Introduction

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Plan Purpose

The Land Use Element ("Plan") serves as an update to the current Hannibal Comprehensive Plan adopted in November 2003. This Plan provides a long-range development strategy and framework for decision-making for where and how the City of Hannibal will grow through 2030. Its emphasis is on the newer areas of Hannibal, not the older urbanized areas of the city. It also serves as a roadmap for cooperative planning efforts in the unincorporated area among the City, County and various governmental agencies, providing a first step towards cooperation, coordination, planning, and implementation.

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 outside the city limits. 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.

Missouri law delegates authority to city governments to regulate land uses within city limits. At present, cities do not have control over land use or subdivision of land outside their corporate boundaries. Because there is continued growth in the Hannibal area, coordination between the County, City and other governmental agencies can result in better management of development. Clear and consistent plans and standards need to be developed in order to successfully manage growth and development.

Plan Area Boundary

The Plan Area is the area generally lying within four miles of the city limits of Hannibal. The area of analysis and accompanying Background Memorandums vary, depending upon the form of base resource information during the planning process. For example, watershed boundaries are different from the Plan Area boundaries.

Two Planning Sub-Areas

The creation of one unified direction for lands within and adjacent to Hannibal is comprised of two geographic planning sub-areas, one inside Hannibal, the other outside Hannibal in the unincorporated area.

1. **The Unincorporated Sub-Area - consists of the current existing "fringe areas" in the unincorporated area surrounding Hannibal. The Plan recommends a framework for determining future land use for these areas, and recommends sharing a planning direction between the City, County and various governmental agencies. Cooperative planning recommendations are defined by the Growth & Cooperative Planning Framework chapter.**
2. **The City of Hannibal Sub-Area - How and where Hannibal wants to grow within the existing city limits is defined by the Land Use Framework chapter. The Land Use Framework is a strategy to guide future growth and development within the city limits by outlining recommended land uses and densities. Additional planning strategies and tools are discussed**

in the Transportation Framework, Public Services & Infrastructure Framework, and Parks, Trails & Open Space Framework chapters.

Plan Structure

The Land Use Element ("Plan") presents a series of frameworks, policies, and recommendations for Hannibal and for the "fringe areas" within the unincorporated area. It serves as the policy plan for the City of Hannibal only. The frameworks and strategies establish a basic direction and approach to guide the future growth and development of Hannibal through 2030. The frameworks also provide guidance for the preparation of more detailed growth, land use, transportation, community facilities, parks, and other specific plans. The frameworks and strategies together establish one unified direction or "Development Framework."

The Development Framework integrates eight framework chapters into one unified direction with an emphasis upon the future physical form and development patterns of Hannibal, and those lands adjacent to and beyond existing Hannibal. This Plan includes the following framework chapters:

a. Development Influences Framework

This chapter includes key planning issues and a summary and map of the factors that affect the development potential of land within the Plan Area.

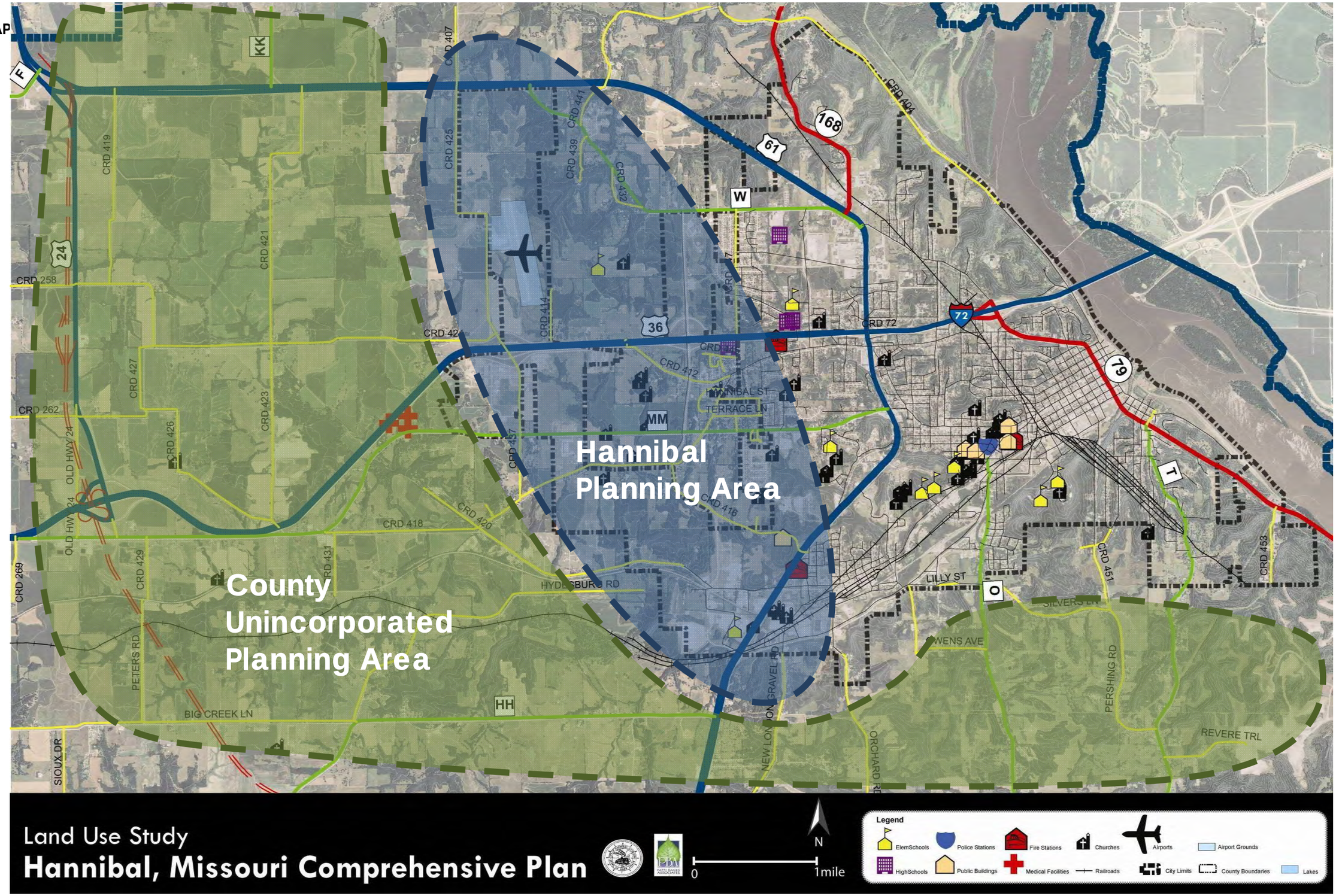
b. Growth and Cooperative Planning Framework

