



# Land Use Framework

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## **The Plan**

The challenge for any community in creating a future land use plan is making the plan flexible enough to deal with changing market conditions over a long period of time. With no reliable way to predict future market conditions, this Plan has been designed to accommodate a range of possible conditions and provides a range of acceptable options.

## **INTRODUCTION**

The use of land is a significant part of the community's vision for the future. This "framework" element of the Plan serves as the basis by which the City will make land use decisions. This framework also serves as the basis for many other plans - transportation, neighborhoods, parks and trails, infrastructure, etc. This entire framework, and to some degree the entire Plan, should be referenced during decision-making. To focus on one strategy or one element on a map leads to an incomplete picture of the overall direction and objectives of this Plan.

### **Land Use**

To a great extent, future land use is shaped by the City's existing land use and transportation patterns. Warrenton is an established community with its urban form determined by Interstate I-70, watersheds, topography, and historic development patterns. The character and form within a community varies by area. There are neighborhoods in suburban and urban areas of Warrenton today. Yet, the character and form varies in each area due to a variety of factors including the density/intensity of uses, mix of uses, building type mix, and street standards.

Land uses are affected by the decisions of public agencies, private development, and individuals. Land use also affects many decisions facing Warrenton, from where to locate a new home or business, to where to build a road, to the size of a water line, to projecting housing needs for the area over 20 years. The challenge for any community in creating a future land use plan is making the plan flexible enough to deal with changing market conditions over a long period of time. With no reliable way to predict future market conditions, this Plan has been designed to accommodate a range of possible conditions and provides a range of acceptable options.

This framework or "blueprint" identifies a long-range development strategy to guide decision-making, zoning changes, future land uses, and redevelopment and development opportunities. It defines where and how future development is to occur. The elements of this framework will help to facilitate the desired growth pattern for Warrenton to grow gracefully.

### **Relationship to Zoning**

A community's Comprehensive Plan is a framework for the future. It is a comprehensive document, long-range in its view, and is intended to guide development in the community over a period of 20 years. The Comprehensive Plan sets forth public policies that will be followed regarding growth, development, and redevelopment. The information and concepts presented in the Comprehensive Plan are intended to guide local decisions on both public and private uses of land, as well as the provision of public facilities and infrastructure.

Zoning is a regulatory mechanism for controlling the classification and management of land use. It is law, and is used as an implementation tool for the Comprehensive Plan. The focus of the Zoning Ordinance is on identifying permitted and conditional uses by district, defining the location and boundary of a district based upon a Comprehensive Plan, and regulating the bulk, height, and density of various permitted land uses. The Zoning Ordinance controls land uses based on today's conditions.

The Comprehensive Plan is a community's "vision," while the Zoning Ordinance contains the rules that govern the path to that vision. This does not mean that the map found in a community's Zoning Ordinance should look exactly like the Land Use Plan Map in its Comprehensive Plan. In fact, there can be more than one zoning district that is considered to be compatible with a particular land use designation in the Comprehensive Plan. Changes to the Zoning Ordinance need to take place at a pace that is consistent with market trends, land capacity and political will. However, in order to provide the appropriate guidance for development, including planning for infrastructure and appropriating adequate resources, changes in the Comprehensive Plan should be made carefully.

# DEVELOPMENT CONTEXT

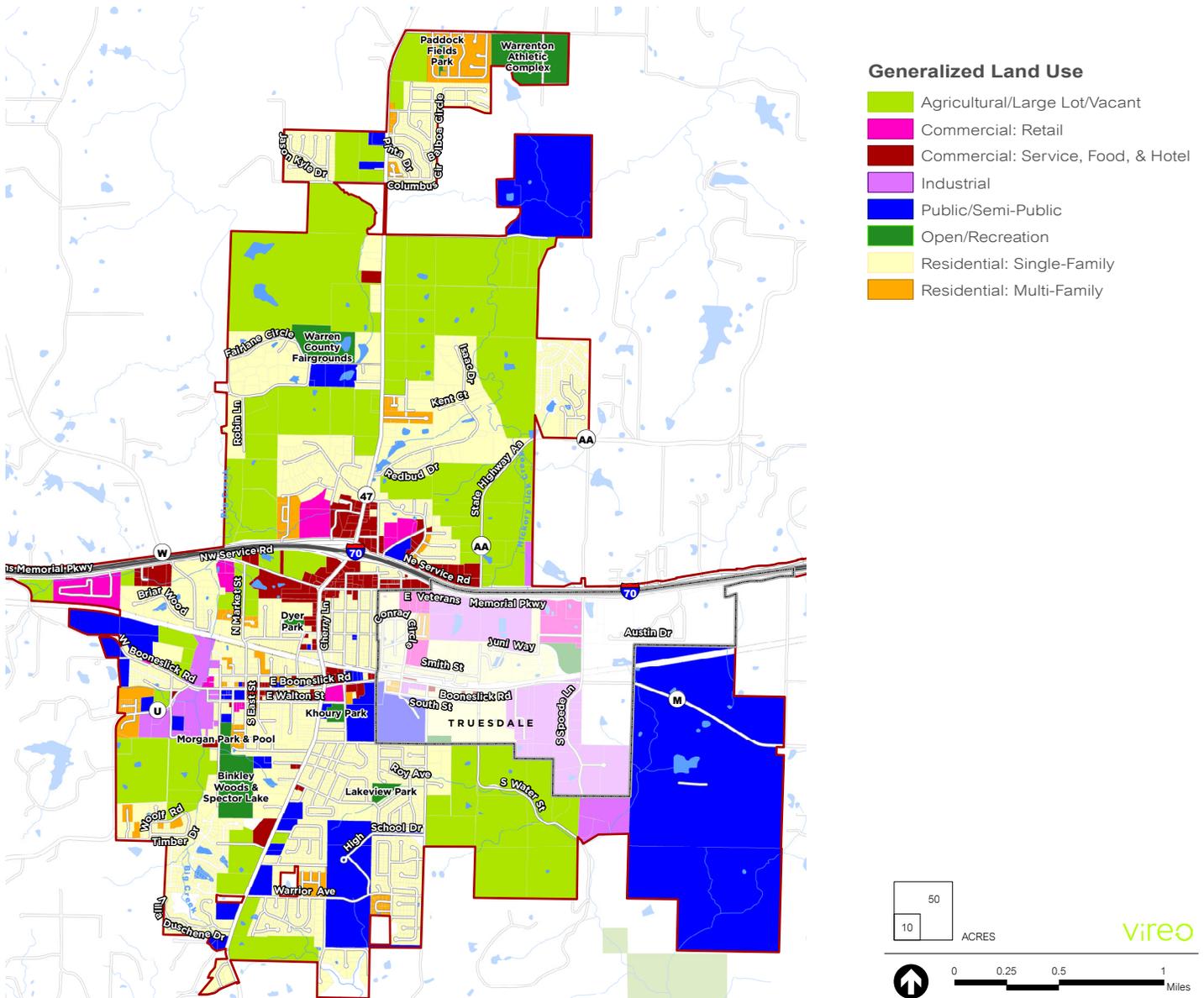
## Warrenton Existing Generalized Land Use

After adding two square miles of land through the 80's and 90's, the rate of physical expansion for the City slowed. Annexation since the last Plan update added only 409 acres. There are approximately 8 square miles, or 4,855 acres, of land within the City.

The existing generalized land use map below indicates the uses of property. Review of existing land use serves to focus analysis on land use issues and how land should be used in the future to continue the positive aspects and mitigate the negative aspects. Review also allows for an analysis of the factors which led to the existing land use development pattern. Review provides insight into which factors are anticipated to continue to impact land use and to identify those factors the City can influence and those that the City cannot.

### Existing Generalized Land Use Map (2015)

Figure: 7

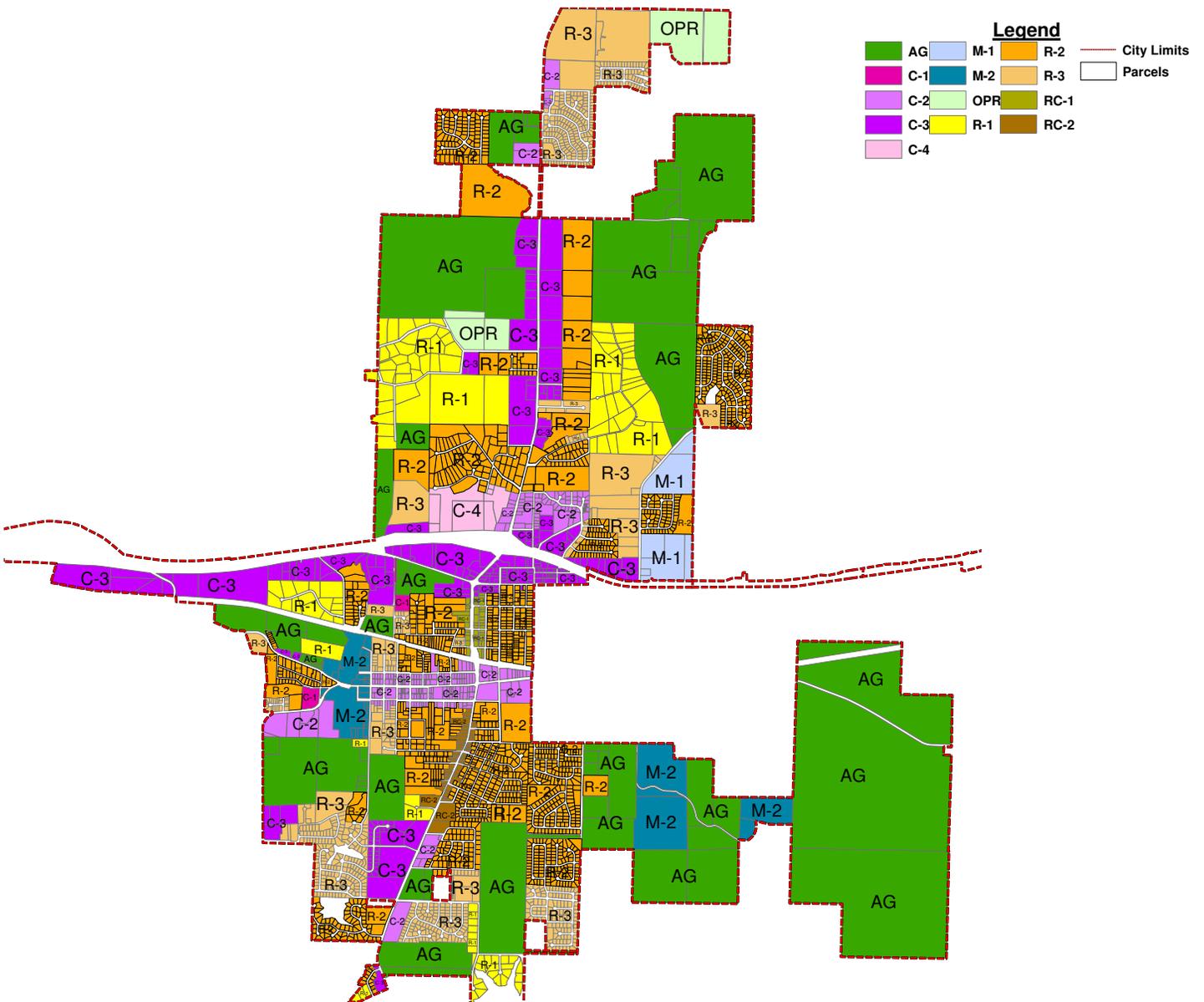


## Warrenton Existing Generalized Zoning

Currently, 40% of the area is zoned Agricultural Reserve. However, not all lands are available for development, such as the Child Evangelism Fellowship International Headquarters, many large lot residential properties, Binkley Woods Park, and the High School. 38% of the area is zoned for residential uses, including single-family and multi-family uses. Only 15% of the City is zoned commercial/business district. Note, existing zoning in the City is not always consistent with existing land uses.

### Existing Zoning Map (2015)

Figure: 8



# AREAS OF STABILITY AND POTENTIAL DEVELOPMENT

## Areas of Stability

Most areas of the City are not expected to change substantially over the course of the Plan. Specifically, Warrenton’s established residential neighborhoods, with their small-town character and sense of community, are not all proposed for land use changes. Additionally, Plan policies support compatibility between new development and existing neighborhoods in terms of scale, height and land use.

The City benefits from private investments as a result of implementation of this Plan, including increased revenues from new development, as well as upgraded public facilities, transportation options and retail services.

Areas of Stability include established neighborhoods, churches, public agencies, or new or existing viable development. Being located in an area of stability does not mean that these areas should not or will not change. It means that any changes, whether new developments, zoning requests, or public improvements, should be carefully planned and implemented so that the character of the area remains.

The Areas of Stability are indicated on the Susceptibility to Change map as “blue areas” inside the City limits. The New Direction scenario anticipates that these areas will generally maintain their existing character. The Neighborhood Framework outlines the types of strategies that would be appropriate within these areas.

## Areas Susceptible to Change

The New Direction scenario identifies key opportunity sites for potential new commercial, residential, and mixed-use development based on the presence of susceptible properties, market findings, and anecdotal information by the community. While development or redevelopment could conceivably occur anywhere within the City, several properties appear to be more “susceptible” to change than others and could present future redevelopment opportunities.

A Hard/Soft Analysis was performed to identify the magnitude and location of change that might occur in the City in the coming years. “Soft uses”, which are likely to be replaced by new development, include parking lots, vacant land (without environmental constraints), or an abandoned building. Details of the quantitative and qualitative criteria used to in the evaluation can be found in the Snapshot Framework.

Areas susceptible to change are broken down into two categories with associated criteria, as follows:

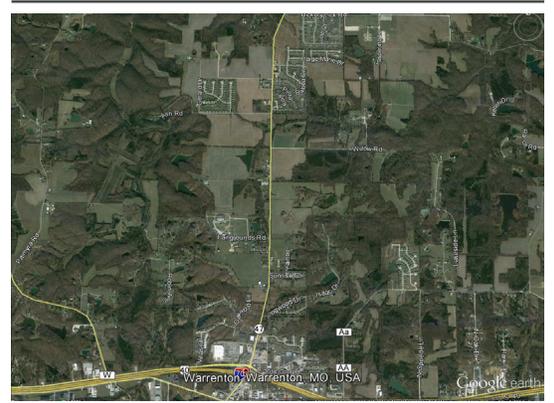
### 1st Area - High Susceptibility to Change

Areas most susceptible to change, shown in red and orange, are the first priority for new development. They generally have adequate public services available and few constraints for future development. These areas have one or more of the following characteristics:

- Undeveloped vacant land
- Dedicated surface parking lot
- Pending/current projects
- Approved-Unbuilt projects



Area Stability - Warrior Avenue



Area Susceptible to Change - North Hwy 47



Area Susceptible to Change - W. Veterans

## 2nd Area - Moderate Susceptibility to Change

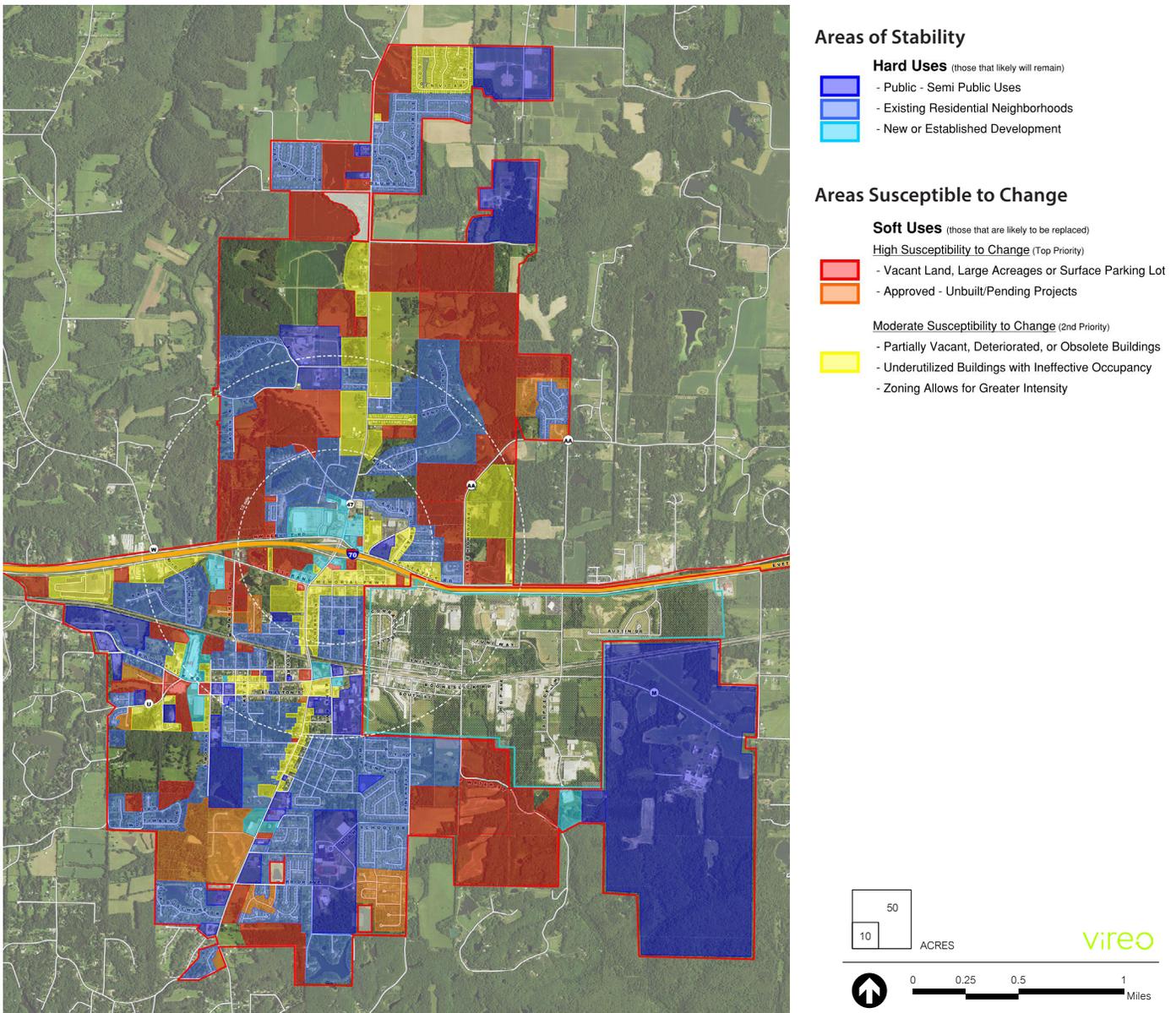
Areas moderately susceptible to change, shown in yellow, are the second priority for redevelopment and generally have adequate public services available. These areas have one or more of the following characteristics:

- Partially vacant or have deteriorated obsolete buildings
- Underutilized buildings ineffective in maintaining full occupancy
- Zoning allows for greater intensity

Through the planning process a series of priority development and redevelopment parcels were identified, see the Planning Recommendations section for more information.

