



City of Miller, Missouri - Comprehensive Plan

Presented to: City of Miller, Missouri

Prepared by: TREKK Design Group

January 5, 2026



1. Executive Summary

As a rural community, the City of Miller (City) faces both opportunities and challenges related to population trends, housing availability, economic development, infrastructure, and access to essential services. This comprehensive plan identifies community priorities, evaluates existing conditions, and outlines practical strategies to support sustainable development, economic resilience, and responsible land use.

The purpose of the City's comprehensive plan is to provide community driven framework to guide growth, development, and preservation over the next 5 to 10 years. This plan serves as an official guide for local leaders and residents to make informed decisions that strengthen Miller's quality of life while preserving its rural character and small-town values.

This comprehensive plan emphasizes improvements of infrastructure, enhanced community facilities, responsible land use, and preservation of rural character.

Developed through public input and local stakeholder collaboration, the City of Miller Comprehensive Plan reflects the needs and shared vision of Miller residents for a connected and resilient community. While the plan is not a regulatory document, it provides guidance for capital improvements, grant opportunities, and future policies.

A key function of this Comprehensive Plan is to support the identification, prioritization, and coordination of capital improvement projects and asset management. The plan provides a strategic basis for long-term investments in infrastructure such as streets, sidewalks, water and wastewater systems, stormwater management, public facilities, and parks. By establishing clear community priorities and implementation strategies, the plan assists local leaders in making fiscally responsible decisions and aligning limited resources with optimized community benefit.

This Comprehensive Plan is designed to strengthen Miller's competitiveness for state and federal funding opportunities. Many grant programs require a current, adopted comprehensive plan that demonstrates community vision, need, and readiness. This document serves as a foundational tool to support grant applications, partnerships, and intergovernmental coordination, helping the City of Miller leverage external funding to implement priority projects, reduce financial burden, and advance long-term community goals.

2. Introduction

2.1. Purpose

The City of Miller Comprehensive Plan serves as a long-range guide for decision making related to infrastructure, land use, economic development, and community facilities. The plan establishes a shared vision for the future of Miller and provides guidance to help manage existing assets and future growth in a way that preserves the community's rural character and small town identity while supporting long-term sustainability.

Over the last 10 years, the City of Miller has been focused on completing reactive projects to maintain compliance while working to provide reliable utilities to the community. Similar to many small rural communities, Miller faced challenges with limited resources and City official turnover. Through lessons learned and a proactive approach, the City saw a necessity for a living document to guide the City through long-term planning for the community and to serve as a source of information to future City staff and City officials.

This plan is designed to assist elected officials, staff, and community partners by offering guidance and strategic direction rather than regulatory mandates. It identifies community needs and opportunities, evaluates existing conditions, and outlines goals and implementation strategies that can be used to inform future ordinances, capital improvement planning, and investment decisions.

The plan also serves as a tool for coordinating public and private investment. It supports long-range capital improvement planning by identifying infrastructure priorities and guiding the timing and location of public expenditures. Additionally, the plan strengthens the City's ability to pursue state and federal funding by documenting community priorities, demonstrating planning readiness, and providing justification for grant applications and partnerships.

Ultimately, the purpose of this plan is to provide Miller with a source of data and practical roadmap that supports informed decision making, promotes economic resilience, enhances quality of life, and positions the community to respond proactively to future challenges and opportunities.

2.2. Planning

Over a 10 month period, TREKK worked with elected officials and citizens to through a community survey, public meeting, and city council workshop to develop priorities, goals, and strategies. This planning period entailed meetings, review of past studies, and document preparation. Additional details on the planning efforts, meetings, and workshops are described below.

Planning efforts began with a kick off meeting on April 28th, 2025 between TREKK and City staff to gather information, identify priorities, discuss needs, and the topic of land use. Through this stage, report components and uses of the comprehensive plan were discussed. For the City of Miller, it was important to have a comprehensive plan focused on infrastructure and community sustainability.

On June 9th, 2025 the City held a City Council workshop with TREKK and the Board of Aldermen to discuss community goals, discuss identified priorities, and develop a community survey. At this meeting, land use and zoning was discussed and it was decided to ask the community on their thoughts of land use and zoning through the community survey.

On July 8th, 2025 the City held a public meeting at the Miller Senior Citizens where residents, property owners, and business owners were encouraged to attend. Topics discussed were community goals, overview of current and future infrastructure improvements, downtown revitalization, land use, current system conditions and challenges, funding opportunities, and public feedback. Attendees were also able to participate in a question and answer session with TREKK and City officials. At the public meeting, attendees were provided a community survey to complete on paper or electronically. Following the public meeting, the community survey remained open for the community to complete through August 31st, 2025.

On September 22nd, 2025 the City held a special meeting to review the community survey results and discuss how these results would be integrated in the comprehensive plan.

Following review of the community survey results, the Board of Aldermen made the decision at a regular council meeting on October 9th, 2025 to approve an amendment to the comprehensive plan scope to include a land use component to prepare the City for adoption of a current and future land use map.

On December 11th, 2025 the City held a regular council meeting where TREKK presented a land use map draft and the Board of Aldermen discussed the uses of land use maps and state statute requirements related to a land use map and zoning.

3. Community Information

3.1. History

The City of Miller, Missouri was established in the late nineteenth century as a small agricultural community serving the surrounding rural area. The town developed as a local center for farming, commerce, and community life, being shaped by its rural location. Over time, Miller grew steadily with the development of homes, schools, churches, and locally owned businesses. Through the growth, the City maintained its small town character and between 1960 and 1970 the City's sanitary sewer and drinking water systems were installed. The history of Miller has fostered a strong sense of small town community and local pride that plays a role in Miller's planning and development decisions today.

3.2. Demographics

3.2.1. Population Trends

Based on the 2020 census, there were 704 people living in the City of Miller, Missouri. The updated 2025 estimate indicated 714 residents. Although the City has seen an increase in population from 2010 to 2025, the projected population in 2045 for Miller is decreased from current populations based on multiple projection methods. Utilizing an average of the geometric, arithmetic, incremental increase, and decrease growth methods, an average projection of 687 was calculated for 2045 population. Figure 3-1 provides a visual graph of historic populations and future population projections.

3.2.2. Age Distribution

The age distribution of the City reflects a balanced population with representation across all major age cohorts. Approximately 27% of the residents are under the age of 18, indicating continued demands for schools, parks, and family oriented facilities. The working-age population (ages 18 through 64) compromise 56% of residents and forms the foundation of the local labor force and economic base for the community. Residents ages 65 and older account for 17% of the population.

Figure 3-1: Geometric Population Projection

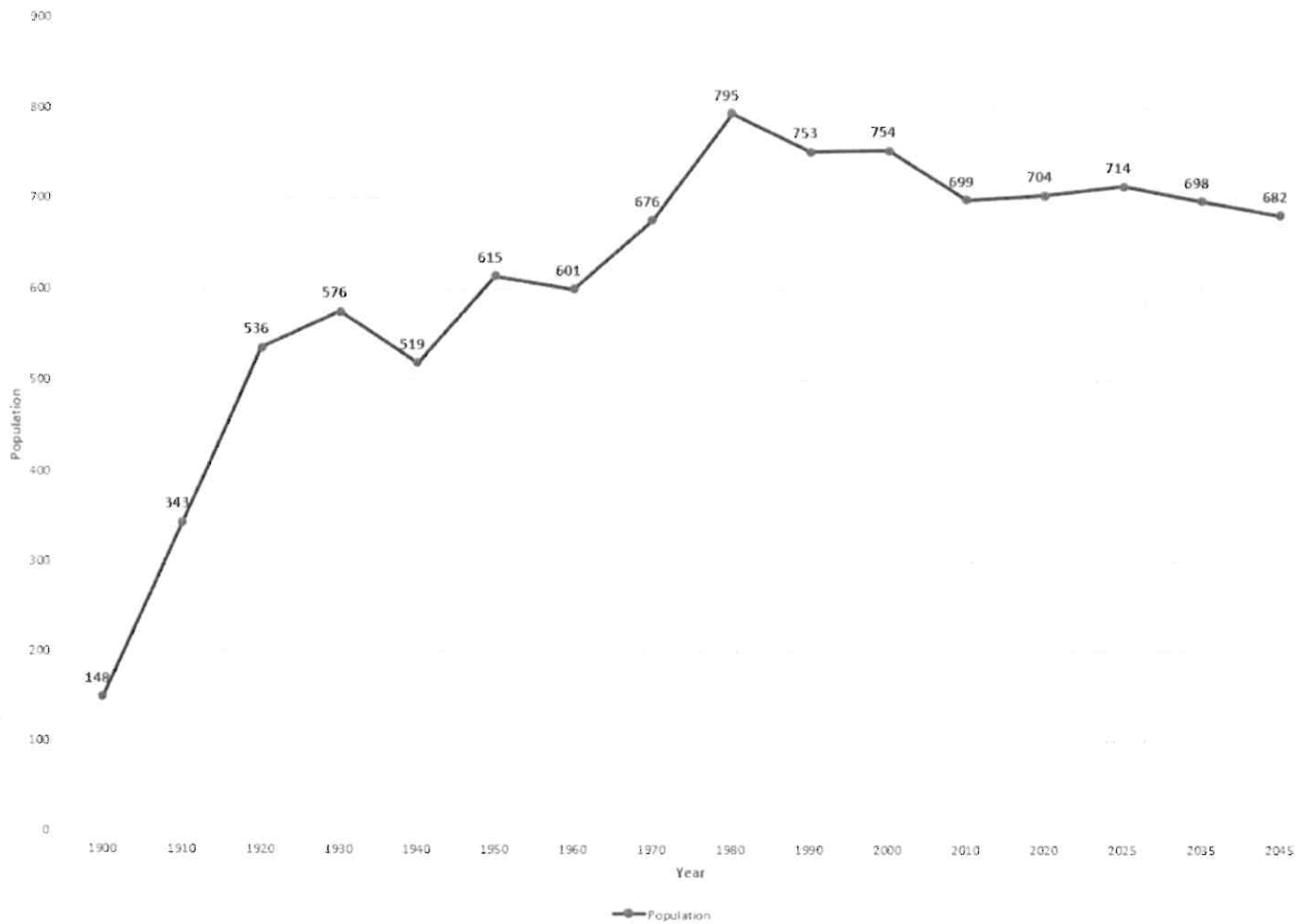
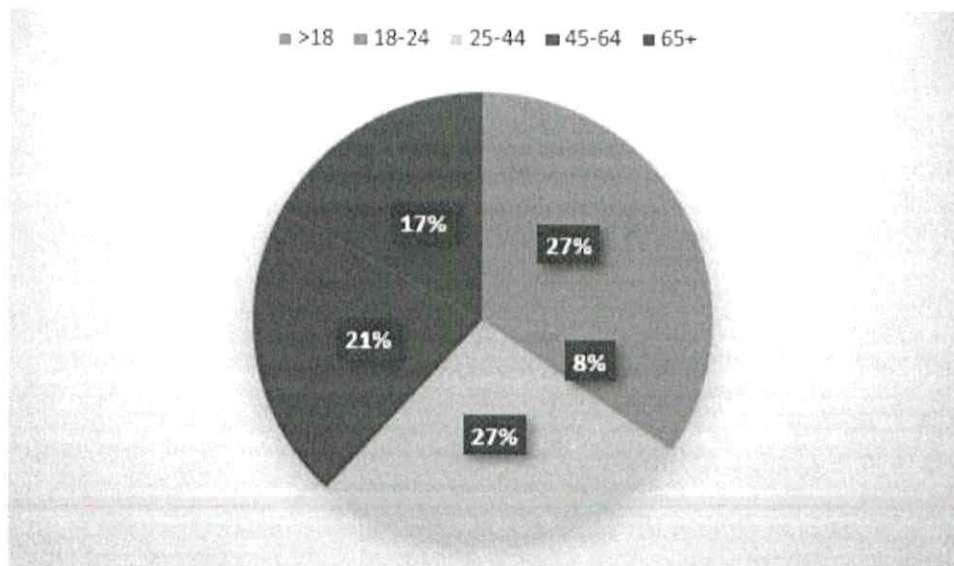


