

City of Bentonville GENERAL PLAN

2007



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Smart Growth Elements

The General Plan is:

- An ongoing exercise of local self-government;
- A tool for democratic discourse;
- The only formal unified overview of life in the community;
- An ongoing status report on the community's performance;
- A statement of the community's view of itself;
- The public officials' most basic statement of public policy;
- A description of how the City should act to achieve its desired future;
- A means to inform the public and all stakeholders; and
- A tool to assist in the management and stewardship of the City.

The General Plan is critical to the future of the City – to define the urban form, economic success, and quality of life for its citizens for decades to come. The Plan is an important mechanism for the preservation of the City's urban form, the timely provision of public facilities and services, and the adoption of equitable funding mechanisms to pay for the public costs that new growth brings to bear on the existing community.



This General Plan is based on citizen input and guidance.

The General Plan should guide public and private individuals in decisions about land use, development, housing and a wide range of other issues throughout the planning area. However, it should not be the only document considered prior to making decisions. Public and private decision-makers should consider the City's land use and development regulations, capital improvement plans and other documents that implement this Plan.

The Plan is intended to be a dynamic document that responds to change in the community. Implementation is fundamental to any planning process, and strategies in this Plan have been designed to achieve Bentonville's vision, goals and objectives, provide clear priorities, and describe specific tasks. The Plan outlines a strategy to preserve or enhance residents' quality of life, while addressing the many growth related challenges facing the City.

This Plan describes how Bentonville will coordinate with its neighbors, private property owners, service providers, businesses and institutions to protect important community resources and make efficient investment decisions that manage growth, maximize the benefits of growth while minimizing its burdens on existing tax and rate payers, and enhance the City's ability to provide the facilities and services that contribute to the high quality of life that distinguishes Bentonville.

The **Smart Growth Elements** included in this document contain policies that are based on community input and suggestion, that provide guidance for decision making, and that will enhance the quality of life for all residents. The **Implementation**



Program explores various growth management alternatives that reflect the unique needs of the City and identify legally-defensible and fiscally-sound techniques for implementing the Future Land Use Map. The **Background Assessment** describes conditions found in Bentonville at the time of the General Plan update and provides the foundation for the policies – identifying community issues, defining growth trends and projections, establishing levels of service being provided to existing development and projects and projecting future need based on growth projections. The **Growth Scenarios Analysis** describes the three alternative scenarios considered by the City in developing the Future Land Use Map. The analysis evaluates where the City is today - both quantitatively and qualitatively - so that it can determine the desirability and feasibility of alternative growth strategies.

Thus, the Plan is a tool for managing community change to achieve the desired quality of life. It is a guide to action. It is not, itself, an implementation tool. By ensuring that individual actions are consistent with the goals, objectives and policies of the Plan, the City can effectively achieve its vision.



Community Development Element

Overview

This element focuses on key development issues facing Bentonville and its Planning Area, including community character, land use, and growth management issues. The City continues to grow rapidly. While this growth has brought many benefits and amenities to the City, it has also raised some challenges, including increased traffic congestion, increased demands for public services, and increased housing costs.

This General Plan element highlights the key community development issues facing the community, defines community goals and objectives, identifies local development policies, and recommends strategies to achieve community goals.



Community Development addresses a full range of issues related to new development, growth management, and redevelopment.

Key Issues and Concepts

Bentonville residents value a unique community character that blends the best elements of small town life, unique natural resources, and the cultural offerings of much larger cities. The planning area encompasses a variety of existing land uses and development patterns, which include agricultural land, low-density residential uses, mid- and high-density residential uses, employment centers, and commercial and industrial uses. Planning for appropriate land use availability, distribution and compatibility will maintain and enhance Bentonville's character and quality of life while providing for growth.

Mixed Use Development

One important focus of this Plan is mixed use development. "Mixed use" can mean different things to different people or to different cities and is sometimes used as a catch-all term for development that encompasses more than one development type. In this plan, mixed use development is defined as development that combines medium-density residential, commercial, and office uses with open space and public amenities in nearly equal measure. While not every development in an identified mixed use area will achieve this ideal mix, it should be a goal.



Mixed Use development integrates uses within a site or a building, increasing urban vitality.

Mixed use development has a number of benefits:

- Decreased traffic congestion. Mixed use developments have a greater rate of internal trip capture, meaning that people can reach their workplaces, needed commercial business, service establishments, or homes without requiring

access from an arterial road. Decreasing the number of cars leaving the development benefits the entire community.

- Public amenities. Well-designed mixed use developments generally include amenities such as open space, active streets, public art or monuments, and other features that attract people to the development.
- Increased urban vitality. The synergy created by the characteristics of mixed use development generally increase the activity in and around the area.

Conservation Subdivision



The key ingredient in conservation subdivisions is open space surrounding residential lots.

This element encourages the use of conservation subdivisions in the Residential Estates land use category as a way to encourage the preservation of open space and significant natural features. Conservation subdivisions can be described as golf course developments without the golf course, where lots abut common open space. The City also has the option of providing an incentive for developers to create conservation subdivisions by allowing increased densities in exchange for open space preservation. The City currently requires a minimum of two acre lots in the RE zoning district. An incentive for conservation subdivision may be to allow the minimum lot size

to decrease to one acre in exchange for preserved open space.

Incentive Zoning

This Plan proposes using incentive zoning to encourage infill development and to preserve open space through conservation subdivisions. Incentive zoning offers the City and the development community some flexibility in zoning requirements in exchange for specified amenities. Conservation subdivision is an example of incentive zoning, where the incentive of density bonuses is offered in exchange for open space conservation. Incentive zoning may be appropriate to encourage infill development in Bentonville's established neighborhoods. The first step is to identify what zoning requirements might be eased without disrupting neighborhood compatibility and would offer a real incentive for development.

Community Policing Through Environmental Design

Community Policing Through Environmental Design (CPTED) (also known as Crime Prevention Through Environmental Design) is an attempt to encourage safer design features in development. Many CPTED concepts can be easily and efficiently incorporated into site design with little cost to the developer.



CPTED features encourage:

- Surveillance – decreasing areas that are not visible to bystanders or passers-by in order to decrease illicit activity or unsafe areas and encouraging “eyes on the street;”
- Access Control – preventing crime by preventing access to attractive targets; and
- Territorial Instincts – encouraging users of an area to develop a sense of ownership that leads to decreased crime and increased sense of safety.

Future Land Uses

The foundation for future community development is the Future Land Use Map, which shows the desired location for each land use as the City continues to develop. The Future Land Use categories are described in **Exhibit 1**.