## Susceptibility to Change (2015)

Figure: 9



## WARRENTON GROWTH PROJECTIONS

Projecting the future size and makeup of Warrenton’s population helps provide a foundation for this Plan. This is important for the City’s planning and policy decision-making regarding future investments and growth. Warrenton’s population increased by more than 47% in the decade from 2000 to 2010. The national economic recession that started in 2008 has dramatically slowed population growth. Over the past five years, growth has averaged 0.8% per year compared to an average of 4.7% over the previous decade.

Population projections for Warrenton are based on the continuation of historical growth rates and are adjusted to account for supply and choice. The three “What if Scenarios” utilized during the public process for Warrenton, included population projections through 2035, summarized below:

- **Scenario A: Business As Usual**
  - If recent population trends continue at an average 1% growth rate, Warrenton would gain about 2,197 more residents from 2015 for a total of 9,977.
- **Scenario B: Reinvest**
  - If population trends reach a 1.5% growth rate, Warrenton would gain about 3,508 more residents from 2015 for a total of 11,288.
- **Scenario C: Re-imagine**
  - If population trends continue to grow at an average 1.86% growth rate, Warrenton would gain about 4,553 more residents from 2015 for a total of 12,333.

### Future Land Need

Despite Warrenton’s modest population growth estimates, growth is inevitable. The projected land need for Warrenton is based on community goals and objectives of Scenario C, resulting in a projected population of 12,333 for 2035. The amount of land designated for planning purposes in this Plan is greater than the projected need, in order to allow market flexibility, prevent artificial inflation of land values, and guide longer-term planning.

### Residential Land Needs

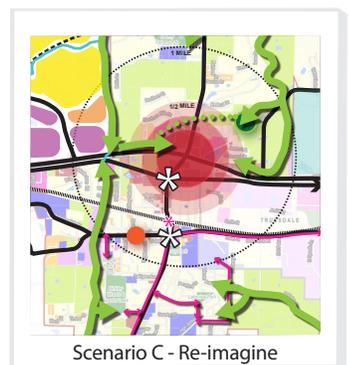
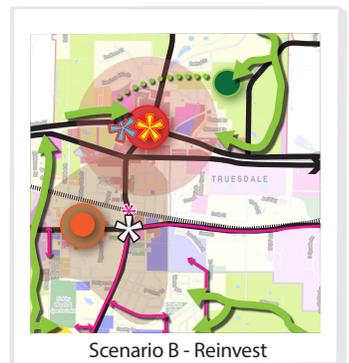
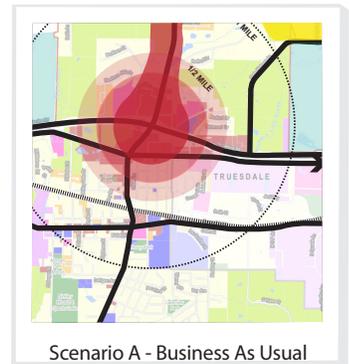
Housing demand is difficult to predict for more than 3-to-5 years into the future. Determining the ratio of land needed to meet housing demand is even more difficult because of the wide range of densities involved in the development process.

- New Housing Mix % of all New Construction:
  - 71% Single-family
  - 9% Townhouses
  - 20% multifamily
- 1.86% growth rate = 4,553 population increase = Total population of 12,333
- 1,779 housing units needed = 713 acres
- Add 2 times for supply and choice = 1,426 acres

### Nonresidential Land Needs

- Roof tops create demand for new commercial development. This plan identifies adequate space to meet population projections.
  - 296 acres for industrial needs
  - 11 acres for commercial/retail
  - 0 acres for mixed-use
  - Total 307 acres

### Three “What if Scenarios”



## ***Demand for Walkable Communities:***

The burgeoning demand for homes in walkable communities has the potential to reshape the American landscape and rejuvenate its economy as profoundly as the wave of suburbanization after World War II did.



Senior Boomer Lifestyles.



Senior Boomer Lifestyles.

## **HOUSING TRENDS AND ISSUES**

What if there were a new economic engine for the United States that would put our people back to work without putting the government deeper in debt? What if that economic engine also improved our international competitiveness, reduced greenhouse gases, and made the American people healthier? Christopher B. Leinberger, Brookings Institute Fellow, posed those very questions in a recent article for the Washington Monthly dated November 2010. For more in depth discussion on this and other related issues see the Neighborhood Framework chapter.

*“The potential for just such an economic renaissance is a lot more plausible than many would imagine. The two largest demographic groups in the country, the baby boomers and their children—together comprising half the population—want homes and commercial space in neighborhoods that do not exist in anywhere near sufficient quantity.*

*Many hope that when the economy recovers, demand will pick up, inventories of empty homes will be whittled down, and the traditional suburban development machine will lumber back to life. But don't bet on it. Demand for standard-issue suburban housing is going down, not up, a trend that was apparent even before the crash. In 2006, Arthur C. Nelson, now at the University of Utah, estimated in the Journal of the American Planning Association that there will be 22 million unwanted large-lot suburban homes by 2025.*

*There are some obvious reasons for the growing demand for walkable neighborhoods: ever-worsening traffic congestion, memories of the 2008 spike in gasoline prices, and the fact that many cities have become more attractive places to live thanks to falling crime rates and the replacement of heavy industries with cleaner, higher-end service and professional economies. But the biggest factor, one that will quickly pick up speed in the next few years, is demographic. The baby boomers and their children, the millennial generation, are looking for places to live and work that reflect their current desires and life needs. Boomers are downsizing as their children leave home while the millennials, or generation Y, are setting out on their careers with far different housing needs and preferences. Both of these huge demographic groups want something that the U.S. housing market is not currently providing: small one-to three-bedroom homes in walkable, transit-oriented, economically dynamic, and job-rich neighborhoods.*

*An epic amount of money will pour into the real estate market as a result of population growth and demographic confluence. The burgeoning demand for homes in walkable communities has the potential to reshape the American landscape and rejuvenate its economy as profoundly as the wave of suburbanization after World War II did. If anything, today's opportunity is larger.”*

2011 [http://www.brookings.edu/articles/2010/11\\_real\\_estate\\_leinberger.aspx?p=1](http://www.brookings.edu/articles/2010/11_real_estate_leinberger.aspx?p=1)

## WHAT IS PLACEMAKING?

Placemaking is a term that began to be used in the 1970s by architects and planners to describe the process of creating squares, plazas, parks, streets and waterfronts that will attract people because they are pleasurable or interesting. A Placemaking approach provides communities with the springboard they need to revitalize their communities. The Project for Public Spaces (PPS) has developed the 11 Principles of Placemaking, which have grown out of PPS's experiences working with communities in 26 countries and nearly every state in the U.S. and province in Canada. They are guidelines that help communities integrate diverse opinions into a vision, then translate that vision into a plan and program of uses, and finally see that the plan is properly implemented. Placemaking capitalizes on a local community's assets, inspiration, and potential, ultimately creating good public spaces that promote people's health, happiness, and well being.

### *What makes some places succeed while others fail?*

Over the past 30 years Project for Public Spaces has evaluated more than 1,000 public spaces, and informally investigated tens of thousands more. From all this they have discovered that most great places—whether a grand downtown plaza or humble neighborhood park—share four key qualities:

- It is accessible and well-connected to other important places in the area.
- The space is comfortable and projects a good image.
- People are drawn to participate in activities there.
- It is a sociable place where people like to gather, visiting it again and again.

Paying attention to these qualities can help Warrenton evaluate its public spaces, and make the changes that can transform them into great places.

### *What Makes a Successful Place?*

Great public spaces are where celebrations are held, social and economic exchanges take place, friends run into each other, and cultures mix. They are the “front porches” of our public institutions – libraries, field houses, neighborhood schools – where we interact with each other and government. When the spaces work well, they serve as a stage for our public lives.

[http://www.pps.org/articles/what\\_is\\_placemaking/](http://www.pps.org/articles/what_is_placemaking/)

### **Placemaking:**

“Placemaking’ is both an overarching idea and a hands-on tool for improving a neighborhood, city or region. It has the potential to be one of the most transformative ideas of this century.”  
-Metropolitan Planning Council of Chicago



Example Great Place.  
Delray Beach.



Example Great Place.  
SoHo.



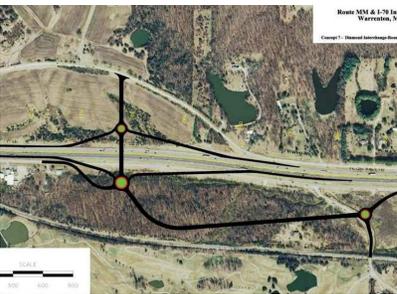
Suburban Neighborhood Growth

## A PREFERRED DIRECTION

The “Preferred Direction” establishes a strategy to address the full range of challenges that must be surmounted to achieve Warrenton’s preferred future. The Preferred Direction sets out how and where Warrenton wants to grow in the future. It represents the most desirable way in which Warrenton can accommodate new residents, jobs, mixed-use, parks, services, and transportation infrastructure over the next 20 years.

The Preferred Direction reflects public input received from many residents through a community on-line survey, stakeholder interviews, perspective group meetings, public workshops, and on-line community meetings. Themes developed as a result of the hard work from the community and Warrenton Planning Advisory Committee that resulted in strategies that will position Warrenton toward a successful “New Direction” that addresses:

- “What if we grow more and do things differently?”
- “What if we grow, reinvest and preserve what we value?”



Proposed Future Interchange

The following strategies cover a range of topics, representing solutions for many of the issues that were raised during the public process. While each strategy is unique, they all build upon one another and fold directly into a common goal - to move the vision from concept to reality - **by Warrenton growing more, reinvesting and preserving in what Warrenton values; and by doing things differently.**

### Strategies

The “Preferred Direction” is a concept that achieves balanced growth and protection of Warrenton’s small town character and “sense of place”. It focuses on development of an abundance of concentrated residential developments supported by nodal developments and job growth strategies. Residential development includes single-family residential, townhouses, and duplexes. A vision of achieving a higher population density would result in a larger tax base and better community facilities.

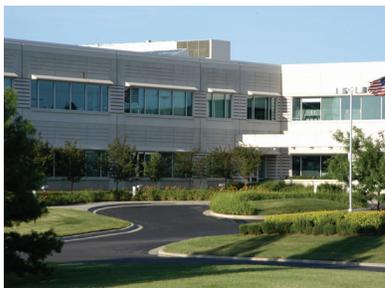
Population increases attributable to new job growth would occur in suburban areas where residential environments and housing choices would be broader and more attractive. “Active Adults” and “empty nesters” will know Warrenton for its small town feel, activities, and outdoor recreation. These characteristics will draw “active adults”, creating a larger local resident population. Re-investment will occur in existing residential neighborhoods, such as properties facing Oak Street, that back up to Downtown buildings, zoned commercial. This area presents an opportunity to introduce town housing in the area over the next 20 years. Reinvestment in homes along Walton, Main Street, and north of Oak Street will provide a unique niche within the larger Downtown, and help to give it an appealing visual character. Conservation Residential development will be concentrated in specific areas to preserve open space, minimize infrastructure and development cost while achieving allowable density. Natural open space can be used for recreation, common open space, or preservation.

People can more easily walk to neighborhoods, parks, schools, and centers through a city-wide trails and sidewalk system. One, possibly, two new Neighborhood Parks are added north of I-70 to serve existing and future residents. Creating a new amenity for families to help fuel new higher-end and market-rate housing.

The Preferred Direction also has a focus on reinvestment in and preservation of Warrenton’s small town character and rural feel. Downtown is re-established as the heart of the City. Existing commercial centers are enhanced and growth is targeted, providing the services and the jobs the City needs to be a balanced community. Downtown presents an opportunity to promote residential development that encourages upper-floor, condominium-type rental units, or ownership.

The economic driver of the City will look at businesses and industries to grow beyond the industry of I-70. Projects are intended to generate new jobs. Such projects would focus on improving transportation and utility corridors, promoting investment and job growth, and making large investments in economic sectors understood to have strategic importance, such as industrial.

Development and growth will occur within City limits before growing outward. The City will make infill and redevelopment of underutilized and vacant land, already served by City services, a priority.



Industrial.



Trails Network



## Future Land Use Strategies & Recommendations

To accommodate growth in Warrenton, the Plan outlines a series of land use and growth management strategies to intensify urban uses while preserving the small town character and rural feel of the area. Each strategy outlined in the following sections is supported by land use and design goals, policies and implementation measures outlined in the Plan.

## FUTURE LAND USE

Future land use is the “foundation” of the Comprehensive Plan: it forms the basis for policies on development and redevelopment. Therefore, it must represent the “best practices” available to decision-makers and complement planning goals, strategies, and statements contained in the Comprehensive Plan.

### Future Land Use Map

The Future Land Use Map must adapt to community needs over time and undergo frequent changes through yearly review. The map establishes broad guidelines for land use patterns and should be applied in combination with the goals, land use principles, and policies contained in the comprehensive plan. The Future Land Use Map is intended to serve as a general guide for future land use decisions. It is not a zoning map. Many of the boundaries on the map are generalized for illustrative purposes, and may vary when applied to specific parcels and developments. Because it is difficult to predict market and other conditions for the future, it is anticipated that the actual development of Warrenton may differ in some respects from the illustrative Future Land Use Map. A generalized alignment of the major roadway system is shown on this map as a point of reference. The Future Land Use Map is used along with the Plan’s written strategies and policies to help guide future decision-making. The typology is intended as a guide for future development to demonstrate desired patterns that build upon the best existing characteristics of Warrenton today.

### Future Land Use Categories

Presented on the following pages is a summary of the land use categories depicted on the Future Land Use Map. This summary allows for a quick reference of the typical land uses and the range of density or acreage estimated for each category. To assist in the interpretation of the Future Land Use Map, a series of more detailed policies describing the criteria for location, density, layout, and design of each land use category are provided. The land use designations are for planning purposes only and do not represent a change to existing zoning.

### Future Land Use

The amount of land designated for planning purposes is greater than the projected need, in order to allow market flexibility, prevent artificially inflating land values, and guide longer-term planning. The projected land need for Warrenton is based on community goals and objectives of Scenario C, which nearly doubles the size of Warrenton. Residential Land Projected Need = 1,426 acres. Non-Residential Land Projected Need = 307 acres.

