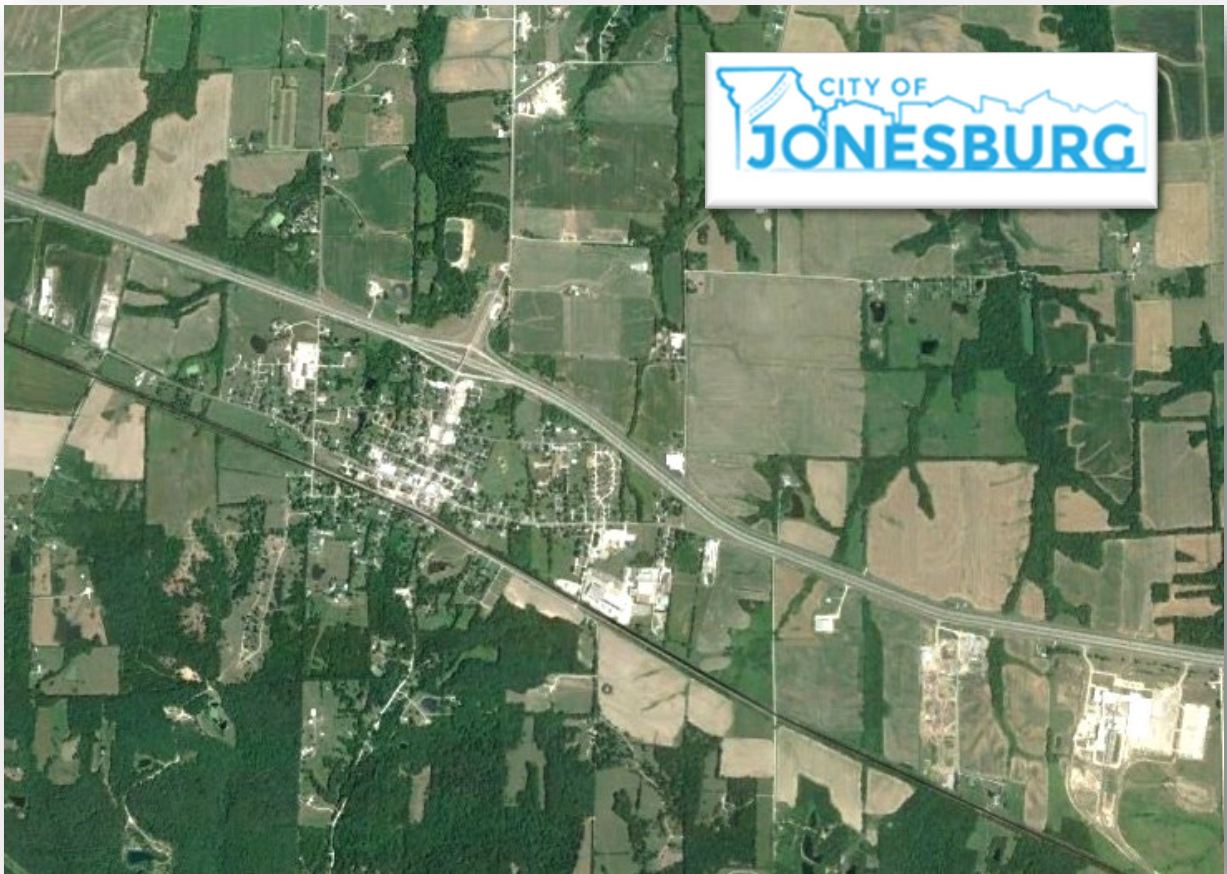


2023 COMPREHENSIVE PLAN UPDATE



City of Jonesburg, Missouri

October 2023

PGAV PLANNERS LLC

ACKNOWLEDGEMENTS

As urban planning and economic development consultants to the City of Jonesburg, PGAV PLANNERS would like to thank the groups and individuals that have participated in the development of this 2023 Update of the 2016 Comprehensive Plan and the proposed revisions to the City's Zoning Code. Their time and input were very much appreciated.

BOARD OF ALDERMEN

Robert Sellenriek, Mayor

Keith Farrar, President

Cindy Duncan, Alderwoman | Jay Russell, Alderman | Brian Williams, Alderman

PLANNING & ZONING BOARD MEMBERS

Jerry Schwartz, Chairman

Stacey Saak, Secretary

Brian Williams | Keith Dixon | Michael Gregory

Jeff Lockett | Jim Love | Cindy Duncan

COMMITTEE MEMBERS FOR ZONING REVISIONS

Keith Farrar | Diane Corder | Heath Sellenriek | Terri Gulley | Jim Love

Michael Gregory | Robert Sellenriek | Oscar "Butch" Hunter | Jeff Edwan

CITY STAFF

Cory Eye - City Administrator & Maintenance Supervisor

Rebecca Rodriguez - Billing Clerk & City Collector

Marie Schneider - City Clerk, Treasurer & Zoning Enforcement Officer

TABLE OF CONTENTS

SECTION 1 - INTRODUCTION	1
SECTION 2 - EXECUTIVE SUMMARY	2
SECTION 3 - DEMOGRAPHIC/SOCIO-ECONOMIC FACTORS	5
POPULATION	5
<i>Households, Families, and Housing Units</i>	7
<i>Worker Commuting Patterns</i>	8
OTHER DEMOGRAPHIC DATA	11
<i>Community Profile</i>	11
<i>Key Facts</i>	13
SUMMARY	14
<i>Growth Factors</i>	15
SECTION 4 – EXISTING LAND USE	17
SECTION 5 – LAND USE PLAN	22
SECTION 6 – ZONING	27
SECTION 7 – GOALS AND OBJECTIVES	30

SECTION 1 - INTRODUCTION

The City of Jonesburg (the “City”) commissioned the preparation of an update to the City’s 2016 Comprehensive Plan *City of Jonesburg, Blueprint for Growth* (hereafter referred to as the “2016 Plan”) in the fall of 2022. Along with the update of the 2016 Plan that is the subject of this document, the City commissioned an update of the City’s current zoning code. The Zoning Code update is a separate document that will be referenced in the future land use discussion of this document but not included as part of the 2023 Plan Update.

The 2016 Plan document provides detailed data and commentary on certain factors and conditions related to the City including:

- The City’s position in a regional context (see page 7)
- Soils, climate, hydrology, and other environmental factors (see pages 7 through 9)
- History of the City’s settlement (see page 10)
- Past demographic and socio-economic trends and development constraints (see pages 11 through 36)
- Park, recreation, community facilities, transportation network, infrastructure, and municipal governance and finance (see pages 38 through 44)

This background data in the 2016 Plan provides a wealth of information about the community that hasn’t changed to the extent that it impacts the further development of the community. Therefore, this Comprehensive Plan update does not repeat that information. To the extent that some elements of the data regarding this background information have changed and may impact future land use, zoning, or development growth, new information or changes will be noted in this document.

Although the 2016 Plan is now a 7-year-old document, a substantial part of its content and information is still very relevant. While things like those listed above haven’t changed to any significant degree, these factors still have an influence on the City’s future growth and development. In this 2023 Comprehensive Plan Update (also referred to herein as the “2023 Plan Update”), data from the 2016 Plan will be referenced and quoted but the data and commentary will not be repeated in whole herein. The reader can go to that document for further information. Therefore, it is important that the City maintain the 2016 Comprehensive Plan document on its website for use as a reference in conjunction with this 2023 Plan update.

Organization of the 2023 Comprehensive Plan Update focuses on the following primary community planning elements that impact community growth and development.

