

IMAGINE BELLEVILLE

ADOPTED
JUNE 16, 2014

SECTION 7

Implementation



As the City of Belleville celebrates its 200th anniversary, residents and business owners demonstrate a renewed sense of community pride and positive outlook for the next 200 years. According to the last plan, “the City’s vision has always focused on providing a good quality of life for its residents by offering a wide variety of amenities and service.” These themes remain consistent throughout the City’s major comprehensive planning processes in 1975, 1989, 2000, and now 2014. Both new and longstanding citizens agree - the road ahead is paved with even greater possibilities.

The year-long plan development process was necessary to include community participation, facilitate interdepartmental coordination, analyze issues and opportunities, and formulate a realistic action agenda. One of the greatest accomplishments of the planning process was its catalytic effects. This took shape through formal and informal networking, such as the Martin Luther King Jr. Day event sponsored by the 17th Street Corridor Neighborhood Association. Two Comprehensive Plan Advisory Committee members organized and moderated the event. Its central premise - “if I could change the community” - helped to identify how youths can become active in the community and

remain in Belleville after high school and college graduation. Input from this event was used in the development of this plan and helped to generate support for the phrase: “Belleville: bigger, better and constantly bridging.”

This plan sets forth a community vision to both *preserve* Belleville’s unique identity and *promote* new opportunities. Similar to the last 14 years of development, Belleville’s next wave of growth will naturally lead to shifts in economic, physical, and demographic conditions. Therefore, this plan is designed as a “living document” that is responsive to change. Scheduled updates, as described later in this section, will help maintain its relevance and credibility as an overarching policy guide.

This section highlights specific roles, responsibilities, and methods of implementation to execute priority plan recommendations. Its key objective is to integrate the different plan elements in such a way as to provide a clear path for sound decision-making. The final stages of plan development led elected and appointed officials to rank top priorities. Those findings are summarized in the *Priority Actions* handout - potentially the most influential component of this plan.

Why is This Section Important for Belleville?

- Emphasizes the importance of not only creating a plan, but translating it into real action and tangible, beneficial results.
- Adds a short-term strategic perspective and component to what is otherwise intended as a guide to Belleville’s long-term enhancement over the next 20 years.

- Provides *Priority Actions* for the City and other plan implementation partners to focus on during the next several years after plan adoption.
- Underscores the need to keep the plan fresh and relevant through annual review and reporting procedures and periodic updates.
- Advocates ongoing community engagement as the plan is implemented.

Plan Implementation Methods

Simply setting out an implementation framework is not enough to ensure that the action items of this plan will be carried out and the community’s vision and goals ultimately achieved. The guiding principles, priorities, and strategic recommendations in this plan should be consulted frequently and should be widely used by decision-makers as a basis for judgments regarding:

- The appropriateness of proposed new development and redevelopment in existing parts of the community;
- The timing and availability of infrastructure improvements to serve existing and new residential, commercial, industrial, and mixed uses;
- The need for and timing of annexations for county islands and contiguous neighborhoods and commercial centers;
- Potential re-writes and amendments to the City’s *Zoning Code*, *Subdivision Code*, and other applicable regulations;
- Expansion of public facilities, services, and programs to meet current and future demands;
- Priorities for annual and long-range capital budgeting; and
- Capacity building and coordination with private, institutional, and public partners.

There are five general methods for plan implementation (see the inset to the right, **Five Action Types**):

- Land development regulations and engineering standards;
- Capital improvements programming;
- Special projects, programs, and initiatives;
- Coordination and partnerships; and
- Specific plans and studies.

Plan Administration

During the development of this plan, representatives of government, business, neighborhood associations, civic groups, and others came together to inform the planning process. These community leaders - and new ones that emerge over the horizon of this plan - must maintain their commitment to the ongoing implementation and updating of the plan’s guiding principles, priorities, and strategic recommendations (see **Roles and Responsibilities** sidebar on page 7.4).

Education

Comprehensive plans are relatively general in nature, but they are still complex policy documents that account for interrelationships among various policy choices. As such, educating decision-makers and administrators about plan implementation is an important first step after plan adoption. As the principal groups that will implement the plan, the City Council, Planning Commission, and City department heads should all be “on the same page” with regard to priorities, responsibilities, and interpretations.

