



LAND USE – PLANNING & ZONING

The Plan



Herculaneum is a special place valued by both its residents and the surrounding community. For local residents, Herculaneum has a special ambience and lifestyle. For the broader community, it provides a tangible link to the region's history.

The Master Plan is an initiative of the Herculaneum community and they have been closely involved with its preparation. The community was primarily concerned that suburban development in surrounding communities would become a problem for Herculaneum; therefore, the community decided to develop established principles to protect its distinctive qualities.

The Plan achieves this by controlling future development, and providing a set of development control guidelines that respond to the natural and cultural identity of the area. The planning framework set by this Master Plan will help ensure that pressure for change does not diminish Herculaneum's social and environmental qualities. Protection of the town character is not only important to Herculaneum residents but to the entire regional community. The Plan will ensure that all residents continue to have the opportunity to enjoy Herculaneum's history and rural ambience that dates back almost 200 years.

The purpose of the Master Plan is to identify the significance and uniqueness of the City. It establishes strategic directions and identifies boundaries and buffers to protect the City and its surroundings from inappropriate development, which may affect the heritage value, cultural landscape and visual setting of Herculaneum in the future.

The Master Plan recommends guidelines for short and long-term development and informs the community of the intentions for the area of the City and its immediate surroundings. It is based on analysis of the existing situation, available data and a synthesis of community views. The recommended planning approach balances community expectations with government capability and policy.

The Master Plan is a guiding document more than a picture in time. It is based on a series of guiding principles, selected policies and specific recommendations that reflect community preferences and sound planning criteria. This format will allow detailed elements to evolve through time as conditions change, new perspectives are developed and new players enter the City arena.

To ensure the common good of the City, a number of general principles were utilized in the development of the Master Plan. These are:

- maintaining and improving the natural environment,
- preserving and enhancing single-family residential areas,
- improving and promoting mobility, both within the City and the surrounding region,
- providing for continued growth potential directed to specific and adequate areas of the community,
- identifying areas and actions to accomplish the City's sustainability and development goals.

The Herculaneum Master Plan establishes the following important principles that will protect the essential character of the future City:

Buffers

Herculaneum is valued because it is a small urban area set within a rural landscape. The surrounding rural landscape defines Herculaneum as much as its historic pattern and urban setting. Buffers to ensure maintenance of views both out of and into the City are important to preserve this rural landscape setting.

Boundaries



Herculaneum is bounded to the east by the Mississippi River, to the north by the City of Pevely, to the south the Cities of Festus and Crystal City. Undeveloped and non-annexed land is to the west, which represents the only possible direction in which the City can grow.

Land Use

The residential and commercial areas, as designated by the City, should be updated in light of recent land acquisitions and environmental considerations.

Conservation

Herculaneum boasts several historically significant features, such as: the Shot Tower, Dunklin’s Grave site, and its unique riverfront access. The community plan will take advantage of these features to draw business and tourism dollars into the City.



Land Use



Goal:

To provide for orderly growth and efficient use of land that promotes a preferred, integrated pattern of community development.

Objectives:

- To provide for a mixture and variety of land uses in appropriate locations throughout the community.
- To provide for a mixture and diversity of housing types.
- To promote quality industrial growth and development within the City.
- To identify and set aside prime land areas for future quality industrial growth and development.
- To promote the neighborhood concept as a component of the community.
- To create stable, attractive, safe residential neighborhoods which contain a range of supportive commercial, institutional, and public facilities.
- To develop criteria for pro-active annexation of land adjacent to the urban corporate boundaries of the City.

