

## CHAPTER SIX: LAND USE PLAN

### CREATING QUALITY PLACES DESIGN GUIDELINES

The public comment obtained during the public workshops and charrette, the MOCAP process, the survey and other input stressed the need for creating and maintaining quality neighborhoods in Pleasant Hill. The following is a list of strategies and principles needed to create and maintain successful neighborhoods. Many of these principles have been well-documented and individually implemented throughout the country. Collectively implemented, however, they could have a significant and long lasting impact on the future of Pleasant Hill. The principles have been divided into four categories: Homes and Neighborhoods, Commercial Areas, Transportation and Public Places and Environmental Quality. The principles encourage a variety of uses within an area including the mix of residential, office and commercial uses that compliment each other.

This information was developed from a program entitled “Creating Quality Places” that was funded through a grant from the US Environmental Protection Agency and administered by the Mid America Regional Council (MARC). The program was facilitated by MARC using four committees that were represented by a broad range of stakeholders including elected and appointed officials, professional planners, engineers, architects, developers, builders, citizen representatives and special interest groups.

#### **Homes and Neighborhoods**

Neighborhoods are the building blocks of a community. They are more than subdivisions, and are defined as much by the sense of community they create for their residents as by the structures, streets and amenities within their boundaries. Quality neighborhoods offer choices, provide residents with a sense of identity and connections, and encourage continuous renewal and reinvestment.

- Quality neighborhoods offer a choice of well designed and maintained housing types and sizes. This variety of housing choices within a community meets the needs of residents of different economic levels and age groups.
- Quality neighborhoods are linked to surrounding areas, and when possible, share commercial spaces and open space resources.
- Quality neighborhoods encourage actions to preserve, restore and reuse historic sites or structures; to conserve and restore environmental resources; to foster appropriate infill development; and to redevelop “brownfields.”
- Quality neighborhoods have a distinct identity that helps define their boundaries and fosters pride and belonging among residents. The distinct features of a neighborhood include public spaces such as a square, a green or an important street intersection and public buildings such as a school, post office, library, community center, or transit stop.
- The streets of a quality neighborhood are pedestrian-friendly. They are laid out in an interconnected network and attractively landscaped to encourage walking. Streets give

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## *Chapter Six: Land Use Plan*

residents, particularly youth and the elderly, choice and control in their mobility and easy access to important destinations from their residences.

- A variety of quality public green spaces are within easy access of residents in a neighborhood. Green spaces range from small playgrounds within easy walking distance from homes, to neighborhood parks, to community parks that can be shared by several neighborhoods.
- Quality neighborhoods offer the opportunity for residents to work and live within the neighborhood when the scale, character and functions of business settings are compatible with homes.

### **Commercial Areas**

- A quality commercial area is achieved through attention to its design, mix of uses, scale, and the ways in which pedestrians, bicycles, public transit and motor vehicles are accommodated.
- Quality places include a variety of uses (e.g. retail stores, residences, civic buildings, and offices) that create multipurpose activity centers in neighborhoods and cities.
- The scale, character and function of a quality development are compatible and integrated with that of its surroundings while remaining flexible to accommodate the densities, mix of uses, and infrastructure that the market demands. Quality places are built to last with quality materials, are designed to allow for changing uses over time, and provide for shifting markets and consumer needs.
- Quality shopping areas, small or large, are designed to make the pedestrian feel comfortable and safe by providing wide sidewalks, storefronts that open to the street, shade and shelter and a sense of spatial enclosure. They are designed to facilitate employee and customer access on sidewalks, bicycle trails, transit services and roads.
- Quality shopping areas provide a variety of convenient parking choices consistent with the scale of the development and the location and the type of stores. Parking is divided into smaller components to the rear or side of the buildings, and landscaping and sidewalks provide for safe pedestrian movements. A quality place allows flexible parking arrangements such as on-street parking and shared parking to minimize an over-supply of parking.

### **Transportation and Public Places**

Communities have a shared responsibility to design and maintain a quality public realm, including a balanced transportation system and public places. Improved access for residents, employees and customers; reduced congestion on major roadways; choice among modes of travel; and environmental protection are objectives of a balanced transportation system. Public places create identity for an area and foster a sense of community.

- A quality transportation system accommodates automobiles, public transit, public safety vehicles, freight, pedestrians and bicycles in a balanced way to maximize access and mobility and minimize congestion throughout the community.
- Quality local streets are an integral part of a larger network of routes designed to provide access to homes, shops and businesses, and to keep local traffic off major arterials and, conversely keep high-speed, through-traffic off local roads.
- The design of a quality local street encourages pedestrian and bicycle use through such features as continuous sidewalks and curbside tree planting as well as various traffic calming measures such as, landscaped medians that reduce apparent street width and street parking that protects pedestrians from moving traffic.
- A system of quality local streets complements the planning and development of a regional public transit network. Easy pedestrian access and a mix of uses are encouraged at existing and proposed transit stops to allow transit to become a viable alternative to the automobile. Private development and public places are designed to maximize opportunities for a regional transit network.
- Quality public spaces are provided in urban and suburban areas to encourage social interaction and to foster a distinct sense of place. These quality public places are memorable and reinforce the character of the community. They include amenities that provide comfort and relaxation in all seasons.

### **Environmental Quality**

Because a clean and healthy environment is a critical element of a quality place, the design of quality places balances environmental, economic and social considerations.

- The design of quality places incorporates features and amenities that minimize environmental impacts on water quality caused by storm water runoff and erosion and on air quality caused by motor vehicle traffic.
- The design of buildings and properties maximizes the efficient use of environmental and economic resources by minimizing energy, water and material use.
- A quality place preserves major natural features in a neighborhood or a community (streams, slopes, wetlands, floodplains and natural habitats) as open space, and links those resources to public places by pedestrian and bike paths.

### **CITY OF PLEASANT HILL FUTURE LAND USE**

The City's "Future Land Use Plan" is developed based on two separate sets of data and policy:

- Existing zoning for land areas within the corporate limits; and
- Future land use policy for the "Planning/Annexation Areas" beyond the corporate limits.