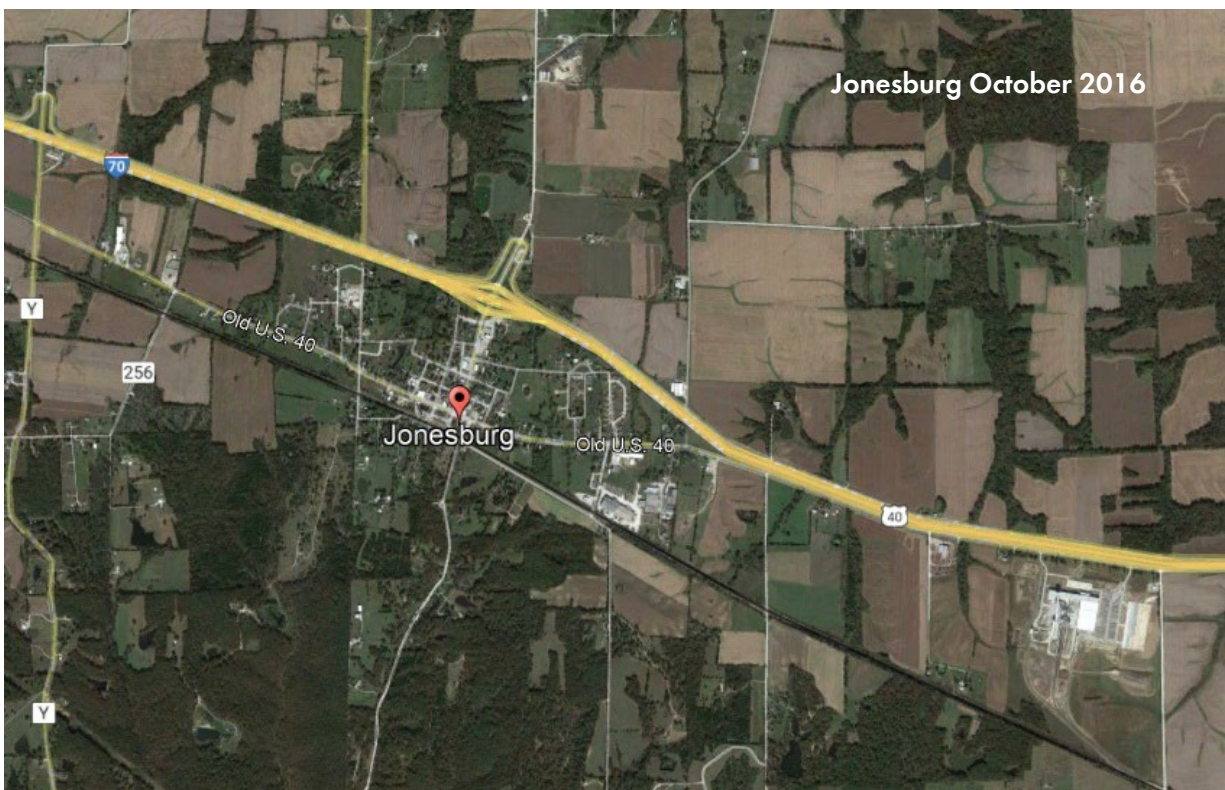
- Demographic/socio-economic changes
- Land use and development patterns
- Future land use and economic development potential

SECTION 2 - EXECUTIVE SUMMARY

The following sections of this 2023 Plan Update will show that growth and development of the City could be described as one of “status quo”. Demographic and socio-economic data presented in **Section 2** shows that the City’s population has declined by 6.5% along with that of Montgomery County where the decline has been even larger (9.8%). As in 2016, more of the City’s working population are going to jobs outside the City with more than 50% driving more than half an hour (and longer in many cases) to a place of employment and the work force for many of the City’s employers is coming from elsewhere.

Field observation shows that most of the City’s housing stock is aging, and new housing development is not occurring. In fact, the City began a program to remove derelict housing units in cooperation with property owners to eliminate the blighting influence these units were having on neighborhoods. They hoped to have new units built on these sites but that has not happened. New employment is being created in nearby Warrenton and Wright City to the east but unless new housing is available to attract residents, Jonesburg will not benefit.

Development within the City has not seen significant change, which can be noted on the aerial photos shown below and on the next page. These photos from Google Earth imagery



from October of 2016 and July of 2022 depict the same development patterns and the same large industrial and commercial uses.



In **Section 3, Exhibit 1, Existing Land Use** shows a different picture of the land uses than are shown on Figure 42 in the **2016 Plan**. Exhibit 1 shows a more developed City. It is not known what source was used to show existing land uses in the 2016 Plan, but it appears that **Figure 42** may be depicting zoning and/or property ownership. **Exhibit 1** shows what properties or portions thereof are actually in use.

The number of housing units, households, and families within the City have declined since 2010. This correlates with the loss of units resulting from the City clearance program as previously described and the lack of new housing construction. All other population metrics are below those of the cities and counties to the east with whom Jonesburg competes. This suggests that Lincoln, St. Charles, and Warren Counties are capturing the younger population that Jonesburg is not retaining. This is most likely due to the availability of more and better housing choices in these other locations.

The 2016 Plan has a detailed list of Plan priorities and implementation goals and responsibilities that begins on page 81 and continues to page 91. Most of these recommendations continue to be valid, and the 2023 Plan Update recommends that the

Planning and Zoning Commission and the Board of Aldermen review these to see what has been accomplished.

The Land Use Plan, as discussed in **Section 5** and as shown on **Exhibit 2** provides recommendations for future land use directions. Comparing the 2023 Comprehensive Plan Update Land Use Plan recommendations with those of the 2016 Plan will reveal a less extensive approach to the designation of future community expansion. The 2023 Land Use Plan emphasizes the need for future development to grow outward from the existing developed areas of the City to minimize sprawl and enhance the ability to provide infrastructure and services at lower cost.

SECTION 3 - DEMOGRAPHIC/SOCIO-ECONOMIC FACTORS

The 2016 Plan characterizes the City as being on the fringe of the westward expansion of the St. Louis metro area. However, currently available demographic data and analysis from the U.S. Census Bureau (“the Census”) and projection data from the Census, Esri, and other data sources suggest that Jonesburg and Montgomery County are not benefitting from this trend.

POPULATION

According to the most recent census data and projections through 2022 St. Charles County has had continued growth that has now spread to its western fringes in Wentzville and into southern Lincoln County. **Table 1** below (based on data from the 2020 Census) shows the 2010-2022 population changes for selected geographies applicable to the Jonesburg area.

TABLE 1
Population Changes

Geography	Population			% Change
	2010	2020	2022	
Jonesburg	759	726	713	-6.5%
Lincoln	52,566	59,574	61,202	14.1%
Montgomery County	12,236	11,322	11,142	-9.8%
Warren County	32,513	35,532	36,358	10.6%
St. Charles County	360,485	405,262	415,814	13.3%
St. Louis County	998,917	1,004,125	1,002,314	0.3%

Jonesburg’s population has declined since 2010 by 6.5% and Montgomery County’s population declined by 9.8%. The St. Charles County population grew by 13.3% over this same period having added more than 55,000 persons with much of this growth occurring in the communities in the western half of the County. For decades, St. Charles County and its communities have been the population growth center of the St. Louis region. This population growth has not been due to the overall economic expansion of the St. Louis region, which as a region has not been growing.

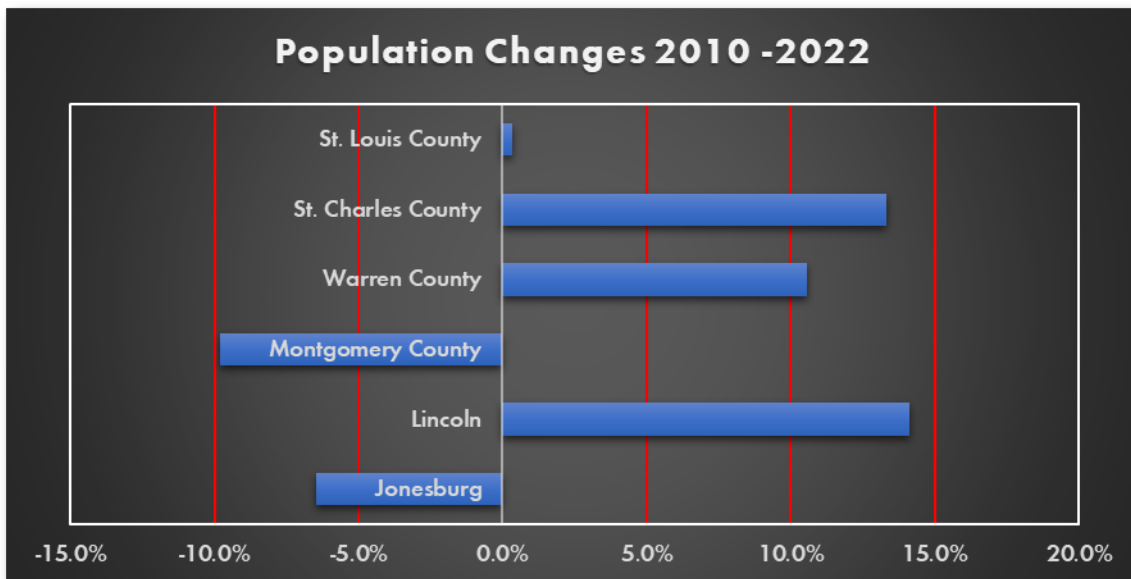
The population growth in the western portion St. Louis region has resulted in some business shifts to St. Charles County along with new business growth. This business and employment growth fosters population growth. However, a substantial amount of this growth is the result of the exodus of middle-class families from the City of St. Louis and St. Louis County where comparatively little new housing has been constructed and the quality of the older housing

stock in many locations is not as desirable. In addition, rising crime rate patterns have contributed to the population shift.

Table 1 data for Warren County shows that it has been a beneficiary of the western shift of the regional population. As shown in Table 1, Warren County’s population between 2010 and 2022 grew 10.6%. However, it hasn’t been growing at the same rate as St. Charles County.

Table 1 shows that in terms of the St. Louis region that most closely relates to Jonesburg and Montgomery, Lincoln County is the growth winner by percent of growth. Lincoln County’s population growth between 2010 and 2022 of 14.1% exceeded that of St. Charles County. **Chart 1** below shows these populations trend patterns.