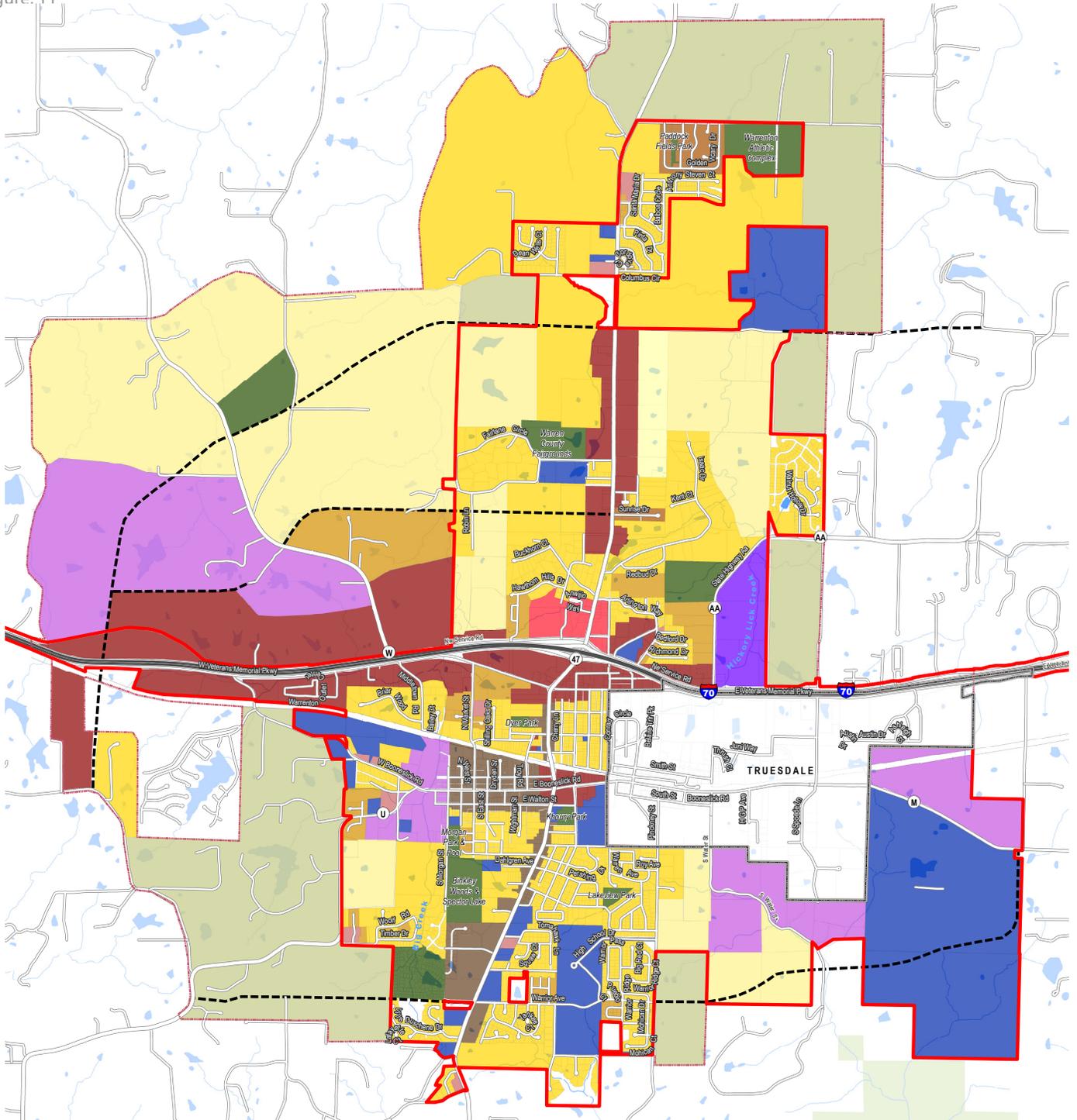
Table: Comparative Land Use 2015 - 2035

Category	2015		Within City Limits 2035			With Annexation 2035	
	Acres	Percent	Acres	Percent	Change Acres	Acres	Percent
Residential SF	1,412	29	<b>2,363</b>	<b>48</b>	<b>+951</b>	<b>4,402</b>	<b>45</b>
Residential MF	160	3	<b>227</b>	<b>5</b>	<b>+67</b>	<b>361</b>	<b>4</b>
Commercial	340	7	<b>700</b>	<b>14</b>	<b>+360</b>	<b>1,083</b>	<b>11</b>
Industrial	101	2	<b>455</b>	<b>9</b>	<b>+354</b>	<b>1,032</b>	<b>10</b>
Recreational	189	4	<b>226</b>	<b>5</b>	<b>+37</b>	<b>285</b>	<b>3</b>
Public/Semi Pub.	1,050	21	<b>930</b>	<b>19</b>	<b>-120</b>	<b>930</b>	<b>9</b>
Agricultural/ Undeveloped	1,649	34	<b>0</b>	<b>0</b>	<b>-1,649</b>	<b>0</b>	<b>0</b>
Urban Reserve	-	-	-	-	-	<b>1,775</b>	<b>18</b>
<b>Total</b>	<b>4901</b>		<b>4901</b>			<b>9,868</b>	
	<b>7.66 sq. miles</b>		<b>7.66 sq. miles</b>			<b>15.42 sq. miles</b>	

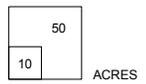
Source: Warrenton GIS, Comprehensive Plan, and Vireo.

# Future Land Use Map (2016)

Figure: 11

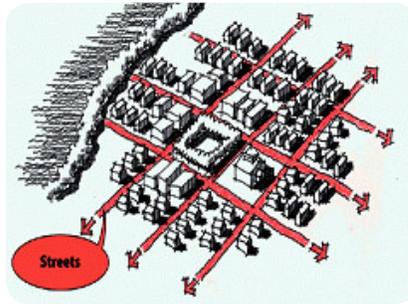


Warrenton City Limits	Collector	Neighborhood Commercial	Rural Large Lot Residential	Light Industrial	Agricultural
Truesdale City Limits	Major Collector	Corridor Commercial	Conservation Residential	Industrial District	Open/Recreation
Urban Growth Boundary	Minor Arterial	Regional Commercial	Single-Family Residential	Public/Semi-Public	Urban Reserve
Interstate	County Road	Mixed Use	Multi-Family Residential		
Local Road	Numbered Route		Mobile Home		
	Proposed Roads				
	Railroad				
	Waterbodies				
	Streams				

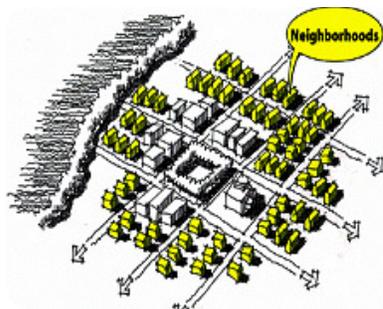


# Residential

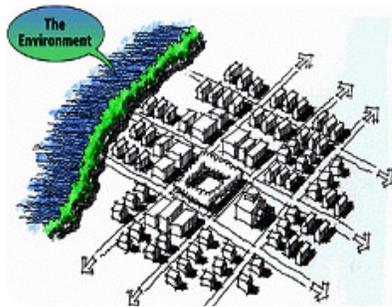
**Warrenton's neighborhoods are the backbone of the community. Their appearance, amenities, and function are key to the health of the City. Strong neighborhoods help to bolster nearby commercial areas by providing a safe environment and a strong customer base. At the same time, strong commercial areas provide residents with increased property values and a convenient outlet to purchase goods and services. See the Neighborhood Framework for additional strategies.**



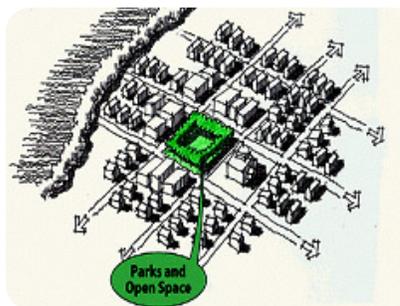
Streets



Neighborhoods



Environment



Parks & Open Space

## Single-family Housing

Warrenton includes a mix of existing, traditional and suburban style residential neighborhoods. It is expected that this mix should continue to occur. When new subdivisions are developed, every effort should be made to meld them into adjacent traditional neighborhoods, and not create artificial barriers. New, more traditional residential development patterns should encourage human scale and walkability.

Future residential growth demands are directed away from environmentally sensitive areas to underdeveloped land or underutilized sites to preserve riparian areas. "Low impact development" practices are used to mitigate impacts to steep slopes, hillsides and streams within Conservation Neighborhoods.

Traditional Rural Residential, or Large Lot, housing growth is focused in areas that already have roads, water and sewer lines to support them. With proper site planning, they may serve as an alternative method for preserving natural areas or as a holding use.

## Multi-family Housing

New Multi-family development patterns include freestanding concentrations of apartments, townhouses, duplexes, and other similar multi-family uses. They should be encouraged to locate near major employment centers and within easy access to arterial roadways. They should not be viewed as a "buffer" between single-family and non-residential uses, but rather as a residential land use that maximizes the connectivity between uses and provides a gradual transition in intensity of the development pattern. The quality of Multi-family units needs to be raised through improved site planning and design guidelines. A wide range of unit formats allows serving multiple markets.

Multi-family development primarily consists of attached houses, two-unit houses, and apartment/condo dwellings. As a general rule of thumb, it includes only those Multi-family developments that exceed 7 dwelling units per acre density and 20 dwelling units. These buildings may be communities, or merely a collection of separate entities, and may be intermixed throughout the neighborhood. Scale and massing is often more neighborhood friendly with individual apartment units with street access.

Mobile Home Park means any land upon which two or more occupied Mobile Homes used for habitation are parked, including any roadway, building, structure, vehicle, or enclosure used or intended for use as part of the facilities of the park.

## Neighborhood Characteristics

Neighborhoods are typically considered the foundation of the community, providing a variety of housing choices for residents. Neighborhoods should be walkable and connected, when feasible, and include a mix of housing types. Neighborhood concepts presented here are not new; they are a restatement of planning practices that have been commonplace in many communities for over a century.

Elements, illustrated below, such as friendly streets, a mixture of housing types, and useful public and green space are universal in building desirable and attractive neighborhoods.

# Land Use Types



## Urban Reserve

Urban Reserve areas should be reserved for long-term urban development. Primary using during the planning period, should remain open space use or agricultural. Reserve areas may eventually be served with municipal services and may be in the path of future development, yet will unlikely occur during the Plan horizon.



## Rural Residential

Open space is generally broken-up by large individual private lots. Large lot residential is likely to be the long-term development pattern. Rural Residential development patterns create the perception of large expanses of open space with buildings removed from public roads and from each other.

- Density - 1 - 3 acres
- Height - 1 – 2 story



## Conservation Residential

Conservation Residential is intended to encourage flexibility in design standards to provide additional open space and recreational amenities for residents, while preserving environmentally sensitive resources. These areas are intended to develop design options that allow greater flexibility in exchange for the provision of a greater amount of common open space than required in conventional developments. Units/acre vary, with 60% of the area as open space & a 10 acre minimum lot size.



## Single-Family Residential

Single-family Residential is the typical residential “subdivision,” consisting of single-family detached homes on developed lots. The street pattern is usually curvilinear with numerous cul-de-sacs. Subdivisions tend to be oriented internally, with few major entrances to local roads. Open space is more formal, often designed as part of individual site landscape plans.

- Density - 3 to 5 units per acre
- Height - 1 – 2 story



## Multi-family Residential

Multi-family Residential accommodates attached residential development, duplex, apartment, and some condo dwellings, which may be intermixed throughout the neighborhood. Net density may be lower in locations where land is severely restricted by slopes, or other significant natural features.

- Density - 4 to 16 units per acre
- Height - 1 – 3 story



## Mobile Home Park

Mobile Home Park means any land upon which two or more occupied Mobile Homes used for habitation are parked, including any roadway, building, structure, vehicle, or enclosure used or intended for use as part of the facilities of the park.

# Retail/Commercial

The major retail characterizations are:

- **Neighborhood Centers**
- **Mixed Use**
- **Corridor Commercial**
- **Regional Commercial**

***The Land Use Plan is designed to provide a high level of flexibility for future commercial development projects. The Plan identifies nodes for new development or redevelopment to occur. By distributing different types of retail/commercial development opportunities throughout Warrenton, the Plan seeks to promote accessible and diverse retail/commercial districts that complement, rather than compete with, each other.***

Retail/Commercial centers are gathering places, offer access to retail and services, public uses such as schools, or employment destinations. Growth at these strategic locations should be accomplished by promoting a compact walkable development pattern. Critical to their development success is the mix of services that allow residents and workers to obtain many daily needs on foot, bicycle, or by car. The character and scale of a center can vary depending upon the use and location. The major retail characterizations are:

## Neighborhood Centers

Neighborhood Commercial Uses are intended to serve nearby residential areas with basic personal and retail services. They can be obtrusive and have negative impacts on homes if they do not respect the neighborhood scale or are not properly located and designed. Neighborhood Commercial Uses typically require a site of between 1 and 5 acres to accommodate buildings and parking areas, supporting a floor area of between 10,000 and 50,000 square feet. Major tenants may include a small grocery or drug store. The Neighborhood Commercial shopping area should be located along a collector or arterial street, and easily accessible from the area it is intended to serve. Generally, it should serve an area approximately 1 to 3 miles in radius. At least 1 mile between centers is needed to isolate market demand. Neighborhood serving retail areas are distributed throughout Warrenton. Development in these areas can combine residential units (a customer base for retail development) along with commercial uses that will serve the neighborhoods that surround them. Appropriate uses in these districts range from coffee shops to corner stores, and will provide useful retail destinations within walking distance from many of Warrenton's residential areas.

## Mixed-Use

Mixed-Use can be effective where ever a community wants a more compact, traditional design with a mix of restaurants, theaters, boutique retail, office, commercial/retinal and residential uses. Critical to their development success is the mix of services that allow residents and workers to obtain many daily needs. They are organized within an easy walking distance of the center, typically a 1/4 to 1/2 mile radius. Residential uses include attached units or townhomes.

## Corridor Commercial

The most widespread commercial street type is the Strip Commercial Arterial. These thoroughfares typically serve commercial areas that contain many small retail strip centers with buildings set back from front parking lots. Because of this, Strip Commercial thoroughfares have many intersections and driveways that provide access to adjacent businesses. Historically, this type of street is highly auto-oriented and tends to discourage walking and bicycling. Commercial corridors are important transportation corridors linking destinations and activities. They increase mobility, improve the aesthetics of surrounding development, and accommodate the flow of goods, services, and people. Corridors may link open space, neighborhoods, centers, and destinations together within a community. Corridors are most important to creating positive and negative perceptions of an area. They help set the "tone" of the area by establishing visual and aesthetic standards.

## Regional Commercial

The Regional Commercial area at the I-70 and 47 Highway Interchange, should support Downtown Warrenton and neighborhood-serving mixed-use districts by offering products and services that vary from those found elsewhere. Larger chain stores, supermarkets, or other automobile-oriented retailers are appropriate development types in Regional Commercial districts. Regional Commercial should be encouraged only where they have an interstate or arterial roadway as their primary access.



Commercial.



Retail.

# Land Use Types



## Regional Commercial

Regional Commercial uses include either a single use or conglomeration of commercial uses and/or sites that serve as a distinct destination for traffic from a large geographic area. Specific uses vary, but generally include general commercial retail uses, offices, personal services, restaurants, automotive related businesses, and related uses. These include enclosed shopping malls, strip centers, and freestanding stores. The chief characteristic of Regional Commercial is that it has a scale and magnitude that serves a regional market, and is usually a destination locations for shoppers.

- Density: Exceeds 30 acres & excess of 300,000 sq.. ft..
- Height - 1 – 3 stories



## Mixed-Use

Mixed-Use promotes a more compact development pattern with a central core encompassing a radius of a ¼ -mile, where more intense and diverse uses occur to promote walkability. Includes a mixture of neighborhood-serving office and retail services such as pharmacy, office supplies, bakery, and eating establishments. Includes institutional, civic, and townhouse residential uses intermixed. Residential uses may be located on upper floors of a building's business, or attached or multi-unit houses, or townhouses comingled nearby to promote diversity and a successful pedestrian environment.



## Corridor Commercial

Corridor Commercial, or "strip commercial" development that accommodates "heavier" commercial activities, automotive-oriented uses, and/or outdoor operations that are not found in or compatible with mixed-use or neighborhood oriented environments. Uses typically include offices and retail establishments, medium-to-large scale businesses, and automotive-oriented uses including drive-through facilities. Locate at intersection of arterial streets. Development form, over-time, should be transformed to allow more walkable destinations, mix of activities and connections between developments.