There are major differences in the future land use recommendations within existing City Limits and outside of City limits in the Planning Area. Over 52 percent of the total land in the planning area is

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## Chapter Six: Land Use Plan

designated for large-lot residential use (one unit per 5 to 10 acres, on-site sewer). Most of this land lies in the drainage basins that are not currently served by a sewage treatment facility (**Ref. Future Land Use Map**).

Over 73 percent of the land within City limits and about 32 percent of land outside city limits is designated for higher-density residential (up to 4 units per acre and served by municipal sewer system.) All of this land lies in the drainage basin easily served by the existing sewer system.

Commercial uses are concentrated along the Highway 7 corridor and at its intersection with 103<sup>rd</sup> street. Some areas along BB Highway, 175<sup>th</sup> street and 58 Highway have been designated for industrial uses.

Three “Public or Preservation Areas” have been identified in the planning area. These include the “Civil War Battlefield” west of the railroad right-of-way along BB Highway; the “Old Lagoons” south of the city limits; and, the “Katy Trail” along the railroad. The Katy Trail State Park, at 225 miles, is America's longest rails-to-trails project. The name of the Katy Trail comes from the rail line whose right of way it follows—the Missouri-Kansas-Texas (MKT) Railroad. The state of Missouri has made it a linear state park which runs from St. Charles (an historic city on the Missouri River, across from St. Louis County, where the Lewis & Clark expedition was launched in 1804) to Clinton, MO. The railroad right-of-way in and around the City of Pleasant Hill is intended to be preserved for a future extension of the Katy Trail.

The **Future Land Use Map** also shows the general locations of future schools and parks in the Planning Area. Their acreage however, has not been included in the calculations shown in Table 6.1. Table 6.1 shows the acreage under each land use category.

**Table 6.1: Future Land Use Acreage by Type of Use**

Land Use Type	Within City Limits		Outside City Limits		Total	
	Area in Acres	Percentage of Total	Area in Acres	Percentage of Total	Area in Acres	Percentage of Total
Large-lot Residential/Agricultural	57	2.1	9,761	61	9,818	52.5
Higher-Density Residential	1,973	73.1	5,071	31.7	7,044	37.7
High-Density Residential	33	1.2	0	0	33	0.2
Parks and Recreation	58	2.1	0	0	58	0.3
Public or Preservation Area	4	0.1	533	3.3	537	2.9
Institutional	200	7.4	0	0	200	1.1
Industrial	186	6.9	428	2.7	614	3.3
Commercial	187	6.9	199	1.2	386	2.1

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## *Chapter Six: Land Use Plan*

<b>Total</b>	2,698 (4.5 sq. mi.)	100	15,992 (25 sq. mi.)	100	18,690 (29.5 sq. mi.)	100.0
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Source: City GIS database, BWR

### Existing Zoning Districts and Future Land Use Categories:

<p>Large-lot Residential/Agricultural</p>	<p>Development at densities of one dwelling unit per 5 to 10 acres; served by on-site disposal systems. Zoning District: AG And R-S</p>
<p>Higher Density Residential</p>	<p>Densities of 1 to 4 dwelling units per acre served by municipal services. Zoning Districts: R-S and R-1 and R1-A</p>
<p>High Density Residential</p>	<p>Densities of 4 or more dwelling units per acre served by municipal services. Zoning Districts: R-2 and R-2</p>
<p>Institutional</p>	<p>Public or Semi-public places of business. Zoning Districts: Public/semi-public</p>
<p>Commercial</p>	<p>Retail business uses, including shopping centers and isolated retail establishments. Zoning Districts: Any Commercial District.</p>
<p>Industrial</p>	<p>Industrial assembly and warehousing, with limited manufacturing uses as defined in the zoning regulations based on SIC codes. Intensive land uses for manufacture and assembly of goods associated with industrial activity, as defined in the zoning regulations based on SIC codes, would be heavily buffered. Zoning District: Any Industrial, subject to site plan review.</p>
<p>Parks and Recreation</p>	<p>Park land and active recreation by private groups, both current and future parks as needed. Zoning District: Undesignated</p>

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## *Chapter Six: Land Use Plan*

### Agriculture

Development of land uses to occur beyond the time frame of the Comprehensive Plan subject to the availability of city services, particularly in Growth Areas. Priority will be given to development in near-term development areas of the community in order to maximize the efficient use of city resources.

Zoning District: Based on Comprehensive Plan.

### Public or Preservation Area

Historic sites; state recreation improvements; publicly owned lakes and environmentally sensitive areas.

Zoning Districts: Undesignated

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## Chapter Six: Land Use Plan

The Plan should be used as a guide for future zoning decisions. The residential land use categories of the Future Land Use map are defined in **Table 6.2**.

**Table 6.2: Residential Future Land Use Categories**

Land Use Category	Description			
	Zoning Classification	Minimum Lot Area	Minimum Lot Area in a 'P-D' Overlay District	Targeted Development Percentage*
<b>Single-Family Residential</b>				
<b>Ag-density</b>	Ag	10-acres	NA	100% of rural areas only
<b>Large-lot</b>	R-S	1-acre	NA	
<b>Low-density Residential</b> (One-family). Public uses, such as schools, libraries, churches, fire stations, parks and open space are allowed.	R-1 A	12,000 sq. ft.	10,000 sq. ft.	Up to 75% of the City's density
	R-1	10,000 sq. ft.	8,400 sq. ft.	
<b>Other Residential</b>				
<b>Moderate-density Residential</b> (One and Two-family)	R-2	10,000 sq. ft. (one-family)	8,400 sq. ft. (one-family)	Up to 25% of the City's density
		14,000 sq. ft. (two-family)	12,000 sq. ft. (two-family)	
<b>High-density Residential</b> (One and Two-family, Multifamily, and Apartment House). Public uses and accessory uses subordinate to apartment complexes are allowed.	R-3	14,000 sq. ft. (two-family)	12,000 sq. ft. (two-family)	
		Maximum density of 8-units per acre, or approximately 5,445 sq. ft. per unit. (3 units and up)	Maximum density of 12-units per acre, or approximately 3,360 sq. ft. per unit. (3 units and up)	
* <i>Targeted Development Percentage</i> indicates the community's desired mix of residential density within the entire City. Each development should strive to provide a mix residential uses that help the community achieve this mix.				

