CITY OF BELLEVUE, CAMPBELL COUNTY, KY

COMPREHENSIVE PLAN 2013 UPDATE



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Prepared for Bellevue City Council & Planning Department by the
School of Planning of University of Cincinnati

Workshop Team 2012

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PREFACE

As part of the School of Planning's graduate program, masters students are required to participate in a plan-making workshop. This year (2012), twelve students worked on developing a comprehensive plan for the City of Bellevue. The plan takes its point of departure from the 2008 Bellevue Comprehensive Plan. While the project is not officially affiliated with the City, we hope that they will find the information collected and ideas presented useful as they update their plan.

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INTRODUCTION

Purpose of Comprehensive Plan

The purpose of the comprehensive plan is to guide the city in its vision for the future and how to grow over the next 20 years. The plan update serves as a guide for public and private actions and decisions to assure development of public and private property in the most appropriate relationships. An overarching purpose of the plan is to provide goals for each chapter without unduly disrupting the goals of other chapters.

OBJECTIVE: Ensure that transportation facilities do not have a negative impact on areas of concentration such as residential, commercial, recreation or public land uses. Such facilities should be developed so that they do not consume a disproportionate amount of urban land area, divide neighborhood or commercial centers or adversely affect land uses along their corridors

History of the Comprehensive Plan

According to the 2008 Comprehensive Plan,

> *"In 1972, after five years of detailed research and study, contacting public officials, organizations, agencies, and various special interest groups, and holding public hearings, the Northern Kentucky Area Planning Commission (NKAPC) completed and adopted the first comprehensive plan to guide development within Campbell and Kenton Counties.*
> *That plan was entitled Northern Kentucky's Future. A Comprehensive Plan for Development 1972 -1990. In 1981, the NKAPC prepared and adopted an update of the comprehensive plan entitled Northern Kentucky's Future. A Comprehensive Plan for Development: An Update-1980-2000. This plan with some modifications was adopted by the NKAPC as it pertains to the City of Bellevue. In 1982 the Bellevue Planning and Zoning Commission adopted this plan as it pertains to their area of jurisdiction, with slight modifications. In 1984, Campbell County withdrew from the Northern Kentucky Area Planning Commission. In December of 1987 the City of Bellevue and the Bellevue Planning and Zoning Commission adopted an update to the 1982 comprehensive plan. The 1987 plan was the first prepared specifically for the City of Bellevue, as previous plans had included every jurisdiction in both Campbell and Kenton counties. The plan was then updated in 1993 and 2000 to document any changes since 1987 and project future plans. Like the 2000 plan update, this comprehensive plan update is not a new plan for the Bellevue Planning and Zoning Commission, but an update documenting what has occurred during the period since the previous update and projecting future plans based on a current review of citywide development issues".*

The most recent update of the comprehensive plan was in 2008. The City of Bellevue has recognized that one of their biggest assets is their historical character. In 2011, Bellevue adopted form-base-code, which will guide the city in maintaining its historical character as further development occurs. While keeping the goals of the city in mind, such as preservation, the 2013 Comprehensive Plan update highlights the changes in population over time, identifies goals and objectives, and suggests recommendations to make Bellevue a more innovative city.

Statutory Requirement

The City of Bellevue is required to update their comprehensive plan every five years by the State of Kentucky. According to the 2008 comprehensive plan,

> *"The comprehensive planning process is one of the basic requirements that must be fulfilled by the Bellevue Planning and Zoning Commission, as defined by Chapter 100 of the Kentucky Revised Statutes. This update, the original 1972 Comprehensive Plan, the 1981 Comprehensive Plan update, the 1987 Comprehensive Plan update, the 1993 Comprehensive Plan update and the 200 Comprehensive Plan update have all been structured to meet the statutory requirements for local planning units under Chapter 100 of the Kentucky Revised Statutes. This update fulfills the specific requirements of KRS Chapter 100.197, which calls for the research and all elements of the Comprehensive Plan to be reviewed, and amended, if necessary, at least once every five years".*

Our Responsibility

The City of Bellevue initially tasked us with updating the 2008 Comprehensive Plan for their consideration for future plans. As a team of multidisciplinary planners with diverse cultural backgrounds and experiences, our plan attempts to not only update existing tables and data, but also to incorporate innovative and progressive ideas into the previous plan. The plan-making process took place over a 16 week period.

PROCESS & METHODOLOGY

The process was guided through a course outline provided by the instructor of the Plan-Making Workshop. The goal of the course was to educate students on the essentials of the comprehensive plan-making process. In order to do so, our team, comprised of graduate students from University of Cincinnati's School of Planning in the College of Design, Art, Architecture and Planning, utilized the following process. The team divided the process of updating the plan into three phases:

- Phase 1: Existing Conditions
- Phase 2: Recommendations
- Phase 3: Plan Update.

Each phase is described below.

Phase 1: Existing Conditions

The process was guided through a course outline provided by the instructor of the Plan-Making Workshop. The goal of the course was to educate students on the essentials of the comprehensive plan-making process. In order to do so, our team, comprised of graduate students from University of Cincinnati's School of Planning in the College of Design, Art, Architecture and Planning, utilized the following process. The team divided the process of updating the plan into three phases:

- U.S. Census Bureau
- Community Street Survey
- Bureau of Labor Statistics
- Kentucky State Data Center
- Environmental Protection Agency
- U.S. Geological Survey
- Transit Authority of Northern Kentucky
- Ohio, Kentucky, Indiana Council of Governments
- Campbell County Planning and Zoning Commission

The community engagement team also utilized several public input techniques to gather existing conditions.

Neighborhood Involvement

The 2008 Comprehensive Plan did not include a civic engagement chapter, and used minimal community input to form their goals and objectives. We used this update process as an opportunity to gather community feedback at various neighborhood gatherings in Bellevue, as well as make the community members feel like they could be involved in the planning process. We attended both the September and October Neighborhood Association meetings to gain a better sense of how the community works from a community organization level. The first Neighborhood Association meeting was an opportunity to introduce ourselves to the community and gain their support for our initiative. We also asked them to help us disseminate information to their members and other stakeholders. Attendance at the second Neighborhood Association meeting was useful for recruiting additional participants in the Community Workshop.

Community Engagement Survey

Using the Existing Conditions Report, we compiled a written survey for community members to fill out. The goal of the survey was to assess what issues in Bellevue were the most pressing according to its residents. The survey also contained questions regarding how city officials and residents could become more connected.

The survey was administered first at Shop Bellevue, where we set up two tables in the business district. Surveys were given personally to individuals who were walking by. Those who took the survey during Shop Bellevue were both resident and non-residents of Bellevue with a diverse range of opinions and concerns. A second round of surveys was administered over a lunch hour to business owners who were unable to participate during Shop Bellevue. This was done because business owners are important stakeholders for future economic development in Bellevue.

Information Technology Survey

Information technology is ever-changing, so it is important for the City of Bellevue to stay up-to-date with these changes. The first step was assessing technology needs of the community. We wanted to know how information was being accessed and distributed. In order to do this, we decided to give a short survey to community members via Neighborhood Association meetings and through a Google survey application. Questions on the survey pertained to how community members give and receive information, whether they use internet at home and if they use Wi-Fi elsewhere throughout the community. Although we only received 18 surveys, we were able to conduct some preliminary analysis.

After the team gathered all of the necessary data, we compiled an Existing Conditions Report. This report helped us develop the "next steps" in drafting recommendations.

Phase 2: Drafting Recommendations and Presenting to the Public

When the final data were compiled into an Existing Conditions Report (available on request), we worked collaboratively with city officials and within our own team to identify common issues amongst chapters. Once this information was synthesized, we split into subgroups and began researching innovative solutions to these issues. We utilized the innovative solutions to draft some recommendations for consideration by the public.

We divided the recommendations into five sections so that our findings and ideas were approachable from the public's perspective. The five sections were: Population, Land Use, Transportation, Environment, and Information Technology and Community Outreach. Each section explained the existing conditions and offered possible strategies for addressing any issues.

Community Workshop

The final step of our civic engagement process was the community workshop held on October 25, 2012. The purpose of the workshop was to present our findings, recommendations and gather feedback from community members and stakeholders. Prior to the workshop we advertised using a variety of media types. Social media, such as Facebook and Twitter were used to invite members to the event. An ad was placed in the Campbell

County Recorder and the Bellevue Newsletter with an invitation to all community members. Invitations were also sent via the Mayor's e-mail list and the Neighborhood Association.

The structure of the workshop was a formal presentation of our findings and recommendations, followed by a breakout session where community members had the view posters summarizing our presentation and to ask questions. During the breakout session, participants were given sticky notes where they could write comments or ideas for further analysis. These notes were gathered at the end of the workshop and compiled into a spreadsheet for organization of additional evaluation. Total attendance at the workshop was 40 people, including public officials, business owners, and a diverse group of Bellevue residents.

Phase 3: Incorporating Community Feedback into Final Recommendations

After the community workshop, we carefully considered all of the feedback from the workshop and entered them into a database. We used this database to prioritize remaining tasks and incorporate additional ideas into the final recommendations.

Comprehensive Plan Chapter Structure

I. Existing Conditions

The existing conditions section of the chapter describes our findings from Phase I of the update process. This is also an introduction to each chapter and describes the current characteristics of Bellevue determined by the chapter. The entire Existing Conditions Report can be found in Appendix A.

II. Goals, Objectives, Implementation Strategies

Each chapter contains goals and objectives, which are defined below.

Goal: We define a goal as a principle that contributes towards the realization of our vision.

Objective: We define an objective as a measurable step in achieving a goal.

The goals and objectives incorporate our recommendations for Bellevue, according to the chapter. The goals and objectives are guided by the four themes that we identified at the Community Workshop: Vision, Innovation, Community, Stabilization, and Preservation.

Implementation Strategies: Implementation strategies describe ways in which Bellevue can consider how to implement the final recommendations. This section of the chapter includes a timeline of when the recommendation should be implemented and how feasible the recommendation is.

VISION

VISION

The vision for the future of Bellevue is centered on unlocking the limitless potential while preserving irreplaceable character. It pushes the limits of traditional city development and challenges the public to become engaged in shaping their community's future.

The vision is an essential part of the comprehensive plan. Its purpose is to give the plan direction and to provide an overview of the community's aspirations. The vision for Bellevue's Comprehensive Plan is a culmination of four guiding themes. The themes were created through an examination of the community's core issues and values. They provide an overarching set of goals for the creation and implementation of policy in the City of Bellevue over the next 20 years.

Innovation, Community, Stabilization, and Preservation are guiding themes that challenge Bellevue to think about what their community is capable of achieving in the future. The achievement of goals and objectives under these themes is how Bellevue will measure the plan's success or failure. The goals and objectives related to these themes can be found in the "guiding themes matrix" on page 8.

INNOVATION

In the face of demographic, environmental, and political challenges, Bellevue will be pioneers of innovative solutions that put them at the forefront of city planning.

Innovation is powerful tool for problem solving in a community as well as attracting outside attention. The City of Bellevue is striving to become a model for innovative planning practices that not only enhance the quality of life, but spark interest about the community. Current efforts, such as the implementation form-based code, have set an example for future practices. However, in order for Bellevue to make innovation part of its legacy, it is essential to continuously pursue transformative strategies that resolve issues as they emerge. The recommendations in this plan push the limits of traditional city planning and challenge the community to ask the question, "How can we emerge as leaders?"

COMMUNITY

The City of Bellevue will strive to create a sense of belonging by developing goals that strengthen a community that reaches across boundaries and is diverse, yet unified.

The City of Bellevue understands that in order to have a healthy city, there has to be a strong community within. There should be interconnectedness amongst every Bellevue resident that provides them with a feeling pride and belonging. The goal of the city is to nurture a sense of community by providing opportunities for resident collaboration, interaction, and integration. Bellevue residents should feel empowered to take ownership of their economic, social, or environmental community through public participation opportunities provided by the city. Differences should not be viewed as hindrances, but rather as opportunities to set an example for equity. An invariable question should always be "which demographic is missing from Bellevue and what can we do to better accommodate them?" Community will not stop at the city limits, but will go beyond. Bellevue will reach out to and work with neighboring cities throughout the planning process. The recommendations in this plan foster relationships between resident, government official, and neighboring community. They should also provoke locals to think about they can contribute to their community's future.

STABILIZATION

Bellevue is experiencing social, economic, and environmental change. It is the City's responsibility to restore stability and security through the implementation of policy that minimizes decline and maximizes growth.