Exhibit 1: Future Land Use Categories

Category	Description	Average Dwelling Units per Acre	Zoning Districts Included	Typical Floor Area Ratio
Agricultural (A)	Agricultural lands and other undeveloped lands that are generally located outside the City limits. Uses include farms, ranches, forestry, agriculture-related businesses.	Less than 1 DU/Acre	A-1	-
Residential Estates (RE)	Single-family detached residential development on larger lots that may be served by on-site septic systems.	0.5-1 DUs/Acre	RE	-
Low Density Residential (LDR)	Primarily single-family detached residential development with home occupations, schools, churches and other neighborhood organizations.	1-6 DUs/Acre	R-1, PRD	-
Medium Density Residential (MDR)	Moderate-density residential development serving as a transition between commercial and low-density residential land uses. Housing types are varied, including zero-lot line single-family, duplexes, townhomes, and low-scale apartment buildings. Some neighborhood-scale commercial uses may be included where appropriate access is available.	7-12 DUs/Acre	R-2, R-3, R-MH, R-ZL, PRD, R-C2	-



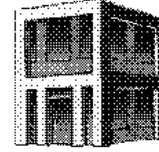
Category	Description	Average Dwelling Units per Acre	Zoning Districts Included	Typical Floor Area Ratio
High Density Residential (HDR)	Consists of high-density residential structures and mixed use structures with commercial and service establishments on the lower floors.	Up to 24 DUs/Acre	R-4, PRD, R-C3	-
Commercial (C)	Commercial uses include a wide variety of retail and service uses, such as convenience stores, restaurants, car dealerships, and supermarkets.	-	C-1, C-2, C-3, C-4	0.3 to 1.5
Office (O)	Office uses include single buildings and office parks of several buildings. Buildings are generally 1 to 3 stories in height and cover approximately a third of the site. Small retail components may be included to serve on-site employees.	-	R-O, C-1	0.25 to 1.0
Industrial (I)	Industrial uses range from shipping and warehousing to more intense manufacturing uses. Industrial uses sometimes require open space in order to buffer them from adjacent uses and often generate high volumes of heavy truck traffic.	-	I-1, I-2	0.25 to 0.5
Mixed Use (MU)	Permits a mix of residential and non-residential development (excluding industrial uses). The ideal mix of uses in Bentonville is one-third each of medium density residential, office, and commercial uses, with additional open space amenities included within the development site.	7-12 DUs/Acre	R-O, C-3, PUD	0.5 to 2.0
Downtown Mixed Use Residential (DMUR)	For existing residential neighborhoods surrounding the downtown core, this category permits a range of residential types and densities with supportive neighborhood-scale commercial uses. Appropriate uses will be considered on an individual basis with an emphasis on compatibility.	Variable	R-1, R-2, R-3, R-ZL, R-4, R-O, PRD, R-C2, R-C3	0.5 to 4.0
Public / Semi-Public	Public uses include government buildings, schools, churches, parks, educational institutions, and cultural facilities.	-	-	-



Category	Description	Average Dwelling Units per Acre	Zoning Districts Included	Typical Floor Area Ratio
Open Space	Floodplains, detention ponds, and other environmentally sensitive lands where development is precluded.	-	-	-

Floor Area Ratio

0.5 FAR - If lot is 10,000 sq. ft., building is 5,000 sq. ft.

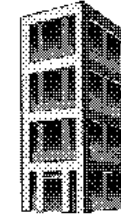


2 Stories on Quarter Lot

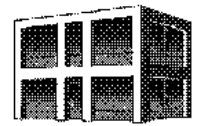


1 Story on Half Lot

1.0 FAR - If lot is 10,000 sq. ft., building is 10,000 sq. ft.



4 Stories on Quarter Lot



2 Stories on Half Lot



1 Story on Entire Lot

Floor Area Ratio (FAR) describes the ratio of a building's floor area to the size of the lot on which it is built.

Goals and Policies

Land Use Goal: Foster a safe, convenient, attractive, compatible, and fiscally responsible land use pattern that includes a variety of housing, recreational, and commercial opportunities while respecting unique community assets.

Future Land Uses

- Policy LU-1: The City shall use the land use categories in **Exhibit 1** for future land use planning. Each category may permit land uses and densities from more than one zoning district, as shown.
- Policy LU-2: City shall use the **Future Land Use Map** to guide land use and development decisions. The map illustrates the distribution and type of future land uses. The City shall establish a mechanism that allows interpretations and minor boundary adjustments in the Future Land Use Map without requiring formal Plan amendments.
- Policy LU-3: Prior to amending the **Future Land Use Map**¹, the City shall make findings that the proposed amendment:
- Will be consistent with the Plan goals and priorities;
 - Will be compatible with existing and future land uses for surrounding areas of the City;
 - Will not create a shortage of any particular type of residential or non-residential land; and
 - Will enhance the overall quality of life in the City.
- Policy LU-4: Prior to amending the **Official Zoning Map**, the City shall make findings that the proposed amendment:
- Will be consistent with Plan goals and policies;
 - Will be compatible with the future land use as shown in the Future Land Use Map;
 - Is compatible with the character, zoning, and uses in the area;
 - Is consistent with the recommendations of the City's professional staff; and
 - Will enhance the overall quality of life in the City.
- Policy LU-5: The City will seek opportunities to preserve agricultural lands surrounding the City. (See also the Economy Element.)
- Policy LU-6: Before accepting a rezoning request for property that is classified as agricultural on the Future Land Use Map, the City shall require that an amendment be made to the Future Land Use Map to reclassify the property.

¹ See Appendix B for sample ordinance text that may be used to establish a process for General Plan amendments.



Policy LU-7: The City shall ensure that the Future Land Use Map is regularly updated to reflect any changes in zoning classifications or development patterns.

Policy LU-8: The City should encourage infill development within the City core through incentive zoning, public-private partnerships, and other strategies which discourage leapfrog development on the outskirts of the City.

Mixed Uses/Development Agreements

Policy LU-9: The City shall require development agreements to be signed with developers proposing mixed use development. The development agreements shall include identification of uses, open space amenities, and design standards.

Policy LU-10: On property of 5 acres or more designated as MU on the Future Land Use Map, the City should encourage mixed use development that includes equal amounts of medium density residential, commercial, and office uses.



Mixed Use development mixes land uses either within a building (such as this development, with apartments over retail shops), or within a site. Connectivity between land uses is important. (Policy LU-10)

Policy LU-11: On property of less than 5 acres and greater than one acre, the City should encourage mixed use development. The City should work with the developer to identify situations in which a mix of uses is infeasible due to site limitations.