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## Chapter Six: Land Use Plan

### SCHOOL DISTRICT PROJECTIONS

Enrollment projections for the School District are presented in Table 6.5 and Table 6.6. They based on cohort-survival method using MARC's growth rates for the area (24.7%) and from a linear projection of the last three-year growth rate (around 35%).

**Table 6.3: Pleasant Hill School District Enrollment Projections (2003-2007)**

	2003-04	2004-05	2005-06	2006-07	2007-08
Primary	436	464	484	499	512
Elementary	464	454	482	489	521
Middle	491	502	482	510	498
High	632	697	749	778	821
District Total	2,023	2,117	2,197	2,276	2,352

Source: Pleasant Hill RIII School District

While growth rates have been around 35% in the School District in the last few years and will perhaps continue to be so for a few more years, rates are expected in the range of 25%-35% by 2010 and at a lower rate (17.7%) in the decade following. In summation, growth in the Pleasant Hill and northeast Cass County during this decade is expected to continue at more rapid rates than the metropolitan region. From 2000 to 2010 should expect growth similar to the past decade—in the range of 25-35% over ten years.



# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## Chapter Six: Land Use Plan

### SCHOOL DISTRICT GROWTH

**Table 6.4: School District Enrollment Projections (2000-2010) based on cohort projection method and MARC growth rate for the region.**

	Census Population by Tracts*	Adjusted Census Population by Blocks in School District**											
		Population Projections using a growth rate of 24.74%											
Age		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
<b>Preschool</b>	Under 1 year	258	142	146	149	153	157	160	164	169	173	177	181
	1 year	249	137	146	149	153	157	160	164	169	173	177	181
	2 years	227	125	140	149	153	157	160	164	169	173	177	181
	3 years	201	111	128	144	153	157	160	164	169	173	177	181
	4 years	213	117	113	131	148	157	160	164	169	173	177	181
<b>Total</b>		<b>632</b>	<b>673</b>	<b>723</b>	<b>759</b>	<b>783</b>	<b>802</b>	<b>822</b>	<b>843</b>	<b>864</b>	<b>885</b>	<b>907</b>	
<b>Primary</b>	5 years	262	140	120	116	134	151	160	164	169	173	177	181
	6 years	267	143	143	123	119	138	155	164	169	173	177	181
	7 years	273	146	146	147	126	122	141	159	169	173	177	181
	<b>Total</b>		<b>428</b>	<b>410</b>	<b>386</b>	<b>380</b>	<b>411</b>	<b>457</b>	<b>488</b>	<b>506</b>	<b>518</b>	<b>531</b>	<b>544</b>
	<b>Actual Enrollment</b>		<b>398</b>	<b>402</b>	<b>424</b>	<b>427</b>							
<b>Enrollment as % of total</b>		92.89%	98.11%	109.76%	112.45%								
						<b>Projected Enrollment</b>							
Scenario 1: Average enrollment % (Average of 4 years)				103.30%	<b>425</b>	<b>472</b>	<b>504</b>	<b>522</b>	<b>535</b>	<b>548</b>	<b>562</b>		
Scenario 2: Likely enrollment %				105.00%	<b>432</b>	<b>479</b>	<b>512</b>	<b>531</b>	<b>544</b>	<b>557</b>	<b>571</b>		
<b>Elementary</b>	8 years	262	140	149	150	151	129	125	145	163	173	177	181
	9 years	280	150	143	153	153	154	133	128	148	167	177	181
	10 years	308	165	153	147	157	157	158	136	131	152	171	181
	<b>Total</b>		<b>454</b>	<b>446</b>	<b>450</b>	<b>461</b>	<b>441</b>	<b>416</b>	<b>409</b>	<b>442</b>	<b>491</b>	<b>525</b>	<b>544</b>
	<b>Actual Enrollment</b>		<b>441</b>	<b>430</b>	<b>422</b>	<b>451</b>							
<b>Enrollment as % of total</b>		97.12%	96.38%	93.80%	97.82%								
						<b>Projected Enrollment</b>							
Scenario 1: Average enrollment % (Average of 4 years)				96.28%	<b>425</b>	<b>400</b>	<b>393</b>	<b>426</b>	<b>473</b>	<b>505</b>	<b>524</b>		
Scenario 2: Likely enrollment %				98.00%	<b>432</b>	<b>407</b>	<b>400</b>	<b>433</b>	<b>482</b>	<b>514</b>	<b>533</b>		
<b>Middle</b>	11 years	270	142	169	157	151	161	161	162	139	135	156	175
	12 years	282	148	145	173	161	154	165	165	166	143	138	160
	13 years	292	154	152	149	177	165	158	169	169	170	146	141
	<b>Total</b>		<b>444</b>	<b>466</b>	<b>479</b>	<b>489</b>	<b>480</b>	<b>484</b>	<b>496</b>	<b>474</b>	<b>447</b>	<b>440</b>	<b>476</b>
	<b>Actual Enrollment</b>		<b>378</b>	<b>417</b>	<b>447</b>	<b>473</b>							
<b>Enrollment as % of total</b>		85.18%	89.48%	93.33%	96.80%								
						<b>Projected Enrollment</b>							
Scenario 1: Average enrollment % (Average of 4 years)				91.20%	<b>438</b>	<b>442</b>	<b>452</b>	<b>433</b>	<b>408</b>	<b>401</b>	<b>434</b>		
Scenario 2: Likely enrollment %				97.00%	<b>466</b>	<b>470</b>	<b>481</b>	<b>460</b>	<b>434</b>	<b>427</b>	<b>462</b>		
<b>High</b>	14 years	244	116	157	156	153	181	169	162	173	173	174	150
	15 years	270	128	119	161	160	157	186	173	166	177	178	179
	16 years	326	155	131	122	165	163	160	191	177	170	182	182
	17 years	213	101	159	135	125	169	168	164	195	182	174	186
	18 years	225	107	104	162	138	128	173	172	168	200	186	179
	<b>Total</b>		<b>607</b>	<b>670</b>	<b>736</b>	<b>740</b>	<b>798</b>	<b>856</b>	<b>862</b>	<b>880</b>	<b>903</b>	<b>895</b>	<b>876</b>
	<b>Actual Enrollment</b>		<b>529</b>	<b>560</b>	<b>574</b>	<b>618</b>							
	<b>Enrollment as % of total</b>		87.21%	83.64%	78.03%	83.51%							
							<b>Projected Enrollment</b>						
Scenario 1: Average enrollment % (Average of 4 years)				83.10%	<b>664</b>	<b>712</b>	<b>716</b>	<b>732</b>	<b>750</b>	<b>743</b>	<b>728</b>		
Scenario 2: Likely enrollment %				85.00%	<b>679</b>	<b>728</b>	<b>733</b>	<b>748</b>	<b>767</b>	<b>760</b>	<b>744</b>		
Scenario 1 projections		<b>1,746</b>	<b>1,809</b>	<b>1,867</b>	<b>1,969</b>	<b>1,950</b>	<b>2,025</b>	<b>2,066</b>	<b>2,112</b>	<b>2,167</b>	<b>2,198</b>	<b>2,247</b>	
Scenario 2 projections		<b>1,746</b>	<b>1,809</b>	<b>1,867</b>	<b>1,969</b>	<b>2,008</b>	<b>2,084</b>	<b>2,126</b>	<b>2,173</b>	<b>2,227</b>	<b>2,259</b>	<b>2,310</b>	