A city is a continuously changing environment and Bellevue is no exception. It is nearly impossible to account for every variable that influences a city's dynamics. However, it is the City of Bellevue's responsibility to concern itself with the variables that are most critical to its stability. The 2013 plan update pays special attention to the stabilization of population decline, education, economic growth and environmental degradation. It is also the responsibility of the City to ensure that its residents are aware of their community's condition and to work collaboratively with them to address any issues. It is important for the community to not become caught up in what the current information says, but to focus on what solutions will lead to a stable future.

PRESERVATION

Bellevue is recognized for its unique historical, cultural, and charismatic elements. The preservation of these elements is important to the City and will continue to play a pertinent role in future development.

The 2013 comprehensive plan intends to protect and reinforce Bellevue's rich and dynamic heritage. Preservation will be viewed as a tool for not only saving historic buildings, but preserving the many amenities Bellevue locals enjoy for generations to come. The city is determined to maintain a realistic view on preservation by continuing to consider it in all relevant development proposals. The city also intends to implement policies that incite preservation and encourage the further development of Bellevue's character. It will be the task of the city to effectively communicate preservation opportunities to the public and to welcome all forms of involvement.

GUIDING THEMES MATRIX

Each chapter in this plan contains a set of goals and objectives. These goals and objectives are influenced by the vision of the four guiding themes. Within the report each goal has an icon which corresponds to the guiding theme(s) to which is contributes. The Guiding Themes Matrix below is a summarization of this information.

CHAPTER	SUBJECT	GOALS				
Community & Economy	**Population**	Plan for population stabilization instead of population growth in recognition of the existing population trends.		✓		✓
	Economic Development	Spur and strengthen economic development in Bellevue.				✓
	Housing	Maximize the residential housing potential in Bellevue.	✓			
Land Use & Transportation	**Mobility**	Create a more connected city capable of moving residents and visitors more efficiently.	✓	✓	✓	✓
		Create alternative modes of transportation using unoccupied property.	✓	✓		
	Infrastructure	Improve current conditions for safer pedestrian movement throughout the city.	✓	✓		
		Enhance recreational residents and visitors while providing solution to flooding hazards.	✓	✓		✓
	Community Character	Improve urban landscape according to local standards and the community's character.	✓	✓	✓	
		Preserve and enhance the historical character of the city.	✓		✓	
		Safety and abolishment of occupancy of high-risk areas.	✓			✓

CHAPTER	SUBJECT	GOALS				
Environment & Infrastructure	**Flood and Storm**	Control flood hazard and manage storm water runoff using innovative environment friendly methods.		✓	✓	
	Erosion	Mitigate the effect of erosion to preserve land on the river bank.		✓	✓	
	Invasive Species	Monitor the effects of invasive species on vegetation to help restore forest canopy in the hill zone.			✓	✓
Civic Engagement & Governance	**Collaboration**	Make the planning process more incremental, iterative, and collaborative in design.	✓	✓		
		Encourage the development of community groups.	✓			✓
	Communication	Eliminate trust and communication barriers between public officials and citizens.	✓			✓
		Utilize innovative methods of public participation.	✓	✓		
		Make universal access a reality by giving every citizen the ability to have access to information technology and infrastructure.		✓		
	Outreach	Incorporate regionalism into the planning process.	✓	✓		

COMMUNITY & ECONOMY

INTRODUCTION

The City of Bellevue's population was projected into the years 2020 and 2030, and the existing demographic tables in the previous Bellevue Comprehensive Plan were updated. Bellevue's demographics were compared to those of the region (the tri-county area consisting of Boone, Campbell, and Kenton counties and the State of Kentucky as a whole). A regional context allowed a more in-depth look into Bellevue's trends by highlighting similarities and discrepancies between the city and the region.

The identification of the data in this section is a crucial step in understanding the City of Bellevue, and it is necessary for the determination of recommendations for the city's future. Data sources used include the United States Bureau of the Census, the Bureau of Labor Statistics, and the Kentucky State Data Center. The best, most effective comprehensive plans are those that thoroughly understand the population.

The results of the analysis show that Bellevue is an aging population declining at a slow but constant rate. It is therefore recommended that the city plan for population stabilization instead of assuming growth in the future. Based on this information and citizen input, recommendations were made for the most efficient use of resources to best serve and retain the existing and identified population, specifically with regards to community facilities and housing. Economic development and facility and service consolidation are two prevalent themes that were emphasized by the community that would be best understood by further research and study.

POPULATION

GOAL: Plan for population stabilization instead of population growth in recognition of the existing population trends.

Bellevue's total population has decreased at an average of 8.58% every ten years since 1960 (see Figure 4-1). The population was 9,336 in 1960 and it was 5,955 in 2010. The 2020 and 2030 populations have been projected to be 5,374 and 4,895. Bellevue is located in Campbell County which experienced the least total population growth between 2000 and 2010 when compared to the tri-county area (Boone, Campbell, and Kenton Counties) and the state of Kentucky; its growth rate was only 2% in this time period. Analysis of the demographic data shows that Bellevue is an aging city. Between the years 2000 and 2010 all ten-year age groups decreased in size in the city except for the 45 to 54 and the 55 to 64 age cohorts which increased 13.3% and 45.6% respectively (see Figure 4-2). Bellevue is an aging city located in an aging county. Campbell County households with householders ages 65 years and older experienced the largest percentage increase; from 9.9% of households to 21.1% of households which is a 113.1% increase.

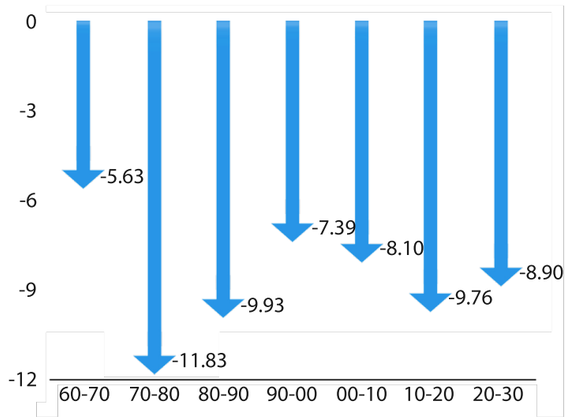
As a Midwestern city with a declining population, Bellevue poses the challenge of how to best deal with a shrinking city. Bellevue could benefit by modeling itself after cities such as Youngstown which used the acceptance of being a smaller city as a catalyst for revival, "consensus emerged that Youngstown was going to be a smaller city and that this could be a viable path to revitalization-or, in other words, that Youngstown should focus on being the best city of 80,000 it can be, rather than unrealistically seeking to return to its former size (Shiel, 2010)." A plan was adopted in 2005 which focused on demanding the acceptance of Youngstown as a smaller city. Other cities that have planned for population stabilization have approached depopulation as a matter of smart decline and have adapted their current zoning regulations in order to allow more flexibility, "at the local level, that can mean things like relaxing zoning to allow alternative uses for land and buildings that are no longer in demand for residential use (Hollander, 2011)." Some other cities have been able to focus on their assets, such as institutional "anchors" that can help their city grow. "Anchors can be hospitals and universities, arts organizations, and foundations (the Mott and Ford Foundations have been especially helpful to shrinking cities)" (The Economist, 2011)

OBJECTIVE: Plan for the most efficient use of resources to best serve the needs of the identified, existing, and aging Bellevue population.

As the senior population in Bellevue grows, the city must plan for an adequate number of facilities to accommodate their needs. One proposal is to create another senior living and recreation center within walking distance to the central business district and other senior facilities. If other city community facilities were to be consolidated, an existing and newly vacant structure could be re-purposed into a senior living and recreation center.

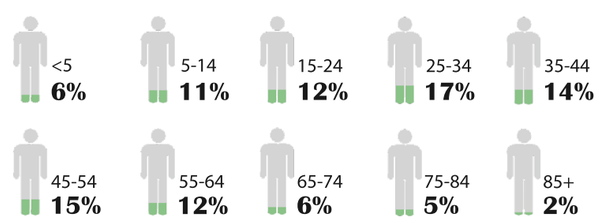
IMPLEMENTATION: Continued comprehensive plan updates can monitor subsequent growth or decline of the population, and also illustrate any changes in population concentrations by age group. Changes in population trends should be taken into account in order to adjust strategies appropriately.

Figure 4-1: Bellevue Population Percentage Change



Source: Projection of Workshop Group and U.S Bureau of the Census

Figure 4-2: Population of Bellevue by Age Group in 2000



Source: Kentucky State Data Center

ECONOMIC DEVELOPMENT

GOAL: Spur and strengthen economic development in Bellevue.

Employment in the city was analyzed to pinpoint the most specialized industries. Accommodation and food services, arts, entertainment and recreation, and retail trade were identified as the three most prominent industries in the market. Campbell County's rate of unemployment was consistent with the tri-county area, Kentucky, and the nation between 2006 and 2011 (ranging from 5.3% in 2006 to 9.3% in 2011 with a peak in 2010 at 10.3%). While these numbers are decreasing there is room for improvement to support a stronger city economy.

OBJECTIVE: Increase the City's focus on economic development.

The community street survey and other forms of citizen input brought up economic development as a key issue repeatedly. Citizens strongly present the sentiment and consensus that the 2010 population census data and the 2011 Bureau of Labor Statistics unemployment data are inaccurate representations of the city due to the developments and investments that have changed the city's environment in the two and three years since this data was gathered.

IMPLEMENTATION: The current Bellevue Comprehensive Plan does not devote a chapter specifically to economic development. More strategic economic plans are necessary to appropriately plan to encourage economic stabilization and growth that compliments the existing businesses, industries, and investments. A variety of economic development tools should be explored to find those that are the best fit for the city. Currently, the major economic development tool utilized by the city is Historic Preservation which offers many economic benefits and leads to the creation of a sense of place (see appendix). Diverse economic development tools are necessary to support the city's economy and reliance on a single measure could be detrimental in stabilizing the economy.

HOUSING

GOAL: Maximize the residential housing potential in Bellevue.

Vacant housing units and the vacant housing rate increased in Bellevue, Dayton, Newport, and Covington. Bellevue continued to have the smallest total number of vacant housing units by number and the smallest vacant housing rate in 2010 as in 2000 (see Figure 4-3). These vacancy rates to not necessitate demolition of vacant buildings (termed "perforation") in order to downsize a city as is recommended to larger cities experiencing extreme vacancy and population decline to achieve population stabilization.

OBJECTIVE: Attract and retain young professionals as residents.

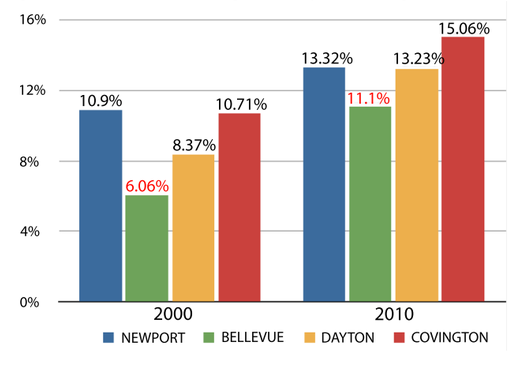
The community consensus is that the city is comprised of younger couples and an older population, without very much variety in between. Citizen input has posed the question of, what attracts and retains young professionals. Besides a well-performing schools, other identified draws include proximity to nearby cities (such as the various Northern Kentucky cities and the City of Cincinnati), and walkability within the urban core.

IMPLEMENTATION: By encouraging the utilization of the existing housing stock in the urban core, these objectives or urban living and walkability can be achieved. In order to delve into Bellevue's housing situation to provide more insight into all of the variables involved and the concerns voiced by residents, it is recommended that future study be focused upon the impact of newly built condos in the city and in the surrounding Northern Kentucky Cities. The mobile homes in the city have also been vocalized as a point of concern by citizens, so future study into the mobile home situation and its impact upon the community would also be beneficial.

OBJECTIVE: Explore tools that ensure equitable housing opportunities for all Bellevue residents.

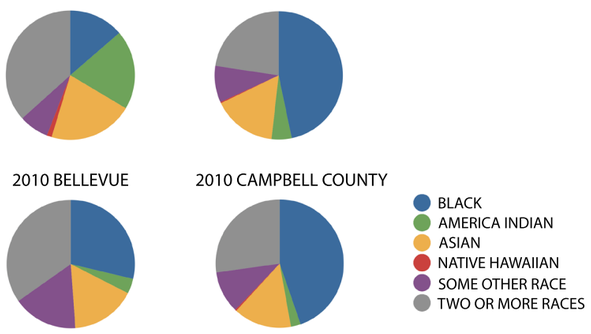
The racial composition of Bellevue is slowly changing. In 2000 the white population in Bellevue was 98.4%. All other races in the city had a population of 1.6% in 2000 and 3.98% in 2010. When looking at race trends in Campbell County, all other races were 3.36% of the population in 2000 and 5.67% of the population in 2010. (see Figure 4-4) While the trends show that there is a minimal decrease in white population in both Bellevue and Campbell County, they also show that by increasing the racial composition from 2000 to 2010, the area is increasing in diversity.

