

THE SEDALIA MASTER PLAN

CHAPTER ONE: INTRODUCTION TO THE MASTER PLAN

1.1 MASTER PLAN

A master plan is the principle document outlining a municipality's direction, policy and action for the future. A master plan is developed with the general purpose of guiding and implementing the coordinated development of the community in accordance with existing and future needs, while best promoting the general welfare of the citizenry. Properly used, a master plan is the basis for decision-making by the planning commission and city council, and will guide the private sector toward sustainable and beneficial activities that help to improve the community for generations to come.

The *Sedalia Master Plan* is a roadmap for the kind of future desired by the local residents and stakeholders. The *Sedalia Master Plan* is a narrative detailing the necessity for a plan update, the process used in developing the vision, goals and objectives and the framework and strategies recommended to achieve this vision. It is also a flexible tool that addresses land use, transportation, economic development, public facilities, natural features and recommended policy decisions. The *Sedalia Master Plan* is made up of two Technical Support chapters and three *Sedalia Master Plan* chapters. The Technical Support chapters include Introduction to the Master Plan and Existing Conditions. The *Sedalia Master Plan* chapters include The Future of Sedalia, Physical Development Plan, and Implementation Matrix.

The *Sedalia Master Plan* is based on five key assumptions:

1. The plan is intended as a general decision-making and implementation guide.
2. The plan recognizes market forces, limited resources, outside influences and future issues.
3. The plan will be implemented through local zoning and subdivision regulations.
4. The plan is designed to achieve quality development reflecting the vision and goals of Sedalia.
5. The plan has been developed in compliance with Missouri State statutes.

1.2 LEGAL AUTHORITY TO PLAN

Missouri’s municipal planning enabling statutes are modeled off of the Standard City Planning Enabling Act and the Standard State Zoning Enabling Act. These models were produced by the Department of Commerce in the 1920s as a guide for states to encourage sound and coordinated growth of their municipalities by enabling comprehensive city planning. These acts operate upon the core principle of an appointed planning commission with a specialized and long-range focus, advising elected officials who deal with the more interim or day-to-day regulatory and administrative actions responding to growth and development. The structure and authority of the planning commission ensures that these decisions are made within the context of a comprehensive plan.¹

These model Standard Acts and the Missouri Statutes intend a clear distinction between planning and zoning, and in fact the Standard Acts authorized each in two related, but distinct model statutes. The provisions of the Missouri statutes based on the Standard City Planning Enabling Act are reflected in Sections 89.300 through 89.491 of the Missouri Statutes, and deal primarily with the authority and establishment of the planning commission, the city plan contents and processes, and the authority for regulating subdivisions of land. The provisions of the Missouri statutes based on the Standard State Zoning Enabling Act are reflected in Sections 89.010 through 89.144 of the Missouri Statutes, and deal primarily with the authority to regulate the character of districts, the kinds and classes of buildings within districts, the scale and mass of buildings, the design of open spaces and lots, and the appropriate uses of lands and buildings on individual sites.

Thus a properly approved plan is a guide to many future decisions. It may be implemented through many private and public decisions, including future zoning decisions, but it is not solely a guide to zoning. The plan itself mandates nothing through its approval, but it establishes a rational basis for evaluating and coordinating many disparate and related future decisions regarding the growth of the municipality – placing a long-term perspective on the many short-

¹ Because the Missouri statutes are based heavily on the SCPEA and SZEA, these documents and the official footnotes (where authors of the acts explain the theory and rationale for many of the provisions) are helpful in understanding the roles, responsibilities and authority of many of the provisions of the Missouri statutes.

term, incremental decisions that are made, while at the same time keeping relevant and active discussions on significant future investments that may be needed.

The Plan and its Contents

Any municipality in Missouri may “make, adopt, amend and carry out a city plan.” RSMo 89.310. The city plan has the required purpose of “guiding and accomplishing coordinated development of the municipality.” RSMo 89.350. The city plan must be prepared under the authority and guidance of a planning commission. RSMo 89.340 and 89.310. The plan is required to show the planning commission’s recommendations for (1) physical development and (2) uses of land. The specific contents of these recommendations are up to the discretion of the planning commission, although the statutes suggest that the commission consider:

- the general location, character and extent of streets and public ways, grounds or spaces;
 - the general location and extent of public utilities and terminals, whether publicly or privately owned;
 - the general character, extent and layout of the re-planning of blighted districts and slum area;
 - a plan to guide future zoning decisions, specifically considering:
 - height, area, bulk, location and use of structures and premises;
 - population density; and
 - other elements of zoning authorized under 89.010 through 89.250 of the Missouri statutes
- RSMo 89.340. Preparation of these recommendations must be based on careful and comprehensive surveys and studies of the existing conditions and probable future growth of the municipality RSMo 89.350. The plan is officially adopted by the planning commission after at least one public hearing RSMo 89.360.