- Acres: 5 – 30 acres
- Height: 1 – 3 stories



## Neighborhood Commercial

Neighborhood Commercial centers serve nearby residential areas with basic personal and retail services. Uses typically include grocery, books, music, videos, gifts, clothing, art, supply, small professional medical office/financial, barber, eating and drinking establishments. Such uses are generally located in stand-alone buildings or in small commercial centers and may include uses such as convenience stores, beauty salons, restaurants, grocery stores, drug stores, clothing stores and specialty shops. These uses are appropriate in many areas of the City and can help to minimize traffic by providing services near homes. Locate at intersection of collector or arterial streets.

- Acres/1 - 5
- Height: 1 – 3 stories

# RETAIL/COMMERCIAL DEVELOPMENT STRATEGY

Three High-level strategies are:

1. *Re-tenant viable stores*
2. *Reinvest in the best retail centers and nodes*
3. *Redevelop outmoded retail for other uses such as employment centers, civic and cultural amenities, residential and/or mixed-use areas.*

## Re-Thinking Retail/Commercial

The retail/commercial paradigm is shifting rapidly across the country. As demographics change, and land values, densities and congestion increase, pressures will mount for new development patterns and land uses. Getting ahead of the curve and seizing the initiative is critical to the continued viability of existing and future retail/commercial centers and successful redevelopment efforts. With that in mind, three high-level strategies are recommended:

1. **Re-tenant viable stores**
2. **Reinvest in the best retail centers and nodes**
3. **Redevelop outmoded retail for other uses such as employment centers, civic and cultural amenities, residential and/or mixed-use areas.**

Utilizing the above three strategies, the vision is to mold the community to become:

- A place that can accommodate a wide range of uses, attract new jobs and investment
- A compelling community where people want to live, work and play
- A unique and appealing destination that's attractive to residents of all ages
- An amenity for those who work and live in the area

## Strategies:

Looking for a quick fix in any development effort is a mistake. For such efforts to succeed, an area needs to coalesce behind dedicated, visionary leaders and create conditions for long-term redevelopment to flourish. More specific elements in support of these three strategies is recommended:

### Strategy 1 - Leadership

This Comprehensive Plan, traffic and market studies provide the tools for formulating strategies for successful retail/commercial development, but these are only the starting point. Strong leaders with a willingness to commit to being inclusive of all stakeholders, and to staying the course, are critical to success. Success will not be easy or fast – there are no quick fixes. Positioning the best retail centers and nodes, or Priority Development Areas, to thrive in the coming years will require project champions in tandem with organized, long-term and assertive advocacy. Leaders must be willing to implement a plan based on a shared vision, and having a formally established organization with dedicated staff is another critical piece to implementing any plan.

### Strategy 2 - Prune Back Retail/Commercial Zoned Land

Scale retail-zoned land to reflect a realistic assessment of the size, strength and character of the market, and rezone excess commercial land in older strips to encourage reinvestment and improve the quality of existing properties.

The character of retail/commercial areas and corridors should be diversified by stimulating infill with new forms of mixed-use and pedestrian-oriented retail development on remaining retail-zoned land. To bring balance to redevelopment efforts, some of the previously zoned retail land should be reserved for a mix of uses: housing, office space, civic uses, recreational facilities and open space.

- By pruning back the amount of land zoned for retail to more closely align with realistic market demands, Warrenton can stimulate retail/commercial growth, encourage revitalization, and improve the quality of shopping areas.
- Limit the quantity of retail/commercially zoned land along commercial corridors to give landowners and retailers the incentive and economic strength to maintain a high-quality environment, react more swiftly to societal trends, and evolve on site as the retailing world changes.



Street Activity.

- Rezone excess commercial land in older strips to encourage reinvestment and improve the quality of existing retail properties.
- Scale retail-zoned land to reflect a realistic assessment of the size, strength, and character of the market.
- Stimulate infill, new forms of mixed-use, and pedestrian oriented retail development on remaining retail-zoned land.
- Reserve some of the previously zoned retail land for housing, business office space, civic uses, recreational facilities, and open space.
- Reduce opportunities for and resist predatory behavior on the part of competing big-box retailers and centers.

### Strategy 3 - Establishing Nodes of Development

Warrenton's existing and future commercial/retail areas face an enormous challenge as they try to maintain their economic vitality in a retail world now demanding environments that they may not provide. To overcome market negatives, restructure retail/commercial corridors as "nodes" of development along the length of these corridors. These nodes of retail/commercial development should be interspersed with stretches of low-intensity land uses.

- Establishing nodes of development at key intersections creates cores of development that will become unique points of reference, can initiate a positive viral effect for the whole of Warrenton, and serve as a catalyst for rendering the overall community more resilient.
- These nodes should be developed with an eye toward making them friendly, attractive, walkable and filled with intense activity—but that differ from each other in character, function, or purpose.
- Nodes do not necessarily need to be retail/commercial driven. Housing, senior living or support facilities can drive a node, with the possibility of mixed-use forming around such a node.
- Direct public investments and site public facilities such as libraries, schools, cultural facilities, community meeting places, and government administrative centers in nodes, such as Downtown, to raise surrounding property values, encourage higher-value land uses within the area, and serve as anchors and inducements for spin off private investment.
- Target the use of public development implementation tools such as business improvement districts, eminent domain, tax abatement policies, urban design guidelines, and accelerated approval of development projects for use at these nodes.

### Strategy 4 - Taming the Traffic

Taming the traffic along Warrenton's retail/commercial corridors and within nodes is vital to humanizing these areas. To ensure continued mobility, design should resolve the inherent conflict between through traffic and traffic whose destination is the retail node itself. In other words, traffic must be tamed and managed both within the node and along the corridor frontage.

- Limit curb cuts to avoid excessive turning motions that snarl traffic, and manage this process through zoning ordinances, design requirements or comprehensive codes. Consolidating curb cuts can improve vehicular traffic flow, and additionally allows more room for trees, sidewalks and bike lanes, and more inviting pathways for pedestrians.
- Parking: The success of commercial development is often predicated on free and plentiful parking. Unfortunately, parking lots commonly dominate the landscape of these areas. Size parking lots and structures for reasonable demand; provide for peak parking in overflow areas. Encourage and plan for shared parking among adjacent uses when possible. Look for alternative parking and building configurations that provide convenience and avoid visual blight.
- Pedestrian Access: Warrenton's commercial corridors or nodes are not usually thought of as pedestrian environments, but pedestrian traffic is an important tool to add to the attractiveness and economic vitality of these nodes. Pedestrian connections should be provided primarily within the identified Pedestrian Districts discussed in the Transportation Framework, nodes, and along corridors that are designated for future retail growth.

#### Strategies:

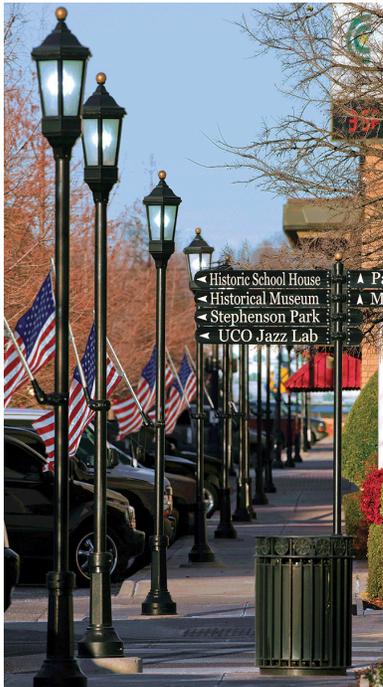
1. Leadership
2. Prune back Retail/ Commercial Zoned Land
3. Establishing Nodes of Development
4. Taming the Traffic
5. Deliver Community and Evolve the Image
6. Put Your Money and Regulations Where our Policy Is



Outdoor Retail.



Civic Open Space.



Streetscape.

## Strategy 5 - Deliver Community and Evolve the Image

Diverse, well-conceptualized developments that create memorable and successful places are worth more in real estate value than stand-alone buildings in a sea of parking. This difference in value is called the “design dividend.” To create “places” that people like, feel comfortable in, and want to return to again and again, planning elements like these should be implemented in the best retail centers and nodes of activity.

- Address the deteriorating condition of frontage roads.
- Create attractive walkways and continuous streetfront experiences to maximize the quality of the pedestrian environment and afford opportunities to increase retail spending.
- Plan for a pedestrian-friendly environment with appropriate signalization and crosswalks along the arterial and secondary streets. Configure sidewalks so people feel safe and comfortable; make sidewalks wide, appealing, and shady.
- Provide a hierarchy of pedestrian scaled, direct and indirect lighting that illuminates walkways, ensures safety, highlights buildings and landmark elements, and provides sight lines to other retail uses.
- Carefully place strong landscaping elements, including mature trees, to enhance the place but not detract from retail sight lines.
- Use compelling, informative, and consistent signage to tell the story of the place.
- Design attractive intersection corners and gateways at these nodes.
- Be creative with parking by placing it in courtyards, behind buildings, and in innovative arrangements as properties are redeveloped in new and denser configurations. This type of arrangement reduces the visual blight of endless parking lots.
- Utilizing the Form & Character Framework element, develop a set of enforceable design guidelines for each street and strip, designating types of pedestrian-scaled street lamps, sidewalk pavers, tree types and sizes, signage and landscaping.



Example Before and After Infill.

**Strategy 6 - Put Your Money and Regulations Where Your Policy Is**

Warrenton must be prepared to make investments and take actions to support its own public policies for development of and reinvestment in the best retail centers and nodes. For Warrenton, this represents a once-in-a-lifetime opportunity to set the stage for the kind of development that the community wants.

The City, working in partnership with the private sector, should make sure that a comprehensive, incremental improvement program actually happens. This can be done by making capital investments that achieve multiple purposes; for example, improve traffic flow, coordinate access management and parking, enhance the aesthetic and environmental realm, and increase pedestrianization in a holistic way.

A comprehensive plan, traffic plans, and market studies provide the tools for formulating strategies for success, but they are only the starting point. The success of development of and reinvestment in commercial/retail areas will depend on whether Warrenton's implementation strategies correlate with private sector goals and are funded. Public consistency and discipline in this regard will encourage the private sector to respond with appropriate actions and investments.

- Integrate public facilities into the development strategy. Public facilities should be sited in ways that help shape the desired form of the development and enhance the synergy among private developments. The location of these facilities will leverage private investment on surrounding sites, create a focus for the community, and help shape a more rational development pattern.
- Design zoning regulations that facilitate private developers in implementing the public's strategy. Zoning must be clearly linked to Warrenton's implementation plans. Not every developer has the wherewithal to go through a rezoning or a replanning effort.
- Create development standards to accompany new zoning regulations. These standards should deal with landscaping, signage, architectural quality, pedestrian linkages, and other planning details.
- Provide regulatory options that facilitate parceling and land assembly to accommodate recommended changes in land use configurations, such as changes that eliminate setbacks, provide streetfront and mid-block development on multiple sites, or combine separately owned parcels to create new development options.
- Create an aggressive nuisance abatement program to eliminate problems that inhibit achieving the kind of environment that facilitates Warrenton's vision for the best retail centers and nodes. Dilapidated or abandoned buildings, social problems, and incompatible land uses and activities are some of the more common problems.
- Prevent "deadening" uses, such as ministorage facilities, from dominating the best retail centers and nodes.



Pedestrian Environment.



Streetscape.



Example Before and After Infill.

# Industrial

***Warrenton's role in a changing world will create both opportunities and challenges in assuring employment for its residents. Adaptation to a changing role rests largely upon the community's ability to provide an environment that serves the needs of businesses and its residents. Warrenton's ability to compete effectively in a competitive world will be strengthened by the effective use of its resources. Land Use composition should contribute by providing a broad range of housing options, commercial and employment opportunities, and enhancing community character and overall quality of life. In addition, the constant change that surrounds us demands that Warrenton citizens be well informed at all stages of their lives.***



Future Industrial Investment



Industrial & Innovation Technological Development

Industrial Districts can be locations for employment uses including light manufacturing, offices, and other similar uses. Industrial Districts are also common, and are intended to provide a location for a variety of work processes such as manufacturing, warehouses, storage yards, and other similar uses. These districts are often served by a variety of complementary uses such as business services, convenience retail, childcare, and restaurants. New districts should be located and designed to provide high quality environments and leverage existing transportation connections. Redevelopment of existing districts, should provide opportunities over time for more choices in housing, and land use, and to establish a more walkable and connected development pattern.

## Strategies

- Promote opportunities for District development in locations served by existing infrastructure when appropriate design elements or land use transitions to lower intensity land uses can be utilized to mitigate incompatible impacts on adjacent neighborhoods.
- Districts are best suited in areas where there is existing zoning for it and where there is or should be adequate infrastructure to support it.
- The size and scale of uses within Districts should vary, but new development should be encouraged to locate and design buildings that provide pedestrian-oriented site design, and convenient, safe, and attractive parking.
- Districts with high intensity uses, such as heavy industrial, should have easy access to shipping, rail, airports and highways that provide efficient trucking access.
- Direct the clustering of District uses toward strategic intersections, corridors, and areas adjacent to compatible uses.
- Encourage the establishment of District clean industries that have little or no negative impact on the area's environment.



Commercial and industrial development

# Land Use Types



## Light Industrial District

Light Industrial includes single, dedicated use industries or offices that are not a part of a business subdivision. These uses are intended for environmentally clean industries and may be sprinkled throughout the City. Individually they do not have the impact of an employment campus. Light Industrial uses generally include manufacturing, warehousing, wholesale, and industrial uses. Because this use category is intended to promote the economic viability of manufacturing and industrial uses and encourage employment growth, residential uses are prohibited and other non-industrial uses are restricted. Open space is more formal, often designed as part of individual site plans.

- Density: 10 – 100 acres (similar to M-1)
- Height: Up to 60' or approximately 4 stories
- Infrastructure: Municipal services or private system



## Heavy Industrial District

Industrial Districts may include a wide range of manufacturing, warehousing, wholesale, industrial office, business, research and development uses, and related ancillary uses such as convenience stores. They can best be described as business versions of “subdivisions.” The term “campus” is used intentionally in that it implies a sense of integration and coordination of uses and a certain quality and character of development. This category is intended to promote the economic viability of manufacturing and industrial uses and encourage employment growth.

- Density – Can exceed 100 acres (similar to M-2)
- Height - Up to 60' or approximately 4 stories
- Infrastructure - Municipal services or private system



## ***Industrial Characteristics***

Industrial Districts are generally large, unified, and integrated; like residential subdivisions they are usually developed by a single entity, and as such can be designed in a coordinated way. As a rule of thumb, they are at least 10 acres in size, involve a significant number of vehicle trips, particularly in the morning and evening peak hours, and involve a mixture of automobile and truck traffic. Accessory uses designed to serve on-site employees, such as restaurants, day care centers, and personal services are also encouraged, but only when integrated with and subordinate to the primary business uses. Developments should meet quality standards related to site layout; building configuration, materials, massing, shape, height; landscaping; signage; parking lot aesthetic and functional design; vehicular and pedestrian circulation; trash removal; lighting; stormwater management; environmental protection; access; and others. Native landscaping is strongly encouraged in site plans. They should be located within easy access to an arterial roadway and with easy access to interstate highways. Vehicular access should be designed to maximize efficiency and minimize negative impacts on levels of service on adjacent roads. They should be buffered from nearby residential uses, and yet should provide walkable access to neighboring residential areas. On-site amenities such as walking trails and eating areas are encouraged. Local trails should connect to regional trails or open space systems wherever possible.

## Priority Development Areas

- A **I-70 & 47 Highway Gateway**
- B **Downtown & Booneslick Corridor Gateway**
- C **New Interchange I-70 & Route MM Gateway**

## PRIORITY DEVELOPMENT AREAS

Within every community, there are specific areas that require additional attention and detail due to unique challenges they face, opportunities they present, and their ability to help attain community goals and objectives. In Warrenton, the commercial areas are critical in defining the character and identity of the community, providing local goods and services, and fostering future economic development. This section of the Plan includes three priority development areas for Warrenton.

### Identification of Priority Development Areas

A preliminary market assessment of future land use demand, prepared as part of the analysis for the Plan Update, identified future market opportunities for residential, retail, and industrial, when the economy supports such development. These priority development areas were identified using this market analysis, in conjunction with an analysis of the redevelopment potential for properties, or “susceptibility to change”, based on location and/or relatively low intensity existing development.