Policy LU-12: Properties of less than one acre that are shown as Mixed Use on the Future Land Use Map may be developed with a single-use that is compatible with surrounding mixed use development.

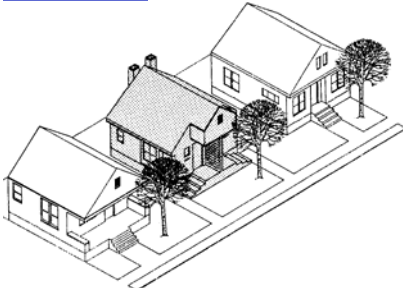
Policy LU-13: The City shall require an area plan showing internal circulation, anticipated uses, design elements, and any other elements required by the City when the development meets any of the following criteria:

- When any portion of the development is within an area of 20 or more contiguous acres under common ownership or control;
- When any public monies will be used to pay for infrastructure improvements serving the development, including internal roads; or

- When the development will have a significant impact on the prioritization of projects included in the City's Capital Improvements Program.

Policy LU-14: The City should pursue the development of area plans for each intersection of two arterial roads that shall encompass each corner of such an intersection. The City should involve developers and property owners in the planning process; such plans may be amended as development applications are made.

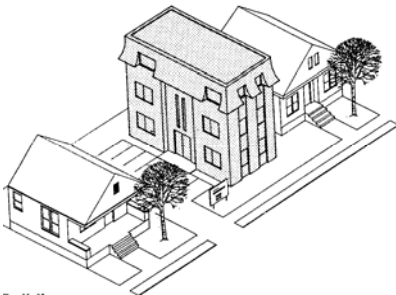
Infill Development



Infill development is development that occurs in previously empty lots or areas within existing neighborhoods (such as the shaded buildings). Infill fills in these undeveloped areas; it may be residential or non-residential development. Compatibility with the existing neighborhood is extremely important.

Policy LU-15: The City shall encourage the development of mixed-use and residential projects within the downtown area to increase the community's housing stock and to enhance the vitality of downtown businesses.

Policy LU-16: The City shall encourage the retention of ground floor space for retail, service or entertainment uses in the downtown area, while permitting upper floor residential development.



Policy LU-17: The City should retain government offices and public services frequently visited by the public (e.g., libraries, tax offices, development services, meeting spaces, etc.) in the downtown area.

Policy LU-18: The City should provide greater flexibility in its development regulations to facilitate efficient and appropriate residential, office and commercial use of existing structures in downtown Bentonville and its surrounding neighborhoods.

Housing

Policy LU-19: The City should coordinate with local non-profit agencies to address affordable and attainable housing issues.

Policy LU-20: The City should create and maintain a housing stock inventory, including substantial data on the condition, value and characteristics of residential structures, with a focus on affordable housing.



Policy LU-21: The City should examine potential tax, development fee, or other fiscal incentives to promote private investment in affordable housing.

Policy LU-22: The City should collaborate with non-profits and other community-based organizations to identify community needs for affordable housing and to develop joint strategies to meet those needs.

Policy LU-23: The City should encourage the development of a mix of housing types to meet the needs of residents throughout their lives (e.g., starter homes through nursing facilities).



Multi-family housing is an important component of the City's housing mix. (Policy LU-23)

Community Design Goal: Maintain the small-town environment that is Bentonville's hallmark while recognizing the unique characteristics of existing neighborhoods and continuing to develop the cultural amenities that draw residents and visitors to the City.

Infill Development

Policy CD-1: The City should explore waivers or reductions in administrative, inspection, impact, and/or connection fees to:

- Encourage desirable infill development or redevelopment proposals;
- Stimulate additional redevelopment or infill activity; or
- Support public purpose projects.



Public art of all types, including sculpture and murals, could help the City capitalize on the attraction of Crystal Bridges. (Policy CD-4)

Policy CD-2: The City should encourage and approve joint, shared and centralized opportunities to satisfy parking needs, including City/County and public-

private partnerships and property owner-funded parking districts, particularly in the downtown and other established neighborhoods.

Policy CD-3: Permit flexibility to address site limitations (such as irregular or small lots and parking requirements) that otherwise would have precluded infill redevelopment activities and to encourage desirable uses.



Policy CD-4: The City should establish public arts programs that capitalize on the location of the Crystal Bridges Museum and attract additional residents and visitors to the downtown area.

Policy CD-5: The City should increase and maintain pedestrian, cultural and artistic amenities (e.g., streetscape, public art, public buildings, etc.) to attract residents and visitors to the downtown area.



Amenities such as high quality paving, signage, street furniture, and landscaping help create a sense of place and attract visitors to an area. (Policy CD-5)

Policy CD-6: The City should encourage residential and non-residential designs that facilitate walking, bicycling, and transit use, rather than increasing reliance on automobiles.

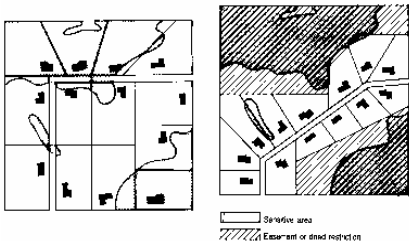
Policy CD-7: The City should establish and maintain property maintenance codes that promote neighborhood stability.

Design Standards

Policy CD-8: The City shall design and maintain governmental and civic facilities to serve as examples of the City's commitment to high quality development.

Policy CD-9: The City shall maintain the design guidelines for the downtown area and revise guidelines to standards when appropriate.

Policy CD-10: The City shall encourage sensitivity to historical context and the preservation of historic structures and building features and shall encourage the adaptive re-use of historic buildings.



Conservation subdivisions preserve open space rather than dividing an entire parcel into individual lots. (Policy CD-11)

Policy CD-11: The City should provide incentives for conservation subdivision design within the Residential Estates future land use category to preserve open space.

Policy CD-12: The City shall encourage the use of Community Policing Through Environmental Design (CPTED) principles in the design of developments.

Policy CD-13: The City should encourage housing styles that include front porches and de-emphasize garages as a predominant feature of the front façade.

Policy CD-14: The City shall encourage the placement of overhead utility lines so that lines are less visibly intrusive, including the placement of lines at the rear of lots, underground, or otherwise camouflaged in order to reduce their visual impact.