Figure 4-3: Vacant Housing Units by Percentage



Source: U.S Bureau of the Census

Figure 4-4: Minority Racial Composition



Source: U.S Bureau of the Census

Changes in income were also observed between 2000 and 2010. While Campbell, Boone, and Kenton Counties all had per capita income increases from 2000 to 2010, Campbell County's increase was the most significant. ($6,459 compared to $4,985 in Boone and $5,120 in Kenton). The State of Kentucky's per capita income also increased by $4,422 from 2000 to 2010. When breaking the income down in Campbell County by race, two races saw a decrease in per capita income. African Americans alone lost (-$2,083) and Asians lost the most at (-$9,679). The loss of income for any group warrants attention especially when other groups gain. Correlations between the increase (or decrease) or income and a particular race require monitoring for discrepancies in equity. Housing data and policies may account for and aim to ameliorate any aberrations.

IMPLEMENTATION: Inclusionary zoning is either a mandatory or voluntary housing policy that sets aside a decided upon percentage of housing units in a new development for low-income households. The Non-Profit Housing Association of Northern California (2003) suggests that, ""While not a substitute for a broader affordable housing strategy, inclusionary housing practices are generally thought to address economic and racial segregation by creating more economically diverse communities (1)." In order to successfully implement such a policy, the following decision criteria must be addressed: 1. The inclusionary percentage- how much is required; 2. Income levels targeted; 3. Alternatives to construction on-site; developer incentives; and length of affordability (iii). To find out more, see the referenced publication, "Inclusionary Housing in California: 30 Years of Innovation".

LAND USE & TRANSPORTATION

INTRODUCTION

Land use is an important element of a comprehensive plan due to its influences on perception, functionality, and appearance of a city. The City of Bellevue has strong residential character through its historical architecture and local shops which accentuate the local culture. Land use controls are essential to protecting these features and keeping the sense of place in the City of Bellevue.

The City of Bellevue is a built-out city, meaning it possesses minimal vacant land for development. In order to optimize the limited land and maintain the existing residents, several strategies have been devised to pursue the optimization of land for the 2013 Comprehensive Plan Update. The strategy includes implementing a higher number of mixed use areas as well as the extension of form-based code, while preserving and enhancing the residential and historical character of the city and promoting growth in the safest and risky-free manner. Due to the overlapping transportation and environmental issues, the land use element was required to collaborate heavily with other teams.

Transportation is the crucial element that allows for physical movement throughout the City of Bellevue. The City of Bellevue has nearly every transportation mode available from pedestrian and bicycle lanes to automobiles and mass transit.

Like land use, the overall goal for transportation is to create the most optimal use for land while mainly focusing on how connecting certain places can optimize the usage and value. The strategy for optimizing mobility and usage for the available land is devised into several steps. These steps include connecting and converting forgotten spaces, enhancing current infrastructure conditions and finally developing nodes that will increase mobility for the entire City of Bellevue.

MOBILITY

GOAL: Create a more connected city capable of moving residents and visitors more efficiently.

OBJECTIVE: Connect underutilized and unused areas to create a thorough park system

The City of Bellevue has a line of CSX railroad crossing diagonally which has been a barrier but has been transformed to a multi-modal connective thoroughfare. The 2013 update converts the railroad into a rail-with-trail linear park. The park will create economic development and become a tourist attraction within Bellevue. According to University of Cincinnati Professor Dr. vom Hofe, housing prices went up by $9 for every foot closer to the trail entrance. The study concluded that homeowners were willing to pay a $9,000 premium to be located 1,000 feet closer to the trail. (Figure 5-1)

Figure 5-1: Park System and Linear Park Map



OBJECTIVE: Provide better options for off-street parking throughout the city with an emphasis on Fairfield Avenue.

A major concern from residents and visitors in the City of Bellevue was that there was not enough parking, particularly on Fairfield Avenue. Several strategies to address this problem include: develop an incentive system, create partnerships with neighbors who own parking lots and construct a completely new parking lot just off of Fairfield Avenue.

IMPLEMENTATION: The linear park will run the entire route of the CSX railway. The linear park is 50 feet wide across the railroad tracks, which allows for 12-15 feet for share path. The shared path for linear park will begin at Van Voast Avenue and continue Southwest until Taylor Avenue. The shared path will be 10-12 feet wide, including a barrier (planter area or fence) between the path and the railroad for safety purposes.

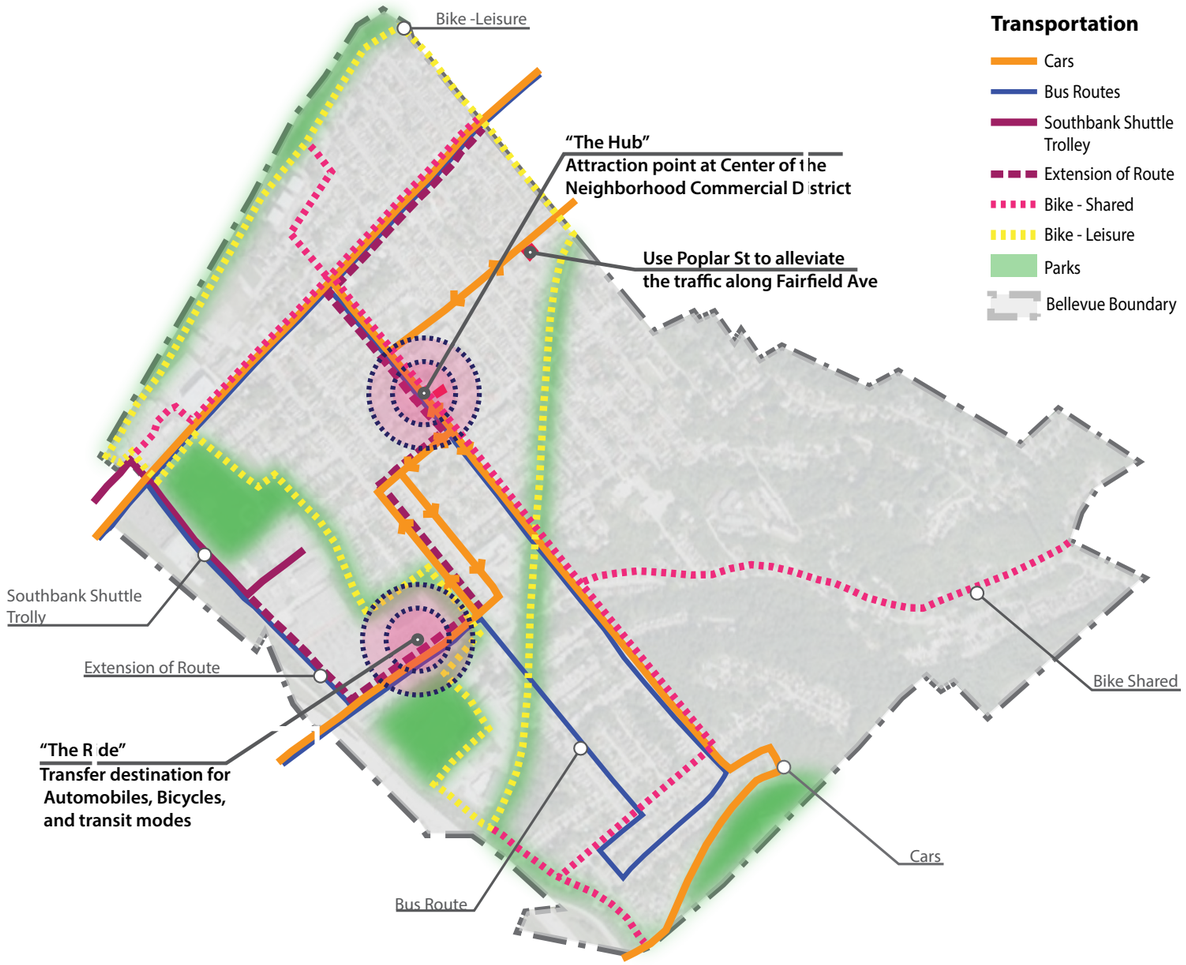
For parking on Fairfield Avenue, there should be some incentive program such as reserved spaces off the alleys running parallel with Fairfield Avenue. Issuing parking permits for Fairfield Avenue retail workers so more street parking is available for the customers and visitors of Bellevue. Another option is to develop partnerships with parking lot owners such as Dobbling Funeral Home, Fifth Third Bank and/or St. John United Church of Christ. The final option is to add another parking lot on the corner of Taylor Avenue and Union Street because it is vacant city owned property.

GOAL: Create alternative modes of transportation using unoccupied property.

OBJECTIVE: Convert underutilized land into productive multi-modal transit nodes away from the central business district.

Promoting urban mobility is one of the most fundamental goals for transportation. The 2013 update has devised a way of implementing this goal through two multimodal transportation developments. The first is The Hub, a transportation node focusing on mass transit and pedestrian movement in Historic Taylor's Daughter located at Division Street and Taylor Avenue.

Figure 5-2: Transportation Plan Map



The second is The Ride, a multimodal transportation development focusing on mass transit, a bike share program and a park & ride located at Donnermeyer Drive and Riviera Drive. (Figure 5-2)

The Hub is the focal point of the transportation development located at the corner of Taylor Avenue and Division Street. The Hub will revitalize the historic district while serving as a transit point for Holy Trinity Elementary School, Sacred Heart Church and Bellevue High School. Along with the historic commercial district on Fairfield Avenue, the new Taylor Avenue commercial district will spur economic development in a different part of the city allowing visitors to see new parts of the City of Bellevue. The Hub will fill vacant storefronts reclaiming Taylor Avenue into the prosperous and thriving business district it once was. (Figure 5-3)

Figure 5-3: The Hub



OBJECTIVE: Regenerate an unused area into an effective multi-modal district accessible to pedestrians, cyclists, automobiles and public transit.

The Ride is a multimodal transportation development focusing on mass transit, a bike share program and a park & ride located at Donnermeyer Drive and Riviera Drive. The existing Southbank Shuttle route will be redesigned and extended to serve this major stop and taking riders to the Fairfield Avenue district. The Ride will encourage the use of mass transit and a bike share program while converting unutilized parking space into a valuable useful space. The Ride can also be used for Bellevue residents using TANK as well as visitors coming into Bellevue for special events such as "Shop Bellevue", the farmer's market and Art-In-The-Park. (Figure 5-4)

IMPLEMENTATION: The implementation of both attractions should be done in a combined effort between the City of Bellevue and TANK. By providing new options to the users, the ridership of the public transportation system will increase and financially pay back the initial investment. Along with this, educational programs concerning environmental and public health awareness should encourage the use of bicycles as a way of transportation instead of only recreational.

Developing The Ride is the first way to create alternative modes of transportation using unoccupied property in the City of Bellevue. The location at Donnermeyer Drive and Riviera Drive was strategic due to the ample amount of parking in the area. The abundant amount of parking is more than enough space to create a transportation facility while still maintaining the integrity of the parking lot and not disrupting the overall use of the area. (Figure 5-5)

Figure 5-4: The Ride

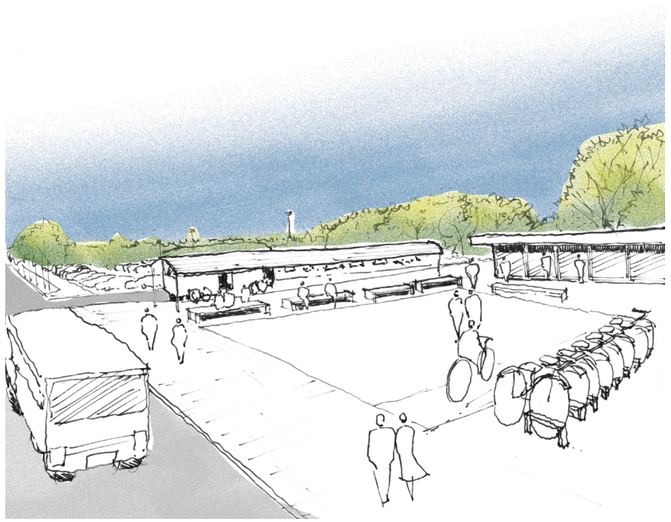


Figure 5-5: Future Land Use and Transportation Map



Future Land Use/Transportation Overlay Map
(Not to Scale)

INFRASTRUCTURE

GOAL: Improve current conditions for safer pedestrian movement throughout the city.