CHART 1



The data shows that Jonesburg and Montgomery County aren’t benefitting from this westward population shift. As the population growth patterns of the St. Louis region have shifted westward, the growth cluster around St. Charles County has also shifted northward into Lincoln County. This regional population shift pattern began in the late 1970’s and has been ongoing. Housing development in St. Charles County beginning in the later 1970’s was fueled by both land availability and lower land prices, resulting in lower priced and better or larger housing units than those being built in St. Louis County at the same price point. As time progressed, land and related housing prices in St. Charles County increased so the migration trend continued first to the most western reaches of the County in Wentzville, then to the eastern end of Warren County and then southern Lincoln County. Will this trend continue? Will it progress further westward? A variety of data suggests that the western shift

may be slowing geographically. Also, population growth must be accompanied by greater employment, particularly at skilled worker and professional levels. St. Louis as a region has been a “slow growth” metro area in the U.S. and no signs suggest that this trend will change dramatically.

For Jonesburg and Montgomery County, St. Louis City and County are too far away (approximately 50 miles to the St. Louis County boarder or about 69 miles to Downtown St. Louis) to represent reasonable commuting distances, particularly at current fuel prices. While job growth in St. Charles County has been increasing, St. Charles and St. Louis Counties along with the City of St. Louis, still account for the overwhelming percent of the employment in the Missouri sector of the St. Louis region. Also, science and technology employment in the region is still firmly entrenched in St. Louis City and County.

Households, Families, and Housing Units

A series of tables below shows the trends for household, families and housing units for the City based on the most current U.S. Census data including projections through 2027. **Table 2** shows that the number of households in the City has declined while the average household size has increased slightly. As shown in **Table 3**, the number of families has declined as well while the average family size has increased. Average household and family size are consistent with the those in St. Charles, St. Louis, and Warren Counties. Lincoln County is higher, and Montgomery County is lower.

Table 2

Households

Year	Number	Average Size
2000		
2010	279	2.52
2020	264	2.49
2022	258	2.60
2027	253	2.60

Table 3

Families

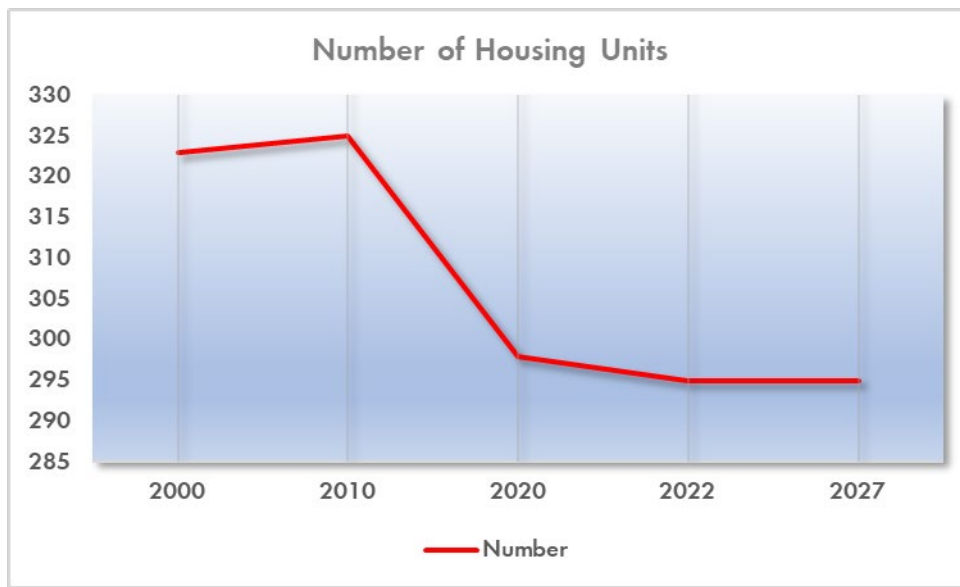
Year	Number	Average Size
2000		
2010	172	3.16
2020		
2022	154	3.31
2027	151	3.29

Table 4 and Chart 2 on the next page show that the number of housing units has declined and is projected to further decline through 2027. This data shows that 28 housing units were lost between 2000 and 2020. Also of note is the expected decline in the number of owner-occupied units. As of this writing, it isn’t known what caused the loss of housing units (other than the City’s program to remove derelict units) but that probably has contributed to the City’s loss of population. Chart 2 below shows this data graphically.

Table 4

Housing Units				
Year	Number	% Owner-Occupied	% Renter Occupied	% Vacant
2000	323	62.8	25.7	11.5
2010	325	55.4	30.5	14.2
2020	298	61.2	38.4	11.4
2022	295	53.6	33.6	12.5
2027	295	53.2	32.5	14.2

CHART 2



Worker Commuting Patterns

Commuting patterns of the worker population provides a view into where the residents of a community are going to work daily. It also provides some insight into population growth relative to the location of employment centers. **Table 5** on the following page looks at the commuting patterns for the western counties of the St. Louis region that have the most applicability to the City.

It should be noted that **Table 5** provides the latest population commuting data available from the Census. This information dates from 2015 and was part of the American Community Survey (ACS) methodology. The 2020 Census did not use the ACS and comparable data was not available as of this writing. The 2022 Census of Business is currently underway and will likely update this information, but that data will not be available until early 2024. While the worker numbers generated by this information may have

increased, the relationship between place of residence and place of work is not expected to have varied greatly because major employment locations have not changed. Therefore, the percentage relationships represented by this table are not likely to be significantly different.

Table 5 – Commuting Patterns

Residence County	Work County	Workers	% Total
Montgomery County	Montgomery County	2,606	51.9%
Montgomery County	St. Charles County	311	6.2%
Montgomery County	St. Louis County	260	5.2%
Montgomery County	Warren County	456	9.1%
Montgomery County	St. Louis city	40	0.8%
Montgomery County	Everywhere Else	1,351	26.9%
	Total Workers	5,024	
Lincoln County	Lincoln County	9,077	38.9%
Lincoln County	St. Charles County	7,614	32.7%
Lincoln County	St. Louis County	4,185	18.0%
Lincoln County	Warren County	526	2.3%
Lincoln County	St. Louis City	622	2.7%
Lincoln County	Everywhere Else	1,286	5.5%
	Total Workers	23,310	
St. Charles County	Franklin County	692	0.4%
St. Charles County	Lincoln County	1,402	0.7%
St. Charles County	Montgomery County	34	0.0%
St. Charles County	St. Charles County	98,096	50.1%
St. Charles County	St. Louis County	74,540	38.1%
St. Charles County	Warren County	940	0.5%
St. Charles County	St. Louis city	14,473	7.4%
St. Charles County	Everywhere Else	5,635	
	Total Workers	195,812	
Warren County	Franklin County	840	5.7%
Warren County	Lincoln County	567	3.9%
Warren County	Montgomery County	146	1.0%
Warren County	St. Charles County	4,556	31.1%
Warren County	St. Louis County	2,084	14.2%
Warren County	Warren County	5,270	36.0%
Warren County	St. Louis city	658	4.5%
Warren County	Everywhere Else	531	3.6%
	Total Workers	14,652	
Saint Louis County	Madison County (IL)	4,451	0.9%
Saint Louis County	St. Clair County (IL)	4,210	0.9%
Saint Louis County	Warren County	20	0.0%
Saint Louis County	Franklin County	1,452	0.3%
Saint Louis County	Jefferson County	6,440	1.3%
Saint Louis County	Lincoln County	194	0.0%
Saint Louis County	St. Charles County	19,645	4.1%
Saint Louis County	St. Louis County	343,863	71.2%
Saint Louis County	St. Louis City	96,037	19.9%
Saint Louis County	Everywhere Else	6,747	1.4%
	Total Workers	483,059	

* Source: Table 1. Residence County to Workplace County Commuting Flows for the United States and Puerto Rico Sorted by Residence Geography: 5-Year ACS, 2011-2015; Workers 16 years and over. <http://www2.census.gov/programs-surveys/acs/tech_docs/accuracy/MultiyearACSAccuracyofData2015.pdf>.

Table 5 shows that, other than St. Louis County, Montgomery County has the greatest percentage of its workers (51.9%) commuting to employment within the county. More than 50% of workers residing in St. Charles and St. Louis Counties also work within their respective county. Slightly more than 71% of the workers in St. Louis County also live in the County. According to the Census data displayed in the table, there were a total of 721,857 workers in all the counties in Table 5 and 11.2% of those workers living outside of St. Louis Country in Table 5 were commuting there for work.

Historically, commuting patterns have shown that many residents from the western part of the region are commuting to St. Louis City and County for employment. St. Louis City and

County have been and still are the employment centers of the region. Therefore, while population growth has occurred in the western counties, many members of that population are commuting to the east for work.

As noted above, slightly more than 11% of the workers from these counties are commuting to St. Louis County. Almost 16,000 additional residents of the western counties are commuting to the City of St. Louis for work. When added to the St. Louis County commuting workers it means that slightly more than 13% of all the residents of Montgomery, Lincoln, St. Charles, or Warren Counties are commuting to Saint Louis City or County for employment.

