

**CHAPTER FIVE
FUTURE LAND USE**

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The Belton Future Land Use Plan is the step in the planning process where the community develops a framework for the future growth and development of the City. The background information on the demographic make-up, facility availability and the land use patterns of the community provide the needed tools with which decisions are made on the Community's future direction.

The future land use component of the Belton Comprehensive Plan not only uses the background information on the community profile, but it considers other issues which the City is facing such as annexation potential of outlying areas, financial capacity to provide services, national economic trends which effect local employment and statutory ability of a city to effectively achieve planning objectives.

Both qualitative and quantitative considerations are weighed together in developing the future land use plan. The ultimate considerations, though, are the preferences and objectives of the community which are based upon informed choices.

As stated in Belton's 1982 Comprehensive Plan, "existing conditions, planning principles and local attitudes are incorporated to yield a future land use plan for Belton." The following text and map is the Future Land Use Plan which must be considered in tandem as individual land use decisions are made. The principles and policies presented are more important than the map itself, as the map is not meant to establish the proper land use for each individual parcel of land. It is, however, meant to give a general overview of the total community's future development.

Finally, the Future Land Use Plan is in fact a plan for growth and development in Belton over the next twenty years. As in the 1982 plan, more land uses than were needed at that time were indicated on the map. Since 1982, most land use development has occurred as in-fill development while growth has slowly spread out into the periphery of existing development. The allotment of areas indicated are not the required amount of land uses necessary to meet the current demand. Some areas may not be needed for 15 to 20 years. They do, however, indicate the City's desire to use the available resources and locational advantages of the community in the most logical way given the appropriate conditions exist.

Competition among private sector initiatives is also an important consideration given in the development of the map. While the amount of uses in some categories may seem excessive, it gives the private market the ability to operate more efficiently while keeping the areas of specific uses under the ownership of more than a few property owners. However, the community should use a step-by-step approach in making land use decisions. Opening up all areas on the map for immediate development could result in an inefficient scattering of development and a financial burden on the City for the extension and maintenance of public utilities.

LAND PLANNING PRINCIPLES

As Belton responds to new urban growth the principles by which the City administers zoning regulations will help implement the Comprehensive Plan. The process is one by which the City can influence change--in the public interest--as it responds to development proposals. In order for a community to attain the goals it has set for its physical form and future growth, it is helpful to review the principles of planning presented in the plan for the City of Belton in 1982.

Land Use Externalities

One of the most basic factors affecting the use of a given parcel of land is the land use impact from adjoining parcels. Economists refer to this impact as a "land use externality" because it is generally not included in the property owner's decision-making process. As an example of land use externalities, a residential district which fronts an arterial street, and faces a commercial strip, has less value than a similar district integrated within a residential neighborhood. In effect, the land use incompatibility creates a cost imposed by the commercial owners on the residential owners. The best way to minimize these external costs is to a) develop the multiple land uses as a planned mixed-use of residential and commercial activity, or b) separate incompatible land uses with effective urban design and buffers.

Development in the TIF District along the highways leading from U.S. 71 Highway should be carefully planned to allow the major thoroughfare roads to continue carrying traffic; while at the same time, commercial, office and residential areas can develop in an attractive manner. Subdivisions along the arterial roads must be designed to minimize conflicts.

Characteristics which most people seek in a residential area--quiet, serenity, stability--can be protected by promoting sound neighborhoods. Non-residential uses can be made

compatible through sensitive screening and other mitigating design features. Positive externalities can develop, as well. A concentrated shopping district will attract customers from a wider market area than will commercial uses dispersed along a street. Clustering retail and commercial uses where arterial roads intersect, for example, benefits the commercial use, while protecting residential districts from commercial strips.

Transportation Access

A second factor which influences the planning of future urban land uses is the location of major transportation corridors. The greater the transportation need of a particular use, the greater its preference for a site near major transportation facilities. Retail commercial activities are most sensitive to accessibility since their survival depends upon customers travelling to their location.

Clustering land uses along 58 Highway will enhance the arterial capacity to carry traffic. The clustering of commercial uses is critical to facilitate the efficient channelling of traffic onto arterial streets. Clustering also creates an image of commercial districts which is more easily remembered by the consumer than scattered commercial uses, and allows the joint use of parking facilities.