\* Census Tracts cover an area larger than the School District

\*\* Population has been adjusted using the ratio of School District Population to the total population in the 4 Census Tracts which cover the School District

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## Chapter Six: Land Use Plan

### Pleasant Hill School District: Build-Out Projection Scenario

Total Area in School District (a):	48,469 acres
Total Area in Pleasant Hill (b):	3,053 acres
Total area in Floodplain outside Pleasant Hill (c):	7,745 acres
Land in Pleasant Hill available for residential development (d):	622 acres
Land outside Pleasant Hill available for total development (e): (e=a-b-c)	37,671 acres
Land outside Pleasant Hill available for residential development (f): (f=e/2)	18,836 acres
Assumptions: 50% of available land will be used for residential development 30% of land will be for right-of-way 20% for non-residential development such as commercial uses, industrial uses, schools and parks.	
Land available for higher-density development (g): (Up to 4 units per acre)	2,437 acres
Assumptions: 3630 acres outside Pleasant Hill can be served by City sewer in the future. 50% or 1,815 acres will be developed for residential uses @ 4 units/acre. Available land in the City (622 acres) will also be built at this density.	
Land available for low-density development (h): (h=f-1,815)	17,021 acres
Assumptions: Development is on septic systems therefore density is 1 unit per 5-10 acres	
Housing units for higher density development (4 units/acre)(i):	9,748 units
Housing units for lower density development (1 unit/7 acres)(j):	2,432 units
Average persons per household (k):	2.6
Assumptions: This ratio has been decreasing steadily nationwide, but as number of minorities increase, this ratio will climb.	
Total Build out Population within School District (M): (M= (i + j)*k+5,582 ←2000 population of Pleasant Hill)	37,250 people

Projected School Age population (21.6% of total population):	<b>8,059</b>
Projected Primary School Age Children (4.808% of total):	<b>1,790</b>
Projected Elementary School Age Children (5.143% of total):	<b>1,916</b>
Projected Middle School Age Children (4.987% of total):	<b>1,858</b>
Projected High School Age Children (6.698% of total):	<b>2,495</b>

@10% growth rate per decade build out is achieved by the year **2140**

@15% growth rate per decade build out is achieved by the year **2100**

@18% growth rate per decade build out is achieved by the year **2090**

## COMPREHENSIVE PLAN RECOMMENDATIONS

Based on the goals and objectives of the plan, the existing land use patterns of the city, and the future land use issues of the plan, the following recommendations should be followed in implementing the future land use plan, the intent of which is illustrated on the "Future Land Use" map.

### Recommendation—Residential Land Use

- **Encourage opportunities for expansion of residential development in the Growth/Annexation Areas of Pleasant Hill where indicated on the Future Land Use Map.**
  - Amend zoning regulations to expressly require site plan review procedure, in all multifamily and non-residential districts;
  - Adopt screening and landscape standards to ensure compatibility between higher-density and low-density residential districts, as well as between residential and non-residential districts;
  - Update landscape requirements for off-street parking screening; and
  - Adopt design standards for reviewing multifamily development which address:
    - Site appropriateness,
    - Building arrangement,
    - Access,
    - Parking and circulation,
    - Service facilities,
    - Outdoor storage,
    - Buffers from neighboring land uses, and
    - Signage and lighting.
- **Stabilize existing residential neighborhoods.**
  - Create financing through "Neighborhood Improvement Districts" and similar programs and targeted special assessments;

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## Chapter Six: Land Use Plan

- Increase demolition of abandoned homes to support housing investment in sound structures and to create opportunities for infill development;
  - Concentrate multifamily housing as buffers between commercial uses and single-family residential uses;
  - Implement site plan review to protect established areas from new development and to ensure compatibility of infill housing; and
  - Target capital improvements to maintain infrastructure in established neighborhoods, such as street and stormwater improvements as in-fill development.
- **Initiate strategies in partnership with the private sector to further a pro-active housing action agenda.**
    - In order to affect the city's neighborhood stabilization agenda, new strategies must be pursued. To meet the plan's objectives – the city must be aggressive in their pursuit. These endeavors are the critical components of a comprehensive multi-year effort Pleasant Hill should undertake to impact the quantity and quality of the city's housing stock.
    - Pursue Infill Development on Vacant Developable Land - The City of Pleasant Hill should become pro-active with infill development. A targeted effort that directly solicits landowners of vacant lots should be implemented.
    - Establish a Local Incentive Program for In-fill Residential Development - Incentives should be considered by the city to encourage home expansion, renovation and improvements. These may include such savings as waiving local permit and inspection fees, offering a short-term discount on any increase to a home-owners municipal utility rates and discounting other city charges to demonstrate a strong public policy that housing investment is encouraged and supported.
  - **Ensure well-designed residential development that meets the community's goals and objectives for residential housing through the adoption of residential development guidelines.**

Good urban design can help new developments relate to 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 Pleasant Hill pattern of neighborhoods meets traditional planning standards. Older neighborhoods are linked in the traditional grid street pattern, which today is called a "neo-traditional" pattern. Neo-traditional concepts should continue to steer new and infill development in Pleasant Hill and the Growth Areas.