Figure 3-2: Age Distribution



3.2.3. Income

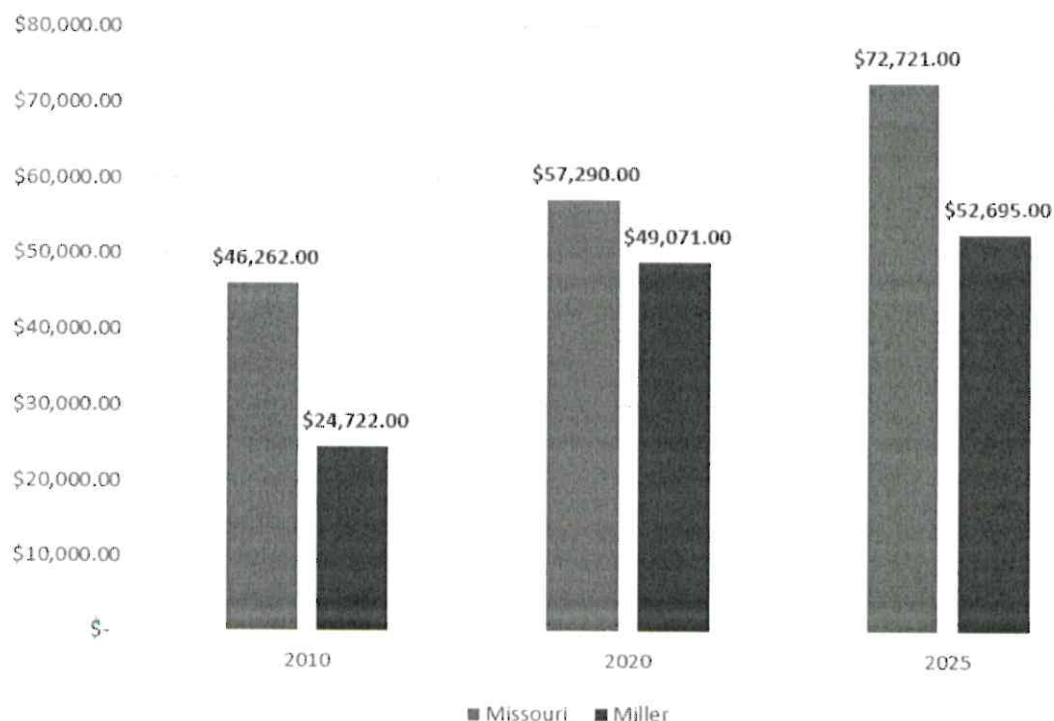
Based on the 2023 American Community Survey (ACS), the estimated median household income (MHI) in Miller was \$52,695. As this median household income is what is typically used for current funding applications as a more recent ACS has not been performed it is applied to the current MHI shown in the table below. The current median household income for the state of Missouri is \$72,721. According to the same study, up to 22.2% of the population may be experiencing poverty.

Median Household Income is a critical socioeconomic indicator for the City and plays a central role in financial planning, infrastructure investments, and utility rate setting. For a rural community where revenue sources are often limited and external funding is essential, tracking MHI is particularly important. Annually, city officials should make an effort to review income trends, income increases, and income decreases. It should be discussed how these incomes affect community planning and infrastructure improvements.

Many state and federal grant programs such as Missouri Department of Economic Development – Community Development Block Grant (CDBG), United States Department of Agriculture – Rural Development (RD), and Missouri Department and Natural Resources (MDNR) use MHI to determine grant eligibility, grant priority, and the percentage of grants versus loan assistance awarded. Lower community income levels may qualify the City for additional grant funding reducing the financial burden.

MHI is also used to evaluate utility rate affordability. Funding agencies often compare average household utility costs to median income to ensure rates remain within acceptable affordability thresholds. By tracking income trends over time, the City can pursue appropriate funding opportunities, structure rates responsibly, and align infrastructure and community improvements within the proper financial capacity. Figure 3-3 shows historic and current MHIs.

Figure 3-3: Median Household Income



3.2.4. Households

Based on the 2020 census, it was determined that there were a total of 337 individual housing units with the city limits of Miller. Of the 337 units, 270 were occupied. This is comparable to the 2023 estimate by the American Community Survey which estimated a total of 365 households. Homeownership in Miller is slightly higher than the state average (68.8%) at 69.6%.

3.3. Public Facilities

Public facilities are essential to maintaining quality of life and community identity in the City. As a rural community, these facilities serve not only residents but also surrounding rural areas. Maintaining functional, assessable, and financially sustainable public facilities is critical to supporting long-term stability and modest future growth.

The City's primary public facilities include City Hall, the City Park, the Fire Department, the Elementary School, and the High School. Figure 3-4 displays these public facilities and their locations within the City of Miller.

3.3.1. City Hall

Miller's City Hall is centrally located within the City at 105 South Washam Street and serves as the administrative and governmental center of the community. Located just north of the City Hall is a community band stand that has historic significance and serves as a memorable facility for long time citizens. City Hall is located off of Main Street and adjacent to the downtown area.

Planning considerations for City Hall and surrounding area include ensuring ADA and code compliance, maintenance to ensure adequate space for staff and records, technology needs to support work flows and digital records, and budget for long-term maintenance and capital repairs.

3.3.2. Fire Department

Miller's Fire Department is located on the east side of town at 109 North Park Street. The Fire Department is adjacent to Main Street and within close proximity to DD Highway. This public facility provides essential emergency response services to the City and surrounding rural areas. As response times are critical, facility location, equipment maintenance, and volunteer recruitment are priorities.

Planning considerations for the Fire Department include maintaining adequate storage and training space, future equipment needs, volunteer recruitment and retention support, and ensuring safe access routes and clear service coverage areas. Continued coordination with county emergency services is encourages to maximize efficiencies, training opportunities, and response capabilities.

3.3.3. City Park

The City Park serves as a primary recreational and social gathering space located next to the Fire Department. Encompassing streets include East Main Street, North Hunter Street, and East Gulick Street. Parks in rural communities may function as central community hubs for events, youth activities, and informal recreational activities. Based on feedback through public engagement and the public meeting, there is an interest in various park improvements.

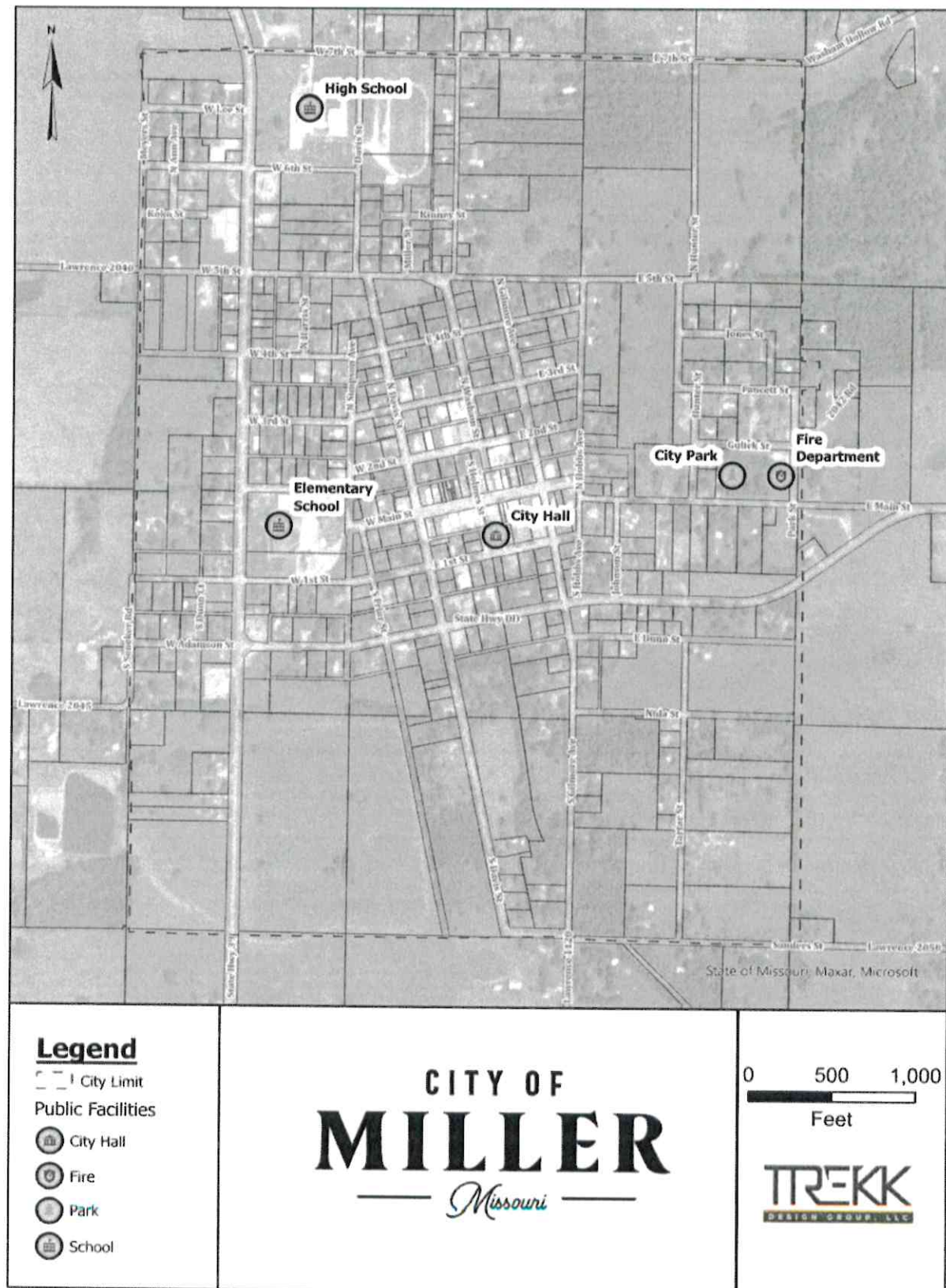
Planning considerations for the City Park include maintaining playground equipment and safety, ADA compliance as needed, maintaining picnic and seating areas, supporting community events and seasonal programming, and planning for phased improvements as funding allows. Improvements to the City Park may be coordinated through grant opportunities, volunteer activities, and citizen engagement. Investment in park facilities supports health, youth engagement, and community cohesion.