Distribution of Public Services

Certain urban patterns are more efficient and therefore less costly to serve than others. This issue has increasing relevance as the City plans for expansion of residential uses into the East Creek and West Fork East Creek basins from the north. Compact growth to the south can be achieved by encouraging development adjacent to the existing built-up areas rather than allowing "leap-frog" development 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 fire and police protection, such as high value commercial uses. This clustering will allow the concentration of protection efforts where they are most needed.

Neighborhood Design

The concern about urban design can be summarized by focusing on neighborhood design. Good urban design can help new developments relate to adjacent developments to

form strong neighborhoods. The City derives strengths from residential neighborhoods. The physical and social structure of these neighborhoods add to the community character. The land use pattern of a neighborhood plays a major role in determining its strengths and weaknesses.

Ideally, neighborhoods should be centered around schools and parks which serve as the recreational and cultural, as well as educational hubs of the district. Consideration should be given to allow both efficient and safe corridors to the school for vehicular, bicycle and pedestrian traffic. The Future Land Use Map indicates parks on arterial roads for access, and in emerging neighborhoods. A neighborhood generally covers an area of about one square mile and contains a population of 2,500 to 6,000 people. This size is necessary to have sufficient population to warrant provision of a neighborhood school, parks and convenience shopping.

FUTURE LAND USE NEEDS

After establishing both the principles used to determine the best pattern of future development in Belton and the community's objectives, the amount of land needed to achieve this pattern can be calculated. Chapter Two presented the existing conditions with respect to land uses in Belton in 1990. This information, combined with the current population, land use acreages per capita are calculated. (Table 5.1) To estimate future land use needs, the acreage per capita in 1990 is then multiplied by the projected population.

From Table 1.5, several population projections are presented for the City of Belton. The short-term approach yields a "high end" figure since it is based on the City's high growth rate during the 1980's. The long-term approach yields a "low end" figure. These approaches are used to determine a range in the need for future land uses.

Table 5.1
Acreage Per Capita
By Use
1991

	<u>1990¹</u>	<u>Acreage Per Capita²</u>
Residential	1,527	.084
Commercial	198	.011
Industrial	51	.003
Public/Semi-Public	241	.013
Parks and Recreation	228	.013
Streets	<u>760</u>	<u>.042</u>
TOTAL	3,005	.166

Source: Bucher, Willis & Ratliff.

¹ 1990 existing land use acreage from Table 2.1

² Acres per capita were derived by dividing the number of acres in each land use category by the 1990 population of Belton to yield acres per person.

Table 5.2
Projected Land Use Needs to 2010
(Acres)

	Long-Term ¹ <u>2010</u>	Long-Term Incremental Need <u>1991 - 2010</u>	Short-Term ² <u>2010</u>	Short-Term Incremental Need <u>1991 - 2010</u>
Residential	2,325	798	2,631	1,104
Commercial	302	104	341	143
Industrial	83	32	94	43
Public/Semi-Public	360	119	407	166
Parks and Recreation	360	132	407	179
Streets	<u>1,162</u>	<u>402</u>	<u>1,316</u>	<u>556</u>
Total ³	4,592	1,587	5,196	2,191
Square Miles Needed		2.5		3.4
Total Square Miles Needed (Multiplier)³		6.25		8.5

Source: Bucher, Willis & Ratliff

¹ Land uses were projected using the long-term population projection for Belton (Table 1.5).

² Land uses were projected using the short-term population projection for Belton (Table 1.5).

³ A multiplier of 2.5 times the projected development for 2010 is applied for planning purposes to allow for both the dispersed pattern of development at the urban fringe and for competition.

Long-Term Population Trends

As shown in Table 5.2, long-term past trends indicate that development within the next twenty years will follow certain patterns:

- 9,529 additional persons will be expected to be living in Belton;
- 798 acres of land will be developed as residences in low-to moderate-density patterns, predominantly as single family and two family homes;

- A total of 1,587 acres of land, or approximately 2.5 square miles, will develop by 2010 in the City of Belton.

For planning purposes the City of Belton may expect up to 6.25 square miles of land area to experience urban growth during the next twenty years. A multiplier is applied to account for competition and market inefficiencies which tend toward incremental and dispersed development at the "urban fringe", rather than more compact development.

Patterns of development are expected to spread in three configurations:

- Compact in-fill development in the northeast portion of the City, and in the southwest portions of the existing city limits, where major streets are improved to serve developers;
- Dispersed where the City extends water and sanitary sewer interceptors south of the existing corporate limits in the East Creek and West Fork East Creek basins; and
- More dispersed in large lot, low-density single family developments served by septic tanks or public systems, rather than municipal sewers, west of the existing corporate limit, where the City has initiated a plan of intent to annex.