OBJECTIVE: Improve the sidewalk conditions and unlit areas throughout the city.

With an aging population, sidewalks and street lighting in the City of Bellevue are major concerns. Many of the streets in the City of Bellevue are lacking sidewalks which deter pedestrian movement and connectivity. A major focus area for sidewalks and the lack of pedestrian movement is the Southeast corner which has varying terrain. (Figure 5-6)

Figure 5-6: Sidewalks Map



Another problem regarding an aging population as well as safety is the lighting on streets. While Fairfield Avenue may be well lit due to the amount of foot traffic in the evening, no other corridors in the City of Bellevue were well lit enough to see down the entire block without large unlit areas. (Figure 5-7)

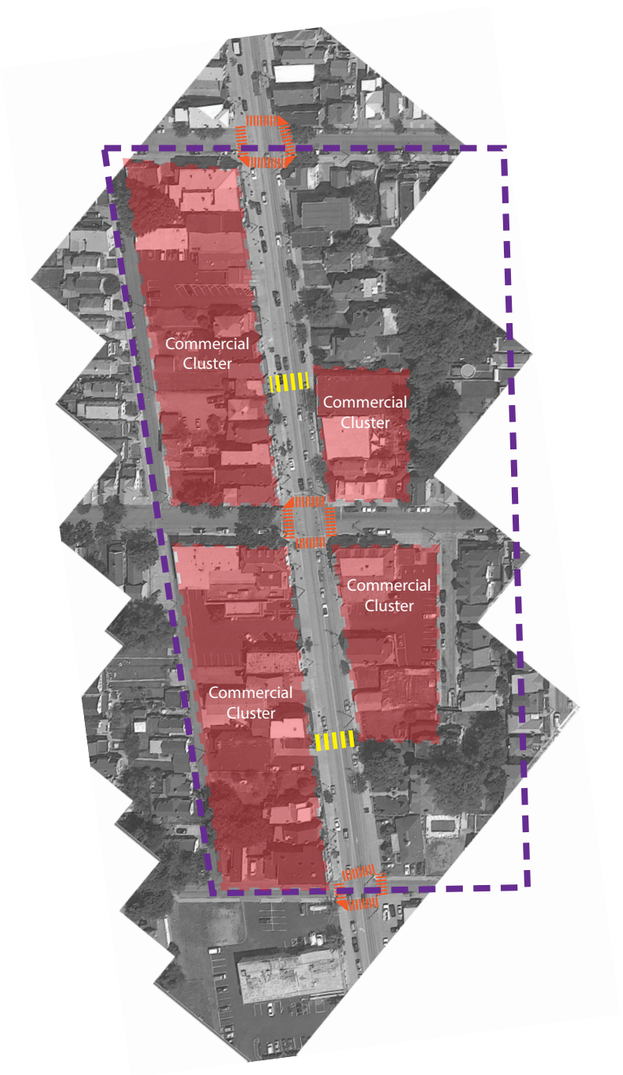
Figure 5-7: Lit Streets Map



OBJECTIVE: Install new pedestrian infrastructure while slowing automobile traffic in the city.

Fairfield Avenue is the main thoroughfare in Bellevue but is also part of Kentucky State Highway Route 8. Being part of the state highway system, many of the users of the highway are just passing through the City of Bellevue for a short time and do not slow down or maintain the speed limit which has led to pedestrian unfriendliness along Fairfield Avenue. One way to combat the speedy drivers and unfriendly streets is to add raised mid-block crosswalks to 200 and 300 blocks of Fairfield Avenue. (Figure 5-8)

Figure 5-8: Image of New Crosswalks



IMPLEMENTATION: Noticing the areas that are lacking adequate sidewalk infrastructure is the first step into creating a truly pedestrian friendly Bellevue. Looking at areas that are entirely missing sidewalks such as southeast Bellevue will allow for an easier designation on which areas are lacking connectivity. After designating certain focus areas, the type of materials used should be decided. Several ideas for sidewalk materials are porous pavements or permeable concretes which allow for water to percolate through the material instead of contributing to runoff.

Regarding street lighting, the installation of more lighting is desired for the City of Bellevue. The task of more lighting can be approached from two different ways. The approach is using a higher wattage to see a larger area from the existing the streetlights. The second is to add more light poles and decrease the spacing interval in specific areas. The benefits of improved lighting include safe streets to navigate through for pedestrians and may also lead to the decrease of illicit street activity.

The mid-block crosswalks will be constructed from a different material than normal concrete or pavement and should be raised 6-8 inches to create a speed bump for the vehicles as well. Signs will also alert the drivers to slow down and allow pedestrians to cross. Mid-block crosswalks will give the pedestrians the right of way and will also slow down the traffic.

GOAL: Enhance recreational uses for residents and visitors while providing a solution to flooding hazards.

OBJECTIVE: Implementing Bellevue's Park Network.

By combining recreational and environmental purposes, the Bellevue park system includes existing green infrastructure and recreational facilities while incorporating new features. All these green spaces are connected by shared bike lanes and pedestrian paths. An identified existing corridor close to Robson and Clark Streets will be preserved creating a bike path and connecting the existing baseball field near Fairfield Avenue. The bike path will connect to the Bellevue High School football field while providing a transitional zone between the consolidated residential and the bigger commercial stores on Western Bellevue. (Figure 5-9)

Figure 5-9: Future Land Use Map



Amongst the new features are the Bellevue Linear Park, along the existing railroad and the extension of the Bellevue Beach Park. Both of these features include shared bike paths. The Bellevue Linear Park near the existing CSX railway will consist of almost half of a mile of improved greenways in the CSX railway and create recreation paths for pedestrians and cyclists. The linear park's main entrance is through Grandview Street which permits cyclist and pedestrian paths. The park network will help brand Bellevue not only as a historical town but also as connected and innovative community attracting visitors and investments. (Figure 5-10)

IMPLEMENTATION: The park network should be implemented in phases. A further study of drainage is required to design an efficient system. Also since it accommodates urban mobility, a separate study on topographic feasibility and financial viability should be assessed to determine implementation.



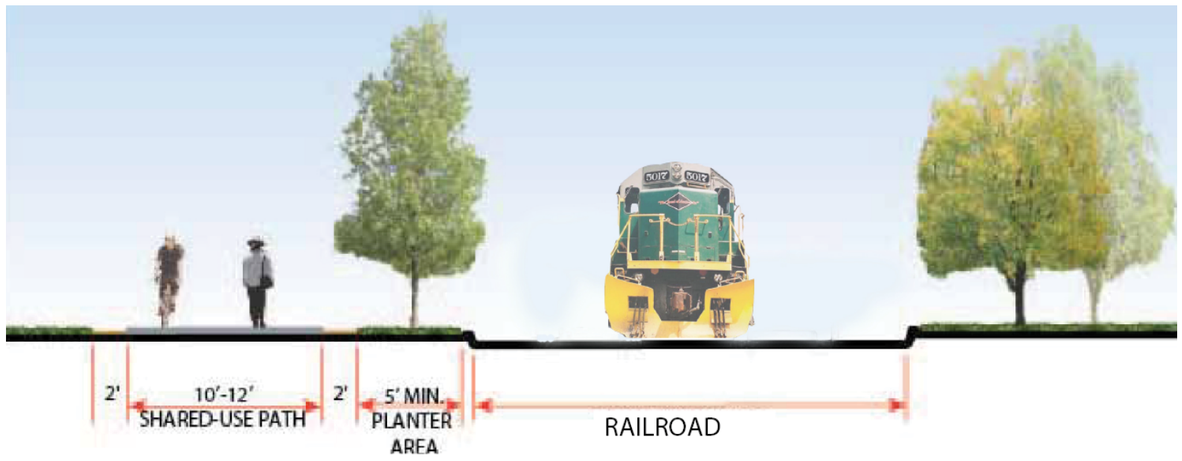


Source: Google Images

Figure 5-10: Park Feasibility and Potentially Case Studies Images



Source: blogs.citypages.com



Source: Google Images

Figure 5-11: Form Based Code Map and Pictures Exemplifing Form Based Codes



Sources: OKI 2010, NKYPC
Maps produced by Planning Workshop - Fall 2012

T3



T3 Neighborhood



T3 Estate (T3E)

T4



Neighborhood Medium Footprint



Neighborhood Small Footprint

T5



Neighborhood Large Setback



Main Street (T5MS)

COMMUNITY CHARACTER

GOAL: Improve urban landscape according to local standards and the community's character.

OBJECTIVE: Continue zoning code transition to newly adopted Form Based Code

Zoning codes define zones or areas for each use. Recently the City of Bellevue started to implement the form based code model to address visual disconnection between areas. Unlike traditional zoning, form based code on its appearance. Form based code regulates building type, parking specifications, façades, height, aesthetics and overall use. According to 2010 City of Bellevue Charrette, form based code began was first implemented near the new commercial district in Northwestern Bellevue and should be extended to the rest of the City of Bellevue. (Figure 5-11, 5-12)

According to the City of Cincinnati, applying a Form-Based Code creates new walkable urban neighborhoods which allows for the protection and enhancement of property values. Since 1993 average assessed property values in the City of Bellevue have gone up from $49,951.89 in 1993 to $54,144.74 in 1999 to $112,355.24 in 2008. A Form-Based Code should continue to enhance and protect the property values in the City of Bellevue.(Figure 5-13)

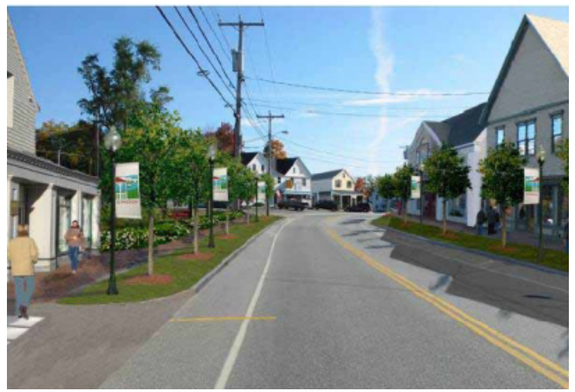
IMPLEMENTATION: The process of developing and implementing guidelines for each aesthetically identified zone should be continued. It is an ongoing process that should continue to with the community and residents. This Form-Based Code initiative differentiates the City of Bellevue amongst others in the region attracting innovation and new residents.

Figure 5-12: Before and After of Form Based Code

Before



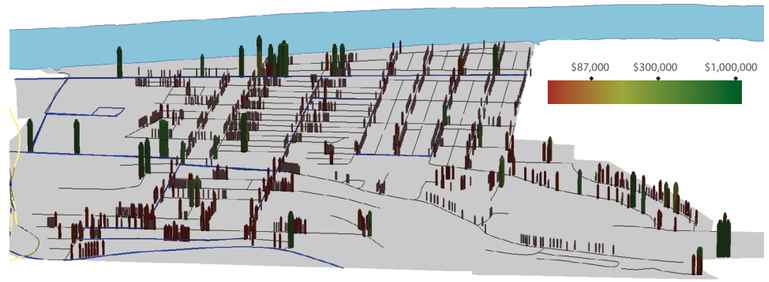
After



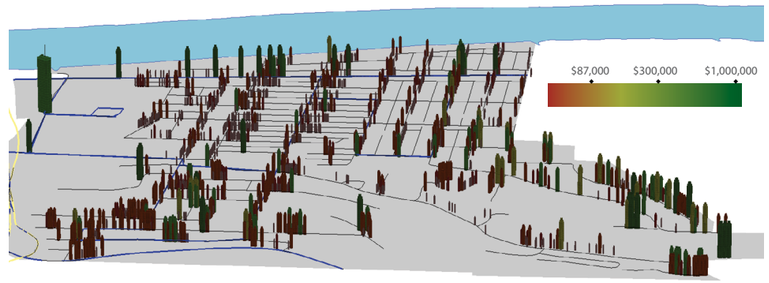
Source: growtsmartmaine.org

Figure 5-13: Housing Value Growth

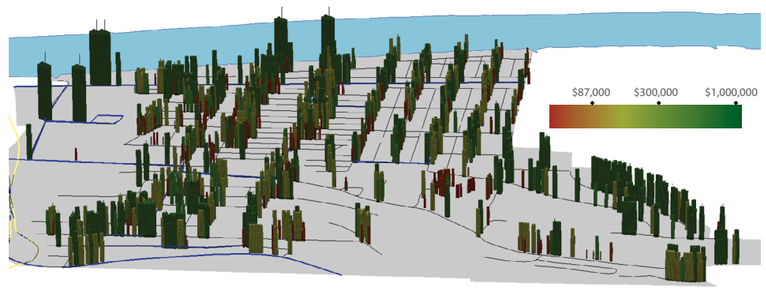
Property Value Map (1993)



Property Value Map (1999)



Property Value Map (2008)



GOAL: Preserve and enhance the historical character of the city.

