

INTRODUCTION & OVERVIEW

A journey of a thousand miles begins with a single step.

Confucius

Crystal City, Missouri is organized as a third class city under the laws of the State of Missouri. Third class cities have the authority to implement planning and zoning districts and regulations within the city. In order to have such authority a city plan must be developed and approve a comprehensive plan to have and enforce land use regulations.

STATUTORY AUTHORITY OF COMPREHENSIVE PLAN:

Purpose of Regulations: Missouri Revised Statute 89.040: “Such regulations (land use regulations) shall be made in accordance with a comprehensive plan and designed to lessen congestion in the streets; to secure safety from fire, panic and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population; to preserve features of historical significance; to facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements. Such regulations shall be made with reasonable consideration, among other things, to the character of the district and its peculiar suitability for particular uses, and with a view to conserving the values of buildings and encouraging the most appropriate use of land throughout such municipality.”

City Plan, Contents--Zoning Plan: Missouri Revised Statute 89.340: “The commission (planning & zoning 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.

Plan, Prepared How—Purposes: Missouri Revised Statute 89.350: “In the preparation of the city plan, the commission (planning & zoning commission) shall make careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality. The plan shall be made with the general purpose of guiding and accomplishing a coordinated development of the municipality which will, in

accordance with existing and future needs, best promote the general welfare, as well as efficiency and economy in the process of development.”

The current City Comprehensive Plan was prepared in 1969 and has not been formally updated since it was adopted. The City has implemented planning and zoning and has updated planning and zoning regulations consistently over the years but not the Comprehensive Plan for the City. The City Code, which deals with Planning and Zoning is known as Section 19 of the City Code is the authorization and requirements of a comprehensive plan.

CITY CODE AUTHORITY AND REQUIREMENTS OF COMPREHENSIVE PLAN:

Duty to Prepare a City Plan; Contents of Plan; Hearing: Crystal City, Missouri City Code Section 19-27:

- (a) It shall be the function and duty of the planning and zoning commission to make and adopt a city plan for the physical development of the city.
- (b) 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; and the general character, extent and layout of the replanning of blighted districts and slum areas.
- (c) The planning and zoning commission shall hold public hearings on any major final report before submitting it to the city council for its action thereon, and the council shall not hold its public hearings or take action thereon until it has received the final report of the planning and zoning commission on the particular proposition to be acted on.

(Ord. No. 694, § 4, 1-23-67; Ord. No. 1049, § 1, 1-23-84) Ordinances approving Section.

Purpose of Comprehensive Plan: Crystal City, Missouri City Code Section 19-28:

“In the preparation of the comprehensive plan, the planning and zoning commission shall make careful comprehensive surveys and studies of present conditions and the future growth of the city, with due regard to its relation to neighboring territory. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the city which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development, including among other things, adequate provision for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements.”

(Ord. No. 694, § 4, 1-23-67; Ord. No. 1049, § 1, 1-23-84) Ordinances approving Section.

Process to Update the Comprehensive Plan.

In June, 2009, the City Council of Crystal City, Missouri engaged the services of Gross & Associates to prepare a Growth Management Plan for the City which would serve as a guide for current and future planning, as well as update the Comprehensive Plan of the City, which had not been updated since it was first adopted in 1969. The Comprehensive Plan is required by State law and City Code and is mandatory to receive assistance under many State and Federal programs. The purpose and content of the Comprehensive Plan is described in Section 19-28 of the City Code provided above. The Growth Management Plan is an expansion upon the Comprehensive Plan to provide more specific review of current conditions and developing specific actions and recommendations to address short and long term objectives. The document was not intended nor designed to be a detailed engineering report concerning the infrastructure of the City or a financial audit of City performances, but rather a comprehensive planning document which formulates community issues as they affect future growth incorporating specific actions and needs into a Growth Management Plan.

The Plan draft shall be submitted to the Planning & Zoning Commission for review and conduction of public hearings in accordance with Section 19-27 of the City Code. The Planning & Zoning Commission shall hold public hearings to receive public comments on the Plan draft. A report of the public participation, including a compilation of the public survey and public comments shall be prepared for submission in any final report and actions. The Planning & Zoning Commission shall submit a final report with recommendations to the City Council for their action in adopting the Plan or any changes or modifications of the Plan draft. A final version of the Plan shall be printed with any revisions or changes upon adoption by the City Council.

