



City of Union, Missouri - *Comprehensive Plan Update*

FUTURE LAND USE PLAN



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Figure 7.1 - Future Land Use



Future Land Use Plan

The Future Land Use Plan was developed taking into consideration the comments of residents during the Town Planning Workshops; the Planning and Zoning Commission, the Comprehensive Plan Steering Committee, City Staff, current land use practices and development trends. The Future Land Use Map shows the recommended configuration of future uses given the existing conditions presented in Chapter 1 “Existing Conditions” and vision, goals and objectives presented in Chapter 5 “Goals & Objectives”. The intent of this map is to help guide future land use decisions that are consistent with this Plan. The map considers the compatibility of various land use categories and shows generally how land should be utilized or preserved to best meet the goals adopted in conjunction with this Plan. According to the Statutes, all future land use decisions must be consistent with this Plan.

The Future Land Use Map shows the recommended distribution of land uses in Union based on the conditions present during the development of this Plan. To ensure these recommendations become reality, the daily land use and implementation decisions made by the City’s elected and appointed officials must be consistent with the goals and objectives of this Plan. The decision to locate new uses and activities in the City should also be based upon factors such as impact on existing development, capacity of adjacent streets, current planning and design principles, and the need for compatibility between the built and 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 new public service burdens on the community or hinder community development goals.

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 Table 7.1:

- Rural Residential/Agriculture
- Low density residential
- High density residential
- Downtown (CBD)
- Commercial
- Industrial
- Public/Institutional

The Future Land Use Map as well as all other plan mapping has been provided in electronic format, specifically using ArcGis software. This will allow the City of Union to assess, evaluate and further plan how this comprehensive plan is to be implemented as well as be able to provide such mapping to potential developers and partnering agencies to aid in their ability to grow Union.



Table 7.1: Future Land Use Matrix		
Future Residential Land Use Categories		
Description	Density	Recommended Uses
Rural Residential / Agriculture	Average minimum lot size: No more than 1 dwelling unit per 3 acres.	-Agricultural -Single Family Detached -Planned Cluster Subdivisions -Public & Institutional Uses
<p>Areas designated as “Rural Residential/Agriculture” are agricultural areas primarily located outside the City and not connected to the city’s utilities or served by paved roads. Uses should be limited to existing agricultural and low density residential uses, new single-family homes located on lots greater than 3 acres and future parks and public recreation areas.</p>		
Low Density Residential	Average minimum lot size: No less than 10,000 SF.	-Single Family Detached -Planned Cluster Subdivisions -Public & Institutional Uses
<p>Development in areas designated as “Low Density Residential” should have access to infrastructure such as paved roads and connections to municipal utilities. Low Density Residential areas are intended for subdivisions containing an average lot size of 10,000 square feet or more. Areas designated as Low-density residential that do not have paved roads or proper utility connections should adhere to the Rural Residential/Agriculture categorical recommendations until such time the necessary road and utility improvements are provided. Compact, 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</p>		
Medium-Density Residential	Average minimum lot size: No more than 5 dwelling units/acre on lots generally greater than 8,000 sf.	-Single Family Detached -Single-Family Attached -Public & Institutional Uses
<p>Areas designated as “Medium-Density Residential” generally consists of existing single-family and attached single-family homes. The area is characterized by subdivisions containing approximately 8,000 square feet or more and a mix of residential styles and types with dust free driveway surfaces and served by municipal services and paved roads. New development should follow similar patterns of growth and be served by city sewer, water and residential streets that comply with the City’s latest subdivision road and storm water standards. Modular homes, single-family attached dwellings (villas) and cluster homes are recommended as a special use. Homeownership is encouraged.</p>		
Multi-Family Residential	Average minimum lot size: No more than 10 dwelling units/acre.	-Duplex, permitted use. -Apartments -Zero Lot Line -Single Family Homes -Public & Institutional Uses -Parks
<p>Areas designated as “Multi-Family Residential” generally contain attached single-family homes and multifamily dwellings. Areas designated for Multi-Family Residential should be served by municipal utilities and infrastructure including sewer connections and paved driveways and parking surfaces. Any new use or major redevelopment of an existing multi-family structure should provide buffers between single family residential and non-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 and perpetual control and maintenance of all structures and common use areas (parking, playgrounds, drainage facilities, etc) is are encouraged.</p>		