Consequently, an education initiative should be undertaken immediately after plan adoption, which should include:



Five Action Types

Development Regulations and Standards

Given that private investment decisions account for a vast majority of the City's physical form, land development regulations and engineering standards are fundamental for plan implementation. Consequently, zoning and subdivision regulations and associated development criteria and technical engineering standards are the basic keys to ensuring that the form, character, and quality of development reflect the City's planning objectives. These codes should reflect the community's desire for quality development outcomes while recognizing economic factors. They should not delay or interfere unnecessarily with appropriate new development or redevelopment that is consistent with plan principles and directives.

- A discussion of the individual roles and responsibilities of the Council, Commission (and other advisory bodies), and individual staff members;
- A thorough overview of the entire *Comprehensive Plan*, with emphasis on the parts of the plan that relate to each individual group;
- Implementation tasking and priority setting, which should lead to each group establishing a one-year and three-year implementation agenda;
- Facilitation of a mock meeting in which the use of the plan and its policies and recommendations is illustrated; and
- An in-depth question and answer session, with support from planning personnel, the City Attorney, and other key staff.

Role Definition

As the community's elected officials, the City Council should assume the lead role in implementation of this plan. The key responsibilities of the City Council are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts. In conjunction with the Mayor, Aldermen must also ensure effective coordination among the various groups that are responsible for carrying out the plan's recommendations.

CITY COUNCIL

The City Council will take the lead in the following general areas:

Capital Improvements Programming

The capital improvements program, or "CIP," is a multi-year plan (typically five years) that identifies budgeted capital projects, including street infrastructure; water, wastewater, and drainage facilities; parks, trails, and recreation facility construction and upgrades; construction of public buildings; and purchase of major equipment. Identifying and budgeting for major capital improvements will be essential to implementing this plan. Decisions regarding the prioritization of proposed capital improvements should consult the policy and management directives of this plan.

Special Projects, Programs, and Initiatives

Special projects and initiatives is another broad category of implementation measures. These may include initiating or adjusting City programs; expanding citizen participation programs; providing training; and other types of special projects.

Coordination and Partnerships

Some community initiatives identified in this plan cannot be accomplished by City government on its own. They may require direct coordination, intergovernmental agreements, or funding support from other public entities or levels of government. Additionally, the unique role of private and non-profit partners to advance the community's action agenda has been a valuable part of this process and should not be underestimated in the implementation stages. This may occur through cooperative efforts, volunteer activities and in-kind services (which can count toward the local match requirements for various grant opportunities), and public/private financing of community improvements.

Specific Plans and Studies

There are a number of areas where additional planning work is recommended at a "finer grain" level of detail than is appropriate for comprehensive planning purposes. As such, some parts of this plan will be implemented only after some additional planning or special study.



Roles and Responsibilities

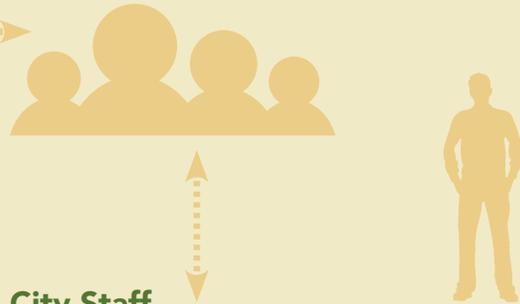


City Council

As the leaders of plan implementation, the key responsibilities of the Mayor and Aldermen are to decide and establish priorities, set timeframes by which each action will be initiated and completed, and determine the budget to be made available for implementation efforts.

Planning Commission

The Planning Commission makes recommendations to the City Council based on plan principles. The Commission should prepare an Annual Progress Report to ensure plan relevance.



City Staff

City staff manages the day-to-day implementation of the plan. In particular, City staff is responsible for supporting the Mayor, Aldermen, Planning Commission, and other boards and commissions.

- Acting as a “champion” of the plan;
- Adopting and amending the plan, after recommendation by the Planning Commission;
- Adopting new or amended land development regulations to implement the plan;
- Approving intergovernmental and development agreements that implement the plan;
- Establishing the overall action priorities and timeframes by which each action item of the plan will be initiated and completed;
- Considering and approving the funding commitments that will be required;
- Offering final approval of projects and activities and the associated costs during the budget process, keeping in mind the need for consistency with the plan and its policies; and
- Providing policy direction to the Planning Commission, other appointed City boards and commissions, and City staff.