The construction of the MO RT 364 and MO RT 370 bridges and connecting roadways into St. Charles County were driven by the need to provide traffic relief for this commuting pattern. This pattern has undoubtedly been tempered by the trends in remote working patterns. Employment growth in St. Charles County has also been significant and has undoubtedly impacted these commuting patterns since more of those residents may now be working in the County.

According to the Missouri Department of Transportation Traffic Volume Data for 2021, approximately 178,000 vehicles go back and forth over the four principal routes between St. Louis County and St. Charles County (I-70, I-64, MO 364, and MO 370) daily. The split between eastbound and westbound traffic is not quite equal but is close enough for this discussion. Even if delivery and over-the-road trucks are deducted from this number the commuting traffic coming from the western counties to St. Louis City and County is significant and represents about 72% of this number.

While the commuting patterns for the St. Louis region employment haven't significantly changed, the volumes have. The COVID pandemic dramatically changed the commuting volumes since many more employees began working from home. The major employment centers are still in St. Louis City and County as are the workplace locations. Comparing the 2021 MODOT traffic volume data cited above with volume data from their most recent archived volume map (2016) indicates that pre-COVID commuting volumes were nearly double the figures cited above. Recent media sources have suggested that employers will begin to require workers to come back to the office, once the Federal COVID restrictions expire on May 11, 2023. If companies begin to implement this mandate, it is likely that the traffic volumes associated with these commuting patterns will increase. However, regional, and national data seems to indicate that some employment positions such as those that perform data entry and compilation, program development and coding, and call center functions may continue to be done by employees working from home.

OTHER DEMOGRAPHIC DATA

Esri is the most widely recognized and used source of geographic information system (GIS) data and mapping. They create linkages to their mapping with Census data and can create demographic data “pictures” that were not possible or as useful years ago. PGAV has access to a wealth of this data and has accessed this information to create the additional demographic data discussed below.

Community Profile

The “Community Profile” Esri report for Jonesburg on the following page contains an array of data about the City’s population. A few notable items include:

- Median age in Jonesburg is 43.9 and is 45.1 in Montgomery County. This is a bit older than counties to the east (i.e., Warren County is 40.4 and St. Charles and St. Louis Counties drop into the 30’s). In general, counties with a more rural character tend to have an older population. In addition, the population of the U.S. is aging. The “baby boomer” population was such a large sector, that cohort is living longer, and because family sizes have been smaller the US population in general has trended lower.
- The percentage of the population 65 years of age and older in Jonesburg is 24% and greater than the County (22.8%). This sector of the population in Warren County is 18.4%. At the State level this sector of the population is even lower at 17.6%.
- Median household income in the City is \$48,509 and \$52,342 in the County. Both numbers are significantly below the State where median household income is \$61,847. This factor increases significantly as you travel east into the more populous counties where employment density and professional employment increases.
- Median home value in Jonesburg is \$98,000 and is about 76% that of Montgomery County (\$129,621). Median home value in Warren County is \$220,917 and is undoubtedly driven by its population increase. Again, these number go up significantly in St. Charles County.
- Unlike what would be seen in the more populous counties and the communities to the east of Jonesburg, service positions make up 18.1% of the work force employment. This is somewhat larger than the norm of around 15%. White collar employment (about 36.5% in Jonesburg) makes up about 50% in the counties to the east and blue-collar employment (46.1% in Jonesburg) is about 30-35% percent in these counties.

Community Profile
Jonesburg City, MO
Jonesburg City, MO (2937574)
Geography: Place

Prepared by PGAV Planners

COMMUNITY PROFILE

Jonesburg City, MO
Geography: Place

713	-0.80%	2.60	24.1	43.9	\$48,509	\$98,000	\$83,477	23.3%	53.5%	24.0%
Population Total	Population Growth	Average HH Size	Diversity Index	Median Age	Median HH Income	Median Home Value	Median Net Worth	Age <18	Age 18-64	Age 65+

Home Ownership

61.2% Own
38.4% Rent

Home Services

18.1% Services

Home Collar

46.1% Blue Collar

White Collar

36.5% White Collar

Age Profile: 5 Year Increments

8 6 4 2 0 2 4 6 8

Montgomery County

Dots show comparison to Montgomery County

Housing: Year Built

<1939
 1940-49
 1950-59
 1960-69
 1970-79
 1980-89
 1990-99
 2000-09
 2010-13
 2014+

Mortgage as Percent of Salary

20% 10% 0%

<10 10-14 15-19 20-24 25-29 30-34 35-39 40-49 50+

Home Value

30% 20% 10% 0%

<\$50,000 \$200,000 \$1,000,000

Educational Attainment

< 9th Grade
 HS Diploma
 Some College
 Batch Degree
 No Diploma
 GED
 Assoc Degree
 Grad Degree

Commute Time: Minutes

<5
 5-9
 10-14
 15-19
 20-24
 25-29
 30-34
 35-39
 40-44
 45-59
 60-89
 90+

Mortgage as Percent of Salary

20% 16% 12% 8% 4% 0%

<\$15,000 \$35,000 \$75,000 \$150,000 \$200,000+

Household Income

20% 16% 12% 8% 4% 0%

<\$15,000 \$35,000 \$75,000 \$150,000 \$200,000+

THE SCIENCE OF WATER

Source: Esri, ACS, Esri forecasts for 2022, 2016-2020, 2027.

Key Facts

The “Key Facts’ Esri report looks at some of the same information in a slightly more concise format. This information is displayed below.

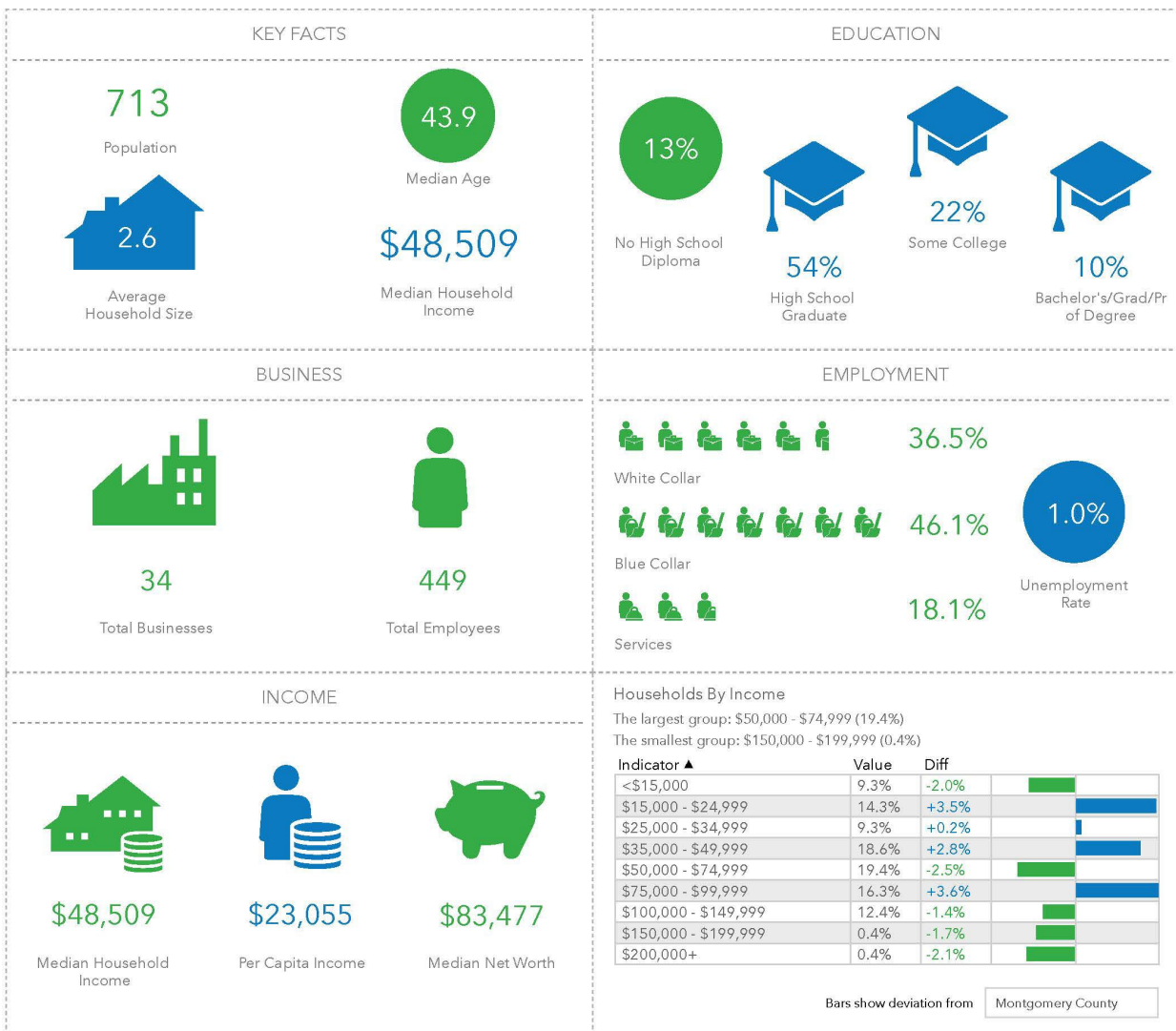
Key Facts

Jonesburg City, MO
 Jonesburg City, MO (2937574)
 Geography: Place

Prepared by PGAV Planners

Key Facts

Jonesburg City, MO
 Geography: Place



This infographic contains data provided by Esri, Esri-Data Axle. The vintage of the data is 2022, 2027.