Residential land use in Pleasant Hill should be driven by a strong emphasis on the implementation and enforcement of the Pleasant Hill Zoning Ordinance and Subdivision Regulations, while exploring innovative regulatory approaches in response to private sector development needs. The following section contains guidelines based on *neo-traditional planning principles* for new and infill development.

- **Encourage the development of logical, interconnected street grids, and avoid “jigsaw” street systems.**

Interconnected, grid-like street systems allow for a more dispersed traffic pattern because there are multiple routes to move from one place to another within the city. A grid configuration of streets helps to minimize peak hour traffic flows. In addition, these interconnected systems are more comprehensible and, thus, easier for visitors and residents alike to find their way around the city. On the contrary, “jigsaw” street systems, with no apparent repetition or order, can be disorienting and tend to funnel traffic to collector-type roads, even for short distance travel. This situation contributes to unnecessarily heavy traffic on main roads at peak traffic periods. It should be noted that a gridded street pattern does not necessarily require all streets to be straight. The design of the roadway system should work with the land. The basic goal for the city's overall road layout is a system of north-south roads that regularly intersect with east-west roads.

- **Encourage the development of tree-lined streets.**

Pleasant Hill should encourage the planting of street trees as part of an ambitious street tree program for new development. Street trees provide shade for streets and sidewalks, help moderate temperatures, improve aesthetics, and generally encourage pedestrian use of sidewalks. Street trees also maintain a ceiling or canopy that further imbues a “small town” atmosphere.

- **Require landscaping, primarily through preservation of mature trees and existing vegetation.**

Trees, shrubs, flowers, and other elements of the surrounding environment of a housing area greatly contribute to the quality of life within that area. Shade, wind breaks, beautification, and attraction of songbirds and other wildlife are all benefits of substantial plant communities within housing areas. By far the easiest way to capture these benefits for the residents of a housing area is to preserve the existing vegetation of a site as it is developed, rather than relying on newly planted materials to grow and mature, slowly recreating an environment which already existed in many cases.

- **Require grass or planting strips between curbs and sidewalks.**

This space provides safety for pedestrians on the sidewalks and creates an area suitable for street-tree plantings.

- **Encourage a diversity of housing façade styles and colors in new or infill developments.**

Repetitive or redundant façade styles within residential developments tend to diminish the visual interest and perception of quality in an area. Providing several façade styles allows for more individual expression of interest and taste and helps preserve the community’s “small town” character.

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

---

## *Chapter Six: Land Use Plan*

- **Encourage front porches on new houses.**

Front porches allow homeowners to comfortably spend more time near the front yard and street. This creates a greater opportunity to know ones neighbors, maintain a casual surveillance of the area, and thereby maintain a safe residential neighborhood. This also reinforces a neighborhood ambiance.

- **Require sidewalks on both sides of residential streets.**

One of the most significant elements of neighborhood atmosphere and function is that residents can easily walk to other places within the neighborhood and Pleasant Hill community. By requiring sidewalks, pedestrian use is indicated as a priority in the community because of a prominent, safe, and accessible system.

- **Require visually appealing, points of beautification within subdivisions.**

The development of points of beautification within new subdivisions can enhance the perception of neighborhood, a characteristic that is important in the development and maintenance of small-town atmosphere. Beautification areas should be encouraged particularly at entrances, but should not encourage the inclusion of subdivision identification monument signs.

- **Adopt residential fence specifications to control type of fencing used in residential areas.**

Fences help individual property owners establish a clearly defined space around their homes, which is an important element in developing a sense of security in a residential area. Most fencing types should be allowed in residential areas, except privacy fences which prohibit visual access to property and makes casual surveillance by law enforcement and neighbors more difficult. Visual surveillance is an important part of creating a safe neighborhood environment.

- **Design new subdivisions in order to minimize initial and future public and private costs.**

Clarify and enforce policies and regulations to assure that public improvements are paid for by private development rather than the city-at-large. Implement the utility extension policies of the Comprehensive Plan through the designation of “Growth Areas.”

- **Limit sprawl by prohibiting development that causes premature extension of utilities and services.**

Identify areas of the city's “Growth Areas” where there are private sector pressures for urban growth, or where growth pressures are projected to occur during the planning

## **Recommendation—Agricultural Land Use**

The plan recommends Ag-density zoning in rural areas of the City of planning areas. The Ag-density is recommended at one residence per 40 acres of land. An urban density (small lots) should be allowed only after annexation and rezoning to an urban zoning classification.

## **Recommendation—Commercial Land Use**

- **Implement Strip Commercial Design Guidelines along Missouri Highway 7 to provide the following:**
  - Provide for the proper sizing and location of new retail zoning requests and developments;
  - Improve on- and off-site vehicular and pedestrian circulation and safety;
  - Allow commercial strip centers to develop on arterial streets while at the same time preserving the capacity of the arterial street to carry city-wide traffic; and
  - Improve the visual character and identity of retail centers, strip centers, and major transportation corridors.

These guidelines are intended to supplement the City’s regulatory review process. Each of the nine design elements or sections includes a statement of purpose and a listing of key issues. The applicant will be expected to address these issues by: a) complying with the guidelines for each section; or b) proposing alternative solutions that specifically address the identified issues.

## **Overlay District 3: Corridor Review Overlay District**

The M-7 Highway corridor should be protected from scattered, spot commercial zoning. To accomplish this goal, several action steps will need to be followed.

### *Zoning:*

- Adopt “Strip Commercial” design standards for commercial uses within the district.
- Apply access management standards through Site Plan Review.
- Amend zoning use tables to implement strategies.
- Apply zoning policies to accomplish goals of preventing isolated commercial uses.

### *Subdivision Regulations:*

- Adopt the requirements of the Missouri Department of Transportation Access Management Manual.
- Continue to promote shared access along the M-7 Highway corridor and other commercial districts.

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## Chapter Six: Land Use Plan

### Implementation:

#### Financing:

- Private Funds
- Tax Increment Financing
- Sales Taxes for Transportation and Capital Improvements

*Design Guidelines:* Adopt the following Strip Commercial development standards.