Impact of the Plan

Approval of a city plan affects no immediate changes with respect to growth and development. It is a general policy guide, adopted by an advisory body of the local government and intended to guide their recommendations and decisions on future implementation steps. Specifically, the city plan enables the planning commission to render comprehensive and coordinated recommendations to:

- other municipal public officials and agencies;
 - public utility companies;
 - civic, educational, professional and other organizations;
 - and citizens, property owners and the design and development professionals working on their behalf.
- RSMo 89.070. The city plan also serves as a guide to the planning commission itself when it is exercising any final decision-making authority they are delegated under state statutes or municipal ordinances.

However, the city plan does impact future decisions in four specific and key areas:

Subdivision Regulations. (RSMo 89.410) Based on the city plan, a planning commission may recommend and the city council may adopt regulations governing the division of land. These regulations represent the city’s most significant opportunity to coordinate growth and long-term development patterns. Subdivision regulations address streets, open spaces, utilities, and block and lot patterns. These are basically systems that must be coordinated across different developments and over time so that efficient, long-term municipal growth as provided in the plan may occur. Thus, subdivision regulations are the foundation for implementing the policies of the city plan.

Review of Public Improvements. (RSMo 89.380 & 89.400) Adoption of the city plan authorizes a planning commission to review all public improvements proposed within its jurisdiction, whether publicly or privately owned, and regardless of what level of government is undertaking the public improvements. In this capacity, the planning commission may serve as an important coordinating authority for the multiple expenditures that will occur over the course of a long-term plan on a wide variety of public facilities such as schools, local, state or federal roads, utilities or any other public facility. This is also an important role for the planning commission to ensure that local planning issues are the principle concern in the design and construction of any public improvement.

Capital Improvements Plan (RSMo 89.370) With respect to the city’s own public improvements, adoption of the city plan may also serve as an important basis for the planning commission to recommend a program for planning, funding, and programming city-sponsored projects. When these types of expenditures are prioritized under the city plan, it can serve as an important catalyst or incentive for private-sector development and promote coordinated spending by both the public and private sectors.

Zoning. (RSMo 89.010 to 89.140) Adoption of the city plan may also impact future recommendations on zoning decisions. The plan may trigger recommendations to update or review the city zoning ordinances so that they are consistent with the policies and strategies of the plan. Additionally, the review of individual zoning applications on parcel-specific development should occur according to future development policies in the plan. The planning commission should recommend and the city council should adopt decisions that are “in accordance with a comprehensive plan.”

The plan may not necessarily be the definitive or determinative authority for final decisions in these four key areas, but it serves as the foundational document for making rational, long-term decisions that further the goals of the community.

1.3 DOCUMENT EVOLUTION

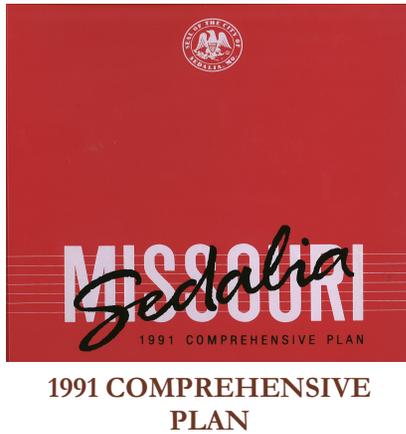
Land use ordinances, regulations, economic development programs, policy decisions and budgetary/project prioritization are primary implementation tools of the master plan. As Sedalia changes or community priorities shift, the *Sedalia Master Plan* will need to be reviewed and adjusted on a regular basis with periodic evaluations of a larger scale becoming part of routine activities. In this way, the *Sedalia Master Plan* will be a living document that continually evolves. City council, the Planning and Zoning Commission and Sedalia city staff are expected to be actively involved with implementation of the *Sedalia Master Plan* after its adoption; this will require vigilant monitoring and evaluation of effects and decision impacting the plan.