The material in this document was derived from analyzing existing conditions and past trends in the Crystal City area. In addition to the background analysis contained herein, specific issues have also been identified. This document, in the current form is a Plan draft of the consultant's recommendations and report. It is in no way to be interpreted as an approved plan or policy of the City until action and approval by the City Council. The Council may act upon issues and needs suggested within this plan on an individual basis. This report should not be considered the opinion of the City Council. Most of the items within this report were discussed with the City Staff, but merely to obtain their opinions. The Council nor the Staff did not edit this report or dictate the contents or outcome. All recommendations are those of the principal investigator, Darrell Gross, based on standard planning guidelines and recommendations free of any political influence or opinions.

Contents of Plan and Report.

The Study has been divided into 15 different Sections dealing with various issues. The various Sections address the standard requirements for any comprehensive plan update, but also go beyond such requirements and develop specific recommendations for growth management of the City Council and Staff. A plan is simply that, "a plan". Adoption of this plan, or any plan, in no way binds a city or future city leaders to follow the plan or

implement everything recommended without the ability to modify should needs change in the future. It is a guidepost based on land issues, economic issues, and community desires and needs. It is to be, and should be, used as a guide for planning the future growth of the City.

The Sections addressed herein are listed and outlined below:

1. **DEMOGRAPHIC INFORMATION:** This Section gives a historic report on the growth of Crystal City and projects future population growth based on historic and current trends. This section will also give the City a base document on the population and social economic data of the City and the region surrounding the City. Crystal City is part of a regional market area, thus understanding the population and social economic details of the area surrounding the City is needed and provided. It has been determined that Crystal City is part of a “Market Service Area” that includes an estimated 36,084 people based on a drive-time of 5, 10, 15 minutes of the City thus a demographic profile of this Market Service area was prepared and included in this Section.
2. **ECONOMY:** This Section gives a report on the economy of Crystal City and the Market Service Area in order to understand the sources, strengths, and weaknesses of the economy of the City and Area. The study includes retail, housing, industrial, service, and other specialized segments of the economy which generates jobs and tax revenue for the City and region.
3. **TRANSPORTATION:** This Section gives a report of the transportation system of the City and the region. It addresses rail, air, river, and surface transportation. Specific problems and needs were identified with recommendations for improvements. Jurisdiction is addressed on which political entity has ownership and maintenance obligations, over the street and road system within the City.
4. **PARKS & RECREATION:** This Section addresses the current park and recreation facilities within the City, including all public park space, green space, plus all other recreational facilities, both public and privately owned. The Section addresses the ratio of park and green space, and recreational facilities available to the total population as well as spending for parks and recreational services. The Section discusses future park planning needs for the community.
5. **COMMUNITY PHYSICAL IMAGE:** This Section discusses the physical image of the community as perceived by visitors and residents. It addresses the image of both residential and commercial areas and discusses steps to be taken to improve the image of the community.
6. **ANNEXATION:** This Section discusses the possible annexation options of the City in the future. The Section addresses the current limitation of annexation and identifies areas which can be annexed, the cost, and reasons why the areas should be considered for annexation into the corporate limits of the City.
7. **CITY SERVICES & ENTERPRISE OPERATIONS:** This Section attempts to review the delivery of specific City services, such as water and sewer, sanitation, street maintenance, and Library.

8. **PUBLIC SAFETY:** This Section discusses public safety services provided to City residents from the City, such as Police and Fire, as well as ambulance service provided by a special taxing district serving the area. The Section also discusses the providing for malaria and flood control.
9. **LAND USE & GROWTH PLANNING:** This Section discusses the limited land available for residential and commercial development within the City and how this land should be developed for the optimum usage of the land and how such development will affect existing land owners and land use. A specific land use plan concept was provided for undeveloped residential and commercial property within the City.
10. **CAPITAL IMPROVEMENT PLANNING:** This Section discusses how capital improvements should be planned for and not attempting to plan and list each project. The intent is to develop a planning structure which can be followed by the City to develop long term projects and the funding for them.
11. **CITY FINANCIAL HISTORY AND CONDITION:** This Section attempts to review the historic financial condition of the City, sources of revenue, over all debt, and cash flow. The study is not intended to be an audit of the City from accounting principals but rather to establish the City's overall financial condition and revenue sources in order to gauge the ability of the City to fund future growth and services as the City grows.
12. **PUBLIC AND INTERGOVERNMENTAL RELATIONS:** This Section attempts to discuss the current methods which the City political leaders interact with the public in efforts to inform them on projects and issues. It also attempts to discuss how the City does and should interact with other political entities on regional issues that affect the City.
13. **ECONOMIC DEVELOPMENT:** This Section discusses the various efforts and tools which the City can utilize to promote the development of the economic base and jobs for the City. The Section attempts to provide specific plans and actions as it relates to development of retail, industrial, and other segments of the economy.
14. **ORGANIZATION AND MANAGEMENT:** This Section outlines the current management structure of the City and how such organization works to deliver the services and information to the public.
15. **SUMMARY:** This Section attempts to provide a summary of the overall plan and various Sections which were studied. This Section also outlines the steps and recommended actions to seek public input on the proposed plan and maintaining the update of the Plan in the future.