Policy CD-15: The City shall establish design guidelines for non-residential uses outside the downtown area that:

- Require four-sided architecture;
- Require the use of high-quality, long-lasting materials;
- Encourage parking located to the side and rear of buildings rather than fronting the street;
- Emphasize the pedestrian-scale; and
- Use CPTED techniques.



Front-loading garages don't have to dominate the front façade of a house. Both houses in these photos have a front entrance garage. (Policy CD-13)



Policy CD-16: The City shall include business-owners, developers, and other stakeholders in the development and revision of City-wide non-residential design standards.

Policy CD-17: The City shall regularly review its sign ordinances to remain current with changing sign technology and address sign trends.

Policy CD-18: The City should encourage the installation of monument signs over other types of signs in its design standards and guidelines.



Monument signs such as these are preferred to other types of signs. (Policy CD-18)

Neighborhood Plans

Policy CD-19: The City should target unstable or declining neighborhoods for revitalization through partnerships between the City, housing and development agencies, and private property owners.



Physical Environment Element

Overview



The physical environment, including woodlands, wetlands, undeveloped lands, and other natural features, is an important element of what makes Bentonville a good place to live.

Bentonville's natural environment is a valuable community resource - it is a feature of the community's character and it makes Bentonville unique. Because today's development decisions will shape environmental and open space opportunities for generations to come, it is critical to prioritize natural resources and to maintain a balance between built and natural environments.

This General Plan element highlights the key natural resource issues facing the community and defines environmental goals and policies.

Key Issues and Concepts

While sustainability is a simple and appealing concept, it is difficult to measure. Incremental losses of open space or wildlife habitat rarely have measurable or predictable impacts – it is the cumulative impact of many decisions over time that has more profound effects. These incremental impacts, combined with the fact that developed land is rarely redeveloped as open space, increase the importance of ensuring that adequate measures are taken to maintain the community's natural resources.

Stormwater Management



Stormwater management techniques include detention ponds, rain gardens, storm sewers, and other detention and retention facilities.

Stormwater management practices are based on two complementary goals: preventing the liabilities of flooding and building on the amenities of greenways and other features that assist in managing stormwater. With urban growth and the transformation of open spaces into impervious surfaces, conventional methods of land development and stormwater management can lead to increased volumes and rates of stormwater runoff and

reduced water quality. The increased runoff may result in substantial erosion, stream deterioration and flooding, and contribute to degrading otherwise valuable areas.

Ultimately, the goal of managing stormwater is to achieve No Adverse Impact (NAI), a concept of preventing stormwater runoff from one site from negatively impacting another site.

Tree Preservation

Bentonville has already begun working with the development community to preserve trees. The City's tree preservation ordinance requires trees as part of landscaping in new developments and provides credits for the preservation of existing trees. The City



also has a tree and landscape advisory committee that advises the Community Development Director on tree preservation issues and undertakes public education efforts. The City requires trees to be planted in the front yard of each new lot in the Residential Estates, R-1, and R-2 districts.

The policies related to tree preservation in this element support the ongoing efforts of the City and extend tree preservation efforts. The policies also require the use of protective measures for trees that are to be retained through development of a site. Without protective measures, such as construction fencing around the drip line of a tree to prevent soil compaction, material storage, damage to roots, or introduction of paints, thinners, or petroleum products, trees may be accidentally damaged or killed.

Goals and Policies

Physical Environment Goal: Ensure that development decisions minimize degradation of natural resources, preserve existing tree canopies, and promote a clean, safe, and aesthetically pleasing environment for all current and future citizens.

Natural Resources & Features

Policy PE-1: The City should require development to mitigate impacts on natural resources, including surface and ground water contamination, soil erosion or contamination, air quality degradation and loss of vegetation.

Policy PE-2: The City should maintain an up-to-date GIS-based inventory of floodplain, wetlands, woodlands, and other critical natural resources to implement the City's floodplain regulations and other physical environment policies.

Policy PE-3: The City should protect environmentally-valuable land, including woodlands, wetlands, stream banks and wildlife habitat areas, from inappropriate development. Where facilities are adequate to support development, encourage clustering of residences to preserve expanses of open space.

Policy PE-4: The City should participate in efforts to protect and preserve the Illinois River and Elk River Basins and other public water supplies.

Policy PE-5: The City should require that new subdivisions include natural vegetative buffers and that existing buffers along natural drainage ways, riparian corridors and wetlands be retained.



Vegetative buffers protect waterways from run-off that may contain damaging pollutants or sediment. (Policy PE-5)

Policy PE-6: The City shall encourage the increased development of greenways and green infrastructure as a means to protect water quality and reduce damage from stormwater runoff.

Policy PE-7: The City should incorporate green infrastructure² in the City's Parks and Trails Master Plan.

Policy PE-8: The City should monitor development densities on steep slopes over 30 percent.



Conservation subdivisions can be used to preserve natural features, from meadows to waterways to tree stands (Policy PE-11).



Policy PE-9: The City should retain the natural appearance of hillsides by encouraging dedications of conservation easements or land on steep and moderately steep hillsides, and by minimizing hillside cut and fill for buildings, roads or other development.

Policy PE-10: The City should expand the scope of local recycling efforts and the use of recycled products.

Policy PE-11: For residential developments located within the Residential Estates future land use category, the City shall encourage the preservation of natural features to the greatest extent practical through clustering or other design features.

Policy PE-12: The City shall encourage developers to incorporate Low Impact Development (LID) techniques in development plans.

Stormwater Management

Policy PE-13: The City shall minimize the effects of human activity on the quality of surface and groundwater through effective stormwater management and subdivision design.

Policy PE-14: The City should favor natural or landscaped drainageways over built drainage systems whenever the natural drainageway can accommodate anticipated runoff. Where projected runoff cannot be accommodated by natural drainageways, the City should seek improvements that retain the natural characteristics of water courses and floodplain areas to the greatest extent feasible.

² Green infrastructure includes natural areas such as wetlands, wildlife habitat, and waterways; nature preserves, greenways, and parks; and public lands of conservation value such as forests. See also www.greeninfrastructure.net.

Policy PE-15: The City shall closely monitor development on parcels containing floodplain to ensure that flooding hazards are minimized. Where possible, the City should limit development in the floodplain to bridge crossings, utilities, trails, river access improvements, and low intensity recreational uses.

Policy PE-16: The City shall require commercial and industrial land uses to detain stormwater and provide for vegetative filtering of water prior to being released into the surface drainage system.

Policy PE-17: The City shall require all new development that encompasses major drainage ways, wetlands, floodplains or land within riparian corridors to avoid or minimize impacts on natural resources through sensitive site design. The City shall create incentives to create conservation easements, deed restriction or covenants over said resources that preserve the natural drainage and vegetation within these areas.