#### Strip Commercial Design Guidelines:

- A. The commercial strip centers serve as districts for commercial activity and focal points. These guidelines are intended to accomplish the following:
- (1) Provide for the proper sizing and location of new retail zoning requests and developments;
  - (2) Improve on- and off-site vehicular and pedestrian circulation and safety;
  - (3) Allow commercial strip centers to develop on arterial streets while at the same time preserving the capacity of the arterial street to carry citywide traffic; and
  - (4) Improve the visual character and identity of retail centers, strip centers, and major transportation corridors.

These guidelines are intended to supplement a new Site Plan Review process the City of Pleasant Hill should consider adopting as part of its zoning and subdivision regulation process. Each of the design elements or sections includes a statement of purpose and a listing of key issues. The applicant will be expected to address these issues by: a) complying with the guidelines for each section; or b) proposing alternative solutions that specifically address the identified issues.

The guidelines and their application are intended to be flexible. To that extent, the applicant is encouraged to propose innovative alternatives that accomplish the stated purpose of the guidelines.

These guidelines are intended to be used by staff in initial discussions with the applicant to aid in preparation of a submission. Upon receipt of a zoning case, concept plan, or site plan, staff will 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 shall clearly show with supportive information and data how the key issue(s) is addressed.



When an applicable site plan is presented the staff's recommended action will be included. Staff's recommendation will 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.

### B. Site Appropriateness--Retail Strip Centers.

(1) Purpose: In order for the M-7 Corridor commercial centers to best meet certain parameters that need to be addressed. These include:

- a. appropriate site location;
- b. efficient site shape and size; and
- c. site accessibility.

(2) Guidelines:

- a. Retail centers should typically be located at the corner of two major thoroughfares.
- b. Sites for centers should be generally six (6) to ten (10) acres to accommodate 30,000 - 100,000 square feet of retail space.
- c. Sites should be accessed from local streets that are segregated from the street system of residentially zoned land.
- d. Topography and drainage should be addressed with regard to corner shopping locations.

### C. Building Arrangement

(1) Purpose: Proper arrangement of buildings on a site provides for efficient and viable long-term use. Key issues include:

- a. storefront visibility and accessibility;
- b. relationship of buildings to each other;
- c. orientation to thoroughfares; and
- d. compatibility with surrounding land uses..

(2) Guidelines:

- a. Storefronts should generally be visible from main circulation aisles unless a "mall" or courtyard approach is used.
- b. Pad sites, generally defined as freestanding structures of less than 5,000 square feet of floor area, should be limited to one per five (5) acres of land area.
- c. Buildings should be arranged to reduce visibility of service areas from streets, customer parking areas and adjacent properties.
- d. Two-story buildings should generally not be placed adjacent to single- or two-family residential districts, nor between the main building(s) of a center and streets.

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

## Chapter Six: Land Use Plan

- e. Buildings should be grouped along one side lot line, with one end at the front yard building setback, and with the front setback landscaped, providing a 10' setback for all paved off-street parking.

### D. Access

- (1) Purpose: Safe and efficient access to the corner shopping center or commercial strip minimizes potential vehicular and pedestrian conflicts. The key issues include:

- a. location of median breaks along major thoroughfares;
- b. number and location of entry drives;
- c. design of entry drives; and
- d. traffic visibility.

- (2) Guidelines:

- a. Driveways should typically be spaced with a minimum of 125 feet from the intersections of major thoroughfares unless a one-way traffic flow is used. All other driveway and median openings should adhere to Access Management Standards and related MoDOT requirements.
- b. The ingress side of the main entrance drive should be the largest radius allowed by ordinance for better access into the site, particularly at major centers off of M-7 Highway.
- c. Driveways should maintain an appropriate sight distance triangle at all perimeter entrances.
- d. Main entrance drives should generally be located at median breaks providing left turn access to and from the site. Continuation left-turn lanes should be broken with medians at major intersections.
- e. Main entrance drives should connect to a "straightaway" aisle that does not dead end or require an immediate turn to approach the main building.

### E. Service Facilities

- (1) Purpose: Service areas should be appropriately located and designed to efficiently and inconspicuously serve the development without disrupting on-site circulation or adjacent land uses while maintaining visibility for security purposes. The key issues include:

- a. location of service areas;
- b. visibility of service areas; and
- c. treatment of pad site service areas
- d. location of trash containers.

- (2) Guidelines:

- a. Service facilities should generally be located in a central area to be used by several retail establishments.

- b. Service and docking facilities should be separate from main circulation and parking functions.
- c. Trash containers should be located in appropriately screened central service areas, and not visible from the public street.
- d. All dumpsters should be screened on all sides exposed to a public right-of-way or abutting residential use. All dumpsters should be shown on the approved site plan and whenever possible shall be clustered.
- e. Service areas should be easily accessible by service vehicles.
- f. Pad site service areas should be screened from the remainder of the development and physically separated from the circulation aisles and parking areas serving the remainder of the site.
- g. Pad site service areas should typically be screened by an extension of the building.
- h. Service facilities should be screened from the remainder of the project, adjacent land uses and major thoroughfares. Extended wing walls from the building may be used to screen service areas. When used, these walls may be of solid construction if lighted on both sides, or a minimum of 30% of open construction if lighted on only one side. A combination of landscaping and screening walls may also be used.

F. Utilities/Mechanical/Outdoor Storage

- (1) Purpose: The location and treatment of utilities, mechanical functions and outdoor storage areas should be managed and coordinated to achieve physical and visual order within the shopping center development. The key issues include:

- a. location of facilities; and
- b. visual impact of utilities.

(2) Guidelines:

- a. Locate utility metering within a designated service area.
- b. Locate mechanical equipment in the designated service area and screen from the project and adjacent residential land uses.
- c. Limited outdoor storage will only be permitted in designated service areas that are screened from the remainder of the project, adjacent land uses and streets.
- d. Utility conduit and boxes should be painted to match building color.
- e. Roof mounted mechanical units shall be screened from view with a parapet wall, mansard roof, or other architectural extension, equal in height to the unit(s) except when that distance exceeds five (5) feet. In this case, an additional setback will be required at a ratio of two (2) feet horizontal for each additional foot of vertical height above five (5) feet.

