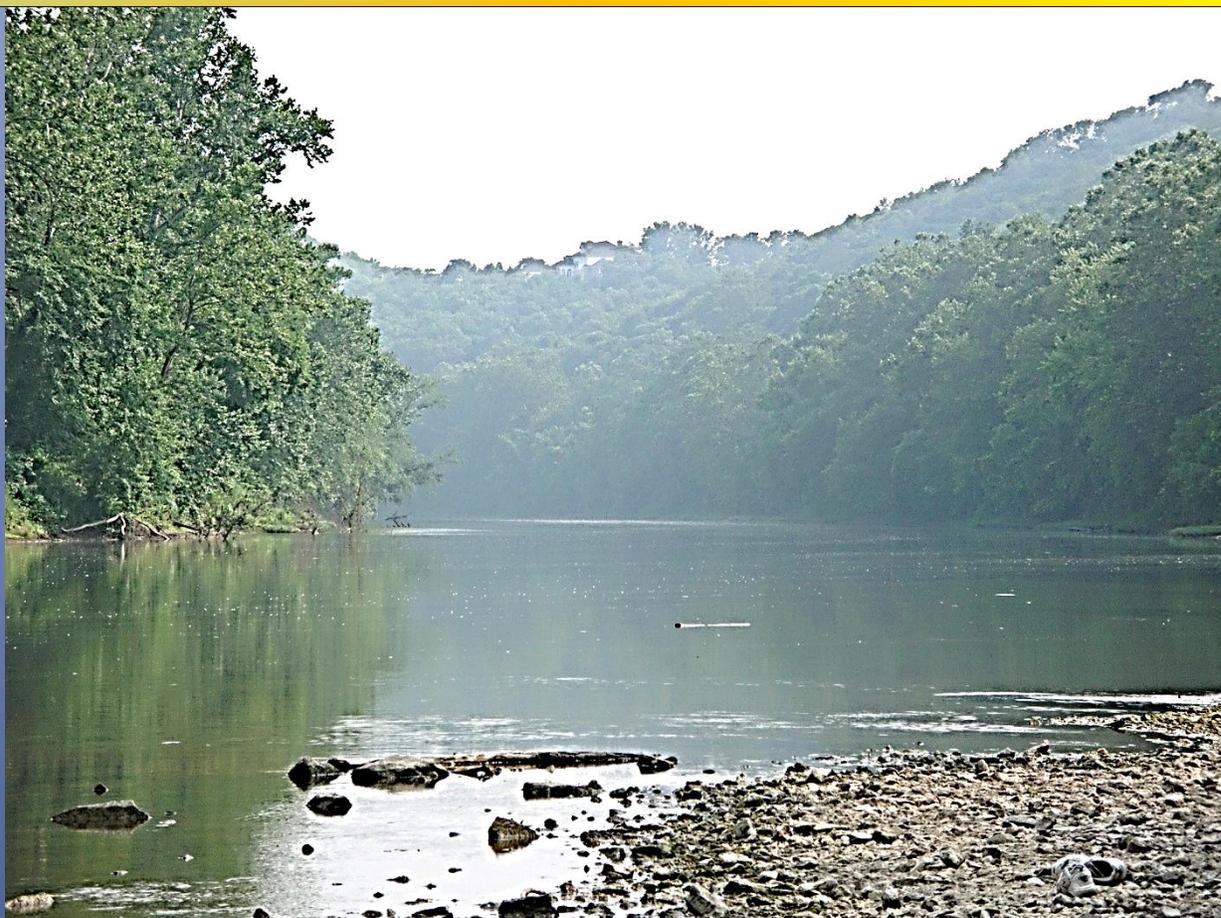


# City of Pacific, Missouri - *Comprehensive Plan Update*



*June 2017*







# ACKNOWLEDGEMENTS

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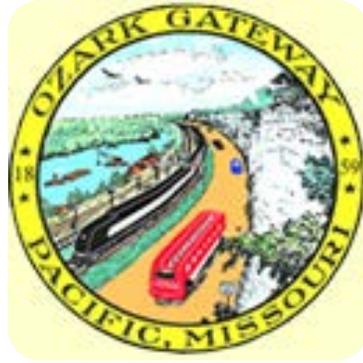




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# City of Pacific, Missouri - *Comprehensive Plan*

## ***EXISTING CONDITIONS*** *June 2017*



## City of Pacific, Missouri Comprehensive Plan Update

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*Chapter 1: Existing Conditions*

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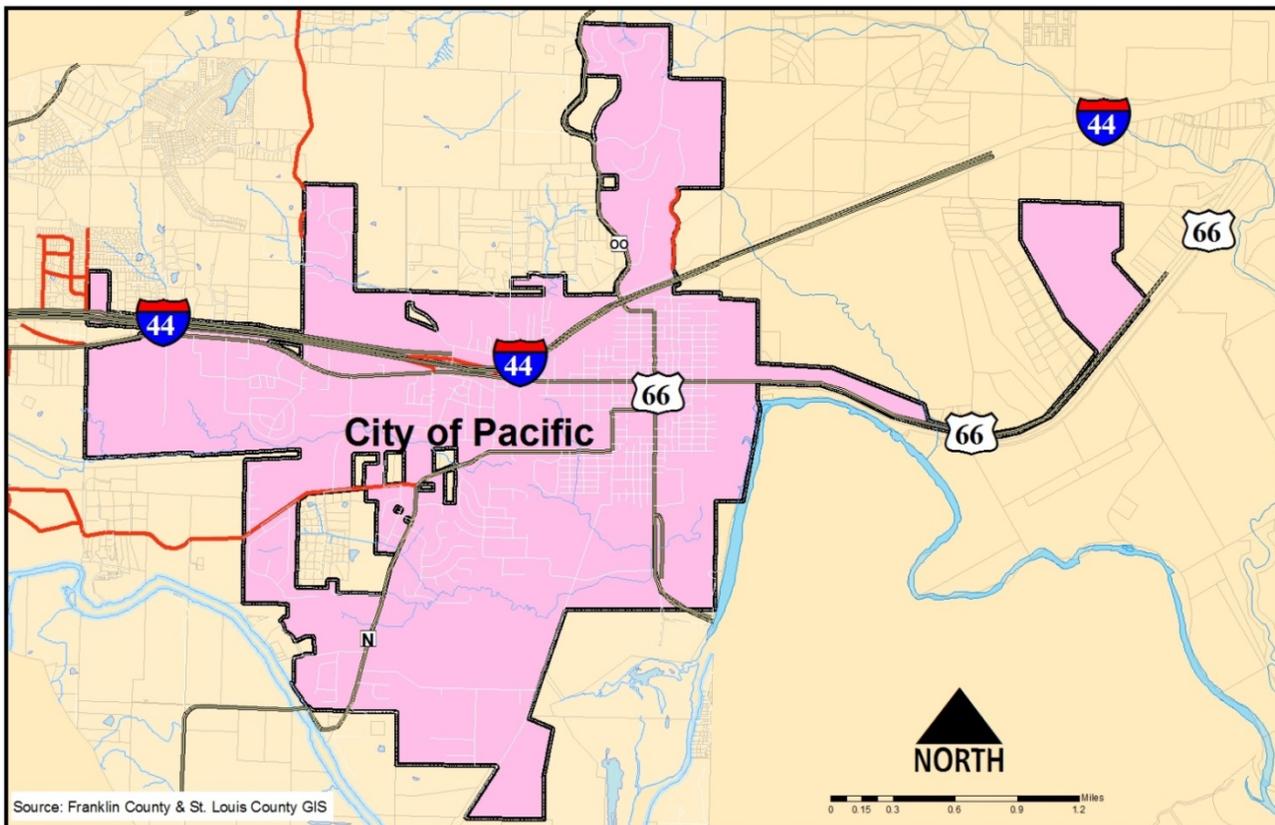
### Chapter 1: Existing Conditions

#### Section 1.01. STUDY AREA

The Comprehensive Plan Update study area includes all land situated within the corporate limits of Pacific and areas identified for future annexation on the Future Land Use Map. The City includes approximately 5.93 square miles and is located directly west of the City of Eureka and five (5) miles east of Gray Summit. The City of St. Louis is approximately 25 miles northeast of Pacific along Interstate 44. Pacific is prominently located along Historic Route 66 where the counties of Franklin, Saint Louis and Jefferson join. The Union Pacific Railroad (formally Missouri Pacific) and the Burlington Northern Railroad (formally St. Louis San Francisco) run through Pacific. The City straddles the Franklin County/St. Louis County line, which lies halfway along the blocks between Elm and Neosho streets. The Meramec River and Pacific Palisades Conservation Area border the City's southeastern limits.

The City falls within the Meramec River watershed which includes Brush Creek and Fox Creek, both of which run through the City of Pacific before dumping into the Meramec River. The Meramec River is the longest free-flowing waterway in Missouri, measuring approximately 220 miles. The area's most recognizable landmark is the bleach white St. Peter Sandstone bluffs that line the north side of Route 66 as it passes through Pacific. Pacific's close connection to outdoor recreation and the back range of the Ozark Mountains has earned the City the nickname "Doorway to the Ozarks".

FIGURE 1.1: STUDY AREA MAP





# City of Pacific, Missouri Comprehensive Plan Update

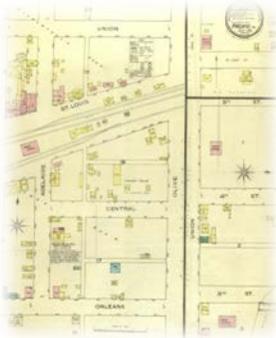
## Chapter 1: Existing Conditions

### Section 1.02.

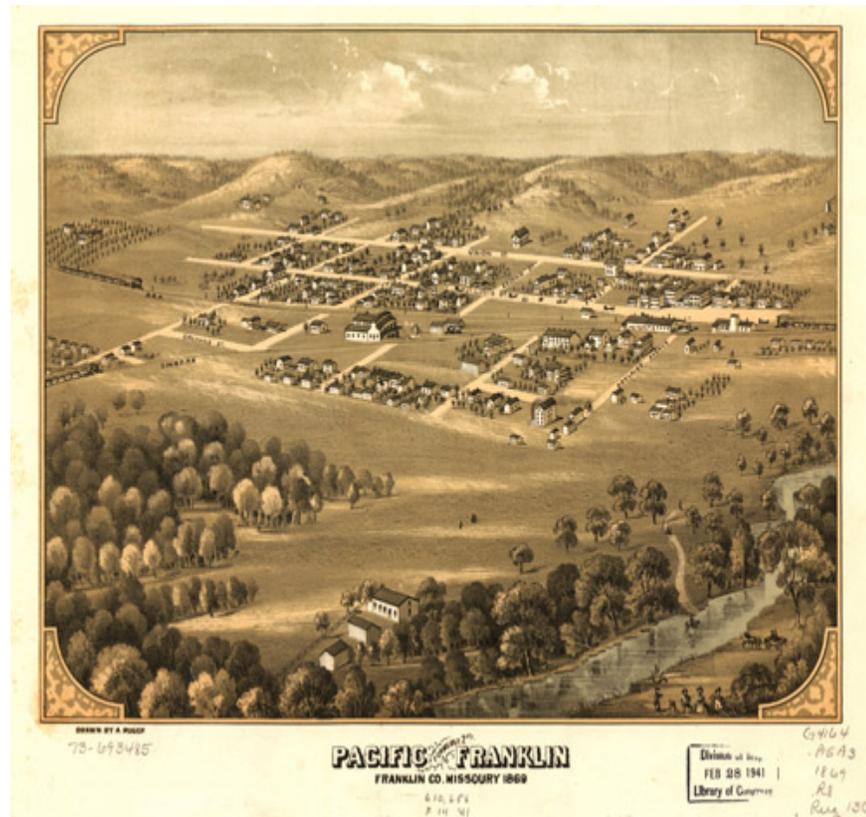
### HISTORY OF PACIFIC



The City of Pacific is located in the counties of St. Louis and Franklin, with the majority of its boundaries being in Franklin County. In 1818, Franklin County was organized and separated from St. Louis County and named after one of America's founding fathers; Benjamin Franklin. With 922 square-miles, Franklin County is the largest geographic area in the St. Louis Metropolitan Service Area (MSA) and one of the largest counties in all of Missouri.



The history of Pacific dates back to 1820, when the first known log cabin was constructed in the area. The area also honors the Native American cultures who first inhabited the area, namely the Osage Indians. The following stages of occupancy and historic milestones helped shape Pacific's growth and development:



Source: Missouri History Museum



## City of Pacific, Missouri Comprehensive Plan Update

### Chapter 1: Existing Conditions

View of Pacific, Missouri- Formally Franklin





## City of Pacific, Missouri Comprehensive Plan Update

### Chapter 1: Existing Conditions

#### Section 1.03.

#### PACIFIC TODAY



The City of Pacific is a 4th Class City with just over 7,000 residents. Official City business is conducted in a newly reconstructed City Hall located at 300 Hoven Street. The City is run by the City Administrator, the Mayor, six (6) member Board of Aldermen and supporting staff. The City currently employs approximately fifty (50) paid employees. Pacific is divided into three wards; each ward has two aldermanic representatives. The City Administrator is appointed by the Board of Aldermen and approved by the Mayor. The City Administrator is the full-time Administrative Officer of the City, responsible for overseeing all daily operations and the municipal staff.

Today, Pacific is home to over 500 businesses as well as public service agencies like the Pacific Police Department, Meramec Valley R-III School District, St. Bridget Catholic Schools, Library and Pacific Fire Department. Some of the largest employers in the City include Aurora Technologies (ATI), Clayton Corporation, Walker Products, Graphic Packaging, Husky Corporation, PLZ Aeroscience and U.S. Silica, to name a few. A wide variety of stores and services are available to area residents. The City has four (4) industrial parks; they include Dailey Industrial Park, Meramec Industrial Park, Integram Industrial Park and Rose Lane. Each industrial park is served with utilities, roads and poised and ready for future expansion. The Pacific public school system, the Meramec Valley R-III School District is an accredited public school system with over 23,000 students. The City also offers parochial and private schools. There are also several churches, Tri-County Senior Center and other civic and cultural organizations and services. The City's primary strengths lie in its central location, stable neighborhoods, excellent schools, reliable work force and philanthropic/volunteer spirit of the community.



## City of Pacific, Missouri Comprehensive Plan Update

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### Chapter 1: Existing Conditions

#### **Section 1.04. COMPREHENSIVE PLAN PURPOSE & INTENT**

A Comprehensive Plan is an official document adopted by the Planning Commission to serve as the legal and conceptual foundation for the City's Zoning Code and direct decisions about the physical development of the community. The purpose of the Comprehensive Plan is to promote the health, safety and welfare of the community. The intent of the comprehensive plan is to serve as a rational land use guide to help direct future land use, zoning, subdivisions and the quality, timing, and intensity of future growth. The Comprehensive Plan should be recognized and utilized as a flexible document to be interpreted within the broad spectrum of land development possibilities and ever-changing conditions. This document addresses the planning elements defined in Missouri Revised Statutes Chapter 89 Section 340, which states:

*“The commission shall make and adopt a city plan for the physical development of the municipality. The city plan, with the accompanying maps, plats, charts and descriptive and explanatory matter, shall show the commission's recommendations for the physical development and uses of land, and may include, among other things, the general location, character and extent of streets and other public ways, grounds, places and spaces; the general location and extent of public utilities and terminals, whether publicly or privately owned, the acceptance, widening, removal, extension, relocation, narrowing, vacation, abandonment or change of use of any of the foregoing; the general character, extent and layout of the replanning of blighted districts and slum areas. The commission may also prepare a zoning plan for the regulation of the height, area, bulk, location and use of private, nonprofit and public structures and premises, and of population density, but the adoption, enforcement and administration of the zoning plan shall conform to the provisions of sections 89.010 to 89.250.”*

The City of Pacific's 2017 Comprehensive Plan reviews and updates Pacific's 1993 Comprehensive Plan. The essential characteristics of the 2017 Plan Update are comprehensive, general, and long range. “Comprehensive” means that the Plan encompasses all geographic parts of the community and all functional elements which influence the physical development of the community. “General” means that the Plan summarizes policies and proposals, but does not necessarily indicate specific parcels or detailed regulations related to future land use and development. “Long range” means the Plan looks beyond the foreground of pressing current issues to the perspective of problems and possibilities 10 years into the future. The City's Zoning Ordinance and Subdivision Regulations are much more specific with regards to regulating land use and are the key legislative tools for implementing the Comprehensive Plan.

#### **Section 1.05. ZONING ORDINANCE**

Zoning is the "legal" tool the City uses to carry out the recommendations of the Comprehensive Plan. The City is granted this regulatory authority by the State Statutes,



## City of Pacific, Missouri Comprehensive Plan Update

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### Chapter 1: Existing Conditions

Chapter 89. Specifically, a zoning ordinance regulates items relative to the use of land, including, but not limited to, height and size of buildings, size of lots, building setbacks and parking. It establishes definitions, standards and procedures for the City's governing body to review and approve specific land developments. There are other ordinances and regulations that supplement the zoning ordinance, such as subdivision regulations, landscaping requirements and sign controls. According to Missouri State Statutes, the purpose of the zoning ordinance is to promote the public health, safety, comfort, morals, and welfare of the community. To increase the legal defensibility of the City's decision-making process, the City's Zoning Code and Comprehensive Plan should be consistent and decisions regarding land use and zoning should be in accordance with the City's Comprehensive Plan and Zoning Regulations.

#### **Section 1.06. SUBDIVISION REGULATIONS**

Subdivision Regulations are another legislative tool used to implement the Comprehensive Plan by guiding the subdivision and development of land. Subdivision Regulations provide coordination of otherwise unrelated plans as well as internal design of individual sites. Subdivision Regulations should be continually reviewed, updated as needed and adopted in response to policy and development changes. The general purposes of the Subdivision Regulations are to:

- *protect and promote the public health, safety, convenience, comfort and general welfare;*
- *guide the future growth and development;*
- *provide for the proper location and width of streets, roads, building lines, open space and recreation and to avoid congestion of population;*
- *protect and conserve the value of land, buildings and improvements and to minimize conflicts among the uses of land and buildings;*
- *establish reasonable standards of design for subdivision in order to further the orderly layout and use of land;*
- *ensure that public facilities, including roads, water, sewer and drainage facilities are adequate to serve the needs of proposed subdivisions.*

Once the Comprehensive Plan is adopted by the Planning Commission, the City should begin the process of updating the Zoning Code and Subdivision Regulations to ensure they are consistent with the Comprehensive Plan Update.

#### **Section 1.07. CITY OF PACIFIC 2017 COMPREHENSIVE PLAN UPDATE OVERVIEW**

To formulate a Plan that accurately reflects the needs of the Pacific Community, the planning team utilized a “values-driven” planning approach to update the City's 1993 Comprehensive Plan. This approach integrated both the traditional “data-driven” and “vision-planning” approaches. A key component of the Comprehensive Plan Update was the development of a customized public participation program designed to identify community values and build consensus. The public engagement program included a mix of focus sessions, town planning meetings, stakeholder interviews, a citizen survey and ongoing meetings with the Planning Commission. The public participation program provided the consultant team first-hand knowledge of the citizens' perspective of Pacific's strengths, weaknesses, opportunities and



## City of Pacific, Missouri Comprehensive Plan Update

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### *Chapter 1: Existing Conditions*

threats (SWOT). The SWOT analysis and findings of the public participation process are summarized in the Critical Issues Report, Chapter 2 and Appendix A.

The final phase of the planning process consisted of the development of citizen-defined goals, objectives and a vision for the future. Once the goals, objectives and vision were accepted in concept by the Planning Commission, the first draft of the Future Land Use Plan and overall Comprehensive Plan Update was prepared and submitted to the Planning Commission for review and comment. Revisions were made as needed and a final draft was prepared and presented to the Planning and Zoning Commission for adoption. Following a public hearing and final amendments, the City of Pacific 2017 Comprehensive Plan Update was presented to the Planning and Zoning Commission for final adoption. The resulting Comprehensive Plan includes the following Chapters:

1. **Existing Conditions:** The Existing Conditions Chapter includes an executive summary of the comprehensive planning process, an abstract of the 2017 Comprehensive Plan Update, history of Pacific, demographic analysis, description of the existing planning environment and development constraints.
2. **Critical Issues:** The Critical Issues report is a summary of the public engagement process and articulates the communities' priorities for the future planning of the City. This section identifies areas of consensus and citizen-defined recommendations that emerged during the public engagement process, interviews with City officials, and general research for the plan.
3. **Goals & Objectives:** The Goals and Objectives Chapter includes goals and objectives for each of the major planning elements identified in the Critical Issues Chapter and provides the focus and direction needed to make land use and policy decisions that reflect the community's values and sense of what constitutes a reasonable quality of life. The goals, objectives and vision for the future provide the framework for the Comprehensive Plan.
4. **Public Services:** The Public Services Analysis includes an inventory and analysis of the public services and facilities provided by the City of Pacific and includes recommendations for future services and capital improvements.
5. **Parks Plan:** The Parks Plan includes an existing condition "baseline" report as well as identifies deficiencies and/or surpluses in the City's parks and recreation facilities. The Plan identifies opportunities, constraints and strategies for implementing plan recommendations. A Future Park Map is included that identifies the City's existing parks, proposed park expansions, locations of recommended new parks and the locations of other proposed park and recreation improvements such as trails, greenways and other desired park and recreation amenities.
6. **Economic Development Analysis:** The Economic Development Analysis evaluates economic development opportunities and challenges facing Pacific. Existing retail and commercial services are evaluated along with statistical census data. The intent of the analysis is to assist in determining the types of commercial and industrial activity that is supportable.

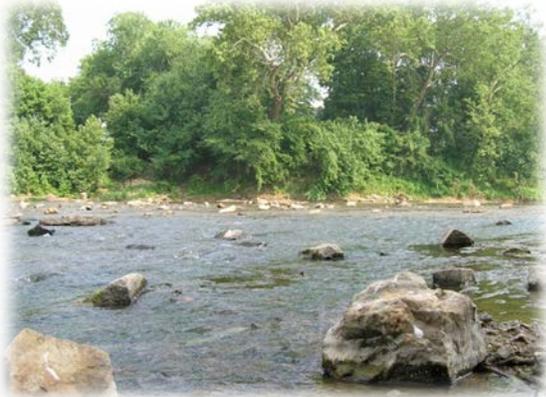


## City of Pacific, Missouri Comprehensive Plan Update

### Chapter 1: Existing Conditions

7. **Flood Hazard Management Plan:** The Flood Hazard Management Plan includes a flood map showing the flood hazard areas, as determined by FEMA and shown on the latest FIRM maps. The plan provides recommendations for preserving riparian areas, restricting development activity in flood hazard areas, managing existing development in flood hazard areas and land use strategies for buyout properties.
8. **Future Land Use Plan:** The Future Land Use Plan reviews current land use and transportation conditions and provides recommendations for future development, annexation, transportation improvements and open space preservation. The Future Land Use Plan illustrates the recommended locations for future land use, including residential, commercial, industrial, recreation and preservation of open space. The Future Land Use Plan is accompanied by a Future Land Use Matrix that provides a description for each future land use category and recommendations for implementation.

### 2017 COMPREHENSIVE PLAN SUMMARY



The local government is the primary body with jurisdiction to implement the Comprehensive Plan and coordinate the overall pattern of physical development of the community. As growth and development occurs, the Comprehensive Plan should be adhered to. The local government should review the Plan periodically and implement the goals and objectives to meet the growing demands of the community. Over time, the 2017 Comprehensive Plan may need to be supplemented with additional, more focused planning studies that address the ever-changing climate of a growing, prospering community. By taking careful steps to create a long-range plan and listening to community feedback, Pacific is taking positive steps to plan, protect investments and to preserve Pacific's rich heritage.



## City of Pacific, Missouri Comprehensive Plan Update

### Chapter 1: Existing Conditions

#### Section 1.08. DEMOGRAPHICS

The current and past socio-economic conditions provide the foundation for the future of Pacific. The socio-economic data evaluated for this Plan includes statewide population trends and the following characteristics; age, housing, workforce, income, employment and median commute time. This section also compares Pacific's demographic data with selected peer cities to provide a more meaningful socio-economic analysis and help differentiate between local, isolated events and regional trends. For the purposes of this Plan, the cities of Eureka and Union were selected as "peer" cities. National, State, St. Louis County and Franklin County demographic characteristics were also included for socio-economic comparisons. An understanding of the regional socio-economic trends and local issues will help the City plan and meet the needs of its resident population and business community. The data for this analysis is from the US Census Bureau's 2010 Decennial Census and the ACS 2012 (American Community Survey) also prepared by the US Census Bureau for the years following the Decennial Census.

#### Section 1.09. POPULATION

The population of the City of Pacific was 7,002 per the 2010 Decennial Census. Over the last two (2) decades, Pacific has grown its population by approximately 2,700 residents, see Table 1.1. However, much of that population growth can be attributed to the City annexing the Missouri Eastern Correctional Center in 2004 which added 1,200 resident inmates to the City's official population. It is important to factor in the influence of the Eastern Correctional Center (which makes up approximately 17% of the population) into all socio-economic findings for Pacific.

The City of Pacific's location, Interstate access, proximity to regional employment centers and good supply of well-built, affordable homes and stable neighborhoods will continue to retain and attract residents. However, future population growth will require ongoing reinvestment in the City's existing neighborhoods, redevelopment, attracting new jobs and proactive economic development activities.

Place	1950	1960	1970	1980	1990	2000	2010
Pacific	1,985	2,795	3,247	4,410	4,350	5,482	7,002
Union	2,917	3,937	5,183	5,506	5,909	7,757	9,684
St. Clair	1,779	2,711	2,978	3,485	3,917	4,390	4,474
Sullivan	2,917	3,937	5,183	5,461	5,551	6,351	7,091
Washington	6,850	7,961	8,499	9,251	10,704	13,243	13,982

Source: US Census Bureau

#### Section 1.10. AGE CHARACTERISTICS

The City of Pacific's population is spread out with 20% under the age of 18 and 80% over the age of 18. The City of Pacific has the lowest percentage of population under the age of 18 among the peer communities. By way of comparison, Eureka had the highest concentration



## City of Pacific, Missouri Comprehensive Plan Update

### Chapter 1: Existing Conditions

of population under 18 with 30.9%. Meanwhile, the City of Pacific had the highest percentage of population over the age of 18 (80%). Eureka had the lowest percentage of population over the age of 18 with 69.1%. Pacific's population over 65 was the same as Union (11.5%). Eureka had the lowest percentage of population over 65 with only 9.6%. By way of comparison, St. Louis County had the highest concentration of persons over 65 with 15%. The percentage of people over the age of 65 was slightly lower in Pacific (11.5%) than the State and the counties of Franklin and St. Louis which were 13.3%, 14.2% and 14.9%, respectively.

The City of Pacific's population has the highest concentration of middle aged adults 20-34 with 25.5%. Pacific led all peer Cities, St. Louis County, Franklin County and the State in the following age cohorts; 20-24, 25-29 and 30-34. Thus, Pacific had the second youngest median age (35.9). Union had the youngest median age (31.9) and St. Louis County had the oldest median age (39.9).

While Pacific had the highest percentage of persons 18 and over, the majority of the City's "adult" population was in the younger over 18 age cohort and between the ages of 20-34. As a result, Pacific has a relatively low median age. The City should be prepared to provide the amenities of an aging, middle-aged population as the City's adult population ages into retirement. Based on the age characteristics of Pacific's population, it is important for the City to offer a wide range of services and amenities required and desired of young families with children as well as maturing, young adults. See Table 1.3 for a summary of Pacific's age characteristics. The following social generations are used in popular culture and referenced in this document:

- **"Baby Boomers / Boomers"**: Generally born after WWII (1946-1964). Over 50
- **"Generation X"**: The generation born after the Boomers (1965 - early 1980s) Age 30-50
- **"Generation Y / Millennials"**: The generation following Gen X. (1979 – 2000) 15-mid 30s
- **"Generation Z"**: The generation born after the Millennial Generation. (2000-present) 0-15

Age Cohort		Pacific	Eureka	Union	Franklin County	St. Louis County	Missouri
Gen Z	Under 5	6.0	7.1	9.2	6.4	5.9	6.5
	5 to 9	5.9	9.2	8.7	6.8	6.3	6.5
Gen Y	10 to 14	5.2	9.1	6.5	7.1	6.8	6.6
	15 to 19	5.9	7.7	6.5	7.0	7.1	7.1
	20 to 24	8.2	3.8	7.2	5.7	6	6.9
Gen X	25 to 29	8.9	4.3	8.5	6.0	6.4	6.7
	30 to 34	8.4	6.1	7.9	5.6	5.8	6.2
	40 to 44	7.4	9.0	5.9	6.9	6.4	6.4



# City of Pacific, Missouri Comprehensive Plan Update

## Chapter 1: Existing Conditions

Baby Boomers	45 to 49	7.6	9.6	6.4	8.3	7.7	7.4
	50 to 54	6.9	7.3	5.9	8.1	7.9	7.4
	55 to 59	5.7	5.5	4.8	6.6	7.0	6.5
	60 to 64	4.4	4.3	4.3	5.6	5.8	5.6
	65 to 69	3.5	3.0	2.9	4.3	4.2	4.3
	75 to 79	2.0	1.6	2.3	2.6	2.8	2.6
	80 to 84	1.6	1.4	1.6	1.8	2.4	2.0
	85 and over	4.4	4.3	4.3	5.6	5.8	5.6
	18 and older	80.0	69.1	71.8	75.3	76.6	76.2
	65 and older	11.5	9.6	11.5	13.8	15	14
	Median Age	35.9	37.1	31.9	39.4	39.9	37.9
X Lowest Percentage X Highest Percentage Source: U.S. Census Bureau, Census 2010							

### Section 1.11. INCOME

Pacific's median household income according to the 2010 Census was \$40,887. The median income for a family was \$59,514. The per capita income for the City was \$24,163. Approximately 10.8% of Pacific's population was living below the poverty level from 2007-2011.

By way of comparison, Eureka had the highest median household income (\$90,469) of the peer cities and Pacific had the lowest median household income (\$40,887). The highest per capita income is found in St. Louis County (\$34,334) and the lowest is found in Union (\$21,118).

To ensure Pacific remains economically viable, community leaders need to continue economic development efforts to bring well-paying salaried jobs with benefits to the City.

	Pacific	Eureka	Union	Franklin County	STL County	Missouri
Per capita income	\$24,163	\$31,458	\$21,632	\$24,118	\$34,334	\$25,371
Median family income	\$59,514	\$101,471	\$57,279	\$60,706	\$75,106	\$59,020
Median household income	\$40,887	\$90,469	\$45,871	\$50,098	\$58,630	\$47,202
Source: 2010 US Census						



## City of Pacific, Missouri Comprehensive Plan Update

### Chapter 1: Existing Conditions

#### Section 1.12. HOUSING

There were 2,744 housing units in the City of Pacific according to the 2010 Census. Of the total housing units, 89.5% were occupied and 10.5% were vacant. Of the occupied homes, 29.2% had children under the age of 18 living with them and 64.4% were married couples living together. Approximately 1/3 or 32.3% of the City's households were non-family households, of which 11.5% were female householder with no husband present and 11.3% were persons over the age of 65. The average household size was 2.45 and the average family size was 3.0, which is among the lowest of the peer communities.

The reduction in household size has been a nationwide trend as baby boomers reach retirement age. The fact the average household size in Pacific is slightly smaller than that of Franklin County (2.57), demonstrates that seniors and baby boomers are comfortable living in Pacific, and further suggests that the housing, crime rate and other quality of life issues are favorable to these individuals.

The City of Pacific has more renter-occupied homes than the peer communities, Franklin and St. Louis County and the State. By way of comparison, the State of Missouri only has 30.5% rental-occupied housing while Pacific has over 40%. There is only 23.1% rental housing in Franklin County. The percentage of Pacific's owner-occupied housing is well below the State, the counties of Franklin and St. Louis and the peer communities of Eureka and Union.

The City's incarcerated population is included in the City's renter-occupied housing, resulting in much higher rental percentages and much lower owner-occupied housing percentages. Excluding the incarcerated population from the City's housing tenure results in a renter-occupied housing rate of 23.1% which is the same as Franklin County. See Table 1.5 for a summary of these findings.

Housing Tenure & Value	Pacific	Eureka	Union	Franklin Cnty.	STL Cnty.	Missouri
Owner-Occupied Housing	59.9%	88.1%	65.8%	76.9%	72.1%	69.5%
Renter-Occupied Housing	40.1%	11.9%	34.2%	23.1%	27.9%	30.5%
Total Vacant Housing Units	9.8%	5.4%	8.5%	10.3%	7.7%	12.9%
Median value of owner-occupied housing units	\$134,800	\$242,000	\$135,300	\$150,300	\$178,800	\$138,900
Avg. home value (2010)	\$146,561	\$249,510	\$131,197	\$184,845	\$234,839	\$169,314

*Source: 2010 US Census*

The median value of housing units in Pacific according to the 2010 census was \$134,800. This is slightly lower than the State average of \$138,900 and below the median home value in Franklin County (\$150,300) and St. Louis County (\$178,800). These findings suggest Pacific offers more affordable housing than Franklin and St. Louis County, which in turn provides more income for other household expenditures for Pacific residents.



**Section 1.13. BUILDING PERMITS**

New single family home construction in Pacific has actually increased in the last few years as did residential and commercial occupancy permits. In 2012, the City had the most new housing permits in the last five years with an average housing cost of \$213,100/home, which is the highest average value of new housing to date. The following year, new single-family home construction increased 50% with the addition of 28 new homes. Table 5.3 provides a summary of building permit and occupancy permits in the City for the last five (5) years.

Permit Type	2008	2009	2010	2011	2012	2013
Single Family	18	15	14	15	19	28
2-Family	5	11	2	5	0	0
Multi-Family	3	5	1	3	0	0
Mobile Home	6	3	9	8	0	1
Commercial Addition	19	16	19	3	9	3
Residential Occupancy	419	404	479	506	600	570
Commercial Occupancy	28	31	25	23	29	28

*Source: City of Pacific*

**Section 1.14. HOUSING AFFORDABILITY**

Housing affordability is a key component of the long-term vitality of a community. Housing affordability is not simply the price one pays for rent or homeowner payments, it is also a function of household income or wealth relative to a housing unit’s price or rent. One basic way to measure housing affordability is to look at how much a household spends on housing costs as a percentage of the total household income. Affordable housing is defined as housing that costs occupants less than 35% of their gross income for gross housing costs, including utility costs. Planners and lenders consider a household that spends 35% or more of its income on housing costs to be financially burdened.