For the City of Sedalia to appropriately measure both the successes and shortcomings of the plan, an annual review of the *Sedalia Master Plan* should occur. Each year, the City Council, Planning and Zoning Commission and City Staff should **examine** the Plan vision goals and strategies, **assess** progress toward achieving them and **recommend** further priorities to be adopted. During these annual evaluations, the Plan may be amended, further goals outlined and more responsibilities assigned. Progress or achievements should be publicized to the Community so that citizens can see how the plan is being implemented. If it is determined that some goals and strategies should be changed or removed, or that new items need to be added this should be done through a public process as part of the monitoring/evaluation and adjustment of the plan. After five years, City staff, the Planning and Zoning Commission and the City Council should conduct a comprehensive evaluation of the *Sedalia Master Plan*. These in-depth evaluations may include a full review of the implementation matrix and revision of the vision and future goals, among other issues which may arise in the future of the community.

The approach of regular review and periodic major evaluations makes the *Sedalia Master Plan* a strong yet flexible document that will be able to adjust even to unexpected changes. The *Sedalia Master Plan* will be a tool used to guide public decisions for years to come.



**MISSOURI STATE CAPITOL-
LEGAL AUTHORITY TO PLAN**



1.4 PREVIOUS PLANNING ENDEAVORS

The City of Sedalia has completed different comprehensive plans in its past, but there are other planning endeavors which are part of the planning process of any city. The City of Sedalia has undertaken plans that impact land use, development, roadway network, parks and recreation and infrastructure. The plans listed below were all taken into account during the development of the *Sedalia Master Plan*. As a result, many of the key concepts depicted in past plans have been incorporated into the master plan. Some of those concepts, however, have been omitted or altered due to changing city policy, public opinion and other issues. The following lists some of the major plans and regulations reviewed:

- Sedalia D.R.E.A.M. Initiative;
- 1991 Sedalia Comprehensive Plan;
- Sedalia Zoning Ordinance;
- Sedalia Subdivision Ordinance;
- 1998 Missouri State Fairgrounds Master Plan.

1.5 PLANNING PROCESS

The planning process used in the formation of the *Sedalia Master Plan* is composed of eight general phases. The process solicits public opinion in each phase. The eight phases are:

1. Data Collection, Issues and Assets Identification
2. Alternatives Development
3. Preferred Direction Development
4. Plan Development
5. Implementation Strategies
6. Plan Adoption
7. Plan Implementation
8. Plan Review and Update

Data Collection, Issues and Assets Identification

The purpose of this first phase in the planning process is to become knowledgeable of the community and its surrounding environment through the collection and examination of pertinent demographic, economic, infrastructure, social, policy and other quantitative data. In addition, community perception is gauged through the identification of perceived opportunities and constraints of the local officials, staff, residents and other stakeholders.

Alternatives Development

A series of future development alternatives depicting potential future scenarios for Sedalia were presented to city staff, the Advisory Committee and the general public. Discussed in this chapter, the alternatives were based on the data collected and public input received. The intent of the alternatives was to prompt discussion among community members, both affirming and discounting the individual components comprising each alternative.

Preferred Direction Development

Based in part on the feedback collected on the presented future development alternatives, a final future development scenario, or preferred direction, was developed. Detailed in the Physical Development Plan chapter, the preferred direction sets the physical development pattern for Sedalia. In turn, many of the policy recommendations will be aimed at achieving the components comprising the preferred direction. Sub-section 1.3 **Document Evolution** discusses this process.

Plan Development

During this phase, drafts and revisions of the *Sedalia Master Plan* were completed. The drafts are based on the framework set through the development of the Preferred Direction and plan goals. Included in the plan are a series of future recommendations, both policy and physical, for the city to undertake upon adoption of the *Sedalia Master Plan*.

Implementation Strategies

During this phase, detailed and comprehensive implementation strategies were developed. The intent of these strategies is to ensure that the plan recommendations and future vision becomes a reality.

Plan Adoption

Adoption is when the *Sedalia Master Plan* officially becomes endorsed by the municipality. Adoption occurs after both the Sedalia Planning and Zoning Commission and the Sedalia City Council approve the presented plan through a vote.

Plan Implementation

City officials, city staff, the private sector, public entities and the general public must work together to implement the adopted plan through completing the recommendations and strategies detailed in the document. The realization of the plan and its contents is often the most difficult phase of the planning process. Through the incorporation of public involvement and input, however, the planning process creates vested ownership of the plan within the community. Community ownership in the plan is the best way to ensure its success.

