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TO: Mayor, Board of Aldermen and City Administrator Hanson

FROM: Andy Hixson, DoD/ACA

DATE: January 8, 2018

SUBJECT: Comprehensive Plan Time Frame and Kickoff Notice

The City of Ballwin is seeking proposals from qualified consulting firms to prepare a long-range comprehensive plan. This will engage the community to identify its desired vision for the City's future, identify community priorities, and articulate strategies to address community priorities.

The Comprehensive Plan is going to be a key policy and action document for the City of Ballwin, to be used by staff, government agencies, economic development entities, elected officials, boards and commissions, developers, property owners, and residents as a guide for future land use development, capital investments, and growth management decisions over the next 20 years and beyond. A Future Land Use Plan will be a key component or element of this plan.

Project Timeframe

- Present to the Board of Aldermen that we are putting the RFP out for bid
 - *January 8th Board Meeting*
- RFP Out to Bid
 - *January 9th*
- Bid Opening
 - *February 2nd*
- Interviews
 - *February 5th-7th*
- Staff Recommendation
 - Board Votes on Recommendation
 - *February 19th Board Meeting*
- Contractor Offer
 - *February 20th*
- Completed Product By
 - *December 1st, 2018 – February 1st, 2019*
- P and Z Vote to Accept Comprehensive Plan
- Board of Aldermen, **by resolution**, Votes to Accept Comprehensive Plan

THE COMPREHENSIVE DEVELOPMENT PLAN (Master Plan)

A comprehensive development plan is an official document adopted by a city as a policy guide to decisions about the physical development of the community. The plan is not a regulatory ordinance, but a guide to be used when regulatory ordinances are developed and administered. Nor is the comprehensive development plan a detailed capital improvement program showing precise locations of public improvements and community facilities; it is used as a guide in the more detailed development planning that must occur before those facilities are built. The plan is a comprehensive document in that it covers all portions of the city and all facilities that relate to development.

The comprehensive development plan is not designed to solve all the problems that confront the city, but it can contribute toward solving some of those problems. For example, city government has considerable influence over how development will take place in the city. At most city council meetings there are items on the agenda that deal with development issues. A developer may be seeking approval for construction of a shopping center, residential subdivision or industrial park; new streets are being constructed and fire stations built, and sewer and water lines are being extended. The plan can help improve decisions on these matters by providing the city with information on how much the city will grow, its priorities, what proposals will help achieve community objectives, and how all the various elements relate to one another.

The comprehensive planning process has four basic steps:

1. Establishment of goals and objectives,
2. Basic research,
3. Plan preparation, and
4. Plan implementation.

Goals and Objectives

The main purpose of the comprehensive development plan is to serve as a guide for making the city a better place to live and work. It is, therefore, essential to determine what constitutes a "better place." This can be accomplished by establishing basic long-term goals and short-term objectives to carry out those goals. Through such a statement of goals and objectives a consensus of future development policy can be formed. The goals and objectives established by the city will provide the foundation from which the plan will be developed.

Although establishment of goals should involve the planning commission, all city officials and all departments, the city council should play the leading role in the goal and objective formulation process. The city council, as the policy-making body for the city, will be making most of the development decisions, and the plan would be unrealistic if it does not express their desires. Also, when the plan is completed it is desirable that the council formally adopt it as public policy. If they were not involved in the development process, it would be unlikely that they would adopt the plan.

Basic Research

A plan is only as accurate as the basic information on which it is based. All pertinent information must be examined and analyzed before any plans can be made. The second step in developing a comprehensive plan is formation of basic studies and maps. The analyses of these studies and maps should reveal the city's needs and problems and examine its objectives.

1. Mapping — The first map that is needed is a base map. A base map indicates such existing features as the street system, railroads, rivers, parks or other community facilities. The map is the foundation for all other maps to be used in the planning process. An important outgrowth of the base map is the existing land use map. It shows the current use of each parcel of land, usually divided into such categories as residential, commercial, industrial, agricultural, public and semi-public uses. The finished map gives an accurate picture of the city and how its land is being utilized.