The median mortgage cost and rent in the City of Pacific is lowest among communities surveyed. Eureka and St. Louis County had the highest mortgage and rental rates.

Housing Cost	Pacific	Eureka	Union	Franklin County	STL County	Missouri
Median Mortgage Cost	\$1,175	\$1,881	\$1,238	\$1,211	\$1,455	\$1,224
% of homeowners paying ≥ 35% of income on housing	24.7%	15.8%	27.7%	23.2%	23.1%	21.5%
Median Rent	\$597	\$936	\$679	\$644	\$821	\$693



# City of Pacific, Missouri Comprehensive Plan Update

## Chapter 1: Existing Conditions

% of renters paying $\geq$ 35% of income on housing	43%	24.8%	32.1%	32.9%	40.5%	39.1%
<i>Source: 2010 US Census</i>						

### Section 1.15. COST OF LIVING INDEX

While the City of Pacific has lower personal and household salary levels as compared to National and State averages, the cost of living within the greater Pacific region is also much lower. According to the Missouri Department of Economic Development, MERIC (Missouri Economic Research and Information Center), Missouri had the 11th lowest cost of living in the US, with a composite cost of living of 91 (US = 100). This means, on average, prices in the Missouri are about 91% of what they are at the national level. According to Sterling's, the estimated Cost of Living index in Pacific is 90, ten (10%) percent lower than the U.S average and 1% lower than the State, see Table 1.7.

Index	Pacific	Missouri	National
Cost of Living Index	90	91	100
Food / Groceries Index	93	95	100
Utilities Index	104	98	100

### Section 1.16. EDUCATIONAL ATTAINMENT (AGES 25 & OVER)

Table 1.8 shows the educational attainment of Pacific's population over 25 years of age.

Housing Tenure & Value	Pacific	Eureka	Union	Franklin Cnty.	STL Cnty.	MO
High School Graduate	34.1%	29.3%	31.7%	35.3%	23.2%	32.1%
High School Grad or Higher	81.2%	93.1%	86.4%	88.3%	91.5%	86.8%
Bachelor's Degree	8.4%	26.5%	10.2%	10.4%	23.5%	16.0%
Graduate or Prof, Degree	4.1%	12.7%	5.2%	6.3%	15.8%	9.4%
<i>Source: 2010 US Census</i>						

### Section 1.17. EMPLOYMENT CHARACTERISTICS

The most common occupation among the City of Pacific's workforce is sales and office (26.9%) and management, business, science and arts occupations (25.9%). These two occupations combined make up more than half (52.8%) of all occupations in the City of Pacific. The top three (3) industries in Pacific, in order of percentage of workforce are; construction (21.5%), professional, scientific, and management (17.2%), followed by educational services, health and social services (14.9%). See Table 1.9.



<b>Table 1.10 Occupation Characteristics (2010)</b>		
<b>OCCUPATION</b>	<b>Pacific Workforce</b>	<b>Franklin Cnty Workforce</b>
Management, business, science, and arts occupations	25.9%	27.7%
Service occupations	19.9%	16.2%
Sales and office occupations	26.9%	23.1%
Nat'l resources, construction, and maintenance occupations	10.7%	13.0%
Production, transportation, and material moving occupations	16.7%	20.1%
<b>INDUSTRY</b>		
Civilian employed population 16 years and over	0.2%	1.2%
Agriculture, forestry, fishing and hunting, and mining	7.8%	10.1%
Construction	21.5%	21.2%
Manufacturing	1.3%	2.0%
Wholesale trade	13.1%	11.5%
Retail trade	2.1%	4.9%
Transportation and warehousing, and utilities	2.8%	1.6%
Information	3.6%	4.8%
Finance and insurance, and real estate and rental and leasing	4.5%	7.3%
Professional, scientific, and mgmt., and admin and waste mgmt.	17.2%	19.2%
Educational services, and health care and social assistance	14.9%	8.3%
Arts, entertainment, and recreation and food services	8.1%	5.0%
Other services, except public administration	3.0%	2.9%
Public administration	0.2%	1.2%
<i>Source: 2010 US Census</i>		

**Section 1.18. OCCUPATION & COMMUTING**

Per the US Census, approximately 71% of workers in Pacific work for companies. Meanwhile only 8.2% work for the government and 2.8% are self-employed. The estimated median commute for Pacific's workforce is 24.7 minutes, meaning half the workers in the area have a longer travel time and half spend less time commuting. The median commute time for US workers is 25.2 minutes, while the median commute for Missourians is only 23.1 minutes. Franklin County's workforce has the longest drive to work with a median commute time of 27.1 minutes. The percentage of Pacific's workforce who walk or bike to work (0.8%) is well below the State average (3.3%) and National average (4.6%).

During the public engagement process, residents expressed support for improved bike and pedestrian paths, trails and sidewalks to provide alternatives to vehicular travel. The City can fulfill the residents' desires by continuing to maintain the City's existing sidewalks and trails and promote the installation of new sidewalks, bike lanes, especially when they connect to key destinations such as schools, parks, Historic Downtown and neighborhoods. As fuel and the cost of car ownership increases, the percentage of people willing to walk or bike to work will increase. Additionally, the percentage of people working from home is also predicted to increase. Currently, the percentage of people who work from home in Pacific is less than half the State (4.1%) and National average (4%). The City should encourage home occupations



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that do not interfere with surrounding residential homes and comply with the City's home occupation regulations. Table 1.10 provides a comparison of the data.

<b>OCCUPATION</b>	<b>Pacific's Workforce</b>	<b>Franklin County's Workforce</b>
Population 16 years and over	4,837	79,104
Civilian labor force	70.9%	65.6%
Not in labor force	28.7%	34.4%
Employed	62.9%	60.3%
Unemployed	8.0%	5.2%
Government Workers	8.2%	9.2%
Self-employed	2.8%	5.8%
<b>COMMUTING TO WORK</b>		
Drove alone	78.9%	83%
Carpooled	17.5%	12.2%
Public Transportation	0.5%	0.1%
Walked	0.8%	1.3%
Worked at Home	1.8%	2.9%
Mean travel time to work	24.7 minutes	27.1 minutes
<i>Source: 2010 US Census</i>		

#### **Section 1.19. TRADE AREA PROFILE**

While the City's demographic characteristics are important in determining the level of municipal services and housing needs, a much larger area is typically analyzed by planners and retail experts when looking for new locations for development; one such area is the Metropolitan Statistical Area (MSA). The City of Pacific is part of the St. Louis Metropolitan Statistical Area (SMSA). The SMSA includes the City of St. Louis and the surrounding counties in Missouri (Lincoln, St. Charles, St. Louis, Jefferson, Franklin and Warren) and Illinois (Madison, Jersey, St. Clair, Clinton and Monroe). Per the 2010 census, the St. Louis MSA had a total population of 2.8 million people with 25% residing in Illinois and 75% residing in Missouri. The estimated income for the St. Louis, MO-IL MSA was \$50,900. The defining characteristic of the St. Louis region over the last several decades has been a period of population stability coupled with geographic sprawl.

Planners and retail experts also consider various locational factors such as accessibility, commute, income levels, education and the density and intensity of population (i.e. rooftops). Table 1.11 goes outside the City's jurisdictional boundaries and provides a summary of the 2, 5, 10 and 20-mile trade area profiles for the City of Pacific. The data shows that the City's commercial districts have access to a significant population and a solid income base with relatively inexpensive housing- when looking at the greater Pacific Trade Area. Therefore, the City's trade demographics would support a wide range of retail and commercial service offerings, provided the City's commercial districts were promoted to this greater trade market area and positioned to accommodate a wide range of market driven, destination-type uses that would attract consumers from a greater regional trade area.



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<b>Table 1.12: Pacific Trade Area Demographics (2011 ACS)</b>				
<b>Control Point: Pacific City Hall</b>	<b>2 Mile</b>	<b>5 Miles</b>	<b>10 Miles</b>	<b>20 Miles</b>
Population (2010 Census)	6,516	19,480	74,794	599,795
Median Age	36.7	38.6	39.5	40.2
Under 18 years of age	21.6%	23.6%	26.6%	25.5%
18 years and over	78.4%	76.4%	73.4%	74.5%
65 years and over	13%	11.8%	10.4%	13.1%
<b>Trade Area Income Statistics</b>				
Median Household Income (2010)	\$43,855	\$64,797	\$77,407	\$80,718
Average Household Income (2010)	\$60,502	\$78,610	\$93,423	\$98,615
Median Family Income (2010)	\$60,296	\$79,808	\$88,937	\$95,565
Average Family Income (2010)	\$69,347	\$90,422	\$104,645	\$114,365
Per Capita Income	\$25,144	\$28,685	\$33,286	\$37,266
Persons Below Poverty	10%	7.3%	6.2%	6.2%
<b>Trade Area Workforce Statistics</b>				
Average Travel Time to Work	25 min.	27.4 min.	28.9 min.	25.8 min.
Males full-time workers 2010	2,305	3,424	14,493	121,344
Median Earnings for Males	\$45,086	\$60,486	\$69,874	\$72,898
Females full-time workers 2010	3,576	3,257	10,576	85,702
Median Earnings of Females	\$28,082	\$36,661	\$42,672	\$45,356
High School Graduate or higher	82.2%	87.7%	90.9%	92.9%
Bachelor degree or higher	15%	23.9%	32.8%	41.2%
<b>Trade Area Housing Statistics</b>				
Total Housing Units	2,920	7,531	28,345	238,783
Average Household Size (owner occupied)	2.55	2.68	2.83	2.73
Average Household Size (renter occupied)	2.05	2.35	2.43	2.21
Average Home value	\$151,433	\$229,032	\$268,233	\$276,337
Median home value	\$148,237	\$216,734	\$238,153	\$249,231
Median owner cost (with mortgage)	\$1,253	\$1,588	\$1,667	\$1,738
Median gross rent	\$599	\$667	\$766	\$869
Average Age of Structure (home)	38	30.2	29.9	29.0
Owner Occupied Housing Units	61.6%	76.9%	86.2%	83%
Renter Occupied Housing Units	38.4%	23.1%	13.8%	17%



## DEVELOPMENT CONSTRAINTS

### Section 1.20. HISTORIC SITES

The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources.” While there are numerous criteria for listing, it is required that a property must be at least 50 years old to be eligible for consideration. Currently, there are two listed properties within the study area on the National Register of Historic Places. The City currently has many properties over 50 years old that may qualify if desired.

National Register of Historic Places		
Landmark-	Date Listed	Location
Gustav Grauer Farm	September 6, 1984	N of Pacific, Franklin, County
Red Cedar Inn	April 2, 2003	1047 East Osage, St. Louis County
<i>Source: National Register of Historic Places</i>		

Not listed on the National Register but historic and noteworthy nonetheless are (1) Blackburn Park which was the site of an 1864 Civil War skirmish. It is the St. Louis region's closest Civil War battle site; and (2) Jensen's Point Park which is a Route 66 roadside park built by the Civilian Conservation Corps and dedicated on Memorial Day, 1941 and rededicated (after extensive renovations) 75 years later on Memorial Day 2016.



Blackburn Park



### **Section 1.21. ENVIRONMENTAL FRAMEWORK**

The environment provides the natural and physical context within which land use activities take place. The intent of this plan is to minimize the negative impacts on the environment. This section provides a brief overview of the environmental framework of Pacific and highlights some of the more sensitive environmental elements that should be considered in future development and land use decisions. Flood prone areas and wetlands pose critical development constraints and should be avoided for most future development. Floodplain development and preservation are covered in depth in the Chapter 6 Floodplain Management.

### **Section 1.22. TOPOGRAPHY**

Topography is the natural terrain of an area; its slopes, valleys, hills, and similar landscape features. Topography can be a critical element to development. When severe slopes are developed, they frequently become unstable and create a great deal of erosion. This erosion further destabilizes the slopes and soil that washes off the slope ends up in creeks, streams, and rivers. This degrades water quality and can increase the severity of local flooding.

The State's Phase II Stormwater regulations are an attempt to control these sorts of impacts using Best Management Practices. One such practice can be limiting development to areas without severe slope issues. This plan recommends focusing development where slope erosion can be minimized. Generally, land with a slope of less than five (5) percent is considered moderately sloping and can accommodate most types of development activities. Slopes exceeding 15 percent (15 feet of vertical change per 100 feet of horizontal distance) present a major development constraint and are unsuitable for intensive development. Steep slopes also pose a problem for septic tank filtration systems, causing health and aesthetic problems. Therefore, slope is an important factor to consider when evaluating the relative suitability of vacant land for future development. Steep slope areas are often economically unfeasible due to the high costs to install public infrastructure and expensive construction techniques required. This plan recommends future growth in areas with low to moderate slopes that support more economical development and conventional construction practice. Development of areas containing steep slopes should comply with the City's Hillside District Regulations (Section 400.080) and be limited to single-family dwellings.

### **Section 1.23. Geology**

The physical structure of the underlying surface of Pacific consists of slightly to moderately tilted, older sedimentary rocks. These sedimentary rocks are primarily limestone but also include dolomite, shale, clay shale, and sandstone. Upland areas are covered by loessal soils (soil material deposited by the wind). During and following the glaciers that covered the area, vast quantities of loessal soils were blown out of the floodplains bordering the rivers and spread over the nearby bluffs and hills. The deepest deposits are on the bluffs bordering the floodplains where loess deposits may reach a thickness of 50 feet or more. Further from the bluffs, the loess becomes thinner and occurs only on the tops of ridges. Ridge slopes have lost the deposit of loess through erosion and are covered by glacial till or weathered limestone. Bottomlands consist of alluvial material deposited by larger creeks and the Meramec River. Alluvial material is primarily clay. One problem with this clay material is its lack of permeability, which causes a problem for septic systems.



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Pacific's most prominent visually feature is the bleach white St. Peter Sandstone bluffs along Osage Street (Old Route 66) which have been exposed after centuries of erosion and mining operations. St. Peter Sandstone originated as a sheet of sand in clear, shallow water near the shore of a Paleozoic sea. It consists of fine-to-medium-sized, well-rounded quartz grains with frosted surfaces and relatively uniform in size and shape. It is used for the manufacture of glass, for filter and molding sand, and for abrasives. Its purity is especially important to glassmakers. It is also important as a fracking sand used in oil and gas fracking drilling where loose sand is pumped in a liquid mix under high pressure into a well where the sand grains wedge into and hold open any fractures in the rock, enhancing the extraction of hydrocarbons. The uniform particle size also makes the sand useful for laboratory experiments.

#### **Section 1.24. Soils**

Soil develops because of the weathering of water, wind, and ice on the geology of a location. Soils are often identified by what their capability, limiting attribute, or best use, such as Prime Farmland Soils or Expansive Clay Soils. This latter group of soils can be problematic for development as they tend to swell when wet or frozen and shrink when dry. This shrink and swell movement causes cracks in concrete foundations.

Excessive or steep slopes, such as those located in the Ozark Foothills of Pacific, are a factor in many environmental problems and can significantly increase the vulnerability of land to damage from human activities. The potential for erosion and resulting sedimentation due to clearing vegetation increases as the slope increases. These areas should be avoided or closely monitored and regulated prior to any development. The soils of the lowlands of the Ozark Foothill are very rich in organic materials, such as clay and shale. These organic rich soils allow significant volume changes, causing subsurface movement (shrink and swell) during freeze and thaw cycles. This volume change causes heaving or settlement and subsequent cracking of foundations. The leading cause of foundation heave or settlement is change in soil moisture. The removal of vegetation leads to an increase in soil moisture, while the absence of topographic relief (slope) leads to ponding. To minimize the negative effects of unstable soils, a soil scientist should review the development area to check for the presence of any unstable soils. In the event unstable soils are present, an engineer should be retained to determine what, if any, steep slope construction practices should be followed to minimize any negative after or side effects.

#### **Section 1.25. WETLANDS**

Wetlands are included in the definition of waters of the state, which include "waters of the United States within the state of Missouri". Wetlands perform many valuable functions including decreasing the frequency and severity of flooding, water purification, provide feeding and breeding grounds for aquatic habitat and support vegetation that absorb harmful greenhouse gasses. They also offer diverse recreational opportunities such as hunting, fishing and wildlife observation. However, Missouri has lost over 90 percent of the wetlands that once covered 4.8 million acres of the state's total land area.

This plan recommends preserving and enhancing wetlands in accordance with the Federal and State regulations that mandate "no net loss" of wetlands. If a wetland or portion of a wetland is disturbed or eliminated, replacement of that wetland with a wetland of equal quality



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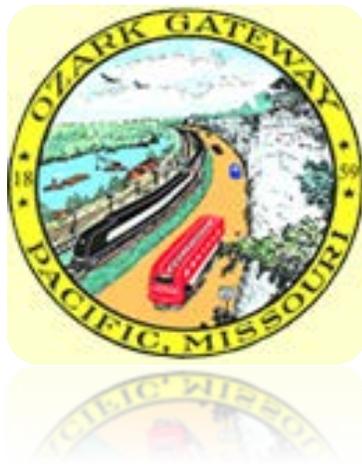
### *Chapter 1: Existing Conditions*

and quantity is required. The major wetland areas in Pacific are along the Meramec River and Brush Creek floodways where development is strictly regulated or prohibited. Development should be prohibited from encroaching upon these wetland areas and any other wetland areas found within the City. The designation of wetlands does not necessarily prevent development, but is an indicator that development will need to be approached in a more sensitive manner. The appropriate state agencies should be contacted prior to any alteration of any wetland area.

#### **Section 1.26. EXISTING CONDITIONS SUMMARY**

Situated on the Meramec River, just a few miles from its confluence with the Bourbeuse and upstream from the Big River, Pacific is in a prominent position to serve as the basecamp to the City's growing population and 1,000's of visitors each month seeking adventure, reconnecting to the area's historical and cultural past or simply looking for a quiet place to settle down. With access to hundreds of miles of floatable, fishable waters, thousands of acres of Ozark forests, natural scenery, authentic historic downtown and several restaurants, bars and parks, Pacific is a great place to live and visit. The following local, State and National parks, conservation areas, outdoor recreation landmarks and destinations are within a short drive from Pacific:

- Six Flags
- St. Peters Sandstone Bluffs
- Shaw Nature Reserve
- Pacific Palisades
- Meramec River
- St. Louis Skeet & Trap
- Purina Farms
- Meramec Greenway
- The Ozark Trail
- Route 66 State Park
- Hidden Valley Ski Resort
- Robertsville State Park
- BIGFOOT 4X4 Inc.
- Jensen's Point Overlook



# City of Pacific, Missouri - *Comprehensive Plan*

## **CRITICAL ISSUES** *June 2017*



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## **CRITICAL ISSUES REPORT**

### **Section 2.1 Public Engagement Summary**

Citizen participation is an essential component in the development of a consensus or common philosophy within a community. Pacific's elected and appointed officials wanted "everyone" to have an opportunity to share their ideas for the future of Pacific. Therefore, the chosen method of obtaining feedback from the community was the use of an on-line survey linked directly to the City's Website and conducting two (2) Town Planning Workshops open to the public. To help promote public engagement, articles were printed in the *Missourian* and the *Current*. The survey and workshops served as a forum for recording, collecting and organizing public input. The goal of the public engagement program was to be informative, comprehensive and inclusive. It utilized local media and professional facilitators to educate the community of the importance of updating the City's Comprehensive Plan and instructed individuals why the City is updating the Plan and how to participate in the comprehensive planning process.

The Comprehensive Plan Survey and Town Planning Workshop Workbooks included a variety of questions designed to empower respondents to be "citizen planners" for the purpose of obtaining their first-hand knowledge and experiences to identify problems and solutions regarding the strengths, weakness, opportunities and threats facing the City of Pacific. The objective was to get a well-informed, diverse cross representation of the community. Thanks to all the residents, non-residents, families, businesses, students, commuters and others who provided input during the comprehensive planning process survey, the City was able to collect over 300 completed surveys and over 50 active participants attended the workshops.

The information gathered during the public engagement process was used in the development of the Comprehensive Plan Update which will help direct decisions that affect the lives and community of each individual who participated in the public engagement process.

### **Section 2.2 Critical Issues - Understanding the Community's Values**

The following is an overview of the issues raised during the public engagement process. This information identifies the values shared by the community and was used to develop the community's vision for the future. The values and vision derived from the planning process was also used in the formation of the goals, objectives and implementation strategies of the plan. The information gathered during the public participation portion of the plan is broken down, in no particular order, into the following seven (7) planning elements:

1. Economic Development
2. Quality of Life
3. Parks & Recreation
4. Housing and Neighborhood Stabilization
5. Transportation
6. Community Services
7. Annexation & Future Land Use

An overview of each planning element is provided in the following Sections. The critical issues, as defined by the comments of respondents and stakeholders, are included in this report. These comments include actual quotes or paraphrasing of the main issues raised during the public



engagement process, and do not necessarily represent the position or opinions of the City or the consultant, who collaborated in the preparation of this Plan.

### Section 2.3 Economic Development

The public engagement process helped gain an understanding of where people shop and what businesses they would like to see in the city. According to all interview subjects and survey respondents, the City does not offer an adequate selection of retail, entertainment, commercial services, pharmacy and hospitality businesses. As a result, “seepage” (the outflow of retail dollars to outlying cities and commercial districts) is the top concern. There is a consensus that Pacific residents spend too much money patronizing businesses located outside the City and time/fuel getting to those marketplaces. This is “*not by choice, but out of necessity*”, according to those surveyed, and the leading concern identified during the public engagement process.

Stakeholders and survey takers were asked to rate the top issues or threats facing the City of Pacific over the next 10-20 years. The top three (3) issues of most concern fall under the “Economic Development” planning element. The highest rated concern among survey respondents was “*economic development*”, which had an average rating of 4.34 out of 5 (five being most concerned). Over 55% (173) of the respondents rated economic development a 5 (major concern). The next highest rated concern facing the City was “*access to quality shopping and dining*”, with an average rating of 4.30 and a total of 166 five (5) (most concern) ratings. The third highest rated concern was “*unemployment/job creation*”. In summary, economic development and the recruitment of quality retail, services, restaurants and jobs are important issues that must be addressed.

#### **Top Economic Development Assets (strengths):**

“*Highway access & visibility*” was the highest rated community asset with an average rating of 3.84 out of 5, (5 being most valuable asset). “*Location*” was the second highest rated asset with an average rating of 3.75. These are also the leading factors site selectors consider when looking for new commercial sites. Pacific is closer to downtown St. Louis than Mid-Rivers Mall and the I-44 Corridor represents a potential untapped money pipeline.

Among the lowest rated assets was “*Commercial & Retail Establishments*” with a rating of 3.02 out of 5. When asked if “*Pacific is a great place to start a business*”, respondents rated Pacific less than satisfactory with an average rating of 2.56 out of 5 (5 being excellent). According to stakeholders and respondents, the City should focus business recruitment efforts on businesses that provide quality services and products. In summary, retail shortages and economic development are the top critical issues as defined by survey respondents and stakeholders. Pacific is desperately in need of more quality shopping, entertainment and other businesses that keep Pacific money in Pacific. More local businesses are needed to retain resident’s money, generate revenue and create jobs.

### Section 2.4 Quality of Life

Most respondents believe that the City of Pacific is a good place to live and raise a family. Sixty-two percent (62%) of respondents believe Pacific should assist cleaning-up derelict properties. When asked where the City should concentrate clean-up efforts, the most common response was “*everywhere*”. However, special consideration should be given to areas that are highly visible, such as along a major thoroughfare or within a major gateway into the City. A major complaint among participants of the public engagement effort was “junk” stored in the yards of residential



areas. While respondents agree the City should offer assistance, they also believe the City should impose deadlines and fines for non-compliance and encourage homeowners to clean up their own properties. The City needs to fine homeowners who do not keep up their yards, otherwise the problem spreads. One respondent opined, *“There is no incentive to clean up your property when your neighbors’ is overgrown and littered with junk.”*

Schools were one of the top rated assets according to stakeholders and respondents with a rating of 3.72 out of 5 (5 being most valuable). Pacific’s *“Small town atmosphere”* was also one of the community’s top rated assets with a rating of 3.66. Other top rated assets include the *“Meramec River / Scenic Vistas”* and *“Heritage (railroad, Route 66, etc.)”* which are highly valued assets with ratings of 3.58 and 3.57 respectively. The *“Resident Population”* was also a highly rated asset with an average rating of 3.50. Respondents rated Pacific on a scale of 1-5 (5 being strongly agree) based on the following statements as follows:

- When asked if ***“Pacific is a great place to live”*** respondents rated Pacific a 3.35.
- When asked if ***“Pacific is a great place to raise children”*** respondents rated Pacific 3.21.
- When asked if ***“Pacific is a great place to retire”***, respondents rated Pacific 2.90.
- When asked if ***“Pacific is a great place to visit”*** respondents rated Pacific a 2.42 out of 5. Overall, respondents agree that Pacific is a great place to live and raise children.

### Section 2.5 Parks & Recreation

Parks and recreation was rated just behind *“economic development”*, *“access to quality retail”* and *“unemployment”* as a top concern. The *“supply of parks and recreation for all ages”* was rated 3.91 out of 5 (5 being most concerned). By way of comparison, *“economic development”*, *“access to quality retail and unemployment”* received an average rating of 4.34, 4.30 and 4.08 respectively.

Survey respondents were asked to rate the level of importance and quality of City services and facilities. The level of importance of the City’s parks received a favorable average rating of 3.86 out of 5, placing parks slightly behind fire, police and public works, which received an average rating of 4.39, 4.13 and 4.12 respectively. The quality of the City’s parks and recreation programs received a slightly lower average rating of 3.19 out of 5 (5 being excellent) rating them slightly above average.

The survey included a series of *“Personal Preference”* questions that asked respondents to rate whether they agree or disagree with a list of statements. The ratings ranged from 1 *“strongly disagree”* to 5 *“strongly agree”*. The responses to the statement ***“I am happy with the City’s parks and recreation programs”***, received an average rating of 2.97, resulting in a less than satisfactory response to the City’s parks and recreation programs. However, when asked if the City should have more parks, walking areas, sidewalks, bike paths or sufficient recreation programs for seniors, the respondents and stakeholders were split, slightly leaning toward the desire to have more parks, bike paths and recreational areas. When asked to ***“support a tax or bond to fund park/rec improvements”*** 55% of respondents answered *“Yes”*. By way of comparison, only 33% of respondents said they would support a tax or bond issue to fund street improvements.



Overall, the City's parks and recreation system received high marks during the public engagement process. The community is optimistic about the future of Pacific's Parks and recreational amenities provided the City commit adequate revenue and staffing to the proper maintenance, management and ongoing improvements.

The community believes a comprehensive trail system would be a desirable amenity. There is a consensus that providing the community with more recreational activities would make Pacific a more attractive place to live and visit. The community values continued maintenance and improvement of the City's parks. Respondents believe that investing in the City's parks will also attract businesses and residents; therefore investing in parks and recreation is necessary and directly tied to economic development. Summed up best by one respondent, *"recreational opportunities must be expanded and improved upon so people want to live here and take pride in the community. Do that and more people will come prompting more businesses to come."*

### Section 2.6 Housing and Neighborhood Stability

The City of Pacific's housing stock has a great impact on the city's future economic and social conditions.

Stakeholders and respondents also believe that the City's housing stock needs to be diversified. The City should encourage the development of a range of housing types to provide homes for first time homebuyers, growing families, singles, CEO's and seniors. This may include low-maintenance housing types such as condominiums, lofts and villas in addition to well-constructed detached single-family homes. While the community recognizes the need to diversify the City's existing single-family neighborhoods, existing neighborhoods must be protected and preserved from development pressures that may otherwise negatively impact property values, neighborhood character or other quality of life issues. Respondents would like to see *"nice townhouses, apartments and "joined housing" that would attract retirees who want a nice place to live without a lot of maintenance while avoiding government subsidized apartments or homes"*. Neighborhood stability and future residential growth ties directly back to economic development and business recruitment. According to stakeholders and respondents, *"once we have places to shop and things to do, more people will want to live and grow roots in Pacific"*.

### Section 2.7 Transportation

The top two (2) rated community assets according to survey respondents fall under the transportation planning element. They include *"Highway Access & Visibility"*, which was the highest rated community asset with an average 3.84 rating out of 5 (5 being the highest) and *"Location"* which had the second highest average rating of 3.75 out of 5.

Overall, the City's transportation is serving the area well. Of all the potential community concerns or threats evaluated during the public engagement process, *"transportation circulation or congestion"* was the 3<sup>rd</sup> lowest rated concern, meaning transportation is of little concern or a threat among survey respondents. Another finding that suggests the City's transportation system is serving the area well is that only 26% of the respondents believe traffic congestion is a problem. The Citizen Survey provided the following additional transportation information:

- The majority (71%) of respondents believe Pacific has adequate street lighting.
- The majority (52%) of respondents believe Pacific should have more sidewalks and bike paths.



- The majority (77%) of respondents would not support a tax or bond to fund street improvements.

### Section 2.8 Community Services

Citizens and stakeholders who participated in the public engagement activities are generally satisfied with the community services, including police & fire protection, code enforcement, public works, schools, parks and recreation. When asked if they were pleased with the City's public services, 79% of respondents replied in the affirmative. The City provides a wide range of services, many at no direct cost to the residents.

Quality neighborhoods, good schools and low crime were all noted as characteristics that make Pacific a great place to live and raise a family. The convenient location, quality school district and small town atmosphere are the leading reasons people choose to live in Pacific.

### Section 2.9 Future Land Use

Respondents and stakeholders strongly agree with the statement "*Pacific should grow in size and population*" with an average rating of 3.86 out of 5 (5 being strongly agree). One hundred and twelve (112) respondents selected 5-"strongly agree" to aforementioned statement in italics, making it the most strongly supported statement of the *agree/disagree* statements in the survey. The participants support the annexation of adjacent unincorporated areas to the east and west of the current City limits. In particular, respondents and stakeholders believe the Gray Summit area would be highly desirable for future development and preservation. Properties along Osage and I-44 that are already cleared or undeveloped were identified as opportunity areas for new commercial development. The prospect of trails, river access and a greenway along the Meramec River is highly anticipated. All participants were asked to identify concepts, development types and land uses that would have the most positive impact on Pacific. The following is a summary of the findings:

- Family-oriented entertainment and educational facilities.
- Stores and activities that cater to families (ice rink, theatre, more ball fields, bowling alley and hockey rink were specifically mentioned).
- Specialty food stores such as a Whole Foods Market or Trader Joe's.
- Better dissemination of information. Offer new residents a packet of information on all facilities, activities and important contact information.
- Redevelop and update "Downtown Pacific" (keep the businesses but update the buildings).
- Preserve open space and scenic vistas.

The City's existing commercial districts and the Interstate 44 Corridor, particularly at off-ramp locations, should be targeted for future retail and service-sector growth. In addition to serving safe Interstate ingress and egress, future public and private investments at ramp locations should also create aesthetically pleasing gateways or first impressions of the City and offer conveniences and services to both interstate travelers and the local community. These locations offer some of the best opportunities to attract new development; therefore, they must be reserved as such.



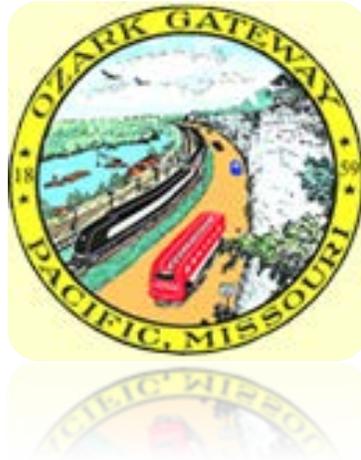
## City of Pacific, Missouri Comprehensive Plan Update

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### *Chapter 2: Critical Issues*

Respondents and stakeholders agree that east-west residential and commercial/industrial growth/annexation is needed to attract and support new retail activity, which in turn, is seen as a means to increase the City's revenues and create jobs. These revenues are necessary to ensure the City's budget remains stable for the long-term and enable the City to provide the level of services needed to support a growing population. Retail and service-sector expansion also addresses the community's top critical issue of providing better retail selection and better position Pacific as a retail destination.

Respondents and stakeholders want Pacific to grow in size and population and do not view annexation as a threat. In fact, "annexation" was the lowest rated concern or threat according to the Comprehensive Plan Citizen Survey, with an average rating of 2.77, with 5 being a major concern/threat.



# City of Pacific, Missouri - *Comprehensive Plan*

## **VISION, GOALS & OBJECTIVES** *June 2017*



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## Vision, Goals and Objectives

### Section 3.1 Top Priorities

The public participation process used in the development of the 2017 Comprehensive Plan helped identify the core values and critical issues facing the City of Pacific. The top priorities as identified throughout the public engagement process according to residents and stakeholders are summarized below:

#### 1. GROW OUR ECONOMY

- **Increase the Confidence to Invest in Commercial Revitalization & Recruitment.** Promote adaptive reuse, restorative development and redevelopment of the City's existing commercial areas. Pacific's commercial areas, including downtown, are not being utilized to their fullest potential.
- **Promote Economic Development.** More focus is needed on the expansion and recruitment of more retail and commercial businesses and the retention and recruitment of first-class restaurants, retailers and other supporting businesses that are family-oriented.

#### 2. BECOME AN ACTIVE, CONNECTED COMMUNITY OF CHOICE

- **Increase the Confidence to Invest in Active Lifestyles.** The ongoing maintenance, repair and installation of lighting, landscaping, new or replacement sidewalks and a regional trail and greenway system is needed, and supported by the community, to encourage walking, biking and promote healthy lifestyles.
- **Provide more "things to do"** by attracting retail and entertainment uses and enhancing our parks and recreation system.
- **Annex to Gray Summit** to protect and preserve Shaw Nature Reserve, create a greenway along Brush Creek and provide much needed land for industrial, commercial and residential growth.

#### 3. STRENGTHEN OUR CORE

- **Increase the Confidence to Invest in Pacific's Neighborhoods, Parks and Schools.** The community must continue to invest in housing, the school system, parks and recreation. Stricter, more consistent enforcement of ordinances is recommended to improve property maintenance as well as incentives or recognition for beautification projects, most improved neighborhood block and other compliance successes.
- **Work together.** Improve communication and cooperation among the City's decision-makers, organizations, businesses leaders and citizens.



