

IMPLEMENTATION

10

This study addresses the problem of sensibly accommodating growth that is likely to occur as a result of the anticipated development of a central sewer system to serve the community. Its purpose is to provide an advisory guide for public and private actions regarding the future development of the community. The study begins with a survey and analysis of relevant background data to identify local issues and concerns. It then identifies objectives and presents recommendations to address those development related issues. To fulfill its purpose, the study concludes with a discussion of the methods, responsibilities, and policies for carrying out plan recommendations and ultimately meeting plan objectives.

METHODS OF IMPLEMENTATION

There are a number of methods available to local governments for the achievement of plan objectives. These methods include a variety of special programs and a combination of legal, financial and administrative tools. Following is a brief description of the various methods which can be used to carry out the plan. These methods

are summarized on Table 10.1.

Legal Tools

Legal tools include such regulatory measures as zoning ordinances, subdivision regulations, and the official map. Because it controls the use of land, the zoning ordinance is probably the single most effective means of implementing a community's land use plan. The City of Lexington currently has a zoning ordinance. The existing zoning ordinance will be reviewed and updated as needed to reflect current conditions and effectively support the recommendations of this comprehensive plan.

Subdivision regulations are another effective tool. These regulations require coordination of new streets and other physical improvements to land with an existing or planned street system, provide standards for lot layout and street design, require adequate street rights-of-way and alignment of collector streets in conformance with the transportation plan, require drainage facilities and easements where necessary, and may require the installation of utilities, sidewalks, trails, parks, and schools to serve new areas of develop-

ment. The City's existing subdivision ordinance will be reviewed to help ensure its requirements are up-to-date and will adequately support the comprehensive plan and the projected growth prescribed in the plan.

The official map and codes represent other means for meeting plan objectives. Codes provide sound standards for the construction, use and occupancy of buildings. The City has adopted the Building Officials and Code Administrators (BOCA) Building Code to help assure proper construction practices. The official map provides the municipality with a means to reserve land designated for public purposes for a one year period from the time the land is subdivided. The map identifies the location of future public facilities and streets and, in effect, serves notice that the municipality intends to acquire the designated land through purchase, dedication or donation. The adoption of the official map means the City may delay any action by a land owner that would preclude the extension of a street or the development of other public facilities. An official map was prepared to reflect the specific public projects identified in the comprehensive plan (see Figure 9).