Future Land Use Matrix (continued)		
Description	Density	Recommended Uses
Downtown	Average minimum lot size: As determined by the Planning Commission	-1st Floor Retail/Business -2nd Floor Residential/Office -Public and Institutional Uses -Parks
<p>The City's downtown should serve as a focal point for revitalization efforts. Multi-family residential dwellings, lofts, commercial service (tailors, barbers, salons, etc), specialty retail, small offices, parks and public/institutional uses are encouraged in the City's "Downtown" area. The scale and character of any development or redevelopment should be compatible with the surrounding uses. Detailed architectural plans should be required to ensure the historic character of the downtown is maintained. Relief from the City's parking requirements and other restrictions are recommended to encourage redevelopment efforts. Public improvements, streetscape enhancements and other amenities may be required to mitigate any deviations from the City's parking and density standards.</p>		
Commercial	Average minimum lot size: As determined by the Planning Commission	-Commercial Service & Retail -Office -Medical -Mixed-Use -Parks & Institutional Uses
<p>Areas designated "Commercial" are located along Highways 47 and 50 within the City's existing commercially zoned areas. Areas designated as "Commercial" outside the City limits are reserved for future commercial growth. Retail sales and services, offices, financial uses, restaurants, entertainment, convenience stores and automobile-oriented sales and services are envisioned in these areas. Commercial developments should have direct access to a major road. Access control and monument signage (in lieu of pole signage) is recommended to minimize traffic and/or other visual and physical land use impacts. Smaller, less intense commercial uses should be directed to the downtown area or encouraged to be tenants in an existing development.</p>		



Future Land Use Matrix (continued)		
Description	Density	Recommended Uses
Industrial	Average minimum lot size: Determined on a case by case basis. All industrial uses should include buffering from less intense uses and public use areas.	<ul style="list-style-type: none"> - Manufacturing / Assembly - Warehousing - Distribution - Outdoor Storage - Vehicle & Equipment Sales
<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 to screen outdoor storage areas and other negative operational impacts from any existing or proposed uses that are less intense, including any property zoned residential or being used for residential purposes, public use area or right-of-way. 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 other such inoperable equipment should contain sight proof screening, approved by the City.</p>		
Public/Institutional	Average minimum lot size: As determined by the Planning Commission	<ul style="list-style-type: none"> -Schools -Churches -Libraries -Government Facilities -Public and Private Parks -Trails / Greenways -Community gathering areas -Play fields & other active and passive recreational areas
<p>Public/Institutional uses, such as community centers, water parks, senior centers or any similar use or mix of use should be allowed in all future land use categories, subject to City approval, provided the applicable zoning and design criteria are met for each use. All public and quasi-public uses and facilities should provide access to arterial roads, public transportation and served by municipal utilities. A future community center is recommended in any of areas designed Public/Institutional as well as any of the other future land use categories, as approved by the Planning Commission.</p>		



Future Land Use Recommendations

The City should annex any areas that might be developed in the near future to ensure greater control of the timing, density and type of development. The Growth Management Plan presented in the Implementation Program provides specific annexation recommendations and procedures. When an area is annexed into the City, the official zoning district should be “R-1” One-family Dwelling District, unless the petitioner specifically requests, and Planning Commission and City Council approves, a different zoning request pursuant to the City’s rezoning rules and regulations.

Section 7.01. Rural Residential

The areas recommended as “Rural Residential” are depicted on the Future Land Use Map. Future development should be limited to existing agriculture uses or agriculturally related uses, single-family detached residential dwellings and parks. Residential areas not served by city sewer or water should provide at least three (3) acres per house lot. All rezoning applications or development plans should be reviewed for consistency with this Plan and compliance with the City’s Subdivision Ordinance.

Section 7.02. Low Density Residential Land Use

Single family residences represent the majority of housing available within the City of Union. Fortunately, Union’s housing market did not witness a housing slump in new house construction in 2010 as severe as most local and national markets across the U.S. The central location, low cost of living and population growth in the region has contributed to the stability of the local housing market. However, significant near term population growth is not forecasted for the city; therefore, the amount of land set aside in this Plan is conservative.