3.3.4. Elementary and High School

The local school facilities are vital community assets. In rural areas, these schools serve as centers for education, athletics, community events, and emergency sheltering. It is important that the City and the school district are able to coordinate effectively regarding facility maintenance, safe pedestrian routes, and vehicle access. The High School has a FEMA shelter for emergencies.

Planning considerations for the schools include maintaining infrastructure (water, sewer, roadways, and sidewalks) serving school sites.

Figure 3-4: Public Facilities



4. Community Engagement

4.1. Goals and Objectives

The goal of community engagement during the comprehensive planning process is to actively involve residents, businesses, property owners, and community stakeholders in shaping the future of the community. For a small town, meaningful engagement helps the City's comprehensive plan reflect local values, priorities, and lived experiences while building trust, transparency, and shared ownership of the plan. Through public meetings, surveys, workshops, and ongoing communication, the community engagement goal is to gather diverse input, encourage participation, and build consensus around goals, strategies, and future implementation actions. Effective community engagement strengthens the plan's relevance, increases public support, and improves the community's ability to successfully implement the long-term goals and projects identified.

4.2. Public Meeting

On July 8th, 2025 the City held a public meeting at the Miller Senior Citizens where residents, property owners, and business owners were encouraged to attend. Topics discussed were community goals, overview of current and future infrastructure improvements, downtown revitalization, land use, current system conditions and challenges, funding opportunities, and public feedback. Attendees were also able to participate in a question and answer session with TREKK and City officials. At the public meeting, attendees were provided a community survey to complete on paper or electronically. Following the public meeting, the community survey remained open for the community to complete through August 31st, 2025.

4.3. Community Survey

As part of the community survey, Miller residents were asked a series of questions related to the community and infrastructure maintained by the City. The City received a total of 25 survey responses that were received both in paper form and electronically through Google Forms. Community survey responses and results are included in Appendix A. Questions included on the community survey were as follows:

- What is your age?
- What do you enjoy most about Miller?
- How long have you lived in Miller?
- Do you live within City Limits?
- What street do you live on?
- Why do you choose to live in Miller?
- What would encourage you to use the City Park?
- How important is downtown revitalization? (Scale of 1-Not Important to 5-Very Important)
- How would you rate the overall condition of roads in Miller? (Scale of 1-Very Poor to 5-Excellent)
- How comfortable are you walking along Miller's streets? (Scale of 1-Not Comfortable to 5-Very Comfortable)
- What sidewalk project would you consider a top priority? (See map and details in Section 6.4.1)
- Are you in favor of a land use plan within the City Limits?
- What is the best method for the City to communicate with you?
- Additional Comments or Questions?

Results from the survey should be used for future planning and project development.

5. Past Reports and Plans

Several reports and plans have been completed for the City of Miller over the last 10 years. These reports and plans primarily include drinking water, wastewater treatment, and sanitary sewer collection system engineering reports. Through these reports, capital improvement plans and recommendations were identified to address system deficiencies and infrastructure needs.

In December 2015, the City's first wastewater treatment engineering report was completed after receiving a Missouri Department of Natural Resources (MoDNR) compliance schedule for updated permit limits for Ammonia and E. coli. In addition to wastewater treatment alternative evaluation determining how the City was going to meet the compliance schedule, flow monitoring was conducted which identified the City had significant wet weather flows due to system defects allowing rainwater to enter the sanitary sewer collection system.

Following the December 2015 Wastewater Engineering Report, TREKK completed an engineering report amendment in June 2019 which included updated cost estimates for proposed treatment improvements. The engineering report amendment included sanitary sewer evaluation study (SSES) results which included data from smoke testing, manhole inspections, acoustic sounding, and closed circuit televising (CCTV) activities. These results were used to determine a collection system rehabilitation cost estimate for the City to use when applying for grant and loan funding through MDNR and CDBG.

In July 2023, the City of Miller finalized their first drinking water system engineering report completed through a MDNR Drinking Water Engineering Report Grant (DWERG). This engineering report including information and analysis on the City's existing facilities, distribution system, water usage data, water loss, and water system needs. Recommendations included within the report were system operations, system improvements, fire flow, and water sources.

Following the July 2023 Water System Engineering Report, TREKK completed an engineering report amendment in February 2024. This amendment report was used to refine a system wide system improvement project scope and included development and analysis of a drinking water system hydraulic model. The City has used this report in grant and loan applications for MDNR funding and is currently pursuing additional grant funding from CDBG.

In 2025, the City contracted with TREKK to perform lift station evaluations on the City's three (3) lift stations throughout the collection system and provide a lift station engineering report. This report was completed in February 2026. Due to aging lift stations and pump issues, the City was in need of pursuing engineering recommendations and project costs for planning purposes and grant funding pursuits.

6. Infrastructure

6.1. Drinking Water

6.1.1. Existing System Overview

The City of Miller first installed their drinking water system in the 1960s and 1970s, now providing year-round water services within the 492 acre city limits along with a limited number of residential properties that are adjacent to city limits. The water is supplied by two state-approved wells that are interconnected with the wells and storage tanks supplying a single pressure zone. The existing system serves approximately 704 people within the community through 374 service connections. Of the 374 connections, 348 of the connections are residential services with the remaining 26 connections providing service to commercial properties and businesses. A map of the City's existing drinking water system is displayed in Figure 6-1.

In 2021, the City completed an asset inventory as part of their preparation to submit a Drinking Water Engineering Report Grant application. Following a success grant award in 2022, the City worked with TREKK to perform a system analysis and update the inventory as part of the City's first drinking water system engineering report funded through MoDNR's Drinking Water Engineering Report Grant program. The system currently includes 71 valves, 49 fire hydrant assemblies and approximately 62,579-linear feet (LF) of pipe. Pipe sizes throughout the system range from ¾-inch to 10-inch in diameter with pipe materials including cast iron, galvanized, PVC, and CTS. The distribution network is owned and maintained by the City of Miller and the public water system identification number is MO5010525.

A key takeaway from the engineering reports and analysis completed was that the City is operating and maintaining and aging system that has had very few proactive measures to address system needs. With water loss ranging from 37% to 67%, the City was in need of system wide water line improvements to address system water loss, fire suppression, and to improve system pressures through upsizing and looping.

In 2024, the City completed an engineering report amendment which included completion of a system hydraulic model and updated system recommendations. As part of the hydraulic model calibration, TREKK performed pressure monitoring at two locations within the City. Recommendations from the 2024 engineering report amendment are currently under design and estimated to be constructed in Fall 2026 and Spring 2027. A map of the City's proposed water system improvements are displayed in Figure 6-2.

Figure 6-1: Drinking Water System (Existing)

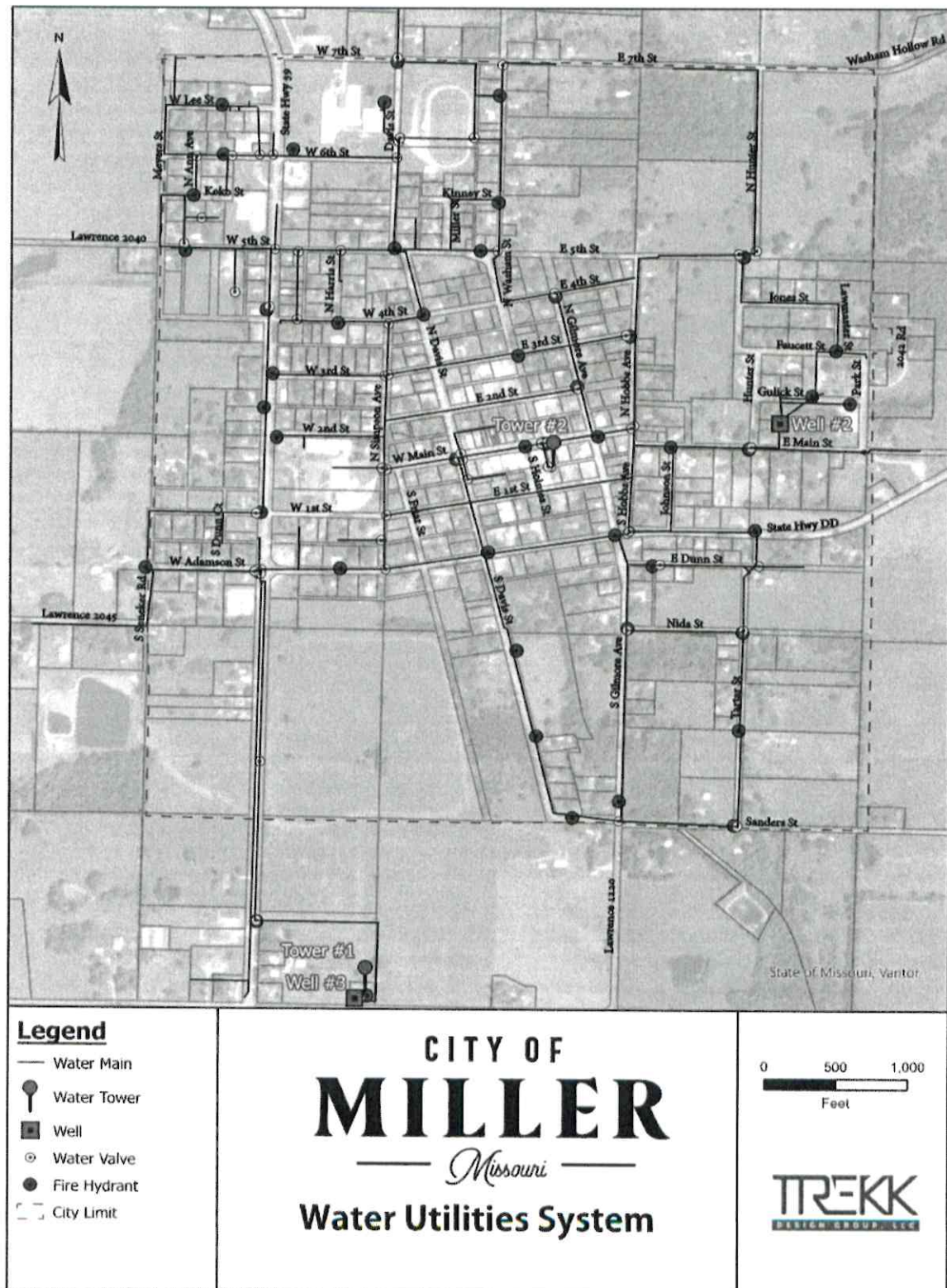
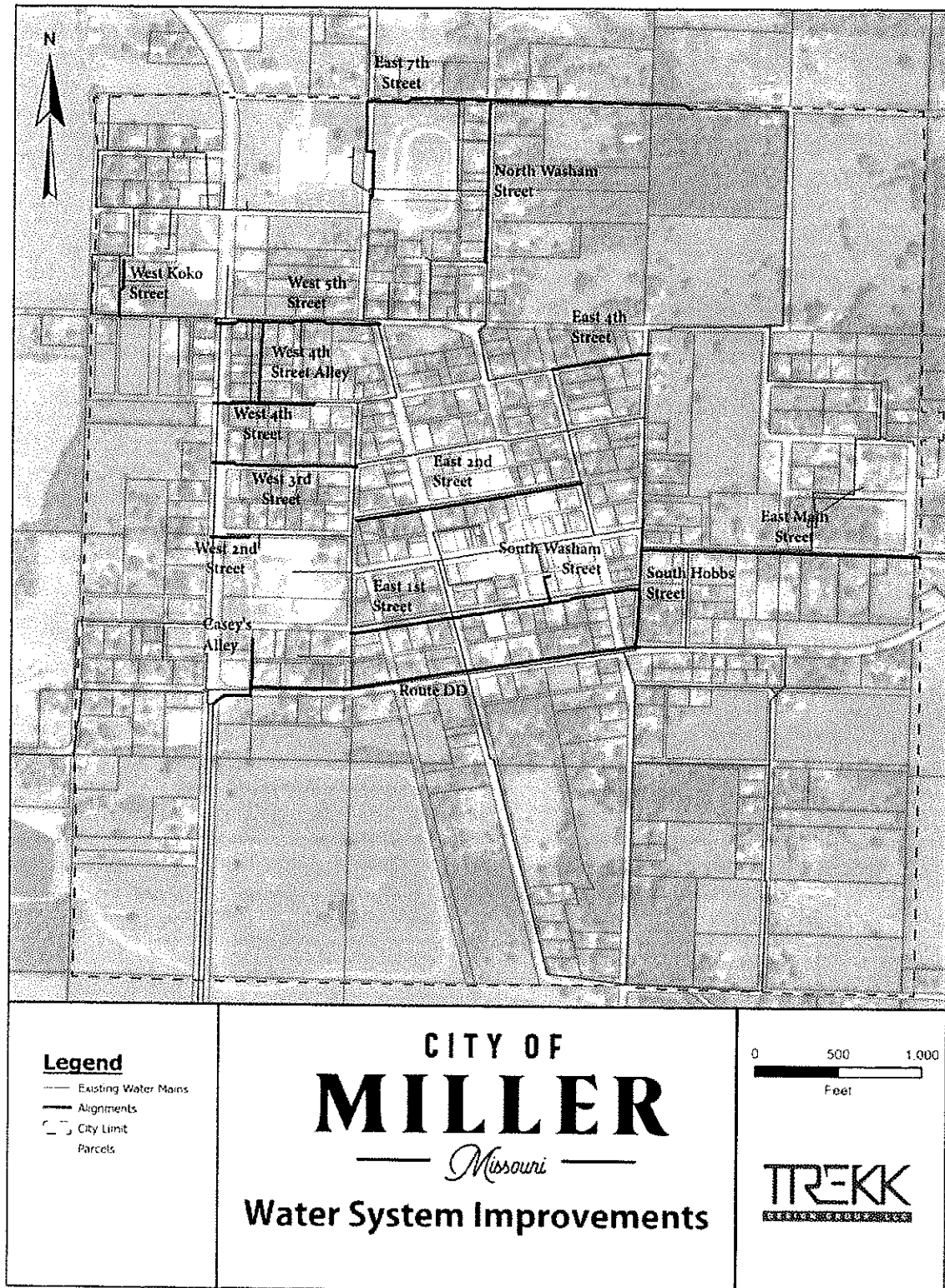