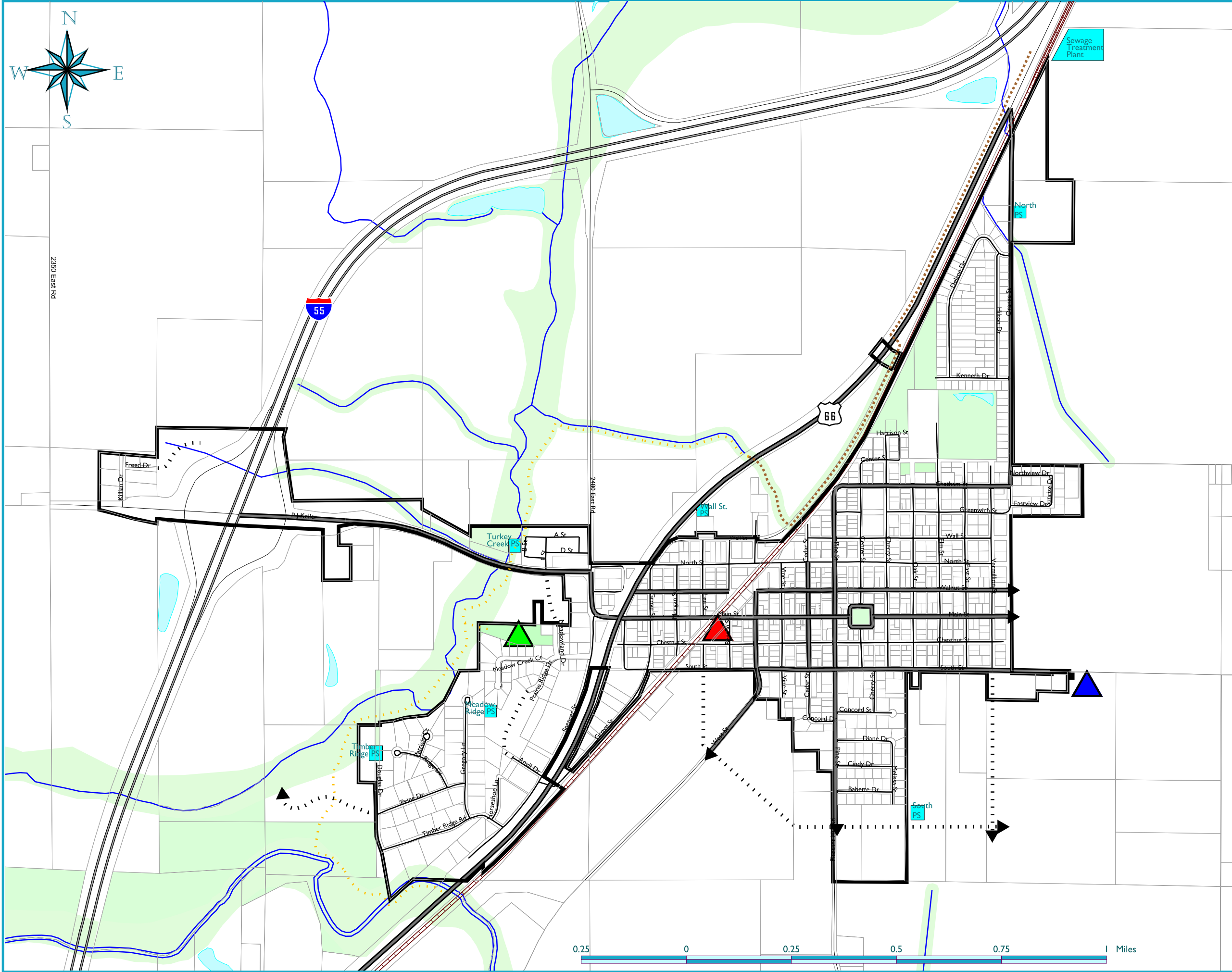
Table 10.1
Summary of Frequently Used Tools for Implementing the Comprehensive Plan

Legal Tools	
Zoning Ordinance	A zoning ordinance controls the use of land and is an effective means of supplementing a community's land use plan. Zoning decisions can be more defensible if based on the land use plan.
Subdivision Regulations	These regulations require coordination of new street and other physical improvements to land with an existing or planned street system and provide standards for a lot layout and street design. Subdivision regulations also require adequate street rights of way and alignment of collector streets in conformance with the transportation plan. They also require drainage facilities and easements where necessary and the installation of utilities to serve new areas of development. Also included in subdivision ordinances may be provisions for planned unit developments and for dedication for community facilities.
Codes	Codes provide sound standards for the construction, use and occupancy of buildings.
Official Map	The official map provides the municipality with a means to reserve land designated for public purposes for a one-year period from the time that such land is subdivided. The map pinpoints the location of future public facilities and can serve notice that a city intends to acquire the designated land.
Financial Tools	
Capital Improvement Programs	The capital improvements program includes a list of capital projects on a priority basis scheduled for a defined period of time (usually about six years). These programs usually include an estimate of the costs and funding sources for each project.
Federal/State Aid Programs	These programs provide technical and financial assistance for communities to help solve physical, economic and social problems. Competition for these monies are keen.
Tax Increment Financing	Tax Increment Financing (TIF) is a strategy that allows improvements to be financed by bonds to be retired from revenue-generated from the increase in property taxes that result from the improvements made within the TIF district.
Administrative Tools	
Annexation	This allows for control over outward growth and growth that should not be impeded. Annexation policies should depend on the extent to which the municipality is prepared to extend streets and utilities and other urban services. These policies should be established by what type of capital improvement program is in place. Pre-annexation agreements are standard requirements for zoning approval and utility extension in most developing areas.
Intergovernmental Coordination	Improvement programs or land development proposals should be reviewed for consistency with the McLean County Zoning Ordinance and Comprehensive Plan. When possible, land development proposals should mirror guidelines of neighboring communities and townships, government taxing bodies, the Illinois Department of Transportation and the Illinois Commerce Commission. This ensures order and mutual compatibility and efficiency in resource allocations.