Tree Preservation

Policy PE-18: The City should integrate trees and natural vegetation into the built environment to beautify, buffer, and shelter structures and facilities.

Policy PE-19: The City should endeavor to maintain street trees, tree canopy, and natural vegetation on public rights-of-way through monitoring, maintenance and replacement.

Policy PE-20: The City shall enhance landscaping, buffering, and street tree plantings in roadways for key gateways and corridors. Upgrades to existing streetscapes may be accomplished in conjunction with programmed capital improvement projects.

Policy PE-21: Where possible, the City should encourage the preservation of mature trees and those having historical or cultural significance, including trees that line corridors.

Policy PE-22: The City shall require appropriate protective measures to be taken during construction to preserve existing trees that are intended to be saved. When trees designated for preservation are killed or removed during construction, the City shall require replacement trees to be planted after construction is complete.



Protective measures such as fencing to prevent compaction of the ground over roots can help trees survive construction. (Policy PE-22)

Policy PE-23: The City shall pursue development of a tree preservation program, including amendments to the City's tree preservation ordinance to encompass tree preservation throughout the City.

Public Facilities Element

Overview

The Public Facilities Element identifies key issues facing the community regarding public facilities and services such as water, wastewater, emergency services, parks and open space. This element establishes goals and policies addressing those issues. As



The City provides a number of public facilities and services, including water and wastewater service.

Bentonville seeks to meet the needs of future residents, workers, and visitors, it should strive to provide public facilities and services in a reliable and efficient manner.

This General Plan element highlights the key issues dealing with water supply, wastewater treatment, parks and open space, emergency services, and the municipal airport; defines community goals and objectives; identifies policies for public facilities and services; and recommends strategies to achieve community goals.

Key Issues & Concepts

Bentonville provides a number of public facilities and services that need to be coordinated with growth and development of the City, some of which are provided outside the incorporated boundaries of the City and some which are subject to legal settlements and agreements. This element is focused on facilities as they relate to development in the City's planning area and the gradual expansion of the City boundaries through growth.

Concurrency

Many of the policies of this element are focused on concurrency, the concept of ensuring that the facilities needed to serve new development are available at the same time that the new development creates demand for facilities. In simple terms, concurrency is the policy that supply will be available when demand occurs. Concurrency requires the City to plan ahead for the provision of capital facilities and encourages partnerships between the City and developers to provide for capital investments.

Parks and Open Space

During the development of this General Plan, the City was also at work on a new Parks Master Plan. In order not to duplicate efforts, this Plan does not identify future park locations or standards for park development. Policies related to parks and open space are intended to support the implementation of the Parks Master Plan at its completion and encourage new development to fund its share of parks facilities to maintain the City's standards for park space as they are defined.



Goals and Policies

Public Facilities Goal: Ensure that public services, facilities, and utilities support community life in a safe, effective, and efficient manner, while justly allocating the costs of providing these public goods.

- Policy PF-1: The City shall require new development to fund its proportional share of costs for capital facilities for on- and off-site capital improvements required to serve new development. The City may fund a greater proportional share of improvements required for economic development, revitalization, affordable housing, system enhancements or other purposes benefiting the community at large.
- Policy PF-2: The City shall seek to coordinate with the Bentonville School District to ensure that new school sites can be adequately served by existing and planned infrastructure (including, streets, sidewalks, water, wastewater, stormwater and public safety facilities and services). The City shall explore opportunities for joint use of school sites for recreational and community purposes.
- Policy PF-3: The City shall seek to coordinate capital improvements planning, development review and growth projections with the School District to improve the efficiency of capital planning and improvements.
- Policy PF-4: The City shall conduct periodic meetings with other service providers to exchange information about capital improvements projects and to coordinate the timing and capacity of improvements to efficiently provide for demands from planned development.
- Policy PF-5: The City shall encourage development that uses existing facilities and is compatible with existing development.
- Policy PF-6: The City should extend public facilities to serve development that is adjacent to existing facilities. Development in areas which have adequate public facilities in place or which provide needed connections of facilities between areas of urban development will be encouraged. Development that is distant from existing urban services ("leap-frog" development) will be discouraged.
- Policy PF-7: The City shall maintain impact and capacity fees that reflect the different costs of facilities needed to serve different types of development. The City may subsidize development fees in defined areas such as the downtown redevelopment area to promote redevelopment and infill development.

- Policy PF-8: The City shall develop and maintain capital improvements programs that:
- Establish level of service standards and maintains adequate levels of services in a cost effective manner;
 - Identify existing service deficiencies, and include plans to resolve existing service deficiencies;
 - Accommodate demands from new development; and
 - Distinguish costs for resolving existing deficiencies and providing new capacity.
- Policy PF-9: The City should regularly audit satisfaction with customer service and strive to provide high quality service to all customers and ratepayers.
- Policy PF-10: The City should encourage the use of underground locations for electric lines serving new developments.
- Policy PF-11: The City should encourage energy conservation through public education. Public buildings should serve as models for energy efficiency and conservation where possible.

Concurrency

- Policy PF-12: The City will require adequate public services and facilities to be in place or assured so they will be in place concurrently with urban development in the planning area. The City will adopt consistent urban level of service standards for all facilities and services within the planning area.
- Policy PF-13: The City shall coordinate development review and approval with water and wastewater improvement plans to ensure that adequate capacity will be available to serve proposed development.
- Policy PF-14: The City shall work with other utility providers to identify opportunities to increase service efficiencies through joint service provision and coordinated construction arrangements.
- Policy PF-15: The City shall require facilities to be extended through new developments to provide for future growth. Facilities may be required to be over-sized to serve future development with provisions for reimbursement for facilities that benefit other properties. The City shall periodically review its standards for reimbursement when an applicant over-sizes facilities to serve future development to ensure that they are equitable.
- Policy PF-16: The City will target capital investments to serve developed areas of the community prior to investing in capital improvements to serve new development, except when there are unmet community needs that the new development will address.



Policy PF-17: The City shall require development applications to include an analysis of the infrastructure and service demands of the development relative to the available capacity.

Water / Wastewater

Policy PF-18: The City shall require development within the City limits to be connected to the municipal water and wastewater systems.

Policy PF-19: Water and wastewater system extensions to serve new development shall be funded by new development. The City shall maintain water and wastewater system capacity fees that recover the full capital cost attributable to new development. Improvement and maintenance costs attributable to existing development shall be borne by all rate payers.