Plan Review and Update

Over time communities change, unforeseen issues arise, changes in local officials and staff occur and the priorities of the public evolve. These issues and others may threaten the relevance and community ownership of the *Sedalia Master Plan*. For these reasons, regular reviews and updates of the plan are highly recommended.

Community Participation

Community participation details the methods used to ascertain the community's input in developing the *Sedalia Master Plan*. Public input is essential to the success of the planning process and master plan. Through the incorporation of the public comments and ideas into the plan itself, a sense of community ownership is instilled. Community ownership is the best way to ensure successful implementation of the comprehensive plan's future direction and strategies.

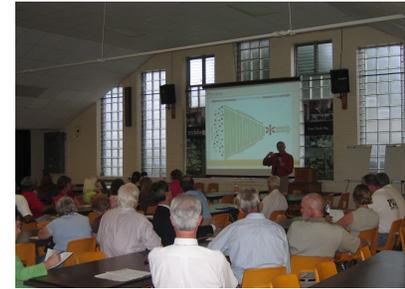
A wide range of public input methods were incorporated into each phase of the planning process. The various forms of public input were intended to engage the broadest group of residents and stakeholders. Some of the input methods used were unconventional by design. For the plan to be successful, receiving input from members of the community that are not typically involved with the daily undertakings of the local government and organizations is important. This ensures a more accurate representation of the community perception, opinion, values, issues and ideas. The methods of public input include an Advisory Committee, Public Meetings, a community survey, community interviews, event postcards, a project website and Alternative Development Scenarios.

Advisory Committee

A project Advisory Committee was formed at the beginning of the planning process. The Advisory Committee was charged with the task of representing the views and concerns of the general public. The committee was made up of seventeen residents/stakeholders of Sedalia. Their backgrounds were very diverse including local business owners, public officials, professionals, parents and the development community. Throughout the process, members of the Advisory Committee provided essential insight to the consultants and city staff. In addition, members were critical in creating community excitement and increasing participation by the public.

Public Meetings

Three public meetings were held during the planning process. Meetings were open to the general public. Each meeting was formatted in a slightly different manner; however, the basic goal of each meeting was to seek public input and develop plan ownership.



**PUBLIC MEETING ONE-
SEPTEMBER 19, 2007**

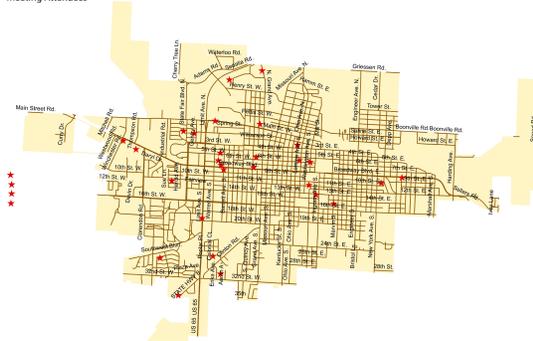


**PUBLIC MEETING ONE-
EXERCISE**



**PUBLIC MEETING ONE-
ATTENDEES MAP**

November 1, 2007
Open House
Meeting Attendees



**PUBLIC MEETING TWO-
ATTENDEES LOCATIONS**

Public Meeting One was held on September 19, 2007 at the Smith-Cotton High School Cafeteria. The meeting began with a presentation introducing city staff and the consultant team, the intent of the meeting and discussing reasons why city officials decided to update the old plan. The 60 plus attendees were then asked to participate in two exercises- “Headline Reporter” and “Pot-O-Gold!”. The “Headline Reporter” exercise was a visioning of the headlines the citizens would like to see in 2030 on the front page of *The Sedalia Democrat*. The “Pot-O-Gold!” exercise asked the attendees to allocate a \$50 million gift intended for community development to where they deemed it most necessary. The most prominent headlines included downtown, safety and quality of life issues. The Pot-O-Gold exercise saw the most recommendations for a new community center.

Next, the consultants asked the citizens to identify issues, assets and hopes for Sedalia. At the conclusion of the exercise, attendees were each given three colored dots which represented the limited resources of a community. Attendees placed the dots next to the issue, asset or hope(s) they considered most important to the future of Sedalia. The following list shows the items receiving the most votes at the meeting.