FIGURE NO. 9
OFFICIAL MAP

LEGEND

-  Proposed Sewage Treatment Plant & Pump Stations (PS)
-  Potential Water Treatment Plant Site
-  Potential Park Site
-  Potential Fire Station Site
-  Major Streets
-  Future Streets
-  Future Street Extensions
-  Proposed Historic Route 66 Bikeway Extension
-  Other Potential Trails
-  Conservation and Recreation



Financial Tools

Financial tools for carrying out the plan include the capital improvements program, federal and state aid programs and tax increment financing. The capital improvements program is a tool for public decision making that consists of a list of capital improvement projects on a priority basis scheduled for a defined period of time (usually about six years), along with an estimate of the costs of each project. The capital improvements program schedules the timing of public improvements and provides a clear picture of the community's financial obligations at any point in time. The City will consider the development of a capital improvements program to reflect the recommendations of the plan. Federal and state aid programs provide technical and financial assistance for communities to help solve certain physical, economic and social problems. This would be the likely source of funding for developing a sewer system to serve the City. Although there is usually stiff competition, these potential resources will be investigated and applications submitted as appropriate.

Tax increment financing is another financial tool. It comes under the heading of the "public/private partnership." As such, it requires cooperation between a private developer or developers and

the municipality. The legislation is written to enable the municipality to assist a private developer in projects that would not have been economically feasible were it not for this participation.

Furthermore, the municipality is allowed to recover all or a portion of its costs for public improvements out of the increase in property taxes that results from the new activity. The City has benefited from a tax increment financing district established around the I-55 interchange and extending to include the downtown area (see Figure 10). Caution will be exercised when considering this technique for residential development due to the potential for insufficient revenues, particularly for the school district, to meet increased demands.

Administrative Tools

Administrative tools include such measures as annexation, street and utility extensions, and intergovernmental coordination.

Annexation is an important step toward meeting plan objectives. To maintain control over developing territory and to insure that outward growth and development will not be impeded, annexation will be necessary. The aggressiveness of annexation policies will depend, in part, on the extent to which the City is prepared to extend streets and utilities and provide other urban services as

determined from the capital improvements program. With respect to intergovernmental coordination, the City will relate its proposals and improvement programs to those of other governmental agencies such as the school district, the township, the county, and the Illinois Department of Transportation, so that coordinated efforts can be made to use mutual resources to solve common problems and to achieve common objectives.

Programs for Public Understanding

Public understanding and support are essential for the successful implementation of the plan. The public must be aware of the problems and opportunities facing the City, and of how the plan can assist in solving the problems and in taking advantage of the opportunities for the benefit of all citizens. There are a variety of programs which can be utilized to help achieve public understanding and support. Among these are planning publicity programs which publicize elements of the plan, programs for the preparation of yearly progress reports outlining what improvements have been and are scheduled to be made according to the plan, and programs for the preparation and community-wide distribution of summary reports outlining the important parts of

the plan. These and similar programs are effective methods for achieving public understanding and support of the plan.

RESPONSIBILITY FOR IMPLEMENTATION

To meet community goals and objectives will require decisive actions. The responsibility for taking these actions must be assumed by both public and private groups. These groups include the City government, the City Planning Commission, and private citizen groups.

Municipal Government

The City Council, as the legislative body, has the major responsibility for carrying out the plan. Therefore, for the plan to be effective, the City Council must pursue an active implementation program. Such a program should begin with the official acceptance of the plan. Following adoption by the City Council, the plan represents an official statement of community development goals, objectives, proposals, and policies reflecting the combined thinking of municipal officials and interested citizens. The next step in the process is to initiate improvements. Once the capital improvements program has been developed, refined and approved, the City Council will initiate the improvements specified there-

in beginning with the top priorities. The implementation program will proceed with the enactment or revision of regulatory measures as appropriate.

Planning Commission

A duly appointed Planning Commission can serve as the community action coordinator and have the specific responsibility for maintaining a current community plan, capital improvements program and regulatory measures, and can undertake special projects as directed by the City Council. In addition, the Planning Commission can make recommendations to the City Council concerning each of these matters and can carry the plan and related ordinances to the public through the scheduling of appropriate public hearings and the development of programs for public understanding. The City Planning Commission can also provide valuable assistance in the review of specific development projects for consistency with the comprehensive plan. The City Planning Commission can assume these responsibilities and more to assist City officials in carrying out the plan.