### **Section 3.2 Pacific's Vision for the Future**

The purpose of the public engagement process was to identify the values of the community and articulate a citizen-defined vision statement to direct future growth, development, recreation and preservation decisions. Accordingly, the following "vision statement" represents a distillation of the community input received:

**"Support the momentum generated by local businesses and promote positive economic growth by increasing the confidence to invest in Pacific's neighborhoods, parks and commercial districts."**

The public engagement findings confirmed that many issues and concerns are economic related. However, the City's economic conditions were not caused by isolated, local events, trends or forces; they are the result of regional and national trends. The events leading up to, during and after the last two (2) recessions, (the "Early 2000s Recession and "Great Recession") have influenced the current state of the economy. "Recovery" from these recessions has been very slow. Therefore, expectations for the implementation of this Plan should be realistic given the current economic conditions. Goals that are unattainable or unrealistic should be avoided and community development expectations should be communicated and managed closely. The City should work toward the implementation of this vision through incremental, strategic actions and daily decision-making.

### **Section 3.3 Comprehensive Plan Goals**

The demographic and socio-economic trends presented in Chapter 1 "Existing Conditions" provided background factors that influenced the development of goals and objectives. The goals, objectives and implementation strategies presented in the following Sections also respond to the critical issues raised during the Citizen Survey, Town Hall Meetings, interviews with stakeholders and the conditions observed and researched during the formation of this plan. The goals and objectives are intended to assist public officials in guiding their decisions relating to services, land use development, and neighborhood preservation. Obtaining these goals will require the coordination and leadership of all levels and forms of government, both internal and external to the City, plus strong support from community groups and private enterprise. The goals and objectives have been broken down, in no particular order, into the following six (6) planning elements:

1. Business Stability / Economic Development
2. Quality of Life
3. Parks & Recreation
4. Community Services & Public Facilities
5. Public Infrastructure & Roads
6. Future Use

### **Section 3.4 Goals & Objectives Overview**

The goals adopted for the Pacific Comprehensive Plan represent conditions that Pacific should strive to achieve in the next 10 years. This plan also includes several objectives and implementation strategies that provide the focus and direction needed to obtain the preferred



future. The implementation strategies form a work program the City should follow to achieve the vision, goals and objectives adopted as part of this plan. Some strategies are clear actions the City should take; others are recommendations for additional planning work, more study or further public input.

The formulation of a vision, goals and objectives is a critical process in the preparation of a comprehensive plan. Implementation strategies are provided herein and repeated in the following thematic, issues-based Chapters: *Public Services, Parks, Floodplain Management, Economic Development and Future Land Use*. The stability and future growth of Pacific depends directly on its ability to provide the desired public services, facilities, administrative duties and expanded commercial/industrial growth options. These and other factors that influence the growth of Pacific have been considered in the development of the following goals and objectives.

## Goals, Objectives and Implementation Strategies

The following sections include the citizen-defined goals, objectives and implementation strategies developed for each of the six (6) planning elements identified in the previous sections. See also Chapter 7 Economic Development.

### Section 3.5 Business Stability & Economic Development

Pacific residents want more variety in shopping and entertainment. Participants support businesses and community investments that offer more things to do and see, support active living and reduce the need to leave town.

#### **Business Stability & Economic Development Goal:**

*Diversify and strengthen the City's economic base and expand local employment opportunities.*

**Objective 1:** *Reestablish Downtown Pacific as an economically thriving district, cultural/historical destination, entertainment attraction and retail center by recruiting new businesses that fill niche markets.*

#### **Implementation Strategies:**

The success of Downtown Pacific is tied directly to early railroad history and the result of numerous small steps over time by public and private partnerships. Continue incremental revitalization efforts and the following economic development implementation strategies:

- 1. Create a walkable, outdoor shopping district Downtown** with integrated shops offering unique, high quality merchandise, cultural attractions, art galleries, entertainment and restaurants offering al-fresco dining, and annual street festivals and entertainment.
- 2. Preserve on-street parking areas along both sides of all streets where the width permits.** On-street parking provides convenience to downtown shoppers and diners, serves as an effective traffic calming device, and a physical and psychological barrier protecting pedestrians from moving vehicles and bicycles.



3. **Consider the installation of a central parking lot** or expansion of the existing lot to accommodate visitors to the downtown and its employees. When the parking lot is not in use, it could serve as a gathering place, outdoor market, visual arts, and entertainment area, etc.
4. **Continue preserving and protecting the visual and physical characteristics** of Downtown Pacific and restricting certain uses such as drive-through services, ground floor housing (in multi-story buildings) and other uses that create conditions that are uninviting to pedestrians.
5. **Continue to invest time and resources in seasonal events**, decorations and festive/outdoor marketing activities that bring people downtown.
6. **Create clear, visible points of entry into the downtown district.**
7. **Create a Tourist Center:** Promote the creation of a Tourist Center with a museum, study area with WIFI, and outdoor gathering areas/classrooms to bring people together, reinforce connections to the City's heritage and generate a buzz about the outdoor recreation opportunities, parks and annual events that abound the Pacific area. Encourage the Tourism Committee to partner with the Shaw Nature Reserve, Washington University, the Pacific Partnership and other groups associated with the "3 Rs" (Route 66, Railroad and River)
8. **Encourage the adaptive reuse and preservation of Downtown Pacific:** Promote the success of the McHugh-Daily Mercantile Building/Pacific Opera House, the significance of Pacific within the Railroad Industry and the historic structures, streets, sites and events to help generate traffic and vitality downtown.
9. **Make Downtown Pacific "sticky"**. Promote Pacific as a weekend getaway with the intent of increasing the frequency and duration of visits to the city, specifically to the Downtown area.

**Objective 2:** *Promote and support commercial and industrial development, recruitment and expansion.*

**Implementation Strategies:**

1. **Attract retail and commercial uses to pacific.** Pacific residents leave the community to access a variety of different retail, food service and recreational opportunities currently not offered in Pacific. A key goal for the City is to retain retail dollars that leave the community. The City should continue to work proactively to attract new retailers in an effort to improve Pacific's image and provide a wider range of quality retail offerings.
2. **Meet with retail developers and franchise owners to identify opportunities.** Meet with retail developers and brokers to determine what Pacific can realistically do to recruit more retail and recreation businesses to reduce retail seepage, complement existing businesses and improve the quality of life in Pacific.



- 3. Continually update and maintain retail market data and make available to prospects.** Attracting desired businesses to Pacific depends on Pacific's ability to meet company site selection criteria. Retailers look at population, spending power, and existing infrastructure and competitive locations. Make data available to prospective companies and site selectors that demonstrate Pacific's locational strengths.
- 4. Improve community relations and communications:** Pacific has many positive stories to tell and an abundance of institutions that can help the City tell these stories and realize other Plan goals.
- 5. Prepare a community marketing and branding strategy.** The planning process took inventory of Pacific's strengths and heard from many members of the community who helped define the core values of Pacific and come up with a truthful, positive branding strategy; **Promote the Three R's (Railroad, River and Route 66).** According to participants of the public engagement program, location, highway access, and visibility were among the highest ranked assets of the city. These assets should be stressed when recruiting businesses. The Meramec River / Scenic Vistas, railroad/railroad heritage and Route 66 play an important role in terms of getting the community together and re-establishing Pacific's historic heritage. The City should consider launching a public relations and marketing campaigns highlighting the Three R's; River, Railroad and Route 66. Many small cities around the US are able to capitalize on one of these resources; Pacific is fortunate to have all three.
- 6. Build and maintain strong relationships with St. Louis County, Franklin County and East-West Gateway.** These organizations have access to experts and technical assistance that can help Pacific companies grow and help the City position itself for economic development opportunities. Pacific should take advantage of the services and assistance available through the Economic Development Partnership and other local economic development agencies.
- 7. Hype-up the vibe:** The following strategies could be used to promote Pacific:

  - Create a task force to identify and promote Pacific with the goal of obtaining National exposure, exciting and educating outsiders of what Pacific has to offer (I.E Three R's) and recruiting and retaining businesses and industries that create vitality, attract customers and generate jobs.
  - Work with local and regional organizations to develop a brochure, website and/or sending personnel to the appropriate conventions to promote the locational strengths of Pacific, the greater Pacific trade area and the Three Rs.
  - Create a content-rich economic development link to the City's website to promote Pacific's strengths, strategic locational advantages, and continually update the site with economic development activity as well as information on taxes, utility rates, location/description of available land and building/industrial space data, workforce demographics, etc.



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- Pursue membership with organizations that help connect Pacific to prospective developers, retailers and other industries and send representative to annual conferences and trade shows.

- 8. Annex, acquire or reserve property.** Enter into pre-annexation agreements, first rights of refusals and purchase contracts to acquire key development parcels needed to develop new or expanded commercial and industrial areas in and adjacent to Pacific.

#### **Objective 3:** *Promote and support existing commercial and industrial businesses, local entrepreneurial and start-ups*

- 1. Economic gardening:** Economic gardening connects entrepreneurs to resources, encouraging the development of essential infrastructure and providing entrepreneurs with needed information. The following economic development implementation strategies are recommended:
  - a) Diversification:** Develop an economic diversification policy that facilitates long term economic stability and reduces the City's economic dependence on a few industries. Consider 100 one percent (1%) solutions instead of one (1) 100% solution.
  - b) Provide Access to Information:** Work with East-West Gateway, St. Louis County, St. Louis Economic Development Partnership, Franklin County and the Municipal League to provide local entrepreneurs with access to competitive intelligence on markets, customers, and competitors. Additionally, the City and local organizations should work together in developing a brochure, website and/or sending personnel to the appropriate conventions to promote the locational strengths of Pacific and the greater Pacific trade area.
  - c) Natural Resources and Locally Grown/Raised Products.** Identify funding sources and/or in-kind support to support new and innovative uses or improved processing of silica and other naturally occurring or locally grown and raised products.
  - d) Work Together:** Encourage City leaders to work with the Chamber, the Industrial Development Agency (IDA) and the Pacific Partnership as well as other local, State and Regional organizations to work together toward the common goal of serving as ambassadors for the City and promoting funding and implementation of the recommendations contained herein.
  - e) Develop a framework for action** with existing businesses, institutions, the Chamber, Industrial Development Agency (IDA) and other civic organizations to create jobs, improve workforce preparedness and attract businesses and industry to Pacific.
  - f) Provide opportunities for small businesses and start-ups.** Create opportunities for new businesses or the expansion of existing businesses. Develop an incubator to assist with new business start-ups and create an entrepreneurial friendly environment that promotes creativity, collaboration and advancement of the City's young leaders. Plan for the development of training facilities to provide the education and job skills



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needed to position Pacific's workforce for new and emerging technologies, trends and opportunities, i.e. green jobs, agri-tourism, etc.

**Objective 4:** *Create a business-friendly climate to eliminate barriers, perceived or real, that might slow or deter the commercial application process or discourage future business expansion or revitalization efforts.*

#### **Implementation Strategies:**

- a) **Streamline the development review process:** Review and update the City's Zoning Code with the intent of reconsidering or amending the City's PUD (Planned Unit Development) procedures, requirements and fees. The City's PUD procedure is viewed by local developers and business owners as an impediment to economic development. Work with local developers and business owners to come up with a better, more efficient method of regulating future development. A major thrust of the regulatory amendment process should be educating City Staff and the development community of the expectations of this Plan and the proposed regulatory amendments, specifically addressing the City's commitment to quality planning, public awareness, transparency and fiscal responsibility.
- b) **Increase predictability within the planning & zoning process.** Develop a "Procedures Manual" in conjunction with the review and update to the City's Zoning Code. The intent of the Manual is to clearly lay out the City's procedures, identify the specific amounts and use of all fees and create user friendly applications. The goal of the Manual is to increase the predictability of the review and approval process. Make the Manual and all applications accessible online. The planning and zoning review process should commence with a pre-application meeting with the petitioner.
- c) **Run city hall like a business:** Dedicate staff to serve as a professional point of contact and facilitator responsible for the dissemination of information and providing technical assistance throughout the permit review process.
- d) **Improve accountability:** Develop policies and procedures to ensure equitable treatment of all petitioners, clearly define and identify circumstances that may be considered a conflict of interest and avoid even the perception of impropriety throughout all levels of planning and the permit review process. These policies and procedures should be included in the recommended Procedures Manual and adopted into the City's municipal code.
- e) **Develop an Economic Development Marketing Plan.** A marketing plan would help the City identify industries that benefit from Pacific's strengths, determine the most effective marketing tactics, and gain support from local, state and national economic development agencies. Examples of industries Pacific should pursue include:
  - **Natural science and wildlife conservation.** Pacific's proximity to Missouri Botanical Garden's Shaw Nature Reserve and Washington University's Tyson Research Center which includes the World Bird Sanctuary and Wolf Sanctuary create opportunities to attract natural science and wildlife conservation related investment.



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- **Value-added agriculture and alternative energy.** Businesses in alternative energy, value-added food processing and agriculture-related industries can build on Pacific's success in these fields and from the local industry leaders responsible for this success.
  - **Logistics.** Pacific's location with excellent rails and interstate access provides opportunities to attract businesses in the supply chain industry. Washington University Olin Business School and St. Louis University's John Cook School of Business Logistics and Supply Chain Management programs can help Pacific identify opportunities and attraction strategies.
- f) **Establish industry roundtables.** Raise awareness of Pacific's goals, opportunities and strengths and seek feedback from economic development stakeholders. One way to do this is to hold annual or bi-annual roundtable meetings with Pacific's business executives, regional development experts, higher-education institutions, developers and brokers. Existing businesses can offer a great deal of information about Pacific's strengths and weaknesses and opportunities to attract additional industries. Collaboration with regional partners is essential. Such organizations have additional resources that can be leveraged on Pacific's behalf. Their success in some ways is tied to local community success but they must know Pacific's goals before they can proactively work on our behalf.

### **Section 3.6 Quality of Life:**

#### **Quality of Life Critical Issues**

During the public engagement program, there was consensus that better property maintenance throughout town would have the greatest positive impact on the quality of life. In addition to better property maintenance, the following quality of life improvements should be considered:

- **More entertainment (indoor and outdoor).** Residents want more things to do and see and support the development of a community center.
- **Continued organized promotion needed.** Update and link the City's website to the Chamber's and Pacific Partnership's websites, create a brochure listing places to go, stay, shop, float, fish, ride, hike, etc.
- **Step-up code enforcement efforts to improve curb-appeal.**
- **Make Pacific known as a healthy community** by expanding the summer recreation program and developing a walking/hiking/biking trail, healthy lifestyle programs, and activities that;
  - Encourage the establishment of walking groups.
  - Install and maintain sidewalks throughout the community.
  - Prepare and implement a plan for bike and walking trails.
  - Increase the availability of quality, locally grown food.



**Quality of Life Goal:** *Develop programs that promote community beautification by preserving Pacific's small town, family-friendly atmosphere and quality municipal services and facilities.*

### Quality of Life Objectives & Implementation Strategies

1. **Continue to improve communication with citizens and among civic organizations.**
2. **Improve Pacific's image internally and externally.**
3. **Improve quality of existing streets, infrastructure and public services.** Create and enforce dedicated truck routes, improve walkability by installing new sidewalks, step up maintenance, repair and replacement of existing sidewalks and install or enhance landscaping and lighting throughout town as needed.
4. **Make Pacific a "Healthy Community".** The World Health Organization (WHO) defines healthy community as "one that is continually creating and improving those physical and social environments and expanding those community resources that enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential." Healthy communities strive to provide the following quality of life objectives:
  - a) A clean, safe, high-quality physical environment (including housing quality)
  - b) An ecosystem that is currently stable and sustainable for the long term
  - c) A strong, mutually supportive and non-exploitative community
  - d) A high degree of public participation in and control over the decisions affecting one's life, health, and well-being
  - e) The meeting of basic needs (food, water, shelter, income, safety, work) for all the city's people
  - f) Access to a wide variety of experiences and resources with the possibility of multiple contacts, interaction, and communication
  - g) A diverse, vital, and innovative city economy
  - h) Encouragement of connectedness with the past, with the cultural and biological heritage, and with other groups and individuals
  - i) A city form that is compatible with and enhances the above parameters and behaviors.
  - j) An optimum level of appropriate public health and sick care services accessible to all
  - k) High health status (both high positive health status and low disease status)



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5. **Preserve the areas' agricultural land, open spaces and other resources** that characterize Pacific's small town atmosphere, agrarian roots and make Pacific a great place to live.
6. **Continue to sustain the City's low cost of living** through the provision of quality, competitively priced public services and reasonable tax rates. Police, Fire, Water, Sewer, Parks and other City Services are currently very good, the intent of this Plan is to maintain the current level of services and expand only as needed to accommodate growth and uphold current levels of services.
7. **Expand upon existing entertainment/recreation venues, activities and events.** Recruit new entertainment venues that build upon or create new recreational, cultural and historical destinations and activities in town and promote active lifestyles. Pacific needs more places for the youth to gather (teen town, community center, basketball, skate park, pool, bowling, soccer, trails, greenway, etc.)
8. **Develop a Community Center:** A community center is needed to enrich the lives of Pacific residents, enhance social interaction and promote healthy lifestyles, see also Section 3.7 (2).
9. **Adopt a Pacific Spot:** Establish an, "Adopt a Pacific Spot" program which could include the private, public or corporate adoption of a flood buyout property, park, street corner, street or any public area, as approved by the Mayor and Board. The program should encourage residents to participate in local litter control and beautification efforts intended to reverse blight (or the appearance thereof) while enhancing community spirit and pride. Empower interested groups and individuals to have the opportunity to adopt flood buyout properties, parks, bike trails, streets, and other public areas. Groups can pick up litter, paint, plant trees, and perform other tasks. Student organizations, clubs, church groups, and scouting groups should be encouraged to participate along with other groups.
10. **Revitalize Downtown:** In addition to the implementation strategies contained under the Economic Development and Business Stability Section, steer resources and promote reinvestment in Downtown to make it a quality, self-renewing mixed use district that makes residents and business owners proud. The revitalization, renewal and preservation of the east end of downtown, including the City Garden and flood buyout properties should be a priority.
11. **Prevent blight and preserve the character** and stability of existing neighborhoods through appropriate zoning and code enforcement balanced with efforts to increase the confidence to invest in redevelopment, rehabilitation and beautification efforts.
12. **Support the creation of more jobs**, promote home-based businesses and encourage the reduction of single passenger vehicle miles travelled (VMT).



### Section 3.7 Parks

Parks and Recreation is also covered in Chapter 5. To see a recap of these goals and objectives and a full analysis of the City's parks please refer to Chapter 5.

#### Parks & Recreation Implementation Strategies

**Parks Goal:** *Ensure excellent park and recreational facilities and year-round recreational activities are availability to all ages and serve the City's present and future needs.*

1. **Continue to maintain, enhance and expand the City's parks and recreation system.** Work closely with the Park Board to coordinate and implement improvements, as needed, to keep pace with the latest trends in park and recreation services, respond to market demands, facilitate the acquisition of additional park land and the establishment of open spaces, greenways, trails, restrooms and parking areas as needed to serve the City's existing and future resident population.
2. **Community center:** Promote the development of a community center that includes a senior area, indoor and outdoor waterpark, indoor and outdoor play areas, gym, classrooms, meeting rooms, concessions, and places for people to linger. Consider upgrading or replacing the City's pool in conjunction with the development of a new community center.
  - Conduct a feasibility study to determine the probability of developing a community facility. The study should explore funding options, partnerships (public and private), site locations and which amenities are most supported within the community.
  - Provide unmet community, health and social needs desired by Pacific's seniors, singles, couples, teens and youth while preventing blight by locating the new recreation center in an underutilized, outmoded area so it can serve as a catalyst for redevelopment, renewal, beautification and vitality. Consider including the following community development essentials demanded by the City's resident population; an outdoor aquatic facility, weight room, indoor recreation, childcare, food service, café, coffee shop, wifi and casual places to gather for all.
3. **Public pool:** Ensure ongoing maintenance and upgrades to the City's pool leading up to the replacement of the pool in conjunction with the development of a new community center. The increasing costs to maintain the City pool, its age, accessibility (ADA) compliance and the community's support for a modern facility should be considered in the development and feasibility of a new pool / community center.
4. **Promote connectivity, conservation and community:** Pacific has an abundance of green spaces; including schools, parks, rivers, creeks, floodplains, natural areas, athletic grounds and cemeteries. Connecting these valuable resources via an interconnected network of trails, paths, greenways and river points of access would enhance quality of life for residents and may attract more visitors. This is a long-term strategy that offers exceptional value and return on becoming an active, connected community-which



forwards multiple goals and objectives of this plan. Furthermore, protecting natural areas along streams helps to preserve water quality, limit flood damage and prevent erosion.

- 5. Evaluate and prioritize greenways indicated in the Future Land Use Plan.** Evaluate the feasibility, costs and priorities associated with individual greenway projects and phases, including leveraging the city's location adjacent to the Shaw Nature Reserve. Streams, rivers and riparian corridors are recommended greenbelts and trail corridors due to development constraints and environmental sensitivity issues associated with these areas. Greenbelts and riparian corridors, combined with bike or pedestrian paths, provide an attractive recreational amenity and offer environmental benefits. They present an opportunity to connect the City's parklands and activity centers together within a system that resembles a string of pearls, where the whole is greater than the sum of their parts.



Creek.

**Greenways:** Greenways are long, narrow pieces of land that are managed for public recreation and non-motorized modes of travel. Greenways are often found along stream corridors within a 100-year floodplain. Greenways are a logical method of connecting the City's parks, open spaces, schools, employment centers and other popular destinations. Greenways also serve as a natural extension of the regional trail systems planned for the area. The City should consider greenways along the Meramec River and Brush

- 6. Adopt a stream buffer, conservation protection ordinance.** A stream buffer, conservation protection ordinance would help steer development clear of sensitive natural areas adjacent to streams and productive farmland. Such an ordinance would preserve natural features, income producing agricultural areas and natural resources that enhance property values and protect irreplaceable environmental resources.
- 7. Acquire easements, rights-of-way and property title.** Pursue the acquisition of access easements or property along planned greenbelt and riparian corridors. Require access easements or dedications of land within stream buffer and/or 100-year floodplain areas for conservation and access. Use available stormwater improvement grants for land purchases and easements.
- 8. Make Pacific a basecamp to the great outdoors.** Continue efforts underway to promote and expand upon the area's outdoor recreation opportunities, including partnering with Great Rivers Greenway and the Ozark Trail Association to make Pacific the link between the current Great Rivers Greenway trails and the Ozark Trail creating a continuous trail from St. Louis to the Arkansas border with Pacific as a key trailhead. Pacific is in a unique geographic position to capitalize on ecotourism, agri-tourism, conservation and recreational opportunities. Create better access to river recreation through the development of trails, trailheads, a public access boat ramp, campgrounds and an area for motor coach parking. A KOA campground is one of the few attractions that would be



permitted in the floodplain. A nice campground would help attract tourist/consumers and prolong their stay.

9. **Expanding upon the community's current events.** Encourage the development of new activities to help promote the businesses and people of Pacific, its rich heritage, and designation as the "Gateway to the Ozarks", while building on the success of the recent Blue Grass festival, BBQ competitions, rodeos, car shows, poker runs, Route 66 and railroad themed events, activities and festivals. The intent is to bring people together and draw people back via events that increase the duration and frequency of trips to Downtown Pacific, Route 66 and other area destinations.
10. **Improve signage and way-finding** by developing consistent signage utilizing the Pacific logo to all City parks and recreation destinations.
11. **Encourage the opening of a museum / Tourist Center.** Create a destination that increases the level of awareness of the area's connection to Native American Cultures, the Civil War, Westward Expansion, the history of the Nation's railroad, Route 66, the Meramec River, St. Peter's Silica and other notable geological, agricultural, natural, social and cultural resources. The center should also highlight locally made products and innovative technologies and be an interactive facility that is open year round and programmed to coordinate with the special/seasonal events and activities held within the region.
12. **Promote and facilitate the installation of the River Trail /Meramec Greenway and Ozark Trail.** Establishing connections to the Ozark Trail is recommended as expanded upon in Paragraph 8 above.
13. **Seek Out Innovative funding/programming strategies.** Limited City resources and shifting park interests require creative solutions to keep parks viable.
14. **Improve park access to underserved areas.** To the extent possible, ensure a park or usable open space, is located within a five minute walk (about one-quarter mile) of every resident.
15. **Consider Park dedication and Fee-in-Lieu Requirements.** Consider imposing parkland dedication and fee-in-lieu requirements to help fund the City's park system and relieve pressure to provide parks and recreation to growing areas. Pacific should review various requirements and standards to make sure the fees are sufficient and that the design and dedication/fee thresholds are consistent with the goals and objectives of this Plan.

### **Section 3.8 Public Services & Infrastructure**

While the City's infrastructure meets the functional requirements related to services, quality and quantity, it is aging and will require improvements in order to meet in-place limits and future system improvements and expansions. The City should consider conducting a study to examine the future longevity of the City's water, wastewater and stormwater management facilities.

Community services include, but are not limited to, code enforcement, planning, road maintenance, police, fire and other community services. Such services may be provided directly



by Pacific, through the private sector or through other governmental agencies. Public services and infrastructure is also covered in Chapter 4 “Public Services & Facilities” and Chapter 6 “Floodplain Management. To see a recap of these goals and objectives and a full analysis of the City’s public services and utilities please refer to Chapter 4. Refer to Chapter 7 for Floodplain Management.

**Public Services and Infrastructure Goal:** *Ensure the availability of public facilities, infrastructure and services that adequately serves Pacific’s present and future needs.*

## **Objectives & Implementation Strategies**

### **Infrastructure Objectives**

Provide continued investment in the City’s infrastructure (water, sewer, electric, internet, gas, and telecommunications) to ensure quality, affordable utilities that will adequately serve Pacific’s present and future needs. Incremental upgrades to the city’s aging infrastructure are recommended to avoid costly one-time expenditures and allow the city to spread the costs out over several years. These services include, but are not limited to, city ordinances, planning, road maintenance and construction and other community services. Such services may be provided directly by Pacific, through the private sector or through other governmental agencies.

### **SECTION 3.9 Transportation**

#### **Transportation Critical Issues**

Connecting residential neighborhoods to schools, downtown, recreation areas and employment destinations are important land use considerations for all Pacific residents. In addition, the participants identified the following improvements needed to enhance Pacific’s transportation system.

- Improve the safety, convenience and aesthetics of the I-44 and Thornton interchange.
- Insure all City streets are maintained.
- Beautify major points of access, especially, along I-44.
- Better truck routes needed
- Better signage needed
- Railroad crossings are a concern Downtown.

**Transportation Goal:** *Create a safe and efficient road system that provides pedestrian and multi-modal access while maintaining the character, safety and privacy of Pacific’s original street pattern.*



## **Transportation Objectives**

Take a holistic approach to future transportation planning by considering land use, transportation, economic development, environmental quality, and community aesthetics in all transportation decisions to ensure planned improvements meet today's needs without compromising the ability to address the needs of future generations.

### **Section 3.10 Future Growth and Annexation**

#### **Future Growth and Annexation Critical Issues**

How the City deals with future land use within the context of economic and demographic change is a key focus of the Comprehensive Plan. Pacific residents strongly desire to retain its small town, family-friendly atmosphere, while recognizing the diverse and evolving needs and desires of its citizenry. In order to maintain Pacific's high quality of life and improve economic stability, the City must carefully consider future growth that does not stifle the City's ability to providing adequate municipal services and create an environment ripe for economic growth.

The Pacific Community strongly desires to retain its small town, family-friendly atmosphere, while recognizing the diverse and evolving needs and desires of its citizenry. In order to maintain and enhance Pacific's quality of living and promote its economic stability, the City must continue providing excellent municipal services, develop innovative approaches to encourage on-going investment within the community, and create sites poised and ready for future industrial and commercial development.

The City's schools, local employers, low property taxes, and central location need to be promoted to attract businesses and industry. The purpose of the goals and objectives presented in this Chapter is to show how the Critical Issues identified by the community can be addressed while simultaneously ensuring that Pacific maintains its small-town character, grows responsibly. Future Land Use is also covered in Chapter 8. To see a recap of the Future Land Use goals and objectives and a full analysis of the City's recommended future land use, growth and annexation areas, please refer to Chapter 8 Future Land Use.

**Future Growth & Annexation Goal:** *Promote land development that is consistent with this Plan and preserves the existing neighborhoods, natural landscape, topography, vegetative cover, scenic view sheds and natural drainage patterns.*

### **Future Land Use Implementation Strategies**

#### **A) Commercial & Industrial**

- Encourage more commercial and industrial land uses along Osage / Route 66 to the east and west to support more retail, commercial services and supporting industries.
- Small business growth should be directed downtown.
- Recruit more specialty shops and clean industrial enterprises.



**B) Residential:** A key priority of future residential land use is the preservation of neighborhood character. Pacific's residential neighborhoods are a very important asset. As the population ages and housing demands change, however, the City must evolve to meet changing demands in housing and lifestyles.

- Promote new residential dwelling units that appeal to a wider range of homeowners and offer a greater variety of ownership options are needed to attract and retain people from a wide range of demographic, lifestyle, and age cohorts.
- Address absentee landlord issues by deploying immediate and on-going code enforcement efforts and updating the City's Municipal Codes as needed.
- Encourage reinvestment and redevelopment of the City's aging housing stock.

**C) Facilitate affordable housing for first-time home-buyers on infill lots within the City. Downtown**

- Utilize vacant buildings and underutilized lots Downtown to house prospective businesses, entertainment and recreational uses.
- Promote historic preservation downtown.
- Create outdoor uses, active storefronts and seasonal activities that create a festive marketplace that attracts foot traffic and increase the frequency and duration of visits.
- Better landscaping needed.
- Sidewalk improvements are good; keep them up and plan annual improvements.

**D) Annexation**

- Promote annexation and growth East and West along Osage / Route 66. Annex to Gray Summit to west and Eureka to the east to accommodate future growth of industrial, housing, businesses and connections to significant outdoor recreation destinations, such as Shaw's Nature Preserve. Target empty lots for new development.
- Annex areas to support commercial and industrial uses that would not otherwise want to be located downtown or fit into one of the City's industrial parks.
- Adopt and enforcing zoning to promote planned growth.
- Extend sidewalks city-wide, if desired by the residents and/or businesses.

The following Future Land Use Implementation Strategies are recommended:

1. **Preserve open space areas and promote on-going maintenance** of all City parks, flood buyout properties and streetscapes.
2. **Planned/Orderly Growth.** Well thought-out growth and development is recommended to control negative land use externalities and promote the health, safety and welfare of the community.
3. **Promote new residential development** that fulfills unmet market demands for entry-level homes, duplexes and estates.



4. **Develop new ordinances and a plan review** process to regulate the installation of modular homes, limit the use of mobile homes and encourage in-fill development through appropriate zoning.
5. **Promote and initiate annexation efforts** that are consistent with the Future Land Use Map, the provision of infrastructure, and the timing, type and density of future development.
6. **Encourage commercial, residential and industrial growth along** Osage / Route 66 to the east and west as shown on the Future Land Use Plan.
7. **Encourage restorative development and preservation** of the existing building stock and infrastructure downtown and promote the utilization of vacant buildings and underutilized lots Downtown to prospective businesses, entertainment and entrepreneurial users.
8. **Development should be consistent with this Plan:** All rezoning applications or development plans should be reviewed for consistency with this Plan and the City's Zoning Ordinance, once one is adopted.
9. **Annexation should be consistent with this Plan:** Formulate an annexation policy based upon future growth patterns, the City's ability to provide public facilities/services and suitability of land for development.
10. **Annex west along Osage to Gray Summit** to accommodate future growth in accordance with the Future Land Use Plan and other areas that might be developed in the near future to ensure greater control of the timing, density and type of development.
11. **Establish a future industrial/business park growth area** and develop "shovel ready" sites for development (i.e. industrial parks, etc.)
12. **Identify areas within the floodplain and regulate any new use** or change in use within the floodplain to avoid future property loss or damage.

#### **Section 3.11 Conclusion**

Due to the community-driven planning process utilized, this Comprehensive Plan contains many citizen-defined goals that are shared among multiple community organizations, individuals and businesses. Just as the Plan was written with the help of the community, the implementation will require help from the community. The successful implementation of this plan will require collaboration, teamwork, unique partnerships and dedicated City Staff and elected officials. Therefore it is recommended the City establish implementation committees and conduct periodic meetings to ensure the community is working towards common goals and outcomes are being achieved as planned. Thematic Chapters addressing the major planning elements of this Plan and how they relate back to the goals and objective provided herein are included in the following Chapters. A summary of the citizen-defined goals developed for this Plan are provided on the following page.



## **- Comprehensive Plan Goals-**

**Business Stability & Economic Development Goal:** *Diversify and strengthen the City's economic base and expand local employment opportunities.*

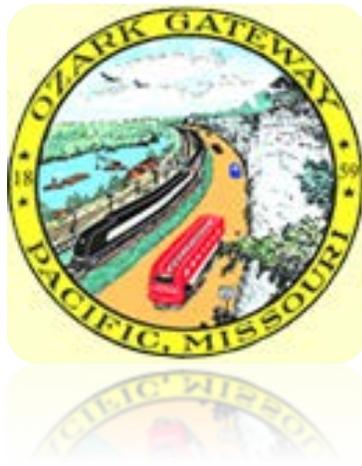
**Quality of Life Goal:** *Develop programs that promote community beautification by preserving Pacific's small town, family-friendly atmosphere and quality municipal services and facilities.*

**Parks Goal:** *Ensure excellent park and recreational facilities and year-round recreational activities are availability to all ages and serve the City's present and future needs.*

**Public Services and Infrastructure Goal:** *Ensure the availability of public facilities, infrastructure and services that adequately serves Pacific's present and future needs.*

**Transportation Goal:** *Create a safe and efficient road system that provides pedestrian and multi-modal access while maintaining the character, safety and privacy of Pacific's original street pattern.*

**Future Growth & Annexation Goal:** *Promote land development that is consistent with this Plan and preserves the existing neighborhoods, natural landscape, topography, vegetative cover, scenic view sheds and natural drainage patterns.*



# City of Pacific, Missouri - *Comprehensive Plan*

## ***PUBLIC SERVICES & FACILITIES***

*June 2017*



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## **PUBLIC FACILITIES & SERVICES OVERVIEW**

The public facilities and services available to residents of the City of Pacific include **Public Safety** such as Police and Fire Protection and **General City Services** such as Administration, Public Works, Parks, Planning, Code Enforcement, Building Inspections, Sewer, Water and Solid Waste. Some of these services are provided by the City others are provided by separate public or semi-public jurisdictions or agencies. The quality and availability of these services influence the type, timing, and density of development in the future. Generally, the more compact the community, the more efficient the services can be provided. Compactness can be achieved by encouraging development adjacent to the existing built-up areas (where services and infrastructure is already available) rather than allowing “leap-frog” development, which skips over large tracts of undeveloped land. A second means of increasing service delivery efficiency is to cluster those land uses which have the greatest need for public safety and general City services. Concentrating land uses that require the highest level of service and locating them near services delivery centers will minimize services delivery costs as well as costly utility runs and infrastructure expenses.