Future low density residential districts are recommended adjacent to existing single-family neighborhoods whenever possible to minimize costs associated with providing services to new residential areas and to avoid incompatible mixes of land use. The majority of new single family residential development radiates outward from the downtown area in the form of infill and along Highway 50 and Highway 47 in the form of market driven new construction. These areas provide excellent access to highways, infrastructure and many of the city’s existing businesses, schools and parks.

This following restorative development options are intended to help stabilize, diversify and expand the City’s housing stock. They include:

1. The restoration of older homes in established neighborhoods;
2. The replacement of dilapidated structures with new, market-driven structures;
3. The development of vacant parcels within existing neighborhoods with new residential infill.

The use of market driven, residential infill reduces the demand for new residential development on the fringe of the city that is more expensive to development with new infrastructure and less connected to the City’s businesses districts, parks, schools, utilities and public services. However, infill development does not meet the needs of all future homebuyers nor provide the expansion needed to accommodate the City’s future residential growth. Therefore, several areas are designated for future low density residential on the Future Land Use Map.



New single family development is anticipated along Highway 50 in the eastern and western fringes of the current city limits with connections provided to the existing neighborhood street system and to a lesser extent in the city's northern limits toward CC Camp. These areas are served by city utilities and the land is gently rolling hills and easily connected to the City's existing transportation system. Areas served by publicly provided sewer and water may be developed at a higher density pursuant to the principals of **conservation subdivision design** provided in the Implementation Program. Conservation subdivisions are recommended as a tool to help preserve sensitive natural areas, reinforce Union's small-town atmosphere and protect the recreational areas and agricultural lands, which are the most productive in the region. Conservation subdivisions are covered in more detail in the implementation section of this Chapter. No multi-family development should be permitted in areas designated "Low Density Residential".

Section 7.03. Medium Density Residential Land Use

The areas designated as Medium-Density Residential on the Future Land Use Map are mostly developed or built-out. These areas are characterized by older single-family detached dwellings with some attached single family homes and mobile homes at densities of 8-10 units per acre. Most future development activity will be in the form of in-fill, tear-down or redevelopment projects, which is recommended when such development contributes to, rather than detracts from the exiting neighborhood. All in-fill and redevelopment proposals should be consistent with the surrounding residential neighborhood and blend with the surrounding land uses with regard to general character, density, structure height and bulk requirements. Attached single-family dwellings (duplexes and villas) should be permitted on a case by case basis pursuant to approval of a site plan reviewed by the Planning Commission and Board of Alderman. Multiple-family development should be permitted as a special use in areas designated Medium Density Residential.

Section 7.04. Multi-Family Residential Land Use

Multi-family residential areas are characterized by multifamily apartments or other dwelling types at densities greater than eight (8) units per acre. The "High-Density Residential" Future Land Use Category is proposed along Main Street and as part of a planned mixed use development located at one of the Mixed Use Nodes indicated on the Future Land Use Plan. These areas already have established multi-family uses and multifamily zoning in place. 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). Future development intended for the areas designated "Multi-Family" on the Future Land Use Map, would currently fall under the City's "R-4" Multi-Family District.

Section 7.05. Downtown

The area designated "Downtown" generally follows the same boundaries that were established for the City's Central Business District (CBD) well over 100 years ago. Downtown Union provides a rich inventory of historic buildings, quaint streetscapes and is centered just outside



the busiest intersection in the City. These factors are responsible for both the success and struggles facing downtown Union, which are discussed further in the following sections.

As a result of the migration of commercial activity to Highway 50 and 47, Downtown Union needs to be refocused to meet the demand for goods and services that these strip commercial areas do not fulfill. New emphasis should be placed on housing, cultural arts and entertainment. Commercial uses recommended in downtown Union include the traditional downtown uses, such as specialty retail boutiques; re-sale shops, restaurants/cafés, tea/coffee shops and professional offices. To increase the success of these commercial uses, this plan recommends residential lofts, spas, gyms, studios, art galleries, antique shops, theatres and libraries as permitted uses. Parking requirements for the recommended downtown uses should be waived to encourage revitalization efforts and decrease vacancy rates. City leaders and developers must place a new emphasis on establishing downtown as a center for culture, arts and entertainment. To effectively accomplish this, the city must increase the utilization of downtown by restoring vacant buildings and discouraging landowners from holding on to deteriorating properties that are located in highly visible areas. One strategy to do this includes using the CBD for events that provides entrepreneurs the opportunity to see the value of these properties.