Private Citizen Groups

Although the need for public understanding and support has already been pointed out, it should be emphasized

that private citizens have a direct responsibility for carrying out the plan and working toward the betterment of the community. Citizen action committees can be formed to provide many useful services. They can serve as fact finding bodies in studies of specific problems and can offer alternative solutions to those problems. Such committees can be extremely helpful in a variety of civic projects including neighborhood improvement campaigns, beautification programs and bond issue support programs. Private citizens can also be a valuable aid in supporting the plan and keeping the general public informed of its proposals.

POLICIES FOR IMPLEMENTATION







Policies are guidelines for actions needed to meet plan objectives. Action is an essential component of the planning process, and the need for action has been emphasized previously in this report. This chapter has described the methods and responsibilities for implementation and now concludes the comprehensive plan report with an identification of the policies designed to assist in carrying out the plan. These policies are outlined on the following pages.

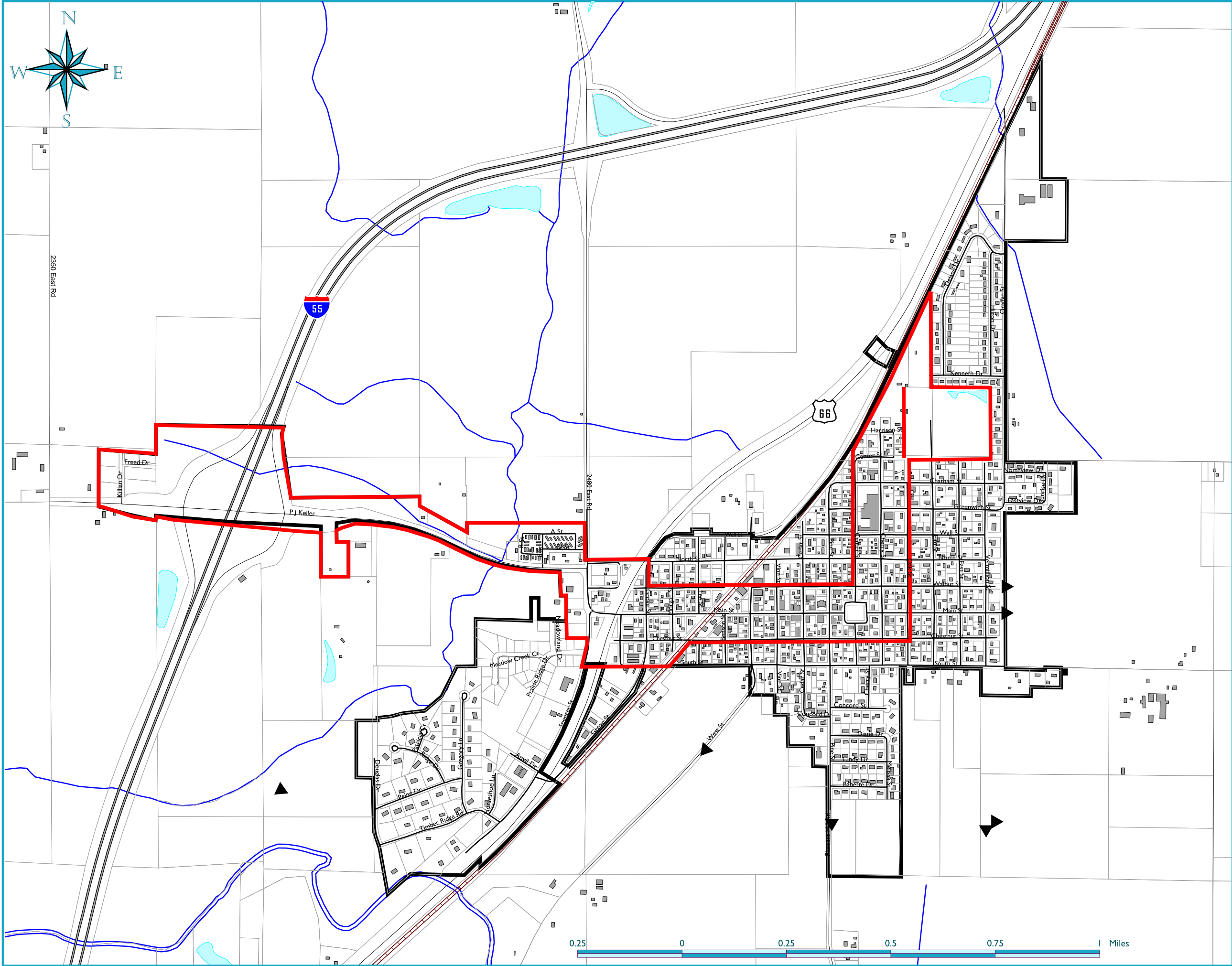
Natural Environment

- Encourage the preservation

FIGURE NO. 10
TAX INCREMENT
FINANCING DISTRICT

LEGEND

-  TIF District Boundary
-  2004 Corporate Boundary
-  Parcel Boundaries
-  Existing Buildings
-  Lakes
-  Streams



of natural drainage systems and waterways in order to reduce runoff rates, reduce flooding and improve water quality

- Encourage the sizing of stormwater detention/retention areas to be large enough for dual use as parks

Historic Preservation

- Encourage the development and/or updating of a brochure to highlight the historical, cultural, and architectural sites and structures the City has to offer both to residents and visitors
- Coordinate with the McLean County Historical Society to investigate the possibility of nominating specific historic sites and structures to be placed on the National Register of Historic Places

Economic Development

- Promote planning and code enforcement that will maintain high standards for development in order to enhance the quality of life in the community
- Actively promote the community as a favorable area for the location of business and industry by carrying out a program for developing promotional

literature and providing contact with outside business leaders

Population Growth

- Support planning and facilities design that is consistent with the adopted population projections

Housing

- Encourage a wide range of housing types, styles, densities and costs to meet the needs of all income levels and age groups

Land Use

- Encourage innovative approaches to development such as Planned Unit Development and neo-traditional planning which provide for open space, mixed and multiple uses, and pedestrian orientation
- Encourage compact development of land contiguous to existing development and services, and discourage “leap frog” development
- Provide for the extension of public improvements such as streets, water mains, and sanitary sewer lines when available to support growth that is consistent with the plan
