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## EXECUTIVE SUMMARY

The City of Grandview has established and maintained public improvements that support a full service community in the southeast Kansas City, Missouri, metropolitan region. A strategic location south of Interstates 435/470 and U.S. 71 Highway has positioned Grandview as a sub-regional center of commerce and industry; and as a “first tier” suburban community (close to Kansas City) comprised of stable neighborhoods. The City has the opportunity to build on its strengths—its investment in urban infrastructure, its commitment to strong residential neighborhoods, the revitalization of commercial centers, its place as an employment center—as it plans for growth. That growth must be planned both as “infill” development and new development in the City’s “growth area” east of the U.S. 71 Highway corridor in southeast Grandview.

### **The Past**

Since the 1960s the City of Grandview has grown into a multi-purpose community within the southeast Kansas City metropolitan area: a residential community and a sub-regional center of employment and commerce. The City grew rapidly in the 1960s and 1970’s and by 1990 had a population of 24,935 people. The Truman Corners Shopping Center at U.S. 71 Highway and Blue Ridge Boulevard long served as a regional draw for shopping and is now being renovated. The City of Grandview has had an image of a “working-class community” which persists to this day in some quarters. In fact, the City has been a balanced community—residential, commercial and industrial—with a mix of races and economic groups. Grandview, in fact, has had a typical growth and settlement pattern for close-in suburban communities.

For example, population trends in Grandview have mirrored trends that are typical in similarly-situated cities such as Belton, Ferguson, Gladstone and Raytown, Missouri; and “first ring” suburban communities in other parts of the metropolitan area, such as Prairie Village, Kansas. These cities are used in the Plan as “control cities” to compare with trends in the City of Grandview (**Ref. Chapter 2, Table 1**). Like these control cities (or “comparison cities”), Grandview has seen recent shifts in population toward greater numbers of minorities and Hispanics.

However, the rate of increase in Grandview has been at a slower pace than in the control cities (**Ref. Chapter 2, Table 2**). For example, minority populations increased at a rate of 109% in Grandview during the 1990s as compared to the control cities that averaged 134% increases during the same decade. As with other cities, Hispanic groups have been the fastest growing in Grandview. During the last decade Hispanic populations grew 115% in Grandview compared to 154% in the control cities.

## **CHAPTER ONE - COMPREHENSIVE PLAN PURPOSE**

### **INTRODUCTION**

The Comprehensive Plan is an official public document adopted by the Planning Commission for the physical development of the community within the City of Grandview, Missouri. The Plan indicates, in general, how the citizens of the community want the City to improve in the next 20 to 30 years. The Comprehensive Plan also is a rational and comprehensive guide for physical development that fosters quality growth, conservation and redevelopment of the City. To implement the Plan, the City of Grandview must follow certain procedures and policies in order to carry out the consensus opinion of its citizens.

### **COMPREHENSIVE PLAN PURPOSE**

The Comprehensive Plan is intended to guide policy and provide recommendations for future actions involving land development and land preservation. The Plan should be recognized and utilized as a flexible document to be interpreted within the broad spectrum of land development possibilities and changing conditions.

The Comprehensive Plan is the nexus and legal framework upon which the zoning ordinance and subdivision ordinance are enacted and amended by the Board of Aldermen upon recommendations from the Planning Commission. These two land use regulatory ordinances shape the locations, type, quality, and comprehensiveness of the physical development of Grandview. While the Plan outlines recommended modifications to current zoning regulations in order to implement its recommendations, it should not be viewed as a zoning document or ordinance.

The Plan continues a process whereby an established community is poised for continued growth, development, and renewal in partnership with residents, business owners and landowners. Its underlying purpose is to preserve and enhance investment by all citizens. It intends not only to provide the foundation for economic growth and stability, but growth in a safe and healthful environment, to nurture future generations that will take pride and invest in the City of Grandview.

Successful development and revitalization in Grandview will be achieved by community leaders and caring and concerned citizens who, while using this Plan as a guideline, adhere to sound judgment, using thoughtful, intelligent, and reasonable observation. That process was clearly demonstrated by the active and positive participation of Grandview residents and community leaders in the development of the long range vision and specific recommendations outlined in this Plan. This process was named “Beyond 2000...A Vision for Grandview.”