PLANNING COMMISSION

The Planning Commission will take the lead in the following general areas:

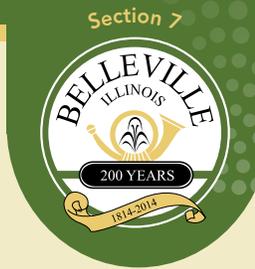
- Hosting the education initiative previously described;

- Periodically obtaining public input to keep the plan up to date, using a variety of community outreach and citizen and stakeholder involvement methods;
- Ensuring that recommendations forwarded to the City Council are reflective of the plan goals, policies, and recommendations; and
- After holding one or more public hearings to discuss new or evolving community issues and needs, making recommendations to the City Council regarding plan updates and plan amendments.

CITY STAFF

City Staff will take the lead in the following general areas:

- Managing day-to-day implementation of the plan, including coordination through an interdepartmental plan implementation committee;
- Supporting and carrying out capital improvements planning efforts;
- Managing the drafting of new or amended land development regulations;
- Conducting studies and developing additional plans (including management of consultant efforts, as necessary);



- Reviewing applications for consistency with the *Comprehensive Plan* as required by the City's land development regulations;
- Negotiating the specifics of intergovernmental and development agreements;
- Administering collaborative programs and ensuring open channels of communication with various private, public, and non-profit implementation partners; and
- Maintaining an inventory of potential plan amendments, as suggested by City staff and others, for consideration during annual and periodic plan review and update processes.

Priority Actions

The vision and goals in this *Comprehensive Plan* are attained through a multitude of specific actions. After concluding the previous plan sections, community members and the City Council, Planning Commission, and *Comprehensive Plan Advisory Committee* engaged in a ranking and prioritization exercise with the plan recommendations, as illustrated in **Figure 7.1, Community Priorities** (after page 7.11).

For progress to be achieved in any of these areas, it is essential that short- (1-2 years), mid- (3-5 years), and long-range (6+ years) implementation strategies be identified along with an action timeframe, relative costs, and an assignment of responsibilities to specific entities. This second handout, **Figure 7.2, Comprehensive Plan Priority Actions** (after page 7.11), provides a more specific roadmap. Many of the action initiatives highlighted in this section cut across - and are supported by - multiple elements throughout the plan.

In addition to identifying which City department(s) or function(s) would likely lead a task, this portion of the

handout also highlights a variety of local and regional agencies that might have a role to play in certain initiatives, perhaps through potential cost-sharing technical assistance, direct cooperation (potentially through an intergovernmental or development agreement), or simply by providing input and feedback on a matter in which they have some mutual interest. In particular, whenever potential regulatory actions or revised development standards are to be considered, participation of the development community is essential to ensure adequate consensus building.

The synthesized table does **not** include every strategic recommendation found throughout this plan. Instead, it details the "to do" list of priority action items and who is responsible for initiating, administering, and participating in the implementation process.

It is essential that implementation priorities be revisited annually to recognize accomplishments, highlight areas where further attention and effort is needed, and determine whether the priority list should be revised given changing circumstances and emerging needs. This review and discussion should occur in conjunction with the City's annual budget process, proposed Capital Improvements Program (CIP) preparation, and departments planning. Once the necessary funding is committed and roles are defined, the City staff member designated as the *Comprehensive Plan Administrator* should initiate a first-year work program in conjunction with the Mayor, other departments, and any public/private implementation partners.

Plan Amendment Process

The *Comprehensive Plan* is meant to be a flexible document allowing for adjustment to changing conditions over time. Shifts in political, economic, physical, technological, and social conditions, and other

What is a Capital Improvements Program?

A multi-year capital improvements program (CIP) identifies, associates costs for, and prioritizes capital projects. Decisions regarding the definition and prioritization of proposed capital improvements should take into account the guiding principles, priorities, and **strategic recommendations of this plan; funding processes and tools** such as annual budgeting, tax increment financing (TIF), and regional, state, and federal grants; and **staff capacity** to support such initiatives.