- To modify and update Zoning Ordinance regulations and development policies as a means to assist with the advancement of the Land Use Plan.
- To create stable and functional commercial centers and districts based on site suitability and compatibility with adjacent land uses.
- To provide for the appropriate location and distribution of public facilities, particularly parks and green-space throughout the community.
- To promote rehabilitation and improvement of the living environment in older neighborhoods and areas characterized by conflicting patterns of land use.
- To promote land use activities appropriate to the features and characteristics of the natural landscape.
- To support and promote consistency and compatibility between a Land Use Plan and zoning district classifications.
- To correlate land use activities with the appropriate street and roadway classifications to ensure a proper balance and relationship with street and roadway function and adjacent land use.
- To provide for adequate transitioning and buffering between residential uses and industrial and commercial uses.
- To correlate land use activities with designated truck routes.
- To encourage in-fill type development to conserve infrastructure costs.
- To promote growth in areas adjacent to existing urban development so that public services and facilities may be provided efficiently and economically.
- To recognize the significance of a central commercial district and the influence of peripheral areas to the vitality of that district.
- Relocate the Public Works building when it is feasible.

Existing Patterns of Land Use

The City can be divided into three basic geographical areas, which help to define current prevailing patterns of land use throughout the community. These include the following:

- East Sector - Area generally east of Commercial Blvd (61-67)
- Central Sector - Area generally between Commercial Blvd on the east and Interstate 55 on the west
- West Sector – All areas west of Interstate 55

Residential



Residential patterns of land use exist throughout the various sectors of Herculaneum. An older, mixed housing stock characterizes the historic core of the City. The central sector of the town reflects newer housing and more contemporary patterns of development. The Western sector features mixed housing that includes some units of moderate age as well as units of new subdivisions. A projected high-growth area for residential development is the western sector of the City. The central sector is expected to experience a more moderate residential growth-rate involving in-fill type development and housing rehabilitation and reconstruction. A general forecast of new housing distribution by area is summarized as follows:

- Eastern Sector – 0 to 5%
- Central Sector - 10% to 20%
- Western Sector - 200% to 400%

Commercial

Commercial patterns of land use exist within the eastern sector, and in the central and western sectors adjacent to points of ingress and egress with Interstate 55 along major arterial roadways, such as, Commercial Blvd. and McNutt Street. A general profile of existing principal commercial and retail services is summarized as follows:

- 1 Shopping Center
- 1 General Store
- 2 Auto Dealerships
- 6 Restaurants
- 1 Financial Institution
- Several equipment rental, equipment sales, and professional offices.



Industrial

Industrial patterns of land use are situated at the east side of the City adjacent to the river and the railroad corridor. Quality land available for future industrial development is limited, but may become available by way of the buyout zone and environmental regulations and restrictions. A significant percentage of industrial zoned property is either inappropriately zoned or comprised of marginal land within or adjacent to the river and creek floodplain.

The industrial sector of the local economy is strongly influenced by the lead industry and a number of major mines located beyond the corporate limits of the City, but within the state.

Blighted Areas

Portions of the historic, eastern sector of the community are characterized by blighted conditions. In general, these conditions of blight and deterioration are influenced by a number of contributing factors which are summarized as follows:



- ***Subdivision and sale of lots of irregular and inadequate size and configuration for proper usefulness and development:*** Many of the lots within this area were created at or near the turn of the century before the establishment of any Subdivision Ordinance regulations and are in need of consolidation and reconfiguration in order to accommodate development and access to streets and utility services.
- ***Age, obsolescence and deterioration of buildings and structures:*** Many buildings within the area are in a state of disrepair, primarily because of age and are in need of rehabilitation and/or removal.
- ***Defective design and character of physical construction; faulty interior and exterior spatial arrangements:*** Because of the age of many buildings and the fact that construction predated the existence of modern zoning, building and fire codes, and faulty or defective designs are in desperate need of correction.

- **The existence of inadequate streets:** Many streets are in a state of disrepair, partially improved or not improved at all. Major reconstruction is needed to the street system to address drainage, traffic congestion/circulation, and economic dislocation.



inappropriate zoning in many circumstances.

- **Mixed and conflicting patterns of land use:** Certain areas exhibit conflicting patterns of land use involving industrial, commercial and residential uses within close proximity, such as in a confined block area which contributes to overcrowding, improper utilization of land and depreciating property values. Problems associated with conflicting patterns of land use are compounded by

Vacant Land

A relatively high percentage of vacant, undeveloped land within the City is constrained by topography or floodplain locations. Another important characteristic is that a significant portion of this land will be highly restricted in its available usage due to lead contamination/remediation regulations.



