

Suggested Introductory Educational Topics for the Infrastructure Task Force

1. What is infrastructure?
 - A. General
 - B. Types of infrastructure (transportation system, water system, sanitary sewer system, stormwater system, parks and open spaces, fire structures and large capital equipment, police stations and jails, library, electric system, other municipal buildings, school system, etc.)
2. Definitions of terms
 - A. On-site and off-site
 - B. Level of Service (LOS)
 - a. general
 - b. how measured
 - c. capacity and reserve capacity
 - C. Financial terms of importance
 - a. capital (major and minor) and operating expenses
 - b. types of taxes
 - c. types of bonds used to finance infrastructure
 - d. performance bonds
 - e. special benefit districts
 - f. development fees, excise taxes, and their ilk
 - g. impact fees
 - h. exactions
 - i. special assessments, tax billing, and liens
 - j. system buy-in versus paying for incremental costs
3. How does development occur?
 - A. Outline of the process from inception to completion.
 - B. What and where are the risks and costs of development?
4. What causes a need for infrastructure?
 - A. New development
 - B. Increased used by current residents, etc.
 - C. Replacement or major overhaul of existing infrastructure
5. How much does infrastructure cost?
 - A. General
 - B. Breakdown for different types of development-on-site and off-site/lot
 - a. residential
 - b. retail
 - c. office
 - d. industrial
 - e. other
6. How is infrastructure financed in Columbia?
7. How can infrastructure be financed in Missouri?
8. How do other communities finance infrastructure?
 - A. Missouri communities
 - B. Other communities
9. How can the costs of infrastructure be minimized?
10. Special topics

- A. Efficiently measuring and matching benefits and costs
 - B. How to deal with the distance of new development from the central city for connected services such as roads, water lines, and sewer lines in particular, but other types of infrastructure as well to a lesser degree, e.g. branch facilities.
 - C. How to keep housing costs affordable to low and moderate income families.
 - D. Encourage infill development.
 - E. Should we manage growth? If so, how?
 - F. How do we finance the maintenance of infrastructure?
 - G. How do we want our infrastructure to look?
11. Philosophies of allocating costs of infrastructure to member groups of the community
- A. The community at large
 - B. Proportionately to those who benefit
 - a. credits for other payments
 - C. A mix of A and B
 - D. Failure to provide for needed infrastructure will result in reduced LOS.
 - F. Caveat: Under normal circumstances developers/builders will not absorb their costs; they will pass them on with mark-ups to the end users. If, with an efficient methodology, they can't make a profit commensurate with their risks, they will fail. If too many of them fail, the community will suffer. The use of some financial instruments that transfer the costs directly to the end user can reduce the final cost by reducing interest costs and removing middlemen mark-ups.

DRAFT MATERIAL FOR NEIGHBORHOODS SUB-TOPIC GROUP OF DEVELOPMENT GROUP (Revised 7/18/07)

Goal: Columbians will live in well-maintained, environmentally sound neighborhoods that include a range of housing options and prices; that are within walking distance of amenities such as schools, places of worship, shopping and recreation facilities; and that are supported by citywide bicycle, pedestrian, and transit systems.

Strategy 1: Use the City's development planning process to promote socio-economically diverse, mixed-use neighborhoods that are supported by citywide bicycle, pedestrian, and transit systems to reduce the need for automobile commuting.

Action 1: The City Council will treat Chapter 4 of the *Metro 2020* report as the City's *master plan for residential development and adjacent commercial development*, and will instruct the City staff to *make the policies expressed there a functional reality*.¹

Action 2: In order to visualize how a proposed development fits into the broader "neighborhood district," the City planning department will include the "sketch planning" procedure described in Section 2.4 of *Metro 2020* at every stage of the approval process, beginning with the concept review.²

Action 3: The 13 policies of neighborhood development set out in section 4.4 of *Metro 2020* will become an official rating scale³ for all proposed residential developments and commercial developments adjacent to residential areas. Beginning with the concept review, a member of the City staff will be charged with numerically rating the proposed development on its success in furthering each of the policies. The assigned staff member will also write a brief note explaining each numerical rating. The ratings and explanatory notes will be reviewed (and altered if appropriate) at each subsequent stage of the planning process, and will be made available both to the developer and the public. A citizen planner⁴ will also be present to offer an independent, unofficial rating.