Benefits

- Helps to balance the geographic needs of different areas of the community with those of the entire community.
- Allows for a systematic evaluation of all potential projects at one time and helps to avoid overlooking large, critically needed projects.
- Applies a business-like and transparent approach to solving community challenges and thereby discourages piecemeal and uncoordinated approaches.
- Improves the development and maintenance of infrastructure and public facilities by requiring local officials to analyze and forecast their future needs.
- Sets forth ample time to explore alternative funding sources and consolidate projects to reduce overhead costs.
- Serves as a public relations and economic development tool to encourage investment.
- Facilitates cooperation and visioning between internal City departments and coordination with other governments and agencies.
- Reduces some of the risk in private development by adhering carefully to a well-publicized schedule for constructing community improvements.
- Improves TIF financial management, debt administration, and use and allocation of limited public resources, and thereby helps qualify the City for better borrowing terms, bond ratings, and grants.

Key Elements

PROJECT DEFINITION

Define the range of activities to incorporate into a CIP, such as street, drainage, and utility infrastructure projects; parks and trails; City buildings; land and right-of-way/easement acquisition; major vehicle and equipment purchases; and the planning and design studies that are often a precursor to significant initiatives and expenditures. Even aesthetic or tourism-related enhancements, such as community gateway treatments, streetscape upgrades along corridors, and installation of wayfinding signage qualify as capital projects.

PROJECT BREAKDOWN AND PHASING

Divide a potential capital project into multiple phases. This is especially important to determine interim steps and a particular sequence of activities that may need to occur along the way toward attaining an ultimate outcome.

PROJECT COST

Identify and list costs associated with a project, including but not limited to design, legal fees, land, construction, equipment, furniture, major and any other expenditures. These budgets generally include "contingency" line items or percentages, especially as labor, materials and other costs could vary significantly by the time a particular project proceeds with construction.

PROJECT PRIORITIZATION

Task each City department to place its own identified projects in a suggested rank order, for eventual compilation and consideration across all departments and functions, similar to the annual budgeting process. Technical and financial staff then weigh in to highlight reasons certain projects must be fast-tracked (e.g., mandated improvements) while others will require more time (e.g., high costs, right-of-way acquisition, etc.). Some cities assemble a citizens advisory committee to help with project vetting and recommend priorities. Interdepartmental working groups, as well as subcommittees of the City Council, Planning Commission, or other boards and commissions may also play a role.



City of Webster Groves' Capital Improvements Program

Each municipality has varying degrees of capacity to develop a CIP, thus each plan must be tailored to best suit the community's needs in terms of level of detail and organization. The bulk of the report from the City of Webster Groves consists of detailed worksheets for each project. For this example, capital investments have been defined as major assets that normally have long, useful lives of at least five years and values of at least \$25,000. Items included within the CIP are usually found within one of the following five categories:

1. The acquisition of land and/or buildings for a public purpose;
2. The construction of a significant facility (e.g., a building or a road) or the addition to or extension of an existing facility;
3. Rehabilitation or major repair to all or part of a facility;
4. The annual street maintenance program, including replacement or repair of concrete and asphalt pavement streets; and
5. Vehicles, equipment, furniture, and fixtures.

Project:	Tennis Court Repair	Fund:	Capital Improvement Sales Tax
Department:	Parks & Recreation	Program:	Parks & Recreation Capital Improvement

Description
The tennis courts at Memorial Park, used extensively by both residents and various groups (schools, leagues, etc.,) will need to be gut rehabbed in 2015. These courts are outdoor and are open generally April 1st through October 31st and at other times, weather permitting.



Justification
A patch, repair and color coat was performed in 2009, following a complete overlay in 2003. In 2014, we'll be at the end of the 20-year useful life of asphalt and will have met the recommended maximum number of overlays. Proposed is an upgrade to a post tension concrete system, which comes with a 25-year guarantee against substantial cracking. A partnership with Webster Groves School District and Webster University (major users of the facility) and submission of this project for the Municipal Park Grant will make this a viable project.