Stagnant, dilapidated, and dying cities do not occur by accident. They occur when communities refuse to plan wisely for the long term, when special interests are vocal and pandered to, and when the rights of a few are elevated above those of the community-at-large. The City of Grandview Comprehensive Plan of 2002 forms a visionary, yet achievable basis for planning programs and development guidelines. It is intended to suggest additional areas of study and planning that are essential in moving projects forward to successful completion.

### **Public Benefits**

Since *Village of Euclid vs. Amber Realty Company*, decided in 1926, the U. S. Supreme Court has consistently recognized the legitimate right of government to legislate land use for the protection and promotion of the public welfare. In exercising this right, the government cannot deprive a property owner of all reasonable economic use of his property, nor can it act arbitrarily, using the law to accomplish against an individual property owner what it is otherwise unable or unwilling to do through direct compensation. However, the government has a broad ability to mitigate the public impact of private development and promote the public welfare. This is an authority which has been used to uphold laws mandating historic preservation, wetlands protection, pollution control, zoning, signage restriction, aesthetic regulation, and impact fee and required dedication ordinances. *Euclid* is still the law today. The government cannot single out individual property owners, nor can it act in an arbitrary manner. The ends must justify the means.

The public also has a right to expect that the public benefits of non-development, or of development with conditions, may often outweigh individual economic interests. Preservation of historic structures, or natural resources and habitats such as forests, riverfronts, and wetlands, may supersede an individual or corporate interest in their destruction. Inclusion of landscaping, lighting, drainage, buffering, sidewalks, and public spaces may be necessary to ameliorate the public impact of a specific development proposal. The public also has a right to expect that development decisions will withstand the test of time. Will the development serve not only present but also future public needs?

### **Civic Responsibility**

Civic responsibility is also critical to the strength of community. Citizens who spend hours of their free time trying to make their community a better place to live view themselves as part of a whole. They understand that their neighborhood will survive only with their participation. And they know that participation cannot be left to others. At the same time they recognize that the well-being of the community is in their individual interest.

Strength builds from the bottom up. Where there is a sense of responsibility towards the neighborhood, there is a sense of responsibility toward the larger community. Communities cannot be strong without strong neighborhoods. The goals and objectives of the Plan in Chapter

4 reflect the civic responsibility expressed by the elected appointed officials, staff and the public-at-large.

## **ZONING ORDINANCE**

The zoning ordinance is a law enacted and amended from time to time for implementing the Comprehensive Plan. It delineates the boundaries for land use districts which regulate:

- land development and use;
- density of population;
- lot coverage; and
- bulk of structures.

The purpose of the zoning ordinance is to:

- protect and promote the public health, safety, convenience, comfort and general welfare of the City; and
- facilitate the adequate provision of transportation, water, sewage service, schools, parks, and other requirements;
- encourage appropriate uses of land;
- maintain and stabilize the value of property;
- reduce fire hazards and improve public safety and safeguard the public health;
- decrease traffic congestion and its accompanying hazards;
- prevent undue concentration of population and over crowding of land;
- create a comprehensive and stable pattern of land uses upon which to plan for transportation, water supply, sewerage, schools, parks, public utilities, and other facilities;
- to provide adequate light and air.

## **SUBDIVISION ORDINANCE**

The Subdivision ordinance is a law enacted and amended, from time to time by the Board of Aldermen to implement the Comprehensive Plan. The subdivision ordinance provides standards for the division of land for the purpose of development or redevelopment.

The general purposes of the subdivision ordinance are to:

- provide for the orderly growth and harmonious development of the City;
- protect and promote the public health, safety, convenience, comfort and general welfare;
- guide the future growth and development;
- provide minimum standards for the proper location and width of streets, roads, building lines, open space and recreation and to avoid congestion of population;

# THE CITY OF GRANDVIEW, MISSOURI – COMPREHENSIVE PLAN

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## *Chapter One – Comprehensive Plan Purpose*

- protect and conserve the value of land, buildings and improvements and to minimize conflicts among the uses of land and buildings;
- establish reasonable standards of design for subdivision in order to further the orderly layout and use of land;
- insure that public facilities, including roads, water, sewer and drainage facilities, are adequate to serve the needs of proposed subdivisions.

## **IMPLEMENTATION BODIES**

### **Role of the Planning Commission**

The Planning Commission is an advisory body of appointed Grandview Citizens with a paid professional staff. Recommendations at the Commission are forwarded to the Board of Aldermen following technical reviews and the holding of public hearings.