© 2023 Esri

SUMMARY

The data contained in this Section of this report shows that Jonesburg and Montgomery County are not growing. The population is aging, which in line with Census projections, suggests further population decline for both the City and the County. *Figure 31* on page 24 in the 2016 Comprehensive Plan, *Current Population Estimates and Projections (20 year)* predict growth for the City beyond the 2010 population but as shown previously, that hasn't happened. While the 2016 Comprehensive Plan anticipated the regional growth patterns of the bordering counties and cities to keep marching westward, it remains to be seen if that could ever reach Jonesburg. While Warren County has shown significant growth as a result of its border with St. Charles County, Lincoln County has had greater population growth. History has shown both Missouri and the St. Louis region to be "slow growth" population sectors. It should also be noted that a significant amount of the population growth of Lincoln, St. Charles, and Warren Counties and their cities has been at the expense of other parts of the metro area (particularly St. Louis City and County).

The State growth between 2010 and 2020 was 2.8% but well below other states that have had large population influx often at the expense of states with significant out-migration, in part from midwestern states. The Census Midwest Region consists of 12 states (Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin). Among these states, only Nebraska (7.4%), North Dakota (15.8%), and South Dakota (8.9%) had growth above the rest of the states and Missouri (2.8%), along with Michigan (2%) and Ohio (2.3%) were the lowest of the 12. Illinois lost population driven largely from an exodus from the Chicago area.

Population growth for any community is related to a variety of factors:

- Employers within or adjacent to the community that are creating jobs and expanding employment; or nearby growing employment centers that are within reasonable commuting distances.
- Desirable housing stock of varying types at purchase or rental levels that are market appropriate.
- Supporting retail and service commercial businesses that can serve everyday household needs.
- Land areas within or adjacent to the community that support industrial, commercial, and housing development along with appropriate infrastructure to support development (roads, water, sewers, etc.).

- Sufficient community “character” that makes people want to live there.
- Community promotion at the local level that markets and promotes the community at the local level - existing residents must feel good about their community and its potential and be advocates for development and growth.
- Ensure that regional, and state entities who are responsible for promoting economic development have the needed information regarding available land and its potential for being “development-ready”.¹

Growth Factors

Jonesburg can benefit from a recent industrial development event. In September of 2022, American Foods Group announced the selection of a site near Wright City in Warren County to construct a new beef processing facility that is now under construction. The facility of about 775,000 square feet has a construction cost of \$800 million and will employ 1,300 people. Supplier jobs will add to this count along with commercial and services development driven by the population from workers and their families. Industrial development of this magnitude both in investment and employment fuel significant demand for housing and retail and service businesses. This could reverse the City’s population decline and aging characteristics since the City is within reasonable commuting distance to the facility location. However, much of Jonesburg’s housing stock is not attractive to potential buyers and new housing unit construction within the City is almost non-existent.

If the City is going to benefit from the location of this major economic generator, it needs to attract housing developers who can build units of varying type and cost. Warrenton and Wright City are likely to attract the bulk of the housing demand from this major employer, but Jonesburg might still benefit. The City needs to collaborate with realtors, property owners, and developers to create a plan for constructing new housing. Also, it should be noted that this will likely increase the outbound commuting patterns for both the City and Montgomery County. As noted in the 2016 Comprehensive Plan on page 24, the working population of Jonesburg is commuting to other locations for work.

There are various financial incentives available through State statute that other cities have used to support housing construction. However, some of these mean that the City, County, the other taxing districts might have to forgo all or a portion of property tax revenues from the new units for a period of time. The incentive would be used to underwrite the

¹ Jonesburg and Montgomery County are within the boundaries of the Boonslick Regional Planning Commission whose offices are in Warrenton(<http://www.boonslick.org>). The Missouri Department of Economic Development (<https://ded.mo.gov>) is the entity in charge of assisting communities with economic development matters.

infrastructure costs associated with creating a new subdivision. This is but one example of ways in which to entice housing development. Various incentive methods should be investigated but the process needs to start with discussions with housing developers to determine what would induce them to consider a project in Jonesburg.

SECTION 4 - EXISTING LAND USE

EXISTING LAND USE

Comparing the current land uses within the City with those depicted in **Figure 42** on page 31 of the 2016 Comprehensive Plan reveals that the interpretation of “existing land use” is different from the normal urban planning definition. There are several parcels, typically occupied by commercial or industrial uses, that appear to be depicting the existing use by property ownership rather than the area occupied by the use. Current land uses (2023) are shown in **Exhibit 1**, Existing Land Use on the following page of this report. This depiction of existing land use shows what land areas are actually occupied by a particular use. In each case the remainder of the property is vacant or in agricultural use. Even with this modified representation of existing land uses, Exhibit 1 shows that, in general, the City’s land use patterns have not changed in the ensuing years since the City’s 2016 Comprehensive Plan was developed.

At the top of page 31 in the 2016 Comprehensive Plan the breakdown of existing land uses according to the percentage of the total City area are shown. **Table 6A** below shows the data from the 2016 Plan while **Table 6B** shows the data from Exhibit 1, Existing Land Use on page 17 based on the 2023 Plan Update. The percentages in these tables are rounded to the nearest whole percentage while the numbers in the legend on Exhibit 1 show the nearest tenth of a percent.

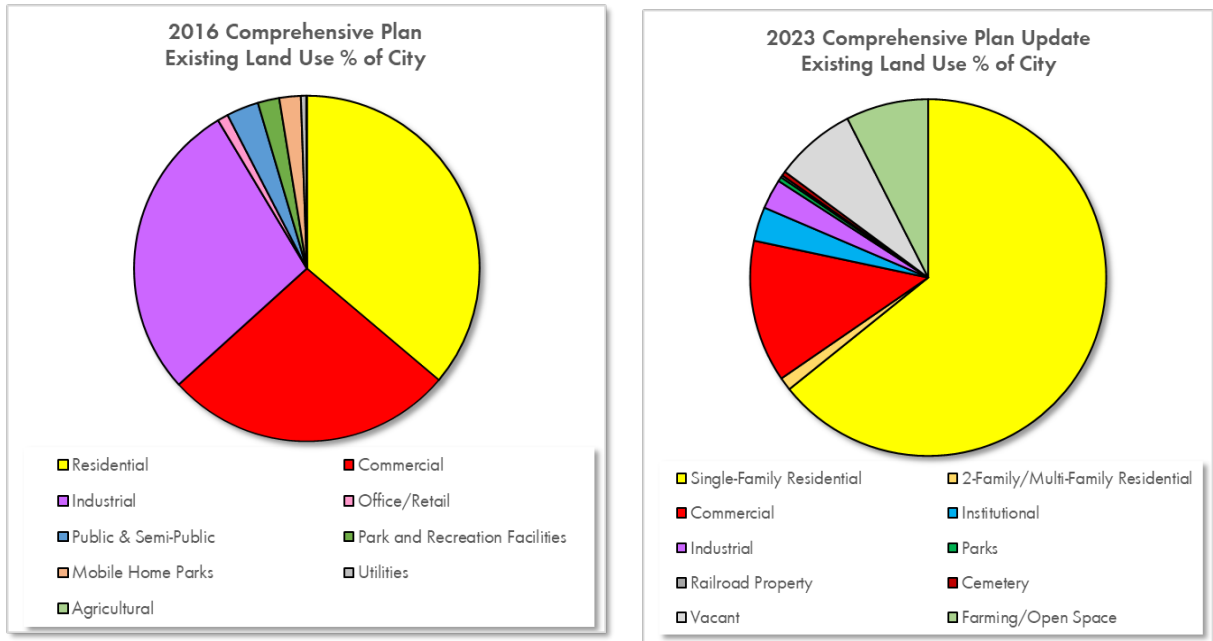
TABLE 6A
2016 Comprehensive Plan
Existing Land Use

Land Use	% of City
Residential	36%
Commercial	27%
Industrial	28%
Office/Retail	1%
Public & Semi-Public	3%
Park and Recreation Facilities	2%
Mobile Home Parks	2%
Utilities	1%
Agricultural	0%
Total	100%

TABLE 6B
2023 Comprehensive Plan Update
Existing Land Use

Land Use	% of City
Single-Family Residential	64%
2-Family/Multi-Family Residential	1%
Commercial	13%
Institutional	3%
Industrial	3%
Parks	0%
Railroad Property	0%
Cemetery	0%
Vacant	7%
Farming/Open Space	8%
Total	100%

The charts below show the information in Tables 6A & 6B in a more concise and readily comparable format.