Project Costs and Funding Source

Funding Source	FY 11	FY 12	FY 13	FY 14	FY 15	TOTAL
Capital Impr Sales Tax					\$50,000	\$50,000
Muni Park Grant					\$225,000	\$225,000
WG School District					\$100,000	\$100,000
Webster University					\$100,000	\$100,000
TOTAL	\$0	\$0	\$0	\$0	\$475,000	\$475,000



Types of Amendments

Two types of revisions to the *Comprehensive Plan* may occur: minor amendments and major updates.

MINOR AMENDMENTS

This type of amendment may be proposed at any time, such as specific adjustments to the Future Land Use Plan related to particular land development applications or public improvement projects. Minor amendments can be addressed by the City in short order or, if not pressing, may be documented and compiled for a more holistic evaluation through an annual plan review process. For example, this is how and when the results of another specialized plan or study may be incorporated into relevant sections of the plan.

MAJOR UPDATES

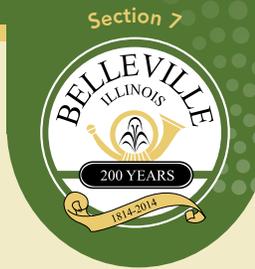
More significant plan modifications and updates should occur no more than every five years. Major updates involve reviewing the base conditions and anticipated growth trends; re-evaluating the guiding principles and strategic recommendations of the plan - and formulating new ones as necessary; and adding, revising, or removing action statements in the plan based on implementation progress.

unforeseen circumstances, may influence and change the priorities and fiscal outlook of the community. As the City evolves, new issues will emerge while others will no longer be as relevant. Some action statements will be found impractical or outdated while other plausible solutions will arise. To ensure that it continues to reflect the overall goals of the community and remains relevant and resourceful over time, the plan must be revisited on a regular basis to confirm that the plan elements are still on point and the associated guiding principles, priorities, and strategic recommendations are still appropriate.

Revisions to the *Comprehensive Plan* are two-fold, with minor plan amendments occurring at least bi-annually and more significant modifications and updates occurring every five years. Minor amendments could include revisions to certain elements of the plan as a result of the adoption of another specialized plan or interim changes to the Future Land Use Plan. Major updates will involve reviewing the base conditions and anticipated growth trends; re-evaluating the findings of this plan - and formulating new ones as necessary; and adding, revising, or removing strategic recommendations in the plan based on implementation progress.

Annual Progress Report

The Planning Commission, with the assistance of staff, should prepare an annual progress report for presentation to the Mayor and City Council. This ensures that the plan is consistently reviewed and that any needed modifications or clarifications are identified for the bi-annual minor plan amendment process. Ongoing monitoring of consistency between the plan and the City's implementing regulations should be an essential part of this effort.



The Annual Progress Report should include and highlight:

- Significant actions and accomplishments during the past year, including the status of implementation for each programmed task in the *Comprehensive Plan*;
- Obstacles or problems in the implementation of the plan, including those encountered in administering the land use and character and mobility aspects, as well as any other policies of the plan;
- Proposed amendments that have come forward during the course of the year, which may include revisions to the individual plan maps or other recommendations or text changes; and
- Recommendations for needed actions, programs, and procedures to be developed and implemented in the coming year, including recommendation of projects to be included in the City's proposed CIP, other programs/projects to be funded, and priority coordination needs with public and private implementation partners.

Bi-Annual Amendment Process

Plan amendments should occur on at least a bi-annual (every two year) basis, allowing for proposed changes to be considered concurrently so that the cumulative effect may be understood. When considering a plan amendment, the City should ensure the proposed amendment is consistent with the goals and policies set forth in the plan regarding character protection, development compatibility, infrastructure availability, and other community priorities. Careful consideration should also be given to guard against site-specific plan changes that could negatively impact adjacent areas and uses or detract from the overall character of the

area. Factors that should be considered in deciding on a proposed plan amendment include:

- Consistency with the guiding principles, priorities, and strategic recommendations set forth in the plan;
- Adherence with the Future Land Use Plan;
- Compatibility with the surrounding area;
- Impacts on infrastructure provision including water, wastewater, drainage, and the transportation network;
- Impacts on the City's ability to provide, fund, and maintain services;
- Impacts on environmentally sensitive and natural areas; and
- Whether the proposed amendment contributes to the overall direction and character of the community as captured in the plan vision and guiding principles (and ongoing public input).