OBJECTIVE: Implementing mixed-use zones in the Taylor's Daughter District, along Poplar Street and Taylor Avenue is vital in enhancing the historical character in the City of Bellevue. In order to alleviate the traffic along Fairfield Avenue shops, Poplar Street could be converted into an alternative route with mixed uses along it. Converting Taylor Avenue into a mixed use corridor is also another top priority. Converting these corridors will alleviate Fairfield Avenue congestion and encourage walkability and create an overall attractiveness. New central business districts will enhance the local community and promote urban dynamicity. Fiscal incentives and housing programs will encourage the revitalization of vacant historical buildings and attract new residents and investments to the city.

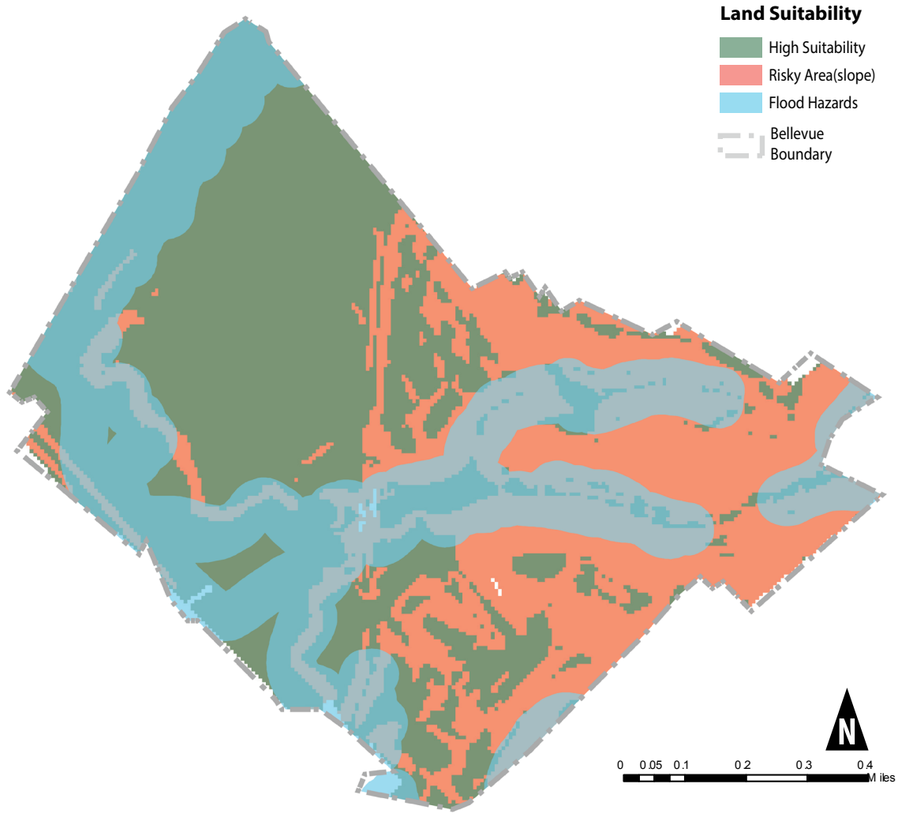
GOAL: Safety and abolishment of occupancy in high-risk areas.

OBJECTIVE: Designate environmentally constrained residential zones.

The guidelines and constraints for this zone will prevent the area of future damages and risks due to environmental conditions, especially for future developments and interventions in the existing settlement. The suitability study of the soil, which takes into consideration areas of flooding hazards and high slope levels, showing Southeast Bellevue is a high-risk area; therefore strict constraints should be applied to ensure safety for the residents and accessibility of this area. (Figure 5-14)

IMPLEMENTATION: A further study on the environmental and infrastructure evaluation of the area should be performed. The use of specific grants for hazardous areas is advised to address the repairs required to provide safe conditions for the residents and visitors of this area. While providing repairs, it is also important to prevent the ineffective use of these parcels through urban policies. Proper accessibility should also be provided while repairing this area. Tax incentives could also encourage the repair of the existing properties by their own dwellers/owners.

Figure 5-14: Suitability Map



CONCLUSION

The land use and transportation section provides a vision on the interrelated subjects and overlapping goals of the futuristic progress for the City of Bellevue. The goals in this section cover everything from newly developed multimodal transportation centers to preserving the historical character of the community. These goals of this secyopm also ecompass everything from improving everyday infrastructure to abolishing the occupancy of high-risk areas for future development.

ENVIRONMENT & INFRASTRUCTURE

INTRODUCTION

The study in this section informs the city about the environmental constraints for development and also the effect of natural and built environment upon each other is mutual.

The study of existing condition of the city has brought forward multiple environmental issues that need attention (see Existing Conditions report) . Various important issues identified from the study are discussed in detail with the recommendation on how they can be managed. The City of Bellevue is experiencing some environmental issues that should be considered to avoid any future negative impacts. These issues include: erosion from the Ohio River, flood hazards, inefficient storm water systems, and air and water quality.

The Ohio River bank, located on the Northern boundary of Bellevue, is endangered by soil erosion. The erosion is causing a loss of land along the river. Erosion should be monitored and mitigation strategies should be implemented so that the city of Bellevue does not lose any more land.

A second issue is the flood hazard areas that surround the river and creeks in Bellevue. These cover one quarter of the total area of Bellevue. The high quantity of storm water runo¬ff and poor water quality can be attributed to the large amount of impervious surfaces in the flood plain. The Combined Sewer System is often at capacity and therefore carries sewage diluted by storm water into the river.

Air and water quality in Bellevue City are also considerable factors and should be subject to controls and continuous measurement. These are regional issues and therefore cannot be controlled on the city level. However, keeping track of the trends in air and water quality will keep City residents informed of potential threats and make them more aware of “Green” strategies.

WATER MANAGEMENT

GOAL: Control flood hazard and manage storm water runoff using innovative environment friendly methods.

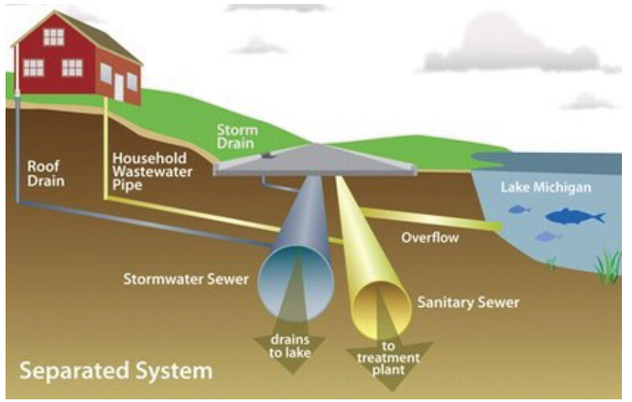
The flood hazard areas that surround the river and creeks in Bellevue cover around one quarter of the total city area. This combined with the high quantity of storm water runoff makes the city vulnerable to the flood problem. The city should use environment friendly methods combined with the infrastructure upgrades to mitigate this problem.

OBJECTIVE: Maintain and upgrade storm water infrastructures within the city.

The existing combined sewer system in Bellevue is old and needs upgrading to accommodate increasing demand of sewage and storm water management. The system is often at capacity and therefore carries sewage diluted by storm water into the river, violating the environmental regulations on water pollution. Although the city would prioritize the use of green infrastructure to control quantity of storm water runoff at the source, the infrastructure for storm water management system needs to be upgraded to meet the latest environmental requirements. The replacing of combined sewer system by separate system for sewage and storm water has already begun and needs to be continued. Figure 6-1 shows the schematic diagram of a typical separate sewage system.

IMPLEMENTATION: In order to make progress in addressing Combined Sewer Overflow (CSO) issues, the USEPA and the Energy and Environment Cabinet (EEC) pursued federal Consent Decree and state Consent Judgements. The consent orders outline specific requirements for projects and plans to eliminate CSOs from the system in certain time. Due to serious concern of water quality from CSOs, Bellevue should follow the Consent Decree to update its aging infrastructure system.

Figure 6-1: Typical scheme of Separate System



Source: http://www.villageofshorewood.org

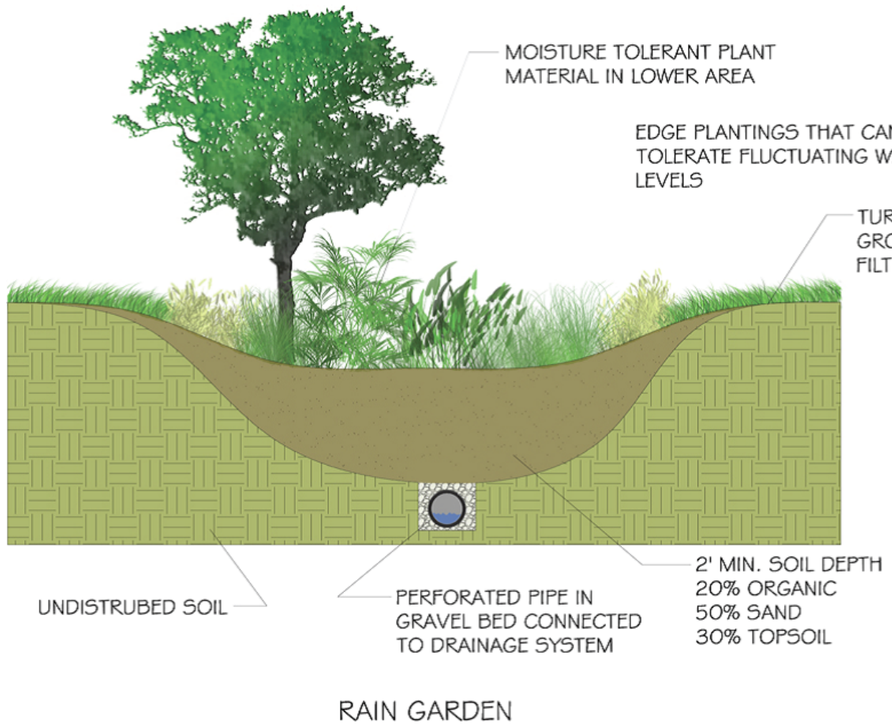
OBJECTIVE: Use green infrastructures like greenways, bio-retention and rain gardens for flood hazard management.

Green Infrastructures like interconnected greenways, bio-retention, and rain gardens, add natural pervious surface to urban areas. It helps to reduce the flow rate of flood water and storm water run-off. Incorporating green infrastructure in the urban fabric also creates opportunities for recreational outdoor spaces.

The city would prioritize the use of green infrastructure for flood hazard management. Figure 6-4 and 6-5 shows the use of rain garden and greenway to manage flood hazard areas. Figure 6-2 shows the technical details of rain garden. By allowing more water to percolate through pervious green areas, these methods not only manage water quantity but also help to maintain water and air quality and replenish ground water table.

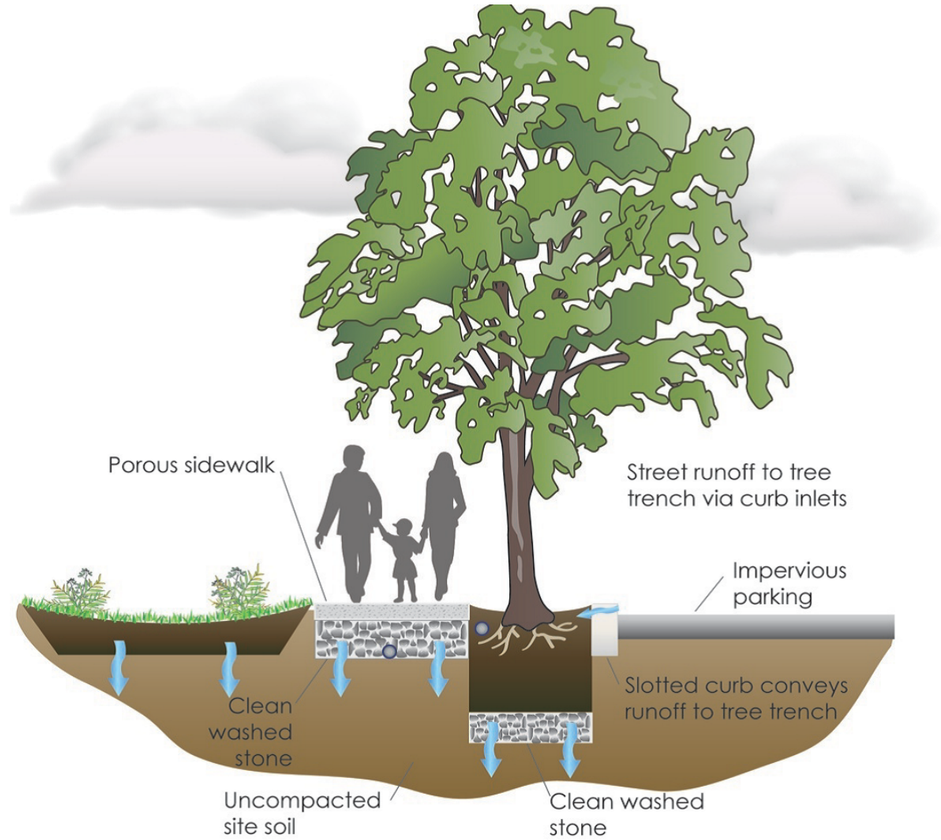
The use of green infrastructures not only help in managing flood hazard and storm water runoff, but also create pockets of green areas that can be used as multipurpose recreation areas like playing, walking and seating.