Policy PF-20: The City shall require water system improvements and wastewater collection and treatment capacity needed to serve planned development to be available prior to issuance of a building permit.

Policy PF-21: The City shall require new development to comply with minimum levels of service standards for the water and wastewater systems within its service area.

Policy PF-22: The City shall encourage water conservation measures and the use of low-impact development techniques.

Policy PF-23: The City shall pursue long-term water supply, storage and treatment options which provide the flexibility to accommodate full development within the planning area, as well as the flexibility to adapt to problems associated with any single water source.

Policy PF-24: The City should require mitigation of activities with the potential to decrease downstream water quality. Address impacts during and after the development process resulting from erosion, large parking lots and other point and non-point sources of water pollution.

Policy PF-25: The City shall ensure that water systems within the City and its planned urban service area are designed and constructed to meet normal demands and provide adequate fire flow for planned land uses.

Policy PF-26: The City shall maintain a water supply and distribution system that will meet existing and future domestic and fire protection demands for the urbanizing area.

Policy PF-27: The City shall ensure that extraterritorial water sales are secondary to adequate municipal service and tied to adopted growth management plans.

Policy PF-28: The City shall maintain its membership in the Northwest Arkansas Conservation Authority and continue to pursue the development of a regional wastewater treatment facility.

Policy PF-29: The City shall coordinate wastewater facility improvements with land use planning by sizing improvements to meet projected demand derived from the Future Land Use Map.

Policy PF-30: The City shall maintain wastewater systems that will meet existing and future domestic demands in the urbanizing area.

Emergency Services

Policy PF-31: The City shall plan and provide appropriate police and fire protection services to meet the needs of businesses and residents, monitor levels of services, and endeavor to maintain or improve service levels over time.

Policy PF-32: The City shall continue to participate in inter-jurisdictional police and fire efforts to increase public safety.

Policy PF-33: The City shall continue to actively involve the public in crime prevention through programs such as Neighborhood Watch, Community Emergency Response Teams and the Citizens' Police Academy.

Policy PF-34: The City shall maintain existing mutual aid agreements with surrounding service providers, pursue additional mutual aid agreements when possible, monitor the costs and benefits of mutual aid services, and modify agreements as necessary to maintain equitable costs of services.

Parks and Open Space

Policy PF-35: The City shall maintain and periodically update a Parks Master Plan.

Policy PF-36: The City should require new development to contribute its proportional share toward the development of neighborhood and community park facilities.

Policy PF-37: The City should design parks and recreation facilities to meet standards established in the Parks Master Plan.

Policy PF-38: The City shall ensure that neighborhood and community parks have safe linkages to surrounding neighborhoods for pedestrians and bicyclists.



Municipal Airport

Policy PF-39: The City shall protect the function of the municipal airport by limiting residential encroachment into approach zones.

Policy PF-40: The City shall regulate land uses, intensities, and structural heights to protect the functionality and safety of long-term airport operations.

Transportation Element

Introduction



Land use development and transportation infrastructure are two interdependent elements of the City’s General Plan. The General Plan provides a platform for the City to set goals and policies to improve existing multimodal transportation and to plan for future growing needs of the community. The transportation policies are categorized as mobility and accessibility, livability and safety, and administration policies.

Transportation and land use are closely related issues.

Key Issues and Concepts

Access Management

For efficient management and operation of arterial streets, it is important to manage the access to and from land developments. There are several primary operation measures that may be taken in access management. These include achieving proper signal spacing, minimizing conflicts by proper median treatments, providing two-way left-turn lanes and restricted or raised medians, minimizing frictions by controlling driveway number, placement and design.



Multimodal Transportation Network

A multimodal approach to traveling helps overcome congestion on the streets. In addition to cars, other automotive modes of travel include truck and transit services. Non-automotive modes are bicyclists and pedestrians.

Project Prioritization

Every transportation improvement project should be evaluated on compatibility, conformity and advancement of all elements of the General Plan. Pre-defined project selection criteria, such as those shown in the example in **Exhibit 2** ensure smooth coordination between various aspects of transportation planning. Prioritization also ensures timely use of available funds.

A multimodal transportation network accommodates many types of transportation, from automobiles to pedestrians. Some trips may involve more than one mode, such as bicycling to a bus stop.



Exhibit 2: Sample Selection Criteria

Goal Consistency
1. Is the project consistent with the goals and policies of the City's General Plan?
2. Does the project implement a specific policy recommendation of the General Plan?
3. Does the project build on, coordinate with, or relate to a larger network that has been the subject of investment and/or improvement in recent years?
Improvements
4. Does the project propose improving pavement conditions?
5. Does the project improve safety in the neighborhood?
6. Is the project located near a school?
7. Does the project enhance sidewalk and / or bicycle trail connections?
Project Feasibility
8. Is the project well planned and ready for construction?
9. Is the purpose and scope of work of the study clear?
10. Does the budget reliably represent the project's expenses and revenue?
11. Will the project be completed within a year?
12. Is long-term maintenance addressed and provided for?

*Example taken from City of Boise project selection criteria

Design Standards

Good design criteria are necessary for quality and consistency for roadways in the City. By setting a higher desirable right of way (ROW) standard, as recommended in **Exhibit 3**, the City streets will be able to accommodate future traffic needs. New projects shall be treated individually by the City staff with discretion.



Exhibit 3: Roadway Design Standards

Roadway Type		Existing Guidelines	Revised Guidelines	Improvement
Major Arterial	Minimum ROW*	84'	100' to 120'	Allow for center-turn lane or median, possible right-turn lanes on both sides
	Median Width	12'	15' to 20'	Include option for raised median with turn bay
Minor Arterial	Minimum ROW	72'	80' to 100'	Include option for center-turn lane / median
Collector	B.O.C. to B.O.C*	36'	40'	Allows three 12' lanes
4 Lane Boulevard	Minimum ROW	84'	100'	Provide for turn lanes
	Median Width	12'	16'	
2 Lane Boulevard	B.O.C. to B.O.C	36'	54'	Fire Protection Codes; To allow passing of stalled or parked vehicle.

*B.O.C. – Back of Curb

*ROW – Right of Way

Level of Service

The operating conditions at an intersection are graded by the level of service (LOS) experienced by drivers. LOS describes the quality of traffic operating conditions and is rated from “A” to “F”. LOS A represents the most desirable condition with free-flow movement of traffic with minimal delays. LOS F generally indicates severely congested conditions with excessive delays to motorists. Intermediate grades of B, C, D and E reflect incremental increases in the average delay per stopped vehicle. The Highway Capacity Manual, 2000 Edition, published by the Transportation Research Board gives detailed information about LOS criteria for unsignalized and signalized intersections.

