beyond the older urbanized areas of Hannibal, this framework is designed to accommodate future analysis and strategy development for the City and unincorporated area. This framework recognizes the existence of development activity in the unincorporated area surrounding Hannibal.

This chapter includes a basic analysis and approach of the Unincorporated Sub-Area. It recommends cooperative planning goals for working with the County and other governmental agencies, and provides a framework for analysis and future planning in the "fringe areas" surrounding the Hannibal city limits. Planning analysis and implementation tools are included, they are:

- **Fringe Area Analysis & Planning**

  Joint analysis and planning needs to be completed for the unincorporated area, detailing future land uses and identifying shared planning direction between the City, County, and the community. In anticipation of joint planning efforts, "fringe area" analysis was completed as part of this planning effort.

- **Desired Development Zones**

  The Desired Development Zones represent "big ideas" for where and how Hannibal may grow in the future. They include lands adjacent to and beyond Hannibal.

- **Unincorporated Area Desired Land Use**

  The Unincorporated Area Desired Land Use section recommends a framework to respond to and evaluate the merits, desirability, and quality of development requested for voluntary annexation. The recommended land use pattern is illustrated on the Unincorporated Area Desired Land Use map.

- **Unincorporated Sub-Area Planning & Next Steps**

  Planning next steps in the Unincorporated Sub-Area includes recommendations for future analysis and planning.

Fringe Area Analysis & Planning

When this Plan was initiated, the City identified a study area extending generally four miles from the City's boundary, recognizing the need for cooperative planning efforts. The area outside the City of Hannibal (often referred to as a "fringe area") is located mostly within Marion County and partially within Ralls County. The "fringe area" surrounding the City of Hannibal has historically been one of scattered clusters of residential growth across the rural landscape.

The Plan recommends a framework for determining future land use for these areas, and identifies the need for sharing planning direction between the city and government agencies. Joint analysis and planning needs to be completed for these areas, detailing future land uses and identifying

how planning will be shared among the City, County, and the community. In anticipation of joint planning efforts, the following "fringe area" analysis was completed as part of this planning effort. Work by author Tom Daniels "*When City and County Collide: Managing Growth in the Metropolitan Fringe*" was used as a resource for this analysis.

Fringe Area Characteristics

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

- **Issues surrounding development at the Fringe Area include:**
  - **A need for transition between residential and low-density county land beyond the municipal limits,**
  - **The preservation of open space,**
  - **Appropriate development patterns,**
  - **The cost to build/maintain public infrastructure,**
  - **The provisions of city services in low-density development areas within the County, and**
  - **Missouri annexation policy.**
- **Factors in determining treatment of Fringe Areas include whether:**
  - **The area is consistent with community goals,**
  - **The area allows for the logical, incremental extension of city services,**
  - **The area would provide a desirable new "edge to the community,**
  - **The existing boundary to be extended is contiguous to existing developed area of the city,**
  - **The area would contribute to the positive net fiscal benefit to the city, and**
  - **The area is necessary to promote an activity that cannot be accommodated on lands within the existing city limits.**
- **The basic tenets of Fringe Areas is to plan for:**
  - **Defining what is "city" and what it is not,**
  - **Managing growth at the edges, including development in areas expected to become urbanized areas, and allowing low density development (large lot subdivisions) in areas not easily sewered or served by Hannibal,**
  - **Establishing coordination methods with the County for rural levels of development in those areas expected to remain rural well into the future,**
  - **Establishing a transition or "step-down" residential strip leading from an urbanized area to low density county land beyond the municipal limits,**
  - **Establishing a buffer characterized by an undeveloped greenway, stream corridor, agricultural area,**

Development Framework Map

The Development Framework Map illustrates the Hannibal city limits today and the current existing "fringe areas" in the unincorporated area surrounding Hannibal. For the purpose of planning analysis, Tiers are established based on the distance from the city limits and level of existing or anticipated development. Each of the three tiers represents an existing level of progressively developed land. Land uses should be identified through a cooperative planning process with the county and community.