Figure 6-2: Typical scheme of a rain garden



Source: http://www.abbey-associates.com/splash-splash/blue_standards/rain_garden.html

Figure 6-3: Use of bio-retention and porous concrete in combination



Source: http://melioradesign.net/StormwaterPractices.htmlrain_garden.html

IMPLEMENTATION: The potential of implementation of green infrastructure for flood and storm water management is unknown to many city residents. In order to make people co-ordinate in city's effort to prioritize green infrastructure, people should be educated and informed about advantages of using environment friendly methods. The city owned buildings should be the pioneer in these efforts to educate the people of the advantages.

Figure 6-4: Rain Garden in Bellevue



Source: Instagram, John Yung

Figure 6-5: Example of a Greenway

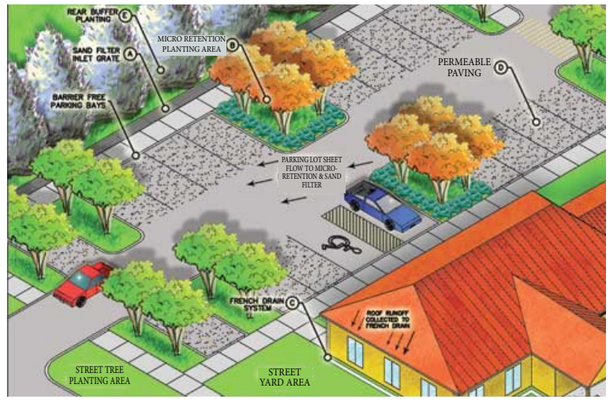


Source: http://centricities.3cdn.net/5c8af476ad808834dc_1hm6bh4dj.jpg

OBJECTIVE: Use porous concrete in pavements and parking lots to allow rain water to percolate and reduce storm water runoff.

Bellevue is covered with more than 34% impervious surfaces. The need build streets, pavements and parking lots makes it difficult to create more pervious surfaces in the city. The city could look into the feasibility of use of porous concrete in pavements and parking lots to improve water permeability. Pavements and parking lots built out of pervious concrete allow water to percolate through it, reducing the quantity of runoff from the surface. It also filters the rainwater while allowing it to percolate through to the ground. Hence, pervious concrete could be a good alternative to use for pavements and parking lots to control quality and quantity of storm water runoff. Figure 6-6 and 6-7 shows the application and characteristic of the pervious concrete. The use of porous concrete combined with bio-retention/rain garden can be seen in the Figure 6-3.

Figure 6-6: Application of pervious concrete



Source: http://www.landscapeonline.com/research/article/14730

Some of the advantages of using pervious concrete as an alternative to traditional paved surfaces can be listed as follows:

- Create hard paved surface and allows percolation of water at the same time.
- The lighter color of pervious concrete reduces heat island effect compared to other darker pavements.
- Allows the growth of vegetation even in areas covered with pavements by allowing through more water and air than other pavements.
- Due to its lighter color, pavements and parking lots built using pervious concrete require lesser lighting than darker ashphalt or concrete pavements.

IMPLEMENTATION: The use of new innovative materials like porous concrete in pavements and parking lots without testing could be risky. As in the previous section, this method could also be tested in a small scale and enlarged upon success.

Figure 6-7: Percolation in pervious concrete



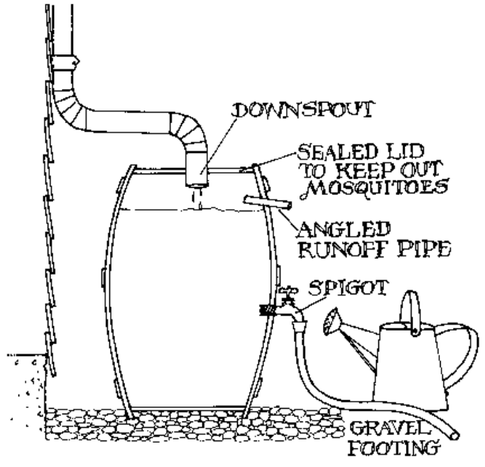
Source: http://en.wikipedia.org/

OBJECTIVE: Use rain barrels to collect rooftop runoff for future use.

Rain barrels are efficient ways to collect rooftop runoff. Rainwater collected in the rain barrels can be stored and used later to water gardens and lawns, thus lowering water bills. Rain barrels are an inexpensive way of controlling rooftop runoff and can be easily installed and used by individual homeowners. Figure 6-8 shows how rooftop runoff is collected in a rain barrel to be used later. The city of Bellevue could use rain barrels as an alternative to reduce the quantity of storm water runoff at the source and hence reduce load on the city sewage infrastructure.

IMPLEMENTATION: The advantages of collecting rooftop runoff for later use are numerous. Unless demonstrated, these benefits are unknown to the residents of the city. The city could start implementing Rain Barrel in the public buildings owned by the city for demonstration purpose. They could provide technical assistance and financial incentives to the residents who are willing to use the method.

Figure 6-8: Sectional detail of a rain barrel



Source: http://www.lid-stormwater.net/images/rainbarrel9.gif

EROSION

GOAL: Mitigate the effect of erosion to preserve land on the river bank.

The Ohio River bank, located on the Northern boundary of Bellevue, is endangered by soil erosion. The erosion is causing a loss of land along the river. Erosion should be monitored and mitigation strategies should be implemented so that the city of Bellevue does not lose any more land. Figure 6-9 shows how the level of river reaches to the park during storm season. The erosion at the riverfront leads to:

- Soil erosion
- Park facilities damage
- Landslides on the river bank and diminishing park size
- Landscape damage of Bellevue Beach Park

Figure 6-9: Level of Ohio River during storm season



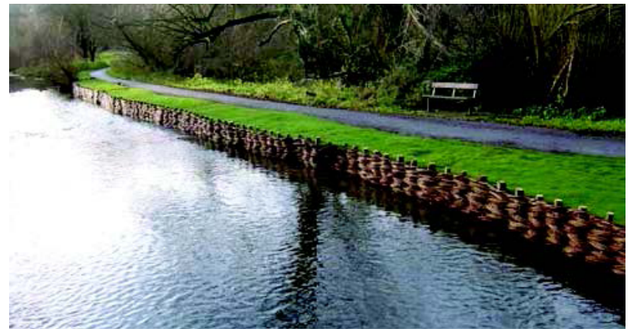
Source: Google Maps

OBJECTIVE: Use natural and environmental friendly method to control soil erosion on the bank of Ohio River to protect Bellevue Beach Park.

For the mitigation of soil erosion, a method called willow spilling method is proposed. This is a bio-engineering method which uses natural materials to consolidate the banks against the action of river. This method uses plant roots to hold the soil and prevents it from eroding. The advantages of using this method are that it is environment friendly and also affordable and widely used. The willow spilling method functions to hold the soil against the eroding action of river by reducing the flow speed of the river; holding the soil by roots; and resisting the soil from flushing away with the river. Figure 6-10, 6-11 and 6-12 explains how Willow Spilling Method works and helps create natural green belt that can be used not only as erosion control measure, but also as gren pathway for walking along the river.

After the community workshop was conducted, some feedback and concern about the strength of Willow Spilling Methods was shown by the residents of Bellevue. The method might not be the strongest option, but we chose Willow Spilling Method because of its environmental benefits. In order to address the concerns of community, we looked for some options that use same natural principles but are stronger than the Willow Spilling Method. Figure 6-13 shows the use of heavier retaining walls as an alternative of Willow Spilling Method for erosion control on the Ohio River bank.

Figure 6-10: Willow Spilling Method on maturity.



Source: http://www.willowbankservices.co.uk/willow-spiling/

Figure 6-11: Willow Spilling Method

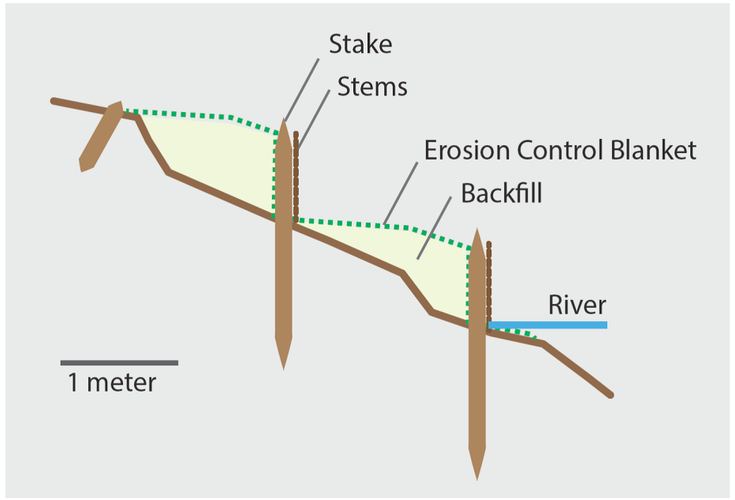
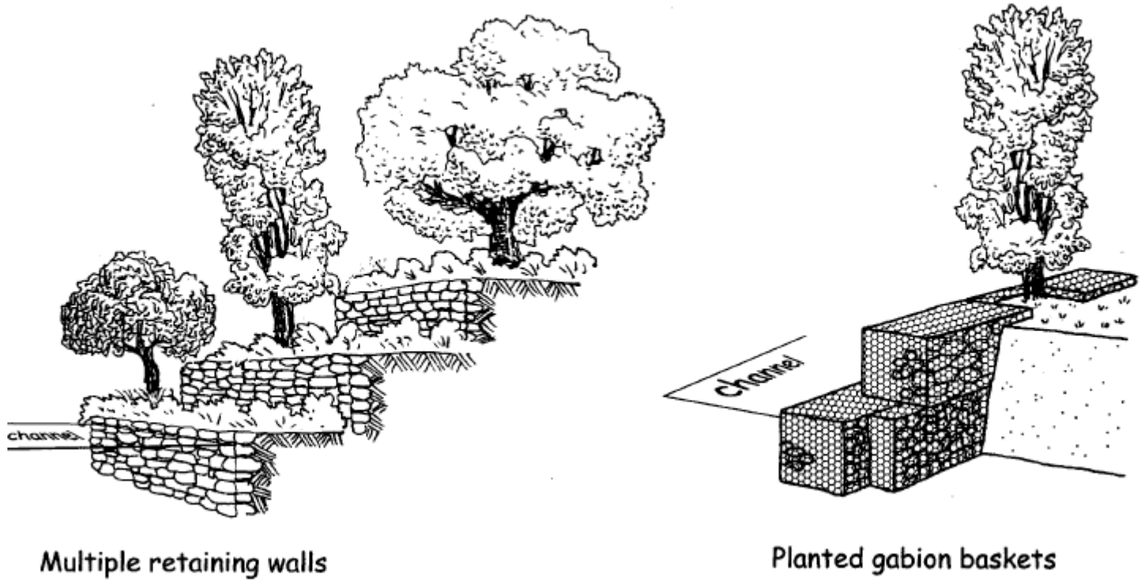


Figure 6-12: Willow Spilling Method used on a stream



Source: http://www.willowbankservices.co.uk/willow-spiling/

Figure 6-13: Alternative schemes for erosion control



Source: San Francisquito Creek Bank Stabilization and Re-vegetation Master Plan, http://www.menlopark.org/creek/MPSection4.pdfhtml

INVASIVE SPECIES

GOAL: Monitor the effects of invasive species on vegetation to help restore forest canopy in the hill zone.