Section 7.06. Commercial Land Use

Most of the recent commercial development activity in Union has occurred along Highway 50 and 47. The City should continue to support well-planned commercial development along these Highways. This plan recommends promoting the City's commercial areas as regional destinations for shopping, entertainment and hospitality.

Highway 50 has the highest volume of traffic and offers the best accessibility and visibility of all property within the project area. Commercial growth along this corridor is predicted to continue. Future land uses along this corridor should cater to large-scale retail, limited highway commercial, automobile oriented goods and services, and other activities which require more space than is available in downtown Union. The City should expand through annexation to Interstate 44 to ensure development in that area is consistent with this Plan and promotes the health, safety and welfare of Union's residents. Gaining control over this area is necessary to better manage conditions that would negatively impact the main gateway into the City.

Additional areas of commercial expansion are along Highway 47. The existing vacant land along Highway 47 could provide prime new commercial development opportunities. Future development along Highway 47 and 50 should cater to larger businesses that need a larger building than is available in the downtown. Additionally, vacant buildings throughout the City already zoned commercial provide opportunities for new development and/or redevelopment of the city's existing building stock. Recommended land uses in areas designated "Commercial" include retail, financial, big-box stores, commercial services, medial, financial, hospitality, and any combination thereof. This Plan recommends the Planning Commission review and the Board of Alderman approve all future commercial development on a case by case basis.

Section 7.07. Industrial

The future industrial use category includes a range of industrial uses from warehousing to heavy manufacturing and including office warehouse, contractor yards, motor vehicle repair, wholesale uses and business parks. The City should reinvest in its existing industrial areas. Future industrial uses should be directed to the existing industrial district, prior to the establishment of



new industrial areas. The City should annex the industrial areas as shown on the Future Land Use Map, to accommodate future industrial growth. These areas provide highway access and are surrounded by similar industrial uses. Directing future industrial growth in these areas will consolidate the City industrial development in areas that are already impacted by industrial uses or devoid of residential development.

Section 7.08. Public/Institutional

The Public/Institutional Land Use category includes governmental and quasi-public uses and places of assembly - such as churches. All public facilities and places of assembly should have direct access to a major roadway and employ the use of alternate access roadways. Institutional uses should be permitted in most 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 in the City's parks
4. Assist in the promotion, expansion and continued support of East Central College.
5. Develop strategies to increase the utilization and generate more revenue at the City-owned park & recreation facilities and community events. Develop a plan to finance the construction of a new community center.
6. Provide more ongoing educational opportunities to better position the City's workforce for the new job market and quality, salaried jobs.
7. Procure land and funding for the construction of a community center.

Section 7.09. Flood Protection Recommendations

All development, land uses, land use changes, improvements and any activities that may impact the floodplain should be in compliance with the City's ***Provisions for Flood Hazard Reduction Ordinance***. In addition to compliance with this Ordinance, this Plan recommends the City provide the following information on the City's official maps:

1. ***Delineate Floodplain Boundaries:*** The first step in flood protection is to identify the floodplain boundaries. Therefore, this Plan recommends delineating the Base Flood Elevation (BFE), as determined by FEMA on the City's official maps. The BFE includes areas that have a 1% annual chance of flooding. Special Flood Hazard Areas is an area that has a 1% or greater chance of flooding in any given year. The Base Flood Elevation method of delineating flood prone areas is a nationally recognized standard. Therefore, its application should minimize local or regional scrutiny.



- 2. **Floodplain Components:** The floodplain is broken down into floodway and floodway fringe. The floodway is the channel of a stream, plus any adjacent floodplain area, that must be kept free of encroachment so that the base flood can be carried without substantial increases in flood heights. The area between the floodway and 1-percent-annual-chance floodplain boundaries is termed the floodway fringe. The floodway fringe encompasses the portion of the floodplain that could be completely obstructed without increasing the water-surface elevation (WSEL) of the base flood more than one foot at any point. Typical relationships between the floodway and the floodway fringe and their significance to floodplain development are shown in Figure 7.03.

Figure 7.03 Floodway Cross-Section

Source: FEMA