- Adopt a zone district map

that places a majority of the land in proposed growth areas in a “holding” district, such as an agricultural district, and only make changes to the zoning map when specific developments are proposed and found to be compatible with the plan

- Encourage the preservation and rehabilitation of the downtown commercial district by seeking participation in the Main Street Program and by promoting high density residential development in and near the downtown
- Encourage the establishment of industrial parks, designed attractively and efficiently with adequate facilities, service roads, and other necessary supporting facilities to attract industry and centralize the location of industrial development
- Encourage the planning and construction of new commercial development in attractive well-designed clusters to curtail sprawling strip commercial development along major streets
- Conduct a thorough design review of proposed commercial and industrial developments, so as to create positive impacts in the areas of attractiveness, safety, compatibility and traffic flows

- Discourage the occurrence of obnoxious and offensive fumes, odors, noises, effluent by-products and emissions in the city

Transportation

- Require the dedication of right-of-way for major streets as a prerequisite for the approval of the subdivision of land
- Promote the acquisition, development, and maintenance of both on-road and off-road trails to expand opportunities for recreation, tourism, and alternative modes of transportation

Community Facilities

- Begin the process of acquiring sites that are needed for future community facilities, including parks, greenways and trails
- Coordinate the planning and capital improvements programming for park and recreational facilities with those of the Lexington Park District and the McLean County Parks Department
- Provide water and sewer service to City residents only and require annexation to the City as a prerequisite for providing

service outside the corporate limits

Administration

- Develop a formalized capital improvements program to reflect the recommendations of the plan and identify funding for planned improvements
- Develop a plan for annexation to help control the development of land adjacent to the present corporate boundaries
- Encourage the adoption of an official map so that land designated for public purposes can be reserved
- Encourage intergovernmental coordination by meeting with appropriate governmental agencies to discuss common problems and alternative solutions
- Revise existing zoning and subdivision regulations to conform with the plan, permit neo-traditional and planned unit development, and provide for the dedication of land for parks, greenways, trails and schools
- Encourage the development of programs to expand public understanding and support of the plan and to increase citizen participation in carrying out the plan

- Encourage the development of special projects and studies addressing particular community problems
- Periodically review and update the comprehensive plan
- Support continuing planning programs that may include a park master plan encompassing recreational facilities and programming as well as historic and natural resource preservation