A slope map showing the topography of the city also is needed to determine land characteristics that will influence future development. It should show the degree of buildable slopes, the existence of subsoil conditions that affect development and the existence of flood plains.

2. Land Use Analysis — Land use analysis is accomplished by studying the land use map for deficiencies in the existing land use pattern. The study should determine the quantities and qualities of various land uses and the condition of structures. A land use analysis points out areas of conflict and inefficient development as well as specific areas with desirable land use patterns. The land use analysis also is a guide in preparing land use plans.
3. Population Studies — The planning process must include research on the present and future population of the city. The population study should indicate present population trends and development and where population growth may be expected as well as its gross amount. Unless the number and characteristics of the future population are roughly known, it is difficult to determine any realistic plans or proposals.
4. Economic Studies — Economic studies indicate how the city makes a living. They analyze industry and its role in the present economy, as well as retail-wholesale trade, agriculture or any other major producer of economic activity. The economic study also projects the effects of economic trends on the city's future and suggests methods and techniques for achieving a more realistic and balanced economic base.

Plan Preparation

Once the goals and objectives have been formed and the research accomplished, a plan can be prepared. The plan tries to indicate how private and public action can achieve certain community goals and policies in the next 10 to 20 years. A plan brings together the available information and organizes it in various ways to address specific problems. A plan is not a rigid design for the future; it suggests solutions to specific current problems and to those future problems that can be foreseen. For the plan to be effective the city must carry it out, not in 20 years but continuously.

The comprehensive development plan should include at least three basic plans: the community facilities plan, the transportation plan and the land use plan.

The Community Facilities Plan

A community facilities plan describes the general location, characteristics, extent and adequacy of all public facilities, including maps of their present and proposed locations and extent.

In developing a community facilities plan, the planning staff or consultant must determine community goals and objectives based on the level of municipal services desired. The plan should attempt to balance community desires for needed future services. First, an inventory is made of present services and facilities. Then, the present level is compared to the community goals and the expected needs to determine the future level and extent of services and facilities.

The following must be determined:

1. The city's future population and its distribution (part of the population study), and
2. The level and types of services the community desires, expressed as local standards and policies for development.

Such local standards for community facilities, when used with projected population levels and distribution, are a guide to preparing a plan for the placement of schools, the amount and placement of recreational land, the location and extent of public buildings and the needs for such health facilities as a sewerage system, water system and a solid waste disposal system.

It is very important to coordinate the community facilities plan with the land use plan and the transportation plan; the location and arrangement of city investments should implement the land use and transportation plans.

The following items usually are included in the community facilities plan:

1. Open areas
 - a. Parks, golf courses, fairgrounds, preserves;
 - b. Playgrounds and recreational facilities such as swimming pools; and
 - c. Rivers and other bodies of water.
2. Educational and cultural facilities
 - a. Schools — The plan should show the type, location and size of present schools to be retained, enlarged or modernized, and new ones to be built. The area or district and estimated population of each school should be indicated.
 - b. Colleges and universities — Both public and private institutions should be shown.

- c. Libraries — The plan should show the location of existing and proposed central and branch libraries.
 - d. Cultural facilities — Cultural facilities also should be shown such as theaters, museums, zoos, etc.
3. Medical facilities — The plan should show the location, character and capacity of medical centers, hospitals, nursing homes and clinics, and those to be retained, altered, enlarged or built.
4. Religious and other institutions — The location of major institutional developments that serve the city as a whole or that are regional institutions should be shown in the plan for public facilities and the land use plan
5. Public Buildings — The locations and sizes of public buildings to be retained and those to be built should be shown. Public buildings are:
 - a. Government buildings, such as municipal offices, county buildings, post offices, state and federal buildings;
 - b. Public safety buildings and facilities, fire and police stations and jails; and
 - c. Other public buildings such as public markets, civic auditoriums and group-care facilities for children or the aged.
6. Environmental health facilities — The plan should show the location and extent of environmental health facilities that deal with the physical and mental health or social well being of the community. Because health hazards rarely consider jurisdictional boundaries, environmental studies must be on a regional rather than a community basis.