Short-Term Population Trends

Based upon **short-term population trends**, the land use pattern will become more extensive in the next twenty years as follows:

- 13,178 additional persons will be expected to be living in Belton;
- 1,104 acres of land will be developed as residences in low-to moderate-density patterns, predominantly as single family and two family homes;
- A total of 2,191 acres of land, or approximately 3.4 square miles, will be expected to develop by 2010 in the City of Belton.

For planning purposes the City of Belton may expect up to 8.5 square miles of land area to experience marginal urban growth during the next twenty years under the assumption that development will reflect patterns of the 1980's.

DISTRIBUTION OF PROJECTED GROWTH

For purposes of projecting land use in the Comprehensive Plan Update, the short term population trends will be considered so that the "high-end" land use scenario may be anticipated. Further, it is assumed for planning purposes that Belton and northwest Cass County will continue to capture a disproportionate share of Kansas City Metropolitan Area development, as outlined in Chapter One.

Distribution of Residential Growth

The "Future Land Use Map, 1991" has been prepared by distributing residential population into four areas, based on trends and recent development:

- In existing platted subdivisions in the northeast, such as Martinwood Subdivision, and the southwest area, such as in the West Belton Addition and Villa Estates;
- In the Tax Increment Finance (TIF) District at Y Highway and 58 Highway, West of U.S. 71 Highway;
- In the "Primary Future Annexation Area" as follows:
 - All of the unincorporated portions of section 22, 23 and 24 south of the existing corporate limits;
 - South and west of the existing corporate limit in the following areas where a "Plan of Intent to Annex" has been initiated:
 - All of sections 18 & 19, west of 71 Highway;
 - All of the incorporated portion of section 15, which lies west of Cleveland Avenue and north of Cambridge; and
 - All of sections 16, 20 and 21 west of the existing corporate limit to the state line; and
- A nine square mile area has been designated as residential in the Long Range Development Area, south of 187th Street. This surplus area should not be opened

to development until other areas adjacent to and within the existing developed portions of Belton are occupied. This area is considered for long range development and is not needed to accommodate growth until the latter part or beyond the planning period.

The planning area will accommodate the projected "high-end" growth. The far west portions of the projected annexation area would not be served by the planned municipal sewer interceptors in the West Fork East Creek basin, unless regional pump stations are constructed. Therefore, the far west region would have to develop as large lot, low density residential uses on incremental public systems or individual septic tanks.

Another area for annexation has been identified by the City of Belton as a "Long Range Development Area" two miles south of 187th Street, between U.S. 71 Highway on the east and the state line on the west.

DISTRIBUTION OF COMMERCIAL LAND USES

Based upon past allocations of commercial land in the City of Belton, the City should expect future commercial land use developments in amounts of 100 to 143 acres by the year 2010. Commercial land uses in 1991 comprise approximately 6.5% of all developed land in Belton. For planning purposes, a multiplier of 2.5 is applied to account for competition, inefficient market selection and land development at the emerging urban fringe. As a result, the city should plan for up to 357 acres of new commercial land. The areas of expected commercial growth are as follows:

- Expansion of commercial uses from existing retail areas at the interchanges of U.S. 71 Highway and 58 Highway, including development of new commercial clusters along 58 Highway and Y Highway as part of the TIF Area;
- Selected in-fill of commercial along North Scott Avenue to a marginal extent; and
- Isolated "Neighborhood Centers" at the intersection of future arterial roads south of the existing corporate limit in the primary future annexation area, spread approximately two miles apart.

The Comprehensive Plan Update projects retail development based upon an Urban Land Institute analysis of retail commercial patterns, summarized as follows:

The *Neighborhood Center* provides for the sale of convenience goods (food, drugs, and sundries) and personal services, those which meet the daily needs of an immediate neighborhood trade area.

A supermarket is the principal tenant in the neighborhood center. Consumer shopping patterns show that geographical convenience is the most important factor in the shopper's choice of supermarkets. The customer usually chooses such stores from among those most conveniently located, usually those nearest the shopper's home. Only as a secondary consideration does wide selection of merchandise or service come into play.

The neighborhood center has a *typical* gross leasable area of about 50,000 square feet but may range from 30,000 to 100,000 square feet. For its site area, the neighborhood center needs from 3 to 10 acres. It normally serves a trade area population of 2,500 to 40,000 people within a 6-minute drive.