Gross & Associates utilized various sources of information in the development of the Study. The sources consisted of the U.S. Census bureau, the State of Missouri Census Data Center, various private market study data bases, public records as to traffic volumes, accidents, crime, and City records, as well as financial data from the City and tax records. Information obtained from private businesses, industry standards and performance was utilized in analyzing economic data. A vast amount of physical inspection and observation by the principal investigator for the Plan was utilized. Efforts

were made throughout the Study to look beyond standard census data and develop information that was current and applicable to the City and region.

Gross & Associates developed this plan free of any political influence. The Plan was developed independent of local political opinions. Discussions were conducted with City leaders and Staff in the research process to obtain information and facts only. It is the methodology of any quality plan to seek outside professional opinions and recommendations, then seek public input as to those recommendations. After the input of professional data and study, combined with public input, the political body of the City, i.e. the City Council, will be well informed to make the needed and guided decisions, both practical and political for the future of the City. A comprehensive plan is not, and should not be a short term approach for addressing short term political issues and needs, but should be a long term plan that will be a guide for the future, which current and future City Councils can rely upon the information as being base in statistical facts.

Citizens and City Leaders should neither view the Plan as a complete report on all specific needs and issues or the only answer to needs and issues for the community, but rather as a guide to planning issues for the future. The Study was not intended to discuss specific issues such as a “pothole” in a certain street since this type of issue can be addressed by the governing body of the City in the normal operations of the City. Long term needs, goals, and direction for the City is the underlying guide for this Study.

EXPERIENCE OF PRINCIPAL INVESTIGATOR FOR AND AUTHOR OF PLAN

DARRELL GROSS

EDUCATION: BS Degrees in Political Science, Business Administration, Accounting, School of the Ozarks, Made the Dean’s List for 3 of 4 years, graduated with a 3.7 GPA. Was student intern in Circuit City Manager training program for two years. Graduate work in Public Administration and Economics, Southwest Missouri State University.

PROFESSIONAL EXPERIENCE:

- **Elected County Assessor of Taney County:** Undertook reassessment of County prior to State Mandated Reassessment.
- **Manufacturing Business:** Assisted Brother in building a boat trailer manufacturing company in Mountain Home, AR. Served as CFO and Sales Manager. Was with the company from the beginning and assisted the company through rapid growth. Brother sold the business for \$5 million.
- **Director of Community & Economic Development:** Served a five county region in central Missouri through the Council of Local Governments. Assisted communities with economic development and community development issues and programs. Also served as Director of the regions Small Business Administration Certified Development Company, packaging and underwriting SBA 504 loan debentures.
- **Economic Development Loan Officer:** Served as loan officer for United Savings & Loan specializing in SBA, USDA, HUD, and other government backed loan programs. Served 27 branches.
- **Senior Vice President:** Served as Senior Vice President of commercial lending for Landmark Banks. Company had 64 branches in Missouri and Illinois. Was leading producer of commercial loans among all branches.

- **Adjunct Professor of Finance:** Served for 11 years as Adjunct Professor of Finance at Washington University Engineering Graduate School. Assisted the University in applying for a grant through the Department of Education for a special grant to develop a program to offer a joint degree in engineering and project management and finance. The concept was to train engineers in the area of project finance so as to broaden their skills and career opportunities. Program was renewed for ten years by the Department of Education. Developed and taught the finance classes for students. Students learned how to underwrite a project from various finance structures, including tax backed bonds, revenue bonds, and public/private partnerships through the program. During tenure graduated 75 students with a Masters degree in Project Management and Finance. Served on all Master’s Thesis committees. Three of the graduates work at the World Bank as underwriters on public projects funded by the World Bank. This was a part time position and was done while operating a private consulting business.
- **Consulting Business:** Since 1989 has owned and operated Gross & Associates an economic development and real estate development consulting business. Has assisted various communities and private developers with economic development projects. Specializes in Tax Increment Financing, Special Taxing Districts, and other incentive programs. Specializes in rural or small town economic development projects and plans.