The most cost-efficient solution to accommodate future growth is to concentrate development in areas which can be served by existing facilities rather than in areas which require new facilities. However, future public utility expansions will be needed to sustain and encourage growth. The City must consider the timing, size and direction of these expansions as well as the availability of alternative sites which could be more easily served prior to investing in costly infrastructure projects. The following sections provide a brief overview of the public services available to the City of Pacific and recommendations for future improvements.

### **Section 4.1 Public Safety**

Police and fire protection is provided to all Pacific residents and businesses. The availability of these two (2) public services is essential to maintaining the day to day health, safety and welfare of Pacific’s residents and preserving the quality of life.

### **Section 4.2 City of Pacific Police Department**

The Pacific Police Department is a full-service department, located at 300 Hoven Street. The Department consists of thirty-four (34) paid and unpaid employees. The Chief of Police and the Assistant Chief of Police oversee the Department. The Chief of Police is an elected position with a four (4) year term. The Department includes:

- 16 Full Time Officers
- 2 Full Time Civilian Clerks
- 5 Full Time Dispatchers
- 1 Part Time Police Officer
- 2 Civilian Volunteers
- 8 Reserve Police Officers

The Department provides services to the entire City, including a large commuter population traveling Interstate 44, and responds to calls outside of the City limits on an emergency basis.



**Section 4.3 Crime Rate Index**

For the purposes of comparing crime rates across the US, the National Average Crime Rate is set at 100. A score of 200 indicates twice the national average total crime risk, while 50 indicates half the national risk. Crime Indexes are based on numerous current and historical datasets as well as proprietary modeling algorithms which estimate values at more granular geographic levels when specific data is either unavailable or impractical to aggregate. While every effort is made to ensure accuracy, these are estimates and should only be used as a guide.

The Crime Rate Indexes for 2010 are shown on the following page in Table 5.1 for the City of Pacific, Missouri and the United States in all crime categories. The average Crime Rate Index for Pacific was 58. By way of comparison, Pacific's Crime Rate Index is almost half that of the State (115) and 42% below the National Average (100). *Source: CLRsearch.com.*

<b>Table 4.1 Crime Rate Indexes</b>			
<b>2010 Crime Rate Indexes</b>	<b>Pacific</b>	<b>Missouri</b>	<b>US</b>
Total Crime Risk Index	58	115	100
Murder Risk Index	37	100	100
Rape Risk Index	71	91	100
Robbery Risk Index	20	89	100
Assault Risk Index	85	124	100
Burglary Risk Index	59	106	100
Larceny Risk Index	81	114	100
Vehicle Theft Risk Index	74	116	100



#### **Section 4.4 Pacific Fire Protection District**

The Pacific Fire Protection District provides fire protection, rescue and basic life support for approximately 15,000 citizens and covers 78 square miles. The communities covered by the district include the City of Pacific, the towns of Catawissa and Robertsville and unincorporated portions of Franklin, Jefferson, and St. Louis County. The District currently has a three (3) member Board of Directors, three (3) Chief Officers, five (5) Company Officers, six (6) Engineers, three (3) full-time Firefighters and twenty-eight (28) volunteer Firefighters.

Over the District's 42 years history, it has grown from an all-volunteer District that didn't own its own buildings and trucks to a state of the art, well-staffed, well-equipped and well-funded public service.

#### **Section 4.5 Fire District Facilities & Equipment**

The Department operates out of three (3+) stations at the following locations:

**Station 1 / Administration Office:** Station 1 is located at 910 W. Osage in Pacific. This station was built and occupied in 1998. The station consists of living quarters, apparatus bays, a fitness room, and a training room. The equipment at station 1 includes: 1 rescue pumper, 1 rescue pumper tanker, 1 aerial, 1 brush truck, and the Franklin County Technical Rescue Unit. This station is manned by 3 firefighters 24 hours a day 7 days a week. The district administration office is located on the eastern side of Station 1. The variety of operations is conducted at the Administration Office including, but not limited to; applying for building and occupancy permits, conducting business with the fire district, and is also the location for the District Board Meetings.



**Station 1**



**Station 2:** Station 2 is located at 7376 Hwy O in Robertsville. The original station was built and occupied in 1981. In 1990 an addition to the building created a living quarters for firefighters. In 1997 a second addition to the station created additional apparatus bays, fitness room, and a training room. The equipment at station 2 includes: 1 rescue pumper, 1 pumper tanker, 1 light rescue, 1 brush truck, and 1 rescue boat. This station is manned by 3 firefighters 24 hours a day, 7 days a week.



**Station 2**

**Station 3:** Station 3 is located at 1601 Buscher Road and was built and occupied in 1982. The station consists of 2 engine bays and houses a rescue pumper and the district command trailer.

#### **Section 4.6 Water**

The City of Pacific provides potable drinking water to its residents for daily consumption and fire protection. The water system has three (3) main components: supply wells, elevated storage tanks & underground wells and treatment facilities. The City has three (3) wells capable of generating 2,000 gallons per minute. The combined total storage and reserve capacity is 1.4 million gallons. The City also provides water treatment and chlorination. Public Water Supply District #3 of Franklin County Missouri (PWSD #3) provides water services to the communities of St. Albans, Villa Ridge, Gray Summit, Labadie and the area west of Pacific outside the City limits.

#### **Section 4.7 Wastewater**

The City has the design capacity to treat 2.0 million gallons per day (MGD), which is typically needed to serve a population of 20,000 (roughly twice the size of Pacific). The City's actual flow is 0.83 MGD. The City's treatment facility was improved in 2005 with an expected design



service until 2025. The system consists of a four (4) cell lagoon, two (2) aerated cells with fixed film media and partial floating cover and ultra violet disinfection.

**Section 4.8 Stormwater**

The existing stormwater management system works, however, in the near future (5+ years) the City will most likely be considered an MS4 community and will be required to have a stormwater management plan that includes water quality, best management practices (BMP's), and address detention/retention. In preparation for these additional regulations, the City should consider drafting a regional stormwater management plan. The City should develop a city-wide stormwater management plan to identify regional storm retention areas and the adoption of a stormwater ordinance to help address stormwater issues. All new development is required to provide functional equivalency. For the purposes of this Plan, functional equivalency shall mean maintaining the same run-off coefficient post-development as calculated during pre-development conditions. In developed areas, the City should require the site be brought up to current standards.

**Section 4.9 Transportation System**

The City of Pacific straddles Interstate 44 and historic Route 66. The City has recently undergone a major improvement to its transportation system. These improvements included a new on/off ramp on I-44 at West Osage, Lamar Parkway, street lights, sidewalks & curbs along Osage and improvements to South First and St. Louis Streets in Old Town which have fostered a renewal of Old Town. In addition to revitalizing the City's roadways and adjacent uses, these improvements have also improved the safety of the City's roadways and enhanced traffic circulation and pedestrian access. Two railroads, BNSF and the Union Pacific, serve the City with trunk lines to U.S. Silica, Pacific Lumber and Graphic Packaging.

**Section 4.10 Traffic Volumes**

The traffic volumes on the City's main arterial roadways and highways are regularly measured by the Missouri Department of Traffic (MoDOT). The estimated average annual daily traffic volumes (AADT) on State Roads within the City are as follows:

<b>Location</b>	<b>2014</b>
I-44 @ Easternmost Limits	48,072
I-44 @ Westernmost Limits	49,775 (12,757 trucks)
Osage @ Easternmost Limits	10,338
Osage @ Viaduct	9,868
Osage @ Westernmost Limits	4,388
Highway 00	1,884
First Street (North of Osage)	2,650
First Street (South of Osage)	7,762
Highway 0	6,524
Highway F	1,210
Highway N	4,196
Source: MoDOT	



According to MoDOT's 2012 traffic volume data close to 50,000 vehicles per day travel through the City of Pacific via Interstate 44. The next busiest roadway within the City's transportation system is Osage Street (Route 66) which carries approximately 10,000 vehicles per day. The highest volume north/south roadway in the City is First Street with approximately 8,000 vehicles per day.

#### **Section 4.11 Transit**

The City of Pacific is served by Metro's Call-A-Ride Paratransit service which is a curb-to-curb public transportation option offered to both the general public and to persons whose disabilities prevent use of regular, accessible, fixed route transit services. Metro offers next-day shared rides in modern wheelchair accessible vehicles in the City of St. Louis and St. Louis County.

The #410X Eureka Express collects riders from three (3) MoDOT Park & Ride Lots located in Southwest Saint Louis County and moves these riders downtown along Interstate 44, providing connections to MetroLink and numerous MetroBus routes at several downtown Metro Transit centers. As demand for mass transit increases due to the escalating cost of fuel and car ownership, the City should consider working with State and regional partners to keep apprised of any funding or other programs that would make it feasible to enhance and expand upon mass transit opportunities.

#### **Section 4.12 Air Service**

Currently, the City of Pacific does not have a commercial airport. There are four (4) small airports that serve the region located in St. Clair, Washington, Creve Coeur, and Sullivan which are all within 30 minutes of Pacific. These airports are used primarily for private planes. Spirit of St. Louis Airport, regarded as the "Business Aviation Center of the Midwest", is located off of Highway 40 in Chesterfield. It is used primarily by corporations, but also coordinates in conjunction with Lambert Airport to relieve congestion. Lambert-St. Louis International Airport (STL) is a 45 minute drive from Pacific. Lambert offers non-stop service to many domestic locations, with connecting flights to other domestic and international destinations.

#### **Section 4.13 Rail**

Amtrak's Missouri River Runner had three (3) stations within 30 minutes from Pacific located in Downtown St. Louis, Kirkwood and the City of Washington. The Missouri River Runner travels daily between St. Louis, and Kansas City, Missouri. Missouri has plenty to offer any visitor.

#### **Section 4.14 Fiscal Makeup**

Currently the City pays for services and improvements with a mix of revenues generated in the City and grant money where available. Projects like road improvements, storm sewer improvements, park improvements and other capital improvements are funded this way. Water and sewer projects are done similarly, with a separate water and sewer fund. Revenues are generated with:

1. Property taxes
2. Sales taxes



3. Cigarette tax
4. Tourism tax on hotels/motels
5. West Osage community improvement district (CID)
6. East Osage CID
7. Thornton Road CID
8. Building/zoning permits
9. Utility tax
10. Court fines – police

#### **Section 4.15 Park System**

The City of Pacific owns and operates park and recreation facilities. The park system offers a variety of amenities including outdoor swimming, tennis, basketball, horseshoes, activity fields, pavilions and playground equipment. The City's parks and recreation facilities and the Comprehensive Plan's future recommendations are discussed further in Chapter 5.

#### **Section 4.16 Schools**

The Meramec Valley R-III School District, which is headquartered in Pacific, is an important community asset. The district has a student body of 3,070 in kindergarten through twelfth grade and, with 550 employees, the District is one of the city's largest employers. Encompassing 144 square miles in the communities of Pacific, Villa Ridge, Gray Summit, Catawissa and Robertsville, the District maintains ten campuses, seven of which are located within the city limits of Pacific, including the high school, two middle schools, two elementary schools and two early childhood centers.

The Pacific Area Chamber of Commerce and the Pacific Partnership identify the District boundaries as contributing to the city's economic base. Every sixth through twelfth grade student in the District attends class in Pacific. Families routinely come into the city for athletic, drama and other school related activities. Voters have routinely approved bond issue elections for the District, attesting to the wide community support.

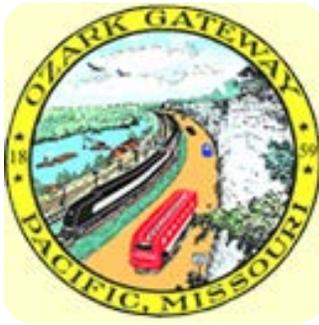
Meramec Valley R-III is fully accredited District and one of the largest districts in Franklin County. The Missouri Department of Elementary and Secondary Education Awarded Meramec Valley R-III Distinction in Performance for 2011-2012 School Year. Meramec Valley R-III School District has also received Distinction in Performance for the 2007-2008, 2008-2009, 2009-2010 and 2010-2011 school years.

An additional parochial school St. Bridget of Kildare Elementary School, which has been in operation since 1917, serves approximately 140 students in grades kindergarten through fifth grade. The two-building campus includes a large gymnasium and cafeteria that also serves as a public event venue

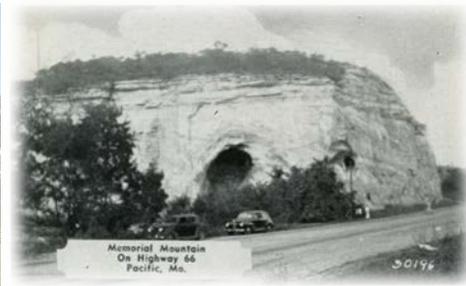


**Section 4.17 High Speed Internet & Cable**

High speed internet and cable are available to city residents through Charter Communications. The existence of these services facilitates telecommuting and allows city schools and businesses to access the internet at speeds that are in line with the fastest available internet speeds in the entire United States.



# City of Pacific, Missouri - *Comprehensive Plan*



## ***PARKS & RECREATION MASTER PLAN***

*June 2017*





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### **PARKS & RECREATION PLAN**

#### **Section 5.1 Introduction**

This Chapter is intended to provide an inventory and assessment of the parks and recreation facilities that serve Pacific. In addition to input from citizens and stakeholders, this plan also looks at nationally recognized benchmark standards and analysis to measure the quantity of parkland and facilities within the City of Pacific. These benchmarks provide a methodology to quantify the City's parks system that can be used to measure the current supply and demand of parks and assess future park needs. This provides the City with a common analysis used by many State and Federal parks and recreation grant programs and intended to better position the City to acquire future funding.

However, benchmark standards are not the only criteria used when planning for the future of the City's parks and recreational facilities. Intrinsic values and community input are also very important factors that help determine the quality of the City's parks and recreation facilities. The following Sections provide an inventory of the City's park system and the recommended goals, opportunities and implementation strategies for the City's parks system.

#### **Section 5.2 Critical Issues**

Park and recreation areas are very important to the quality of life of Pacific residents. Respondents indicated a need for more outdoor activities and better facilities at existing parks. Residents acknowledged readiness to support future park improvements through a tax or bond funding. The community believes that investing money in parks and recreation has a direct, favorable impact on economic development. The rationale being businesses are attracted to places where people enjoy living and take pride in their community.

The community is also supportive of a comprehensive trail system, specifically one that provides better access (visually and physically) to the Meramec River and the Historic Downtown. Making the Meramec River more accessible and installing a city-wide trail system will satisfy local residents while also attracting visitors to the City. The top priorities according to participants of the public engagement process is taking care of and investing in the City's current parks and recreational amenities, the development of a new community center and the development of a trail system connecting the community to the Meramec River, Downtown and surrounding neighborhoods and parks.

#### **Section 5.3 Existing Park System Inventory**

An inventory of the City's parks and park amenities is provided in Table 5.1. This inventory lists parks and facilities that are owned and managed by the City. The playgrounds, athletic fields, and recreation facilities owned and/or operated by the City's schools, churches and the Pacific Youth Association are not included in this inventory. This inventory also does not take into account parks and facilities that are outside the City of Pacific limits even though they may be utilized by residents. For example, the Meramec River and its many tributaries are a major recreation amenity, however, due to the lack of public access located within the City, they are not included in the inventory.



<b>Park/Facility</b>	<b>Approx. Acreage</b>	<b>Classification</b>	<b>Facilities</b>
<b>1. Blackburn Park</b>	14	Neighborhood Park	7 picnic tables 5 barbeque pits 6 benches.
<b>2. City Park</b>	124	District Park	45 picnic tables 31 benches 17 barbeque pits 4 tennis courts 4 pavilions / 1 Gazebo 3 bridges 3 bathrooms 2 sand volleyball courts 2 playgrounds 2 baseball fields 2 unpaved trails (approx. 1 mile total) 1 basketball court 1 fitness area with 12 stations 1 dog park 1 horseshoe pit area
<b>3. Liberty Field</b>	31	District Park	3 soccer fields 2 multi-play fields 3 benches 3 picnic tables 1 Rodeo Arena 1 pavilion 1 7/10 mile trail
<b>Jensen's Point Park</b>	3	Neighborhood Park	Gazebo / Overlook Feature 1 Trail 6 Picnic Benches
<b>Total</b>	<b>169 Acres</b>		

**Blackburn Park:** Blackburn Park is located on the north side of Osage, west of Walnut Street, at the north end of Second Street and includes approximately 14 acres and. The park is separated into two distinct park areas, informally known as “Upper” and “Lower” Blackburn Park. The estimated area of Blackburn Park includes adjacent, undeveloped land owned by the City. Although some of the acreage is neither improved nor accessible to the general public, these areas are included within the total area of Blackburn Park for the purpose of protecting and preserving the scenic viewsheds of and from this unique landscape and provide future park expansion opportunities. The two park areas are described below:

- **Lower Blackburn Park**, today formally known as “A.D.A.M.’s Garden” is a roadside park that includes a memorial dedicated to parents who have lost children. Adam’s Garden was established on November 5, 2011 and takes its name from a local child (Adam) who lost his life to a car accident. The Park was named in his honor and dedicated as **A Dad and Mom’s** (Adam’s) garden, one of the first of its kind in the region. The park sits at the base of the City’s most visible scenic attraction; the bleach white silica bluffs. Visitors to the park can view the shallow caves and grottos left behind from a century of mining operations which produced material used in the construction of Historic Route 66. The park includes an elevated angel statue, memorial pavers, landscaped waterfall, veteran’s memorial, two (2) picnic tables, a BBQ pit and four (4) benches.



- **Upper Blackburn Park** includes a prominent overlook/picnic area perched atop silica bluffs overlooking the City 600' below. The overlook provides a panoramic view of the City and the Meramec River Valley below. According to local historians, this site served as a defensive position occupied by the Confederate Guard during the Civil War. The park includes a replica civil war cannon, informational kiosk, four (4) barbecue pits, five (5) picnic tables, two (2) benches and a telescope. This Park, along with other strategic locations throughout the City, is under constant video surveillance.

**City Park:** City Park is the largest park in the City's park system. It includes approximately 124 acres of active and passive park amenities that offer a wide range of year round recreational activities, including the City Pool. The park is comprised of a quarter mile shared vehicular/pedestrian loop that provides access to the many park amenities. An inventory of these amenities is provided in Table 5.1.

There are several areas adjacent to City Park that offer passive recreation opportunities and create an open, natural setting along the periphery of the active park areas. The open areas occur along Brush Creek to the west (approximately 13 acres), an open cleared area to the southeast previously used for ball fields (approximately 13 acres), and an undisturbed wooded area to the southwest (approximately 13 acres) which leads to a lake and open space consisting of approximately 5.6 acres located adjacent to Hawthorn Subdivision.

**Liberty Field:** Liberty Field is comprised of approximately 31 acres of multipurpose fields (soccer, baseball, softball, football, etc.), a rodeo arena, horse staging area and a 7/10th mile paved trail. There are currently no permanent bathrooms located at Liberty Field.

**Jensen's Point Park:** Jensen's Point Park and Overlook is a Route 66 roadside park that consists of a short hiking path, stone patio, seat wall and gazebo. It was built by the Civilian Conservation Corps and originally dedicated on Memorial Day in 1941. The City purchased the property in 2015 and through City investment, county grants, and extensive volunteer work the park was restored. The park offers an outstanding vista of the Meramec River valley. It was officially rededicated on the 75<sup>th</sup> anniversary of its original dedication on Memorial Day, 2016.

### **Section 5.4 Existing Parks System Analysis**

The existing park system was evaluated using regional, State, and National Park benchmarks. Since neither Franklin County nor Pacific have their own set of park benchmarks, St. Louis County's benchmarks were used as a local guideline. The full list of benchmarks referenced in this master plan analysis includes:

- St. Louis County Park Classifications
- St. Louis County Standards for Park Land
- St. Louis County Recreation Facilities Standards
- Missouri Statewide Comprehensive Recreation Plan (SCORP)
- National Recreation and Park Association Standards and Guidelines (NRPA)

### **Section 5.5 Parkland Classifications**

The National Recreation and Parks Association (NRPA) developed a classification system to serve as a guide for community parks and recreation planning. The system describes several categories of parks, recreation areas and open spaces, which in combination make up a unified



municipal park network (Park, Recreation, Open Space and Greenway Guidelines, NRPA, 1995). Table 5.2 shows the various park categories, functions, size, service area and typical features.

<b>Table 5.2 Park Classifications</b>				
<b>Park Classification</b>	<b>Function</b>	<b>Size</b>	<b>Service Area</b>	<b>Typical Features</b>
<b>Playlot</b>	Primarily to serve young children in residential areas.	1 acre or less	1/4 mile limited by barriers	Play area; landscape
<b>Mini Park</b>	Addresses limited, isolated or unique recreational needs	1-5 acres 3 acres optimum	1/2 mile limited by barriers	Play area, passive recreation, limited sports
<b>Neighborhood Park</b>	Serves as recreational and social focus for neighborhoods	5-20 acres 10 acres optimum	1 mile radius limited by barriers (5-15 minute walk)	Play area, sports fields, courts, trails, picnic areas, etc.
<b>Community Park</b>	Provide multiple park and recreation opportunities for all age groups	20-80 acres 40 acres optimum	3 mile radius (10 minute drive)	Recreation center, aquatics, sports fields, trails, etc.
<b>Natural Resource Area</b>	Lands set aside to preserve unique natural resources	N/A	Based on resource availability and opportunities	open or green spaces and unique and/or visually appealing landscapes
<b>Greenways</b>	Serves to form interconnected park system	25' min. width, with a min, path width of 8'.	Based on resource availability and opportunities	Trails and open or green spaces

**Section 5.6 Parkland Benchmarks**

The St. Louis County Standards apply to suburban populations, while the NRPA and SCORP standards apply to more urbanized areas where lot sizes are smaller and open space and undeveloped land is limited or non-existent. The need for parks and open space is at a premium, therefore, the NRPA and SCORP standards require more parkland per capita versus other benchmarks applicable to less urban areas. Since Pacific is located partially in St. Louis County



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and contain densities that are similar to west St. Louis County, the St. Louis County standards provide the most appropriate analysis and comparison. St. Louis County park classifications are based on park size and include a predetermined service area for each park classification. All of the standards are based on population. For purposes of this analysis, the U.S. Census Bureau's 2010 estimated non-institutionalized population of 5,800 is used.

The NRPA and SCORP benchmarks set a goal of 1 acre of parkland per 47 residents. For Pacific, this would mean a goal of 120 acres, based on the City's non-institutionalized population of 5,800. The City currently exceeds this amount by approximately 50 acres; however, as noted previously, this Plan includes acreage adjacent to the City's parks that are currently owned by the City of Pacific, but not improved, publicly accessible or usable. The total acreage of improved, programmed parkland within the City's park system is estimated at 100 acres, which is 20 acres short of the NRPA and SCORP benchmarks.

An analysis of Pacific's existing parks compared to the local benchmarks used by St. Louis County is provided in Table 5.3. The St. Louis County benchmark identifies a total goal of approximately 32 acres of parkland. By way of comparison, NRPA and SCORP standards set a goal for approximately 120 acres of parkland.

<b>Table 5.3: Pacific Parkland VS St. Louis County Standards for Parkland Analysis</b>					
Park Classification (Size)	Existing Parks	Proposed Standard (# acres/ # of people)	Calculated Demand (acres)	Pacific's Existing Acreage (approx. acres)	Pacific's Surplus / Demand (approx. acres)
<b>Playlot (up to 1 acre)</b>	0	0.3 ac. / 1000	1.75 ac.	0 ac.	<b>(1.75 acres) DEMAND</b>
<b>Mini Park (1-5 acres)</b>	0	0.25 ac. / 1000	1.50 ac.	0 ac.	<b>(1.50 acres) DEMAND</b>
<b>Neighborhood Park (5-20 acres)</b>	1	1.5 ac. / 1000	8.7 ac.	14 ac. <i>Blackburn</i>	<b>5.3 acres SURPLUS</b>
<b>Community Park (20-80 acres)</b>	2	2.5 ac. / 1000	20 ac.	155 ac. <i>City Park &amp; Liberty</i>	<b>135 acres SURPLUS</b>
<b>TOTAL</b>	<b>3</b>	<b>32 acres</b>		<b>169 acres</b>	<b>137 acres SURPLUS</b>

The following is a summary of Pacific's park system as compared to the NRPA / SCORP and St. Louis County benchmarks:

1. Pacific's existing park system boasts two (2) large "Community Parks" that provide a wide range of year round park and recreational opportunities.
2. Pacific's existing parkland acreage **exceeds** two (2) of the four (4) applied local benchmarks (St. Louis County) with a total of approximately 100 acres of improved parkland, but does not provide the requisite number of smaller parks (playlots and mini parks).



- The total acreage of improved, programmed parkland within the City’s park system is estimated at 100 acres, which is 20 acres short of the NRPA and SCORP benchmarks.

**Section 5.7 Recreation Facilities Benchmark Comparison**

The aforementioned benchmarks analyze Pacific’s parks system based solely on park classification and acreage. However, as expressed by many participants of the planning process, the quantity of parkland is not a concern. A primary concern is the availability of recreational amenities for all ages and facilities at existing parks. A review of existing recreation amenities help identify what recreational activities and park improvements would be appropriate additions to new and existing parks. The following table provides an analysis of Pacific’s existing recreational amenities and facilities based upon the selected benchmarks. This table identifies where there is a statistical deficiency or surplus in services based on the population of Pacific. This analysis is meant to serve as a guide and a starting point for the City to further analyze facility need. Every community is unique, and the benchmarks are just one tool in the decision-making process for future facility development.

<b>Table 5.4 Recreation Facilities Benchmark Comparison</b>					
<b>Recreation Facility</b>	<b>SCORP</b>	<b>St. Louis Cnty Standard</b>	<b>Benchmark Range of Facility Needs</b>	<b>Pacific Facility Inventory</b>	<b>Benchmark Need</b>
<b>Parkland Acres</b>	1 acre / 47	Per Classification	27-120	169	<b>None Needed</b>
<b>Nature Trails</b>	1 mile / 4,814	1 mile / 2,000	1.2 – 3 miles	approx. 1 mile	<b>2 miles</b>
<b>Exercise Trails-paved</b>	1 mile / 2,624	1 mile / 4,000	1.5-2.2 miles	approx. 7/10 mile	<b>1-2 miles</b>
<b>Swimming Pools</b>	1 pool / 6,500	1,000 sf / 1,000	1 pool (5,800 sf)	1 pool	<b>0-500 SF</b>
<b>Picnic Pavilions</b>	1 per / 1,379	1 pavilion / 2,000	3-4 pavilions	5 pavilions	<b>None Needed</b>
<b>Ball Diamonds</b>	1 field / 1,545	1 field / 1,500	3.75 – 4 fields	2 fields	<b>2 fields</b>
<b>Playgrounds</b>	1 per / 1,379	1 per / 1,000	4 - 6 playgrounds	2 playgrounds	<b>2-4 playgrounds</b>
<b>Tennis Courts</b>	1 court / 2,333	1 court / 2,000	2.5 – 3 courts	4 tennis courts	<b>None Needed</b>
<b>Volleyball</b>	1 court / 4,659	1 court / 3,000	1 – 2 courts	2 volleyball courts	<b>None Needed</b>
<b>Basketball</b>	1 court / 4,410	1 court / 3,000	1.6 – 2.3 courts	1 basketball court	<b>1-2 courts</b>
<b>Football/Soccer Fields</b>	1 field / 3,274	1 field / 4,000	1 – 2 fields	3 (soccer) fields	<b>None Needed</b>
<b>Horseshoe Courts</b>	1 court / 2,810	1 court / 2,000	2 – 3 courts	1 court	<b>1-2 courts</b>
<b>Boat Ramps</b>	1 / 5 river mi.	None needed	0 boat ramp	0 boat ramp	<b>1 boat ramp</b>
<b>Skateboard Park</b>	1 / 34,435	-	0 skate parks	0	<b>None Needed</b>

Table 5.4 identifies several deficiencies within the City of Pacific’s park system based on regional models. However, any improvements or new facility development should also meet the specific needs and desires of the City of Pacific and its residents. However, benchmarks do not evaluate the quality of facilities.



The following is a summary of Pacific's existing park amenities and facilities:

1. Pacific meets at least the minimum suggested facilities for both SCORP and St. Louis County benchmarks for the following:
  - Parkland acres
  - Picnic pavilions
  - Tennis courts
  - Volleyball courts
  - Football/soccer fields
  - Skateparks
2. Based on the applied benchmarks, Pacific could benefit from:
  - 2 additional miles of nature paths (unpaved)
  - 2 miles of exercise paths (paved)
  - Expanded, new pool (the existing pool is over 40 years old)
  - 2-4 playgrounds
  - 1-2 additional basketball courts
  - 1-2 additional horseshoe courts
  - 2 additional ball diamonds
3. According to SCORP standards, the population of Pacific does not qualify for a boat ramp, however, based on the proximity to the Meramec River and lifestyles of Pacific residents, a boat ramp is highly supported and anticipated, despite regional benchmarks.

### Section 5.8 Service Areas Analysis

Identifying areas that are underserved by existing parks will help guide the City in identifying gaps in the City's park system. The Parks Master Plan Map shows areas that are not adequately served by the City's existing parks and identifies potential locations for future parks. St. Louis County's Park Classification Service Area Criteria, which uses Walkable Parks Level of Service Radius, was used to define underserved areas of the City.

#### **Walkable Parks Level of Service Radius**

The St. Louis County Park Classifications and Standards for Parkland were used as the Regional Standard to define park types. Table 5.2 shows the service area for each park classification. The City of Pacific's park system has two (2) District Parks (Liberty Field and City Park) which covers a 3 mile service area radius and one (1) neighborhood park (Blackburn Park) which covers a two mile radius. While these parks cover the vast majority of the City, they are clustered in the east-central portion of the City, resulting in a disproportionate coverage in some areas and major gaps in others. A more appropriate standard to determine the service area of the parks would be a **walkable parks standard**. Therefore, the goal for this Plan is to provide a park, trail or other recreational facility within a 10 minute walk (1/2 mile) distance from every home.

The typical walkable park level of service standard is a ¼ mile radius for each park. This analysis will use a ¼ mile as a primary walkable area (accessible for most individuals within a 5 minute walk) and a secondary ½ mile walkable area (accessible for most individuals within a 10 minute walk). Site features such as major roads and waterways that would limit or prevent access



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become boundaries if they are located within the service areas. A walkable park system is a typical goal for communities to provide residents with access to parks for exercise and recreation.

The Parks Master Plan Map shows the primary  $\frac{1}{4}$  mile and secondary  $\frac{1}{2}$  walkable service areas for the Pacific Parks System. Note that the walkable distance radii on the map are solely for the purpose of analyzing gaps in the parks system's walkability. The radius does not necessarily imply there are safe, accessible walking routes to access the parks within the service areas shown on the Map. Additionally, the radius does not take into account barriers that would limit or prevent residents' direct access to the parks. These barriers include railroad tracks, Osage (Route 66), Interstate 44, the Meramec River and steep slopes or cliffs.

The Park Master Plan Map identifies gaps within the City of Pacific's Parks System. The following is a summary of accessibility/service area of the City's existing park system:

- Currently properties west of the Hawthorn Subdivision are not adequately served by the City's park system pursuant to the applied Walkable Park Standards. Three (3) parks (one (1) north of 44 and two (2) south of 44) and a new community center are recommended in order to adequately serve this area. The potential locations of the recommended parks and community center are shown on the Future Park Master Plan.
- The northernmost portion of the City is not served by the City's existing park system. A mini park on the east side of Highway OO, would help to serve this area and a potential location is shown in the Future Park Master Plan.
- The eastern portion of the City, past the Silica Plant, is not adequately served by the City's existing park system. Although this area is not densely populated, it contains highly prized recreational amenities, natural scenic beauty, a gorgeous stretch of the Meramec River and the City's most visible assets; the white silica bluffs. The Future Park Master Plan shows the potential location of a boat launch in this area on property currently owned by the State to serve both as a point of access to the river as well as a trailhead. A beach and picnic area could also be considered provided any hazards or dangerous river conditions are addressed.
- The adaptive reuse of the US Silica site as a recreational attraction should be considered.
- Interstate 44, Route 66, the Meramec River and railroad tracks create barriers by limiting pedestrian access to the City's parks and open spaces. However, actions can be taken to overcome such barriers. Some possibilities for overcoming these barriers:
  1. Plans to cross Interstate 44, Osage and the railroad tracks should be considered. Existing structures that pass under these highways, such as the 8'- 10' drainage tunnels that pass under Osage near the Red Cedar Inn should be utilized for pedestrian and bike crossings. This particular location would also provide a strategic pedestrian/bike connection to the Pacific Palisades Conservation Area/boat launch on the Meramec River.
  2. Any proposed improvements to Thornton Road/I-44 off-ramp should include provisions to facilitate safe pedestrian and bike access under I-44 via Viaduct Street.
  3. Future planning should seek to improve railroad crossings in the Downtown to provide safer access and better connections to parks and other nearby destinations.



4. Proper greenway planning can convert the edges of the Meramec River and Brush Creek, which currently create barriers, into an enjoyable, primary connection between parks, neighborhoods, schools and other destinations.
5. The City should also look at opportunities to convert abandoned railroad tracks, where applicable, to trails and greenways. Missouri has had great success converting rails to trails.

### **Section 5.9 Trails and Greenways**

As noted in the above 'walkable' parks analysis, Pacific's current parks system lacks connectivity. Additionally, residents surveyed commented on the inability to move from park to park without the aid of a motorized vehicle. Trail development is an important element in the planning of the park system to increase connectivity, mobility and promote active lifestyles. There are currently three (3) trail plans underway. They include the "Pacific River Walk Trail" led by the Magi Foundation, "The Meramec Greenway" planned in partnership with the Open Space Council and Great Rivers Greenway (GRG) and the Ozark Trail which is a 350+ mile, multi-state effort led by the Ozark Trail Association (OTA). The City and Park Board should work with the community as well as the aforementioned entities to implement the goals of this Plan and the proposed trails recommended herein and as shown on the Future Park Master Plan. It is also important that the City take into account the proposed trail routes when planning future park development to capitalize on the opportunity for increased connectivity through trails and greenways. Please see **Chapter 3, Section 3.7** for additional information.