Neighborhoods

It is the intent of the land-use plan to recognize different areas of the City for their unique character, or identity, based on location, physical features, cultural and social factors through the concept of neighborhoods. Neighborhoods are ideally characterized by a complete and balanced complement of elements which contribute to a quality residential living environment within a defined geographical area. These elements include opportunity for a variety of housing types, parks, open space, recreation, and leisure activities, convenience shopping, educational, cultural and religious facilities. The various neighborhoods in Herculaneum are more particularly described as follows:

East Neighborhood

This area is bordered on the east by the Mississippi River and Commercial Blvd. to the west. The Doe Run smelter is located here along with the land in the buy-out zone. The buy-out zone land is capable of sustaining additional growth of urban-type services and utilities can be re-instated. Key features associated with this neighborhood include riverfront overlooks, access to the Joachim Creek, and middle and high school sites. Future possibilities for this area include parks, recreational opportunities, perhaps a riverfront port, and other commercial and recreational activities.

Central Neighborhood

This area is bordered on the east by Commercial Blvd. and on the west by Interstate 55. Lands to the northwest are predominantly vacant (40 acres), but exhibit strong growth potential. Key features associated with this neighborhood include community and regional oriented retail and service activities, and the Joachim Golf Course. Future needs for this area include convenience shopping and services for local residents as well as parks and recreational opportunities.

West Neighborhood

This area is bordered on the east by Interstate 55 and non-annexed land to the west. Most of the land within this area and to the north and west remains vacant. However, once services are extended, a mixture of commercial and residential development is anticipated. A key feature associated with this area is the Interstate interchange. Parks are examples of future improvements for this area.

Land Use Designations

The land use plan also provides a broad classification of patterns throughout the City. The Land-Use Designation Map illustrates the distribution of preferred land-use in the following categories:

Agricultural

Areas designated agricultural are suitable primarily for the preservation of existing farmland and grazing areas and for the development of single family residences on larger acreage. In many instances, agricultural lands peripheral to the City are in a state of transition and awaiting annexation. The extension of urban services and utilities are being considered and are monitored through zoning district classification.

- **General Agricultural** - are lands within the City which are being utilized for agricultural purposes while awaiting the extension of urban services.

Residential

- **Low Density Residential** - Areas designated low-density residential are suitable primarily for single family residences. Other appropriate uses within this category include: neighborhood parks, schools, churches, public facilities, two family residences and residential planned unit developments in select locations. Residential densities will be from 1 to 6 dwelling units per acre and are further divided into the following sub-categories, monitored through zoning district classification:
 1. **Residential Suburban** - representative of very low-density residential areas within a semi-rural environment.
 2. **Single Family Residential** - representative of low-density residential areas appropriate primarily for single family residential development.
 3. **Two Family Residential** - represents medium-density residential areas appropriate for single-family and two-family residential development.
- **High-Density Residential** - Areas designated high-density residential are suitable primarily for multi-family residences, such as townhouses, condominiums and other forms of compact residential development. Other



appropriate uses within this category include churches, schools, day care facilities, and limited office and commercial uses in select locations. Residential densities will be from 7 to 20 dwelling units per acre and are further divided into the following sub-categories, which are monitored through zoning district classification.

1. **Single Family and Multiple Family Residential** - representative of areas appropriate for a mixture and variety of housing types at higher densities.
2. **Residential Office** - representative of areas appropriate for a mixture of housing types at varied densities complemented by limited office and commercial land-use activity.

Public/Quasi Public

Areas designated public/quasi-public are suitable for a wide range of public and semi-public uses, such as parks, hospitals, educational facilities, public administrative offices, and other institutional uses; they are monitored through zoning district classification.



Public/Quasi-Public designation represents areas readily accessible to the community and appropriate for a wide-range of public/semi-public use and development.

Commercial

Areas designated commercial are suitable for a wide range of commercial, retail, office and service uses. They are further divided into the following sub-categories and are monitored through zoning district classification.