1. Adopt Comprehensive Plan for the physical development conservation and redevelopment of the City of Grandview. The following are the steps involved in adopting or amending the Comprehensive Plan.
  - Before adopting or amending the Comprehensive Plan, the Commission holds a public hearing.
  - After Plan adoption or amendment, the Commission certifies a copy of the resolution adopting or amending the Plan to the Board of Aldermen and City Clerk.
  - Record a copy of the resolution adopting or amending the Comprehensive Plan in the Office of the County Recorder of Deeds.
2. Advisory Body to the Board of Aldermen regarding ordinances involving land development and redevelopment.
  - Hold public hearings to obtain public opinion regarding each application for proposed zoning district map amendment, conditional use permit, zoning text amendment, street or alley vacation, subdivisions, or amendments to the Future Land Use and Transportation Plan.
  - Make recommendations to the Board of Aldermen on each land use decision over which it has authority.
3. Approve or disapprove both preliminary plats and final plats.

**Role of the Board of Aldermen**

1. Enact and amend the zoning ordinance and zoning district map after considering the Planning Commission’s recommendation.
2. Enact and amend the subdivision regulations after considering the Planning Commission’s recommendation.
3. Accept or reject dedications of easements, rights-of-way and public lands on subdivision final plats after having been approved and recommended by the Planning Commission.
4. Approve plans for construction of public improvements.
5. Approve financial guarantees or financing mechanisms to ensure construction of all public improvements within subdivision plats.

**Role of the Zoning Board of Adjustment**

The Zoning Board of Adjustment is empowered with the task of protecting the property owner from zoning ordinance regulations that on their face may be valid, but which, when applied to a particular property, may result in an “unnecessary hardship.” Unlike the Planning Commission, which serves mainly as a recommending body to the Board of Aldermen, the Zoning Board of Adjustment has the “final say” in the appeals it rules on so that the spirit of the zoning ordinance is observed and substantial justice is done. The Board functions in the following ways:

1. The Zoning Board of Adjustment is a quasi-judicial body rather than a recommending or legislative body.
2. The Zoning Board of Adjustment’s role is limited to three types of tasks:
  - Appeals of an administrative decision or interpretation where there is an ambiguous provision or an alleged error in the administration of the zoning regulations;
  - Applications for variances related to alleged unnecessary hardship; and
  - Other matters referred to it by the City zoning ordinance, as allowed by state statute.
3. The Zoning Board of Adjustment is not involved in the administration of the zoning regulations.

**The Basis of Decision-Making**

As with other police powers, the administration of zoning and subdivision regulations is subject to certain legal limitations. One of the most important limitations requires that zoning and subdivision regulations not be applied in an "arbitrary or capricious" manner. Decisions regarding zoning and subdivision issues cannot be based upon or arrived at through an exercise of will or by caprice, without consideration or adjustment based upon principles, circumstances, or policies related to the public health, safety, and welfare of the City of Grandview.

**Appendix A** of this report provides ethical principles and codes of conduct for all appointed and elected officials.

### The Present

As of the 2000 Census the population of Grandview is 24,881, which is about the same as in 1980 and 1990. By comparison, the populations of the control cities—when not adding large territory through annexation—stayed relative static, as well.

**Race and Ethnicity**—Today Grandview is similar to the Jackson County population in race and ethnic mix, where the City is 37.8% minority and Jackson County is 28.1% minority (**Ref. Chapter 2, Table 2**). As Grandview becomes more and more a mix of races and ethnic groups, it mirrors trends in the U.S. population as a whole.

**Age**—In 2000, Grandview’s population had more middle age residents than a decade before and fewer elderly residents over age 65 (**Ref. Chapter 2, Figure 4**). The City mirrors Jackson County almost precisely in age distribution as of the 2000 Census as indicated in the population pyramid (**Chapter 2, Figure 4**). Compared to the United States population in general, the City of Grandview has relatively high percentages of young people and young adults and relatively fewer elderly (9.10% elderly in Grandview compared to 12.5 % elderly in the U.S.).