The Campbell County Forest Quality Assessment prepared by Center for Applied Ecology, Northern Kentucky University shows that majority of forest cover in the city of Bellevue is Small Crown Forest canopy (94.7% Small Crown, 5.1% Medium Crown, and 0.2% Large Crown). The study also points the vulnerability of small crown canopy due to actions of invasive species. The city of Bellevue has to take immediate action against the invasive species if they want to preserve the forest cover. The forest cover in the hill zone of the city makes it even important to stabilize since it helps to hold the soil against erosion and landslides. The existing condition study shows that the most threatening invasive species in Bellevue are Emerald Ash Borer, Asian Longhorn Beetle, and Bush Honeysuckle.

OBJECTIVE: Stabilize existing forest cover and restore it to ecologically significant Large Crown Forest canopy.

The Small Crown and Medium Crown Forest canopy are ecologically insignificant due to lack of diverse trees species. Also, they are vulnerable to the action of invasive species. The city of Bellevue should initiate programs to first stabilize the forests against invasive species so that they are not destroyed to an irreversible point. The city should then look to develop small crown forests to medium crown and then medium crown forests to large crown. Since most of the forest cover areas are privately owned land, the city has to work in coordination
with the residents.

IMPLEMENTATION: The development of forests into Large Crown Canopy is a long process. The city has to device a long term vision of what they want the forest cover to look like after maybe 10 years. After the long term goal is set, they can start working in phases to first stabilize the forests in their current state, and then look at improving the forest condition to become ecologically significant.

OBJECTIVE: Monitor and mitigate the effects of invasive species.

The most threatening invasive species identified in Bellevue are Emerald Ash Borer, Asian Longhorn Beetle, and Bush Honeysuckle. In order to protect native plant species in the forest cover areas in the city, the effects of invasive species has to be mitigated. The control measures for each species are briefly listed below:

Emerald Ash Borer
Emerald Ash Borer is a kind of invasive insect that kills Ash trees once infested. To protect the Ash trees from dying, all the trees should be treated whether infested or not. (Figure 6-14)

Asian Longhorn Beetle
This species of bug impacts urban forest more than the rural forests. They make holes in the trees and weaken them and eventually result to death of severely infested trees. The quality of wood also reduces due to feeding from the bug (Figure 6-15). The treatment of Asian Longhorn Beetle can be done in two ways:

- Chemical treatment can be done if the infestation is not widely spread.
- Tree removal is the only option if the infestation is widely spread.

Bush Honeysuckle
This invasive plant can grow in wide range of habitats, and also retain leaves for longer period of time, giving it advantage over the native plants. It has several ecological and economic impacts since it produces chemicals that affect growth of native plants (Figure 6-16). The methods of control of this invasive species depend on plant size, number and location. They are:

- Hand Pulling could be used for plants smaller than 3 feet high.
- Mechanical method could be used for plants between than 3 feet to head high.
- Chemical sprays can also be used to control plant growth.

IMPLEMENTATION: The mitigation of invasive species is an urgent matter since it directly relates to the forest health. The city has to collaborate with the residents since most of the forest cover is in private land. Different types of chemicals can be injected (through soil or tree trunk), and the quantity depends on the size of tree. However, care should be taken that adverse effects of these chemicals on environment is minimum. Also, the application should be done under the supervision of US Department of Agriculture (USDA).

Figure 6-14: Emerald Ash Borer



Source: www.theforestsedge.blogspot.com

Figure 6-15: Asian Longhorn Beetle



Source: www.gregoryforrestlester.com

Figure 6-16: Bush Honeysuckle



Source: http://www.inhs.uiuc.edu/research/VMG/bhnysckl.html

CIVIC ENGAGEMENT & GOVERNANCE

INTRODUCTION

Background

The 2008 Bellevue Comprehensive Plan does not include a chapter for civic engagement or governance. However, city staff believes public input is an essential step in developing a comprehensive plan and therefore will include a chapter for civic engagement in the 2013 update. The purpose of this chapter is to show the process used to incorporate public input in the 2013 update and to suggest ongoing strategies for civic engagement and governance.

This chapter also incorporates the recommendations for information technology. The 2008 Bellevue Comprehensive Plan Update has two guiding themes. The first is a desire for "Universal Access", which is defined as "the ability of every citizen to have access to information technology and infrastructure development". The second theme is to be able to link information technology and infrastructure to the four main essential elements of the comprehensive plan, which are transportation, community facilities, utilities, and land use. Since information technology is an ever-changing field, our 2013 Bellevue Comprehensive Plan Update for the Information Technology and Infrastructure chapter will be using these themes to guide our research and to update any outdated information.

Existing Conditions

Bellevue city staff had moderate success engaging the public in the past. In 2010, the City held a weeklong charrette to gather public input on the adoption of the form-based code. There were over 100 participants involved in the process. However, city staff recognized that some demographics were not adequately represented. Some examples of underrepresented demographics include young professionals and working families. A lack of diversity was also apparent at the observed community meetings, as the majority of attendees were elderly females.

The current system of informing the public includes posting in newspapers such as the Cincinnati Enquirer, Kentucky Post, Bellevue Community News, and the Campbell County Recorder. Additional media outlets include signage in Bellevue shops, email lists, and the Bellevue Newsletter. There are also two community groups that are involved in the community planning process and are able to disseminate information quickly. The Kentucky Accredited Main Street Program, Bellevue Renaissance, has a very strong presence in the community and sponsors the well-attended "First Friday" events. The program is supported by a group of influential business owners, city officials, and residents. A second organization is the Bellevue Neighborhood Association, which is a 501(c) (3), non-profit composed of community members. The organization charges itself with improving Bellevue's parks, gardens, and planters. The organization also sponsors outreach programs for historic education, neighborhood improvement, and public awareness.

Cincinnati Bell is currently the main carrier of internet access in the Bellevue and Northern Kentucky area. They do not offer any community wide Wi-Fi nor do Bellevue have any free Wi-Fi spots within the city. Any business can add a wireless router at a minimal fee, then the Wi-Fi can be used free of charge through their current internet service agreement. It is up to each business's discretion on whether or not to offer the Wi-Fi free to customers or not. Cincinnati Bell also is not providing fiber optics to the Bellevue and Northern Kentucky area. As of now they are trying to place fiber optics in high residency areas, like apartment complexes and offices. If they did decide to add the service to the area, it would cost the same price as the regular internet service.

PUBLIC INPUT PROCESS

Neighborhood Involvement

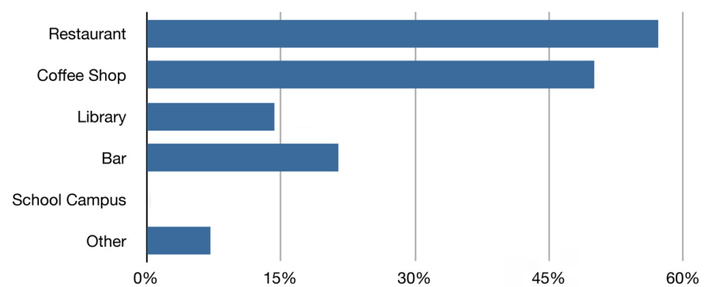
The 2008 Comprehensive Plan did not include a civic engagement chapter, and used minimal community input to form their goals and objectives. We used this update process as an opportunity to gather community feedback at various neighborhood gatherings in Bellevue, as well as make the community members feel like they could be involved in the planning process. We attended both the September and October Neighborhood Association meetings to gain a better sense of how the community works from a community organization level. The first Neighborhood Association meeting was an opportunity to introduce ourselves to the community and gain their support for our initiative. We also asked them to help us disseminate information to their members and other stakeholders. Attendance at the second Neighborhood Association meeting was useful for recruiting additional participants in the Community Workshop.

Information Technology Survey

Information technology is ever-changing, so it is important for the City of Bellevue to stay up-to-date with these changes. The first step was assessing technology needs of the community. We wanted to know how information was being accessed and distributed. In order to do this, we decided to give a short survey to community members via Neighborhood Association meetings and through a Google survey application. Questions on the survey pertained to how community members give and receive information, whether they use internet at home and if they use Wi-Fi elsewhere throughout the community. Although we only received 18 surveys, we were able to conduct some preliminary analysis.

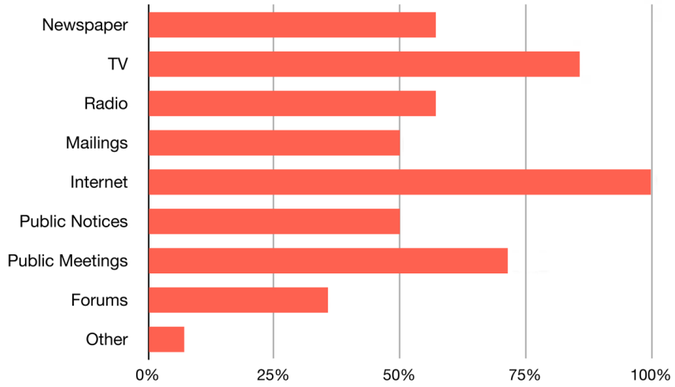
Community Engagement Survey

Figure 7-1: How people get free Wifi



Source: 2012 Comprehensive Plan Workshop

Figure 7-2: How people receive news and information



Source: 2012 Comprehensive Plan Workshop

Early in the process, we determined that a community engagement survey would be a useful tool for gathering community opinions and values. Using the Existing Conditions Report, we compiled a written survey for community members to fill out. The goal of the survey was to assess what issues in Bellevue were the most pressing according to its residents. The survey also contained questions regarding how city officials and residents could become more connected.

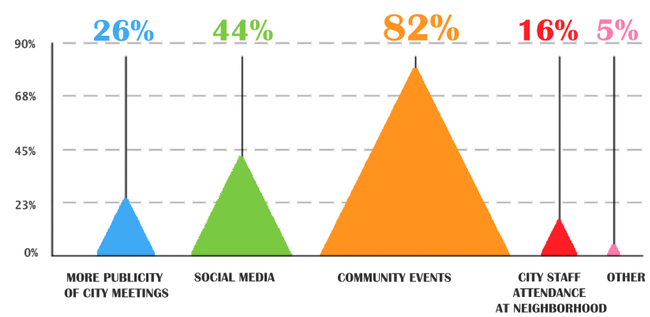
The survey was administered first at Shop Bellevue, where we set up two tables in the business district. Surveys were given personally to individuals who were walking by. Those who took the survey during Shop Bellevue were both resident and non-residents of Bellevue with a diverse range of opinions and concerns. A second round of surveys was administered over a lunch hour to business owners who were unable to participate during Shop Bellevue. This was done because business owners are important stakeholders for future economic development in Bellevue.





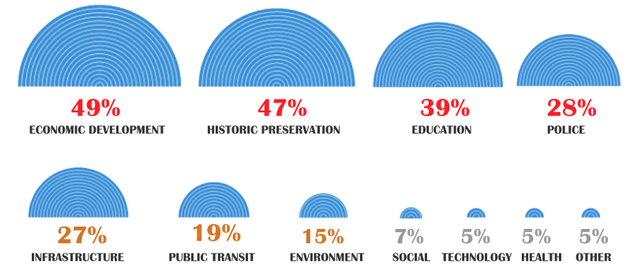


Figure 7-3: How to involve more people



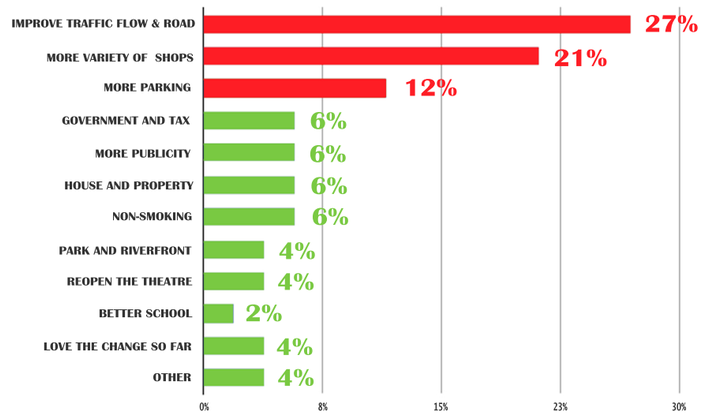
Source: 2012 Comprehensive Plan Workshop

Figure 7-4: Important issues over the next decade



Source: 2012 Comprehensive Plan Workshop

Figure 7-5: Challenging issues over the next decade



Source: 2012 Comprehensive Plan Workshop

Community Workshop

The final step of our civic engagement process was the Community Workshop held on October 25, 2012. The purpose of the workshop was to present our findings, recommendations and gather feedback from community members and stakeholders. Prior to the workshop we advertised using a variety of media types. Social media, such as Facebook and Twitter were used to invite members to the event. An







ad was placed in the Campbell County Recorder and the Bellevue Newsletter with an invitation to all community members. Invitations were also sent via the Mayor's e-mail list and the Neighborhood Association. members. Invitations were also sent via the Mayor's e-mail list and the Neighborhood Association.