By designating them as priority areas, the Plan intends to provide additional policy direction to guide additional development, redevelopment, and property improvements in these areas. The areas are designated as such for the following reasons:

- They are seen as having the highest potential and need for redevelopment in upcoming years.
- They are located in highly visible locations that characterize Warrenton.
- They contain potential opportunity sites if developed appropriately.
- They would benefit from a unified design approach and take advantage of unique elements of the City.
- They should be used by property owners and developers to select areas for development that are appropriate, timely and in the public interest.
- They should be used by City staff, City Plan Commission and Board of Aldermen to guide recommendations on development decisions.

### Opportunity Site Evaluation Criteria

Sites were determined by each area’s level of “ripeness” for development or redevelopment within the context of existing conditions and the marketplace. Over the horizon of the Plan, conditions change, therefore the “ripeness” must be reevaluated based upon the change of conditions. Opportunity sites may exhibit some or all of the following characteristics:

- Undeveloped vacant land or dedicated surface parking lot
- Partially vacant site or have deteriorated obsolete buildings
- Underutilized buildings ineffective in maintaining full occupancy
- Zoning allows for greater intensity
- Surrounding land uses

### Priority Development Areas

- A I-70 & 47 Highway Gateway**, this area is the only existing regional commercial district within Warrenton and represents a significant gateway into the community from I - 70.
- B Downtown & Booneslick Corridor Gateway**, is the Town’s earliest commercial district and symbolic heart of Warrenton. Emphasis is on revitalization of Downtown, the surrounding residential neighborhoods and 47 Hwy & Booneslick node as the Town’s primary east-west corridor.
- C New Interchange I-70 & Route MM Gateway**, once completed, this interchange and bypass will have a significant impact on the Warrenton community, providing tremendous access to an undeveloped part of the community and opportunities for new residential, commercial and employment uses.

## I-70 & 47 Highway Gateway - Overview

47 Highway is the north-south primary route through Warrenton and the corridor's I-70 interchange serves as a primary gateway to the community. The 47 Highway corridor is a commercial corridor that has capitalized on its strategic location adjacent to I-70, catering to both the needs of local residents, commuters and other motorists. While, generally, the corridor is a healthy commercial district, strategic improvements could enhance the function of existing development and better guide future development. The district is important because it provides the opportunity for large retail uses that cater to commuters and local residents without duplicating services found Downtown.

Opportunities exist throughout the corridor for future development including undeveloped outlots, under utilized sites and parking areas, and incompatible/outmoded land uses that should be transitional to commercial development. Some existing centers can be improved or redeveloped to better leverage the area's potential for regional commercial development, provide a more attractive "gateway" to the community, and most importantly, ensure long term health and vitality of the commercial district.

**Priority  
Development  
Area**

**I-70 & 47 Highway  
Gateway**

**A**

## I-70 & 47 Highway Gateway



## Opportunity Site Evaluation Criteria

Through the planning process a series of opportunity sites were identified. Sites were determined by each area's level of "ripeness" for development or redevelopment within the context of existing conditions and the marketplace. Over the horizon of the plan, conditions change, therefore the "ripeness" must be reevaluated based upon the change of conditions.

Opportunity sites may exhibit some or all of the following characteristics:

- Undeveloped vacant land
- Dedicated surface parking lot
- Approved-Unbuilt projects
- Partially vacant or have deteriorated obsolete buildings
- Underutilized buildings ineffective in maintaining full occupancy
- Zoning allows for greater intensity
- Surrounding land uses

## Opportunity Sites:

### 1 Former Ford Dealership and Armory Rd.

This area includes the vacated Ford Dealership, several smaller properties fronting Old Steinhapen Road, and a series of standalone big box retail uses which are nearing the end of their life cycle. Although the former Ford Dealership site may represent a long term redevelopment opportunity, it should remain vacant until other commercial infill opportunities located near the intersections of Veterans & 47 Highway and Booneslick & 47 Highway can be pursued. As existing retailer centers are improved and nearby opportunity sites are redeveloped, only then should the development of more remote opportunity sites such as this area be encouraged. This will help concentrate reinvestment along the 47 Highway corridor, in Downtown, and improve the overall health and appearance of those commercial districts.

As an alternative to delaying redevelopment at this site, the site's adjacency to several smaller properties fronting Old Steinhapen Road, and series of standalone big box stores, along Armory Road, with parking lots that are only sparsely used, creates the potential for site assembly and more comprehensive redevelopment. A mixed-use, multi-family or attached residential development would be an appropriate use given the site's size, access to major roadways, proximity to community facilities and retail.

A standalone, big box retail or a smaller retail center are potential uses for the former Ford Dealership, but either should be designed to complement the function of neighboring development to the west and east.

### 2 NE Veterans Rd. & 47 Hwy.

This area has the identity of an unattractive, aged, obsolete strip commercial district. The potential development setting is dominated by small underutilized properties with shallow lots and vacant parking lots that are only sparsely used. Competition from other commercial areas is very real.

The properties at the northeast corner, if assembled, provide an opportunity for redevelopment - some areas more easily than others - at a key intersection. The visibility and prominent location at this corner make the property well suited for retail uses. Any development of the area should be used as an opportunity to establish a visual gateway into Warrenton and the Veterans shopping area by providing a well designed and attractive building situated on a well landscaped site.

The area needs a strong and sustained program to improve its appearance and reputation. In anticipation of widespread redevelopment in the area, a program of aggressive branding and marketing should be undertaken, telegraphing a new vision of the area as a vibrant light and bright place.

### 3 I-70 Frontage & Niehuss Road

The vacant parcel along the south side of I-70 on Niehuss Road is highly visible and has the potential to accommodate more intense commercial uses. If this vacant site can be assembled with the aging residential along Niehuss and Frick Roads, the development potential of the area significantly increases due to the larger parcel size, improved access, and increased visibility.

### 4 Vacant Lot SW Veterans Rd. & 47 Hwy.

The vacant lot at the SW corner of Veterans Rd. & 47 Hwy represents an immediate opportunity for development of restaurant or other commercial/retail uses, given its proximity to existing uses and its location. New development should have setbacks consistent with existing frontages, have attractive and detailed architecture on all sides, and be appropriate at both the pedestrian and vehicular scale.

See the Recommendations section for additional details.

**Opportunity Sites:**

1. Former Ford Dealership and Old Steinhapen Rd.
2. NE Veterans Rd. & 47 Hwy.
3. I-70 Frontage & Niehuss Road
4. Vacant Lot SW Veterans Rd. & 47 Hwy.



**Priority  
Development  
Area**

**Downtown  
& Booneslick  
Corridor Gateway**

**B**

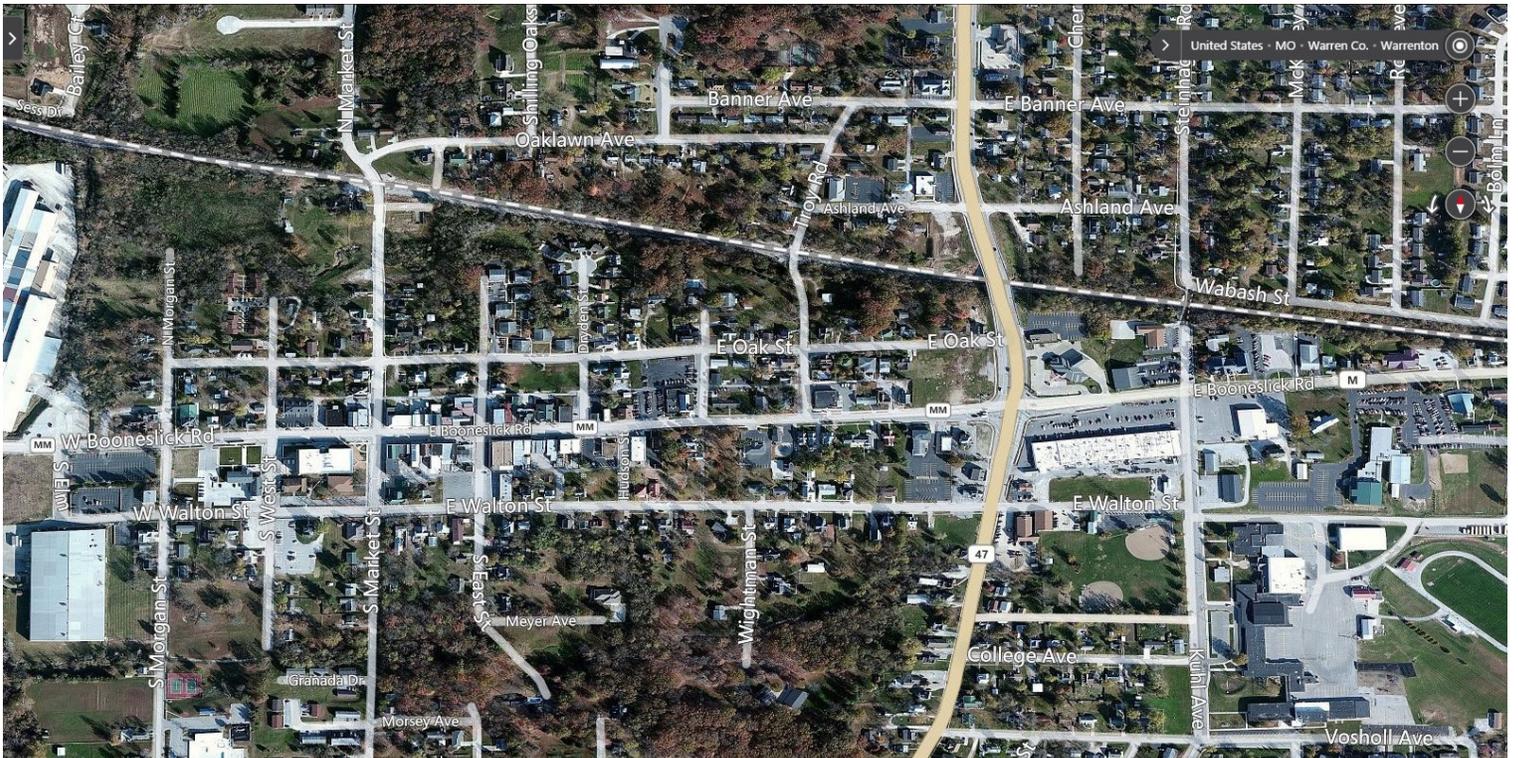
**Downtown & Booneslick Corridor Gateway - Overview**

Downtown Warrenton generally comprises a mix of commercial, residential, office and public uses and is the historic heart of the community. While no longer the primary economic engine for Warrenton, the Downtown continues to play an important civic function for the community and was consistently identified as a priority by the community for reinvestment within the Downtown with an emphasis on mixed-use development and reinvestment in the surrounding residential neighborhood.

The Booneslick Road corridor is an important spine that runs through Downtown; links it to the commercial node at 47 Highway and Booneslick Road, and functions as an east-west gateway for Warrenton. As one of the community's first commercial districts, the area's development is characteristic of early suburban commercial corridors which prioritized the automobile over pedestrians, and developed in a piece-meal fashion with little coordination and connection between adjacent uses. Some properties within this corridor are suffering from disinvestment and several key sites are vacant. Parcels in the eastern portion of the corridor are characterized by shallow lot depths and narrow widths, challenging redevelopment potential. Conversely, the western portion of the corridor is characterized by large, vacant parcels.

The Booneslick East/West Gateway is intended to create an entry feature on Booneslick Road as it crosses east/west through the community. Historical themes from Warrenton's past can be incorporated into the design and carry over into the rest of the district. After the entry feature at the Truesdale city limit line, the East Gateway continues west to the west side of Downtown, including a number of currently underutilized parcels. The district provides the opportunity to develop a new mixed-use district with medium-density houses and a neighborhood-serving retail component.

**Downtown & Booneslick Corridor Gateway**



## Area Actions

1. Consider establishing a Downtown Façade Improvements Fund, including matching grants for facades, signage, and architectural design assistance. Seek sources of funding through foundations, fundraisers, or state-sponsored programs to increase these and potential other grant amounts.
2. Seek tools and financing mechanisms to increase the amount of incentive that is available in Downtown, with a particular focus on those businesses interested in the adaptive reuse of existing buildings.
3. Consider forming a Business Improvement District (BID) to organize Downtown businesses and for the purpose of funding improvements to the district's public realm. The BID would also oversee the management of the district and address issues of common concern to district owners.
4. Review and make warranted changes to the permitted use types within the Downtown Commercial Historic Area (DCHA) district.
5. Encourage shoppers to patronize Downtown businesses through a buy-local campaign.
6. Perform a study to define the market potential of Downtown as to its regional economic capture, saleable/leasable square footage, and likely rate of absorption. Identify the range and preferred mixture of use types, along with a retention and attraction strategy and target marketing approach.
7. Solicit professional assistance in developing a brand identity for Downtown.
8. This could include an advertising campaign and production of related media materials.
9. Through the course of the recommended master plan, identify a design theme for the Downtown district. This may include parameters of architecture, signage, lighting, streetscaping, and public art and amenities. The theme should allow individual expression while ensuring a semblance of design cohesiveness.
10. Prepare a multi-year implementation program to initiate the recommended strategies and improvements of the master plan and market, branding, and design studies. The program should outline implementation authorities and responsibilities, specific timelines, and the methods and means of funding for each individual project.
11. Based upon the design theme and branding studies, create new street signage that is unique for the Downtown district.
12. Design and install distinct monuments and gateway treatments at the primary entries to the Downtown district, along with unifying design elements like vegetated walls, decorative lighting, street and sidewalk patterns, and other unique design treatments.

## Opportunity Site Evaluation Criteria

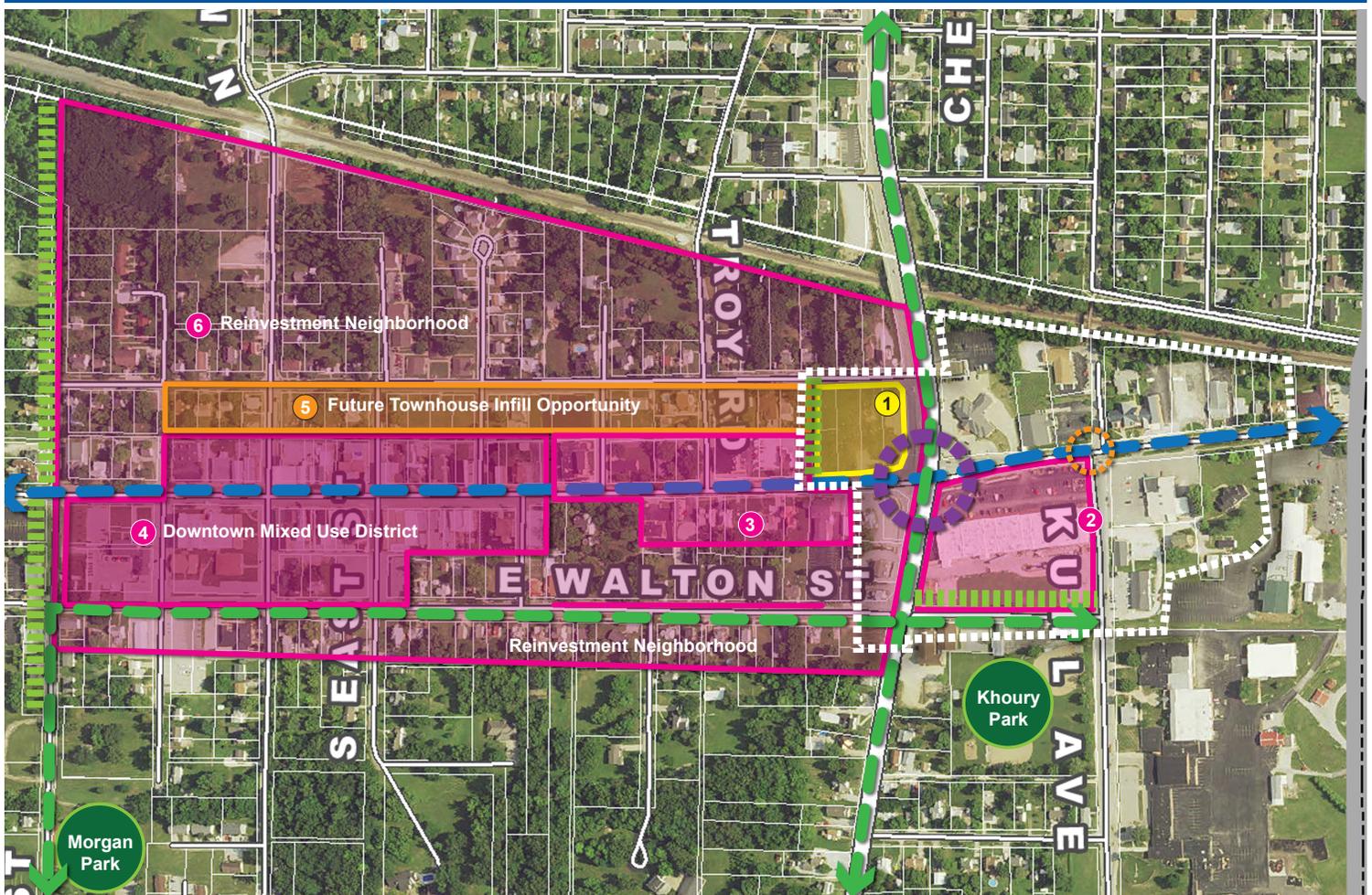
Through the planning process a series of opportunity sites were identified. Sites were determined by each area's level of "ripeness" for development or redevelopment within the context of existing conditions and the marketplace. Over the horizon of the Plan, conditions change, therefore the "ripeness" must be reevaluated based upon the change of conditions.