**Income**—The income of Grandview residents is relatively high compared to the region. The median income of Grandview households in 1998 was \$42,897 compared to \$34,544 in Jackson County and \$42,358 in the Kansas City metropolitan area. Compared to the region and the control cities, Grandview incomes were relatively high in the 1990 Census as well:

- Grandview average household income – \$37,667;
- Control Cities - \$29,548;
- Jackson County - \$34,129; and
- Missouri - \$33,442 (**Ref Table 10, Chapter 2**)

The per capita income in the 1990 Census was:

- Grandview - \$14,050;
- Control Cities - \$11,761;
- Jackson County - \$13,593; and
- Missouri - \$12,818. (**Ref Table 7, Chapter 2**)

As in the past, Grandview today is a working-class community . . . and **a lot more**.

**Housing**—In 2000, the vacancy rate in Grandview housing was 6.18% compared to 10.03% in 1990. Fewer vacancies indicate more stability in neighborhoods. Owner-occupied housing in Grandview is higher today, as well—another sign of stability. The 2000 Census showed owner-occupancy rates of 57.3% compared to 56.0% in the 1990 Census. This increase in owner-occupancy mirrors county and state trends during the past decade (**Ref. Chapter 2, Table 8**).

**Commerce**—Concerning the retail market in Grandview, the area can absorb new development based upon a regional analysis and comparison with similarly situated cities. The projected demand in Grandview indicates four retail sales categories where there are opportunities for development:

- Food and grocery stores;
- Eating and drinking places;
- Clothing and clothing accessory stores; and
- Miscellaneous retail stores (**Ref. Table 14, Chapter 2**).

In particular there is an opportunity for development of eating and drinking establishments in Downtown Grandview, as this type of activity compliments the built environment.

**Land Use and Growth**—Concerning public services, the City of Grandview is equipped to serve its growth area in the southeast portion of the city with water and sewer and related public improvements (**Ref. Chapter 3**). Non-residential construction has remained relatively steady over the past decade with levels of construction increasing in the late 1990s (**Ref. Chapter 3, Figures 10-12**). Residential construction has remained relatively steady during the past decade, as well.

### The Future

The Comprehensive Plan calls for the City to manage growth in southeast Grandview to achieve policy objectives: high quality, planned residential and commercial districts served by urban infrastructure. At the same time the City must promote the tandem interest: infill development and revitalization of existing urban areas. A “Planning Charrette” and Workshops were conducted during the planning process, which emphasized the need to strategize locally to plan for both development and redevelopment. The Plan establishes goals and objectives in six critical areas that must be advanced by many groups and not just the City government:

- *Business Development and Retention*
- *Transportation System Maintenance and Enhancement*
- *Housing Development, Neighborhood Stabilization and Preservation*
- *Provision of Public Services and Utilities to Meet Current and Future Needs*
- *Creating Quality Places*
- *Utilization and Preservation of Natural Resources* (**Ref. Chapter 4**).

The Plan identifies “Opportunity Areas” where unique planning strategies apply to residential, commercial and industrial development (**Ref. Chapter 5**). Creating quality places in Grandview is a key objective of the Plan, as articulated in Chapter 5.

## *Executive Summary*

The Major Thoroughfare Plan element (**Ref. Chapter 6**) includes standards for corner clearance, drive and intersection spacing and frontage road enhancement. A key “objective” of the Plan is to establish a formal Capital Improvements Program (CIP) that ranks projects in phases for a five-year period into the future (**Ref. Chapter 7 and Appendix B**). Neighborhood revitalization is important; again, the balance between what is here and what is being developed. Incentive programs and increased enforcement of codes are called for in the Plan. Strengthening business districts while accommodating commercial development along established commercial corridors such as Blue Ridge Boulevard, and the U.S. 71 and 150 Highway corridors, among others is a major challenge for Grandview. Also, downtown revitalization along Main Street is a major objective of the Plan, supported by design guidelines—not only for Downtown, but for other commercial and industrial “Overlay Districts” (**Ref. Appendix C**).

Implementation of the plan is critical. Grandview must plan the financing of growth so that public resources can support the “dual” infrastructure demands and opportunities: maintaining what is here now, while extending services in response to growth. Financing programs and incentives are summarized (**Ref. Appendix E**).

In summation, the Plan calls for cooperation and strategic investment by the City and public/private partners within the City of Grandview in relation to its key position within the Kansas City metropolitan region. It is the product of community input throughout the 18-month process (**Ref. Chapter 4**), including the 6-month visioning process that included scores of Grandview residents, land owners and business leaders (**Ref. Appendix D**).