The three Fringe Area Tiers are:

- **Tier One – ½ to 1 mile from city limits (Evolving Edge)**
  - **Adjacent to city limits, and is characterized by new residential subdivisions, and site-specific industrial or commercial uses.**
- **Tier Two – 1 to 2 miles from city limits.**
  - **Rural with scattered residential and commercial development**
- **Tier Three – 2 – 4 miles from city limits**
  - **Rural/agricultural with scattered residential, with nearly 90% of the land vacant.**
  - **Anticipated future location of the Hannibal Bypass including the location of two new interstate interchanges.**

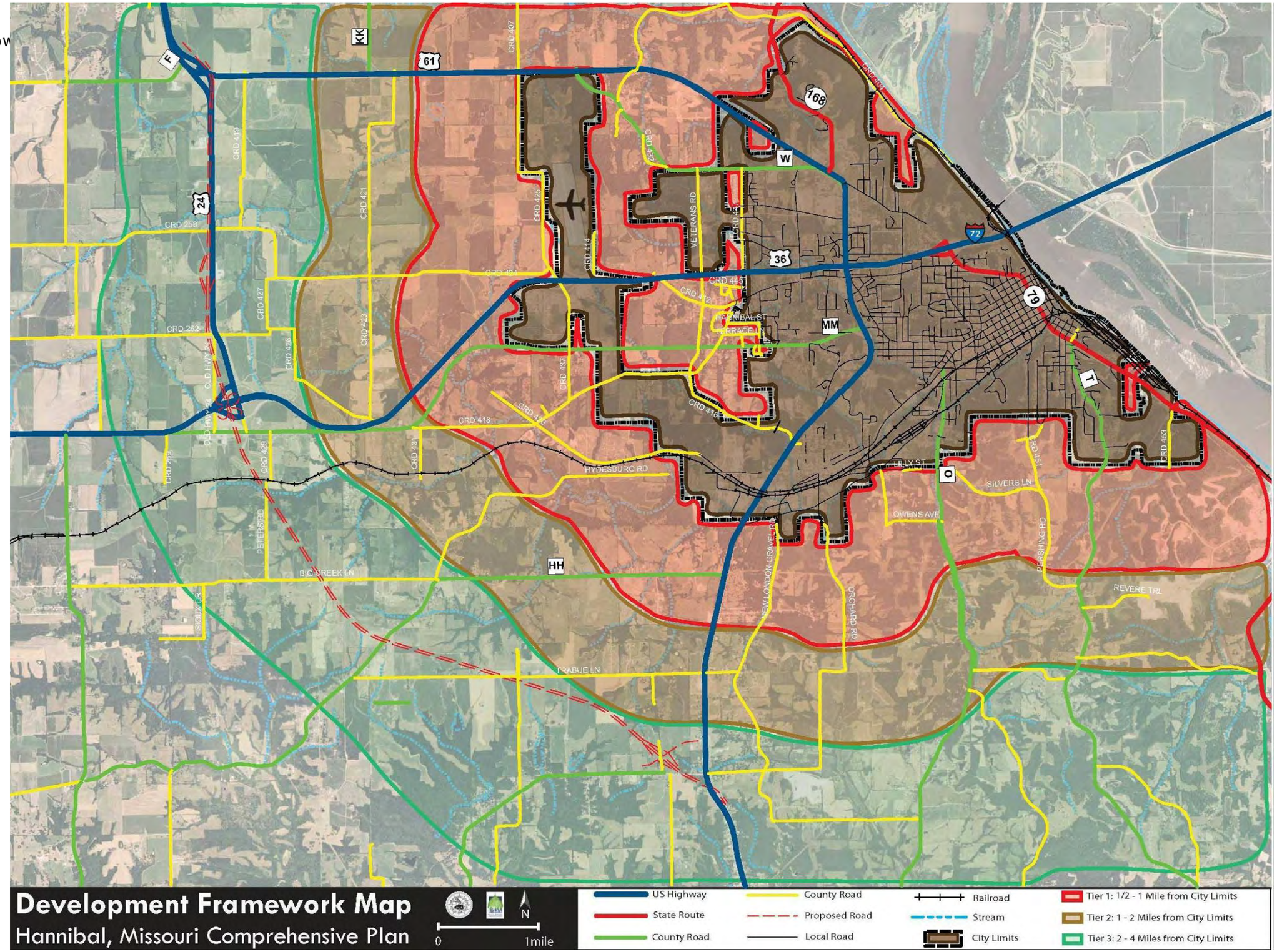
Evolving Edges

Evolving Edges are buffer/transition areas within the Fringe Area and extend along the existing city limit boundary. Evolving Edges are characterized by open lands, flood plain, new residential development, and industrial uses. For this analysis, they include Tier 1 illustrated on the Development Framework map. These are lands within 1-mile of the city limits, and include existing county enclaves (areas of the County that are surrounded by City boundaries).

Growth within the Evolving Edge has the greatest potential to impact Hannibal. Joint analysis and planning needs to be completed for Evolving Edge areas, detailing future land uses, defining treatment goals and identifying shared planning direction between the City, County and the community. Advantages and disadvantage for the designation of an Edge or buffer/transition area are listed below and are offered as a guide for future planning discussion with the County and other governmental agencies.