The *Community Center* is built around a junior department store or variety store as the major tenant, in addition to the supermarket. Such a center does not have a full-line department store, although it may have a strong specialty or discount store as an anchor tenant.

The community center has a typical gross leasable area of about 150,000 square feet but may range from 100,000 to 300,000 square feet. For its site area, the community center needs from 10 to 30 acres and normally serves a trade area population of 40,000 to 150,000 people.

The *Regional Center* is a mall development with multiple retail vendors and enclosed shops, serving a trade population in excess of 150,000 persons.

**Table 5.3
Characteristics of Shopping Centers**

Center Type	Leading Tenant (Basis for Classification)	Typical GA	General Range in GLA	Usual Minimum Site Area	Minimum Support Required
Neighborhood Center	Supermarket or drug store	50,000 sq. ft.	30,000-100,000	3 acres	2,500-40,000 people
Community Center	Variety, discount, or junior department store	150,000 sq. ft.	100,000-300,000 sq. ft.	10 acres or more	40,000-150,000 people
Regional Center	Mall development	800,000 + sq. ft.		50 acres+	150,000 people+

SOURCE: Urban Land Institute

**Table 5.4
Typical Suburban
Cluster Retail Development**

	<u>Clusters Per Population</u>	<u>Land Area</u>	<u>Gross Leasable Area (GLA)</u>	<u>Employment</u>
Neighborhood Center	1:5,000	6 acres	50,000	1.8/500 GLA
Community Center	1:35,000	20 acres	100,000	1.8/500 GLA
Regional Center	1:150,000	60 acres	800,000	1.8/500 GLA

Source: Urban Land Institute

Office Land Use Category

To better plan for business development as compatible land uses with neighboring residential districts, an office use has been introduced in the plan update to distinguish retail commercial from less intense business uses. The Future Land Use Map indicates office uses as buffers between residential and commercial uses. Further, the land use designation helps plan for a break in commercial retail strips. Office uses will be particularly evident in the TIF District where commercial, industrial and residential uses are heavily concentrated.

Access to Commercial/Office Centers

In developing commercial land uses along 58 Highway and Y Highway, as well as along other arterial roads, it is critical to the future development of Belton that access be controlled in the public interest. The state of Missouri reviews access permits to highways and controls access to Y Highway through acquired easements west of 71 Highway. Existing and proposed site traffic conditions, highway traffic volume, speed on the highway and anticipated traffic generated by new development must be analyzed to determine their effects on the highway traffic.

By implementing traffic management techniques, vehicle conflicts can be minimized, safety can be improved, delays reduced and major capital expenditures postponed or eliminated. The following outlined criteria are based on standard acceptable policies.

The key to successful utilization of this policy will be to determine the uniform spacing of driveways by implementing the criteria which relates the posted highway speed limit with the average daily traffic on the highway. The actions that can be taken while providing the abutting land owner reasonable access to the public road system fall mainly into four categories:

1. Limiting the number of conflict points. (Reducing number of driveways);
2. Separating basic conflict areas. (Spacing of driveways);
3. Limiting vehicular deceleration requirements along the highway (Improve geometrics); and
4. Remove turning vehicles or queues from sections of the through lanes on the highway. (Provide separate turning lanes).

The recommendations of this policy should be followed in developing City of Belton guidelines for access control so that the objectives of the plan update may be implemented, particularly along 58 Highway west of U.S. 71 Highway.

Extent of Commercial Development

The low-to moderate-density residential patterns of development in Belton indicate that in the next twenty years, three retail Neighborhood Centers are proposed in the commercial areas indicated on the Future Land Use Map. However, development of a retail Community Center with a junior department store is unlikely for the following reasons:

- A retail Community Center has already been developed at the Interchange of U.S. 71 Highway and 58 Highway;
- The projected population of Belton is not great enough to sustain an additional Community Center; and

Competing centers north of the City along U.S. 71 Highway serve the shopping demands of area residents for larger centers, as will planned developments such as Southport Center at the redeveloped Richards-Gebaur Air Force Base site.