Figure 6-2: Drinking Water Systems (Proposed Improvements)



6.1.2. Operations and Maintenance

The operation and maintenance (O&M) of a rural community drinking water system are essential to ensuring a safe, reliable, and affordable supply of potable water for residents, businesses, and public facilities. Proper system management protects public health, extends the life of infrastructure, and ensures compliance with state and federal drinking water regulations.

For the City of Miller, system operation includes source water management of wells, management of treatment processes, storage, and distribution. Day-to-day responsibilities include monitoring water quality, maintaining adequate pressure and storage levels, operating treatment equipment, reading meters, and responding to service issues or emergencies.

Ongoing maintenance is critical to prevent system failures and controlling long-term costs. Maintenance activities include routine inspection and repair of wells, pumps, storage tanks, valves, hydrant, water mains, meters, and treatment equipment. Preventative maintenance programs help reduce leaks, improve system efficiency, and minimize service disruptions. Accurate recordkeeping, regular system flushing, and infrastructure condition assessments are also key components of effective maintenance.

Financial and administrative management is an important part of system operation. Use rates must be structured to support routine operations, maintenance, regulatory compliance, and long-term capital replacement. Long-range planning, including asset management and capital improvement planning, helps rural communities plan for future system upgrades. State and federal grants and low-interest loan programs often play a critical role in supporting these efforts.

Overall, effective operations and maintenance of rural drinking water system require trained personnel, proactive planning, adequate funding, and ongoing coordination with regulatory agencies. These efforts ensure the continued delivery of safe drinking water and support the long-term sustainability of the community's water system.

In Missouri, drinking water systems must be operated by certified water operators and comply with requirements established by the Missouri Department of Natural Resources (MoDNR) under the Safe Drinking Water Act. As part of regulatory compliance, the City is required to staff or hire a certified system operator. The system operator is responsible for the daily operation and maintenance of the drinking water system. Their roles include the system O&M components outlined above. Operators serve as the primary point of contact for MoDNR inspections, reporting, and permit compliance.

In addition to system operators, City staff and City officials play a vital role in a sustainable system. City staff provides administrative and operational support for the drinking water system. Responsibilities may include coordinating regulatory testing and reporting, maintaining system records, managing billing and customer service, assisting with budgeting and rate analysis, and supporting funding applications. Other responsibilities for City staff include participation in long-range planning efforts such as asset management, capital improvement planning, and coordination with engineers and regulatory agencies. City officials, including the Mayor and City Council, provide policy direction, oversight, and financial support for the drinking water system. Responsibilities of the City officials include adopting budgets and user rates, approving capital improvements projects, authorizing permit applications and funding requests, and ensuring the City maintains adequate staffing, training, and resources. City officials play a key role in supporting compliance, providing safe drinking water, and working toward long-term sustainability of the system.

It is important that the City operators, staff, and officials understand these defined roles and pursue ongoing coordination to maintain continued regulatory compliance.

6.2. Sanitary Sewer and Wastewater Treatment

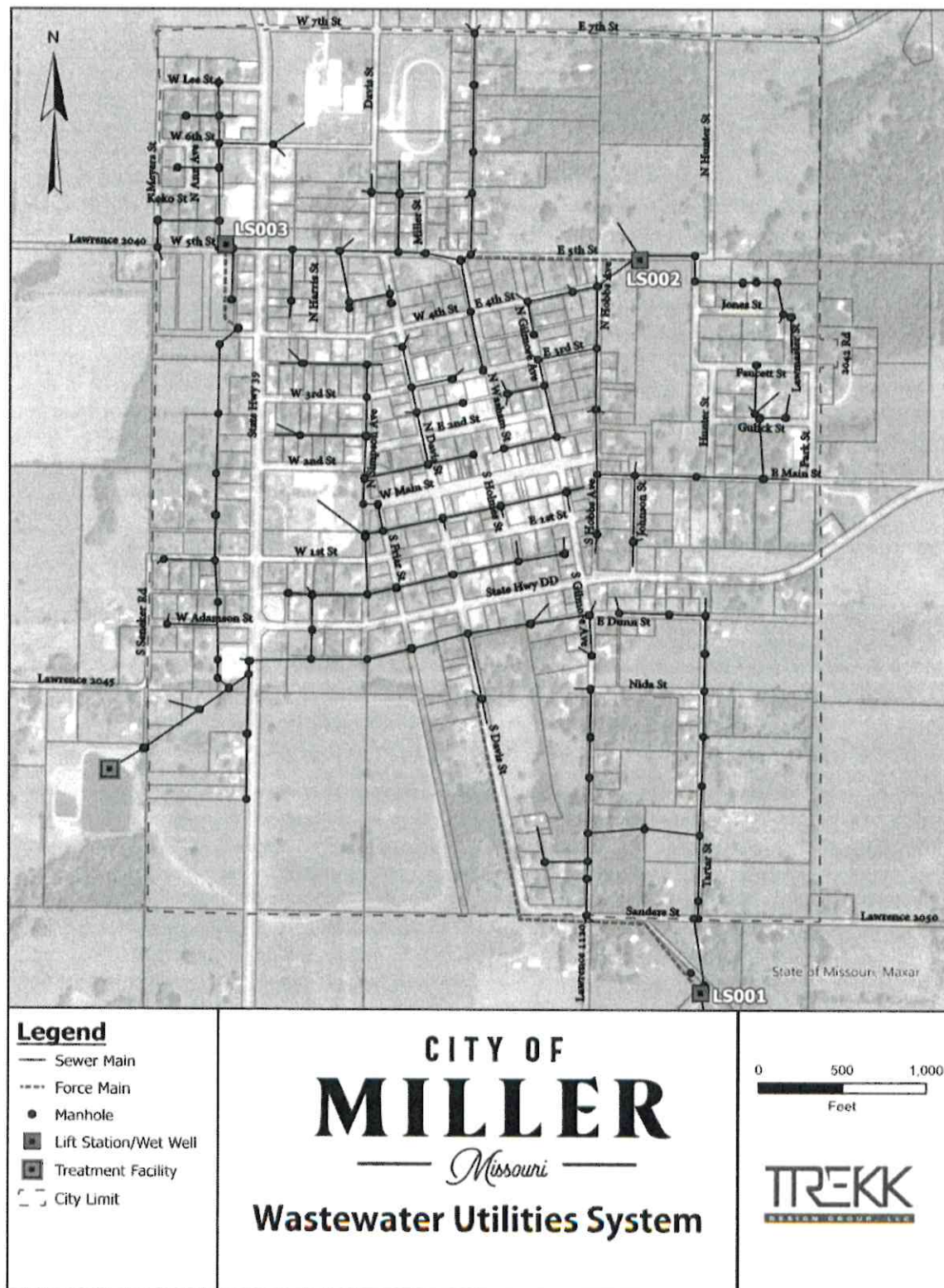
6.2.1. Existing System Overview

The City of Miller maintains approximately 42,176 LF of gravity main and 4,195 LF of force main through a sanitary collection system that was originally installed in the 1960s. In addition to the sewer lines, the City is responsible for 136 manholes, 14 lamp holes, 4 lift stations, a two-cell treatment lagoon, a NitrOx treatment system, and a ultraviolet (UV) disinfection system.

In accordance with 10 CSR 20-8.110(3)(D), the City of Miller is the continuing authority for the wastewater system under the Missouri State Operating Permit (MSOP) MO-0041149. Miller's wastewater treatment facility is located at 0.15 miles south of the intersection of West Adamson Street and South Seneker Road in Miller, Missouri.

Currently, the City's collection system is operating significantly improved since collection system interceptor upgrades, treatment upgrades, and rehabilitation was complete in 2023. Based on smoke testing results, there are still defects that may be contributing to inflow and infiltration (I/I) letting rainwater into the system. In addition to potential I/I sources, the City has three aging lift stations that are in need of repair and/or replacement. A map of the City's existing wastewater collection system is displayed in Figure 6-3.