Goals and Policies

Transportation Goal: Provide and maintain a transportation system that includes multiple modes and emphasizes connectivity, safety, and cost effectiveness while supporting the preferred land use pattern.

Mobility and Accessibility

Policy T-1: The City shall continue to implement Capital Improvements Projects and the Downtown Master Plan to maintain and construct an efficient street network.

Policy T-2: The City should consider the Master Street Plan design guidelines as shown in **Exhibit 2** to accommodate future traffic needs and access management. The Master Street Plan shall be used as a standard and guidance for functional classification and design standards.



Policy T-3: The City shall encourage construction of the Master Trail Plan as new developments occur in the city. Both pedestrian and bicycle facilities shall be planned.

Policy T-4: The City should review the Master Street Plan and the Master Trail Plan periodically to update as necessary based on new construction and to reflect changing conditions.

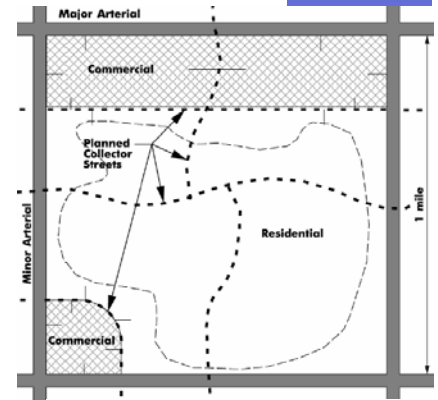
Policy T-5: The City shall develop operational standards for periodical congestion performance measures at intersections and roadway segments. The City shall require all future developments to meet Level of Service standards depending on the facility type.

Policy T-6: The street network shall support the land use policies of smart growth in the city. The City shall consider the impact of land use decisions on the transportation network.

Policy T-7: The City should use the existing Access Management guidelines as a basis to develop an Access Management Manual. The manual should develop guidelines for driveway spacing, traffic signal installation, signage, median, exclusive turn lanes by facility type, etc.

Policy T-8: The City shall continue to encourage connectivity and limit the number of dead-end streets and cul-de-sacs.

Policy T-9: The City should seek to achieve timely repair and improvement to existing transportation facilities.



A preferred street layout includes a full range of street types that support connectivity and connect various land uses. (Policy T-6)

Livability and Safety

Policy T-10: The City should encourage pedestrians and bicyclists by providing good connections from residential developments to schools, shopping centers and business districts.

Policy T-11: The City should encourage regional transit plans and include transit as a part of their planning efforts through its participation in Ozark Regional Transit. The City should also encourage good lighting, covered seating areas and other amenities at transit stations and on paths leading to them.



Regional transit plans can have a positive impact on congestion. (Policy T-11)

Policy T-12: The City shall maintain street maps with accident and crash statistics in order to locate high accident prone areas. A priority list of intersections or roadway segments shall be developed to address pertinent safety issues.



Streetscapes should safely accommodate pedestrians as well as cars. (Policy T-13)

Policy T-13: The City should encourage streetscapes to safely accommodate vehicular and pedestrian traffic while enhancing the appearance through trees, landscaping, street furniture and street lighting.

Policy T-14: The City should encourage and assist in promotion of annual Bike to Work Day and Walk to School Day.

Administration

Policy T-15: The City shall continue to use Street funds and any dedicated sales tax funds for street improvements and new projects.

Policy T-16: The City shall develop a standard template for efficient prioritization of road improvements or new street projects.

Policy T-17: The City shall promote coordination of street improvements with other public facilities such as water, sewer and wastewater.

Policy T-18: The City should ensure consistency and coordination with adopted plans for the region, county and state through participation in the Northwest Arkansas Regional Planning Commission.

Policy T-19: The City should encourage short-term plans that facilitate achieving the goals and objectives of long range planning.



Intergovernmental Coordination Element

Overview

The purpose of this Plan Element is to lay the foundation for building more effective regional partnerships in the metropolitan area. Intergovernmental cooperation is any arrangement by which two or more jurisdictions can communicate visions and coordinate plans, policies, budgets and capital improvement programs to address and resolve regional issues of mutual interest.

Increased communication technologies and personal mobility enables people, money and resources to move across jurisdictions as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. Increasingly, we have come to the realization that many vital issues are regional in nature – watersheds, air quality and other ecosystems, economic conditions, land use, service delivery, commuter patterns, housing, employment centers and other growth impacts ‘spill over’ municipal boundaries and impact the region as a whole. The City of Bentonville is not an island. The problems a community faces do not begin and end at its borders, and neither should its solutions.

Key Issues & Opportunities

Many governments have elevated planning for public services and facilities to the regional level, because planning and growth management activities of all areas are continuously affected by the actions of other jurisdictions in the region. The coordination of multi-governmental planning and management activities is essential if appropriate growth management efforts are to succeed.

Recent years have seen the expansion of intergovernmental cooperation through the use of intergovernmental agreements, nation-wide, particularly in the areas of infrastructure provision and land use planning. Cooperation in these areas can provide cost-saving benefits to both jurisdictions through the prevention of sprawl development and inadequate provision of facilities and services which impact on surrounding areas.

Intergovernmental cooperation allows smaller local governments to provide neighborhood level services while at the same time participate in a broader context within the regional community. Coordinated regional efforts are the most effective way to plan for:

- Schools and libraries;
- Transportation;
- Regional parks and cultural institutions;
- Connected trails and greenways;

- Environmental protection;
- Air and water quality;
- Public safety and regional emergency response;
- Workforce and senior affordable housing; and
- Public sewer and water utilities.

The City of Bentonville already participates in a variety of regional coordination efforts, including mutual aid agreements, the Northwest Arkansas Conservation Authority, and the Northwest Arkansas Regional Planning Commission.

Residents of Bentonville value the character of their neighborhoods, the quality of schools and other public services, the quality of the natural environment, and cultural and recreational resources, as well as the strong sense of “community.” Concern about the impact of new growth both within Bentonville and in adjacent communities has increased as the growth rate in the area has remained strong over several years. Effective intergovernmental cooperation will help Bentonville and adjacent jurisdictions address these concerns.