- **Advantages of designating an Edge or buffer/transition area include:**
  - **Protects and defines the developed edge that make the city's unique character,**
  - **Gives the City control of land along its periphery,**
  - **Protects sensitive areas within the buffer/transition area,**
  - **Continues an existing greenway or parks network, or**
  - **Reserves the area for future development.**
- **Disadvantages or drawbacks of designating an Edge or buffer/transition area include:**
  - **Is perceived as blocking further town expansion,**

- **Pre-empts prime development land, thus forcing development onto marginal land,**
- **Promotes or encourages low-density sprawl development, or**
- **Precludes the expansion of a rational development pattern that could be serviced by public utilities and services.**


Development Framework Map
Hannibal, Missouri Comprehensive Plan
0
1mile
N
US Highway
State Route
County Road
County Road
Proposed Road
Local Road
Railroad
Stream
City Limits
Tier 1: 1/2 - 1 Mile from City Limits
Tier 2: 1 - 2 Miles from City Limits
Tier 3: 2 - 4 Miles from City Limits
61
168
72
79
36
24
W
MM
T
O
HH
KK
F
CRD 407
CRD 419
CRD 421
CRD 423
CRD 425
CRD 427
CRD 429
CRD 431
CRD 433
CRD 436
CRD 414
CRD 416
CRD 418
CRD 451
CRD 453
CRD 258
CRD 262
CRD 269
VETERANS RD
HYDESBURG RD
BIG CREEK LN
TRABUE LN
NEW LONDON GRAVEL RD
ORCHARD RD
PERSHING RD
SILVERS LN
OWENS AVE
REVERE TRL
PETERS RD
OLD HWY 24

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Desired Development Zones

This framework recognizes the existence of development activity in the unincorporated area surrounding Hannibal. The "fringe area" surrounding the City of Hannibal has historically been one of scattered clusters of residential growth across the rural landscape. At present, the City does not have a plan or policy in place to respond to or evaluate the merits, desirability, and quality of development requested for voluntary annexation. This section recommends a framework for determining future land use for these areas through the use of Desired Development Zones and Unincorporated Area Desired Land Use.

The Desired Development Zones are where the city wants to direct future growth if and when it becomes important for the future economic, fiscal, and environmental health of the City. The Desired Development Zones represent "big ideas" for where and how Hannibal may grow in the future. They include lands adjacent to and beyond Hannibal.

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

Rather, it indicates:

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

The Desired Development Zone concept was derived from the community planning process. A Strengths, Weaknesses, Opportunities and Constraints analysis solicited community input on the best locations for future growth, a combination of three What If Scenarios were then designed including Targeted Infill with Interchange Focus, Urban Fringe, and Community Focus. These scenarios were refined into one Preferred Land Use Strategy for the city of Hannibal by the citizens and leaders of Hannibal, which is discussed in the Land Use Framework chapter.

The Preferred Land Use Strategy for the city of Hannibal was utilized to project future desired land use for lands within generally one mile of the city limits of Hannibal, resulting in the following section, Unincorporated Area Desired Land Use, and map.

Unincorporated Area Desired Land Use

As discussed above, this section recommends a framework to respond to and evaluate the merits, desirability, and quality of development requested for voluntary annexation. The Preferred Land Use Strategy for the city of Hannibal was utilized to project future desired land use for lands within generally one mile of the city limits of Hannibal. The recommended land use pattern is a balance of managing development and preservation of natural features and areas and is illustrated on the Unincorporated Area Desired Land Use map.