Figure 6-3: Wastewater Collection System (Existing)



6.2.2. Operations and Maintenance

The operation and maintenance (O&M) of a rural community sanitary sewer system are critical to protecting public health, maintaining environmental quality, and complying with state and federal regulations. Proper system management ensures the safe collection, treatment, and disposal of wastewater while minimizing system failures, overflows, and long-term costs.

System operation includes the collection system (gravity sewers, force mains, manholes, lift stations) and treatment facilities (lagoons or mechanical treatment plants). Day-to-day responsibilities include monitoring system flows and water quality, conducting inspections, maintaining operational records, completing required sampling and reporting requirements, operating lift stations, operating treatment processes, inspection of lift stations and manholes, controlling inflow and infiltration (I/I), and responding to alarms, backups, or emergency conditions.

Routine and preventative maintenance are essential to system performance and longevity. Maintenance activities include cleaning and televising sewer lines, maintaining pumps and electrical systems, managing lagoon or treatment plant components, maintaining berms and structures, and ensuring proper operations of monitoring and alarm systems. Accurate recordkeeping, routine inspections, and timely repairs help reduce the risk of sanitary sewer overflows (SSOs), and permit violations.

Financial and administrative management are key components of sanitary sewer system sustainability. User rates should support operations, maintenance, regulatory compliance, and long-term capital replacement. Long-range planning, including asset management and capital improvement planning allows rural communities to plan for system upgrades, regulatory changes, and emergency repairs. State and federal grants and low-interest loan programs often play an important role in funding major improvements.

In Missouri, wastewater systems must comply with MoDNR under a National Pollutant Discharge Elimination System (NPDES) permit and the Clean Water Act. This includes adherence to operating permits, discharge limitations, monitoring and reporting requirements, and inspection standards. Regular communication with MoDNR supports regulatory compliance and proactive system management.

As part of regulatory compliance, the City is required to staff or hire a certified wastewater system operator. The system operator is responsible for the daily operation and maintenance of the collection and treatment system. Their role includes the system O&M components outlined above. Operators serve as the primary point of contact for MoDNR inspections, reporting, and permit compliance.

In addition to system operators, City staff and City officials play a vital role in a sustainable system. City staff provides administrative and operational support for the sanitary sewer system. Responsibilities may include coordinating regulatory reporting, maintaining system records, managing billing and customer service, assisting with budgeting and rate analysis, and supporting funding applications.

Other responsibilities for City staff include participation in long-range planning efforts such as asset management, capital improvement planning, and coordination with engineers and regulatory agencies. City officials, including the Mayor and the City Council, provide policy direction, oversight, and financial support for the sanitary sewer system. Responsibilities of City officials include adopting budgets and user rates, approving capital improvement projects, authorizing permit applications and funding requests, and ensuring the City maintains adequate staffing, training, and resources.

City officials play a key role in supporting compliance, protecting environmental quality, and working toward long-term sustainability of the wastewater system. It is important that the City operators, staff, and officials understand these defined roles and pursue ongoing coordination to maintain continued regulatory compliance.

6.3. Stormwater

Stormwater management within the City is primarily conveyed through open ditches and culverts throughout the community and along Missouri Department and Transportation routes. The City of Miller has historically experienced minimal stormwater related issues. At this time, no formal citywide stormwater drainage study has been completed. While existing drainage systems generally function adequately under typical rainfall conditions, ongoing maintenance and monitoring remain important to prevent localized flowing and infrastructure deterioration.

The City is responsible for maintaining public drainage infrastructure located within street right-of-way, including roadside ditches and crossroad culverts. Driveway culverts, however, are the responsibility of the individual property owner per City ordinance. Although growth is expected to remain modest, new development and redevelopment should not negatively impact adjacent properties or public rights-of-way. The City shall require that new development maintain natural drainage patterns, ensure post-development runoff does not exceed pre-development conditions where feasible, review driveway culvert installation to confirm appropriate sizing and installation, and encourage the use of natural drainage solutions over costly stormwater systems when appropriate.

Due to a comprehensive stormwater study not having been complete, the City will continue to evaluate drainage concerns on a case-by-case basis. At present, a formal stormwater plan or study is not identified as a priority due to limited drainage issues and fiscal constraints. The City may consider drainage assessment in the future and may take advantage of grant programs to do so.

6.4. Transportation

6.4.1. Sidewalks

Sidewalks and pedestrian facilities contribute to public safety, accessibility, and community connectivity. In rural communities, sidewalk networks are often limited and concentrated near schools, parks, downtown areas, and other public facilities.

Currently, the City has sidewalks throughout town that are not all properly maintained or ADA compliant. Sidewalk photos of a portion of the existing sidewalk is included in Appendix B. As shown in the photos, sidewalks may be narrow, have vegetation growth between joints, and may dead-end. At this time, the City has not completed a sidewalk asset inventory or complete condition assessment.

Based on community feedback and grant opportunities, the City has gathered and identified sidewalk priorities for future sidewalk projects to improve existing infrastructure and add connections to unserved areas throughout the community. These sidewalk priorities are listed below and a visual display is provided in Figure 6-4. These sidewalk priorities have been submitted to the regional planning commission (Southwest Missouri Council of Governments) and pursued through the transportation alternatives for regional priorities. The City plans to pursue completed projects through a combination of local funding and agency funding such as Missouri Department of Transportation's (MoDOT) Transportation Alternatives Program (TAP). Currently, the City has been awarded grant funding through MoDOT to complete Priority 1.

Priority 1 - HWY 39 CONNECTING DD TO HIGH SCHOOL

This priority improvement includes approximately 3,225 linear feet of 5 foot wide sidewalk beginning on the western side of RTE 39 for 150 LF, then crossing to the eastern side near the Casey's gas station for the remainder of the run until turning onto the northern side of W 6th St. Key features of this segment include up to 2,909 LF of (45MPH) road frontage. Flashers are recommended for the HWY 39 crossing to provide safer crossing for pedestrians. In the past, the City has coordinated with MoDOT in an attempt to reduce speeds in this section, but attempts have been unsuccessful. The City has installed school zone flashers at two locations along this run, which does reduce speeds to 35 MPH during school.

This improvement would provide safety improvements for both elementary school and high school students and provide access to Casey's Gas and Dollar General. Frequently students cross the road to and from school, and to get to both Casey's and Dollar General. It is planned to connect this proposed sidewalk to a recently complete MoDOT ADA improvement project.

Priority 2 - DD HWY & N DAVIS INTERSECTION NORTH TO W 6TH ST

This segment is approximately 2,870 linear feet in total length primarily running along the western side of S Davis St and N Davis St and along the south side of W 5th St. There is currently existing 3' sidewalk in various levels of disrepair (not ADA compliant, severe fractures, unlevel joints, and overgrown vegetation). Project would also include cross walks and curb ramps. This project would provide a safe route for students to travel to and from school through town and connects to existing areas with sidewalks leading to the downtown area.

Priority 3 - HWY 39 CONNECTION TO ELEMNTARY SCHOOL ON W 2ND ST

This segment is approximately 225 linear feet in total length beginning on the North side of W 2nd St at the intersection with HWY 39 and ends near 300 W 2nd St tying into an existing sidewalk. This provides a safe route for students accessing the elementary school from existing community sidewalk.

Priority 4 - DD HWY FROM CASEYS TO S GILMORE

This segment is approximately 1,805 linear feet in total length beginning on the northern side of RTE DD near the Casey's gas station until potentially tying into the existing sidewalk on the western side of S Gilmore Ave. Depending on results from sidewalk evaluations, existing sidewalk may need to be replaced. Along this route there is approximately 700' of existing sidewalk with gaps that may need to be replaced due to various levels of disrepair (not ADA compliant, severe fractures, unlevel joints, and overgrown vegetation). Project would also include curb ramps and cross walks. This project would provide safe routes for residents wanting to access the business district and a church along a major route through town.

Priority 5 - DD HWY TO MAIN ST ALONG S GILMORE

This segment is approximately 680 linear feet in total length beginning on the western side of S Gilmore Ave at the intersection of RTE DD and extending to the south side of E Main St. This project would also include curb ramps and cross walks. This project would provide safe routes for residents to access the business district connecting to a major route in town. This route would also connect an existing business district sidewalk to City Hall.

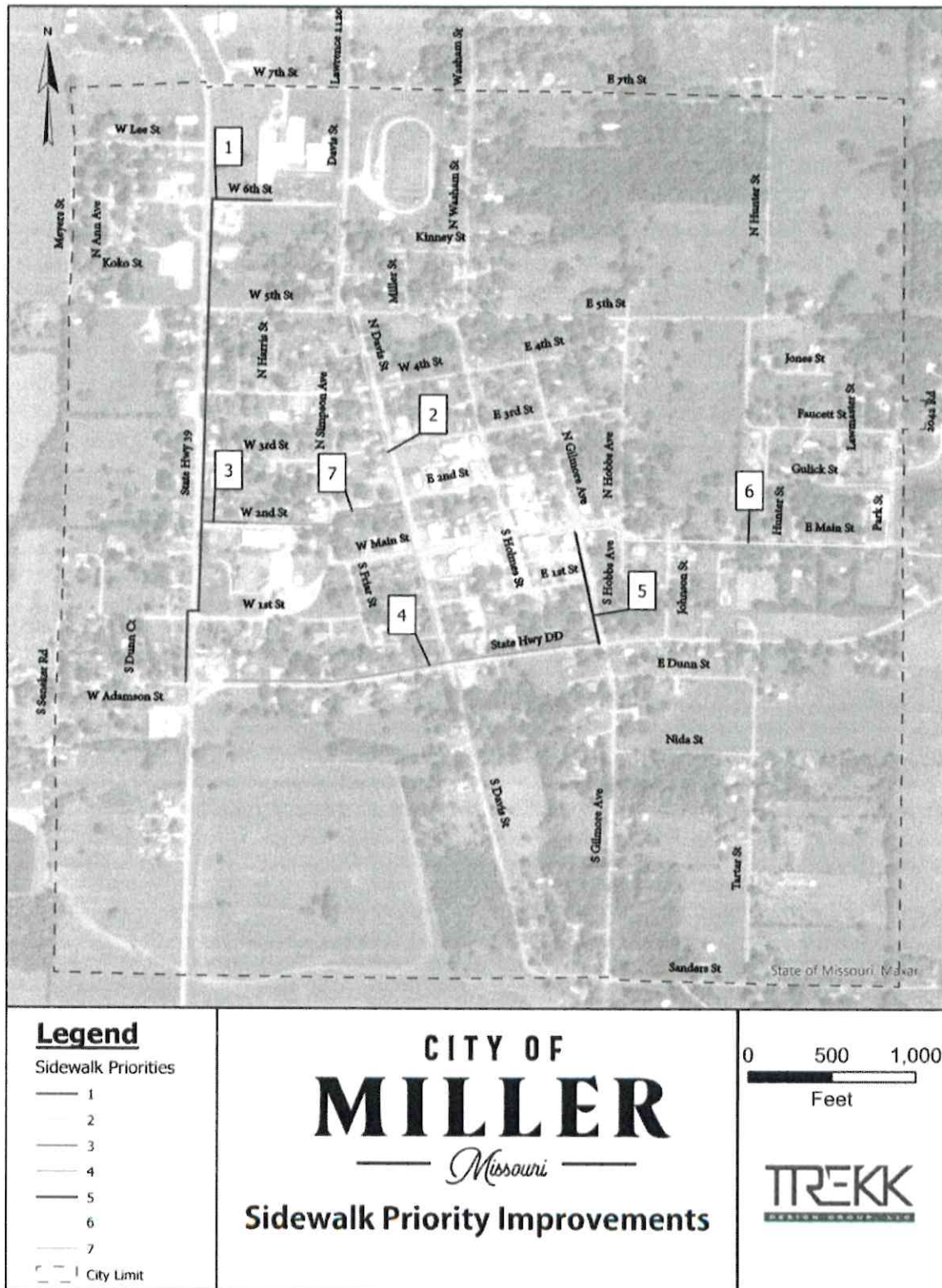
Priority 6 - MAIN ST AND S GILMORE INTERSECTION EAST ALONG E MAIN TO N PARK ST

This segment is approximately 1,792 linear feet in total length beginning on the southern side of E Main St, crossing S Gilmore Ave and continuing along S Main until crossing to the western side of N Park St and terminating at the Miller Fire Dept and City Park. This project would also include curb ramp and cross walk improvements. The completion of this improvement project would connect the business district to the fire station where public community meetings and council meetings are held, along with access to the City Park.