Action 4: The City Council and the planning department will use the official rating system described in Action 3 to determine how to allocate discretionary resources that benefit developers (e.g., highly ranked development proposals would stand at the head of the line for any publicly funded infrastructure support).

¹ The Council's February 5, 2001, resolution "adopting" *Metro 2020* included language to limit its effect: "The Plan ... does not limit the City Council's discretion in enacting land use regulations." Our conversations with city staff convince us that the report has little if any practical effect on decision making. Our conversations with fellow citizens indicate that the City's sidetracking of *Metro 2020* undermined confidence in the City's responsiveness to citizen input. Although City staff need flexibility in their planning work, this flexibility should not include the freedom to ignore citizen input that the City solicits and nominally accepts. The content of Chapter 4, which has now been endorsed in two rounds of citizen planning, needs to be built into the City's planning process in concrete, compulsory ways.

² We note with curiosity that Section 2.4 of *Metro 2020* praises this planning process and then states that it should not be required. Our intent is that it should be required.

³ See example attached.

⁴ Such citizen planners might be chosen by an accountability committee that grows out of the Visioning process, or by a coalition of neighborhood associations, or by a single neighborhood association. It is important that citizen planners be a bona fide representative of the public with no financial interest in the proposed development and that they circulate their independent findings to the public.

Action 5: As soon as possible, the City Council will revise the Columbia zoning ordinances with an eye toward encouraging development along the lines outlined in Chapter 4 of Metro 2020. Meanwhile, the Council will use such tools as Planned Unit Developments and form-based zoning overlays to compensate for the weaknesses of the present zoning ordinances in promoting diverse, mixed-use, and environmentally sustainable neighborhoods.

Action 6: The City will encourage the formation of a coalition of neighborhood associations in the city and on its fringe. This coalition could serve as a focal point for the dissemination of information and could also send a designated representative (a "citizen planner") to planning functions like the ones envisioned in Action 3.⁵

Strategy 2: Strengthen enforcement of ordinances that contribute to environmental soundness and sustainability, and those that safeguard neighborhoods against physical decay.

Action 7: The City will assign a staff member to receive and follow up on all pertinent citizen complaints (nuisance property, building code, and health code violations, for instance) from all neighborhoods. Citizens will have one phone number to call with such complaints; they will not have to shop through the city bureaucracy to find the department that can respond to their concern.

Action 8: The City will strengthen community policing by making beat officers liaisons to the City staff member mentioned in Action 7. Citizens will know that when they lodge a complaint about neighborhood conditions with their beat officer, it will certainly reach the proper authorities.

Action 9: The City will instruct police and other officials to initiate action on ordinance violations where they judge action to be important to the well being of the neighborhood. The City will correct public's perception that violations of ordinances will be tolerated unless there is a complaint filed.

Strategy 3: In neighborhoods where the quality of housing is declining because owners lack incentives or resources to maintain their property, direct community resources to encourage maintenance and rehabilitation.

Action 10: To whatever extent the City itself becomes involved in offering economic incentives for affordable housing, it will make the rehabilitation of existing neighborhoods a higher priority than the building of new neighborhoods.⁶

⁵ It may be that the larger Visioning Committee will suggest other mechanisms for citizen input and oversight. We recognize the problem created for City staff of having too many spokespeople from too many different groups involved in planning processes, and encourage the Visioning Committee to develop an economical, focused system.

⁶ The Neighborhoods sub-group notes a recent proposal to the city to subsidize the building of new houses in the \$125,000-\$150,000 price range because in this middle-income range demand exceeds supply. Historically, it seems to us, the free market has always found a way to supply new homes to middle-income Americans; it has not done so well in providing funds to protect existing neighborhoods from decay. Given a choice, we urge the City to concentrate resources first on the rehabilitation of deteriorating older housing, giving the market time to respond on its own to the need for new middle-income housing.

Neighborhood Policies (from Metro 2020 report, section 4.4)

Rating (Excellent=5; Poor=1) and comment. Attach additional sheets as necessary.