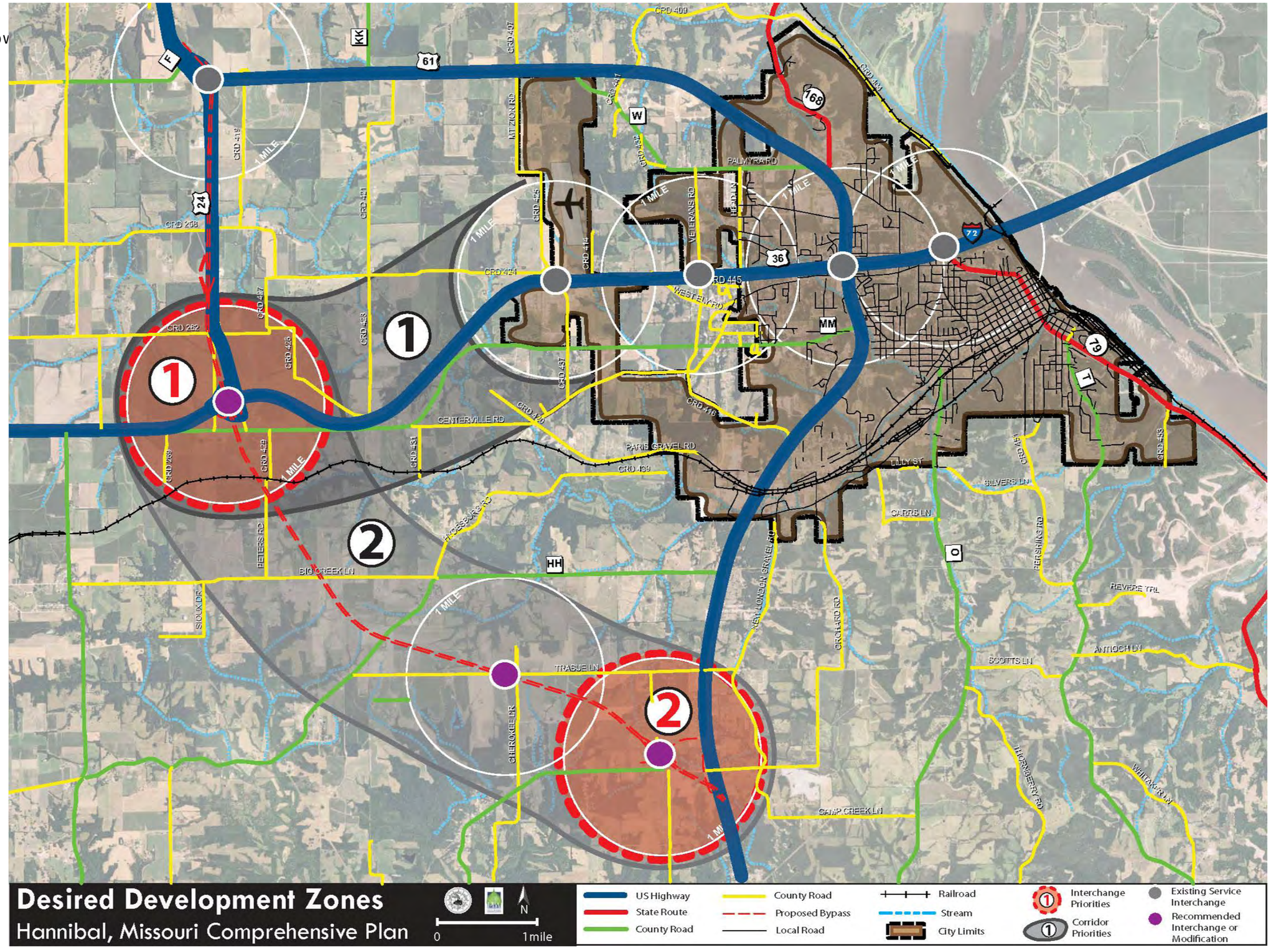
The objective of the Unincorporated Are Desired Land Use map is to:

- **Target new growth in areas in reasonable proximity to existing development; where service infrastructure, water, sewer, and roads are either present or easily extended to serve new development.**
- **Balance preservation of natural features and the environment by promoting organized development and preserving streamways and riparian areas.**

Unincorporated Sub-Area Planning & Next Steps

Recommended Unincorporated Sub-area analysis and planning next steps include:

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


Desired Development Zones
Hannibal, Missouri Comprehensive Plan
0
1mile
N
US Highway
State Route
County Road
County Road
Proposed Bypass
Local Road
Railroad
Stream
City Limits
Interchange Priorities
Corridor Priorities
Existing Service Interchange
Recommended Interchange or Modification
1
2
1 MILE
61
24
36
168
72
79
CENTERVILLE RD
PARIS GRAVEL RD
PALMYRA RD
WESTERLY RD
VETERANS RD
MT ZION RD
BIG CREEK LN
TRAGUE LN
CHEROKEE DR
SIOUX DR
PETERS RD
NEW LONDON GRAVEL RD
ORCHARD RD
CARRS LN
LILLY ST
SILVERS LN
PERSHING RD
REVERE TRL
ANTIOCH LN
SCOTTS LN
HAWKINS RD
WHITAKER LN
CAMP CREEK LN