G. Buffers and Screens From Residential Areas

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## *Chapter Six: Land Use Plan*

- (1) Purposes: Proper use of buffers and screens from residential areas will lessen the differences between land uses and diminish the visual impact of undesirable elements. The key issues include:
  - a. unified character;
  - b. high quality construction;
  - c. longevity of screening;
  - d. disparity between land uses; and
  - e. visibility of undesirable elements.
  
- (2) Guidelines:
  - a. Architectural screens should be an extension of the development's architectural treatment and consistent in color and design. The development of an office business park where there is high interstate visibility, affords a chance to create an attractive "front door" appearance.
  - b. Screening walls should be constructed of low maintenance, high quality materials that are consistent with the building facade material.
  - c. Screening walls should conform to the City zoning and subdivision ordinances.
  - d. Landscape screens may include a combination of plant massing, earth berming and walls.
  - e. A 10-foot to 15-foot wide landscape buffer should be provided to separate the retail use from residential land uses. A masonry wall or combination wall and landscaping may be substituted for this buffer.

### **Recommendation—Industrial Land Use**

The highway system that serves Pleasant Hill offers excellent access to U.S. 50 Highway. As such, the city has no direct interstate freeway access. The City has identified the need to expand industrial park land south of the City, which is sited along the 58-Highway corridor. Severe topography, however, limits the choices for industrial land north of the City, where commercial land is encouraged to continue developing along M-7 Highway. In order to promote an industrial park zoning the Plan indicates future industrial development as an expansion of current industrial uses. As plans for sewer service extension are made—to complement commercial growth to the north—the City should plan for industrial park improvements, to be implemented in conjunction with a private sector prospect.

### **Recommendation—Institutional Land Use**

The City should protect the high school area as a major institutional focus of Pleasant Hill, supporting the school district in its expansion plans. If the School District follows the MARC projections, it will add 3,800 to 4,000 people in the next 20 years (**Ref. Table 6.4**). That translates to an increase of 1,460 to 1,538 households by 2020 - or about 75 homes every year for the next 20 years (Assuming a household size of 2.6).(**Ref. Table 6.5**)

**Table 6.4: Pleasant Hill School District Population Projections (2000-2020)**

SCENARIO	1970	1980	1990	2000	2010	2020
<b>I</b> School District -BWR- (growth like entire Cass County)			6,012	8,361	10,287	12,122
Cass County-MARC-(based on 2000 Census)	39,448	51,029	63,808	82,092	101,004	119,018
Growth rate				28.65%	23.04%	17.84%
<b>II</b> School District -BWR- (growth like Census Tracts)			6,012	8,361	10,429	12,278
Sum of 4 Census tracts around School District-MARC- (based on 2000 Census)	8,288	10,338	11,918	16,748	20,891	24,593
Growth rate		24.73%	15.28%	40.53%	24.74%	17.72%

Source: Mid-America Regional Council (MARC), US Census Bureau, BWR

**Table 6.5: School District Housing Units Projections (2000-2020)**

Projection Scenario	Increase in population by 2020	Average household size	Increase in Homes by 2020	Increase per year
<b>I</b>	3,800	2.6	1,462	73
<b>II</b>	4000	2.6	1,538	77

Source: BWR

Enrollment projections for the School District are based on cohort-survival method using MARC’s growth rates for the area (24.7%). Projections presented in Table 6.3 are derived from a linear projection of the last three-year growth rate (around 35%). The City should partner with the school district to plan for a future school east of 7-Highway and north of Route VV inside the corporate limits for any expansion of school facilities.

As with the School, continued growth of the community will necessitate new library facilities. Like the School, the Library has taken steps to accommodate future needs by acquiring a future building site on the east side of north 7 highway between Route VV and 163<sup>rd</sup> Street.

**Other Public/Institutional Uses.** Other community facilities which have been discussed include a Chamber Office and a Community Resource Office. The Resource Office would house the food pantry and clothes closet, as well as other services offered through the Lay Clergy Council and other groups. While it may be advisable to locate the Chamber Office in a high traffic corridor such as 7 highway, it is recommended that the Resource Office be located downtown if possible. In this way it would contribute to the downtown revitalization effort, while also freeing up a high traffic highway site for a business that would increase the tax base.

**Recommendation—Parks and Recreation Land Use**

The City should plan for a future park in northwest and northeast Pleasant Hill. Parks south of 163<sup>rd</sup> Street would serve these northern areas of the City; and the future school site east of M-7 Highway would be a strategic site to plan for a public park as a complement to the school open space and active recreation facilities. In this regard, the City should plan for a “passive recreation” park use in the northeast (because

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## *Chapter Six: Land Use Plan*

the school provides the “active recreation” facilities. By contrast, the City should plan for a multi-purpose park in the northwest area, since no active reaction facility will exist in the northwest region.

### **Recommendation—Public Land Use**

As Pleasant Hill continues to grow, the City will need to develop a strategy to replace or expand City facilities which are already at or near capacity. The City Hall, Municipal Building, Street Barn, and Animal Shelter will not be able to meet future needs. A satellite fire/ambulance station will be needed in the north end of town. A new, larger Community Center will be needed as the town outgrows the Memorial and Community Buildings. New parks will need to be developed to serve the increased population. Of a less pressing nature is the need for an eventual expansion of the wastewater treatment plant, although a number of water and sewer improvement as identified on the City Capital Improvement Program (CIP) will need to be made. It is recommended that these public facilities be located in areas easily accessed by citizens, but an effort should be made to avoid taking up valuable commercial sites which would be better used by businesses that contribute to the tax base. Consideration should be given to possible adverse impacts on the downtown revitalization effort before a decision is made to relocate City Hall out of that area.

### **STREAM BUFFER RECOMMENDATIONS**

Preservation land uses should be protected by adopting the stream buffer requirements as part of an overall watershed protection strategy. Headwater streams are often severely degraded by urbanization. As a consequence, many communities have adopted stream buffer standards as an integral element of any local stream protection program. By adopting these rather simple performance criteria, Pleasant Hill can protect their city lake northeast of the City, as well as the quality of area streams and floodplains. Better design and planning also ensure that communities realize the full environmental and social benefits of stream buffers. Recommendation in this section is from the APA, PAS Memo of August 2000.