1. Neighborhood streets and sidewalks are the networks that connect subdivisions to form neighborhoods and should not be used to form barriers between one area and another. Streets with sidewalks should connect residential subdivisions.
2. Promote the inclusion of amenities as focal points.
3. Encourage a diversity of housing types to promote affordable housing.
4. Protect existing neighborhoods from the intrusion of incompatible land uses and assure that all new residential development maintains a consistent level of housing and neighborhood integrity.
5. Encourage the use of noncontinuous streets to avoid speeding and cut-through traffic in subdivisions and neighborhoods. Long, uninterrupted local streets are discouraged.
6. Promote a choice of neighborhood for both homeowners and renters by encouraging a mix of housing unit types. Appropriate housing types include:
 - Single-family houses - large and small lot
 - Duplexes
 - Townhouses (single-family attached)
 - Multi-family housing.
7. The desired minimum density for all new residential uses within the Neighborhood District is two units/acre.
8. Provide the opportunity for including neighborhood commons without significantly altering the character of the neighborhood, attracting additional traffic from outside the neighborhood(s) served, or creating the demand for additional commercial zoning. These commons should have the following characteristics:
 - Residents should be able to access the center from a collector or local street without having to travel on an arterial street
 - Pedestrian oriented
 - Contain an appropriate mix of uses; retail, office, and residential
 - Provide a central feature or gathering place for the public.
9. To promote walkability and convenience within neighborhoods encourage street connections. Cul-de-sac streets are appropriate in areas with difficult topography or when used to minimize the environmental impacts on floodplains and wetlands.
10. Provide sidewalks and/or pedestrian connectors if the block length in a subdivision or neighborhood is greater than 800 feet. Access to parks and trails should be provided from adjacent subdivisions.
11. Provide a choice of housing types that support choice of school and that allow people to live close to work.
12. Provide for neighborhood services, day care, health care, dry cleaning, and shopping.
13. Provide for the use of flexible development regulations to balance overall dwelling unit/acre density, achieve a mix of dwelling unit types, and to preserve open space and tree cover.

General Metrics:

- 1) An increasing number of Columbians will report that they live in harmonious neighborhoods that include people with differing backgrounds and differing levels of income. [requires annual or bi-annual survey]
- 2) An increasing number of Columbians will report that if they needed milk and bread, they could walk safely and conveniently to a store to buy them and return home within half an hour. [survey]
- 3) An increasing number of Columbians will report that in the week before they were surveyed, they had used non-motorized transport to run an errand or meet a friend. [survey]
- 4) The number of rides on city buses will increase faster (proportionally) than the population of the city increases. [available from City sources]

Metrics attached to particular Actions:

- Regarding Action 3: The correlation between rankings by city staff and designated citizen planners will increase over time. [report by citizen planners, registered with city staff]
- Regarding Action 4: The correlation between City staff rankings and allocation of city resources will increase over time. [report by City staff]
- Regarding Action 6: Over time, the coalition of neighborhood associations will respond to an increasing number of invitations to comment on development or infrastructure plans. [report of coalition, registered with city staff]
- Regarding Action 9: Over time, the proportion of regulatory interventions initiated by citizen complaints (as opposed to City initiative) will decrease. [report by City staff]
- Regarding Action 10: Incentive funds (from public sources or public/private partnerships) spent on rehabilitation of existing homes and neighborhoods will increase relative to incentive funds that encourage new building. [report by City staff]

Topic: Development

Subtopic: Plan and Manage Growth

Priority Strategy: Inventory Natural and Cultural Resources

1. Natural Resources

a. Who should be involved and their roles - who should play lead role:

The City's Planning and Development Department should be involved and in all likelihood play the lead role, mainly because of its planning responsibilities, the fact that it has staff, and because it recently completed an aerial photographic survey of the Columbia area. <http://www.gocolumbiamo.com/Planning/index.php> - John Fleck - 874-7659

Other key players, all of whom need to be consulted (in other words, their roles would be as advisers/participants) during the natural resources inventory process:

- ◆ Elected city, county, and state officials who are in a position to change laws governing land use
- ◆ Greenbelt Land Trust of Mid-Missouri: greenbelt.missouri.org - P.O. Box 144, Columbia, MO 65205, 442-4789 - greenbelt.land.trust@gmail.com - Fred Young, President, and Tom Vernon, who has a natural resources map
- ◆ Sierra Club Osage Chapter: <http://missouri.sierraclub.org/osage/index.htm> - P.O. Box 534, Columbia, MO 65205-0534 - Therese Folsom - 256-7955 terese.folsom@sierraclub.org
- ◆ The development, real estate, banking, and broader business community through the Chamber of Commerce, the Central Missouri Development Council, Board of Realtors, a banking association, REDI, and other entities
- ◆ State parks in Boone County:
<http://www.mostateparks.com/fingerlakes.htm>
<http://www.mostateparks.com/jewellcem.htm>
<http://www.mostateparks.com/rockbridge.htm>
- ◆ Columbia Parks and Recreation Department:
http://www.gocolumbiamo.com/ParksandRec/Parks/MKT_Trail/
http://www.gocolumbiamo.com/ParksandRec/Parks_and_Facilities/
- ◆ Boone County watersheds map:
<http://www.showmeboone.com/PB/Watershed/Maps.asp>
- ◆ Bonne Femme watershed project: <http://www.cavewatershed.org/>

- ◆ Scenic Missouri: <http://www.scenicmissouri.org> - three of the nine board members are from Columbia (Darwin Hindman, Karl Kruse, and William Least Heat-Moon) - work focused in four areas: billboards, scenic byways, research, and community appearance
- ◆ MU Center for Agriculture, Resource, and Environmental Systems (CARES) - <http://cares.missouri.edu/about/index.html> and <http://ims.missouri.edu/moims/step1.aoi/countylist.asp> - extensive computer-based mapping resources - Dr. Chris Fulcher, 882-6534, fulcher@missouri.edu

b. Action steps that should be taken to help position this strategy for implementation

- City to convene meeting(s) of key players and other interested parties
- Seek consensus on definitions of natural resources
- Develop inventories by type, value, etc.
- Seek consensus on process for deciding when and how to protect various such resources during the development process

c. What should be done first in order to jumpstart implementation efforts? If possible, indicate who should take the lead in jumpstarting implementation.

City could convene an initial meeting of key players and other interested parties, preparing and publishing an agenda in advance based on recommendations from the visioning group.

d. Measuring success - indicators and/or significant benchmarks that could be used to help measure progress in implementing the strategy

Benchmarks would be indicators of consensus as described above.

2. Cultural Resources

The City's Historic Preservation Commission should of course be involved and in all likelihood play the lead role. It is staffed through the Planning and Development Department - Scott Hansen 874-7437. Columbia's ordinance on historic preservation: <http://www.gocolumbiamo.com/Council/Columbia Code of Ordinances/Chapter 29/21.4.html>.

Other key players, all of whom need to be consulted (in other words, their roles would be as advisers/participants) during the cultural resources inventory process:

- ◆ Boone County Historical Society: <http://members.socket.net/~bchs/> - 443-8936, Deborah Thompson - bchs@socket.net - The Society apparently has a map and a list of sites it considers particularly important. Boone County sites on the National

Registry of Historic Places are listed at
<http://www.dnr.mo.gov/shpo/Boone.htm>

- ◆ MU Museum of Anthropology: <http://anthromuseum.missouri.edu/> - Dan Glover, 882-3764 - gloverd@missouri.edu. There are as many as 1300 archeological sites in Boone County, some very small, and a number of Indian burial grounds. The locations of the burial grounds are not made available to the public to prevent desecration. The State Historical Preservation office - <http://www.dnr.mo.gov/shpo/> - Judith Deel, archeologist, 573-751-7862, judith.deel@dnr.mo.gov - Apparently only when federal funds are involved is there a requirement to consider archeological factors before earth moving; however, cities may be able to impose such a requirement.
- ◆ MU Center for Agriculture, Resource, and Environmental Systems (CARES) - <http://cares.missouri.edu/about/index.html> and <http://ims.missouri.edu/moims/step1.aoi/countylist.asp> - extensive computer-based mapping resources - maps include those showing cultural resources - Dr. Chris Fulcher, 882-6534, fulcher@missouri.edu
- ◆ Educational resources: MU, Stephens, and Columbia College - and other educational institutions in the community - are themselves historical and cultural resources. However, at this point I do not have a recommendation for particular representatives of these institutions to involve in discussions about inventorying cultural resources.
- ◆ Faith community resources: a list of these cultural resources is apparently available through the Interfaith Council, but to date I haven't been able to obtain the list.
- ◆ The African-American community - Wynna Faye Elbert, 443-3952. Apparently the major historical sites in the part of the community is directly identified as African-American are already on historic preservation lists. Some other sites of historical/cultural significance, however, might include the Miles Manor neighborhood, and businesses including the Warren Funeral Chapel, Mary Smith's Beauty Salon, and others. Other potential sources of information about African-American community cultural resources could include, among others, the NAACP and the Boone County Community Partnership.
- ◆ United Way - the services provided by United Way agencies are cultural resources in the sense that they are essential to many in our community, and therefore access to these resources needs to be taken into account as development proceeds. United Way staff could represent these resources.
- ◆ Other cultural resources would include cemeteries, some healthcare facilities, museums and galleries, entertainment venues, and the like.