- Vibrant downtown (46)
- Need to increase income with better jobs (30)
- Having a common goal for all Sedalians (15)
- Beautification of city and city entrances (15)
- Continued sense of safety and security (14)

The results of the exercises only reflect the collective opinion of the meeting attendees and do not necessarily reflect the opinions of Sedalia as a whole. The public input, however, helped the consultant team and city staff begin to gauge the future direction of the community.



**EXAMPLE OF EVENT
POSTCARD**

Public Meeting Two was held November 1, 2007 at the Smith-Cotton High School Cafeteria. Different from the first meeting, Public Meeting Two was conducted in an open house format. Prior to the meeting, the consultant team developed three unique Alternative Development Scenarios (discussed in the following sub-section 1.6). At the open house, five stations were set up to help easily direct the meeting attendees through the presented content of the meeting. Station one was for check-in, station two updated the attendees on the current status of the process and stations three through five were comprised of detailed visual and textual information regarding the future alternatives. Attendees were

asked to make detailed comments, suggestions and criticisms of each alternative. Approximately forty people attended the open house.

Public Meeting Three was held September 3, 2008. The format of the meeting was a public hearing hosted at City Hall. The intent of the third and final public meeting was to communicate the *Sedalia Master Plan* to attendees. The key concepts and direction of the plan were presented in detail. In addition, the public was allowed to make comments and pose questions to the consultants and city staff. Much of the community input was incorporated into the final draft of the *Sedalia Master Plan*.

Community Survey

A community survey was conducted online through the City of Sedalia's website. Copies of the survey were also distributed at the 2007 Missouri State Fair and various businesses around town for ease of access. Survey takers were asked questions about the goals and future vision of Sedalia. Input was used, in part, to develop the preferred direction of the *Sedalia Master Plan*. Local residents volunteered time during the Missouri State Fair to conduct and collect the surveys.

Community Interviews

A series of interviews was conducted by the consultant team with members and stakeholders of Sedalia. More than ten surveys were conducted during the planning process. A list of interviewees was created from input by city staff and the Advisory Committee. The diverse group of interviewees included developers, business owners, bankers, health agency officials and long-time residents. The goal of the interviews was for the consultant team to learn the perspectives, opinions and potential endeavors of the interviewees, this being critical information that would not necessarily have been shared in the other forums for public input.

Other Public Input Methods

Public input methods, other than the methods listed prior, were used to help increase meeting turnout and involvement throughout the planning process. Such methods included event postcards, the project website and radio call-in talk shows. Event postcards were posted throughout town prior to each public meeting. City officials such as the Mayor and the Community Development Director held call-in talk shows to promote public awareness of the planning process and to help spread the information across several types of popular media. The project website was developed to communicate project status, information and products to the public. Presentation graphics, meeting results, text documents and draft plans were posted on the website and available for download.

1.6 ALTERNATIVE DEVELOPMENT SCENARIOS

Three distinct future development scenarios were presented to the public at the November 1, 2007 public open house. Each alternative was developed from the input and ideas received during the initial phases of the public process, in addition to the research and analysis conducted by the consultant team. The purpose of the alternatives was to create discussion and dialogue among city officials, staff and the general public. Each alternative was not designed around a pure planning or land use concept or trend. Instead, the components comprising each alternative may actually directly conflict with one another. The reason for presenting the future development scenarios in such a manner was for the viewer to determine which components they wanted to see in the future and which components they disapproved. From the comments and feedback, a preferred direction for the future development of Sedalia would be produced. The preferred direction would be a mix of the desired components of the alternatives as opposed to the selection of a single alternative in its entirety.

Alternative One

All of the alternatives address each concept individually. In this alternative, the roadway network is viewed as closely tied to adjacent land use, development pattern and character. This roadway system may be called a contextual system. Sedalia could have different characters of roads within the system. For example, Broadway Boulevard/Highway 50 would be a more major road with 4 or 5 lanes, while Main Street would be a road more rural in character with only 2 or 3 lanes.

Economic development in Sedalia would be developed as “hubs”. Hubs may be described as districts within the community that mainly serve their surrounding uses. For example, one of the hubs may serve the State Fair and the State Fair Community College, while another hub may serve the Airport. Growth and development is viewed as multi-directional and annexation would happen as necessary, mainly around hub locations.