DISTRIBUTION OF INDUSTRIAL DEVELOPMENT

Based upon low to moderate residential growth patterns and industrial trends for the City of Belton, the City should expect up to 43 acres of additional industrial land uses by the year 2010. Industrial land uses in 1991 comprise 51 acres which is 1.7% of the developed area in the City. Relatively little industry is located in Belton presently. A multiplier of 2.5 for planning purposes brings the total projected amount of industrial land use to 108 acres for which the City should plan. The areas of expected industrial growth are as follows:

- Marginal incremental in-fill of industry West of North Scott Avenue, south of 155th Street;
- In the southwest quadrant of the U.S. 71 Highway and 58 Highway interchange near the Belton water tower;

In the TIF District along the frontage roads as outlined in the TIF land use plan;

- South of the existing corporate limit, along U.S. 71 Highway frontage roads expected to be developed in the next twenty years, as well as at the northwest

corner of Cambridge and Mullen Road, where land is currently zoned industrial;
and

- In the southern one-half of section 21 in the primary future annexation area and the northern one half of section 28 in the long-range development area. This area is considered for industrial development in the latter part of the planning period or beyond because of its accessibility to rail and a future arterial.

Land use distribution of light industrial growth was developed in more detail on the future land use map by the following Urban Land Institute analysis:

Industrial Park Site Selection

- The site should be served by either an existing expressway system or one slated for construction;
- Locate sites in areas of population growth, taking into consideration direction and composition of growth;
- Locate sites based upon direction and type of industrial growth near such areas as highways, and airports;
- Ascertain both community attitudes toward industry and economic pressures in a given area; and
- Determine types of industries which are expanding and might be moving into the region.

When selecting the specific site it is further important to:

- Estimate amount of land required through a study of local absorption rates for a five-year period (acres absorbed per year by type of industrial parks), and numbers of transactions;
- Seek sites which are either immediately accessible to major highway routes or have highway frontage; are adjacent to the main line of a railroad, or near an airport;

- Watch topography: acquire land with minimum of ledge rock, water, and peat of soft ground; however, land which is easy to develop may not be the best location for industry; and
- Ascertain that water, gas, electricity, telephone, and, if possible, sewer can serve the site, at competitive rates with appropriate capacity.

The City of Belton has followed the Urban Land Institute recommendations by extending utilities to the TIF site and the highway interchange and frontage roads to accommodate expansion of industrial land uses. The City needs to further refine zoning regulation of site plan submittals to ensure compatibility between industrial and residential land uses in the future, particularly where in-fill industrial development is anticipated.

Should the publicly owned land south and north of Markey Road become the responsibility of the City of Belton to redevelop, then innovative cooperation between the public and private sectors would be needed to accommodate the interests of existing land uses. The issue of access east and west would be critical to the redevelopment of this land area south of the soon-to-be abandoned military base.

REGIONAL DEVELOPMENT INFLUENCES

The development of Belton will be influenced by several regional plans which have not yet progressed far enough to be accounted for with certainty. The regional plans include:

- Closing of Richards-Gebaur AFB and relinquishing of adjacent public land ownership to the City and/or other parties;
- Proposed Southport Center Development at Richards-Gebaur AFB, to include light industrial and office campuses;
- The south circumferential highway which is proposed at either 187th Street, 199th Street or a nearby location; and
- Additional interchanges on U.S. 71 Highway in conjunction with major regional developments.

Effectuation of these developments and improvements will indicate a "high-end" development potential for the City of Belton in the near term. Delay of these projects will lead to the stalling of development potential and indicate a more conservative growth scenario for the City.

FUTURE LAND USE RECOMMENDATIONS

Future Land Use Plan recommendations must be developed as the final aspect of the City of Belton Comprehensive Plan Update. The land planning principles presented should be followed in recommending policies to be implemented. The goals and objectives in the plan--already prepared in draft form--will be referenced in this task. Following are key issues to be considered in recommending future land use policies for the plan update:

- Transportation access through the City must be planned to provide better linkages between the developing areas in the far west portions of the City and the development along the 71 Highway corridor;
- Access to major roads must be regulated with driveway policies to protect the capacity of the thoroughfares to carry traffic through the City;
- Site plan review of new development, particularly in-fill development, must be undertaken to ensure compatibility among land uses, particularly in the TIF District, where mixed-use development will occur, and where projected light-industrial districts will emerge;
- Commercial land uses along the highways leading from U.S. 71 Highway must be clustered, rather than strung-out along Y and 58 Highways;
- The TIF district, with its mix of land uses, should be reconsidered periodically to incorporate residential and office uses along the arterials, rather than continuous commercial strips;
- Publicly owned land should be redeveloped in conformity with the objectives of the plan update, as well as regional plans, such as the Southport Center proposal; and

- Regional developments, such as new interchanges at 71 Highway and the envisioned regional circumferential highway should be considered, so that appropriate rights-of-way are dedicated and/or acquired coterminous with regulatory approval.