It is not known how these numbers were derived in 2016 since the land use categories cited above are not the same as those shown on Figure 42 in the 2016 Plan. Exhibit 1, Existing Land Use shows how the land areas are occupied in 2023. Essentially, it depicts the portion of any given land area that is occupied by a building, out-building, some other site improvement (such as a parking area) or is yard space. For example, if the rear portion of a large parcel designated as “residential” is vacant or tree covered and not in active use (mowed, a garden, etc.) then it is not shown on Exhibit 1 in the “residential” category but is shown as “farming or open space”. Some part of land areas in this designation may not be developed because drainageways or heavy tree cover inhibit their use. Platted residential lots in the core area of the City that are not developed are shown as “vacant”.

The land use categories of Exhibit 1 are slightly different, so a direct comparison of the numbers isn’t possible. What the tables and the charts show is that the actual distribution of existing land use is very different than what was shown in the 2016 Plan. The 2023 data gives a truer picture of how the land areas in the City are actually being used. Most notable is the fact that a much larger portion of the City is being devoted to residential uses and that a smaller portion of the City is devoted to commercial and industrial uses.

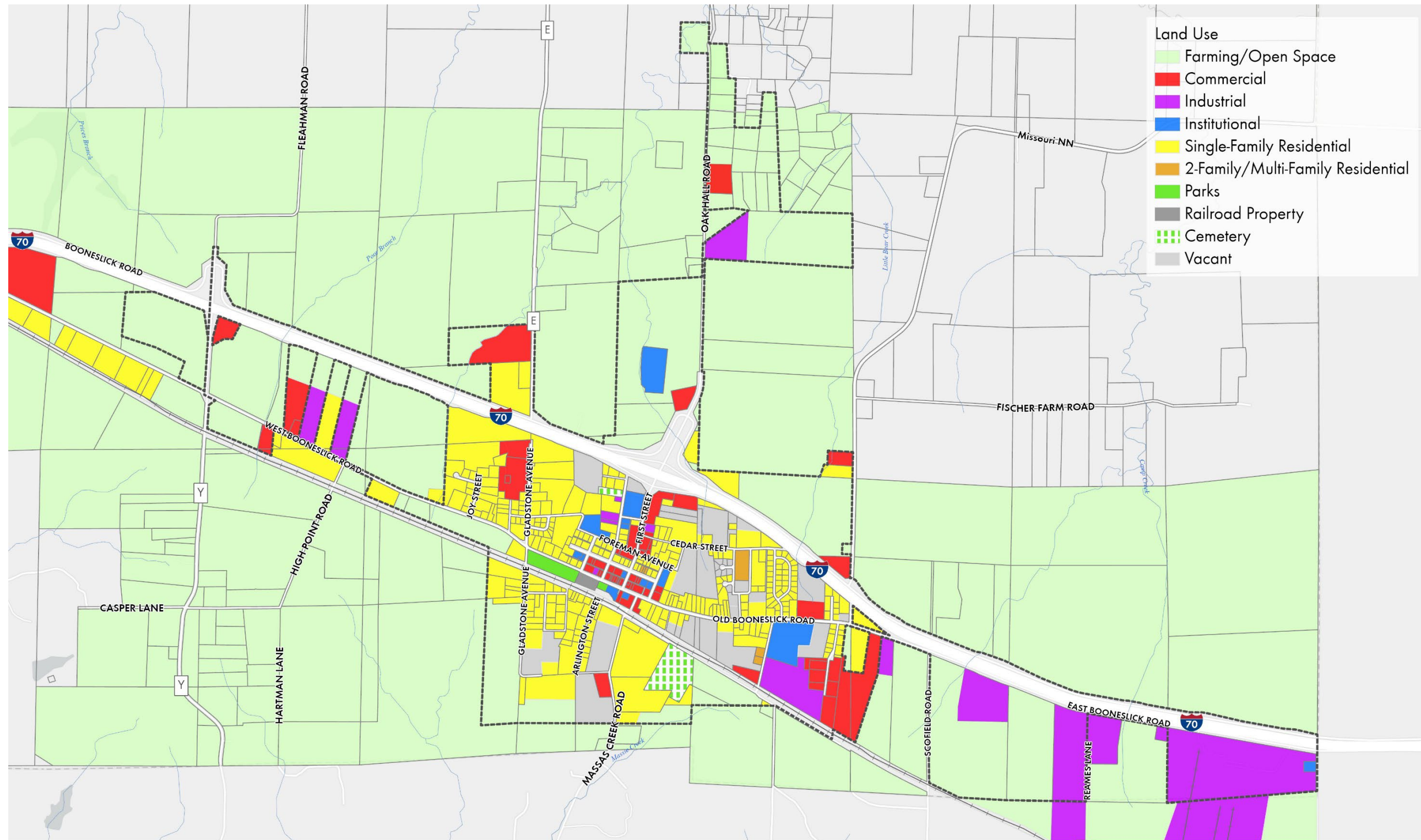


Exhibit 1 - Existing Land Use
Jonesburg, MO - 2023 Comprehensive Plan Amendment

October 2023 **PGAV PLANNERS** LLC



As noted previously Exhibit 1 is intended to show how the land within the City's boundaries is being used as opposed to how it may be owned or zoned. Exhibit 1 shows that most of the City's land use within its boundaries is devoted to single-family residences (64%).

Commercial uses account for almost 13% of its area. Industrial uses comprise not quite 3% and institutional uses just over 3%. Farming and open space represent 7.5% and another 7% of property in the core of the City that is subdivided is vacant.

The same employers that were within and near the City's boundaries in 2016 are still there today. However, since the passage of the Missouri's medical marijuana statute in 2018, Jonesburg became home to two new companies. One of these is BeLeaf Medical that is a marijuana cultivation facility which opened in a new building. BlueSky Health and Wellness opened a facility that produces marijuana infused products and occupied an existing building that was vacant. Since the passage of the Missouri constitutional amendment and subsequent law in 2022 that permits purchase of recreational marijuana products, State Department of Health and Senior Services records indicate that each of these facilities has been licensed for cultivation and production of infused products for both medical and recreational purposes.

A careful comparison of the land use maps, and aerial photography will reveal that some properties previously occupied by residential houses or mobile homes are now vacant. The City has been conducting a program in conjunction with property owners to remove deteriorated and derelict housing units. While this has improved the appearance of the streets where these units were located, it has also contributed to the decline in housing units revealed by the 2022 Census. It further validates the need for new housing development to reverse the City's population decline. As noted in the previous section of this document, the lack of desirable housing within the City means that most employees of the City's industrial and commercial businesses are commuting to Jonesburg.

As shown on Exhibit 1, Existing Land Use, the developed part of the City is primarily south of Interstate 70. The Downtown core is located primarily along First Street and north of Boonslick Road. Clusters of new commercial and industrial development are located along Boonslick Road in the eastern part of the City. Other larger commercial developments are located between West Boonslick Road and I-70 in the western sector of the City. An isolated area of industrial development is located along the east side of Oak Hall Road and south side of Meadow Creek Road.

In association with the review of existing land uses, the configuration of the City's boundary was noted as being somewhat convoluted. In some instances, connections are made by using rights-of-way and in other cases there are "holes" in the overall boundary that are the result of parcels that are within the municipal outer boundary area but excluded thereby remaining as unincorporated areas. Annexations in Missouri have limitations on making connections

via rights-of-way which have been in place for decades. It is assumed that the City's boundaries would meet the requirements that specify how using rights-of-way to achieve annexation can be done.

These unincorporated parcels within the City boundaries are an unfortunate circumstance. The City is providing services that must be provided to adjacent properties (water, sewer, police, etc.) but are not being supported by the parcels that have "opted out". There are ways that a city can incentivize or induce annexations which may or may not be available to Jonesburg. For example, if properties need City owned utility connections, annexation should be contingent on receiving those connections. The City should focus on adopting policies that would cause any development adjacent to its boundaries to be annexed to the extent that it has leverage. In fact, in discussing annexations in the 2016 Comprehensive Plan on page 67, the last sentence says, *"To incentivize voluntary annexation, the City should maintain a strict policy of providing water and sewer utilities only within its jurisdictional limits"*.