Downtown is an important element within each alternative, but in Alternative One, Sedalia’s downtown would be a community center, used mainly to serve the current residents of the community and incorporating many civic uses, coffee shops, day care, dry cleaners, public institutions and daily needs stores. The downtown would also incorporate some residential space on upper levels of businesses. Commercial development would mix well with the downtown element. In Alternative One, commercial uses would occur as mixed-use districts that incorporate open space, community and civic institutions and a variety of commercial uses.

Neighborhood development in this alternative is described as a “master planned” effort. A variety of single family housing types and densities will be in large areas but still maintain a strong connection with the arterial gridded street system. Medium and high density development may occur near or in mixed-use districts or near arterial intersections.

Civic and institutional uses would occur on a campus level; these uses would be independent from all other development patterns. The campuses would be home to several institutions or civic functions and are consolidated into a few designated locations. Parks and Recreation will focus on becoming a regional system. The overall idea will be to acquire large 40 plus acre sites that may become big community centers that attract users on a more regional level. The regional parks could incorporate regional/national tournaments, eco-tourism activities, education/research and group outdoor activities.

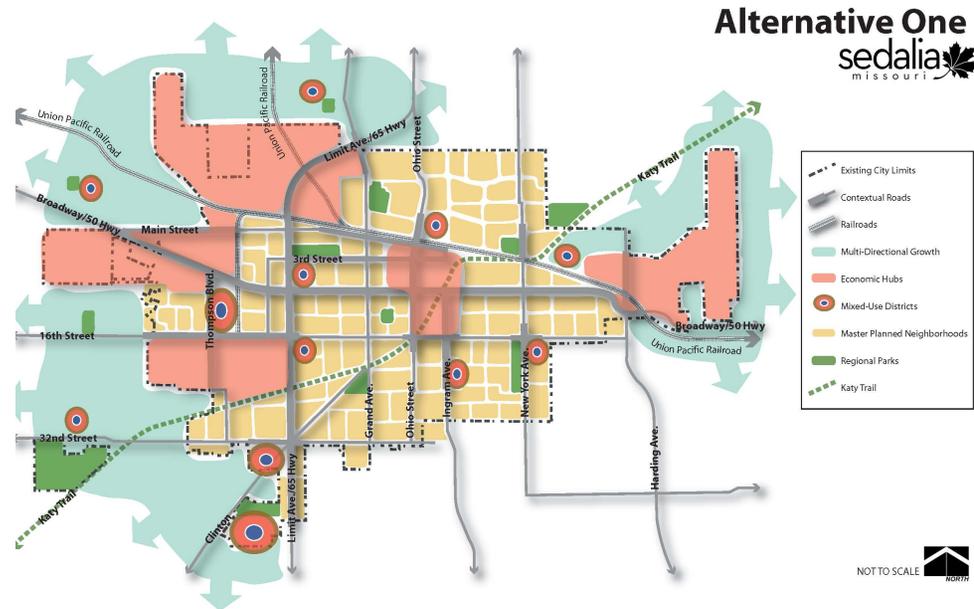
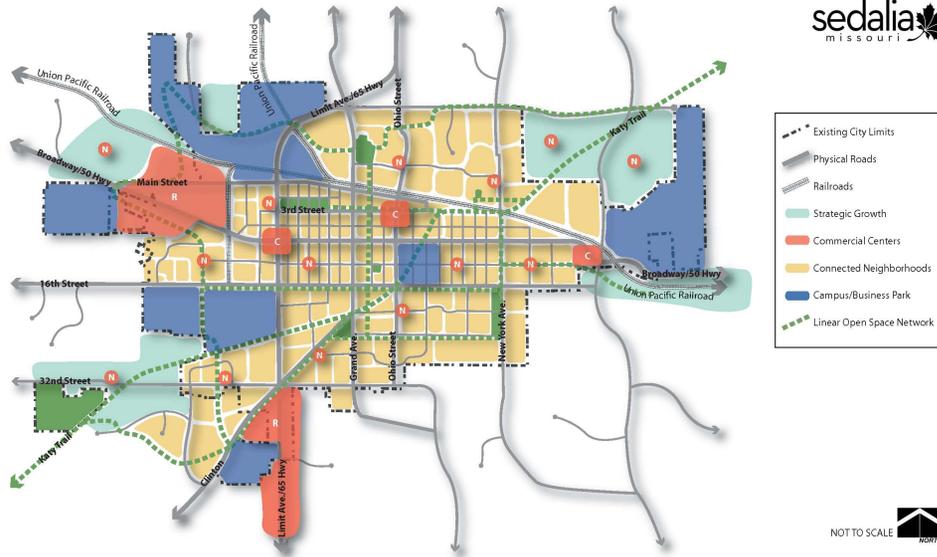


Figure 1-1: Alternative Scenario One
Source: Gould Evans

Alternative Two

The roadway network in this alternative is responsive to physical features and characteristics, which may create a network where differences occur in sub-areas of the community. For instance, a roadway in one portion of the community can work with and take advantage of topographic features as well as drainage and vegetation to create unique parkways or driving corridors.