The structure of the workshop was a formal presentation of our findings and recommendations, followed by a breakout session where community members had the view posters summarizing our presentation and to ask questions. During the breakout session, participants were given sticky notes where they could write comments or ideas for further analysis. These notes were gathered at the end of the workshop and compiled into a spreadsheet for organization of additional evaluation. Total attendance at the workshop was 40 people, including public officials, business owners, and a diverse group of Bellevue residents.

COLLABORATION

GOAL: Make the planning process more incremental, iterative, and collaborative in design.

According to the community street survey, residents of Bellevue feel that they are not involved in the planning process. 60 percent of those surveyed had not attended a City of Bellevue meeting or public event in the last year. The current planning structure is not transparent enough and only allows for feedback at the beginning and ends of projects. This creates a sense of confusion and distrust among community members, as they are unaware of how policies evolve throughout the process. Therefore, we recommend that the city change the structure of the planning process by making it more incremental, iterative, and collaborative in design.

OBJECTIVE: Create more opportunities for feedback throughout the planning process.

The community and public officials should have multiple opportunities to examine, reexamine, and change plans as the variables in the community change. Incremental planning allows for more frequent collaboration and will ultimately lead to strengthened relationships and trust between community members and officials.

IMPLEMENTATION: Planning staff will not only approach the public at the beginning and end of a process. Instead the public and government officials will be provided with multiple opportunities to reflect and make changes before proceeding.

OBJECTIVE: Make the planning process more familiar for community members.

Traditional City Council and Planning Commission meetings are considered too formal by community members. Community members do not feel comfortable expressing their ideas or concerns to a board or panel at a formal meeting. If the city wants to make community input a regular part of the planning process, utilizing varying meeting styles may enhance and diversify citizen participation. When community members feel comfortable expressing their ideas, they may be more willing to provide the city with frequent feedback.

IMPLEMENTATION: To hold casual meetings such as workshops and charrettes that inspire comfortable collaboration amongst a variety of interest groups.

GOAL: Encourage the development of community groups.

The current community situation is divided. During our civic engagement process, we were only able to identify two community groups who are actively involved in the planning process. Community groups are an excellent source of information regarding issues, interests, and concerns in the City of Bellevue. Therefore, encouraging the formation of additional community groups, as well as increasing the visibility and connection of smaller community groups will aid the city in achieving the desires of its residents.

OBJECTIVE: Increase overall number of community groups while strengthening the connectivity between the current community groups and public officials.

Community groups provide an opportunity for residents to interact and work together to identify issues of concern. Collaboration between community members helps to synthesize how to take actions on the identified issues. The collaboration process also can give a leader from within the community groups the opportunity to represent the group collectively and to succinctly express concerns to city officials.

IMPLEMENTATION: Create a database of community groups with corresponding meeting times, members, and projects. Also, create a working schedule for public officials to be present at community group meetings. Finally, continuously express to community groups the importance of their participation in the city planning process.

COMMUNICATION

GOAL: Eliminate trust and communication barriers between public officials and citizens.

Community members have expressed concern that there is a trust barrier between citizens and public officials. The majority of this problem stems from a deficiency in communication and information dissemination. The community is interested in sharing information, but previous experiences have led them to believe that their ideas are not always communicated to decision makers. On the other hand, this is also true from the decision maker's standpoint. Not all decisions made by public officials are effectively communicated to the public.

OBJECTIVE: Create a solid communication system that generates trust between public officials and community members.

IMPLEMENTATION: The city should conduct an assessment of trust barriers to uncover problems with current methods of information sharing and communication. This can be done using a variety of methods, including surveys, workshops, or neighborhood gatherings. Once the assessment is complete, the city should pursue a citizen-up approach to planning. A citizen-up approach requires the city to utilize its analytical skills to take citizen opinion and translate it into policy. By considering the public first, the city will be able to re-establish trust that had been lost.

It was also suggested by community members that diversifying City Council to include business owners and interest group leaders would help to build trust. These additional council members would function as non-voting members, but would be able to provide feedback on and to question potential policies.

GOAL: Utilize innovative methods of public participation.

Capturing an adequate representation of the public opinion is a problem many cities encounter. A busy lifestyle has prevented families and working professionals from being able to participate in traditional public participation methods. Additionally, civic engagement is not a priority to many Bellevue residents, and therefore, certain demographics can go completely unaccounted for. For this reason, Bellevue should its approach to public participation. The City should employ new strategies to reach citizens who cannot attend traditional public meetings or rely on technology for information.

OBJECTIVE: Utilize social media as a platform for information dissemination and reaching technology savvy demographic.

Social media has shown to be an essential tool for civic engagement and is a way to disseminate important information to a population that may be otherwise hard to reach. As part of our public outreach during the creation of this plan, we utilized Facebook and Twitter to invite the public to our community workshop and reached over 200 people.

IMPLEMENTATION:

Facebook is an important tool for disseminating information between its users. The City of Bellevue could use Facebook to create events, post pictures, release news, or promote its local businesses. This social media site has also proven to be an effective tool for reaching the elusive 25-35 year old demographic.

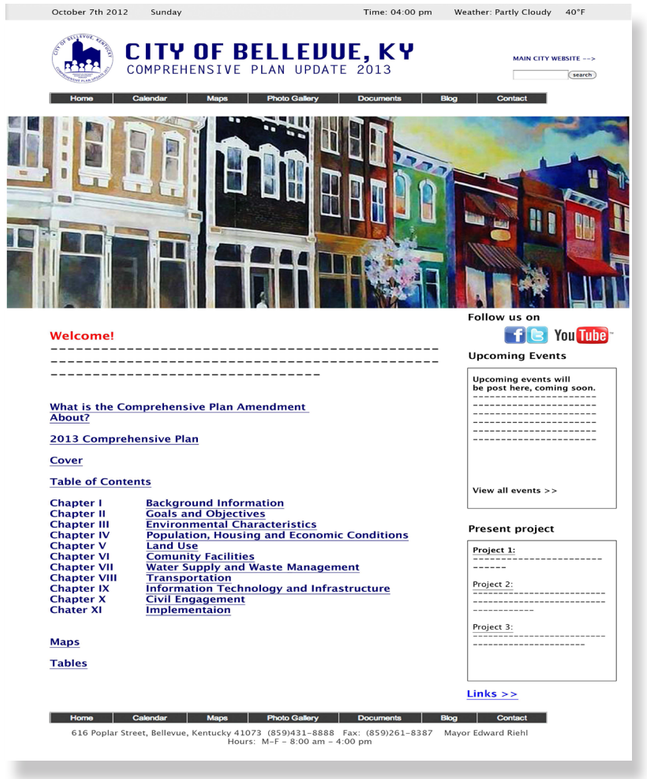
Twitter has over 140 million active users and is the most used mobile social media application. It would allow Bellevue to give its "followers" real time updates and engage a technologically savvy demographic.

YouTube should be used as a way for Bellevue to promote itself. Bellevue could use the site to post videos that capture the historic architecture, thriving businesses, and community events that make Bellevue a desirable place to live.

OBJECTIVE: Enhance the City of Bellevue website.

The current City of Bellevue website lacks user-friendliness and is out-of-date. Citizens have complained that city documents are not easily accessible and that many links lead to blank pages or are broken. A number of cities around the country have put their comprehensive plans on websites for public access. If the city wants to stay at the forefront of information technology and community outreach, establishing a modern and usable website is crucial.

Figure 7-6: Sample website page



Source: 2012 Comprehensive Plan Workshop

IMPLEMENTATION: The website will be navigable for all levels of Internet users so that the entire comprehensive plan and other relevant city documents will be accessible within two clicks. This website will become a primary tool for information dissemination which will include an interface for the public to leave feedback on current city projects.

OBJECTIVE: Greater visibility of public officials at community events.

Although there are a number of public officials usually in attendance at community events, their presence usually goes unnoticed. These events are an important opportunity to gather public input and to build relationships between the city and its residents. 81 percent of those surveyed in the Street Survey said that the city could encourage participation through attendance at community events. Setting up survey stands or city booths at the events will allow residents to interact directly with city staff at a designated meeting place.

IMPLEMENTATION: Public officials should set a goal of attending and engaging with residents during at least one to two events per month. Some of these events include: Art in the Park, Shop Bellevue and the Bellevue Farmers Market.

Public officials will utilize these events as an opportunity to gather feedback and grow relationships. Whenever new issues are developed the city should be present at community events to assess public opinion.

GOAL: Make universal access a reality by giving every citizen the ability to have access to information technology and infrastructure.

Previous plans for the City of Bellevue discussed creating universal access in the city. Negotiations took place between the City of Bellevue and Cincinnati Bell, but nothing was ever decided upon. However, universal access is still an ideal that is supported by the community. Without a public library or other common free Wi-Fi locations, Bellevue residents primarily rely on the central business district for access to public Wi-Fi. Currently, most Bellevue residents use free and public Wi-Fi in restaurants and coffee shops. Universal access would provide an efficient way for the city to stay in touch with residents.







OBJECTIVE: Educate the community and business owners about Wi-Fi options offered by Cincinnati Bell.

Cincinnati Bell offers several options to both residents and businesses for phone coverage, internet access, and Wi-Fi. Cincinnati Bell is the only company that serves the City of Bellevue. Therefore, it is important for a connection to be built between business owners and Cincinnati Bell that shows how businesses will benefit from offering free Wi-Fi.

IMPLEMENTATION: Businesses need to be approached individually so that it can be explained their options and why adding Wi-Fi would be beneficial for their business and the community. It is also important to visit apartment complexes throughout and surrounding the city that could use free Wi-Fi as an incentive to living in the area.

OUTREACH

GOAL: Incorporate regionalism into the planning process.

Bellevue is within close proximity to multiple municipalities and many of them face similar issues. Regionalism encourages municipalities to extend collaboration past their boundaries and to realize that their decisions have impacts on other cities. It is important that Bellevue works with its neighbors towards the betterment of the entire region and recognizes the benefits that will be created for each municipality within.

OBJECTIVE: Work proactively with the Northern Kentucky Area Planning Commission (NKACP) on regional planning methods.

The area's regional planning commission (NKACP) was created in 1961 to help foster coordinated growth and economic prosperity between Kenton, Pendleton, and Campbell Counties. However, Bellevue and its neighbors have not taken a proactive role in working with the NKACP. Therefore, Bellevue has a unique opportunity to set a standard for regional development by reaching out to neighboring communities asking them to become more involved with the NKACP.

IMPLEMENTATION: Establish a working relationship with the NKACP to assess the potential for regional development. Also, coordinate with neighboring communities and the NKACP to update the Northern Kentucky Regional Plan.

OBJECTIVE: Strengthen relationships with Newport, Covington, Ft. Thomas, and Dayton.

Bellevue and the cities surrounding it are all strong cities that function very independently of one another. While independence is sometimes considered a strength, it can also lead to competition and a lack of consideration between cities. This is especially true of the Northern Kentucky region. Tension between municipalities has carried over to its residents and created hostility. In order for Bellevue to reverse this trend, it is necessary to build new relationships and improve existing ones.

IMPLEMENTATION: Public officials will reach out to government leaders in the neighboring municipalities to address current communication barriers. They can then work together to develop strategy for disseminating information and to discuss the impacts of current or future projects. In doing so, a plan can be created for the future of regional development, then technology and social can be utilized as an outlet to stay connected throughout the Northern Kentucky region.

CONCLUSION

The Comprehensive Plan Update incorporates the City of Bellevue's vision for managing its future for the next 20 years and beyond. The Comprehensive Plan Update relates: demographics, economic development, land use, transportation, environment, infrastructure, civic engagement and governance to establish a framework intended to guide the future actions taken by the City of Bellevue, Campbell County and neighboring communities. It is our hope that the City of Bellevue utilizes our recommendations and continues to pursue progressive planning strategies. As the city moves forward, the themes of innovation, community, stabilization and preservation will be pivotal in creating a unique and healthy Bellevue.

CITY OF BELLEVUE, CAMPBELL COUNTY, KY

COMPREHENSIVE PLAN 2013 UPDATE

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