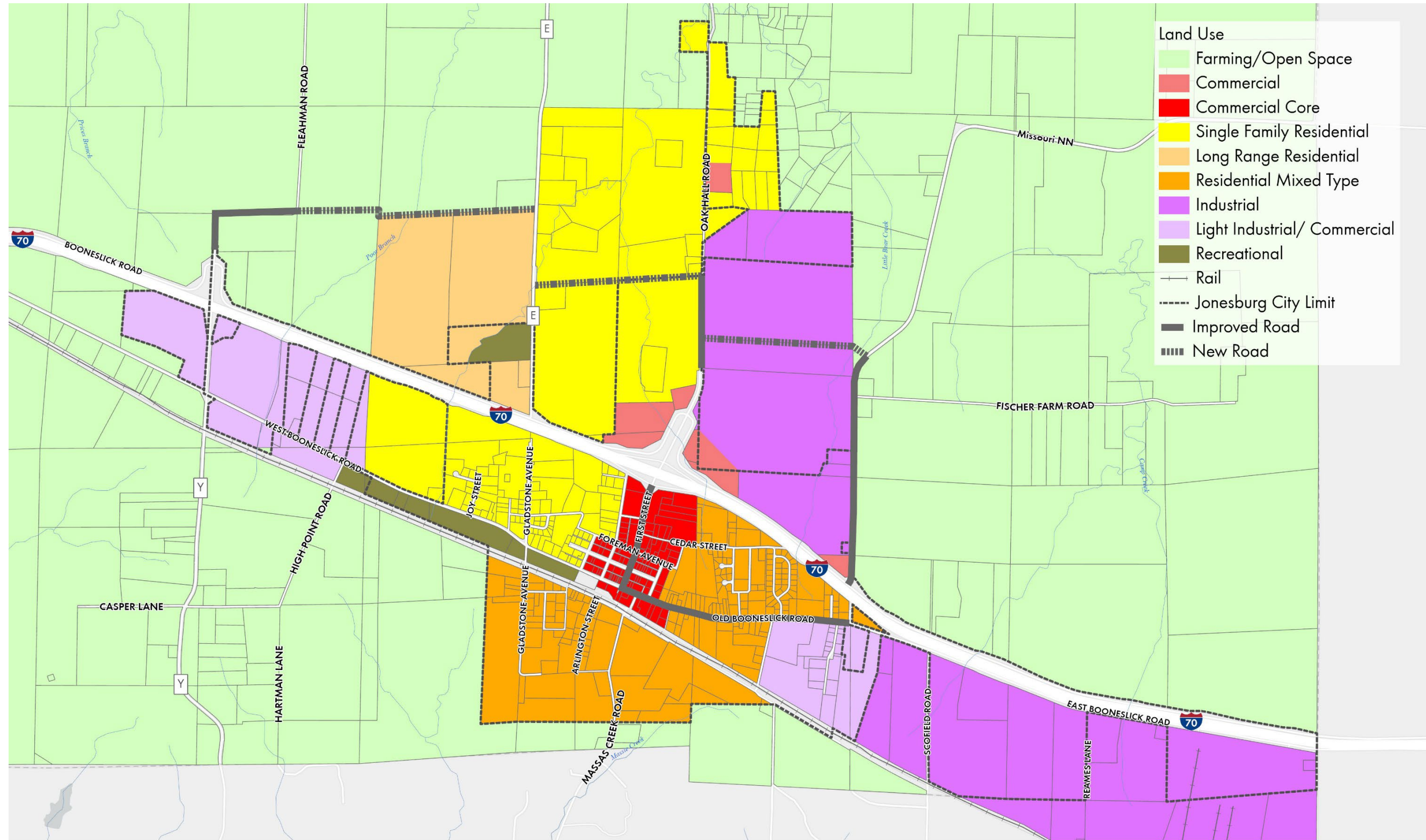
SECTION 5 – LAND USE PLAN

The discussion of a Land Use Plan for the City in the 2016 Comprehensive Plan begins on page 57 of that document. Much of the introductory discussion on that page talks about a transition from a City that was largely comprised of residential development to its land use growth from industrial development. It is noted that the City recognizes that its growth will occur beyond its existing jurisdictional boundaries.

For the City to truly grow, it must not only attract new business and industry that creates jobs, but it must also have attractive housing options so that employees will want to live in the City. As noted previously in this document, the residents of the City are mostly going somewhere else to work and many of the jobs within the City are being staffed by people who live elsewhere. It was noted earlier that a major new employer expected to generate more than 1,500 jobs is coming to Warren County in a location that is an easy commuting distance from Jonesburg. This may provide a significant employment generator for existing residents of the City. However, unless the City can provide housing that is comparable to what is available in Wright City or Warrenton, it will not grow because of this new employer or any other that might locate in Jonesburg. The City must make the creation of new housing of varying types a priority. Growing its retail and service commercial base should also be a priority but that will not happen unless it can generate new residents.

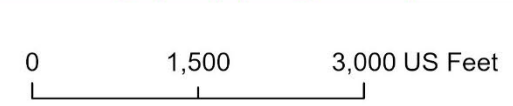
The 2016 plan also delineates a growth area boundary that is the logical area of focus and should continue to be recognized. Although the 2016 Land Use Plan targets areas surrounding the existing City limits, its land use recommendations encompass greater land areas and could encourage development sprawl. In promoting development sites for any land use the City should focus on properties already within the City or more closely adjacent to the existing boundaries. Ideally, the City's land use growth should happen outward from its current base. This will help minimize the cost of utility provisions and police and fire protection. The more development patterns are allowed to "sprawl" and become disjointed from the City core, the greater the cost of providing municipal services.

The **Land Use Plan** depicted in **Exhibit 2** on the following page depicts various types of land uses as the direction for future development for the City. The Land Use Plan makes general recommendations for the location of certain land uses within the City. In some instances, the land use recommendations will overlay existing land uses that are different than what is suggested for future development. This has no impact on the existing property owner and their use of the property. Existing land use is only controlled by current zoning designations. However, in many instances the proposed uses may mean that that the property will have greater value for the proposed use and over time will benefit the property owner.



Land Use Plan
Jonesburg, MO - 2023 Comprehensive Plan Amendment

October 2023 **PGAV PLANNERS** LLC



A Comprehensive Plan and its future land use recommendations is a guide but should not be used rigidly when making decisions for zoning. Development may be proposed that is good for the City in terms of population and economic growth, but the use and location does not comply with the Land Use Plan. This may require rezoning decisions by the Planning and Zoning Commission that may conflict with the Land Use Plan but may have greater benefit to both the property owner and the City. Changing real estate market trends or commercial or industrial development opportunities should not be ignored in making development decisions.

Analysis of development proposals should be thorough and carefully considered. If impacts from the proposed development on adjacent properties or the community in general are minimal or can be mitigated and the project has significant benefits to the City and its residents, then non-compliance with the Land Use Plan should be a secondary consideration. If such decisions are required on a recurring basis, the Land Use Plan should be revisited because real estate market conditions or other factors may have changed.

Land Use Plan Use Descriptions and Intent

The Land Use Plan proposes various uses for areas both within the current City limits and bordering areas. The areas outside the City's current boundaries are those which have the most potential for the land uses indicated and will be the most efficient in terms of providing municipal and other public services. If the City can continue to grow in the future, that growth should occur outward from the community's existing core. Sprawling development always creates added costs not only to the city but the other taxing districts as well. It also negatively impacts a city's ability to act as a "sense of place". The proposed uses depicted on the Land Use Plan are described in the text following the Land Use Plan of Exhibit 2.

Farming/Open Space

Areas designated for this use are proposed to remain in agricultural use or open space for the foreseeable future. These are areas that are currently farmed and, in some instances, have single-family residential buildings and barns or other outbuildings associated with agricultural uses. In other cases, these areas have significant existing tree cover and/or significant drainageways that would have to be accommodated for other land uses. This does not preclude the potential for consideration of other uses if development proposals arise. However, as noted previously, development of these areas further away from the City core will promote sprawl, require greater cost to develop infrastructure, and additional cost to service. Also, this should never be done unless the property is annexed to the City.

Residential

This category is generally intended for development of single-family residential uses but not intended to preclude a variation of use types if a development plan were to propose a

mix of types. These are locations both within and adjacent to the existing City limits and where vacant properties are available for development and older housing could be replaced with newer units.

Residential/Mixed-Type

The areas to the east of the City commercial core and south of the railroad contain vacant tracts of land where mixed types of housing units could be developed. This would provide the City with new housing types such as two-family, attached single-family, multi-family, townhouses, etc. in locations within the core of the City. This isn't intended to preclude mixed housing types being developed in the areas designated Residential. However, the types of units being suggested in this use category are more desirable when located closer to other commercial and service uses.

Long Range Residential

Should the City be successful in generating new residential development in the area immediately north of I-70 and west of Oak Hall Road, the area west of Route E could be appropriate for residential development. However, this should be encouraged only if the adjacent area designated to the east for residential development begins to fill.

Commercial Core

This use is designated for the areas along either side of First Street and mirrors the recommendations of the 2016 Comprehensive Plan. This is the part of the City that has the largest concentration of existing commercial uses and public/semi-public uses. If the City's housing base (and therefore population) can grow, then the demand and market for more commercial uses will grow. This "core" area of the City should be the primary focus for promoting those uses and has the advantage of being close to the I-70 interchange. This may mean that residential uses in this area will need to be redeveloped.

Light Industrial/Commercial

Certain parts of the City already contain a mix of light industrial and commercial uses. The commercial uses in this area are generally not those that routinely serve the everyday needs of the citizens. In these areas industrial uses that generate lesser volumes of truck traffic are also appropriate. West and Old Booneslick Roads serve these areas with access to I-70 in both directions only via First Street. Route Y does provide access to and from westbound I-70 primarily to the areas designated for this land use at the western end of the City.

Industrial

Industrial development is designated to the east on the south side of I-70 where other industrial uses already exist. However, further development in this area will tax the street network because of a likely increase in truck traffic. This area only has access to I-70

though the most developed part of the City via East/Old Booneslick Road and first street. However, this area can also access I-70 at Routes A and B about 4.5 miles to the east since Booneslick Road is a south frontage road to I-70. Therefore, traffic coming from and going to the east can avoid going through the center of the City.