### **Section 5.10 Recreation Program Assessment**

The following program assessment and recommendations are based on a thorough review of the City's current recreation program, interviews with staff, meetings with the Park Board and responses gathered during the public engagement phase of this Plan. This analysis also includes input from stakeholders, City Officials, the Park Board, survey respondents and workshop participants.

The City's Park and Recreation system has a good reputation in the community for its quality and variety of programming, but residents would like more. According to the public engagement results, more trails, restrooms, and new community center with improved aquatic facilities are needed. The following additional park and recreational improvements are recommended:

- The City has recognized the importance and demand for senior programming and should consider expanding program offerings for seniors.
- The development of more outdoor recreation program opportunities, parks, trails, greenways and better access to the Meramec River.
- Strengthen partnerships with the Pacific Youth Association, Tri-County Senior Center and the Meramec Valley R-III School District to improve and expand social, cultural and recreational programs and events.



### **Section 5.11 Future Expansion**

As noted, the inventory and analysis conducted in this Chapter is limited to the public parks and recreational facilities owned and operated by the City and located within the City's current boundaries. As the City prioritizes current and future development and maintenance of the parks system, the future expansion of City limits along the Route 66/Osage corridor to the east and west should be a consideration. As future development occurs, the City must facilitate the allocation of land and resources for future parkland and recreational facilities. Large developments could be required to provide for such improvements or provide a fee in lieu of park improvements. Smaller-scale parks, such as playlots or mini parks, should be designed and integrated into the development of new residential subdivisions. In addition, trails, greenways, and other forms of connectivity should be included in future planning and development. The Parks Master Plan Map shows general locations where future parks and trails could be located.

### **Section 5.12 Implementation Strategies & Recommendations**

As part of the comprehensive planning process, the City's park and recreation program was surveyed and discussed with respect to consultant and user assessments. Consensus was built in several areas of community needs. The following is a list of prioritized needs desired among participants and respondents:

- Community Center
- Creation of a Meramec River Walk
- More senior programs
- More youth programs
- The creation of nature programs
- Better access to the Meramec River (physical and visual)
- Continued maintenance and upkeep of existing parks and park land.

The analysis conducted in this Chapter should be used as a tool by the City of Pacific as it plans for future park improvements and maintenance.

The following implementation strategies were developed from the information gathered from the public engagement program, meetings with Park Board Members and from the comprehensive park system analysis.

- **Liberty Park:** Acquire land as needed to connect Liberty Park to the flood buyout properties to the north and to the south. Connections to the south should be a priority as they can provide connections to the Meramec River / Bend Bridge, Brush Creek and the tributaries and open spaces located nearby. These improvements provide critical pedestrian, bike and outdoor recreation opportunities that enlarge the current park and expand the usefulness of the City's overall park and recreation system.
- **Liberty Park:** Preserving and/or reforesting the flood buyout properties adjacent to Liberty Park that are already owned by the City and acquiring additional land adjacent to existing parks to facilitate future park expansion and preserving the natural beauty of the area.
- **Blackburn Park:** Creation of a trail system throughout Blackburn Park and the adjacent land along the interstate.



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- **City Park:** Install a maintenance bridge to Pacific Youth Association fields - south side of City Park.
- **City Park:** Preserve the natural wooded areas south of City Park with outdoor classrooms, a boardwalk (to soften the impact on sensitive soils/wetland areas) interpretive stops, nature trails and scenic viewstops (elevated and at grade) to create a strong connection between the natural environment and the user.
- **City Park:** Trails, trailheads and interpretive stops should also be installed along the open space areas owned by the City, especially along Brush Creek and the unnamed stream to the east of City Park. Create a comprehensive trail system within City Park with a paved trail section encircling the lake near Hawthorn Subdivision.
- **General Park & Recreational Facilities Considerations:**
  - 1 Create a Park Department & Budget. Many cities the size of Pacific have their own park department, complete with a Park Director, staff and annual budget. The City should consider the creation of a combined Parks, Recreation and Tourism department.
  - 2 Create a Park and Recreation District or propose a park and stormwater sales tax to generate funds to implement park improvements and the recommendations provided in this Plan. Consider passage of a 2 mil tax in conjunction with a SID or CID.
  - 3 Incorporate the Tree Maintenance Plan that was commissioned by the City and completed in 2013 into the regular maintenance of the City's parks and other City-owned properties.
  - 4 Continue to incorporate Eagle Scout projects into the park system. The Scouts have made invaluable contributions to the City's Park System. The City should continue to support the program.
  - 5 Support in the acquisition of land, grants and other funding mechanisms necessary to proceed with the River Walk trail project, Meramec River access, trails connecting Liberty Field and City Park continuing on to Shaw Nature Reserve and other improvements contemplated by this Plan.
- **City-School District Partnerships:** Limited City resources and shifting park interests require creative solutions to keep parks viable. One example of creative funding/programming solutions might involve a partnership with the School District. School properties can help to satisfy park needs in underserved areas because they provide open

space and play equipment that could be available to the public. Unique partnerships typically earn higher points on grant applications and increase the likelihood of obtaining outside funding.

- **Consider implementing park dedication requirements and fee-in-lieu requirements.** The creation of parkland dedication requirements along with fee-in-lieu requirements should be considered to help fund future park system improvements and the establishment of new parks in the City's growth area. The requirements should include



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standards to ensure fees are sufficient and that the design and dedication/fee thresholds are adequate to facilitate implementation of improvements and park system expansions that are consistent with this Plan's goals and objectives.

- **Facilitate the implementation of the Pacific River Walk and Meramec River Greenway Trail.** This trail would connect to regional trail systems, such as the Ozark Trail, Great River Greenway's expansive trail network and the City of Eureka's existing and proposed trail system. The trail would also enhance the City of Pacific's connection to the Meramec River, an abundance of quality open spaces and riparian areas. Information kiosks and trailheads at key locations along the trail are recommended to reinforce these connections and educate current and future generations of the significant people, places, geology of the area and roles Pacific played in shaping American history.
- **Bolster Automobile Tourism and Roadside Commerce efforts related to Route 66.** Create a Visitors Center/Museum and work with the Tourism Committee to develop a branding, signage and promotional information.

**1. Future Recreation Center.** Development of a community center should be a consideration in the enhancement and expansion of the City's park and recreation system. The following strategies should be considered if the City desires to build a community center: **Seek Input.** Share the community center concept and proposed plans to civic groups, residents and development experts to receive input and identify areas of consensus. Adjust the physical plan and financial model accordingly. Create criteria to objectively identify a site or sites that meet expressed needs. Residents indicated a preference for locating the facility in the center of town in an area that is in need of revitalization.

**2. Determine goals and develop alternative concept plans for the facility.** Select a preferred alternative that best meets expressed needs and supports the goals and objectives of this Plan.

**3. Prepare cost estimates & funding strategies.** Prepare cost estimates for the preferred alternative and analyze project financial feasibility. Determine if conventional and alternative financing mechanisms are available to meet construction costs. Estimate if tax and member/user fees are adequate to meet operational and maintenance costs.

**4. Seek public/private partnerships to reduce costs.** A partnership among the City and institutions such as the YMCA could reduce costs and leverage resources beyond individual ability and/or effort.

**5. Market and execute the plan.** Raise money, awareness and enthusiasm for the project and begin the construction process once land and financing are secured. Seek additional partners including private sector participants.

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Comprehensive Plan  
Floodplain Management**



**June 2017**



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## FLOODPLAIN MANAGEMENT PLAN

### Section 6.1 Background

The City of Pacific is located within the Brush Creek watershed which drains into the Meramec River. The floodplain elevations range from 550 feet at the southwestern end of the City to 545 feet in the easternmost portions of the City. The floodplains contain soils that are underlain by water-deposited sand and organic rich silt and clays. These soils are among the most fertile in the Nation. However, they are located in floodplains within the Meramec River Basin, which have a relatively shallow depth to groundwater and prone to seasonal flooding.

On March 21, 2008, the Meramec River flooded 187 homes and 33 businesses within the City of Pacific. The U.S. Army Corps of Engineers designated 27 of the homes as being in the floodway and qualified for buyout. FEMA awarded \$2.4 million for the buyout of houses damaged. FEMA reported the total cost of damage of the 27 properties involved in previous floods exceeded \$4.5 million.

On December 30, 2015, the Meramec River reached a record crest of 33.42 feet flooding countless homes and businesses within the City of Pacific. Many homes that had been elevated after the flood in 2008 were flooded again despite the elevation. Many structures have been torn down or remain uninhabited.

The purpose of this Chapter is to provide a better understanding of the sensitive land forms that make up the Meramec River Basin and Brush Creek Watershed and provide recommendations and implementation strategies that translate into better floodplain management policies that reduce the impact of flooding and empowering all levels of the community to participate in environmental stewardship.

### Section 6.2 Floodplains & Riparian Zones

Floodplains serve to reduce the frequency and duration of flooding by providing storage of water and slowing stormwater from reaching creeks and rivers. The development of land severely alters the natural drainage characteristics of an area, especially when that development occurs in a floodplain. Most development and construction activity results in the removal of vegetation and soil compaction which significantly reduces the land's capacity for water retention. Unless preventative measures are taken, critical amounts of soil erosion and sedimentation could occur during and after construction. Once an area has been





developed, impervious surfaces such as pavement and roofs not only block the absorption of rainwater but create a surface over which water immediately starts running downhill. This results in shorter times for peak flood levels to be reached once the rain has started and more flooding. In a natural state, vegetative land holds and slows rain water from reaching watercourses and prolonging the time it takes to reach peak flood levels; which is oftentimes hours after the peak rainfall has stopped. Streams that run through cities and towns often reach peak flood levels within minutes of peak rainfall. This is what is known as a “flash flood” which can be very dangerous and destructive to life and property. This Plan recommends requiring special construction specifications or prohibitions are included in the City’s Floodplain Ordinance to safeguard against flood damage and ensure floodplains maintain their effectiveness.

The riparian zone of a river, stream or other body of water is the land adjacent to the centerline of the channel and includes the stream banks and floodplain. Riparian zones can be broad alluvial valleys or narrow strips of stream bank. Riparian zones help control the intensity and frequency of flooding and contain very sensitive ecosystems that support a diverse range of species and vegetation. Riparian areas are prone to periodic flooding, which helps support and maintain these fragile ecosystems. For these reasons, and the fact Pacific’s riparian areas are very scenic and pristine, this plan recommends preserving riparian areas in the form of income producing agriculture lands, greenways, open space and any combination thereof.

### **Section 6.3 Meramec River**

The Meramec River is one of the longest free-flowing waterways in Missouri meandering some 218 miles from its headwaters near the City of Salem to its confluence with the Mississippi River in the City of Arnold. The Meramec River is a popular recreational destination for anglers, canoeist, kayakers, rafters, jet-boaters and personal watercrafts such as jet-skis and wave runners. Numerous trails and public access points located along the river and its many tributaries provide visual and physical access for hikers, cyclists, bird watchers and naturalists. Functionally, the Meramec drains approximately 3,980 square miles and possesses some of the Nation’s most unique aquatic biodiversity. The Meramec River is home to more than 125 species of fish, 45 species of mussels, and 32 species of crayfish. Some of the mussel and crayfish species found in the Meramec are not found in any other watershed on earth. However, some species, such as the pink musket mussel (*Lampsilis abrupta*), are at risk or already on the Federal Endangered Species List. Furthermore, population monitoring indicates that reproduction in some mussel species is not occurring at a rate necessary to sustain future populations. (Source: “Lower Meramec Watershed Plan”- East-West Gateway”) Therefore, it is important that the recommendations and implementation strategies contained in this Chapter are implemented in the near term and monitored and maintained annually.



#### **Section 6.4            Brush Creek Watershed**

The City of Pacific and surrounding unincorporated areas are located within the Brush Creek Watershed, which flows into the Meramec River Basin. The watershed includes over 23,600 acres or 37 square miles. The majority of the watershed is in east-central Franklin County with the remainder in southwest St. Louis County and northwest Jefferson County. Brush Creek is north of the Meramec River and south of Winch Creek. There are other tributaries to these creeks and smaller streams which drain directly to the Meramec River. Brush Creek enters the Meramec River in Pacific, 51 miles upstream of the confluence with the Mississippi River. In 2010, 13,568 people lived in the Brush Creek watershed. Approximately 58% of all the homes in the Brush Creek watershed area are connected to public sewer and 42% have septic tanks. The Brush Creek Sewer District and the City of Pacific have an agreement wherein the City of Pacific accepts the wastewater generated within the Brush Creek watershed for treatment.

Approximately one-third of the land area in this watershed has slopes of 10 percent or greater. The steepest slopes exceed 40 percent and found in the bluff areas adjacent to the Meramec River in the Shaw Nature Reserve and along Old Route 66 in Pacific. Steep slopes are also found in the north and east of the City of Pacific along the drainage divide ridge lines. Approximately 20 percent of the land area in this watershed can be considered developed or built up. The highest concentrations of development is located in the City of Pacific. The majority of undeveloped land in the watershed is in crop, grass/pasture and forested land. Much of the agricultural land is in the Meramec River valley.

Due in part to the natural constraints of the soils and topography and development and clearing activity that has occurred within the watershed, today Brush Creek carries a significant sediment load. This plan recommends several implementation strategies and Best Management Practices (BMP) in the following Sections to ensure Brush Creek does not become further impaired by sediment and remains a healthy stream enjoyed today and as population pressures increase in the future.



#### **Section 6.5 Sources of Water Contamination**

Stormwater runoff and siltation are a major sources of water pollution and siltation. The best method of reducing stormwater runoff and siltation is to control runoff and erosion. Additional sources of water contamination come in the form of point-pollution sources such as industrial, commercial, agricultural, road maintenance and construction activity. While all these operations and uses are regulated, some more than others, this Plan recommends raising awareness and empowering owners and operators to do a better job protecting water quality and the environment.

#### **Section 6.6 Brush Creek Sewer District**

The establishment of the Brush Creek Sewer District and implementation of the centralized sewage treatment system facilitated the elimination of a number of septic systems and improved water quality. During the time of this writing, the City of Pacific was in the process of negotiating a settlement agreement with the Brush Creek Sewer District. This Plan recommends the City continue negotiating with the Brush Creek Sewer District until an agreement is reached and the City is well positioned to provide quality, affordable sewer services and wastewater treatment to the western and southern portions of the City and the recommended growth areas.

Brush Creek Sewer District has provided funding to construct wetlands in order to mitigate damage in conjunction with the installation of sewer infrastructure. This approach of mitigating within the same watershed is an excellent example of how to use wetlands to have a direct positive impact on streams that have been negatively impacted by construction practices. This Plan recommends the City continue to identify other specific sites for remediation work to control overland flow, flooding and sedimentation, especially in new subdivisions.

Within the Brush Creek watershed, the State of Missouri has issued 16 National Pollutant Discharge Elimination System (NPDES) permits for the discharge of treated wastewater to creeks and the Meramec River. The wastewater treatment facilities that serve the City of Pacific include; Calvey Creek Sewer District, Crestview Acres Sewer District and Sylvan Manor- Sunset Acres Sewer District have discharge permits. There are also 26 stormwater permits in the watershed. One permit addresses stormwater at an industrial facility near Pacific, another is for an elementary school in the southeast portion of the watershed and there is a permit for a small residential care facility. The remainder of the permits have been issued for freestanding residential package treatment plants (subdivisions or mobile home parks) throughout the watershed. It is estimated that 2,105 housing units in this watershed utilize individual sewage disposal systems (septic tanks). There are 448 private wells in this watershed and 17 public groundwater supply systems. The two largest are operated by the City of Pacific and the Missouri Department of Corrections. The other systems are associated with freestanding subdivisions and mobile home parks. Source: "Lower Meramec Watershed Plan"- East-West Gateway".

#### **Section 6.7 NATIONAL FLOOD INSURANCE PROGRAM**

Due to problematic policy decisions and an increase in the frequency and severity of hurricanes and flooding, the National Flood Insurance Program is \$24 billion in debt. Since 1978, the National Flood Insurance Program has paid more than \$38 billion in claims (as of March 31, 2011). More than 40 percent of that money has gone to residents of Louisiana. In 2012, the Biggert-Waters Act was passed to help reduce some of this debt by increasing premiums and



reducing claims. The objective was to create a sliding scale system where premiums would reflect the true risk of living in flood hazard areas. If a home was in a high flood hazard area, rates would be high. This was a major change from the National Flood Insurance Program of 1968 which has been criticized as a government subsidized insurance plan that encouraged building, and rebuilding, in vulnerable flood hazard areas by continuing to pay for damages and cover properties that have been flooded multiple times.

The Homeowner Flood Insurance Affordability Act of 2014 repealed and modified the Biggert-Waters Flood Insurance Reform Act of 2012 to slow down insurance rate increases. The latest Bill delays the flood insurance premium increases mandated under the Biggert-Waters Flood Insurance Reform Act for four (4) years. During that time, FEMA is charged with coming up with a plan to make the premiums cheaper and reassess its maps of areas that are likely to flood. In addition to delaying the onset of higher premiums, the Bill allows homeowners who sell their homes to pass the lower flood insurance premiums on to the next homeowner. The intent of the modifications is to offer refunds, reduced rates and surcharges, improve mapping and promote mitigation. Rates are determined by flood elevation certificate. FEMA strongly recommends property owners have their properties surveyed to get a base flood elevation (BFE). These elevations (BFEs) are necessary to become eligible for any rate reductions, mediation and other program benefits. Several mitigation options are also available to reduce rates. For more information see The National Flood Insurance Program's (NFIP's) Community Rating System (CRS) and associated floodplain management strategies in the following sections.

#### **Section 6.8 RECOMMENDATIONS & IMPLEMENTATION STRATEGIES**

The following Sections provide recommendations and floodplain management strategies to help direct City officials in making decisions regarding land use, development and preservation of floodplain areas as well as strategies to improve water quality and stormwater management City-wide. This Plan recommends public education programs to raise awareness of watershed planning and the promotion of Best Practices (BMP). The floodplain management recommendations and implementation strategies identified for this Plan include the following:

##### **1) Obtain elevation certificates.**

Encourage all floodplain property owners to have their properties surveyed to obtain an elevation certificate that verifies the base flood elevation (BFE). This is necessary to determine rates and obtain rebates.

##### **2) Define and map floodplain areas**

The first step in addressing floodplain management is classifying the areas prone to flooding into "zones" which refer to the probability of annual flooding. The "100 Year Floodplain" is an area that is expected to flood at least once in a 100-year period. FEMA no longer uses the term "100 Year Floodplain". Areas that fall within the 100 Year Floodplain are now referred to as "Special Flood Hazard Areas". Special Flood Hazard Areas can be further divided into two zones based on flood hazard potential, they are "Floodway" and "Floodway Fringe".

The **Floodway** is the area within and adjacent to the stream banks required to discharge the 100-year flood without raising the water surface elevation more than one foot above base flood level at any point. Obstacles in the floodway can disrupt this function, increasing both the frequency



and severity of flood damage. Therefore, no structure, fence or other permanent, manmade obstruction should be constructed in the Floodway. For this reason, the Floodway also delineates the location of the recommended greenway as well as existing and future agricultural operations, open space, woodlands and passive recreation. Areas within the floodway are shown with red hash marks on the Floodplain Map.

The Floodway Fringe, also known as the **Special Flood Hazard Area**, is the area bordering the floodway. This area provides storage during a flood event and functionally reduces the frequency and intensity of downstream flooding by holding floodwaters until they are carried away in the floodway channel. While the floodway fringe's capacity decreases with the presence of obstacles, such as a fence or building, their presence is generally acceptable when regulated properly. The Floodway Fringe Areas, (AKA Special Flood Hazard Areas) are shown in light blue on the Floodplain Map. The areas outside the Special Flood Hazard Area are known as the **0.2% Annual Chance Flood Area**. These areas are shown in orange. The "0.2% Annual Chance Flood Area was formally known as the "500 Year Floodplain".

The Federal Emergency Management Agency (FEMA) prepared Flood Insurance Rate Maps (FIRM) for the Pacific region. The maps define the boundaries of the "Floodway" and "Special Flood Hazard Areas" as well as several other floodplain zones to help identify flood hazard areas and the degree to which they may be impacted. The Special Flood Hazard Areas include the floodway fringe described above. Any future development proposed near a river, stream or other flood prone areas should be identified on the FIRM maps to verify their location within the floodplain and special precautions taken, as required, for any future development activity. The Floodplain Map shows the location of the Floodway, Special Flood Hazard Areas, 0.2% Chance Flood Area as well as major streams, rivers and lakes.

### 3) Update & implement the City's Floodplain Ordinance

To abate flood damage to buildings, Chapter 420 of the Pacific Municipal code prohibits new construction within the Special Flood Hazard Area (100-year floodplain), with the exception of single-family dwellings or additions. The 100-year floodplain is defined as the elevation which a given body of water has a 1% chance of reaching in any year. FEMA produces Flood Insurance Rate Maps, which illustrate the 100-year (1% Chance) and 500-year (0.2% Chance) flood levels. A significant amount of land within Pacific and to the south of the City's limit lies in the Floodway and Special Flood Hazard Areas along the Meramec River and Brush Creek. While construction has occurred in some of these areas, future construction in the floodplain must be closely monitored to ensure compliance with FEMA Regulations and to avoid injury to persons and damage to property. This Plan recommends updating Chapter 420 of the City Ordinance to reflect the goals and objective of this Plan and the National Flood Insurance Program's (NFIP's) Community Rating System

### 4) Apply for funds from the FEMA Flood Mitigation Program

Target future buy-out properties that are adjacent to existing buy-out properties to create larger contiguous areas that are more conducive to recreational use and reforestation. Also target homes that have already been damaged by past flooding for immediate buyout. If buyout is not an option, existing structures should be brought up to the City's building specifications pursuant to Section 420.190 of the City Floodplain Ordinance.



#### **5) Develop and implement a Floodplain Management Strategy (FPM):**

Utilize this Plan to develop and implement a FPM strategy that utilizes the FEMA Community Rating System CRS. CRS is a voluntary program that reduces the flood insurance premiums for everyone in the city as the rating increases. The objective of the Community Rating System (CRS) is to reward communities that are doing more than meeting the minimum National Flood Insurance Program (NFIP) requirements and help prevent or reduce flood losses. The CRS also provides an incentive for communities to initiate new flood protection activities. The CRS Coordinator's Manual is the guidebook for the CRS and sets the criteria for CRS classification. It explains how the program operates, what is credited, and how credits are calculated. Although it is primarily a reference for CRS activities and credits, it can also help guide communities that want to design or improve their floodplain management programs. This Plan recommends utilizing the CRS Manual to identify and prioritize mitigation activities and to consider CRS certification.

#### **6) CRS Certification**

The National Flood Insurance Program's (NFIP's) Community Rating System (CRS) is a voluntary incentive program that recognizes communities for implementing floodplain management practices that exceed the Federal minimum requirements of the NFIP to provide protection from flooding. By participating, communities earn credit points that determine classifications. There are 10 CRS Classes: Class 1 requires the most credit points and provides the largest flood insurance premium reduction (45 percent), while Class 10 means the community does not participate in the CRS or has not earned the minimum required credit points, and residents receive no premium reduction. The CRS Classes are based on completion of 19 creditable activities organized into 4 categories:

1. Public Information
2. Mapping and Regulations
3. Flood Damage Reduction
4. Warning and Response

In exchange for a community's proactive efforts to reduce flood risk, policyholders can receive reduced flood insurance premiums for buildings in the community. These reduced premiums reflect the reduced flood risk resulting from community efforts toward achieving the three (3) CRS goals:

1. Reduce flood damage to insurable property
2. Strengthen and support the insurance aspects of the NFIP
3. Encourage a comprehensive approach to floodplain management

The following mitigation strategies are recommended. These activities would also earn credits towards the CRS Program.

#### **7) Determine which Floodplain District the site is located.**

The City's Floodplain Ordinance divides the City's flood hazard areas into two (2) districts based on base flood elevations. Property owners are urged to have their properties surveyed to obtain an elevation certificate, which is necessary for participation in the NFIP. The districts regulate



uses, construction practices and development activity. The City's Overlay District correspond with the "A –" zones as shown on the Official FIRM and identified in the flood insurance study provided by the Federal Emergency Management Agency; they include:

- a) **"FW" Floodway Overlay District:** Areas that fall within the Floodway as shown on the FIRM should be classified under the City's "FW" Floodway Overlay District and subject to all development provisions of Article V of the City Floodplain Ordinance (Chapter 420).
- b) **"FF" Floodway Fringe Overlay District:** Areas designated Special Flood Hazard Area on the FIRM, should be classified under the City's "FF" Floodway Fringe Overlay District are subject to all development provisions of Article VI of the City Floodplain Ordinance (Chapter 420).

*If flood insurance study data is not available, the City should utilize base flood elevation or floodway data available from Federal, State or other sources to determine the appropriate Overlay District.*

#### **8) Adhere to flood resistant building, grading and storage specifications.**

Require all new construction, fencing, grading, storage of materials, subdivisions, substantial improvements to existing structures, placement of manufactured homes or other proposed development activity to comply with Section 420.190 of the City's Floodplain Ordinance (Chapter 420 of the Pacific Municipal Code). The City should closely monitor and regulate any development activity within any designated flood hazard zone. New construction or activities located in areas designated by FEMA to be located in the Special Flood Hazard Area should adhere to the City's Floodplain Management Ordinance.

#### **9) Promote demonstration projects.**

The City should promote projects that demonstrate recommended floodplain management strategies on both private and public lands. Recommended projects should address non-point source runoff and improve water quality by capturing surface pollutants. In addition to helping control the volume of stormwater thereby reducing erosion and sedimentation, these projects should be designed to educate property owners, contractors and the general public.

#### **10) Distribute flood protection information.**

Include floodplain mitigation and protection information on the City's Website and make this information available at City Hall. This practice should be encouraged, as it helps obtain CRS credits.

#### **11) Distribute flood insurance information.**

Provide the latest floodplain insurance information and coverage terms and conditions on the City's Website and at City Hall. Appoint someone to serve as a Flood Insurance Advocate to provide technical assistance and initiate floodplain management techniques that qualify for CRS credits.



#### 12) Designate a floodplain manager.

Appoint a Floodplain Manager to enforce the City's Floodplain Management Ordinance, conduct site visits with property owners, provide technical assistance, help coordinate financial assistance and oversee flood mitigation and protection efforts. Said appointment should be made immediately.

#### 13) Real estate agent disclosure.

Make FIRM maps available to real estate agents and encourage agents to disclose flood hazards for all applicable properties. This practice should be encouraged, as it helps obtain CRS credits.

#### 14) Fill basements.

According to FEMA, filling the basement of a building located in a Flood Hazard Area raises the base flood elevation to the first floor and reduces damage during flood events. This practice should be encouraged, as it helps obtain CRS credits.

#### 15) Elevate homes.

Consider elevating existing homes above the base flood elevation to avoid destroying neighborhoods. This practice should be encouraged, as it helps obtain CRS credits.



#### 16) Encourage reforestation of floodplain properties.

The buyout properties are an excellent location for reforestation and green buffer development to slow runoff and provide shade and reduce erosion to the streams. This practice should be encouraged, as it helps obtain CRS credits.

#### 17) Preserve floodplain and riparian areas.

The preservation of natural areas demonstrates that the community values open space that is functional and supportive of the natural systems within their physical environment. This Plan recommends preserving properties that offer unique or scenic natural resources, offer locations



that can provide economic stimulus, and accessibility to neighborhoods, tourist areas, and connectivity to existing and planned trail systems through conservation easements, land swaps, greenway dedications, etc. This Plan recommends improving and protecting habitat and recreational areas in streams and restoring riparian areas, including:

- a) Prioritizing key parcels of land for protection and reforestation.
- b) Procuring funding sources necessary to protect the land through outright purchase, conservation easements and private agreements.
- c) Educating private landowners of the benefits of stream corridor protection and the protection of other fragile lands since most land will remain privately owned.

#### **18) Protect streams that are at risk of being negatively impacted.**

- a) Build upon momentum gained by the recommended demonstration projects and facilitate the implementation of similar projects on private lands on a voluntary basis.
- b) Promote streambank stabilization to help maintain stream flow, reduce flooding and minimize erosion. Stabilizing streambanks and riverbanks is critical for many reasons, including:
  - Protecting and preserving the channel during high flow.
  - Improving the channel's capacity to handle and move more water volume and preserving natural flow during dry spells.
  - Contributing to better water quality by improving water flow and providing filtration.
  - Reducing property loss to residents and reducing costs of road, bridge and infrastructure maintenance, improvement or replacement.

### **Section 6.9 Stormwater Management & Water Quality**

Best Management Practices (BMP) is a term used to describe various water pollution control measures and treatment techniques. BMPs can be physical structures or the implementation of programs designed to control or reduce stormwater runoff. Structural BMPs are physical features designed to delay, capture, store, filter or treat stormwater runoff. Nonstructural BMPs are preventative actions designed to reduce the amount of stormwater and pollution. The following BMP and other stormwater management and water quality implementation strategies are recommended:

- 1. Bio-Retention Facilities (Rain gardens):** Bio-retention is an integrated stormwater management practice that uses the chemical, biological, and physical properties of plants, microbes, and soils to remove, or retain, pollutants from stormwater. Bio-retention facilities consist of shallow depressions underplayed with a mix of fill material (soil, gravel, etc.) and a variety of plant material that provide stormwater retention as well as filtration. These retention areas are usually designed as a conveyance system that slows the flow of stormwater through a system of integrated garden areas, also known as rain gardens.
- 2. Permeable Paving:** Permeable paving is an example of a structural BMP that is used as an alternative to impervious paving to accommodate pedestrian, bicycle, vehicular traffic and parking while allowing infiltration, treatment, and storage of stormwater.



3. **Regional Stormwater Management Plan:** Develop and adopt a City-wide Stormwater Management Plan and take steps towards compliance with regional stormwater management and water quality standards.
4. **Develop and implement standards for stormwater management** in all future land development and construction projects. Manage, monitor and work towards the reduction of erosion and sediment build-up during construction operations through the implementation of the LID and BMP mentioned in the previous Sections. Sediment carries pollutants such as mercury and lead, it destroys habitat and is a problem throughout the study area.
5. **Identify strategic areas that are suitable for the purpose of capturing and retaining excess stormwater runoff.** The intent of this policy is to reduce the intensity and severity of flash flooding in the developed downstream portions of Pacific. Development that integrate aesthetic retention features such as ponds, lakes or other water features into their site designs, with capacities that meet the City's required functional equivalency requirements, should be strongly encouraged.
6. **Raise the elevation of roadways** that are strategically located on the fringe of the Meramec River floodway and/or support the installation of levees to provide better flood protection to the downtown area.
7. **Develop standards for construction and land development practices** that manage stormwater runoff, siltation and erosion during all construction projects.
8. **Protect and improve the water quality** in tributary streams of the Meramec River through the implementation of stormwater management and BMPs designed to reduce the frequency and intensity of stream flow following storm events and to limit the amount of pollutants being carried by stormwater into the stream.
9. **Require post-development storm flow to equal that of pre-development conditions (Functional Equivalency).** Detention basins should be required for all new development (as required by local or State regulations) to sufficiently decrease stormwater run-off rates. Stormwater detention basins retain rainwater at the location of the development and release it at the same rate as water would run off the site in preexisting conditions. Therefore, the rate at which water from a storm runs into streams and rivers decreases, reducing the frequency and duration of flooding.
10. **Work towards Phase II Compliance:** In October 1999, the United States Environmental Protection Agency issued the Stormwater Phase II Rule of the National Pollutant Discharge Elimination System. This rule seeks to establish programs to protect our rivers through the control of pollution from stormwater discharges. In short, cities like Pacific must manage and control the runoff from storms and related systems. The Federal Government provided no funding for the rule. Therefore, this plan recommends the City consider user fees where contributors to stormwater runoff pay their share according to the amount of runoff generated or a city-wide utility fee to help implement a regional stormwater management plan and take steps toward complying with the Phase II Rules and Regulations.
11. **Reduce or eliminate bacteria from non-point sources of contamination** including, but not limited to septic systems, and from surface runoff that carries agricultural and animal waste directly to streams.



12. **Reduce or eliminate failing septic systems** in key areas and develop and initiate an educational program to raise awareness of the impact of failing septic systems on water quality.
13. **Ensure sewage treatment facilities and other point source pollutants are maintained properly and monitored as required to protect water quality and minimize contamination**
14. **Develop a City-Wide Pretreatment Facility:** The City should develop a city-wide pretreatment program that limits pollutants from industrial uses and allows the City to recruit a wider array of businesses, such as dairy-based manufacturing and processing facilities—many of which the City currently cannot accommodate.
15. **Provide a framework for planning** so that local government officials, along with State and Federal agencies and non-governmental organizations can work together to minimize non-point source problems.
16. **Develop long range plans for public education and participation.**
  - a) Identify and implement demonstration projects on public lands that have a high degree of probable success and will serve to build awareness and support among local land owners and serve as a catalyst for similar projects.
  - b) Demonstrate the recommended strategies for water quality protection and improvement and utilize stormwater best management practices on public land.
  - c) Facilitate public awareness efforts and individual volunteer efforts to improve existing stormwater management practices and install new ones where needed.
  - d) Educate citizens about non-point source pollution and strategies to reduce runoff and empower them to implement solutions in their own backyards to protect healthy streams and improve degraded streams.
17. **Implement the following Best Management Practices to reduce stormwater runoff, minimize erosion and improve water quality:**
  - a) Remove honeysuckle and replace with native vegetation.
  - b) Remove turf grasses and replace with native tree and or prairie plantings.
  - c) Allow waivers that allow new development to omit curbs from the development requirements and allow water to sheet drain off impervious surfaces.
  - d) Utilize bio-swales, rain gardens (retention/wetland basins) to reduce building and parking lot runoff.
  - e) Provide native vegetated buffers along all rivers and creeks.
  - f) Re-vegetate all creek banks and bank cuts to stabilize.
  - g) Install rain barrels to collect runoff of buildings.
  - h) Develop trails and roadways that minimize surface runoff and erosion.
  - i) Create swales and detention basins to intercept runoff before it enters waterways.
  - j) Utilize silt fencing to collect sediments, reduce runoff and minimize for all construction projects or land disturbance activities.