The ability of a particular buffer to actually 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 is recommended to provide adequate stream protection. In most regions of the country, this requirement translates to a buffer that is perhaps three to five mature trees wide on each side of the channel

#### ***Three-zone Buffer System***

Effective stream buffers divide the total buffer width into three zones:

- Streamside;
- 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 riparian forest 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 from their streambank. Land use is highly restricted, limited to stormwater 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, 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 forest, but some clearing may be allowed for stormwater management, access and recreational uses. A wider range of activities and uses are allowed within this zone, such as bike paths and stormwater best management practices (BMPs). The minimum width of the middle core is about 50 feet, but it is often expanded based on stream order, slope, or the presence of critical habitats (see Buffer Expansion and Contraction).

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. In many instances, this zone is within a residential backyard. The vegetative target for the outer zone is usually turf or lawn, although the property owner is within a residential backyard. The vegetative target for the outer zone is usually turf or lawn, 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 are no septic systems and no new permanent structures.

### ***Buffer Crossings***

Two major goals of a stream buffer network are:

- To maintain an unbroken corridor of riparian forest; and
- The upstream and downstream passage of fish in the stream channel.

Some provision must be made for linear forms of development that must cross the stream or the buffer, such as roads, bridges, fairways, underground utilities, enclosed storm drains or outfall channels. Some performance criteria could include:

- Crossing width: define a minimum width for maintenance access.
- Crossing angle: direct right angles are preferred, because they require less buffer clearing than oblique crossing angles.
- Crossing frequency: allow only one road crossing within each subdivision, and permit no more than one fairway crossing for every 1,000 feet of buffer.
- Crossing elevation: have all direct outfall channels (the places where effluent is discharged into receiving waters) discharge at the invert elevation, or the lowest point of the stream channel.

### ***Stormwater Runoff***

***Using buffers for stormwater treatment.*** The outer and middle zone of the stream buffer may be used as a grass/forest filter strip under limited circumstances. For example, the buffer cannot treat more than 75 feet of overland flow from impervious areas and 150 feet from pervious areas, such as backyards or rooftops. The designer should compute the maximum runoff velocity for both the six-month and two-year storms from each overland flow path, based on the slope, soil and vegetative cover. If the calculations indicate that velocities will be erosive under either condition (greater than three feet per second (fps) for a six-month storm, five fps for a two-year storm), the allowable length of contributing flow should be reduced.

When the buffer receives flow directly from an impervious area, the designer should include curb cuts or spacers so that runoff can spread evenly over the filter strip.

The stream buffer can be accepted as a stormwater filtering system if basic maintenance can be assured, such as routine mowing of the grass filter and annual removal of accumulated sediments at the edge of the impervious areas and the grass filter. The existence of an enforceable maintenance agreement that allows for public maintenance inspection is also helpful.

***Location of stormwater ponds and wetlands within buffer.*** A particularly difficult management issue involves locating stormwater ponds and wetland in relation to the buffer.

Several arguments can be made for locating ponds and wetlands within the buffer or on the stream itself. Constructing ponds on or near the stream allows the greatest possible drainage area to be treated at one topographic point. Also, ponds and wetlands require the dry weather flow of a stream to maintain water levels and prevent nuisance conditions. Lastly, ponds and wetlands add a greater diversity of habitat types and structure and can add to the total buffer width in some cases.

Given the effectiveness of stormwater ponds and wetlands in removing pollutants, one should not completely prohibit their use within the buffer.

### ***Plan Review and Construction***

The limits and uses of stream buffer systems should be well defined during each stage of the development process, from initial plan review through construction. The following steps are helpful during the planning stage:

- Require that the buffer be delineated on preliminary and final concept plans;
- Verify the stream delineation in the field;
- Check that buffer expansions are computed and mapped properly;
- Check suitability of use of buffer for stormwater treatment;



- Ensure other best management practices (BMPs) are properly integrated in the buffer; and
- Examine any buffer crossings for problems.

**Buffer Flexibility**

The courts have generally found that buffer ordinances avoid the taking issue, by proving that buffer strips provide compelling public safety, welfare, and environmental benefits to the community to justify restriction of land use. In order to limit the hardship on developments the following planning methods can be utilized to mitigate any negative impacts associated with the creation of stream buffer strips.

**Buffer averaging.** Here a community provides some flexibility in the buffer width, permitting the buffer to become narrower at some points along the stream as long as the average width meets the minimum requirement.

**Density compensation.** This scheme grants a developer credit for additional density elsewhere on the site to compensate for developable land lost to the buffer. 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 6.1. The density credit is accommodated by allowing greater flexibility in setbacks, frontage distances, or minimum lot sizes. Cluster development also allows the developer to recover lots that are taken out of production due to buffers and other requirements.

**Conservation easements.** Landowners should be afforded the option of protecting lands within the buffer with a perpetual conservation easement.

**Variances.** The buffer ordinance should have provisions that enable an existing property owner to be granted a variance, if the owner can demonstrate severe economic hardship or unique circumstances make it impossible to meet some or all buffer requirement.

**Table 6.6: Example of the Use of Density Credits**  
*(To compensate developers for excessive land consumption by buffers.)*

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

# CITY OF PLEASANT HILL COMPREHENSIVE PLAN

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## Chapter Six: Land Use Plan

81 to 90%**	1.8
91 to 99%**	1.9

Adapted from Burns, 1992.

\*Additional dwelling units allowed over base density (1.0)

\*\*Credit may be transferred to a different parcel

### ANNEXATION

The Future Land Use Map highlights the areas outside the current City Limits which the City intends to annex in the future. It has been the City's policy to annex only through the voluntary annexation petition method. Rapid development changes in these areas, and the planned expansion of neighboring cities, suggest that the City should, at the least, evaluate whether or not to pursue annexation election strategies in selected areas.

The City of Pleasant Hill should provide a "Plan of Intent for Extension of Services" to position the City to initiate annexing all or part of designated territories in the growth areas. The plan should cover the requirements of R.S.Mo. 71.015 in the written findings. Mapping should be on electronic base map of Cass County portraying general street rights of way and existing corporate limits as a series of report graphics. Parcel lines should be shown as available.

The City should arrange meetings in Pleasant Hill with staff and elected/appointed officials concurrent with a fact finding site visit. The City should hold a public hearing prior to adopting the Plan of Intent.