These studies should include:

- a. Water supply, including its source, capacity, treatment, storage and distribution;
- b. Water pollution control, including the sewerage system and wastewater treatment methods;
- c. Solid waste disposal control by sanitary landfill, incinerator or similar methods, and determination of the most appropriate means of collection;
- d. Air pollution, including a study of its various sources and means of control; and
- e. Flood control, including areas subject to flooding and appropriate development pattern.

The Transportation Plan

A transportation plan is a pattern or alternative patterns of the general location and extent of the city's circulation needs. This plan again is based on the goals, objectives and needs of the city. The transportation plan also analyzes the adequacy of existing transportation systems and their specific requirements and relationships. The purpose of the plan is to foresee as accurately as possible all the transportation problems the city faces and to suggest feasible solutions.

The transportation plan should be carefully coordinated with the land use plan. A major determination of how much traffic a particular street will carry is the development and arrangement of the land use in its vicinity. Also, the land use arrangement in an area is determined to a great extent by traffic patterns.

The transportation plan also should consider any transportation needs for railroads, waterways and airports.

The Land Use Plan

A land use plan is a graphic and written analysis of a desirable and feasible land use pattern. It gives the general location, character, extent and the relationship of future land uses.

The first section should contain specific goals and objectives for land use development, based on the general goals of the city and on prior analysis and research. Such goals might indicate a desire for a particular type of residential pattern and also might show the desired amount and types of commercial activity. This section might show the amount of anticipated industrialization and where, in general, it could occur.

The next step is to develop standards for the extent and location of the various types of land uses that will be needed. Local standards set a feasible level of performance and adequacy for each type of land use, both its location and extent. These standards might specify the amount of residential land needed for each 1,000 increase in population, the location of schools or the amount and location of commercial property.

The next step is to design a land use plan showing a feasible pattern based on the goals and objectives and on determined local standards. A land use plan should include at least the following uses of land:

1. Residential — where the size and complexity of a locality requires it, residential uses may be subdivided to show
 - a. Low density areas,
 - b. High density areas.

2. Commercial
 - a. Central business areas,
 - b. Outlying neighborhood areas,
 - c. Highway oriented commercial areas.
3. Industrial
 - a. Light industry, including warehouses,
 - b. Heavy industry.
4. Open areas, parks and recreational areas.
5. Public and semi-public buildings and institutions
 - a. Educational — schools and colleges,
 - b. Government buildings,
 - c. Cultural — libraries, museums and theaters,
 - d. Public safety buildings — police and fire,
 - e. Medical — hospitals and health centers,
 - f. Public utility plants and facilities.

Plan Implementation

A comprehensive development plan is a guide to the physical development of the city and its success depends on the way it is implemented. One way a plan can be implemented is by public action. If a city builds its public buildings and civic developments in accordance with the plan, much can be done to carry out the proposals of the plan. Private action also is important in implementing the plan. The plan can direct private development in two ways:

1. By regulations, such as zoning ordinances, subdivision regulations, requiring minimum standards for development; and
2. By influence on private citizens to develop their land in accordance with the broad community goals and objectives, benefiting the developer and the city as a whole.

Adoption Procedures

Before the comprehensive development plan can be adopted, the planning commission first must hold a public hearing (Section 89.360 RSMo). A 15-day notice of the hearing must be published in a newspaper having general circulation within the city. The notice must state the time and place of the hearing. Once the hearing has been conducted, the commission may adopt the plan, which requires a majority vote of the full membership of the commission. Then a certified copy of the comprehensive plan is sent to the city council and city clerk. A copy also is required to be filed in the office of the county recorder of deeds (Section 89.360 RSMo).

Although state law only requires the plan to be adopted by the planning commission, it is advisable that the city council also adopt the plan by resolution. This will give some assurance that the plan does represent the views of the city council.