A second area proposed for industrial use is located at the northeast quadrant of the I-70 interchange. This area benefits from access to the interchange without the need to use other City streets.

Recreation

A narrow strip of several properties between West Booneslick Road on the north and the railroad on the south has been designated for recreation purposes. These could be developed as expansion of the park uses the City already has at the eastern end of the area or could be facilities developed by others. The proximity of these parcels to a principal roadway and the railroad makes them unsuitable for residential uses. While smaller commercial or industrial uses might be appropriate for this area, the focus for those uses should be in the other designated areas where traffic through the core of the City will be less of an impact.

Transportation Improvements

The 2016 Comprehensive Plan notes potential needs for various street improvements and suggests that curb and gutter and sidewalk improvements should be required particularly for new residential subdivisions and in commercial areas. However, the Land Use Plan as depicted in this 2023 Comprehensive Plan Update will generate the need for certain road improvements that will be required to support development. These fall into two categories:

- Improvements that will be needed to existing roadways to support added traffic and/or heavier vehicle types, and
- New roadways that will be needed as development occurs.

The Land Use Plan shows the location of these anticipated roadway needs. These improvements may be funded via State and/or Federal grants, nearly all of which will require matching local funds and, in some cases, could be funded by developers or property owners. In most situations, private entities funding these improvements will want reimbursement for these costs. This can be achieved via various State statutory mechanisms which require City approval and/or participation. If adjoining parcels will benefit from the roadway improvements, then they should be asked to contribute.

SECTION 6 – ZONING

As a part of but separate from the development of this Comprehensive Plan Amendment, the City commissioned a review and update of its zoning code. A draft of this document has been created and is under review. The ordinance update provides several improvements. Page 65 of the 2016 Comprehensive Plan makes references to several suggested zoning changes along with suggested changes to the subdivision regulations. A summary of the suggested modifications to the zoning code are outlined below.

- The zoning code switches to a matrix/table approach to listing permitted and conditional uses and expands the list of uses. As a result, each district no longer lists permitted and conditional uses instead referring to a separate section of the code that contains the table.
- Linkages to the North American Industry Classification System (NAICS) would be a determinant for what category a particular use might fit in (i.e., retail, service, or other industry type). This is a definitive way based on standards adopted by the U.S., Canada, and Mexico to answer any question about which broader use category may apply to a particular land use. It can also resolve disputes about whether a use might be permitted. This approach has been adopted by many communities. The NAICS is used by the U.S. Department of Commerce, the IRS, and other Federal and state agencies and has been used in court proceedings as the determinant in land use and zoning disputes.
- Where appropriate graphics are used to depict some development standards.
- A section that provides a code for site and building signage has been added. Per Federal law and U.S. Supreme Court rulings, the provisions are careful not to regulate message content but do set standards for site location, size, and other elements depending on the type of signage.
- Definitions have been updated with new additions in some cases.
- The provisions for permitting mobile homes have been removed and, as a result, mobile homes are no longer permitted.
- The provisions related to Adult Businesses have been updated to reflect recent case law and have been consolidated into a single chapter (620). While technically not a part of the City's zoning code, they are a linked land use and referenced therein.

- As a result of legislation adopted by the Missouri 101st General Assembly changes were made to the zoning code related to the control of home occupations. This legislation resulted in a significant reduction in the degree to which these uses can be controlled by municipalities. The changes now reflect the language adopted by most cities following the action of the Legislature.
- A recommendation of the 2016 Plan document pertained to increasing the restrictions on industrial development that would require:
 - conducting manufacturing and assembly within an enclosed building,
 - appropriate storage of hazardous materials and requiring EPA and MODNR compliance with all operations involving such material, and
 - fencing of all outdoor storage areas and screening of such areas that face streets or other non-industrial areas.

These types of standards are common to most municipal zoning codes and are appropriate considerations for inclusion in the code updates currently under review. Certain uses like the Scrap Mart facility are necessary businesses for recycling materials and helping the environment. However, the outdoor storage aspects of their operations present a very negative view of the community when visible from the major thoroughfares. The same can be true for other types of industrial operations. Compliance with these code requirements will not affect existing business unless they expand existing operations.

While the additions to the zoning code have made it a longer document, an attempt was made to make it easier to use. At the same time, it recognizes that Jonesburg is a city of slightly more than 700 residents, so the new code attempts to be relatively uncomplicated and understandable. A secondary purpose of this update was an intent to include provisions that would help to make the City a more attractive place.

Note that if these provisions are ultimately adopted by the Board of Aldermen, some current properties, uses, and site improvements will become “non-conforming”. This doesn’t mean the existing non-conforming instances need to go away or be made to comply. They become “grandfathered” and only must change if fire, storm, or other such event destroys them or damages them by more than 50% of their market value. Change in ownership does not change this provision unless a new owner wants to use the property for a different use than that which existed at the time of purchase.

It should also be noted that certain other changes to the zoning code and subdivision code that are outlined on page 65 of the 2016 Plan are potential additional suggested improvements that are appropriate.

There is a recommendation for the creation of a mixed-use zoning district that could combine residential and commercial uses into a single-district designation. There are certainly locations within and adjacent to the City where a mixed-use development might be appropriate. Mixed-use development plans and related zoning provisions are typically found in the zoning codes of other communities. Because development of this type varies in terms of the land use components, it would be appropriate to create such a district as if it were a “Planned Development” type of zoning provision. Therefore, “Mixed-Use” districts would not be pre-zoned. Each such development would be the result of a rezoning backed by a site plan showing the uses, buildings, landscaping, parking, and other plan elements. Approval of the rezoning would require that the development be constructed according to that plan.

The addition of a “mixed-use” zoning district was discussed with the Planning and Zoning Commission and the Board of Aldermen and has been added to the proposed revised zoning code in the form of Planned Development regulations. This addition creates a Planned Development – Residential district and Planned Development – Mixed-Use District that can be used for projects that are desirable for the City but may not be able to comply with the conventional regulations. For example, these regulations would allow housing developments to contain different unit types within a single-development and housing to be located within a development that also contains commercial uses.

It should be noted that actions of the Missouri General Assembly before the revised zoning code is adopted may require additional amendments to the Zoning Code beyond those briefly noted above and may not be referenced in this Comprehensive Plan update.

During discussions with staff regarding the zoning code revisions it was noted that certain development requirements that are recommended in the 2016 Plan would need to be implemented via updates to the subdivision regulations. Updating those regulations was not a focus of the efforts associated with the updating of the Comprehensive Plan and the Zoning Code. There are obvious deficiencies in requirements for certain things like sidewalks in commercial and residential areas. Standards for street construction and storm drainage are also not comparable to those of other smaller communities. An example of current subdivision regulations for another community has been provided to City staff for review.

SECTION 7 – GOALS AND OBJECTIVES

The 2016 Comprehensive Plan contains an exhaustive list of what might be called “Goals and Objectives” that begins on page 81 and continues to page 91. A section entitled “Plan Prioritization” on pages 81 and 82 contains a “to do” list of short-term, mid-term, and long-term goals that are still timely and relevant and should be the focus of the City’s planning and development for the future. These are essentially re-adopted for this 2023 Plan Update. As review of these goals should be conducted by both the Planning and Zoning Commission and the Board of Aldermen to identify the degree to which the recommended activities have been initiated, what progress has been made, and what still needs to occur.

The second section of the 2016 Plan that deals with “goals and objectives” is entitled “Plan Implementation and Performance Measures”. This information begins on page 83 and is divided by topic each beginning with and overarching *Goal*:

- *Amenities and Aesthetics*
- *Connectivity*
- *Environment*
- *Government*
- *Inhabitants*
- *Business*
- *Development*
- *Features*
- *Housing*

Each of these items is broken down into three components:

- *Strategy* (the goal or item to be pursued),
- *Assigned To* (the party with primary responsibility for promoting or implementing the Strategy), and
- *Measurable* (the action required to achieve the Strategy)

It is the opinion of this 2023 Plan Update that every one of these goals and the associated strategies are laudable, appropriate, and, in many instances, still valid. However, this is a daunting list for a community of less than 800 people to achieve, even in what is thought to be the 20-year span of a comprehensive plan. A comprehensive plan really has a life span of 10 years at which time an update like the one Jonesburg is undertaking is appropriate. In addition, at least one meeting of the Planning and Zoning Commission and the Board of Aldermen each year should be devoted to reviewing the land use changes and issues that have occurred and what progress has been made toward the goals and objectives.

When thinking about achieving these goals there must be priority given to the costs associated with their achievement and where the money will come from and what programs are available to the City that might supplement these costs. Some of the goals that can be

implemented by seeking State and Federal grants and using State redevelopment statutes to provide financial incentives.

The 2016 Plan contains various Strategies that must be secondary to some primary ones that should be pursued. Achieving some of the primary strategies for a particular goal has the potential to make secondary and tertiary strategies easier to achieve.