Five-Year Update / Evaluation and Appraisal Report

An evaluation and appraisal report should be prepared every five years. This report should be prepared by City staff with input from various City departments, the Planning Commission, and other City boards and commissions. The report process involves evaluating the existing plan and assessing how successful it has been in achieving the community's goals. The purpose of the report is to identify the successes and shortcomings of the plan, look at what has changed over the last five years, and make recommendations on how the plan should be modified in light of those changes.

The report should review baseline conditions and assumptions about trends and growth indicators. It should also evaluate implementation potential and/or obstacles related to any unmet strategic recommendations. The evaluation report and process should result in an amended *Comprehensive Plan*, including identification of new or revised information that may lead to updated guiding principles, priorities, and/or strategic recommendations.

More specifically, the report should identify and evaluate the following:

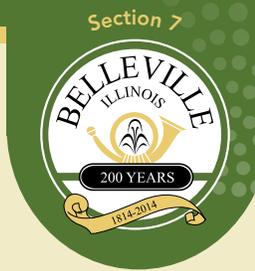
1. Summary of major actions and interim plan amendments undertaken over the last five years.
2. Major issues in the community and how these issues have changed over time.
3. Changes in the assumptions, trends, and base studies data, including the following:
 - » The rate at which growth and development is occurring relative to the projections put forward in the plan.
 - » Shifts in demographics and other growth trends.
 - » City-wide attitudes and whether apparent shifts, if significant, necessitate amendments to the stated principles or recommendations of the plan.
 - » Other changes in political, social, economic, technological, or environmental conditions that indicate a need for plan amendments.
4. Ability of the plan to continue to support progress toward achieving the community's goals. The following should be evaluated and revised as needed:
 - » Individual statements or sections of the plan must be reviewed and rewritten, as necessary,

to ensure that the plan provides sufficient information and direction to achieve the intended outcome.

- » Conflicts between principles and recommendations that have been discovered in the implementation and administration of the plan must be pointed out and resolved.
- » The *Priority Actions* must be reviewed and major accomplishments highlighted. Those not completed by the specified timeframe should be re-evaluated to ensure their continued relevance and/or to revise them appropriately.
- » As conditions change, the timeframes for implementing the individual actions of the plan should be re-evaluated where necessary. Some actions may emerge as a higher priority given new or changed circumstances while others may become less important to achieving the goals and development objectives of the community.
- » Based upon organizational, programmatic, and procedural factors, as well as the status of previously assigned tasks, the implementation task assignments must be reviewed and altered, as needed, to ensure timely accomplishment of the plan's strategic recommendations.
- » Changes in laws, procedures and missions may impact the ability of the community to achieve its goals. The plan review must assess these changes and their impacts on the success of implementation, leading to any suggested revisions in strategies or priorities.

Ongoing Community Outreach and Engagement

All review and update processes related to the *Comprehensive Plan* should emphasize and incorporate ongoing public input. Similar to the "Annual Building



and Development Report” and “Happenings in Belleville,” an annual plan evaluation and reporting process could incorporate additional performance measures and quantitative indicators that can be compiled and communicated both internally and to elected officials and citizens in a “report card” fashion. Examples might include:

- » Indicators of the benefits of redeveloped sites and structures (appraised value, increased property and/or sales tax revenue, new residential units and retail and office spaces in mixed-use settings, etc.);
- » Indicators of City efforts to ensure neighborhood integrity (results of neighborhood-focused policing, number of zone change and/or variance requests denied that were found to be contrary to neighborhood interests, etc.);
- » Miles of new road, bike, and transit routes added to the City’s transportation system to increase mobility options;
- » Acres of parkland and miles of trail developed or improved;
- » Various measures of service capacity (gallons, acre-feet, etc.) added to the City’s major utility systems and the millions of dollars allocated to fund the necessary capital projects;
- » New and expanded businesses and associated tax revenue gains through the economic development initiatives and priorities (as an add-on to the “Belleville Area Top Employers” annual report);
- » The estimated dollar value of operating cost savings from reduced energy and water use, heating/cooling, etc., from green building practices and related conservation efforts in new and existing City facilities; and/or
- » The numbers of residents and other stakeholders engaged through City-sponsored education and outreach events related to *Comprehensive Plan* implementation and periodic review and updating, as outlined in this section.