Priority 7 - W 2ND STREET FROM N DAVIS ST TO CONNECTION IN FRONT OF ELEMENTARY SCHOOL

This segment is approximately 808 linear feet in total length beginning on the north side of W 2nd St, crossing N Simpson Ave, and continuing along the south side of W 2nd St until terminating at N Davis St. Along the route, existing sidewalk is already in place various levels of disrepair (not ADA compliant, severe fractures, unlevel joints, and overgrown vegetation). This project would include curb ramp and cross walk improvements. The completion of this improvement project would provide safe access to the elementary school and a church.

Figure 6-4: Sidewalk Priority Improvements



6.4.2. Roadways

The City's roadway network consists primarily of local streets serving residential neighborhoods, schools, parks, and downtown areas. Based on general observations and routine maintenance, street conditions range from fair to poor, with varying degrees of surface wear, cracking, and patchwork repairs. At this time, the City has not completed a formal roadway condition assessment or asset inventory. While the system continues to function for daily traffic volumes typical of a rural community, sections of pavement will require rehabilitation or reconstruction in the coming years to prevent future deterioration.

In recent years, the City has prioritized major water and wastewater infrastructure improvements, which has required postponing street repair projects and related funding pursuits. This approach has helped avoid reconstruction and street patches that would be necessary following underground utility improvements. Upon completion of these improvements, roadway repairs and resurfacing will become a primary infrastructure priority.

The City intends to evaluate funding opportunities, consider a phased repair plan, and incorporate street improvements into future infrastructure planning.

Photos of a portion of the City's streets are included in Appendix C to display the ranging roadway conditions.

The City also has two MoDOT routes that pass through town. These routes include Highway DD and Highway 39. Both of these routes are maintained by MoDOT. Due to speeds on Highway 39, in past years the City has coordinated with the schools and MoDOT to place two school zone flashers for reduced speed while school is in session. This was completed due to safety concerns and vehicles speeding along Highway 39.

6.5. Parks

The City Park in Miller currently provides valuable open green space for residents and shows opportunity for improvements over the 2 acre park. The park currently includes picnic areas, open lawn space, multiple pieces of playground equipment, and a restroom. Existing playground equipment has served the community for many years, however portions of the equipment are aging and may require repair or replacement in the future to maintain safety and usability. The park remains an important community asset and contributes to the overall quality of life for Miller residents.

Over the years, the City has researched potential park improvements, including playground upgrades and expanded amenities. Due to associated costs and City staff having limited availability to maintain improvements, the park has not been a top priority for the City as they work to focus on critical infrastructure such as the water and sewer projects. Based on the community's age distribution and feedback from residents, recreational improvements remain a desired goal.

7. Community Revitalization

Community revitalization is essential to maintaining the long-term vitality and identity of the City. Based on community survey feedback, citizens felt this was very important. As a rural community, stability, local pride, and incremental improvements are key to sustaining economic activity and quality of life. Revitalization efforts should focus on preserving existing assets, encouraging reinvestment in residential and commercial properties, and supporting small businesses that serve local and surrounding rural residents. Maintaining attractive public spaces, safe neighborhoods, and functional infrastructure will help retain current residents and attract new families to the community.

Revitalization in the City shall emphasize practical, fiscally responsible strategies, including property maintenance and infrastructure upgrades. The City will explore available funding opportunities, as available.

8. Land Use

Land use within the City of Miller reflects its small-town rural character, with development consisting primarily of single-family residential properties, agricultural land uses along the perimeter, and limited commercial activity concentrated along key corridors or within the community. Public and institutional uses, including schools, parks, municipal facilities, and churches are integrated throughout the community and serve both city residents and the surrounding rural area. Overall development patterns remain low-density.

Future land use will emphasize maintaining the community's existing character while allowing for modest growth. Residential development should continue to occur in areas served by existing water and wastewater infrastructure, while commercial uses shall remain concentrated in established areas to support local businesses. Agricultural and open space areas surrounding the City should be preserved to the extent practical to retain the rural identity the community desires and manage infrastructure costs. As growth may occur, the City will evaluate land use decisions to ensure they align with available services, infrastructure capacity, and long-term fiscal sustainability.

Figure 8-1 displays a current land use map for the City of Miller.

Figure 8-2 displays a future land use map for the City of Miller.

Figure 8-1: Current Land Use Map



Land Use Classification

- Commercial
- Outside of City Limit
- Public Facilities & Institutions
- Residential Multi Family
- Residential Single Family
- Vacant Lot
- ☐ City Limits

Miller, MO Existing Land Use Classification



Figure 8-2: Future Land Use Map



Land Use Classification

- Commercial
- Public Facilities & Institutions
- Residential Multi Family
- Residential Single Family
- Vacant Lot
- Agricultural

Miller, MO Future Land Use Classification

9. Zoning

9.1. Introduction

Land use planning provides an opportunity for the City to be proactive and intentional with future growth. Zoning is the process of enacting the land use plan through regulations. Neither Lawrence County nor the City of Miller have enacted zoning regulations and neither entity employs a planning department, so this report will focus on the process for establishing zoning regulations.

9.2. Purpose

The purpose of zoning regulations are as follows:

- Designed to lessen congestion in the streets;
- To secure safety from fire, panic and other dangers;
- To promote health and the general welfare;
- To provide adequate light and air;
- To prevent the overcrowding of land;
- To avoid undue concentration of population;
- To preserve features of historical significance;
- To facilitate the adequate provision of transportation, water, sewerage, schools, parks, and other public requirements.

9.3. Enactment of Zoning

In order to enact zoning within a community, there are specific requirements and state statutes that must be met. This section outlines the steps and requirements in enactment of zoning if the City were to pursue in the future.

- Planning & Zoning Commission must be created by ordinance and must have between 7 and 15 members. Within the required number of members, the mayor or council members can be included.
- Board of Adjustment must be created by ordinance
- Reviews applications for variance from the zoning regulations
- Current and Future Zoning must be established in a comprehensive plan
- Comprehensive plan process typically includes public engagement meetings to receive input from the public.
- Comprehensive plan guides the development and use of land but does not control land use. A separate ordinance must be adopted to control land use.
- Commission recommends the boundaries of the various original zoning districts and appropriate regulations to be enforced therein.
- Commission holds public hearing to establish and modify districts and regulations.
- City Council cannot hold its hearing until Commission provides recommendations on establishing of districts.

10. Recommendations and Implementation

10.1. Drinking Water

It is recommended that the City continue forward with the current MDNR SRF drinking water improvement projects to complete system wide priority improvements. Following the SRF projects, it is important to remember that there will still be a significant portion of aging infrastructure remaining. In order to not be in a similar position as the City has been in, it is recommended that a preventative maintenance plan be developed that the public works staff adhere to.

The City shall continue to focus on annual rate reviews to ensure rates are in line with community MHI and infrastructure needs. The City's budget should continue to fund a repair and replacement fund to assist in drinking water improvements as they arise.

10.2. Sewer

It is recommended that the City continue forward with lift station improvements that were identified in the 2026 Lift Station Evaluation Report. In addition to the lift station improvements that are necessary to update aging and insufficient infrastructure, the City should revisit defects that were identified through smoke testing and address as possible. In order to not be in a similar position, it is recommended that a preventative maintenance plan be developed that the public works staff adhere to. Since it has been over 5 years since any SSES work has been complete, the City should begin planning to future phases of smoke testing and manhole inspections. Following smoke testing and manhole inspections, acoustic sounding and CCTV may be recommended to identify system issues as necessary.

The City shall continue to focus on annual rate reviews to ensure rates are in line with community MHI and infrastructure needs. The City's budget should continue to fund a repair and replacement fund to assist in wastewater sewer improvements as they arise.

10.3. Stormwater

Since the City has not completed a formal engineering evaluation of the stormwater system, it is recommended to pursue grant funding through MDNR to complete system evaluation. As part of this evaluation, asset inventory and condition assessment shall be completed.

10.4. Sidewalks

It is recommended that the City continue to pursue grant funding through MoDOT and/or CDBG programs to fund sidewalk priorities. As part of grant funding pursuits, the City should have representatives attend local planning meetings where regional and county priorities are being ranked and identified.

While pursuing grant funding, it would be in the City's best interest to formally perform a sidewalk inventory of existing infrastructure and complete a condition assessment to better understand upgrades that are necessary to the existing sidewalks so that the City can maintain safe routes.

10.5. Roadways

Following the completion and the system wide drinking water SRF project, the City shall pursue grant funding through CDBG to perform roadway improvements. Prior to pursuing grant funding, the City shall formally perform a roadway inventory of existing infrastructure and complete a condition assessment.

10.6. Public Facilities

10.6.1. City Park

It is recommended that elected officials and community residents work together to pursue grant funding opportunities and the City will encourage community involvement to support future enhancements, with the hope that partnerships, volunteer efforts, and external funding can make park improvements feasibly possible for the City of Miller.

10.6.2. Other Facilities

In addition to the City Park, there has been interest by community residents for band stand improvements to take place. As the band stand located near City Hall continues to age, it faces potential structural degradation. As this is located in the center of town in the downtown area, it provides opportunity for downtown revitalization.

10.7. Land Use and Zoning

It is recommended that the City continue to review and update land use as needed and work with the City attorney to determine how land use efforts can benefit the community. In addition to land use, the City may pursue and gauge community interest for a zoning board.

11. Funding Mechanisms

11.1. Local Funding

In order to fund the identified community projects and priorities, the City should maintain accurate and updated budgets. As part of budgeting, the City should annual review sewer and water use rates to ensure they are meeting the City's needs and in line with current MHIs. As the City works through grant funding projects, there needs to be an effort for City accounts to retain funds to maintain improvements.