Opportunity sites may exhibit some or all of the following characteristics:

- Undeveloped vacant land
- Dedicated surface parking lot
- Approved-Unbuilt projects
- Partially vacant or have deteriorated obsolete buildings
- Underutilized buildings ineffective in maintaining full occupancy
- Zoning allows for greater intensity
- Surrounding land uses

## Opportunity Sites:

1. NW Corner Hwy. 47 & Booneslick Rd.
2. Kroger Block Revitalization
3. Thurman to 47 Hwy Area
4. Downtown
5. Future Townhouse Infill
6. Reinvestment Neighborhood



### Symbology

Key Intersection	Green Street	Future Roads	New Development
Secondary Gateway	Image Street	Screen/Buffer	Redevelopment
Park	Overlay District	Reduce Curb Cuts/Driveways	Reinvestment

**Opportunity Sites:**

**1 NW Corner Hwy. 47 & Booneslick Rd.**

This vacant site includes a substantial opportunity on a prominent corner lot. Development should include retail, commercial, or office uses, as well as mixed-use residential, along the Booneslick Rd. frontage. The character of the development should be consistent with the core of the Booneslick node.

**2 Kroger Block Revitalization**

Although a fully developed shopping center, opportunities exist to improve the appearance, function, and health of the Kroger Shopping Center. Another development opportunity exists within the vacant site behind the shopping center.



Kroger Block Revitalization.

**3 Thurman to 47 Highway Area**

This area comprises a mix of single-family homes and other small commercial buildings. Given its location at the eastern gateway into downtown, residential investment and redevelopment should be encouraged.

**4 Downtown**

Downtown is already a special area of Warrenton. Stretching along Boonslick Road, the district has a number of businesses and amenities, most of which are located in early-twentieth century buildings that reflect the small-town character and history of Warrenton. New development and redevelopment that occurs Downtown should be respectful of the context of the existing buildings. Amenities that encourage a safe and comfortable pedestrian experience in Downtown are also crucial elements to promote.

A number of properties are under unified ownership and provide a redevelopment opportunity for the future.



Downtown.

**5 Reinvestment Neighborhood**

This Reinvestment Neighborhood contains some of Warrenton’s most diverse architecture distributed through a neighborhood of older/historical homes. Located in the area surrounding Downtown, the “Old Town” residential district generally extends from the Railroad tracks on the north, 47 Highway on the east, Meyer Street to the south, and Morgan Street to the west. Conservation efforts should be employed to reinforce the distinct attributes of existing structures for any development or redevelopment that occurs in the district. New construction should blend well with structures in the existing neighborhood.

**6 Future Townhouse Infill**

Work to identify housing developers that may be interested in existing sites or available buildings. High- quality standards are essential to develop a strong, high-value rental market for “active seniors”.

See the Recommendations section for additional details.



Reinvestment Neighborhood.

**Priority  
Development  
Area**

**New Interchange  
I-70 & Route MM  
Gateway**



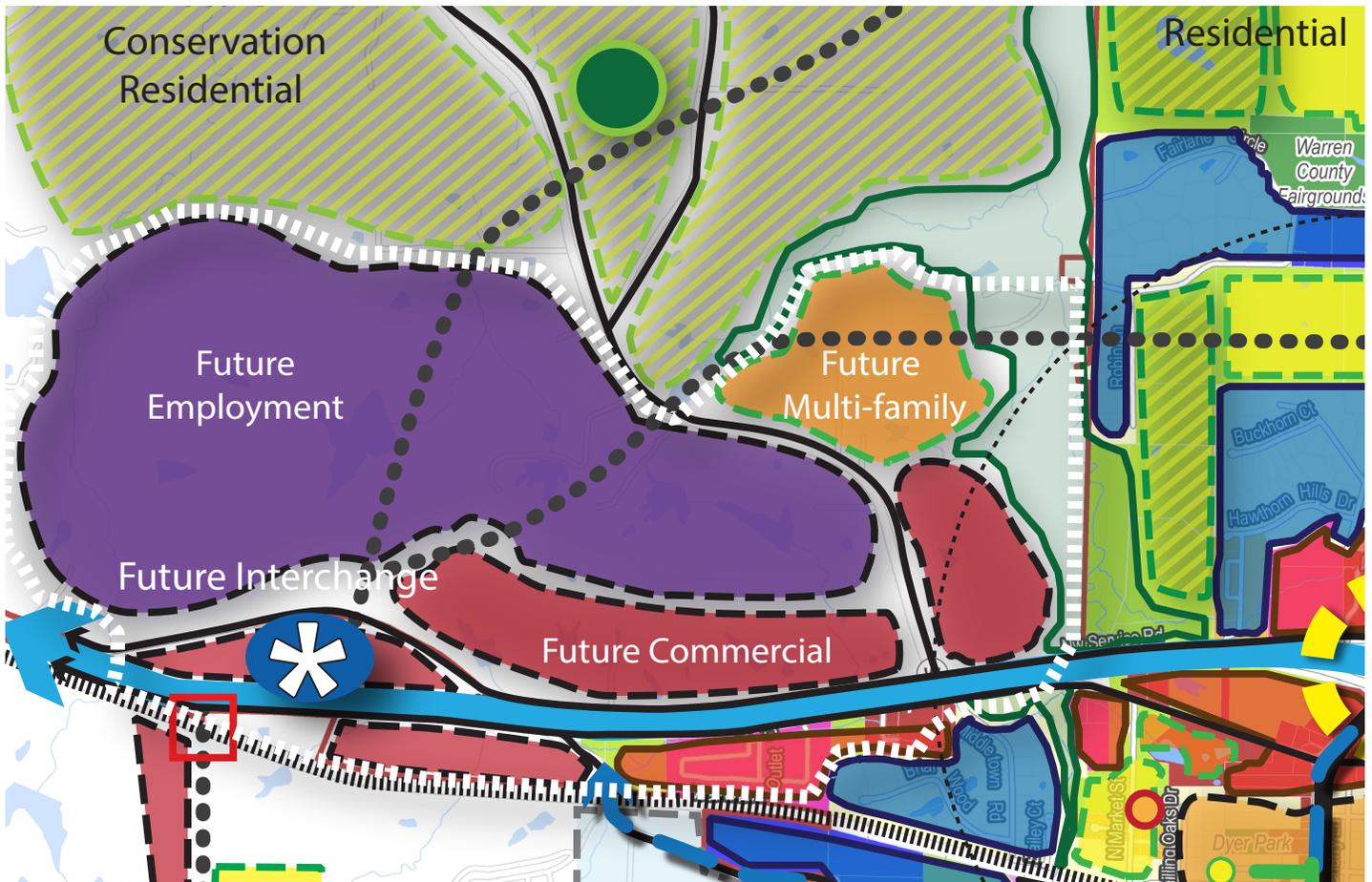
**New Interchange I-70 & Route MM Gateway - Overview**

The proposed interchange at I-70 & Route MM would open up more land for employment and eventually, residential development. It would draw attention to this area's strategic position to develop with intense business uses to serve the larger Warrenton area and help diversify and expand the City's tax base. This area would have excellent access and visibility from I-70, which helps establish its potential as a regional employment center.

The area surrounding the proposed interchange is ideally suited for a mixture of uses which promote job growth and provide employer, resident and visitor amenities including general commercial, light industrial, multi-family residential, and conservation residential. As this area develops, it must be maximized as an employment and revenue generating opportunity. As an area of largely undeveloped land, the area represents a large catalyst site in and of itself.

Just south and east of the proposed interchange lies the former Warrenton Outlet Center, which is currently the largest development in the area. It too is strategically located and benefits from excellent visibility from Interstate 70.

Any development at this future interchange, both north and south, must serve as an attractive gateway in to the community and reflect the desired quality and character.



### Key Recommendations:

1. Development near the proposed interchange should capitalize on exposure to I-70 and serve as an attractive entry to Warrenton.
2. The area should have high development quality resulting in a unified character of development for the area and encourage innovation.
3. Consider an overlay district that enacts design standards to ensure that new development incorporates high-quality uses.
4. This is a large area that will take many years to develop. Warrenton should be mindful of the desires of area property owners, but also consider development costs, feasibility and absorption, being careful to balance long-term potential and current market conditions.
5. Promote the development of the area in a manner consistent with the Future Land Use Map while maintaining flexibility to accommodate proposals that deviate from the Plan. Development should still be consistent with the larger community vision, goals and objectives given the geographic size of the area, the changing conditions of the market, and the key concepts and recommendation of this Plan for the area.
6. New development should provide for internal circulation. Final determination of the location and construction of access points will be evaluated at the time a development plan is proposed to the City of Warrenton as part of its plan review process.
7. Consider preservation and retention of riparian areas in the context of responsible development to serve as natural buffers between land uses and to preserve rural character.
8. Install gateway features including signage and attractive landscaping at off-ramps and key intersections to “announce” entry into Warrenton.

### Area Actions:

1. Initiate annexation of the properties within the priority development areas.
2. Adopt overlay district zoning regulations for the redevelopment areas to ensure that development conforms to the future intent of the area. Such zoning should allow flexibility as to the development type, provided the development character is compatible with the surrounding area.
3. Develop a municipal service plan to establish the timing and means of infrastructure provision to the annexed properties.
4. Coordinate the Community Investment Program (CIP) to provide public facilities and municipal services to the preferred growth areas.



Former Outlet Mall



Former Outlet Mall

## PRIORITY DEVELOPMENT AREA ACTIONS:

### *For All Areas:*

1. Determine the appropriate zoning of the infill development tracts and initiate rezoning as appropriate. Care must be taken to ensure that the neighborhood character is preserved and compatibility with existing uses is observed.
2. Study the infrastructure needs of the infill opportunity sites and prepare a schedule of capital improvements, including the timing and methods of funding the improvements.
3. Consider offering bonuses into the zoning provisions whereby increased height and/or floor area may be achieved for meeting certain prescribed development standards. This may help to make infill development more feasible.
4. In accordance with the Neighborhoods Framework, define areas that warrant redevelopment and designate them as a redevelopment district. Subsequently, prepare a redevelopment plan to determine the type and general form of development, which may serve as a basis for design and implementation.
5. Identify on the Future Land Use Plan the future character of the redevelopment areas. Subsequently, establish the zoning provisions necessary to achieve the intended development outcomes.
6. Review and amend the City's development ordinance to identify and resolve regulatory impediments to infill development and redevelopment. Incorporate standards that are unique and applicable to these sites versus greenfield development sites.
7. Solicit interest among the landowners to partner in establishing individual redevelopment authorities for the purpose of developing a transition plan and the means of financing and implementation.
8. Adopt overlay district zoning regulations for the redevelopment areas to ensure that development conforms to the future intent of the area.

## PRIORITY DEVELOPMENT AREA

### RECOMMENDATIONS:

The appearance of the City is, perhaps, the single most evident glimpse of the effectiveness of the City's development standards. These perceptions of the community are largely driven by the physical environment. For this reason, the quality of development is essential to the community's ongoing and future success. While the City has a number of useful tools in place, the comprehensive planning process naturally triggers re-evaluation of their effectiveness.

**Action:** Comprehensively review and update the Zoning Ordinance and Subdivision Regulations to achieve the community's desired appearance, character and land use preferences. Priority considerations include, but are not limited to:

#### *Zoning Overlay Districts*

One of the most effective plan implementation zoning techniques is overlay districts. An overlay district superimposes certain additional restrictions that modify or supplement the restrictions of the underlying zoning district or districts, in recognition that distinguishing circumstances exist within the area that must be regulated in a manner different from the regulations of the underlying district. A common misunderstanding about the use of overlay districts is that one-size-fits-all, that a model can be pulled off the shelf and adopted to serve as any community's overlay district. While it might be accurate to say that model procedural frameworks do exist, nothing could be farther from the truth when addressing the real implementation aspects of an overlay district. The whole goal behind adoption of an overlay district is to address special and unique circumstances and considerations that affect a specific geographic area differently than other areas of the community. Thus the objective is to identify those circumstances and considerations; articulate a vision for how that particular area should develop over time (while both accommodating and capitalizing on opportunities presented by those considerations); then develop regulations, restrictions and incentives to guide development to effectively realize that vision.

Overlay ordinances are generally composed mainly of design and performance guidelines and standards, and are filled with illustrations and graphics. They are carefully prepared to effectuate the plan for a specific area. In Warrenton's instance, the Comprehensive Plan has created the superstructure of that vision.

The Plan identifies priority development areas that are unique to each location within Warrenton, the idea that one set of regulations and incentives could be prepared to guide development for all of these priority areas is not recommended. Therefore it is recommended that each one of these locations should have its own overlay district with carefully chosen implementation techniques employed to achieve Plan objectives. These recommendations follow:

#### I-70 & Highway 47 Interchange Gateway Area

The I-70 & Highway 47 Interchange Gateway Area comprises the City's largest commercial node including restaurants, hotels, retail stores, offices, and other establishments. This area accounts for a disproportionate amount of the community's tax base and economic viability. Moreover, it serves as the gateway to the Town. In order to maintain this area's viability, infrastructure demands, and to prevent blight and decreased property values, the application of unique regulations is recommended to address this area unlike those of other parts of the Town.

The real estate market has historically shown signs that it will produce development that is dominated by single-function land uses, buildings that are not coordinated with adjacent buildings and isolated from other uses, and circulation systems that do not provide inter-parcel access or serve exclusively the automobile. Absent regulations and guidelines, future development will likely be self-contained, fragmented, compartmentalized without any relationship to a coordinated, pleasing, and sustainable built environment along property lines.



The Area is currently zoned for intense commercial development ranging from C-4 to C-2 and allows for a variety of uses that are not viewed as the highest and best use of this interchange area. The allowed uses for the interchange area should be reviewed and recommendations made as to how to further restrict undesirable uses.

This recommended Overlay District would require new construction (and future re-purposed uses) to develop in a higher quality manner with stricter access management and design standards than standard development projects. Part of this assessment would also be to evaluate the standard zoning designations to ensure the uses and character are compatible with the objectives of this Area. This district is intended to increase the quality of development by applying design and development requirements.

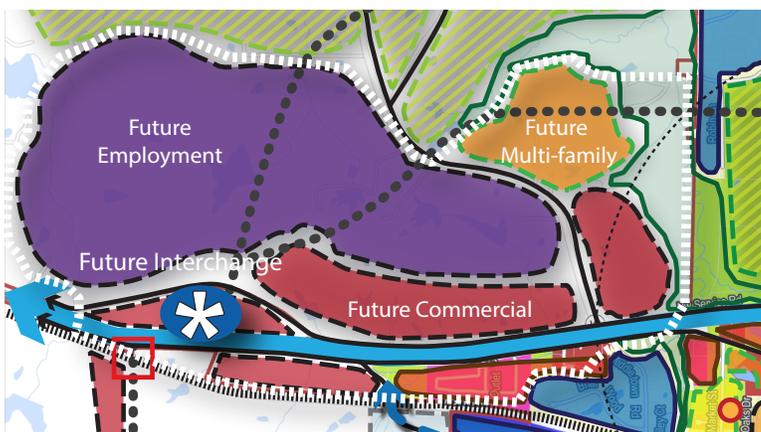
The recommended Overlay District should achieve the following objects:

- The Interchange Area is viewed as a valuable limited resource in the community and as a key symbolic entrance into Warrenton.
- The Interchange Area should be reserved for high quality uses that generate high economic returns for the community. The area should be protected from low quality and low economic benefit uses.
- Desired land uses include employment-intensive uses. Restaurants, hotels, and similar services should be ancillary and subordinate to the employment related uses, and should be designed to be integrated with those uses through coordinated access, compatible signage and landscaping, and high quality site plan and building design.
- Signage should be limited and integrated into an overall site-planning theme. Billboards should be prohibited.
- Special attention should be paid to architectural quality, and overall architectural themes should be developed for any future Area that is targeted for development.
- Traffic circulation and access should be carefully planned and managed so that the Area operates as a coordinated circulation system.