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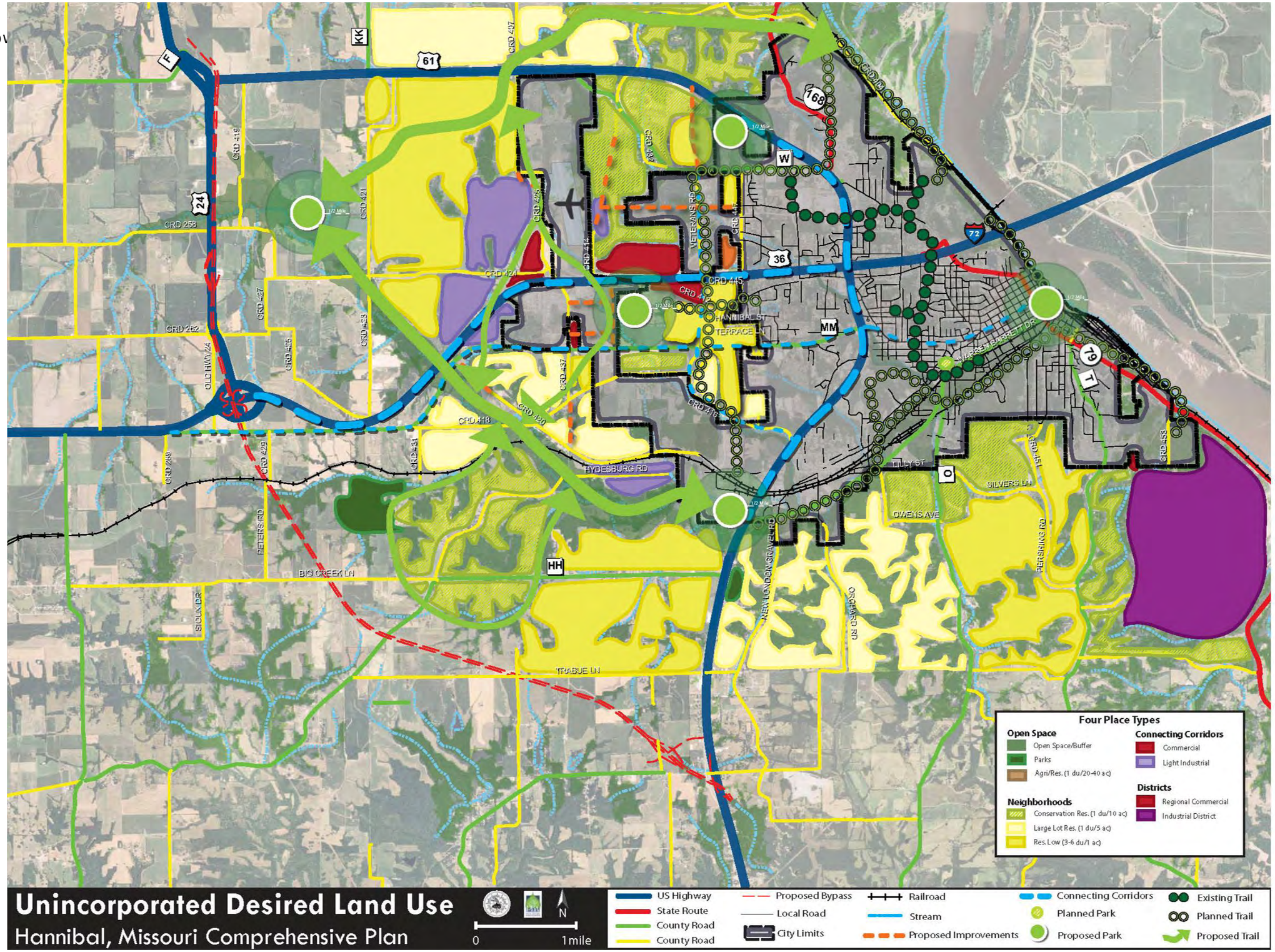
Unincorporated Desired Land Use
Hannibal, Missouri Comprehensive Plan
0
1 mile
N
US Highway
State Route
County Road
County Road
Proposed Bypass
Local Road
City Limits
Railroad
Stream
Proposed Improvements
Connecting Corridors
Planned Park
Proposed Park
Existing Trail
Planned Trail
Proposed Trail
Four Place Types
Open Space
Open Space/Buffer
Parks
Agri/Res. (1 du/20-40 ac)
Neighborhoods
Conservation Res. (1 du/10 ac)
Large Lot Res. (1 du/5 ac)
Res. Low (3-6 du/1 ac)
Connecting Corridors
Commercial
Light Industrial
Districts
Regional Commercial
Industrial District
61
24
36
72
79
168
HANNIBAL ST
TERRACE LN
HYDESBURG RD
BIG CREEK LN
TRABUE LN
NEW LONDON GRAVEL RD
ORCHARD RD
OWENS AVE
SILVERS LN
PERSHING RD
VETERANS RD
PETERS RD
SIOUX DR
OLD HWY 24
CRD 258
CRD 262
CRD 424
CRD 445

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