11.2. Missouri Department of Transportation

As part of the City's effort to improve and add connectivity through sidewalks, the City shall coordinate and continue to apply for the bi-annual MoDOT TAP grants. It is standard for these grants to become available every other year, but planning efforts are typically required prior to the application. The City should begin preparing for each application an minimum 6 months prior to an anticipated application. Each fall, the City should review the upcoming year's priorities and determine which grant applications will be pursued.

11.3. Missouri Department of Natural Resources

As part of the City's need to continue to improve wastewater lift stations, the City shall pursue and coordinate with MDNR's financial assistance center to determine a grant package to perform improvements. SRF applications are due by March 1st each year and generally take a month to prepare as long as a project specific engineering report has been completed.

11.4. Land and Water Conservation Fund

For public facility improvements, the City may chose to pursue grant funding through the Missouri State Park's Land and Water Conservation Fund (LWCF). The LWCF program could potentially fund either band stand improvements or park improvements with a grant match up to 50% of the project costs, up to \$500,000 per project. These applications open in the fall each year, and take a decent amount of effort to complete. If the City chooses to pursue LWCF, preparation should start at minimum 6 months prior to ensure the City is properly prepared to submit an application.

11.5. Community Development Block Grant

CDBG offers grant funding for water, wastewater, general infrastructure, downtown revitalization, and certain buildings or facility improvements. The City has pursued and is familiar with both the water and wastewater program. To perform roadway improvements, the City plans to pursue CDBG funding through the competitive cycle general infrastructure program. As community engagement continues, the city may choose to pursue downtown revitalization although it requires a significant amount of coordination with private property owners. CDBG's general infrastructure program generally has annual applications due in the spring and require condition assessment and/or an engineering report to complete. The City should prepare for these applications at minimum 9 months ahead of application as programs are competitive and require a decent amount of preparation.

Appendix A – Community Survey Results

Appendix B – Sidewalk Photos

Appendix C – Roadway Photos

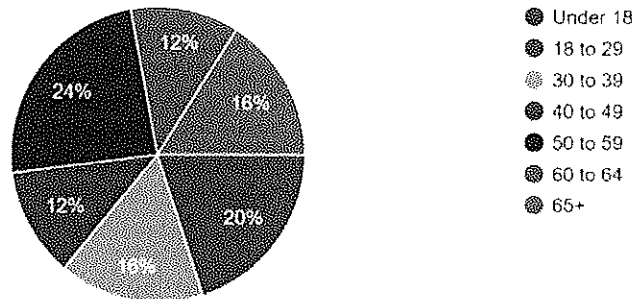
Appendix D – City Park Photos

Appendix A – Community Survey Results

Question 1

What is your age?

25 responses



Question 2

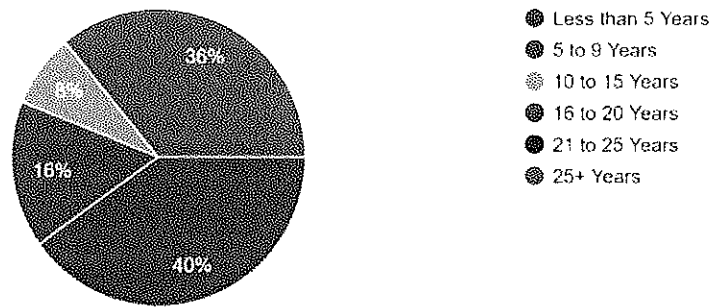
What do you enjoy most about Miller?

- THE PEOPLE
- Small town friendly atmosphere
- All the open land
- It's residential rural setting & location to larger cities.
- N/A
- It's quite and ppl leave me alone
- activities
- small town living
- The city park and really wish it had more to offer for the children who go often.
- The quiet
- Home Town Feeling
- How small miller is
- SMALL TOWN ATMOSPHERE
- Quiet
- Quiet + Peace
- The biggest crime is a cow might get out, somebody might run the stop sign, or old Doc Dake might have a bit of a lead foot today.
- The peacefulness 2) Community Support for eachother
- Small town feeling but close enough to where I work
- SMALL COMMUNITY - SAFER
- Its my hometown.
- Very quiet, small town. Neighbors are nice, i really like the small town feel, I grew up that way, hoping my kids will also appreciate it.
- He used to be a quiet neighborhood and everybody got along. But now since they have that low income housing over there, it's like an endless supply of people running back and forth and nobody's paying attention to the 25 mph speed limit I'm running stop signs.

Question 3

How long have you lived in Miller?

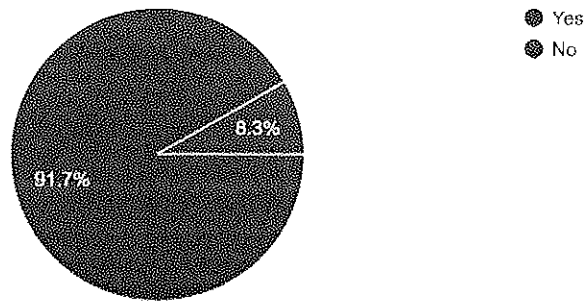
25 responses



Question 4

Do you live within City Limits?

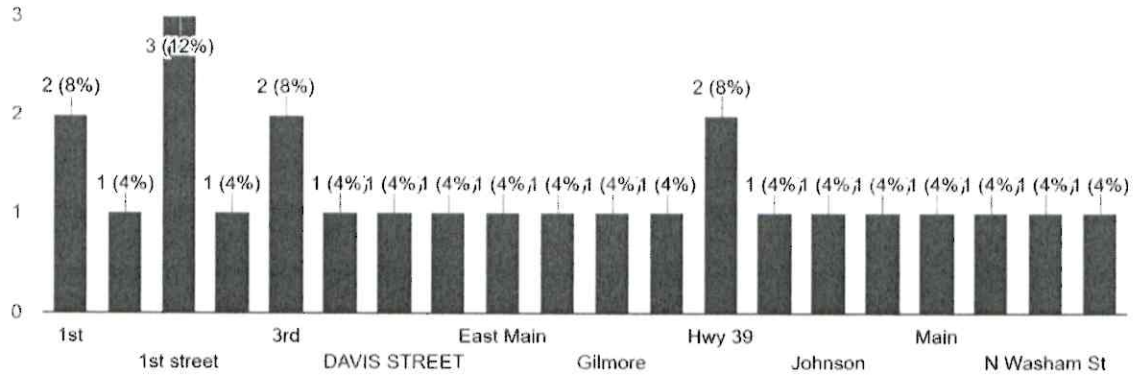
24 responses



Question 5

What street do you live on?

25 responses



Question 6

Why do you choose to live in Miller?

- SMALL TOWN ATMOSPHERE
- Small town, everyone knows everyone, great schools
- Convenience
- Not a lot of people here, and the people who are here are so nice
- Close to other towns for jobs
- It's always been my home town
- N/A
- It's close to Springfield but not big city
- its home
- It's my hometown
- I thought it was a nice community.
- Not super busy
- Love it
- It's in between Springfield and Joplin
- NOT THAT BUSY
- Cheap housing
- Affordable housing - feel safe
- safe place to raise my kids
- I was born and raised here, gone for 25 years and chose to bring my family here.
- Location to our jobs and the size of town
- MARRIAGE + FAMILY
- Family
- It's my hometown
- We bought a house we liked, also wanted a quieter, slower place to raise kids.
- I have family and friends here and I'm retired.

Question 7

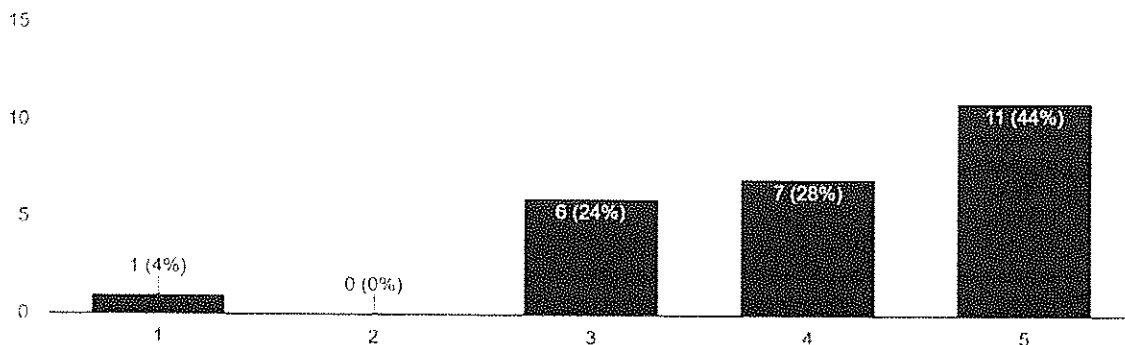
What would encourage you to use the City Park?

- THE PEOPLE
- Better equipment, family friendly things
- We already do!
- Larger with more things to do for both young & old
- If the playground equipment was updated and better maintained. Leaves raked/ grass mowed.
- Basketball court
- croquet - horse shoes
- sand volleyball
- More things for the kids. A splash pad would be amazing. The baby swings to be fixed. A seesaw. An old school merry go round. Really anything to add more of a variety.
- Birthdays, cookout
- pickleball court
- I already go weekly, none broken equipment would be nice. And toilet paper in the bathroom
- FAMILY ACTIVITIES
- Clean bathroom, variety of play equipment for older kids
- walking track
- feeling like it is a safe and clean place for my kids to play.
- Removal of old broken equipment, additional amenities such as a basketball goal.
- BEING UPDATED AND HAVING A WALKING TRACK
- Safer equipment
- Well maintained bathroom would go a long way, better playground maintenance, that kids playground has alot of weeds sometimes.
- Have the cops slow the traffic down that goes from DD to the curves on Main street.

Question 8

How important is downtown revitalization?

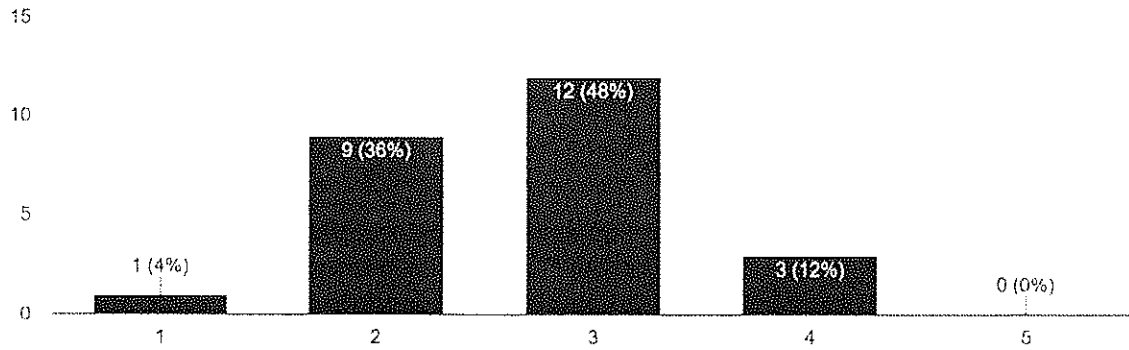
25 responses



Question 9

How would you rate the overall condition of roads in Miller?