### [New Interchange at I-70 & Route MM Gateway](#)

The proposed interchange at I-70 & Route MM would open up more land for employment and eventually, residential development. As this area develops, it must be maximized as an employment and revenue generating opportunity.

It is the purpose of this Overlay District to provide consistent and coordinated treatment of the properties bordering the future interchange. This is an important interchange to Warrenton from both aesthetic and economic perspectives. The additional purpose of the Overlay is to promote sustainable commercial and industrial development in this area that will serve as an economic driver for Warrenton, providing additional tax base and employment opportunities for residents in and around the community by limiting uses to particular types of business and industry.



This proposed district would require new construction to develop in a high quality manner with strict access management and design standards than standard development projects. Part of this assessment would also be to evaluate the standard zoning designations to ensure the uses and character are compatible with the objectives of this plan.

The recommended Overlay District should achieve the following objects:

- The proposed Interchange Area is viewed as a valuable limited resource in the community and as a key symbolic entrance into Warrenton.
- The proposed Interchange Area should be reserved for commercial and industrial high quality uses that generate high economic returns for the community. The area should be

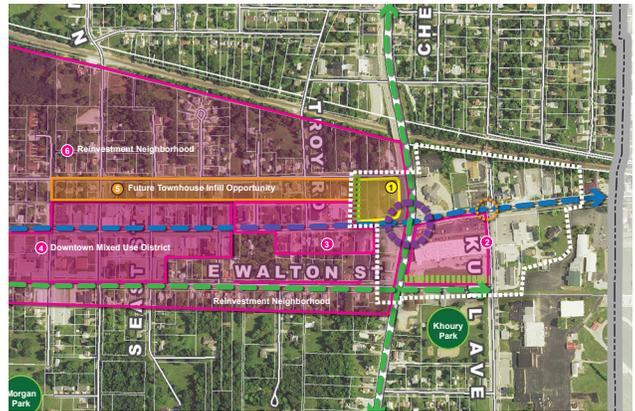
protected from low quality and low economic benefit uses by limiting uses to particular types of business and industry.

- Signage should be limited and integrated into an overall site-planning theme. Billboards should be prohibited.
- Special attention should be paid to architectural quality, and overall architectural themes should be developed for any future Area that is targeted for development.
- Traffic circulation and access should be carefully planned and managed so that the Area operates as a coordinated circulation system.

### Downtown & Booneslick Corridor Gateway

Downtown Warrenton generally comprises a mix of commercial, residential, office and public uses and is the historic heart of the community. While no longer the primary economic engine for Warrenton, the Downtown continues to play an important civic function for the community and was consistently identified as a priority by the community for reinvestment within the Downtown with an emphasis on mixed-use development and reinvestment in the surrounding residential neighborhood.

The Booneslick Road corridor is an important spine that runs through Downtown; links it to the commercial node at 47 Highway and Booneslick Road, and functions as an east-west gateway for Warrenton. As one of the community's first commercial districts, the area's development is characteristic of early suburban commercial corridors which prioritized the automobile over pedestrians, and developed in a piece-meal fashion with little coordination and connection between adjacent uses. Some properties within this corridor are suffering from disinvestment and several key sites are vacant. Parcels in the eastern portion of the corridor are characterized by shallow lot depths and narrow widths, challenging redevelopment potential. Conversely, the western portion of the corridor is characterized by large, vacant parcels.



The district provides the opportunity to develop a new mixed-use district with medium-density houses and a neighborhood-serving retail component.

The recommended Overlay District should achieve the following objects:

- To encourage development and redevelopment of properties within the district in order to achieve a variety of mixed-uses;
- To permit and encourage mixed-use development containing both commercial and residential uses so as to create a pedestrian oriented Area in which people can live, work and play;
- To improve the visual appearance and increase property values within the Area and to implement the objectives of the Plan;
- To enhance the long term economic viability of the Area by encouraging new commercial and residential developments that increase the tax base and provide employment opportunities;
- To provide a balanced distribution of regional, corridor commercial, mixed-use, and neighborhood commercial areas;
- To support infill medium-density housing which has the appropriate location, access, and infrastructure to support such development;
- To allow flexibility in development standards in order to encourage the design of innovative development projects that set high standards for landscaping, green space, urban design, and public amenities;
- To protect existing residential areas from encroachment of uses which are either incompatible or unduly cause adverse impacts on such communities.



Unincorporated Area.

## URBAN GROWTH FRAMEWORK

Maintaining a ready supply of developable land is important for Warrenton’s economic well being; businesses will grow and newcomers will need places to live. However, new development must be planned and phased in a way that reinforces Warrenton’s existing urban fabric, makes efficient use of infrastructure and contributes to the City’s fiscal position.

The purpose of defining an Urban Growth Framework is to identify the long-term view about how City officials view expansion and development of Warrenton. This type of framework informs landowners located in the unincorporated areas surrounding the community, Warren County officials, and officials from nearby communities where future urban development is to be anticipated. The intent is to promote efficient, as well as cost-effective, urban growth by assessing utility extensions and environmental suitability and constraints.

### *Coordination and Cooperation*

Continued growth in the area surrounding the Warrenton city limits suggests that coordination between the various governmental agencies, the MPO, the County, Truesdale, 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 road map for cooperative planning efforts in the area among the various governmental agencies provides a first step towards cooperation, coordination, planning, and implementation. Given the varied and often competing interests of agencies within the 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 land use cooperation.

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

### Boonslick Regional Planning Commission

The Boonslick Regional Planning Commission does not have a future land use plan or similar document. The agency does, however, maintain and distribute considerable information regarding transportation planning and economic development. They also provide valuable assistance in the administration of numerous grants-in-aid programs. Two relevant resources are:

- Comprehensive Economic Development Strategy for Missouri’s Boonslick Region
- Boonslick Regional Transportation Network

### Warren County Master Plan

The Warren County Master Plan, updated in 2011, was created with the general purpose of guiding and accomplishing coordinated development of the county, which will, in accordance with existing and future needs, best promote the general welfare, as well as efficiency and economy in the process of development.



Existing Unincorporated Area.



Warren County Admin. Bldg.

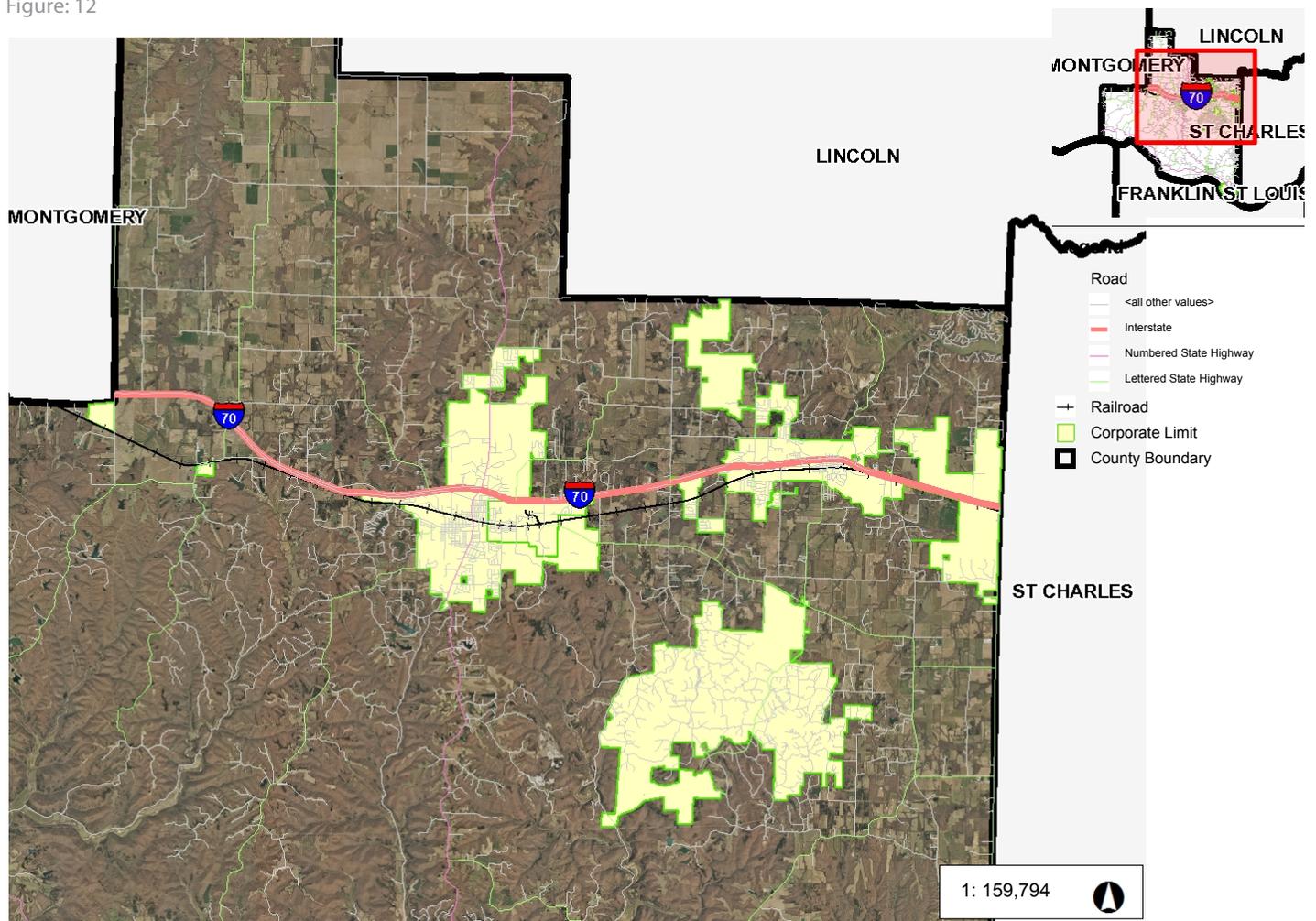
The County through this Master Plan seeks to influence land use development in the public interest by preserving its strengths and implementing the following community objectives:

- Balance individual property rights with community rights;
- Define and preserve a “Sense of Place” in Warren County;
- Accommodate development while implementing new planning policies; and
- Ensure that urban growth occurs in or near the cities, or if in rural areas it pays its own way and creates quality environments.

The County Future Land Use chapter outlines land use principles and a tier system to provide guidance when making rezoning and development decisions. The Land Use Tier was developed to accomplish the goals of the Plan, including: agricultural land preservation, discouraging low-density residential development, and the appropriate expenditure of limited County funds on infrastructure and service improvements.

### Warren County Map (2015)

Figure: 12

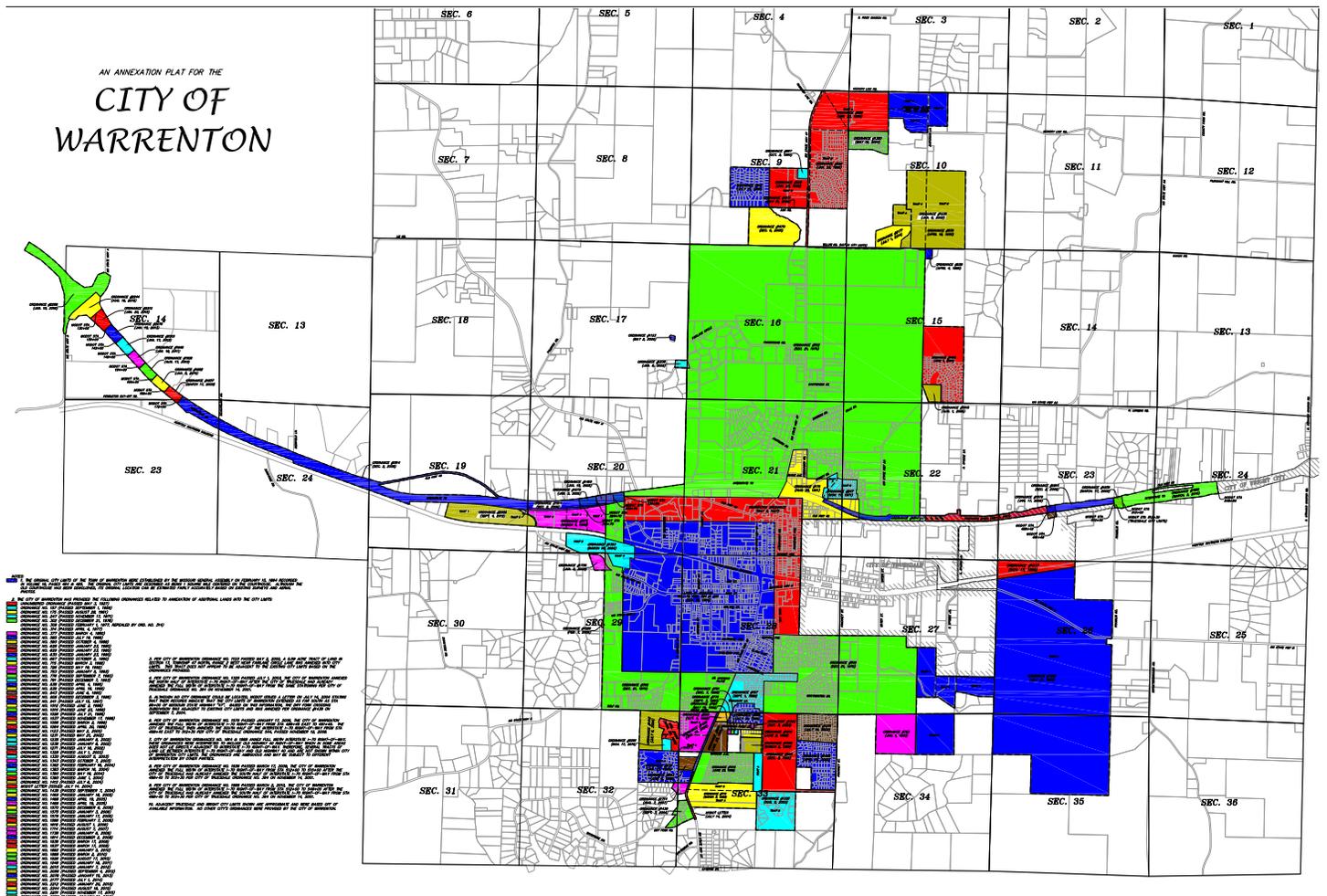


## Warrenton Annexation History

As illustrated in the Annexation History Map below, slow physical expansion followed the 1990's. After adding 2 square miles of land through the 80's and 90's, the rate of physical expansion for the city slowed. Annexation since the last Plan update added only 409 acres. Today, there are approximately 8 square miles, or 4,855 acres, of land within the City. (A current Annexation Map can be viewed at City Hall.) These annexations were necessary to provide for logical growth, to coordinate services, to plan for expansion of the City's urban development and to appropriately ensure influence along I-70 and Highway 47. Over the next 20 years it is anticipated that additional annexation will not only be desirable but absolutely necessary. Future annexations by the City of Warrenton within the City's planning area may include a combination of undeveloped, developing and developed properties.

## Annexation History Map (2016)

Figure: 13



The Plan includes a four part tier system, the Urban Tier is relevant to Warrenton:

- **Urban Tier** - where growth is encouraged at urban densities on lots served by city services or by a community system of shared water and sanitary sewers, built to city standards. They are around established urban areas and along portions of the I-70 corridor at the fringe of the cities, towns, and villages of Warren County. Policies are as follows:
  - **Zoning:** County zoning encourages urban residential density development, as well as commercial and industrial zoning.
  - **Roads:** Paved with a hard surface asphalt or concrete to County standards or the next closest city's standards at a minimum if for non-residential development or if on residential lots smaller than 1-acre. Gravel if for residential development on larger than 1-acre lots, in which case roads must be privately owned and maintained.
  - **Sanitary Sewers:** Provided through a city or community system built to city standards. Individual on-site septic systems allowed for development at rural densities on 3 acre or larger lots only in cases where city services are not provided, planned for, nor may be cost-effectively extended.

The Master Plan further establishes planning policies for planning tiers as well as directions regarding the amended zoning and subdivision orders to be drafted after Master Plan adoption.

Although the County Plan will be updated and amended over time, the City anticipates these important understandings will remain true. To that extent, the City and citizens of Warrenton should continue to actively participate in and coordinate with land use and development planning in and around Warrenton.

## ***Warrenton Annexation Priorities and Expectations***

A challenge facing the future growth of Warrenton is to manage the rural sprawl developing in and around the urban fringe. City officials recognize that these rural, large-lot subdivisions create challenges requiring creative solutions to allow for urban growth, yet balancing the interests of homeowners. From the City's perspective, many of these rural subdivisions illustrate the importance of defining a Urban Growth Framework and protecting the urban fringe from premature development or inappropriate and inefficient land uses.