This chapter includes a basic analysis and approach of the Unincorporated Sub-Area surrounding Hannibal. 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**
  In anticipation of joint planning efforts, preliminary "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.
- **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 Area Planning & Next Steps**
  Planning next steps for the Unincorporated Sub-Area include recommendations for future analysis and planning.

c. Form and Character of Development Framework

This chapter includes the Form and Character of Development Framework including Principles and Guidelines to define ways to make Hannibal's desired future happen. They provide guidance for land use decisions by describing the form and character of development that is desired in the future.


Hannibal
Planning Area
County
Unincorporated
Planning Area
Land Use Study
Hannibal, Missouri Comprehensive Plan
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Police Stations
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OLD HWY 24
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SIOUX DR
HYDESBURG RD
HANNIBAL ST
TERRACE LN
LILLY ST
SILVERS LN
OWENS AVE
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The nine categories of Principles and Guidelines are:

- **Open Space and Public Places**
- **Neighborhood Development**
- **Community Streets**
- **Pedestrian and Bicycle Circulation**
- **Environmental Management**
- **Storm Water Management**
- **Site Planning**
- **Architectural Character**
- **Landscape Design**

d. Land Use Framework

How and where Hannibal wants to grow within the existing city limits is defined by the Land Use Framework chapter. The Land Use Framework is a strategy to guide future growth and development within the city limits by outlining recommended land uses and densities. This chapter includes a Land Use Framework, which includes a three-part implementation strategy for current and future planning and analysis, which are:

- **The Land Use Framework uses Transect Planning as an organizing system for land use to demonstrate the "urban context" for how one land use type transitions to another.**
- **The Preferred Land Use Strategy and Map is a strategy to guide future growth and development within the city limits by outlining recommended locations for growth.**
- **The Strategy is comprised of five types of places. These Place Types include characteristics, recommended land use, and alternative development forms.**
- **The Policies apply to future development within Hannibal today and should be used as a guide for determining "how," "when," and "where" future development should occur.**

e. Transportation Framework

Best connections within and surrounding Hannibal is defined by the Transportation Framework chapter. The Transportation Framework introduces new service standards for transportation and makes recommendations on the character of roadways, trails, and sidewalks. This chapter includes the following:

- **Street Classification System is based on the functioning of a hierarchy of vehicle origin-destination movements. These classifications are assigned to roadway segments based upon the current condition of the roadway.**
- **Levels of service (LOS) are qualitative measures describing operational conditions within a traffic stream. Six levels of service are designated from A to F.**
- **The various types of streets fit together to form a network of streets to serve the needs of each land use throughout the City. General rules apply and are described in the Functional Route Classification System.**

- **As future improvements are made to the city's street network, access management considerations can play an important role in improving safety and increasing capacity along Hannibal's roadways.**
- **The Proposed Street Map and Typical Sections recommend roadway widths appropriate for land uses, shown on the Proposed Land Use Map.**
- **The policies apply to future development within Hannibal today and should be used as a guide for determining "how," "when," and "where" future development should occur.**

f. Parks, Trails & Open Space Framework

This chapter includes a Parks, Trails, and Greenway Framework for a system that connects Hannibal's historic areas with future growth areas and the preservation of its natural structure and environment with the continuing fitness of its citizens. They are:

- **The National Recreation and Parks Association (NPRA) classification system serves as a recreational guideline for parkland relative to population.**
- **This Framework includes policy recommendations that define the future direction for the open space system and facilities throughout the community and beyond.**
- **Parks, Trails and Greenway Framework connecting 5 existing and potential regional park destinations, as well as many smaller parks and schools.**
- **The policies apply to future development within Hannibal today and should be used as a guide for determining "how," "when," and "where" future development should occur.**

g. Public Services & Infrastructure Framework

The primary purpose of the Public Facilities and Infrastructure Framework chapter is to define and plan for new public facilities and infrastructure systems to serve the community through 2030. Five types of public facilities and infrastructure services were assessed in this Framework chapter, they include:

- **Public Safety includes police and fire services and is essential to maintaining daily health, safety, and welfare of the City's residents.**
- **Public Potable Water encompasses water supply, treatment, and storage and water delivery to residents.**
- **Public Sanitary Sewer Service encompasses systems that collect wastewater from all sources and convey it to the treatment facility for residents.**
- **Stormwater Management encompasses managing runoff from rain events to control or mitigate conveyance, treatment, recharge, mitigation, reuse, and management of events for residents.**
- **Electrical Service encompasses the delivery of power through transmission lines, distribution lines, and substations to residents.**
- **The policies apply to future development within Hannibal today and should be used as a guide for determining "how," "when," and "where" future development should occur.**

h. Implementation Framework

The intent of the Implementation Framework is to stay simple, allowing users to obtain a "big picture" reference point and indication of priority actions for the future. The implementation matrix summarizes key actions.

Community Planning Goals

The following community planning goals are the basis for decision-making for the effective management and direction of future growth. The Plan furthers the goals by providing frameworks for their implementation. Implementation of these goals is further detailed through Policies, Principles, and Guidelines in the Development Framework chapters that follow.

The goals are organized into eight categories, Cooperation, Coordination & Planning; Quality Growth & Development; Voluntary Annexation; Economic Development; Transportation; Infrastructure and City Services; and Environment & Open Space.

- ## Cooperation, Coordination, and Planning
  - **Work towards interagency coordination for successful planning within the Cooperative Planning Area.**
  - **Work together to identify logical growth areas and growth patterns within the Cooperative Planning Area that preserve environmental resources, and provide efficient and effective distribution of infrastructure and services.**
  - **Work together to develop joint planning rules and procedures for cooperation and coordination through an Intergovernmental Agreement.**
  - **Work together to identify consistent criteria for level of service, design and improvement standards, and annexation requirements and procedures.**
- ## Quality Growth and Development
  - **Promote a compact pattern of land development that reduces the need for road and utility improvements.**
  - **Promote a mix of compatible land uses.**
  - **Create a range of housing opportunities and choices, including size, type, and affordability.**
  - **Promote attractive development with a sense of place and identifiable neighborhoods.**
  - **Retain community character and expand to new development areas.**
  - **Achieve a balanced growth pattern between revitalizing and redeveloping the city grid and beginning new development on the outer reaches of town.**
  - **Provide for neighborhood commercial services less than a mile from residential areas.**
  - **Encourage quality development that respects the environment.**
- ## Voluntary Annexation
  - **Ensure development patterns that will encourage efficient transportation systems are coordinated with regional, City and County transportation plans.**
  - **Consider cost/benefit issues, when appropriate, for proposed annexations to determine annexation boundaries and timing.**
  - **Ensure that adequate public services, facilities, and publicly owned utilities are available to proposed and existing development.**

- **Inform the public of all annexation proceedings, in full accordance with state law.**

- **Economic Development**
  - **Develop a land use framework that anticipates market based opportunities.**
  - **Focus on attracting development that provides jobs.**
  - **Support the tourism and health care industries.**
- **Transportation**
  - **Provide a variety of transportation choices**
  - **Create walkable neighborhoods**
  - **Prevent congestion on rural roads.**
  - **Assure repair of existing roadways before expanding the roadway system**
- **Infrastructure and City Services**
  - **Direct development to areas where basic services can be efficiently and economically provided.**
  - **Ensure the economical use of tax dollars in locating infrastructure and providing services for the benefit of all citizens.**
  - **Develop logical public/private funding of utility extensions, transportation facilities, and emergency services, to match planned growth.**
- **Environment and Open Space**
  - **Preserve streams and natural areas as the city grows over time.**
  - **Restrict extension of utilities and roadway improvements into areas that are unsuitable for development.**
  - **Provide trails that connect residents to recreational areas and other important destinations.**

Planning Process

The planning process was completed over a twelve-month span and involved detailed area analysis, planning advisory committee workshops, and community workshops.

Planning Advisory Committee

A mayoral appointed Planning Advisory Committee served as the advisory body for the plan. The community leaders and city staff provided input throughout the process on factors that affect public acceptability, site utilization concepts, and land use.

Community Workshops

Two community workshops formed the base of the planning effort and were used throughout the process to help residents and stakeholders understand and influence challenges and opportunities, alternative scenarios and the preferred land use alternative.