- k) Re-vegetate sites immediately after construction or land disturbance activities are completed.
- l) Utilize pervious pavement and/or reduce the use of impervious paving.

These recommendations and implementation strategies are necessary to support the goals of this Plan, the regional initiatives of the Meramec Greenway Plan and obtain credits towards the National Flood Insurance Program's (NFIP's) Community Rating System (CRS). The City should meet with FEMA, East West Gateway and other regional partners to procure funding and/or technical assistance to facilitate implantation of the recommended projects and strategies.

#### Section 6.10 Sources of Funding & Technical Assistance

**Missouri Stream Team Program:** Trained volunteers participating in the Missouri Stream Team program have adopted sites on the Meramec River and the major creeks for water quality sampling and other activities. In the study area there are several teams which are currently active or have been in the past. A Stream Team can work with more than one stream. Over time a site can be adopted by one or more Stream Team. In addition to water quality monitoring, Stream Teams can also perform: visual survey of site; litter pick-up; adopt an access project; plant trees; improve habitat; prepare inventory guide; or work on a greenway project.

**Focus St. Louis:** The Environmental Sustainability and Stewardship Task Force of Focus St. Louis can assist local governments in the St. Louis region to increase their level of environmental sustainability and stewardship. The Task Force has developed a Sustainability Roadmap tool for local governments.

**Great Rivers Greenway District:** The Great Rivers Greenway District has carried out many projects in St. Louis County, St. Charles County and the City of St. Louis. These projects have involved partnerships with governments, public agencies and private and non-profit organizations. The District is working towards a clean, green, connected St. Louis region. They are working to develop an interconnected system of greenways, parks and trails encircling the St. Louis region.

**Missouri Botanical Garden:** As part of the Missouri Botanical Garden, the Litzinger Road Ecology Center in St. Louis County is an outdoor laboratory for ecological education, research and restoration of local ecosystems. They offer teaching training at the Center and follow-ups at the Center and the particular school and support on-site native planting projects. The Shaw Nature Reserve in Franklin County offers rain garden workshops and brochures and has on-line information as well. The Shaw Nature Reserve (SNR) website contains a list of native plants recommended for use in bioretention systems. The Horticulture Division answer service can respond to questions from the general public about rain gardens.

**Missouri Department of Conservation:** The Missouri Stream Team Program coordinates volunteer stream team efforts in the region. The goals of the Stream Team Program are education, stewardship and advocacy. Stream Team activities can range from litter pick-up to in-stream water quality data collection. There are many locations along the creeks in the Lower Meramec study area which have been adopted by Stream Teams. The Missouri Stream Team Program is a partnership of the MoDNR, the Conservation Federation of Missouri and the MoDNR. MoDNR maintains online resources concerning native plants as they relate to rain garden (Grow Native). MoDNR is a technical resource and could provide financial assistance information.

**Missouri Department of Natural Resources and U.S. Environmental Protection Agency; Region 7:** Under Section 319 of the Clean Water Act, funds are available for watershed planning



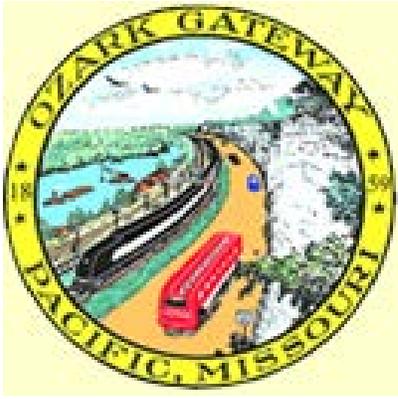
## City of Pacific, Missouri Comprehensive Plan Update

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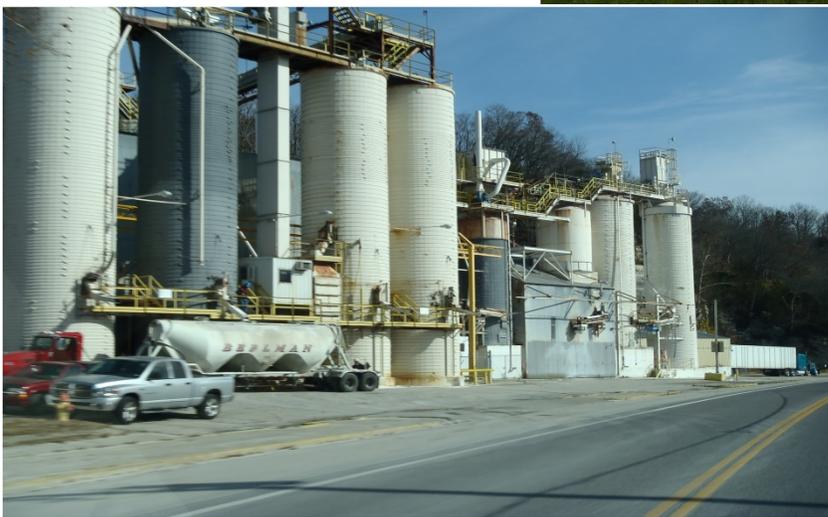
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and implementation from the U.S. Environmental Protection Agency through the MoDNR. The MoDNR staff can provide technical assistance for watershed planning activities and implementation, and information on State Revolving Loan Fund (SRF) and other types of financial assistance available.

**Brush Creek Sewer District:** The Brush Creek Sewer District in Franklin County has provided mitigation funding for the Shaw Nature Reserve to construct wetlands in order to mitigate damage done in eastern sections of Brush Creek. The Brush Creek Sewer District has replaced a significant number of septic systems with centralized sewage collection and treatment.



# Economic Development Plan



June 2017



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## **ECONOMIC DEVELOPMENT**

### **Section 7.1 Introduction**

Economic development is the focus of this issues-based chapter. The need for increased economic development activity was raised at every planning meeting and emerged as the top community issue. There is a consensus among the participants of the public engagement process to “**Grow Pacific’s Economy**”. City officials and residents know economic development is necessary to increase City revenues. Additional revenue generated by economic development is needed to pay for essential public services and quality of life enhancements.

In order to meet the community’s economic development expectations, City Officials, organizations, businesses and residents should work together to improve Pacific’s economic development potential and promote Pacific as an active, connected community of choice. Top priorities include growing the economy, improving the quality and selection of retail and commercial services and improving Pacific’s parks. This Plan calls for more land area planned for industrial and commercial development to meet Pacific’s long-term economic development needs. The City should pursue more aggressive business recruitment and retention efforts- which in turn creates jobs, attracts residents and supports the desired retail.

### **Section 7.2 Existing Conditions**

Despite historic high unemployment, the National Housing Crisis, and declining consumer confidence resulting from the 2000-2001 and 2007-2009 United States’ Recessions, Pacific has made some major accomplishments in the area of economic development during the last ten (10) years. A few successes include the streetscape improvements along Osage and downtown, the construction of the new Senior Center, the construction of the new CVS, Save-A-Lot Food Store, US Silica doubling its operational capacity and the expansion of several other existing businesses. These are indicators that the City, despite hard economic times, has generated momentum that will hopefully spur additional economic development and growth.

Today, Pacific is home to over 500 businesses. Some of the largest employers in the City include Aurora Technologies (ATI), Clayton Corporation, Walker Products, Graphic Packaging, Husky Corporation, PLZ Aeroscience and U.S. Silica, to name a few. A wide variety of stores and services are available and expanding. The City has four (4) industrial parks; they include Dailey Industrial Park, Meramec Industrial Park, Integram Industrial Park and Rose Lane. Each industrial park is served with utilities, roads and poised and ready for future expansion.

The City straddles Interstate 44 and Historic Route 66 providing excellent highway access and visibility. The Union Pacific railroad and BNSF Railway Railroad also run through Pacific and serve the City with trunk lines to U.S. Silica, Pacific Lumber and Graphic Packaging. St. Louis is 30 miles northeast and the communities comprising the Missouri Rhineland are 20 miles to the northwest. The City is located in both St. Louis County and Franklin County. The Franklin County Commission established Enterprise Zones that include the City of Pacific. These Enterprise Zones offer tax abatement for qualifying projects that bring jobs.

The City has recently installed major streetscape improvements along West Osage, Thornton Road and South First and St. Louis Streets in Old Town. These improvements helped beautify



and revitalize Pacific. The community is working towards the creation of more jobs and more industry to create a sustainable community- one that attracts residents, which in turn attracts and supports retail that offer better quality and selection. The City has the ingredients needed to grow its economy including a great location, available land, affordable utilities and highway accessibility. Annexation along Osage (Route 66) east and west of the current City limits west to Gray Summit and east to Eureka should be seriously considered. These lands can be annexed into the City to take advantage of municipal snow removal, local police protection and municipal rates for water and sewer.

**Section 7.3 Retail Pull Factor**

Retail trade is a key economic indicator. The retail strength of an area is a function of the purchasing power of its customer base and quality of the retail environment. One tool economists use to measure the retail sales captured, is retail pull factor

Retail trade has been particularly strong in major metropolitan counties and counties along major interstate highways. Within the extended trade area, St. Louis County had the highest pull factor (1.39), followed by St. Charles (1.17). Conversely, three (3) counties lost retail customers. The counties that lost customers or spent less than the State average were St. Louis City, Jefferson County and Franklin County. Jefferson County had the lowest pull factor (0.65), followed by St. Louis City (0.90) and Franklin (0.91). St. Louis County captured the most retail sales and gained the most retail customers, resulting in the highest market share of all counties. Overall, retail customers in the St. Louis region spent more than \$18 billion in retail purchases in 2007, capturing nearly 40% of the market share in Missouri. The retail sales pull factor rankings for the counties in the Greater St. Louis region are as follows:

<b>Table: 7.1 Retail Pull Factor</b>			
<b>County</b>	<b>Pull Factor</b>	<b>Market Share</b>	<b>Retail Sales (\$)</b>
St. Louis County	1.39	23.67%	19,683,247,675
St. Charles County	1.17	6.92%	3,122,921,863
Franklin County	0.91	1.55%	701,191,442
St. Louis City	0.90	5.40%	2,435,517,779
Jefferson County	0.65	2.42%	1,093,257,332
Total		39.95%	18,036,136,090

*Source: MO Dept. of Economic Development-2007*

**Section 7.4 Retail Sales Tax Rates**

Sales tax rates in Missouri range from 4.73% to 8.24%. Within the St. Louis region, St. Louis City has the highest sales tax rate (8.24%), followed by St. Louis County (6.08%), and St. Charles (5.90%). Franklin County has the lowest sales tax rate (5.73%) followed by Jefferson (5.85%). The average sales tax rate for Missouri is 5.72%. All the counties in the Greater St. Louis region have a retail sales tax rate above the State average.



<b>County</b>	<b>Sales Tax Rate</b>
St. Louis City	8.24%
St. Louis County	6.08%
St. Charles County	5.90%
Jefferson City	5.85%
Franklin County	5.73%
<i>Source: MO Dept. of Economic Development</i>	

**Section 7.5 Buying Power Index**

The buying power index is a measure of the capability of the retail customers living in that county to buy retail goods. The higher the index, the greater the ability to buy retail goods and support retail activity in the region. In the St. Louis region, the buying power of retail customers in St. Louis County, St. Charles, St. Louis City, Franklin and Jefferson is relatively high. The buying power index is calculated by the following equation:

$$BPI = \frac{(2 * Population \%) + (3 * Retail Sales \%) + (5 * Per\ capita\ income \%)}{10 \text{ (sum of the weights)}}$$

*Where Population % is the percentage of county population to that of the State of Missouri.  
Retail Sales % is the percentage of retail sales in the county to that of the State of Missouri.*

<b>County</b>	<b>Buying Power</b>
St. Louis County	0.79%
St. Charles County	0.57%
St. Louis City	0.54%
Franklin County	0.49%
Jefferson County	0.46%
<i>Source: MO Dept. of Economic Development</i>	

**Section 7.6 Cost of Living Index**

The ACCRA (American Chamber of Commerce Research Association) Cost of Living Index is a measure of living cost differences among urban areas in the United States compiled by the Council for Community and Economic Research. First published in 1968, the Index compares the price of goods and services among areas that participate in their surveys. The index is widely used by economists, researchers and corporations to measure relative cost of living. Cities across the nation participate in ACCRA's survey on a volunteer basis. Price information in the survey is governed by ACCRA collection guidelines which strive for uniformity. The ACCRA derives the Cost of Living Index for each state by averaging the indices of participating cities and metropolitan areas in that state.

The cost of living in Missouri is lower than National and Statewide averages. According to the Missouri Department of Economic Development, MERIC (Missouri Economic Research and Information Center), in the third quarter of 2013, Missouri had the 11th lowest cost of living in the



United States with a composite Cost of Living Index of 92.4 (US = 100) . This means, on average, prices in the State are about 92.4% of what they are at the national level. It is estimated the Cost of Living index for the City of Pacific is 89.5, 10.5% lower than the U.S average and almost 3% lower than the State Average. By way of comparison, the Cost of Living Index is significantly higher in Wildwood, Eureka and Washington at 123, 103.3, and 95.4 respectively. With the cost of housing, utilities, transportation, gas, groceries and health care 10.5% below the National average, the economic advantages in Pacific are infinite.

<b>Cost of Living</b>	<b>Pacific</b>	<b>Eureka</b>	<b>Wildwood</b>	<b>Washington</b>	<b>United States</b>
<b>Overall</b>	89.5	103.3	123	95.4	100
<b>Grocery</b>	93	94.5	94.5	93.0	100
<b>Health</b>	100.9	99.5	99.5	100.9	100
<b>Housing</b>	71.8	121.7	191.9	92.8	100
<b>Utilities</b>	104.3	104.8	104.8	104.3	100
<b>Transportation</b>	101.2	99.2	99.2	101.2	100
<b>Miscellaneous</b>	92.5	92.1	92.1	92.5	100

*Source: Sterling's Best Places (www.bestplaces.net)*

**Section 7.7 Retail Gap Analysis**

A Retail Gap Analysis shows where surpluses and shortages (gaps) exist within a given market. A Retail Market Place Profile, prepared by ESRI, included a Retail Gap Analysis for Pacific in April of 2014. The Retail Gap Analysis shows unmet demand in several markets. Some of these “industry groups” include: electronics and appliance stores, furniture stores, clothing and accessories, sporting goods, full service restaurants, and general merchandise. Chapter 2 “Critical Issues Report” and Section 7.11 herein provide a firsthand description from the resident’s point of view of the specific retailers, restaurants, commercial services and other businesses the community desires. They include, but are not limited to pharmacy, electronics & appliance, clothing & accessories, home improvement, sporting goods, office supplies, fabric and home décor stores.

Meanwhile, there are a few surpluses or duplicate businesses identified in the retail gap analysis; they include limited-service eating places (fast-food restaurants) and gas stations. The community also identified these same businesses as businesses that have saturated the market. These uses should be limited in the future to reduce further saturation. The US Census Bureau also compiles retail sales data. The US Bureau Retail Sales Statistics are consistent with the Gap Analysis findings and the information gathered during the public engagement process. The 2010 Retail Sales Statistics for Pacific, Missouri and the US is provided in Table 7.5. Items in green represent gaps, items highlighted in red represent surpluses. The Retail Gap Analysis prepared by ESRI is included at the end of this Chapter.



**Table 7.5: 2010 US Census Retail Sales Statistics**

2010 Retail Sales Statistics	Pacific, MO 63069	Missouri	United States
Total Retail Sales (Including Food Services)	\$109,743,000	\$82,393,469,000	\$4,253,550,572,000
Building Materials and Garden Store Sales	14.64%	7.91%	7.42%
Clothing and Accessories Store Sales	0.48%	3.25%	4.47%
Electrical and Appliances Store Sales	0.70%	2.13%	2.37%
Food and Beverage Store Sales	7.41%	11.02%	13.98%
Food Services	9.47%	9.08%	9.50%
Gasoline Stations Store Sales	22.10%	10.06%	7.46%
General Merchandise Store Sales	4.79%	20.03%	17.57%
Health and Personal Care Store Sales	3.89%	4.93%	5.41%
Home Furnishings Store Sales	1.10%	2.07%	2.53%
Miscellaneous Store Sales	1.86%	2.89%	2.94%
Motor Vehicles Store Sales	32.29%	16.65%	16.16%
Sporting Goods Store Sales	0.19%	1.81%	2.20%

Source: US Census Bureau

### Section 7.8 Housing

Another one of Pacific’s strengths is a developing home market. Housing is critical in attracting retail, as retail is generally driven by “rooftops”. In 2013, there were twenty-seven (27) new residential single-family building permits. This was the most in a given year during the past five (5) years. The new homes were spread out over several different neighborhoods and have sprung a movement in new construction for the City. In addition to new homes being built, a total of 827 building permits were issued during 2013, signifying positive development activity in the City of Pacific. With a Cost of Living 10% below the national average, residents are able to make more of their dollar.

While the lower cost of living can enable residents to do more with what they have, housing affordability remains an ongoing issue for the residents of Pacific. With such a high percentage of



those financially burdened by housing costs, the City could greatly benefit from working with its residents to develop assistance plans for households spending over 30% of their income on housing. Additionally, by providing affordable housing options, Pacific could attract young families with school aged children age 5-19.

## Section 7.9 Goals, Implementation Strategies & Recommendations

### BUSINESS STABILITY & ECONOMIC DEVELOPMENT GOAL:

**Business Stability & Economic Development Goal:**

*Diversify and strengthen the City's economic base and expand local employment opportunities.*

**Objective 1:** *Reestablish Downtown Pacific as an economically thriving district, cultural/historical destination, entertainment attraction and retail center by recruiting new businesses that fill niche markets.*

### Downtown Implementation Strategies:

The success of Downtown Pacific is tied directly to early railroad history and the result of numerous small steps over time by public and private partnerships. The City should continue incremental revitalization efforts and the following economic development implementation strategies:

- 1. Missouri Main Street Connection:** Leverage the opportunities and information available from the City's membership in the Missouri Main Street Connection to implement a plan for the revitalization of downtown.
- 2. Economic Development Strategic Plan:** Propose, endorse and implement an economic development strategic plan to help generate downtown revitalization, façade enhancements and the following implementation efforts:
- 3. Create a walkable, outdoor shopping district Downtown** with integrated shops offering unique, high quality merchandise, cultural attractions, art galleries, entertainment and restaurants offering al-fresco dining, and annual street festivals and entertainment.
- 4. Preserve on-street parking areas along both sides of all streets** where the width permits. On-street parking provides convenience to downtown shoppers and diners, serves as traffic calming and a physical and psychological barrier protecting pedestrians from moving vehicles.
- 5. Consider the installation of a central parking lot or expansion** of the existing lot to accommodate visitors to the downtown and its employees. When the parking lot is not in use, it could serve as a gathering place, outdoor market, visual arts and entertainment area, etc.



6. **Continue preserving and protecting the visual and physical characteristics** of Downtown Pacific and restricting certain uses such as drive-thru services, ground floor housing (in multi-story buildings) and other uses that create conditions that are uninviting to pedestrians. Create clear, visible points of entry into the downtown district
7. **Continue to invest time and resources in seasonal events**, decorations and festive/outdoor marketing activities that bring people downtown.
8. **Create clear, visible points of entry into the downtown district.**
9. **Create a Tourist Center:** Promote the creation of a Tourist Center with a museum, study hall with WIFI and outdoor gathering areas/classrooms to bring people together, reinforce connections to the City's heritage and generate a buzz about the outdoor recreation opportunities, parks and annual events that abound the Pacific area. Empower the Tourism Committee to partner with the Shaw Nature Reserve, Washington University, the Pacific Partnership other groups associated with the "3 Rs" (Route 66, Railroad and River)
10. **Encourage the Adaptive Reuse and Preservation of Downtown Pacific:** Build upon the success of the McHugh-Dailey Mercantile Building/Pacific Opera, the significance of Pacific within the Railroad Industry and the historic structures, streets, sites and events to add vitality downtown.
11. **Make Downtown Pacific "Sticky"**. Promote Pacific as a weekend getaway, with the intent of increasing the frequency and duration of visits to the City, specifically to the Downtown area.

**Objective 2:** *Promote and support commercial and industrial development, recruitment and expansion.*

**Implementation Strategies:**

Pacific residents leave the community to satisfy a variety of different retail, food service and recreational needs currently not offered in Pacific. A major challenge for the City is to retain retail dollars that leave the community. The City must continue to work proactively to attract new retailers in an effort to improve Pacific's image and provide a wider range of quality retail offerings. The following economic development strategies are recommended.

1. **Attract Retail and Commercial Uses to Pacific.** The City must continue to work proactively to attract new retailers in an effort to improve Pacific's image and provide a wider range of quality retail offerings.
2. **Develop an Economic Development Marketing Plan.** A marketing plan would help the City identify industries that benefit from Pacific's strengths, determine the most effective marketing tactics, and gain support from local, state and national economic development agencies. Examples of industries Pacific could pursue, with or without a plan, include the following:



- **Natural science and wildlife conservation.** Pacific's proximity to Missouri Botanical Garden's Shaw Nature Reserve and Washington University's Tyson Research Center which includes the World Bird Sanctuary and Wolf Sanctuary create opportunities to attract natural science and wildlife conservation related investment.
  - **Valued-added agriculture and alternative energy.** Businesses in alternative energy, value-added food processing and agriculture-related industries can build on Pacific's success in these fields and from the local industry leaders responsible for this success.
  - **Logistics.** Pacific's location with excellent rails and interstate access provides opportunities to attract businesses in the supply chain industry. Washington University Olin Business School and St. Louis University's John Cook School of Business Logistics and Supply Chain Management programs can help Pacific identify opportunities and attraction strategies.
3. **Meet with retail developers and franchise owners to identify opportunities.** Meet with retail developers and brokers to determine what Pacific can realistically do to recruit more retail and recreation businesses to reduce retail seepage, complement existing businesses and improve the quality of life in Pacific.
  4. **Continually update and maintain retail market data and make available to prospects.** Attracting desired businesses to Pacific depends on Pacific's ability to meet company site selection criteria. Retailers look at population, spending power, and existing infrastructure and competitor locations. Make data available to prospective companies and site selectors that highlight Pacific's locational strengths.
  5. **Improve Community Relations and Communications:** Pacific has many positive stories to tell and an abundance of institutions and organizations that can help the City tell these stories and promote the goals and objectives of this Plan.
  6. **Prepare a community marketing and branding strategy.** The planning process took inventory of Pacific's strengths and heard from many members of the community who helped define the core values of Pacific and come up with the following simple, truthful, positive branding strategy; **Promote the Three R's (Railroad, River and Route 66).** According to participants of the public engagement program, location, highway access, and visibility were among the highest ranked assets of the City. These assets should be stressed when recruiting businesses. The Meramec River / Scenic Vistas, railroad/railroad heritage and Route 66 play an important role in terms of getting the community together and re-establishing Pacific's historic heritage. Launch a public relations and marketing effort centered on the Three R's; River, Railroad and Route 66. Many small cities around the US are able to capitalize on one of these resources, but Pacific is fortunate to have all three.
  7. **Build and maintain strong relationships with St. Louis and Franklin County and East-West Gateway.** St. Louis and Franklin County are Pacific's first point of contact for state tax incentives and low interest loans. The St. Louis Economic Development



Partnership also hires industry experts in the areas of manufacturing, advanced materials, health science and offers entrepreneurial support and international trade services. These experts and technical assistance offered can help Pacific companies grow in these markets and help the City position itself for growth. St. Louis Economic Development Partnership is designated as an Accredited Economic Development Organization (AEDO) by the International Economic Development Council (IEDC). The accreditation signifies the professional excellence of economic development entities throughout North America. The Economic Development Partnership is the first economic development agency in the state of Missouri to hold the esteemed accreditation and one of only 36 other economic development organizations worldwide. Pacific should take advantage of the services and assistance available through the Economic Development Partnership and other local economic development agencies.

8. **Diversification:** Develop an economic diversification policy that facilitates long term economic stability and reduces the City's economic dependence on a few industries. Consider 100 one percent (1%) solutions instead of one (1) 100% solution.
9. **Hype-Up the Vibe:** Site selection and business relocation decisions are often made using available on-line resources or information gathered at trade shows such as the ICSC (international Council of Shopping Center) Conference. Pacific might be considered as a location for a new business or industry without knowing it. The following strategies could help promote Pacific:
  - Create a task force to identify and promote Pacific with the goal of obtaining national exposure, exciting and educating outsiders of what Pacific has to offer (I.E Three R's) and recruiting and retaining businesses that create vitality, attract customers and generate jobs.
  - Work with local and regional organizations to develop a brochure, website and/or sending personnel to the appropriate conventions to promote the locational strengths of Pacific and the greater Pacific trade area and the Three Rs.
  - Create a content-rich economic development link to the City's webpage to promote Pacific's strengths, strategic locational advantages and continually update the site with economic development activity as well as information on taxes, utility rates, location/description of available land and building space data, workforce demographics, etc.
  - Pursue membership with organizations that help connect Pacific to prospective developers, retailers and other industries and send representative to annual conferences and trade shows.
10. **Annex, Acquire or reserve property.** Enter into pre-annexation agreements, first rights of refusals and purchase contracts to acquire key development parcels needed to develop new or expanded commercial and industrial areas in and adjacent to Pacific.



**Objective 3:** *Promote and support existing commercial and industrial businesses, local entrepreneurial and start-ups*

**Economic Gardening:** In addition to utilizing the resources available from East-West Gateway, St. Louis County, St. Louis Economic Development Partnership, Franklin County, the Municipal League, the Pacific Chamber, etc., the City should focus on **economic gardening** efforts. Economic gardening is an economic development model that embraces the fundamental idea that entrepreneurs drive economies. The model seeks to create jobs by supporting existing companies in a community. The concept, pioneered in 1987 in Littleton, Colorado, when the state was in a recession, is an alternative to traditional economic development practices. It initially was based on research by MIT's David Birch, who suggested that most new jobs in any local economy were produced by the community's small, local businesses. Economic gardening connects entrepreneurs to resources, encouraging the development of essential infrastructure and providing entrepreneurs with needed information. The following economic development implementation strategies are recommended:

#### Implementation Strategies:

- 1. Economic Development:** Seek funding and other incentives to foster economic development to acquire land, leasing building space for training and attract new and emerging technology based businesses and industrial operations that promote job creation and value-added export opportunities for Missouri agricultural products.
- 2. Provide Access to Information:** The City of Pacific can work with East-West Gateway, St. Louis County, St. Louis Economic Development Partnership, Franklin County and the Municipal League to provide local entrepreneurs with access to competitive intelligence on markets, customers, and competitors.
- 3. Natural Resources and Locally Grown/Raised Products.** Identify funding sources and/or in-kind support to promote the development of new and innovative uses or improved processing of silica and other naturally occurring or locally grown and raised products.
- 4. Work Together:** Encourage City leaders to work with and empower the Chamber, the Industrial Development Agency (IDA) and the Pacific Partnership as well as other local, State and Regional organizations to work together toward the common goal of serving as ambassadors for the City and promoting funding and implementation of the recommendations contained herein.
- 5. Develop a framework for action** with existing businesses, institutions, the Chamber, Industrial Development Agency (IDA) and other civic organizations to create jobs, improve workforce preparedness and attract businesses and industry to Pacific.
- 6. Provide opportunities for small businesses and start-ups.** Create opportunities for new businesses or the expansion of existing businesses. Develop an incubator to assist with new business starts and create an entrepreneurial friendly environment that promotes creativity, collaboration and advancement of the City's young leaders. Plan for the development of training facilities to provide the education and job skills needed to position



Pacific's workforce for new and emerging technologies, trends and opportunities, i.e. green jobs, agri-tourism, etc.

- 7. Education:** Continue to partner with the school district and to improve the utilization of existing facilities, create more programs for adult learning and expand upon options available to graduates. This can be accomplished by establishing a mentoring program to encourage young professionals to return home to Pacific after they go off to college, in addition to the attraction of young professionals throughout the region.

**Objective 4:** *Create a business-friendly climate to eliminate barriers, perceived or real, that might slow or deter the commercial application process or discourage future business expansion or revitalization efforts.*

#### Implementation Strategies:

- 1. Streamline the Development Review Process:** The City should review and update the City's zoning code with the intent of reconsidering or amending the City's PUD (Planned Unit Development) procedures, requirements and fees. The City's PUD procedure is viewed by most local developers and business owners as an impediment to economic development. Consider the following.
  - **Presumption of approval.** If zoning and development standards are met, there should be a presumption of approval. Applicants should not be forced routinely into case-by-case reviews such as the special exception, conditional use, or planned unit development process.
  - **Collaboration:** Work with local developers and business owners to come up with a better, more efficient method of regulating future development.
  - **Educate:** A major thrust of the regulatory amendment process should be educating City Staff and the developers of the expectations of this Plan and the proposed regulatory amendments, specifically addressing the City's commitment to quality planning, transparency and fiscal responsibility.
- 2. Create a Procedures Manual.** Increase the predictability within the Planning & Zoning Process by developing a "Procedures Manual" in conjunction with the review and update of the City's Zoning Code. The intent of the Manual is to clearly lay out the City's procedures, identify the specific amounts and use of all fees and create user friendly applications. The goal of the Manual is to increase the level of certainty within the review and approval process. Make the Manual and all applications accessible online. The planning and zoning review process should commence with a pre-application meeting with the petitioner.
  - **Specify time limits for reviews and approvals.** Ordinances should specify when decisions will be made, such as within 30 or 45 days of the acceptance of the application or the holding of the public hearing.



- **Eliminate multiple public meetings and hearings.** If several commissions or boards want to review the development proposal, consider a single hearing held jointly.
- 3. **Hire a Certified Planner to review and expedite permits:** Dedicate well qualified individuals to serve as a professional point of contact and facilitator responsible for the dissemination of information and providing technical assistance throughout the planning and permit review process.
- 4. **Improve Accountability:** Develop policies and procedures to ensure equitable treatment of all petitioners, clearly define and identify circumstances that may be considered a conflict of interest and avoid even the perception of impropriety throughout all levels of planning and the permit review process. These policies and procedures should be included in the recommended Procedures Manual and adopted into the City's municipal code.
- 5. **Establish industry roundtables.** Raise awareness of Pacific's goals, opportunities and strengths and seek feedback from economic development stakeholders. One way to do this is to hold annual or bi-annual roundtable meetings with Pacific's business executives, regional development experts, higher-education institutions, developers and brokers. Existing businesses can offer a great deal of information about Pacific's strengths and weaknesses and opportunities to attract additional industries. Collaboration with regional partners is essential. Such organizations have additional resources that can be leveraged on Pacific's behalf. Their success in some ways is tied to local community success but they must know Pacific's goals before they can proactively work on our behalf.

**Objective 5:** *Expand economic development, tourism and parks revitalization efforts to facilitate the promotion and appreciation of the unique natural and historic resources, archeological and cultural history, and the scenic and recreational amenities of Route 66, the Railroad and the Meramec River.*

**Tourism & Route 66 Implementation Strategies:**



Making Pacific a Route 66 destination is yet another opportunity to support reinvestment, promote tourism, encourage revitalization of Historic Downtown Pacific and leave a lasting impression.

Route 66 covers a total of 2,448 miles running from Chicago, Illinois, through Missouri, Kansas, Oklahoma, Texas, New Mexico, Arizona, and California, before ending at Los Angeles. Route 66 is known by many as the most famous road in the world. Route 66 is also referred to as; U.S. Route 66, The Main Street of America, The Mother Road, and the Will Rogers Highway. In Missouri, Interstate I-44 parallels, and has largely replaced, the original path of Route 66.

Today there is a renewed interest in Route 66. Many car, bicycle and motorcycle groups sponsor annual pilgrimages and thematic tours along Route 66. Many communities along Route 66 have capitalized on the number of travelers passing through and taking in the Route 66 experience. Historic hotels, motels, diners, filling stations, and the nostalgic roadside attractions from a time



forgotten greet travels along the way. Preservation efforts, many voluntarily, to resurrect the memories and places along Historic Route 66 are seen in almost every town and county Route 66 passes through. These collective efforts to preserve the history and keep the spirit of Route 66 alive have made Route 66 a powerful economic engine.

Route 66 is internationally recognized as popular culture icon. The interest in Route 66 is vast because there is no parallel. From its ties to the earliest American settlers and Westward Expansion to its symbol as the golden road to the promise land, Route 66 has significance to all generations. The latest trend in American Tourism is for tourists to "blog" their way along Route 66, which has become increasing more popular among tourist overseas. It is estimated that "200,000 or more people per year" make the trip across the country to experience the nostalgia of the Mother Road ([bringbackroute66.com](http://bringbackroute66.com)).

Route 66 Tourism provides local economic development opportunities that contribute to the enhancement of the entire Route 66. Therefore, Route 66 has local, regional and national tourism significance. All forms of tourism create jobs, provide new business opportunities and diversify & strengthen local economies. This can result in direct, quantifiable economic benefits such as new businesses, jobs and higher property values. Tourism can also improve the quality of life within a community, which is less quantifiable, but a direct result nonetheless. For example, Route 66 tourism has resulted in community beautification, historic building preservation and increased social opportunities in communities committed to keeping the Mother Road alive. These quality of life elements help strengthen connections to the community's heritage and increase the beauty, significance and interest within the community.

Route 66 is designated as a "State Byway" in Missouri and the American Association of State Highway and Transportation Officials (AASHTO) designated Route 66 as a "Bike Route", which currently consists of 400 miles. The State recently prepared a Corridor Management Plan (CMP) for Route 66 in Missouri. The Route 66 CMP's goal is to designate Route 66 as a "National Byway". The objective of the Plan is to help the cities Route 66 passes through to obtain local, state and federal grants and technical assistance for additional planning and implementation. A Corridor Management Plan (CMP) is a required element to become a National Byway. The Route 66 Corridor Management Plan includes the strategies and vision necessary to maintain, enhance or develop the intrinsic qualities of the roadway corridor. The Corridor Management Plan (CMP), included herein by reference, includes the development of a 10-county corridor management plan for the Missouri Historic Route 66 Byway. The plan identifies projects consistent with those previously implemented by neighboring states along the Route 66 corridor and necessary for National Byway designation.