Alternative Two



Economic development would focus on the entrepreneurial aspect of business. School systems could work with business leaders in the area to develop a learning process wherein students could learn to become the next business developers and community leaders. Growth and development would be focused on infill development and the type of redevelopment that would maximize existing public service and facility investments. The purpose of annexation would be to manage growth into appropriate locations that can be efficiently served with all municipal service levels.

Commercial centers would be developed on three different levels: neighborhood, community and regional. Based on retaining strong trade areas, separation and location of the commercial centers is maintained and planned beyond city limits to take into consideration the context of viable existing centers inside and outside the city. Neighborhoods would be connected by multiple roads and sidewalks, allowing the neighborhood development the ability to become more urban, and parks and recreation would be developed using regional and local public trails as a framework.

Figure 1-2: Alternative Scenario Two
Source: Gould Evans

Alternative Three

Alternative Three places an arterial emphasis on the roadway network. The system would be developed at suburban and urban standards throughout the community with few defining aesthetic enhancements that would differentiate Sedalia from other communities. It would be clearly communicated that the movement of automobile traffic is the highest priority.

The economic development emphasis would be based on recruitment, which means that the focus would be on bringing in market segments that diversify employment opportunities, attract national retail chains and provide goods and services. Growth and development tactics would be to aggressively pursue and annex lands around Sedalia in a market-driven approach.

Downtown would be approached as becoming a regional destination, where downtown would retain its “main street” character and physically expand southward to Broadway and north over the railroad. A highly identifiable gateway and streetscape is associated with the downtown and commerce activities would be focused on offering unique shopping experiences, services and products to visitors and residents. Parks, institutions and civic functions would be based on a neighborhood system, while neighborhood development would be based on a subdivision ideal.

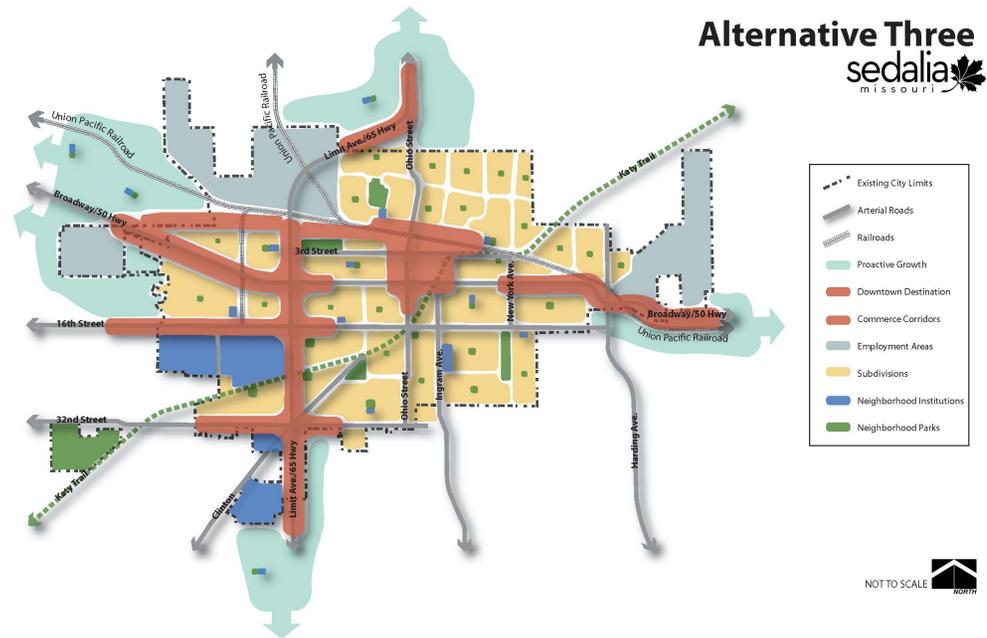


Figure 1-3: Alternative Scenario Three
Source: Gould Evans