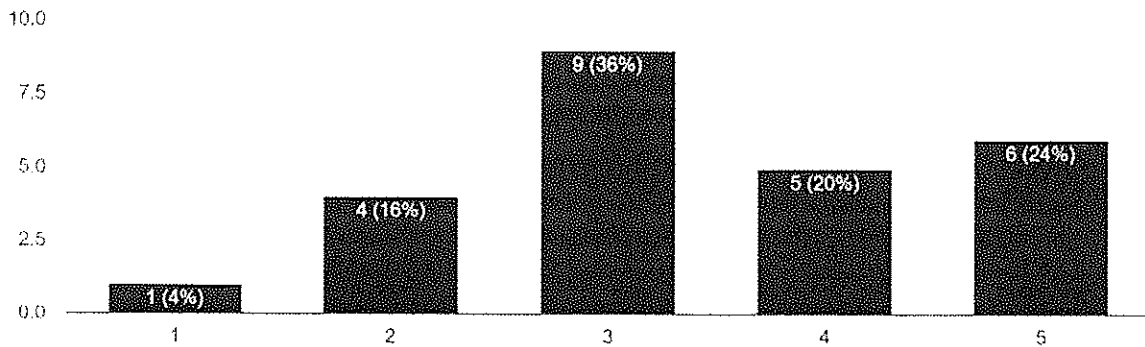
25 responses



Question 10

How comfortable are you walking along Miller's streets?

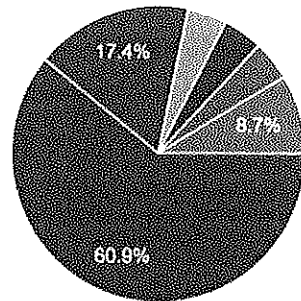
25 responses



Question 11

What sidewalk project would you consider a top priority?

23 responses

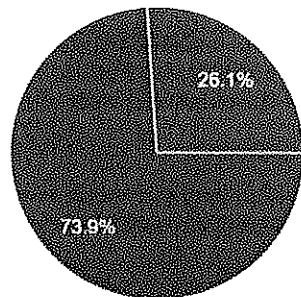


- (1) Route DD to West 6th Street along Highway 39 (Beginning Near Caseys...
- (2) Route DD to West 6th Street along North Davis Street (Direct Route to Hi...
- (3) West 2nd Street From Highway 39...
- (4) Highway 39 to South Gilmore along...
- (5) Route DD to Main Street (Along S...
- (6) South Gilmore to North Park Street...
- (7) North Davis to Elementary School...
- None

Question 12

Are you in favor of a land use plan within City Limits?

23 responses

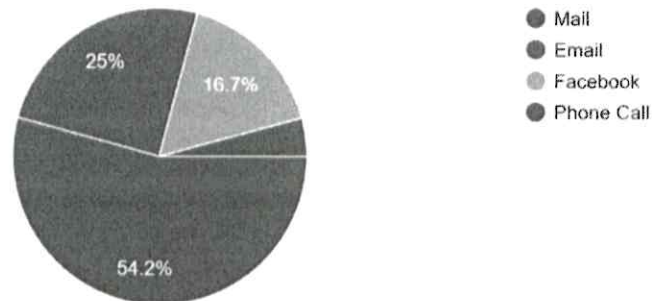


- Yes
- No

Question 13

What is the best method for the City to communicate with you?

24 responses

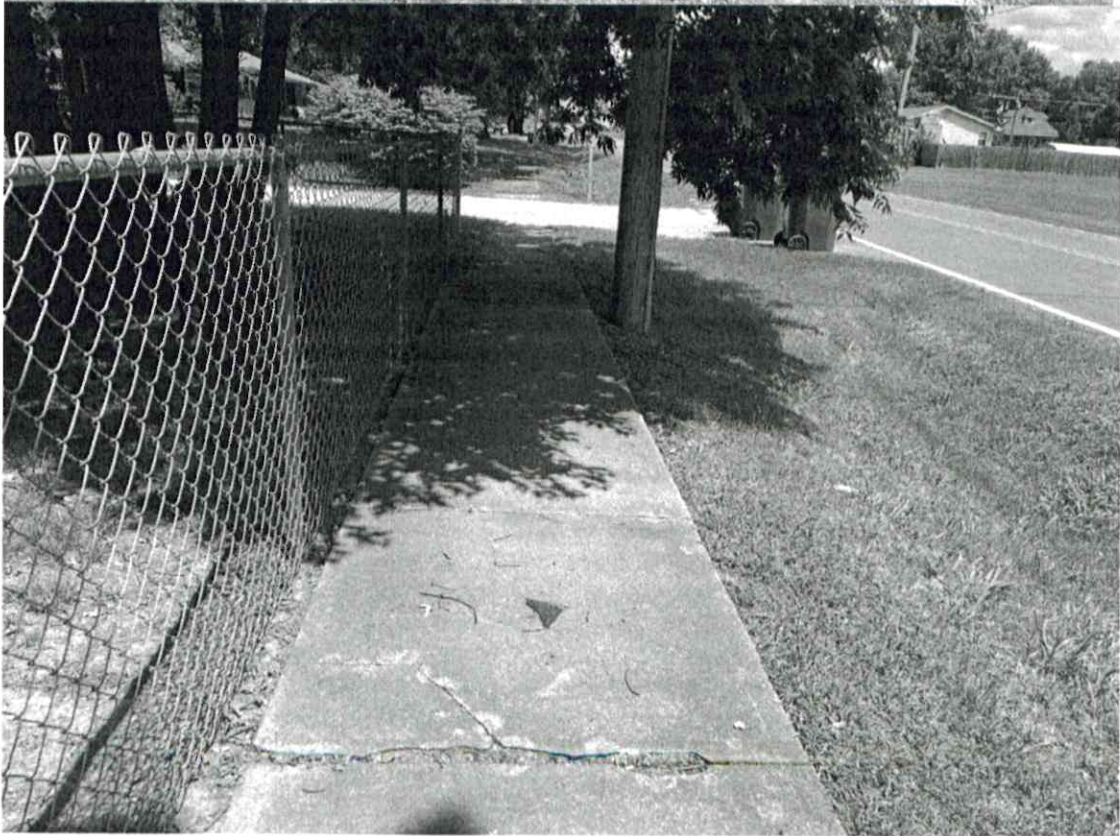


Question 14

Additional Comments or Questions?

- What is to prevent "Plans" from falling apart with any changes within the governing body of Miller? Is there any thought of strengthening the infrastructure of the Miller City's governing body's longevity? I have seen so many good things start and then there is a change in the governing body and the progress stops... because the new Officials lack ability to think of the future, and growth...
- Miller is a great little town and really needs something more for the children. I really really encourage a splash pad for the community to be able to enjoy.
- Thank you for asking for our input
- I love miller and want to see it thrive I think a lot of the community does as well there is just little communication so it makes it challenging for anyone to know where to start. Or help or have input in things going on. Sometimes miller can feel very insulting with the town seeming stand off ish to new community member.
- IMPRESSED WITH CITY IMPROVEMENTS SO FAR.
- I like Miller - I wish downtown was revitalized. I have visitors from all over coming to visit. I am sorta embarrassed sometime at how it looks.
- I love the simple life Miller offers. It is an old, charming little town. I am all for small business growth, making the town safer and improving our city's infrastructures.
- All sidewalk projects listed are priorities.
- I would like to suggest including a crosswalk across 39 at the high school as well as the elementary school. If there is a sidewalk only on one side of 39 there needs to be two points to cross at each end near the majority of the residential houses. Also the park improvements are a top priority to me. I would suggest the city be open and willing to help other organizations that bring plans and offer assistance in this area including providing some small funding if needed to get a project implemented.
- Loose dogs are the main problem when it comes to feeling safer on city streets. Downtown area is a little run down, and revitalization would be awesome!
- When is the cop going to start writing tickets?. People act like it's a drag strip from DD to the curves on main Street. I've had more than one confrontation of people speeding down this road. There's kids, grandkids and people trying to use the park can't even walk down the road anymore. On East main.

Appendix B – Sidewalk Photos







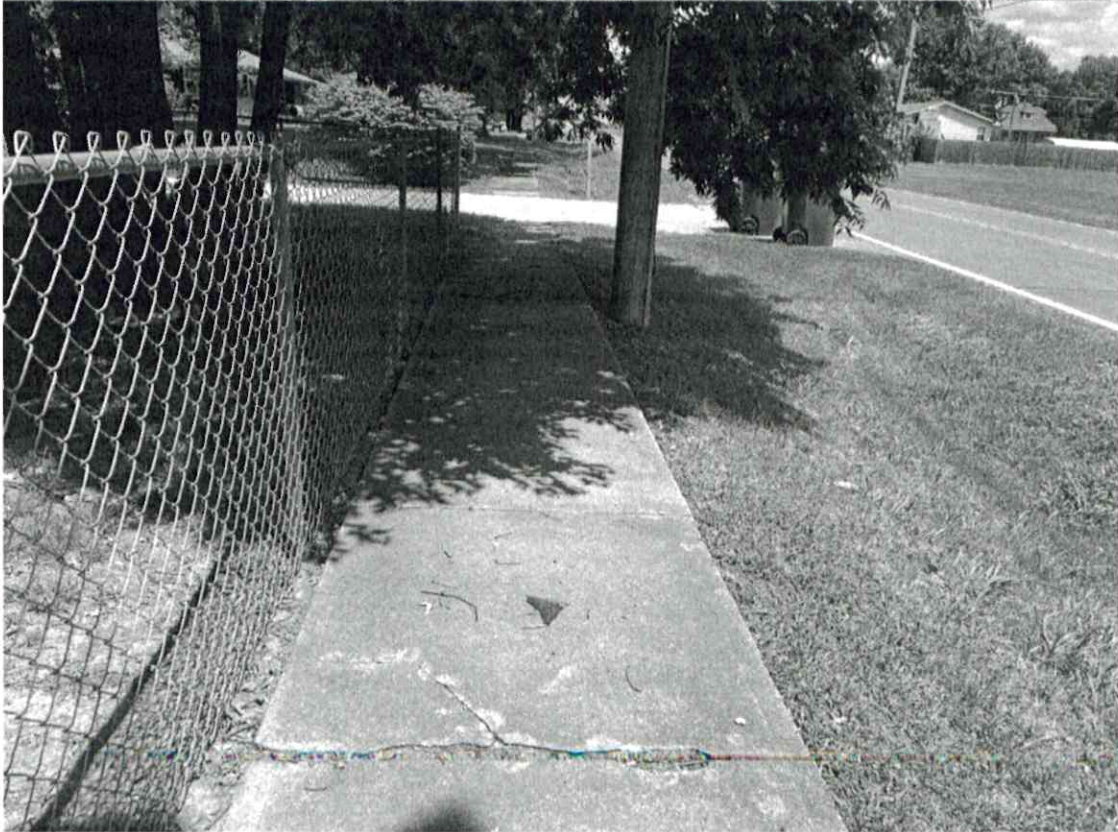
Appendix C – Roadway Photos















Appendix D – City Park Photos