- **Neighborhood Commercial** - representative of small enclaves of commercial activity for light retail service uses that meet the needs of residents in the immediate vicinity or neighborhood.
- **Commercial Transitional** - representative of less intense areas of commercial activity along higher-volume traffic corridors and adjacent to established residential districts.
- **Planned Commercial** - are areas for large shopping centers and concentrated groupings of retail and service outlets accessed by common circulation, parking systems and characterized by special site design features.
- **General Commercial** - are areas for a wide-range of retail and service uses, including more intense commercial uses and activities.

Industrial/Manufacturing



Areas designated industrial are suitable for a wide range of manufacturing, processing, wholesaling and warehousing land-use activities and are further divided into the following sub-categories; they are monitored through zoning district classification.

- **Industrial Business Park** - represents areas appropriate for corporate offices, office parks, limited light industrial uses and support commercial activity with emphasis on special setback, landscape and site design features. There are also limitations on noise, smoke, dust, odors, lighting, and vibrations that contribute to a higher quality, or standards of land-use than are normally associated with an industrial area.
- **Industrial Commercial** - are areas appropriate for more intensive commercial activities and complementary less-intensive industrial uses, which are not associated with excessive levels of noise, dust, odor, vibration or smoke.
- **Limited Manufacturing** – represent areas appropriate for less intensive industrial uses, which are associated with minimal or mitigated levels of noise, dust, odor, vibration, or smoke.
- **General Manufacturing** - representative of areas appropriate for more intensive industrial uses.

Recommendations for Policies and Action Strategies

The following items represent basic strategies for implementation of the identified goals and objectives of the Land-Use Plan:

- The City will promote and support the preparation of a comprehensive Economic Development Program and work cooperatively with other agencies, such as the Economic Development Authority.
- The City will coordinate planning efforts with Jefferson County and implement an agreement for the consistent and orderly development of urbanizing areas within the fringe areas of the City.
- The City will annex enclaves of land within its incorporated boundaries, or contiguous properties, which have the benefit of municipal services or have become urban in character. When such annexations have received a fiscal impact analysis and are determined to be in the best interests of the City, they will be eligible for annexation.
- The City will continue to modify and update the Zoning Ordinances, Subdivision Ordinances and other development policies in order to promote the advancement of the Land-Use Plan.
- The City will adopt and maintain a Land-Use Map for the incorporated areas as well as unincorporated areas within the sphere of influence of the City. The map will define preferred land uses which are determined to be reasonable in the context of projecting infrastructure needs and accommodating the sustained long-term growth of the City.
- The City will designate ample areas on the Land-Use Map distributed throughout the City to satisfy anticipated demands for a wide-range of residential development.
- The City will designate preferred land uses to correlate with the adopted streets and highways plan.
- The City will identify and designate areas on the Land-Use Map for future quality industrial use as a strategy of economic development to help diversify the local and regional economy.

- Areas for industrial use and development shall be located in close proximity to designated truck routes and infrastructure appropriate to serve this type of land-use activity.
- The City shall evaluate and identify areas within the community that are improperly zoned and implement a systematic program to reclassify such areas to a more appropriate zoning consistent with the long-term objectives of the Land-Use Plan.
- The City will maintain or develop adequate levels of public facilities and services, including police and fire protection, utilities, street improvements, cultural and recreational facilities, to serve existing as well as emerging neighborhoods.
- Low-density residential subdivisions and development shall be discouraged from developing immediately adjacent to arterial roadways which are anticipated for long-range widening and improvements, unless appropriate transitional zoning or buffering is provided.
- The City will promote a pattern of zoning and development along the Mississippi River and Joachim Creek that is sensitive to and compatible with the natural habitat and character of this area.
- The City will encourage recreational development and commercial opportunities in areas adjacent to the Mississippi River and Joachim Creek, including provisions of facilities for walking, hiking, cycling, fishing, picnicking, wildlife and natural habitat observation, as well as a variety of active recreational facilities where appropriate. A Riverfront Port will also be considered.
- The City will identify and adopt programs, such as the establishment of a Redevelopment Agency, targeted specifically for revitalization and rehabilitation of areas characterized by blighted conditions.
- A City identity design plan will be determined for Herculaneum.