One such project is Route 66 Park. It is estimated that Route 66 State Park in Eureka attracts 30,000 visitors annually. Pacific's close proximity to Route 66 Park provides a great opportunity to build upon the success of Route 66 Park. The Red Cedar Inn, Henry Shaw Gardenway, Jensen Point Overlook, the white Silica Bluffs and the Railroad are few local treasures that make Pacific a Route 66 destination. Pacific can become a Route 66 destination by promoting these amenities as well as increasing the confidence to invest in local restaurants, businesses, downtown and the City's park system. The City of Pacific should utilize the available resources and local leadership to improve tourism and capture more tourism-related revenues. The following implementation strategies are also recommended:



**Implementation Strategies:**

- 1. Identify cultural and historic resources related to Route 66 that will serve as places of interest.** Collect and develop marketing material about the history, culture, and natural features of these places of interests and how they relate to Route 66.
- 2. Develop a business plan to help implement the Corridor Management Plan (CMP), include herein by reference.** Utilize the "Main Street Approach" to economic revitalization and make sure the local businesses and organizations are included in the development of the Plan and supportive of the Plan's recommendations and outcomes.
- 3. Utilize the funding and assistance provided by the Route 66 Corridor Preservation Program.** The Route 66 Corridor Preservation Program was established through an Act of Congress to assist in the preservation of the most representative and significant historic Route 66 properties in the eight (8) states through which the route passes. The program assists in identifying priorities and setting preservation standards as per the Secretary of the Interior's Standards for the Treatment of Historic Places. The program serves as a clearing-house of preservation related information; provides technical assistance; and offers funding support through an annual, competitive cost-share grant program. Applications are now being accepted for the 2015 cost-share grant cycle. The deadline to apply is March 27. Go to <http://www.cr.nps.gov/rt66> for more information.
- 4. Include the Route 66 Corridor Management Plan (CMP) as part of this Plan** by reference to forge regional partnerships and facilitate the implementation of the many shared goals and objectives of the CMP and this Plan.

**Section 7.10 Conclusion**

The economic recovery from the past two National Recessions has been slow, and in some markets the signs of recovery are non-existent. However, after almost of decade of decline, the economy is now in a position for favorable growth. The ULI's (Urban Land Institute) "Emerging Trends Report", forecasts good, and in some cases great job growth, in the following industries; energy, technology, health care, biological research, education and financial services. This anticipated growth will reduce high unemployment rates and improve consumer spending.

While the prospects for almost all types of land use are improving, the improvement in the homebuilding industry, which reached an all-time low in 2012, is expected to emerge as one of the strongest sectors in the next few years. This momentum, coupled with the implementation of the economic development strategies recommended herein, will help stabilize Pacific's economy and expand the City's commercial and industrial sectors. Ongoing efforts to make Pacific a more desirable place to live and visit is also needed to attract businesses owners and families, create jobs and grow the City's economy.

**Section 7.11 Recommended Economic Development Assistance Programs**

**Special Districts:** Improvement districts can be created to collect special taxes to finance a wide range of improvements within a prescribed neighborhood or district. They include, but are not limited to, the following:



**Transportation Development Districts (TDD).** Missouri statutes authorize cities to create transportation development districts (TDD) encompassing all or a portion of the City. The purpose of a transportation development district is to "fund, promote, plan, design, construct, improve, maintain, and operate one or more [transportation] projects or to assist in such activity." A transportation development district is created by submission of a petition to the circuit court from either 50 registered voters in the district or by the City Board of Aldermen. The petition must identify the district's boundaries, each proposed project, and a proposal for funding the projects. After receipt of a petition and a hearing to determine that the petition complies with the law, the circuit court enters a judgment certifying the questions regarding creation of the district, projects to be developed, and proposed funding for voter approval. If a simple majority of those included in the district boundaries vote in favor, the transportation development district is created. If the issue fails, it cannot be resubmitted to the voters again for two years. If approved, an election is held within 120 days to elect a board of directors for the district. Once created, a transportation.

**Neighborhood Improvement Districts (NID).** State statutes authorize the creation of a Neighborhood Improvement District (NID). Under the NID statutes, particular areas of land may be designated by the City as a "neighborhood" that will benefit from a particular public improvement. Landowners within each neighborhood must authorize the formation of the NID either by a vote of approval or by execution of a petition to the City Commission. The boundaries of the NID are created at an election and the approval percentages are the same as those for approval of general obligation bonds. State statute requires a landowner petition to create a NID must be signed by the owners of record of at least two-thirds by area of all real property located within the proposed NID. If approved, the City Commission may authorize the issuance of general obligation bonds to finance construction of an improvement, such as road improvements. To secure the bonds, a portion of the total cost is assessed against each landowner within the NID and the special assessment becomes a tax lien against the property. The method of apportioning assessments among the property owners within the NID is established prior to the creation of the NID. The bonds may be issued without a vote of the public if the City agrees to rely on existing revenues and surpluses as a source of repayment in the event that the special assessments made against property in the NID prove to be insufficient to fund repayment. Bonds issued count against the City's debt limit. A NID allows the City to construct an applicable improvement sooner than other financing methods such as road impact fees.

**Enterprise Zones:** The Missouri Enterprise Zone law permits economically depressed areas (generally, 4,000 to 72,000 inhabitants, at least 65% with incomes below 80% of Missouri median income, and over 1.5 times the Missouri unemployment rate) to be declared "enterprise zones" by city councils. Developments in enterprise zones providing at least 50 new full time jobs can qualify for various levels and durations of property tax exemptions on improvements for up to 25 years from the date of the zone's original designation. The amount and duration is determined by the city council on a case-by-case basis, but the exemption for industrial properties must be at least 50% and for a minimum of ten years. Developments in enterprise zones can also qualify for exemption of 50% of taxable income from the state's income tax, additional state income tax credits and refunds based upon the number of persons employed in the zone and who reside in the zone and credits equal to 2 percent of new investment, all for up to ten years.



**General Obligation Bonds.** Subject to certain constitutional and statutory limitations, cities have the ability to raise funds for street improvements by the issuance of general obligation bonds. General obligation bonds are long-term obligations of the community backed by the full faith and credit of the City. Missouri statutes authorize the City Board of Aldermen to issue bonds for the “construction, reconstruction, improvement, maintenance and repair of any and all public roads, highways, bridges and culverts.” This includes the acquisition of right-of-way for public roads through eminent domain. The proceeds from such bonds must be kept as a separate fund to be known as “The Road Bond Construction Fund.” These funds may also be used in the construction, reconstruction, improvement, maintenance and repair of any street, avenue, road or alley in the city.

**Right-of-Way Exactions.** Exactions are requirements imposed as part of the development approval process that require a person seeking such approval to give something to the City as a condition of such approval. Traditionally, municipalities have required developers to dedicate right-of-way for streets within the development and for streets abutting the development as a condition of a specific development’s approval requiring such a dedication is an exercise of the City’s regulatory police power. Typically, these right-of-way exactions have been imposed at the time of zoning or subdivision approval, with the understanding that the dedication would take place at no cost to the entity requiring the dedication. In 1994, the United States Supreme Court decided the case of *Dolan v. City of Tigard*, in which it held that any requirements for the dedication of land imposed as a condition of development approval must be roughly proportional to that development’s contribution to the need for new public facilities. Further, the Supreme Court held that the local government imposing the exaction must make an “individualized determination” regarding the proportionality between the exaction and the impacts caused on public facilities. After *Dolan*, it can no longer be assumed that street right-of-way dedications may always be exacted at no charge. An individualized determination must be made, in each instance, to insure that the dedication requested is roughly proportionate to the demand for right-of-way created by the proposed development. At a minimum, there must be some methodology used to quantify the development’s impact and the amount of the dedication required to offset that impact.

**Community Development Building Grants (CDBG) Program – Industrial Infrastructure Grant:** Grant funds may be used for public streets, water for sewer lines, engineering and other public facilities necessary to support projects. A public entity must own the facility being developed.

**Tax Increment Financing (TIF):** Sections 99.1080 to 99.1092 of the Missouri Revised Statutes provides for redevelopment of areas classified as “blighted” or “conservation area” not to exceed 10% of the entire geographic area of the municipality and must be located within a “central business district”. At least 50% of the buildings in the district must be 35 years old or older. The municipality must have a population of 200,000 or less and a median household income of \$62,000 or less. A portion of the new state and local taxes created by the redevelopment project can be diverted to fund eligible public infrastructure and related costs for a period of up to 25 years. The local match must be 50% of the newly generated local sales taxes.

**Small Business Incubator Tax Credit Program,** Section 620.495 of the Missouri Revised Statutes proposed to generate private funds to be used to establish a “protective business environment” (incubator) in which a number of small businesses can collectively operate, fostering



growth and development during business start-up. The overall maximum amount of tax credits in one calendar year is \$500,000. Tax credits are sellable and carry forward for 5 years.

**Missouri Quality Jobs Program**, Section 620.1875 to 620.1900 of the Missouri Revised Statutes proposed to facilitate new quality jobs by targeted business projects. To qualify the average wage of the new job being generated must equal or exceed the county average wage \* and the company must offer health insurance and pay at least 50% of the premium. To qualify, the company must create a minimum number of new jobs at the project facility prior to the “deadline” date, based on the type of project being developed. \*Franklin County’s Average Annual Wage: \$30,444.

**Rebuilding Communities Tax Credit Program**, Section 135.535 of the Missouri Revised Statutes proposed to stimulate business activity in “distressed communities” of which Pacific will qualify, by providing tax credits to eligible businesses that locate, relocate, or expand their business within a distressed community.

**Missouri Certified Site Certification.** The State of Missouri has a program to help promote sites that meet certain minimum requirements. Such certification would indicate to prospective office and industrial users that Pacific is ready for business. According to the State’s Department of Economic Development, “The certification of a site is performed through a comprehensive review of items including the availability of utilities, site access, environmental concerns, land use conformance, and potential site development costs. Having a site “certified” reduces the risk associated with development of particular sites by providing up front and consistent information. To this end, the certification process works to assemble current and accurate information into a single, useable package and format it such that potential buyers can have this information readily available for review immediately upon showing interest in a site. Since this information has been reviewed by an established Review Team of professionals for completeness, the potential buyer will achieve an increased level of detailed information to aid their decision-making. Application materials for the Missouri Certified Sites Program as well as a Resource Guide that includes instructions on how to find required information, samples and attachments, can be provided by contacting Hal Van Slyck at (573) 526-0748 or [harold.vanslyck@ded.mo.gov](mailto:harold.vanslyck@ded.mo.gov).

**Neighborhood Preservation Act**, Section 135.475 to 135.487 of the Missouri Revised Statutes provides incentive for the rehabilitation or construction of owner occupied homes. The program provides state tax credits to homeowners who rehabilitate their property or to developers constructing new homes for owner occupancy. The **Neighborhood Assistance Program**, also contained with Section 135 of the Missouri Revised Statutes and administered by the Missouri Department of Economic Development was created to assist endangered communities and their residents in the improvement of their quality of life. A qualifying nonprofit organization or business can be granted assistance to administer a community or neighborhood project if the community or neighborhood itself does not have the ability or resources to deal with the factors challenging its existence as viable and stable.

**Economic Development Assistance Programs:** Under the Economic Development Assistance Programs (EDAP) Federal Funding Opportunity announcement, EDA will make construction, non-construction, and revolving loan fund investments under the Public Works and Economic Adjustment Assistance Programs. Grants made under these programs will leverage regional assets to support the implementation of regional economic development strategies designed to create jobs, leverage private capital, encourage economic development, and strengthen



America's ability to compete in the global marketplace. EDA is soliciting applications from rural and urban communities to develop initiatives that advance new ideas and creative approaches to address rapidly evolving economic conditions. EDA's investment priorities include environmentally sustainable development and economically distressed and underserved communities. Rolling deadlines for applications.



Section 7.12 Retail Market Profile (Gap Analysis)

Retail MarketPlace Profile



Pacific City, MO  
Pacific city, MO (2955910)  
Geography: Place

Prepared for PGAV Planners

Summary Demographics

2012 Population	7,046
2012 Households	2,372
2012 Median Disposable Income	\$35,383
2012 Per Capita Income	\$21,602

Industry Summary	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of
Total Retail Trade and Food & Drink	44-	\$53,613,503	\$46,855,033	\$6,758,470	6.7	67
Total Retail Trade	44-45	\$48,517,949	\$40,427,171	\$8,090,778	9.1	57
Total Food & Drink	722	\$5,095,554	\$6,427,862	-\$1,332,308	-11.6	10
Industry Group	NAICS	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Leakage/Surplus Factor	Number of
Motor Vehicle & Parts Dealers	441	\$9,255,735	\$3,257,785	\$5,997,950	47.9	8
Automobile Dealers	4411	\$7,978,349	\$566,313	\$7,412,036	86.7	1
Other Motor Vehicle Dealers	4412	\$518,818	\$696,204	-\$177,386	-14.6	4
Auto Parts, Accessories & Tire Stores	4413	\$758,568	\$1,995,268	-\$1,236,700	-44.9	3
Furniture & Home Furnishings Stores	442	\$1,009,405	\$722,978	\$286,427	16.5	2
Furniture Stores	4421	\$584,911	\$0	\$584,911	100.0	0
Home Furnishings Stores	4422	\$424,494	\$722,978	-\$298,484	-26.0	2
Electronics & Appliance Stores	4431	\$1,389,829	\$217,891	\$1,171,938	72.9	2
Bldg Materials, Garden Equip. & Supply Stores	444	\$1,606,144	\$1,777,788	-\$171,644	-5.1	5
Bldg Material & Supplies Dealers	4441	\$1,304,381	\$1,049,638	\$254,743	10.8	3
Lawn & Garden Equip & Supply Stores	4442	\$301,763	\$728,150	-\$426,387	-41.4	2
Food & Beverage Stores	445	\$6,261,461	\$9,464,740	-\$3,203,279	-20.4	6
Grocery Stores	4451	\$5,880,230	\$8,807,615	-\$2,927,385	-19.9	4
Specialty Food Stores	4452	\$138,093	\$0	\$138,093	100.0	0
Beer, Wine & Liquor Stores	4453	\$243,138	\$657,125	-\$413,987	-46.0	2
Health & Personal Care Stores	446,4461	\$4,103,927	\$5,874,959	-\$1,771,032	-17.7	4
Gasoline Stations	447,4471	\$5,974,235	\$15,836,531	-\$9,862,296	-45.2	5
Clothing & Clothing Accessories Stores	448	\$2,690,343	\$440,824	\$2,249,519	71.8	3
Clothing Stores	4481	\$1,880,530	\$289,563	\$1,590,967	73.3	2
Shoe Stores	4482	\$419,054	\$151,261	\$267,793	47.0	1
Jewelry, Luggage & Leather Goods Stores	4483	\$390,759	\$0	\$390,759	100.0	0
Sporting Goods, Hobby, Book & Music Stores	451	\$808,671	\$471,273	\$337,398	26.4	2
Sporting Goods/Hobby/Musical Instr Stores	4511	\$743,720	\$423,872	\$319,848	27.4	1
Book, Periodical & Music Stores	4512	\$64,951	\$47,401	\$17,550	15.6	1
General Merchandise Stores	452	\$10,992,680	\$930,452	\$10,062,228	84.4	1
Department Stores Excluding Leased Depts.	4521	\$3,583,964	\$930,452	\$2,653,512	58.8	1
Other General Merchandise Stores	4529	\$7,408,716	\$0	\$7,408,716	100.0	0
Miscellaneous Store Retailers	453	\$1,344,878	\$1,105,246	\$239,632	9.8	14
Florists	4531	\$56,041	\$213,211	-\$157,170	-58.4	1
Office Supplies, Stationery & Gift Stores	4532	\$399,584	\$51,402	\$348,182	77.2	2
Used Merchandise Stores	4533	\$73,005	\$97,952	-\$24,947	-14.6	2
Other Miscellaneous Store Retailers	4539	\$816,248	\$742,681	\$73,567	4.7	9
Nonstore Retailers	454	\$3,080,641	\$326,704	\$2,753,937	80.8	5
Electronic Shopping & Mail-Order Houses	4541	\$2,480,555	\$0	\$2,480,555	100.0	0
Vending Machine Operators	4542	\$167,944	\$180,936	-\$12,992	-3.7	2
Direct Selling Establishments	4543	\$432,142	\$145,768	\$286,374	49.6	3
Food Services & Drinking Places	722	\$5,095,554	\$6,427,862	-\$1,332,308	-11.6	10
Full-Service Restaurants	7221	\$1,977,316	\$679,961	\$1,297,355	48.8	1
Limited-Service Eating Places	7222	\$2,468,499	\$5,305,325	-\$2,836,826	-36.5	6
Special Food Services	7223	\$242,978	\$0	\$242,978	100.0	0
Drinking Places - Alcoholic Beverages	7224	\$406,761	\$442,576	-\$35,815	-4.2	3

**Data Note:** Supply (retail sales) estimates sales to consumers by establishments. Sales to businesses are excluded. Demand (retail potential) estimates the expected amount spent by consumers at retail establishments. Supply and demand estimates are in current dollars. The Leakage/Surplus Factor presents a snapshot of retail opportunity. This is a measure of the relationship between supply and demand that ranges from +100 (total leakage) to -100 (total surplus). A positive value represents 'leakage' of retail opportunity outside the trade area. A negative value represents a surplus of retail sales, a market where customers are drawn in from outside the trade area. The Retail Gap represents the difference between Retail Potential and Retail Sales. Esri uses the North American Industry Classification System (NAICS) to classify businesses by their primary type of economic activity. Retail establishments are classified into 27 industry groups in the Retail Trade sector, as well as four industry groups within the Food Services & Drinking Establishments subsector. For more information on the Retail MarketPlace data, please view the methodology statement at <http://www.esri.com/library/whitepapers/pdfs/esri-data-retail-marketplace.pdf>.

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April 08, 2014

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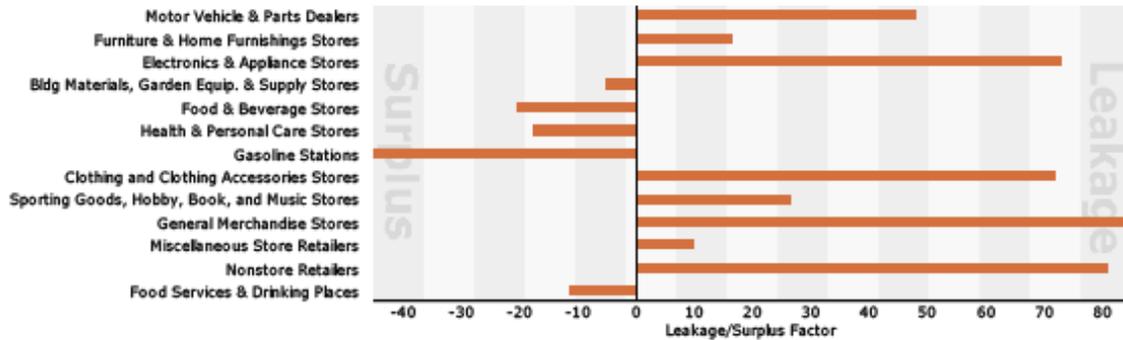
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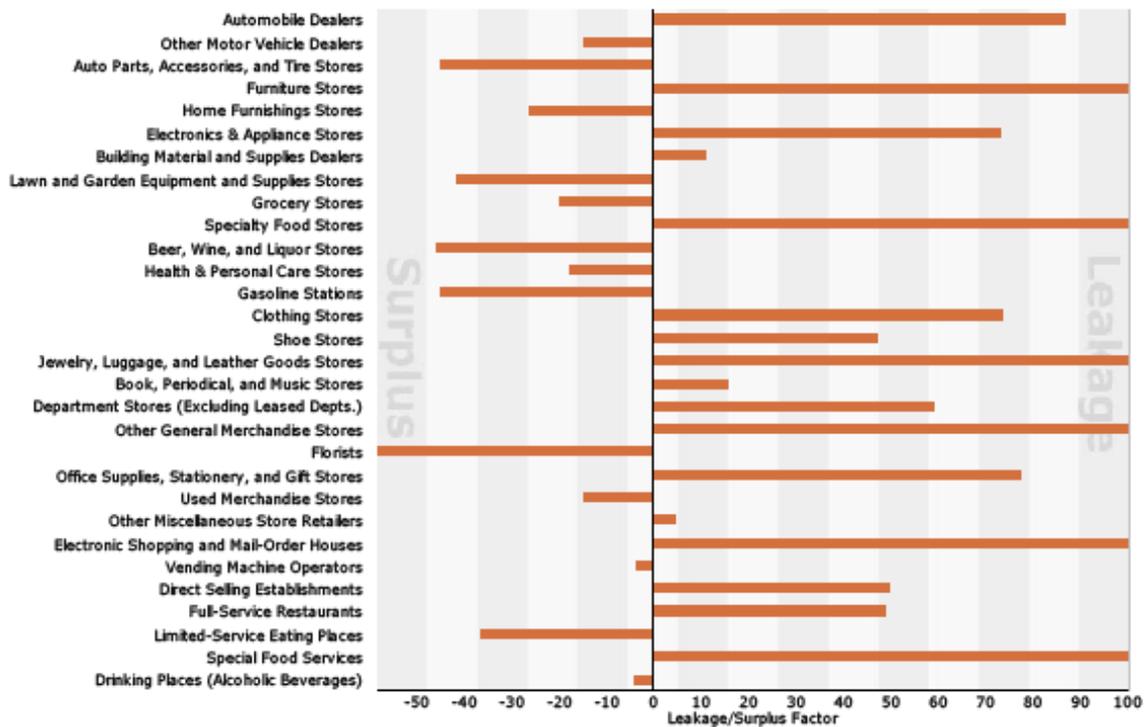
Retail MarketPlace Profile

Pacific City, MO  
 Pacific city, MO (2955910)  
 Geography: Place

Leakage/Surplus Factor by Industry Subsector



Leakage/Surplus Factor by Industry Group



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April 08, 2014

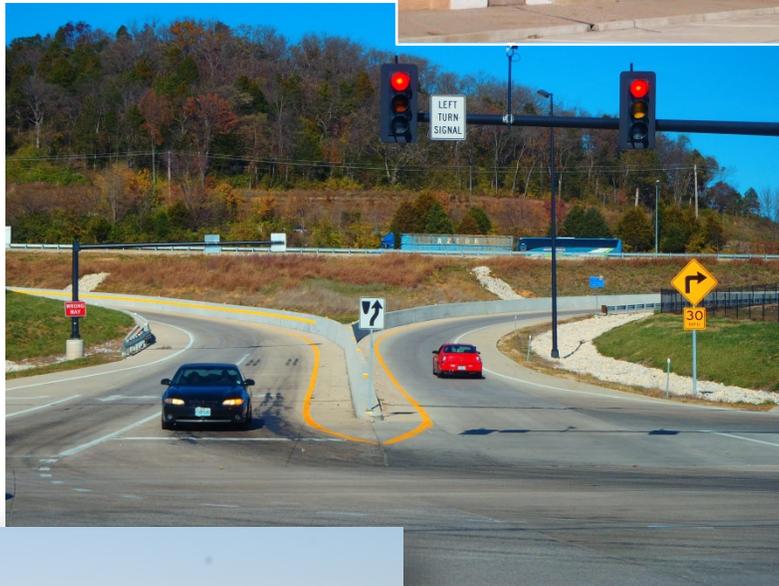
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# Future Land Use Plan



June 2017



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### **Section 8.1 FUTURE LAND USE PLAN**

The intent of the Future Land Use Plan is to help guide future land use decisions that promote the planned, orderly growth of Pacific. This Chapter includes the Future Land Use Map, Future Land Use Matrix and supporting text, all of which must be considered when making decisions regarding annexation, subdivisions of land, new development or changes in use. The future land use recommendations were developed based on current land use practices, the latest development trends and the comments obtained during the public engagement process. The future land use recommendations consider the compatibility of land uses and various development scenarios and promote land use decisions that help achieve the community's vision to:

**“Promote and support the momentum generated by local businesses and facilitate positive economic growth by increasing the confidence to invest in improving and expanding Pacific’s neighborhoods, parks, commercial districts and industrial parks.”**

### **Section 8.2 BUSINESS STABILITY – TRENCHING IN**

There is underutilized commercial space in the City (and throughout the region) that could struggle indefinitely in its current condition, or with a new look or purpose, could be attractive to a new business or start-up. The City should encourage property owners to reinvest in their properties through operational improvements and/or efficiencies that increase rent rates and reduce vacancies. The basis for this recommendation is to increase the demand in areas that are already developed (it's cheaper and faster than new construction) which in turn will reduce vacancy rates and drive up rental/lease rates. The City should focus on these opportunistic investments in existing, developed commercial and industrial areas where they can serve as a catalyst to other value-added improvements. The intent of these recommendations is to focus on several small, incremental improvements throughout the City, rather than relying on one big revitalization project or new development. Some planners refer to this approach as “urban acupuncture”.

### **Section 8.3 BUSINESS EXPANSION- NEW DEVELOPMENT**

The real estate market in Pacific is recovering as evidenced by local business expansions and the recent development by National retailers. Developers are looking for opportunities in secondary markets, such as Pacific, where the potential for growth is higher, land values lower and there is access to a well-educated, hard-working workforce. Having a comparatively lower cost of doing business and perceived business-friendly environment is also necessary to make Pacific an attractive place for business expansion and relocation. The City could immediately annex the properties along Osage and I-44 to provide much needed commercial and industrial expansion. The City must be proactive in disseminating information regarding the locational strengths, affordability and pro-business, entrepreneur spirit of the community. The City should target industrial and manufacturing industries, with a specific focus on tech-oriented industries which are strong and growing.

The top priority of US retailers and manufactures in the foreseeable future is to reduce the supply chain. This means less products manufactured overseas, more centrally located distribution warehouses and continued increase in on-line sales. On-line retailing is impacting the whole distribution program. Distribution centers must be built near major metropolitan areas



to enable same-day delivery in areas that have never been contemplated for such uses. In response to the increase of on-line shoppers, retailers are transitioning from using brick and mortar stores as showrooms to using them as quasi-distribution centers. Brick and mortar retail will continue to converge with on-line shopping as retailers become progressively drawn into competition with Amazon to deliver goods to customers on the same day they are ordered. Stores will increasingly fill online orders from their own shelves, effectively blurring the line between retail and warehouse space. The City should be prepared to accommodate the demand for this new retail/warehouse/distribution format.

#### **Section 8.4 FUTURE LAND USE MAP**

The Future Land Use Map, located at the end of this Chapter, shows the recommended distribution of future land uses given the existing conditions presented in Chapter 1 “Existing Conditions” and vision, goals and objectives presented in Chapter 3 “Vision, Goals & Objectives”. The Map considers the compatibility of various land use categories and shows generally how land should be occupied or preserved to best meet the goals adopted in conjunction with this Plan. According to the Missouri State Statutes, all future land use decisions must be consistent with this Plan. Therefore, all zoning changes, land subdivisions, new development and redevelopment should be reviewed for consistency with this Plan. The decision to locate new uses and activities in the City should also be based upon factors such as compliance with the City’s Zoning Code, impact on existing development, capacity of adjacent streets, latest development trends, and the impact on the natural environment.

The recommendations of this plan should be used with a sense of flexibility. Development proposals that do not exactly match the Future Land Use Map and Comprehensive Plan recommendations, but reflect market place demands, should be given reasonable consideration so long as they do not present significant public service burdens or negatively impact the health, safety or welfare of the community. The areas shown on the Future Land Use Map include all land within the City plus strategic growth areas outside the current City limits. The future land uses identified on the map are as follows. A description of each of the future land use categories is provided in the Future Land Use Matrix on the following pages:

- Agriculture/Non-Urban
- Residential
- High Density Residential
- Mixed Use
- Commercial
- Industrial
- Park/Institutional
- Public/Semi-Public



<b>Future Land Use Matrix</b>		
<b>Description</b>	<b>Density</b>	<b>Recommended Uses</b>
<b>Agricultural/Non-Urban</b>	<b>Average minimum lot size:</b> No more than 1 dwelling unit per 3 acres.	- Agricultural - Single Family Detached - Planned Cluster Subdivisions - Public & Institutional Uses
<p>Areas designated as “Agriculture/Non-Urban” are primarily non-urban areas consisting of existing agricultural uses and dispersed single family dwellings on large lots and not connected to the City’s utilities or served by paved roads. This land use designation includes much of the City’s floodplains, riparian areas, steep slopes, woodlands, farm land and open spaces. These areas include sensitive environmental features that support diverse animal habitats and create the City’s small town, rural character. Future development should preserve these natural features and be limited to existing agricultural uses and low density, single-family homes located on lots greater than 3 acres. Smaller residential lots, planned in conjunction with cluster development that leaves large areas left undisturbed and protected, are recommended on a case by case basis as approved by the Board. The cost of providing water, sewer and roads shall be paid for and installed by the developer. Trails and greenways along the Meramec River and Brush Creek are recommended.</p>		
<b>Residential</b>	<b>Average minimum lot size:</b> No less than 8,000 SF.	-Single Family Detached -Planned Cluster Subdivisions -Public & Institutional Uses
<p>Areas designated “Residential” generally have access to infrastructure such as paved roads and connections to public utilities. Single Family residential areas are intended for subdivisions with an average lot size of 8,000 square feet or more. Areas designated as Residential that do not have paved roads or proper utility connections should adhere to the Agricultural/Non-Urban density recommendations until such time the necessary road and utility improvements are provided. Cluster subdivisions are recommended as planned uses in areas that are served by City utilities. The cost to extend or improve utilities and roads should be shared by the developer and installed prior to the occupancy of any new homes. Homeownership is encouraged. In-fill development shall maintain a density that does not exceed 125% of the average surrounding residential development and shall comply with the City’s in-fill development guidelines. The installation of trails and a greenway along Brush Creek are recommended in conjunction with future development.</p>		
<b>High Density Residential</b>	<b>Average minimum lot size:</b> No more than 10 dwelling units/acre.	- Apartments - Single Family Attached - Single Family - Public & Institutional Uses
<p>Areas designated as “High Density Residential” generally consist of existing apartments, senior living facilities, attached single-family homes and legally non-conforming mobile home parks. Future High Density Residential development should be served by municipal utilities and infrastructure including sewer connections, paved drive and parking surfaces and contain open space and outdoor recreational areas for public and private use. Any new use or major redevelopment of an existing multi-family structure or area designated High Density should provide buffers between adjacent lower density residential uses. Any improvements necessary to bring streets and other infrastructure into compliance with the City’s standards shall be provided and paid for by the developer. Single or unified ownership of all structures and common use areas is encouraged.</p>		



<b>Future Land Use Matrix (continued)</b>		
<b>Description</b>	<b>Density</b>	<b>Recommended Uses</b>
<b>Mixed Use</b>	<b>Subject to Site Plan Approval</b>	<b>Subject to Site Plan Approval</b>
<p>Areas designated “Mixed Use” are intended for well-planned, compact development consisting of a variety of uses and building configurations. The intent is to promote market-driven development that fits the unique characteristics of the site rather than the rigid standards of a conventional zoning district. The purpose is to accommodate a wide range of uses or mixture of uses developed in a campus-like manner where the buildings and parking areas are clustered together in a compact, efficient manner. This reduces the development footprint and creates more areas for pedestrian amenities, landscaping, and open space, making the development appear less dense. The arrangement of tenant spaces, building designs, and site layout should maximize convenience, visibility, aesthetics and other factors that contribute to the success of the development. Careful consideration should be given to the creation of synergetic tenant mixes that offer a range of services, retail selection, employment, and entertainment to a shared customer base. Development should include pedestrian-scale amenities, professional landscaping, and lighting. Residential uses are encouraged when included as part of an overall mixed-use development. Mixed Use development should be compatible and integrated with the existing natural and built surroundings while remaining flexible to accommodate the densities, mix of uses, and infrastructure that the market demands. All development should be built to last with quality materials and designed to allow for changing uses over time that respond to shifting markets and ever-changing consumer needs and trends.</p>		
<b>Commercial</b>	<b>Average minimum lot size:</b> As determined by the Board and Planning Commission.	<ul style="list-style-type: none"> <li>- Commercial Service &amp; Retail</li> <li>- Office</li> <li>- Medical</li> <li>- Mixed-Use</li> <li>- Public &amp; Institutional Uses</li> </ul>
<p>Areas designated “Commercial” are located along I-44, Osage (Route 66), First Street and within the historic downtown. Retail sales and services, office, financial uses, restaurants, entertainment, convenience stores and automobile-oriented sales and services are recommended uses for areas designated “Commercial”. All commercial development should have direct access to a major road and provide buffering between less intense uses. Smaller, less intense commercial uses should be directed to the City’s Downtown. The designated commercial locations offer excellent visibility and access for both vehicular and pedestrian modes of travel. The use of landscape buffering and architectural screening is recommended to screen and buffer commercial uses from residential areas. The use of shared access and other access control measures are recommended. Monument signage (in lieu of pole signage) should be encouraged. Buildings should be designed to the human scale, with visible street oriented entrances, landscaped features and unified design controls. The installation of pedestrian and bike paths and crosswalks is strongly recommended as a requirement of all new commercial development. Parking requirements should be waived in the downtown area.</p>		



<b>Future Land Use Matrix (continued)</b>		
<b>Description</b>	<b>Density</b>	<b>Recommended Uses</b>
<b>Industrial</b>	<b>Average minimum lot size:</b> As determined by the Planning Commission	<ul style="list-style-type: none"> <li>- Manufacturing / Assembly</li> <li>- Warehousing</li> <li>- Distribution</li> <li>- Outdoor Storage</li> <li>- Vehicle &amp; Equipment Sales</li> <li>- Public &amp; Institutional Uses</li> </ul>
<p>Areas designated as “Industrial” are intended for environmentally clean manufacturing and industrial operations, including warehousing, transportation and distribution related uses. All industrial uses should provide on-site buffering when abutting less intense uses. Recommended building types include brick, concrete, masonry and tilt-up buildings. Pole buildings should be prohibited. All uses that include the storage of inoperable automobiles, boats, RVs or inoperable equipment should contain sight proof screening, approved by the City. Sites are encouraged to obtain certification with the State’s Department of Economic Development Certified Sites Program.</p>		
<b>Park</b>	<b>Average minimum lot size:</b> Not applicable	<ul style="list-style-type: none"> <li>- Public and Private Parks</li> <li>- Recreational Facilities</li> <li>- Trails, Trailheads &amp; Greenways</li> <li>-Community Gathering areas</li> <li>-Play fields &amp; other active and passive recreational areas.</li> <li>- Public &amp; Institutional Uses</li> </ul>
<p>The Park land use designation includes property owned and operated by the City for public use or future public use and includes the City’s existing parks and recreation facilities. Future Parks and Trails are shown on the Future Parks Master Plan Map.</p>		
<b>Public/Semi-Public</b>	<b>Average minimum lot size:</b> As determined by the Planning Commission	<ul style="list-style-type: none"> <li>-Schools</li> <li>-Churches</li> <li>-Libraries</li> <li>-Government Facilities</li> <li>-Public and Private Parks</li> <li>-Trails / Greenways</li> <li>-Community gathering areas</li> <li>-Play fields &amp; other active and passive recreational areas.</li> <li>-Public &amp; Institutional Uses</li> </ul>
<p>The Public/Semi-Public uses are allowed in all the designated future land use categories subject to City approval. Uses include, but are not limited to, active and passive public parks, open space and recreational areas, sports fields, schools, community facilities, churches, hospitals, and other institutional/governmental uses. All public and quasi-public uses and facilities should provide access to public roadways and public utilities and comply with the applicable zoning and design criteria. A future community center and new parks are recommended as shown on the Future Parks Master Plan Map.</p>		



## **FUTURE LAND USE RECOMMENDATIONS**

The following strategies and recommendations seek to create opportunities for a wide range of uses and development scenarios while ensuring continuity through design rather than through the delineation of physical boundaries on the map. The future land use recommendations are based upon the past patterns of growth, the existing conditions analysis, anticipated growth, and the need to create harmony between the built and natural environments. The intent of the future land use recommendations contained in the following sections is to provide the focus and direction necessary to turn community goals into productive community action and replace or significantly revitalize existing deteriorating buildings, homes and underutilized sites with market-driven uses and site designs.