NOTE: The City's Office of Cultural Affairs (<http://www.gocolumbiamo.com/Arts/>) focuses mainly on the arts, and the City's Office of Community Services - 874-7488 - Nanette Ward 874-7487. She said her office doesn't have a list.

b. Action steps that should be taken to help position this strategy for implementation

- City to convene meeting(s) of key players and other interested parties
- Seek consensus on definitions of cultural resources
- Develop inventories by type, value, etc.
- Seek consensus on process for deciding when and how to protect various such resources during the development process

c. What should be done first in order to jumpstart implementation efforts? If possible, indicate who should take the lead in jumpstarting implementation

City could convene an initial meeting of key players and other interested parties, preparing and publishing an agenda in advance based on recommendations from the visioning group.

d. Measuring Success - indicators and/or significant benchmarks that could be used to help measure progress in implementing the strategy

Benchmarks would be indicators of consensus as described above.

There are numerous resources outside Columbia that could be called upon to help with these inventories. Here are a couple of possibilities:

Smart Growth Online: <http://www.smartgrowth.org/default.asp>

SANDAG is San Diego's "Regional Growth Agency":
<http://www.sandag.org/index.asp?classid=12&fuseaction=home.classhome>

Topic: Development

Subtopic: Plan and Manage Growth

Priority Strategy: Implement a growth management plan that incorporates form based zoning

1a. Who should be involved and what are their potential roles?

- City of Columbia Planning Department
 - Help create task force
 - Provide resources to writing zoning codes
- Urban Land Institute
 - www.uli.org
 - Great resource to research what has been successful and accepted around the country
- “Smart Code & Manual”
 - Published by New Urban Publications, Inc.
 - Available through www.uli.org
 - All the information you could need on what is involved with form based zoning and how to write and implement a new ordinance
 - Great examples of the elements of this new zoning
- Central Missouri Development Council
 - www.centralmissouridevelopmentcouncil.com
 - Essential in bringing the development community to the table, which needs to be done in order for this zoning to be successful
- American Planning Association
 - www.planning.org
 - Help with drafting the code
- Columbia Board of Realtors
 - www.cbormls.com
 - Necessary to bring development community to the table
- Columbia Home Builders Association
 - Necessary to bring the development community to the table
- Local architects, engineers, and contractors
 - Good resource to establish problems with the current zoning and ideas to create acceptance for a new code
 - Knowledgeable to the financial effects of different restrictions and ideas

1b. Who should take the lead role in implementing this strategy?

The City of Columbia Planning Department should head up an initiative to put together a task force of effected groups and individuals to discuss the best way to proceed.

2a. Action Steps

- City should arrange a meeting with effected groups and parties of interest (maybe multiple meetings to help separate fact from emotion)
- Newspaper ads to inform the public about form based codes
- City's Planning Department web site can include a FAQ section about form based zoning
- Research the different elements involved with form based codes and make this list available to the public
- Discuss incentives to encourage the use of the form based code, including expedited review of a plan, reduced fees, or others
- Conduct a charrette, which is a series of interactive working meetings where design ideas are discussed and actual designs reviewed.

2b. What should be done to jumpstart implementation efforts?

City should distribute informational flyer on form based code to the public prior to holding the first public meeting so that the effected parties are aware of what is being discussed. Once this is prepared, an initial meeting should be set up so that the information does not become stale.

3. Measuring Success

- Survey developers and neighbors after going through rezoning or planning process to determine each group's satisfaction with the new code
- Planning department should implement a consolidated review committee and design and development center to ensure the quality of planning and design is upheld
- Compare the number of re-zonings requested each year to the new code