The amount of vacant developable land surrounding Warrenton for development is many times greater than the forecasted market for development over the next 20 years. Identifying areas with the fewest development obstacles, such as existing infrastructure, sewers, water and roads, and those that currently are not appropriate for development, could guide orderly growth that is both fiscally and environmentally conscious.

### **Priority Areas**

This Plan establishes land use and planning priorities and polices related to future annexation. The **Annexation Priorities Map** identifies anticipated policies for City expansion and annexation into the unincorporated areas around Warrenton.

### **Policy Areas**

- **Near-term Annexation Area** - The City should proceed with near-term to clarify service boundaries, improve logical jurisdiction boundaries or serve logical expansion of near-term growth.
  - **Priority Annexation Area** - These areas are projected for urban or suburban density development consistent with development patterns in Warrenton. In some cases, this development may already exist. If these areas are to develop or redevelop in urban or suburban patterns they should first be annexed.
- 1 Area One:** The construction of the potential Route MM & I-70 Interchange has significant implications for where new development is likely to occur in the Warrenton area. Commercial, industrial, and some residential uses will be drawn to the interchange, which is outside of existing city limits. Warrenton is in a position to maximize development potential by providing infrastructure and services to this area. Development at the

interchange should occur in a coordinated fashion, making efficient use of public infrastructure. While the stated time frame for this plan is 20 years, the annexation area contains large amounts of land that will likely develop over a significantly longer time frame.

**2** Area Two: Residential development North and West of 47 Highway and Ash Road should occur in a coordinated fashion, making efficient use of public infrastructure. The stated time frame for this plan is 20 years.

**3** Area Three: Residential development North and East of 47 Highway and Hickory Lick Road should occur in a coordinated fashion, making efficient use of public infrastructure. The stated time frame for this plan is 20 years.

- **Annexation by Petition Area** - These areas predominantly include long established residential neighborhoods which should only be annexed as a result of voluntary petition by the neighborhood. In many cases residents of these neighborhoods identify with Warrenton and function as members of the Warrenton Community.
- **Urban Reserve Area** - Annexation is not anticipated for these areas. They are not projected to develop in suburban and urban development patterns until well in the future as infrastructure and utilities are available. These areas are generally isolated from necessary services and should not be encouraged to develop in suburban or urban patterns as remote islands served by temporary or rural utility improvements. As utilities are made available to these areas, the City should reevaluate annexation.

### **Annexation Factors for Consideration**

When considering potential annexation of properties into the City, the following factors should be examined:

- Ability to provide or extend major municipal services to the area while maintaining adequate services to current residents. Such services may include, police, public safety services, parks and recreation, streets, stormwater management, building safety, planning and zoning, code enforcement and other basic services.
- Ability for the City to protect undeveloped areas from premature or low-density development which limits logical growth and efficient provision of services.
- Ability to require and manage quality urban development and land uses in a manner consistent with the recommendations of the City's Plan.
- Ability to improve the valuation of the community at-large without creating a financial burden upon current residents.
- Ability to ensure quality development consistent with the existing or desired character of the City.
- Ability to help further any identified goals/ policies/objectives of the City (e.g. provide a broad range of housing/employment options, preserve natural or historic amenities, etc.)
- See also Annexation Issues.

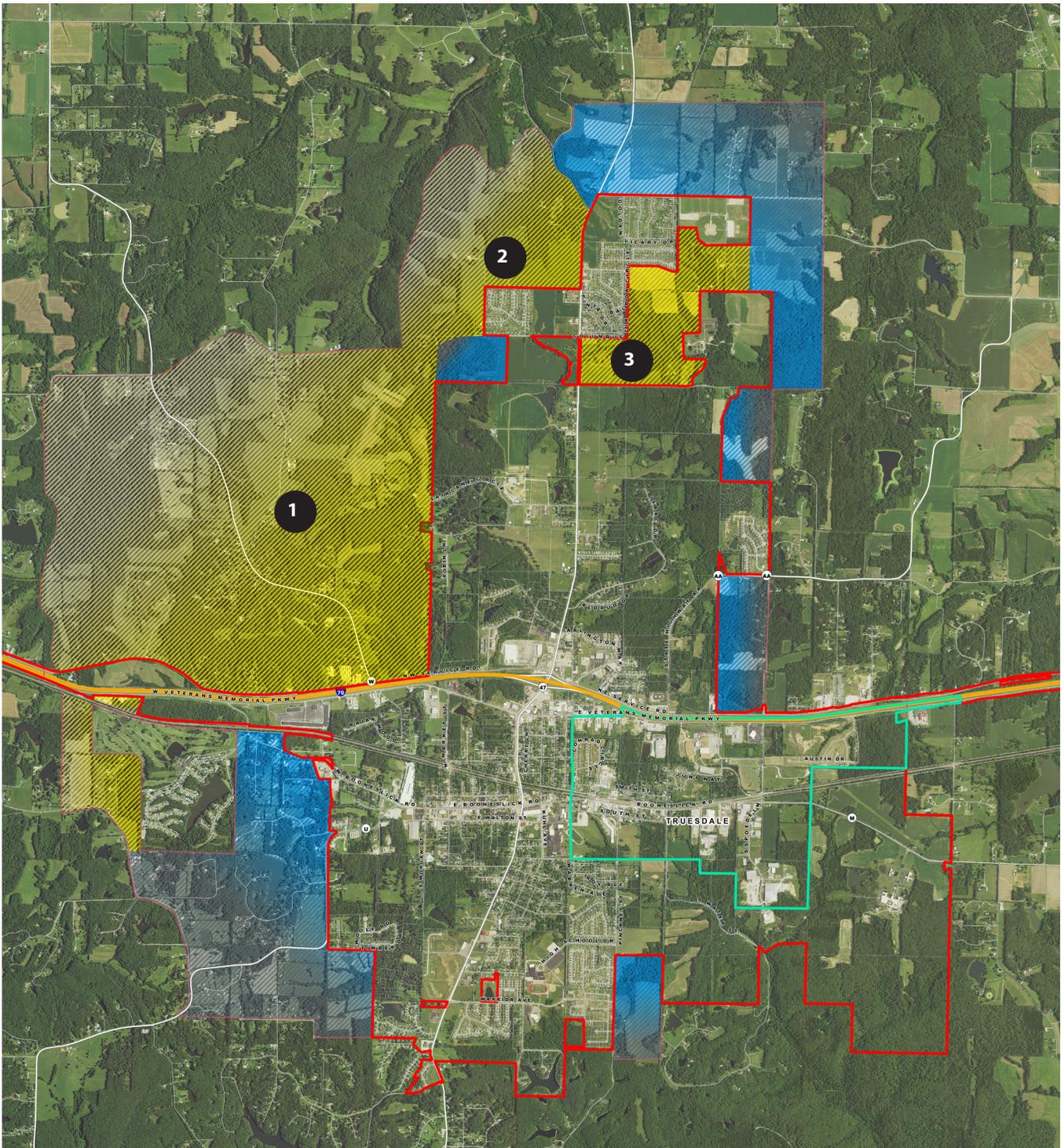
### **Planning Expectations Prior to Annexation**

It is essential for the City, Truesdale, and County to cooperatively carry out the long-term vision and ongoing planning for unincorporated land within the Warrenton planning area. Planning and development management in the County's Urban Tier Area should occur in accordance with the recommendations of the City of Warrenton's Plan, including land use, transportation, and infrastructure recommendations.

The following implementation recommendations will help to ensure proper planning in the unincorporated area until such time that annexation occurs to the City of Warrenton:

# Annexation Priorities Map (2016)

Figure: 14



- |  |                       |  |                        |
|--|-----------------------|--|------------------------|
|  | Warrenton City Limit  |  | Collector              |
|  | Truesdale City Limits |  | Major Collector        |
|  | Urban Growth Boundary |  | Minor Arterial         |
|  | Railroad              |  | County Road            |
|  | Interstate            |  | Numbered Route         |
|  | Local Road            |  | Future Annexation Area |
|  |                       |  | Urban Reserve Area     |

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Miles



Avoid disconnected development patterns

- Adopt an intergovernmental agreement between the City of Warrenton and Warren County to:
  - Manage land use and development decisions in the unincorporated land around Warrenton. The agreement and planning activities should ensure such areas are not prematurely developed with rural low density uses (i.e., residential large lots) before logical annexation and higher intensity development can occur in the City of Warrenton.
  - Require any development in the unincorporated area surrounding Warrenton to construct urban infrastructure (e.g. streets, street lighting, storm water management and municipal water and sanitary sewer utilities to city standards), and include local and collector street connectivity between development areas.
- Jointly prohibit development within environmentally sensitive areas, including areas with slopes over 15% grade, wetlands, within the 100-year floodplain and areas directly adjacent to creeks and streams.
- Conduct a joint City-County Plan and an intergovernmental agreement for the continued development of the I-70 Corridor, including, establishing uniform design standards and criteria, more detailed land use projections and access management standards.

### **Other Planning Expectations Beyond Our Borders**

Decisions made by other jurisdictions beyond the borders of Warrenton will impact the quality of life in Warrenton and the long-term growth opportunities around the City's fringe. It is important for the City of Warrenton to maintain ongoing and proactive coordination and interlocal agreements with Warren County and each surrounding community (e.g., Truesdale, MO, Wright City, MO) and the area service districts and providers.



Warrenton Edge Area

Actions taken by these other jurisdictions related to issues such as land use, infrastructure, stormwater management, and transportation will play a role in Warrenton's ability to provide a sustainable community in the future.

Specifically, Warrenton should maintain interlocal agreements and ongoing planning efforts with other jurisdictions addressing the following:

- Stormwater management and water quality from developments located upstream and within the drainage basins shared with Warrenton.
- Regional highway and arterial / collector roadway improvements, street network expansion and maintenance for streets extending through multiple jurisdictions.
- Opportunities in the future to implement county or regional mass transportation services such as local bus services.
- Preservation of local and regional open spaces and natural resources.
- Future regional trails, bicycle and pedestrian facilities connecting local neighborhoods.

## Annexation Issues

Proper annexation of areas adjacent to cities is often crucial to establishing and maintaining urban order and effective government. Rapid development and population growth frequently occur just outside city boundaries where property is cheaper and zoning laws may be less restrictive. Small and large cities alike are surrounded by “fringe” areas. With the development of fringe communities come the problems that concentrations of people create—increased traffic congestion on inadequate roads, the need for improved police and fire protection, and inadequate land use planning resulting in disorderly growth. Advantages and disadvantages for annexation listed below are offered as a guide for future planning discussions with the County and other governmental agencies.

### Advantages of Annexation:

- Duplication of services can be avoided. Considerable economies can result from the coordination of services.
- A city’s zoning ordinances can be extended to adjacent areas in a logical manner, thus helping to assure orderly growth.
- Annexation gives suburban residents a voice in the government of the larger community in which they live.
- Business, professional, and community leaders who live in the fringe area can have a more direct role in community affairs by being elected or appointed to public office in the city.
- Annexation eliminates the need to form a new city government with its attendant “start-up costs,” or to continue reliance on costly special districts.
- Annexation leads to a unified community and can prevent the fragmentation of local governmental authority among a large number of special districts.
- Political boundaries will, after annexation, more nearly reflect the true and existing sociological, economic, cultural, and physical boundaries of the city.
- Annexation increases a city’s size and population, and in some instances raises its level of political influence, its prestige, and its ability to attract desirable commercial development or grant assistance.
- Annexation can protect, or enhance, a city’s tax base. The increased valuation of the city will result in a greater bonding capacity.
- Annexation may force new industry to develop in the city, and thus create additional jobs, revenues, and commercial opportunities.
- Unified political representation, sound economic development, enhancement of property values, and high service levels at minimum costs can best come from total comprehensive planning that avoids duplication and conflict of authority.
- City and county boundaries can be squared off and made orderly and logical, eliminating a hodgepodge of edges and the resulting confusion as to whether a particular parcel should look to a city or to the county to obtain services.
- Annexation may bring about lower utility rates, since city utility surcharges to unincorporated territory would be lifted. Annexation also often results in lower fire insurance premiums.
- As more improvements and urban utilities are made available, real estate values and marketability may improve.
- Additional services may become available, such as sewer, water, ambulance, transit, and drainage control.

### Disadvantages of Annexation:

- Annexation may be considered unnecessary if the community’s needs, or resources, are limited. It may be unwise if the community is not physically, economically, or socially related to the annexing city.
- Residents outside the city may argue that they chose to build and live there in order to avoid taxes for services they do not want.
- Residents may wish to retain the community’s “rural” character and, for this reason, may oppose annexation as a step toward greater urbanization. There may, for example, be a strong opposition to municipal animal controls—both leash laws and restrictions on large animals.
- The city’s ordinances, regulations, and license requirements may not be appropriate for a particular fringe community.
- There may be distrust of the government and politics of the city to which annexation is proposed.
- The city may not be able to finance the additional services expected by residents of the area proposed for annexation, and land that is annexed to a city may be a financial drain upon it for many years.
- Services may not be available for extension without adversely affecting in-city service levels or without utility rate increases.
- Existing police forces may be overextended, reducing the level of protection to the entire community.
- There may be fear that annexation may lead to a geometric progression of municipal problems. It cannot be presumed that it will be more economical for a city to provide services to a larger area. Extending the service area may cost much more for each unit than the existing per unit cost.
- Since most annexations are very small, annexation does not satisfactorily address community and regional concerns. From a big picture perspective, what is the city gaining?
- Interest in annexation may be limited to a select group of citizens and not shared at the grass roots level.

## Decision-Making

This Plan should generally guide the direction of growth, but at the same time be a dynamic tool that accommodates changes in market demands and style of living. The projections herein do not indicate or imply that proposed development shall have any right to develop at the greatest density possible. Rather, the land uses projected are defined in general terms including anticipated uses and general density ranges.

The Future Land Use map is designed to illustrate a generalized land use pattern. In other words, the Future Land Use map is an idealized picture of how the land use pattern of Warrenton should unfold in the future. Each land use decision must be evaluated against the map, as well as the Plan's goals and policies.

Instances may occur when a land use request (change of zoning) for a specific piece of property does not comply with the proposed land use depicted on the map, but when judged against Plan goals, guiding principles, and land use policies the request is determined to be acceptable. The desired outcome is to allow community leaders and developers the flexibility to respond to changing market demands and conditions. At the same time, the future vision of Warrenton is clearly defined in this section and must not be abandoned for the sake of convenience or expedience that circumvents the future defined in this Plan.

### Example Decision-making Factors:

Ultimately, the character of development in the community will be determined through regulatory approval processes, including zoning, platting and site planning. Example decision-making factors to consider include:

- 1. Zoning, uses and character of the neighborhood:** Factual description of the application area and surrounding property as to existing zoning, land uses, general condition, age of structure, etc.
- 2. Suitability of the subject property for the uses to which it has been restricted:** How is the property currently zoned and what uses are allowed on the property? Are these uses suitable given surrounding zoning and site criteria? Are the current allowed uses the only ones which might be appropriate for this property?
- 3. Extent to which removal of the restrictions will detrimentally affect nearby property:** Can the uses allowed in the requested district be good neighbors to existing development? This is a subjective question. The focus should be on facts, not fears, and should be based on issues that zoning can address (e.g., allowed uses, minimum lot sizes, height, setbacks, traffic, etc.)
- 4. Length of time subject property has remained vacant as zoned:** Factual information, but its importance can be somewhat subjective. A property might be vacant because the current zoning is unsuitable, but there may be other reasons not related to zoning. Some examples might be a glut of available property of the same zoning district, financing problems, speculation, lack of available services or other development problems.
- 5. Relative gain to public health, safety and welfare as compared to the loss in value or the hardship imposed upon the applicant:** The protection of public health, safety and welfare is the basis for zoning. The relationship between the property owner's right to use and obtain value from their property and the City's responsibility to its citizens should be weighed.
- 6. Conformance of the requested change to the adopted or recognized Comprehensive Plan:** Does the request agree with the adopted plan recommendations? If not, is the plan out-of-date or are there mitigating circumstances which speak to the nonconformity?
- 7. Impact of the proposed development on community facilities:** Are water and sewer available for extension? How are roads impacted? Can other community facilities (e.g. police, fire, parks, libraries, schools) handle the increased development? Should be based on factual information referencing standards used to make the determination.
- 8. Opposition or support of neighborhood residents:** This is just one of the factors to be considered and by itself is not sufficient reason to approve or deny a request.
- 9. Recommendation of professional staff:** Should be based on the preceding eight factors, adopted plans and policies, other technical reports (e.g., Capital Improvement Programs, facility master plans, etc.) which speak to the topic and staff's best professional judgment.