### **Section 8.5 AGRICULTURE/NON-URBAN**

The Agriculture/Non-Urban future land use category generally includes undeveloped land, dispersed single-family dwellings, agricultural related structures, and vast areas of farmland. The majority of the areas designated Agriculture/Non-Urban contain wooded areas and sensitive environment features such as steep ravines, bluffs, floodplains, floodways, and riparian areas. Any future development proposed near a river, stream or other flood prone area should be located on the FIRM maps to verify which, if any, flood zone the development is located. Future development and land disturbances, such as clearing and grading, of any site located in a flood hazard areas should adhere to the recommendations contained in Chapter 6 “Floodplain Management” and the appropriate precautions and development regulations pursuant to Chapter 420 “Floodplain Management” of the City’s Municipal Code.

Generally, the infrastructure necessary to support urban development is currently not provided in the areas designated as Agriculture/Non-Urban. The installation of future infrastructure would be very difficult and expensive due to the topography and distance from existing facilities. Additionally, vast areas of the City’s Agricultural/Non-Urban areas are located in flood hazard areas. Due to the development constraints, future development of the City’s Agriculture/Non-Urban areas should be limited to existing agriculture uses or agriculturally related uses, single-family detached residential dwellings, limited recreational uses, trails, passive parks and open space. Additionally, areas not served by City sewer or water should provide at least three (3) acres per dwelling.

The intent of the Agriculture/Non-Urban land use designation is to serve as a tool to minimize the impact of urban development and preserve irreplaceable open space, floodplains & income generating farmland. Developers interested in more intense development should be redirected to areas that are served by publicly provided roads and infrastructure or areas categorized under one of the City’s Future Commercial, Industrial or Residential land use categories. The effective reuse of property containing the existing investment of infrastructure, established markets, and physical connectivity of other structures and services is more cost effective than developing land designated “Agriculture/Non-Urban” and goes a long way in the long-term sustainability of the community. Areas designated “Agriculture/Non-Urban” are depicted on the Future Land Use Map. The installation of the proposed trails and greenways, as shown on the Future Land Use Plan is recommended in conjunction with all future development.



### **Section 8.6 RESIDENTIAL**

Single family residences represent the majority of housing available within the City of Pacific. Most future growth in the City's housing stock is anticipated to occur with the development of new single family subdivisions and as the result of annexations that take in existing residents of unincorporated Franklin County and St. Louis County living just outside the City's current limits. New single family subdivisions are recommended adjacent to existing single-family neighborhoods whenever possible. This pattern of development will minimize the costs associated with providing services to new residential areas and avoid incompatible mixes of land use.

New single family residential development is recommended within existing approved, but incomplete subdivisions, such as West Lake and Eagles View. Future new single family development is also recommended in the form of infill development in older areas of the City. These locations provide connections to public utilities and excellent access to the City's roadways, businesses, jobs, schools and parks. The following restorative development options are recommended to help stabilize, diversify and expand the City's housing stock. They include:

1. The restoration of older homes to provide the amenities desired by young families and reflect the latest housing trends and sustainable building practices. These include updated floorplans, kitchens, bathrooms and the use of energy efficient HVAC systems, ENERGY STAR compliant windows and doors and the latest roofing, siding and decking materials;
2. The replacement of non-conforming structures and mobile homes with new, market-driven dwellings;
3. The development of vacant parcels within existing neighborhoods with new residential infill.

Encouraging homeowners to rehabilitate their homes and residential infill is the preferred development options. These options reduce the demand for new residential development which is more expensive to develop when not connected to existing infrastructure or public utilities. However, infill and restorative residential development does not meet the needs of all future homebuyers nor provide the expansion needed to accommodate the City's future anticipated growth. Therefore, several areas are designated for future single family growth on the Future Land Use Map. Generally, these areas are located in the western and northern reaches of the current City limits that offer the topographic advantage of gently sloping highlands with stable soils served by public utilities, roads, and excellent municipal services.

The smart phone and changing office environments has made home-based businesses and telecommuting more popular than ever. Currently over 60 million Americans now perform at least some work at home. The City should be encouraging home-based businesses to help create and sustain the City's entrepreneur economy. Home-based businesses that do not disrupt the neighborhood character and meet the City's home-based business requirements should be permitted by-right (with no public hearing). Home-based businesses that require State licensing (such as daycares or massage therapists), include outdoor storage, generate traffic, or include activities that are not conducive to a residential environment should require a conditional use permit and be regulated to the fullest extent permitted by law.



**Section 8.7 HIGH DENSITY RESIDENTIAL**

High Density Residential areas are characterized by multifamily apartments, mobile home parks and other residential dwellings having densities greater than 8-10 units per acre. Areas designated High Density Residential on the Future Land Use Map are generally located in areas where high density residential uses are already established. All future multi-family development, redevelopment or in-fill development in these areas should be consistent with the character of the surrounding residential neighborhoods and blend with the surrounding land uses with regard to architectural character, density, structure height and bulk requirements. All future multi-family development adjacent to single family should provide on-site buffering or screening. All future high-density residential development shall have direct access to a major road (collector or higher). The City should plan for and encourage the development of new independent living facilities. Currently senior housing represents approximately 8% of new housing development. This rate is anticipated to double over the next ten (10) years due to the aging of the Baby Boom Generation and functional obsolescence of older independent living facilities. Newer senior facilities are resort-like and provide a wide range of amenities, health care and medical services required of an aging population. Future high density residential development should be restricted to the areas designed as such on the Future Land Use Map and zoned appropriately.

**Section 8.8 MIXED USE**

The Mixed Use designation is established to permit the most efficient use of land that combines a variety of commercial, office, residential and public uses. The Mixed Use area is designed to have uses that are centrally located and compact so that maximum convenience is afforded the users and occupants of the area. The purposes and intent of the Mixed Use designation include the following:

1. To allow greater flexibility in development standards to facilitate adaptation of development to the unique conditions of a particular site.
2. To encourage pedestrian friendly development.
3. Permit a mixture of uses that, with proper design and planning, will be compatible with each other and with surrounding structures, uses and zoning designations.
4. To allow more than one (1) principal land use developed in a manner that minimizes the development footprint and increases open space and walkability by encouraging compact, efficient site designs on a single parcel, or group of parcels, where under the current code only a single use may be permitted under other zoning designations.
5. To allow different land uses that would not otherwise be permitted to locate within the same zoning designation for development of one (1) or more adjacent parcels under a single or separate ownership.

The City's Zoning Code must be updated to include a Mixed Use District that allows the following uses and development types in the areas designated "Mixed Use" on the Future Land Use Map:

1. Residential Uses:
  - a. allow for more flexible placement, arrangement, and orientation of residential structures, with accompanying flexibility in the subdivision of land and the grouping of open space and accessory facilities such as garages or parking;



- b. provide for a mixture of housing types (single-family, two-family, multi-family).
2. Office Uses: Allow the construction of new buildings and the restorative development of existing structures that contain a horizontal and vertical mix of office, medical, and institutional uses compatible with the surrounding area.
3. Commercial Uses: Allow for the accommodation of market-driven uses and densities that are compatible with the surrounding area and create self-renewing, vibrant commercial destinations.
4. Industrial Uses: Allow for single or multiple industrial uses that are compatible with the surrounding area and any negative land use externalities, such as truck traffic, outdoor storage, noise, etc., are mitigated.

Open Space: Preserve existing trees, riparian areas, and watercourses and encourage professionally landscaped sites to enhance the beauty and quality of the area for all users.

### **Section 8.9 COMMERCIAL**

Areas designed “Commercial” are located along I-44 (which has the highest volume of traffic in the region) and Osage (Historic Route 66). Both are major transportation corridors that offer the best accessibility and visibility of all property within the City. Regional commercial development, such as big-box retail and nationally recognized franchise retailers and restaurants are envisioned along these major routes. Future land uses along these corridors should cater to large-scale retail & commercial uses, automobile oriented goods and services and other activities which require more space than is available Downtown. The City should expand through annexation east and west along Osage Street (Route 66) to take in the areas designated as Commercial on the Future Land Use Map. Gaining control over these areas is necessary to better manage conditions that would negatively impact the main gateways into the City.

Existing vacant land along Osage and I-44 provides prime locations for future commercial and industrial development opportunities. Additionally, vacant or dilapidated buildings throughout the City already zoned commercial provide opportunities for new development and/or restorative redevelopment of the City’s existing building stock. Due to the limited amount of property designated Commercial and the potential impact of large-scale commercial uses that generate significant traffic, The Planning Commission will need to review and the Board of Aldermen will need to approve all future Commercial development as a planned use on a case by case basis. The goals and objectives contained in Chapter 7 “Economic Development” should be followed to help create self-renewing, prosperous commercial areas and implement future land use recommendations.

### **Section 8.10 INDUSTRIAL**

The future Industrial land use category includes a range of industrial uses including warehousing, distribution, heavy manufacturing, office warehouse, contractor yards, motor vehicle repair, wholesale uses and business parks. Future Industrial uses should be directed to vacant buildings and industrially zoned sites within the City’s existing industrial areas in lieu of



land consumptive new industrial construction that is expensive and incompatible with residential and other uses. The City should promote future investment in improving the City's existing industrial areas and expansion of the City's existing industrial areas as shown on the Future Land Use Map.

According to the Urban Land Institute (ULI); "Industrial development is where the best opportunities exist for development." Development over the past several years has been dominated by multifamily, however, the improvement in the market has increased the demand for industrial space, decreasing vacancy rates and increasing rents. Therefore, the City should also work towards immediate annexation of the recommended industrial growth areas as shown on the Future Land Use Map. These areas provide highway access and are surrounded by similar industrial uses. Directing future industrial growth in these areas will consolidate the City's industrial development in areas that are already impacted by industrial uses or separated or buffered from residential development.

Future industrial development should cluster industrial uses and consolidate them in areas where access is provided to major roads and railroads and buffered from residential parcels or parcels zoned for residential purposes. The City also needs to consider the following future industrial land use recommendations to make the City more attractive to prospective industrial users

- **Pad ready-** the City needs more industrially zoned sites 20 acres or larger that are served by roads and properly sized utilities.
- **Cost competitive-** the City needs to utilize available resources and programs to bring down the costs for future industrial development.
- **Promotion-** the City needs advocates, such as the IDA, to help promote, educate and facilitate the implementation strategies contained herein.
- **Results Oriented-** once the City has a marketable, pad ready site, conduct an intentional, nationwide search for an industrial user that matches the locational strengths offered in the City of Pacific.

Refer to the Economic Development Assistance Programs contained in Section 7.12 of Chapter 7 "Economic Development" to aid in the implementation of the land use goals and objectives of this Plan.

### **Section 8.11 PARK**

Please refer to Chapter 5 "Parks" for a comprehensive overview of the City's parks and future implementation strategies and recommendations. Some of the key priorities recommended include, but are not limited to, the following:

- Pacific should focus on places and activities that "bring people together" to strengthen the community, attract prospective businesses and support an evolving entrepreneurial economy.
- The establishment of special interest clubs or activities and other social/recreation opportunities that foster interaction among all members of the community.



- Annexing west towards Gray Summit to take in Shaw Arboretum (Shaw Nature Preserve) and much needed land to support growth opportunities and address the needs for more park and open space.
- The Meramec River watershed area is recommended as a greenway that includes trails, a public boat launch and preserved natural areas.
- Create a new public access area, historic outdoor classroom and special events venue at Jensen Point Overlook with limited public access and focused, ongoing efforts to preserve the original workmanship, materials, design and history of the site and all remaining structures, walls, and landscaping.
- The Parks Master Plan Map shows general areas where Parks should be located based on the lack of connection or proximity to exiting parks. Future parks are encouraged to be located in the general vicinity of the “Future Park” labels denoted on the Future Park Master Plan Map.

### **Section 8.12 PUBLIC/ SEMI-PUBLIC**

The Public/Semi-Public Land Use category includes governmental, quasi-public uses and places of assembly-such as churches. All public facilities and places of assembly should have direct access to major roadways and not create traffic congestion or other nuisances. Institutional uses should be permitted in all future land use categories, subject to site plan review and compliance with the applicable zoning and design regulations. If an institutional land use stops being used as an institutional use, the future land use category should revert to the adjacent future land use classification. In the event there are two adjoining, but dissimilar uses, the most restrictive use should apply. The following institutional and public improvements are recommended;

1. Develop a future infrastructure plan to extend utilities in the City’s anticipated annexation areas and develop an ordinance that requires developers to share in the cost of related roads, utilities and other infrastructure costs.
2. Continue improving emergency preparedness/first responder plans relating to homeland security and natural disasters and other acts of God.
3. Promote, expand and continue ongoing maintenance of the City’s Parks
4. Assist in the promotion and adaptive reuse of vacant buildings and underutilized sites. Special emphasis should be focused on flood buyout properties.
5. Develop a plan to procure land and funding for the construction of a community center.
6. Adhere to the recommendations and implementation strategies contained in this Plan; see Chapters 3-8.

### **Section 8.13 COMMUNITY IMAGE**

The appearance of the City’s commercial areas is important, especially along Osage Street at the interchanges along I-44. Revitalization efforts such as better code enforcement and



improving the aesthetics of the City's main entrances (gateways) so people know when they are in Pacific and remember it when they're gone, are important to establish and define the Community Image and make it a place to remember.

1. **Improve property maintenance efforts City-wide.** Increase property maintenance related code enforcement, including interior building inspections city-wide. Make City-owned property a model for the "Clean-Up, Fix-Up Paint-Up" effort or similar "Pride-in-Ownership" program. Develop and implement a plan to involve volunteers, such as teens, help with property maintenance for certain properties/conditions rather than imposing fines on homeowners who may not have the ability to keep-up their properties. This would provide an opportunity for the youth to become connected to the community, create friendships and learn skills. An award/incentive program to recognize most improved properties or an entire neighborhood clean-up is recommended.
2. **Conduct Annual Bulk Waste & Household Hazardous Waste Collections:** Organize a bulk household clean-up event where neighbors can meet neighbors along with City officials in a community-wide weekend effort that could build relationships for a lifetime. The State's Solid Waste Program has a grant program that could fund such an event.
3. The City should develop a central theme or focus to help distinguish Pacific from other communities and places.
4. Business owners, property owners, governmental entities, civic groups and community leaders need to work together in a unified effort to enhance properties. These groups should cooperate in promoting special events, sponsoring façade and streetscape improvements and acting as catalysts in forming partnerships that fuse together cultural, professional and residential interests.
5. Improve City Entrances and Corridors. First impressions are lasting ones. Value judgments are often made from behind the windshield of a moving car. Creating welcoming entrances and maintaining vibrant corridors are essential to Pacific's image. Both public and private investment is necessary to achieve this.
6. Focus code enforcement efforts on major entrances and corridors. Proactive zoning and property maintenance code enforcement is an inexpensive and effective way to improve high visibility corridors such as Osage Street and First Street. Concentrate efforts on these corridors, particularly where gateway and streetscape enhancements have been completed.
7. Assign a high priority to major entrances and corridors in annual maintenance activities. The look and feel of well-maintained infrastructure is just as important as proper building maintenance when it comes to promoting a desirable community image. For this reason, make right of-way maintenance a high priority at all entrances to the City from I-44.

#### **Section 8.14 COMMERCIAL DESIGN GUIDELINES:**

The following architectural and urban design standards should apply to all commercial uses.

1. Architectural design should create visual interest by using differing textures, complementary colors, shadow lines and contrasting shapes. The use of walls in a



single color, with little detailing, lacking architectural interest or completely blank is discouraged.

2. The form and proportion of buildings should be consistent or compatible with the scale, form and proportion of existing development in the immediate area. Where large structures are proposed with overly-long facade walls, and where the horizontal dimension significantly exceeds the perpendicular dimension, building mass should be articulated with variations in the building wall planes and wall height and using other unique design or site plan features.
3. The rhythm of structural mass to voids, such as windows and glass doors, of a front facade should relate to the rhythms established in adjacent buildings. The use of unusual shapes, color and other characteristics that cause new buildings to call excessive attention to them by creating disharmony should not be allowed.
4. Monotony of design in single or multiple building projects should be avoided. Variation of detail, form, and site design should be used to provide visual interest.
5. The use of durable materials, balanced proportions and shapes that emphasize the importance of roofs and other building components is recommended.
6. Architectural treatments (e.g. materials, colors, facade design, roof lines, screening) and the use of screening devices (walls, fences, berms, landscaping) should be consistent and compatible on all sides. Rear and side wall architecture on buildings that are visible from adjoining properties and rights-of-way is important.
7. Use of masonry materials (face brick, split-face block and stone) is encouraged. The use of aluminum siding and metal ribbed panels should be used as accent features only. The evaluation of building materials should be based on the quality of its design and relationship and compatibility to building materials used elsewhere in the neighborhood.
8. Landscaping should be used to complement and enhance a building's design, color and material and to shade and screen vehicle use areas.
9. All exterior and rooftop equipment should be placed so that it is hidden or screened from adjacent properties and roadways. Screening material should be compatible with the primary building material.

### **Section 8.15 PEDESTRIAN & BIKE ACCESS**

Sidewalks, trails and bikeway provide alternative modes of travel that do not rely on fossil fuels and create a more vibrant and aesthetically pleasing streetscape. The following pedestrian and bike guidelines should be considered in all future development.

1. Sidewalks should be required on both sides of the street and connect to adjacent uses in a manner that ties all such walkways together throughout the site.
2. Encourage development where pedestrian and vehicular forms of transportation function safely and interconnect with adjoining sites. Mixing land uses and compact development design are two future land use recommendations that promote pedestrian accessibility.
3. All development should provide connections to the existing or proposed pedestrian and vehicular transportation network.



4. Street trees should be planted every 45' along all streets.
5. Require dedications of land, construction or fees-in-lieu of construction for new development where bike/pedestrian facilities are planned or needed.
6. Pursue funding to construct high-priority neighborhood connectors and bring all sidewalks, ramps and pedestrian crossings into compliance with the latest ADA standards. Identify grants, local match and/ or private donations to construct connectors identified as the highest priorities. Examples of grants include Safe Routes to School, Healthy Communities or Transportation Enhancement.
7. Market Pacific's bike plans/paths to the local and regional audience. In addition to promoting bicycling opportunities, the City should also promote and educate the importance of active lifestyles, healthy communities, sharing the road with bicyclists, bicycle safety, etc.

#### **Section 8.16 FUTURE GROWTH & ANNEXATION**

According to participants of the public engagement program, *"The City of Pacific should continue to grow territorially and in population"*. Territorially, the City should annex any areas that might be developed soon to ensure greater control of the timing, density, use, and type of development. More specifically, these areas include eastward to the limits of the City of Eureka and westward to the limits of Gray Summit.

Easterly expansion will be primarily residential in nature while westerly expansion will combine residential, commercial and industrial uses. The City's territorial expansion should occur contemporaneous with the capacity of the City to support desired expansion through programmed extension of infrastructure and services. Ideally this growth would occur in a series of concentric, outward steps, timed to keep pace with utility and service capacities. Generally, "leap frog" growth which strains these capacities should be avoided. In certain specific cases, however, the City must be ready to expand services and offer incentives to take strategic advantage of recommended development, preservation, recreation, and desired land use opportunities.

Retail and service-sector growth should be targeted for the City's existing commercial areas (Lazy Larry site) and the Interstate 44 Corridor, particularly at off-ramp locations. In addition to serving safe Interstate ingress and egress, future public and private investments at ramp locations should also create positive first impressions of the City and offer conveniences and services to both interstate travelers and the local community. These locations offer some of the best opportunities to attract new development; therefore, they must be reserved for high quality, desirable development that is consistent with this Plan and supported by the community.

The recommended residential, commercial and industrial growth east and west of the City's currently boundaries is necessary to attract and support new commercial and industrial activity, which in turn will increase the City's revenues, create jobs and grow the City's population. These revenues are necessary to provide the level of services needed to support a growing, prospering Pacific. Retail and service-sector expansion also addresses the community's top critical issue of providing better retail selection and better positions Pacific as a retail



destination. Additionally, annexation is necessary to preserve the natural character of the area and provide for future residential growth.

The City should consider the Residential, Commercial and Industrial areas along Osage and I-44 for immediate, voluntary annexation. Partnerships between the City, adjacent property owners and developers should be established early in the process to help avoid unanticipated repercussions during or after the annexation process. The City should initiate pre-annexation agreements with adjoining land owners. Before any annexation decisions are made, the following general questions should be considered.

- 1) Will the annexation place any unacceptable political, financial, physical or operational demands or expectations upon the City for the provision of services or infrastructure?
- 2) Will the annexation allow for more appropriate guidance of future development within the annexation area?
- 3) Will the annexation bring existing land uses into the City that are desirable and have some benefit to Pacific in terms of revenue, quality of life or additional housing?
- 4) Is the annexation in the best interest of the City?
- 5) Does the annexation make economic sense from both long and short range perspectives?

### **Section 8.17      GROWTH MANAGEMENT**

As the City of Pacific continues to grow and expand, there are several factors that could hinder efficient, well-planned development, threaten agricultural lands and/or reduce property values. Therefore, the following the general principals of growth management to make intelligent future land use decisions that preserves the City's rural character, low cost of living and high quality of life. Growth management can be described as a conscious public decision to restrain, accommodate or encourage development. The City should develop a future infrastructure plan to extend utilities in the City's anticipated annexation areas and develop an ordinance that requires developers to share in the cost of related roads, utilities and other infrastructure costs.

Growth Management, also known as Smart Growth can be applied to any type of growth, but of particular concern is the current and future supply of quality commercial, residential and industrial development opportunities. The growth of the land uses mentioned above are managed in part by proposing areas of commercial, residential and industrial growth on the Future Land Use Map and developing strategies for future development in each zoning district. In addition to proposing land uses, Pacific should manage growth by extending the City limits and concentrating municipal services within those boundaries. This strategy will minimize the inefficient use of the land, resources and municipal services and promote the following growth management principles:

1. preserve farmland & the income generating potential of the natural land;
2. prevent overextending municipal services and infrastructure;



3. prevent vacancies and economic decline within existing neighborhoods and commercial areas; and
4. control the timing, type, density and quality of development.

Pacific should consider the impact of growth and development in all land use decisions and carefully review all annexations to ensure they are served by utilities or areas where pre-annexation agreements exist regarding the provision of services.

### Section 8.18 ANNEXATION PROCEDURES

Under Missouri State Statutes, the procedures for annexing unincorporated land can be summarized by two methods of annexation; *voluntary* and *involuntary*, however all areas being considered for annexation shall be “contiguous and compact”. (RSMO Chapter 71). A summary of the two methods of annexation is as follows:

- A. Voluntary Annexation:** Under the voluntary method, residents in affected portions of unincorporated area petition the City to request annexation. The petition is then reviewed to determine if the annexation is reasonable and necessary. If the Board of Aldermen agrees, the annexation can be approved, by ordinance, without the time and expense of an election. Voluntary annexations can only be accomplished through a petition process involving 100% of the annexing property owners. Following are the steps for a voluntary annexation:
1. **Petition submitted to the City Clerk requesting annexation:** Petition must have the legal description of the property or properties requesting annexation and must be signed by all recorded property owners.
  2. **A public hearing must be held not less than fourteen (14) days or more than sixty days (60)** after the petition is filed with the City Clerk. A notice of the public hearing must be published in a newspaper of general circulation within the city at least seven (7) days prior to the public hearing date.
  3. **After the public hearing the Board of Aldermen may vote to annex the property by ordinance.** The Board must determine that the annexation is reasonable and necessary to the proper development of the city and the city has the ability to furnish normal municipal services to the area to be annexed within a reasonable time.
  4. **Written objections to the annexation may be filed by two percent (2%)** of the registered voters of the city or two (2) registered voters of the area sought to be annexed no later than fourteen days (14) after the date of the public hearing. If a qualified written objection is filed opposing the annexation, the provisions of RSMO. 71.015 shall be followed, which calls for an election within the city and the area to be annexed – refer to Involuntary Annexation process below.
  5. **Three (3) copies of the ordinance approving the annexation certified by the City Clerk** shall be filed with the County Clerk. To be filed after the fourteen day (14) period for written objections to be filed and none being received.

**Advantages of voluntary annexation:** The primary advantage of annexing property by voluntary petition is the willingness of both the city and the property owner(s) being annexed. The process is relatively short, easy, and inexpensive. When a person “voluntarily” or willingly annexes their property into the city, they are subject to the same planning and zoning



reconditions and laws imposed by the Municipal Code, unless otherwise specifically addressed in a pre-annexation agreement.

**Disadvantages of voluntary annexation:** The primary disadvantage of voluntary annexation to the city is the growth of the city boundaries is dependent upon willing landowners to annex. However, residents that are not adjacent to the city or a proposed annexing parcel not be eligible for voluntary annexation due to the “contiguous and compact” provisions of State Statutes (RSMO Chapter 71). Exceptions may exist for unique circumstances, which should be referred to legal counsel.

**B. Involuntary Annexation:** Missouri State Statutes (RSMO Section 71.015) sets forth the process for involuntary annexation petitions. This process also applies if the city wishes to annex an area without receiving a petition. The process calls for the city to prepare a detailed plan of intent of how and when they will extend services to the area, and conduct a general election in the areas being annexed and within the city. Involuntary annexations shall be processed as follows:

1. **Determination of eligibility by Board of Aldermen.** The Board of Aldermen must determine that the land to be annexed is contiguous to the existing City limits and that the length of the contiguous boundary common to the existing City limit and the proposed area to be annexed is at least fifteen percent (15%) of the length of the perimeter of the area proposed for annexation.
2. **Resolution of intent to annex.** After determining eligibility, the Board of Aldermen should adopt a resolution stating their intent to annex a certain unincorporated area. The resolution should describe the unincorporated area in general location terms.
3. **Draft ordinance of annexation.** While the City may not adopt this ordinance until after a public hearing, it must be prepared and make it available to the public in advance. The ordinance must contain the following information:
  - a. **Description of property and information affirming the fifteen percent (15%) rule** has been met (See paragraph 1 above).
  - b. **Reasonable and Necessary Statement.** The resolution must state that the annexation is “reasonable” and “necessary” to the proper development of the city. The city should be prepared and able to defend this statement in court.
  - c. **Statement that a “Plan of Intent” has been prepared.** The City must prepare a written “Plan of Intent” which addresses how and when the City will provide city services to the area to be annexed. This Plan must address the timing and description of the delivery of services.
  - d. **Statement that a Public Hearing will be held.** The ordinance shall state that a public hearing will be held and a date affixed in the ordinance. All real property owners within the area being annexed shall be notified by certified mail and a notice of the public hearing shall be published in a newspaper of general circulation for three consecutive weeks prior to the hearing, with at least one such notice being not more than twenty days and not less than ten days before the hearing.



- e. **Statement of When the Annexation is proposed to be effective.** The effective date cannot be before the election, nor can it be longer than thirty-six (36) months after the election. This is the date which the property becomes part of the City. It is not the date that all services will be delivered. The Plan of Intent shall address the timing and methods of delivering city services.
4. **Plan of Intent contents.** The Plan of Intent shall describe how and when the city will deliver city services to the area. The Plan must also inform proposed residents and property owners of the increased cost of being inside the city and how the city proposes to zone the property. It must also state that existing land use will be grandfathered.
5. **Public Hearing.** At the public hearing the City shall deliver and present the Plan of Intent to the public. The City should be able to answer specific questions as to the delivery of services and the cost which property owners and residents will face after annexation.
6. **Approval of Ordinance.** After the public hearing, the Board of Aldermen may approve the ordinance as proposed in 3 above.
7. **File a civil law suit seeking declaratory judgment authorizing the annexation.** The City shall file a lawsuit after the public hearing with the circuit court of jurisdiction asking for a declaratory judgment allowing for the City of Pacific, Missouri annexation of the area. The lawsuit will be a class action against the inhabitants of the area proposed to be annexed. The circuit judge will hold a hearing in which testimony must be given by the city demonstrating that all requirements under the law have been followed, that the annexation is reasonable and necessary, and that the city is financially able to provide the services. If the judge rules in favor of the city a declaratory judgment is given and the city may proceed with an election.
8. **Ordinance setting an election.** After the declaratory judgment is received the city must pass an ordinance setting an election date whereby the residents of the area being annexed and the existing city residents may vote on the question in separate elections on the same date.
9. **Election held.** All registered voters of the city are eligible to vote to annex the land into the city. The registered voters of the proposed annexation area are also eligible to vote in a separate election on the same day. A majority vote in both elections is required for the annexation to pass. If less than a majority vote for annexation from the area to be annexed and a majority pass the issue from the vote in the city, a new election may be held within one hundred twenty (120) days which all registered voters of the city and the annexation area vote in one common election. If the issue passes by a two-thirds (2/3) majority, the issue passes and the city may annex the area. If the issue fails by a majority in either election, the issue may not be presented to voters for two (2) years.
10. **Ordinance annexing area.** If the issue passes in the election as stated in 9 above the city shall pass an ordinance certifying the results of the election and duly annexing the area.

**Advantages to Involuntary annexation:** The primary advantage to the involuntary annexation process is the city may proceed with long term planning by annexing a large section of land and not wait on voluntary petitions from individual landowners. It can allow other willing property owners to annex once their property is compact and contiguous. It gives the City the land use



planning regulations over the property which can protect existing property owners within the City.

**Disadvantages to involuntary annexation:** The primary disadvantage is the lengthy and costly process that the city must go through to annex property. Additionally, is the cost which the city will face by providing utility service. Residents being annexed must receive the same services available to other residents. Even though the City Code requires residents to pay for extending sewer and water mains to their property if they desire the service, the “involuntary” nature of this process “triggers” the liability to the city because the residents were annexed without their will, even if their area voted in favor of the election.

### **Section 8.19 IMPLEMENTATION**

1. **Incremental Improvements:** The City should provide continued investment in the City’s infrastructure and services to ensure quality, affordable utilities that serve Pacific’s present and future needs. Incremental upgrades to the city’s aging infrastructure are recommended to avoid costly one-time expenditures and allow the city to spread the costs out over several years.
  - Provide annual evaluations of the City’s park and recreation services, public safety, transportation, code enforcement and storm water management facilities to ensure they meet the needs of the community.
  - Continue the implementation and update as needed to the city’s codes and ordinances and provide the financial resources needed to provide adequate staffing or consulting to perform code enforcement, regulatory amendments and plan review duties.
  - Task City employees and elected officials to participate in implementation activities related to this Plan. Allow individuals to select areas that interest them as well as areas that reflect their departmental duties/roles/responsibilities.
2. **Financing new infrastructure:** Initiate development agreements that help pay for the direct and indirect costs of new infrastructure development and continue to plan and budget for near-term capital improvements.
3. **Code Enforcement:** Encourage ongoing, consistent enforcement efforts.
  - About 30% of the City’s downtown area is in the floodplain. The City needs to help bring structures into compliance that are in the floodplain and carefully consider the installation of any new structures.
  - Develop a comprehensive storm water control plan to satisfy MS4 and NPDES requirements as well as manage floodplain hazard areas. Create a stormwater fund and/or parks and stormwater tax to help develop and implement the plan, fund upgrades and provide ongoing maintenance to the City’s parks and stormwater facilities.
4. **Sustainability:** As recommended in the previous Sections and Chapters, promote compact, low impact development throughout the community. Low impact development (LID) is development that utilizes green building and site design strategies to reduce its impact on the environment. Examples include “restorative development” (improving an



existing home or building); “redevelopment” (demolishing a building or home that has outlived its usefulness and replacing it with a new building) and “infill development” (constructing a home or building on an empty lot along an existing developed block). Low impact development uses Best Management Practices (BMP). Examples of BMP include the use of rain gardens, alternative energy (i.e. solar), well insulated windows, walls and roofs, high efficiency HVAC, geothermal and compact building and site design.

5. **Adhere to the goals, objectives and implementation recommendations of this Plan.** Chapter 3 contains an overview of the goals and objectives. Chapters 4-8 are thematic, issued-based Chapters that cover the following topics; Public Services and Facilities, Parks & Recreation, Floodplain Management, Economic Development and Future Land Use.
6. **Refer to the Assistance Programs to obtain grants and/or technical assistance.** Chapter 6 “Floodplain Management” and Chapter 7 “Economic Development” contain an annotated list of recommended assistance programs and sources of assistance. The City should prioritize annual public improvements and identify an Assistance Program and submit at least three (3) grant applications or other formal request for assistance annually.

#### **Section 8.20      COMPREHENSIVE PLAN UPDATES, AMENDMENTS & ADOPTION**

Before adopting or amending the Comprehensive Plan, the Planning Commission must hold a public hearing. A notice of the public hearing must be published at least 15 days prior to the public hearing in the official city newspaper. Adoption shall require a majority vote of the full Planning Commission. Upon adoption of the Comprehensive Plan, or any amendment thereto, a certified copy of the plan, along with a written copy of the minutes of the public hearing, must be forwarded to the Board of Aldermen. Pursuant to the City’s Ordinances, the Board must also adopt the Plan.

The Planning Commission should conduct annual reviews of the Comprehensive Plan or any part thereof to consider any amendments, extensions, or additions to the plan. All amendments to the Comprehensive Plan must be made in accordance with the process for the original adoption of the plan.