The Intergovernmental Cooperation Element encourages Bentonville, Benton County, and adjacent cities and service providers to coordinate their actions with each other. Since many issues cross jurisdictional boundaries, the activities of one level of government have extraordinary impacts beyond its jurisdictional boundary. Coordinated planning efforts will result in benefits to citizens of all communities in the region, such as:

- **Cost savings.** By increasing efficiency and avoiding unnecessary duplication through cooperation, communities in the region may be able to achieve cost savings in their provision of facilities and services and take advantage of economies of scale.
- **Quality of life.** Development generates a need for facilities and services, such as transportation, libraries, parks, recreation, schools, police, fire, emergency, ambulance, sewer, water and downstream drainage. Establishment and maintenance of appropriate levels of service for these vital amenities ensures that both new and existing residents enjoy a high quality of life.
- **Economic development.** Sustainable economic development requires the same infrastructure and services that are required for sustainable community and regional growth. Therefore, coordinated planning and funding for infrastructure and services supports economic development. New development that creates impacts which cross jurisdictional boundaries should be required to mitigate those impacts in order to maintain strong regional economic development opportunities.



- **Early identification of issues.** By working together and sharing plans, communities can identify and resolve potential conflicts at an early stage, before public and private entities have established rigid positions and before issues have become conflicts or crises.
- **Reduced litigation.** By improving the working relationships of local governments, service providers and community organizations in the region, communities can resolve issues before parties engage in litigation to prevent wasted legal fees and unwanted outcomes.
- **Consistency and predictability.** Plans, development regulations, policies, implementation actions and development approvals between service providers and among neighboring jurisdictions must establish a framework of reasonable expectations and decision-making in the development process in order to be consistent and predictable for residents, businesses and developers.

One of the most common, effective and flexible ways to implement inter-governmental cooperation is through an official agreement. Inter-governmental agreements (IGAs) are essentially treaties between two or more units of government for the mutual benefit of all parties. Such an agreement could establish each party's rights, responsibilities and recourse within a cooperative growth management process. Items typically addressed in local government IGA's include:

- Development review authority;
- Annexation processes;
- Land use planning;
- Infrastructure projects;
- Building and related codes;
- Public safety mutual aid agreements;
- Administrative procedures; and
- Financing of necessary facilities and services.

Goals and Policies

Intergovernmental Coordination Goal: Work cooperatively to protect the region's natural assets, support regional planning efforts, and improve the quality of life throughout the region.

Policy IC-1: The City shall establish a fiscally responsible annexation program that serves the needs of Bentonville's residents. The annexation program will establish criteria for the use of involuntary annexation by the City and policies for the use of pre-annexation agreements when the City extends utility services beyond its incorporated limits.



- Policy IC-2: Where possible, the City shall pursue the annexation of contiguous areas in which municipal services already are being provided and facilities are designed to City standards.
- Policy IC-3: The City shall coordinate with residents, property owners and Benton County to equitably fund improvements required to bring potential annexation areas into compliance with City standards. Residents and property owners of such areas should bear primary responsibility for required upgrade costs.
- Policy IC-4: The City shall use annexation agreements to assign responsibility for resolving infrastructure and design issues and to ensure that development in such areas complies with City plans and standards.
- Policy IC-5: Prior to annexations of 40 acres or more, the City shall prepare an annexation plan that evaluates the costs and benefits of the proposed annexation to the City and the property owners and addresses land use, public improvements and other development issues.
- Policy IC-6: Where feasible, the City shall annex land along existing property boundaries and annex all contiguous parcels under common ownership unless subject to a phased development and annexation plan.
- Policy IC-7: When urban development occurs within the City's planning area but on parcels not eligible for annexation, the City shall require a pre-annexation agreement stating that the project will be developed to City standards, which City utility services will be provided, and that voluntary annexation will occur when the property is eligible.
- Policy IC-8: When annexed areas do not comply with existing zoning and site improvement standards, the City shall provide for the gradual elimination of non-conforming situations in accordance with annexation agreements or the City's development regulations.
- Policy IC-9: The City shall seek to negotiate intergovernmental agreements with neighboring cities that establish mutually-agreeable ultimate growth boundaries for each city.
- Policy IC-10: The City shall seek to coordinate with the Bentonville School District to notify the District of new residential development applications and to assist the District in identifying future school sites.



Economy Element

Overview

This element focuses on key economic development issues facing Bentonville, including sustaining the local economy and exploring unique niches for local businesses. This General Plan element highlights the key economic development issues facing the community, defines community goals and objectives, identifies policies, and recommends strategies to achieve community goals.

Key Issues and Concepts

Economic development is not a task that can be successfully tackled by one organization alone. The City of Bentonville works cooperatively with the Bentonville/Bella Vista Chamber of Commerce to grow and retain local businesses and to attract new businesses to the area. In addition, there are specialized organizations such as Downtown Bentonville, Inc. that concentrate on economic development and business attraction in a particular niche of the City's economy. These partnerships are essential as the City continues to identify needs for particular businesses within the City and works to expand its retail economy.

Agriculture

In addition to the strong office component of the local economy, this element encourages further development of two specialized niches of the economy. One important niche is agriculture. While agriculture is not a major component of the Bentonville economy, supporting agricultural operations plays an important role in discouraging the premature development of land on the outskirts of the City. When agriculture and related uses remain viable, development pressures for financial reasons are lessened. Supporting an agricultural economy is not solely about supporting row crops or grazing livestock. Other agricultural uses include pick-your-own crop operations, farm stands, agri-tourism, country inns, cottage industries, and equipment repair.



Agriculture is not a major component of Bentonville's economy, but supporting agricultural as an economic niche may prevent the premature development of land on the outskirts of the City.

Tourism

Tourism is not a major component of the City's economy today, but the development of the Crystal Bridges Museum of American Art is likely to increase the number of visitors to the City. In order to capitalize on this new attraction, the City should consider investments in amenities and facilities that will attract visitors to remain in the City before or after visiting any major attractions. It is reasonable for most of these amenities to focus on the downtown area, with its proximity to Crystal Bridges, the ongoing efforts of the Downtown Master Plan, and existing amenities.

Goals and Policies

Economy Goal: Sustain the strong local economy that provides varied employment and trade opportunities built upon efficient and equitable use of Bentonville's cultural, natural, built, and human resources.

- Policy ED-1: The City should promote economic development by encouraging "smart growth" development practices and leveraging public- and private-sector investment decisions.
- Policy ED-2: The City shall ensure that financial incentives are linked to specific performance criteria, such as specified numbers or value of jobs, wage rate targets, redevelopment objectives and/or other measurable economic development objectives.
- Policy ED-3: The City should schedule infrastructure and service improvements designed to serve commercial and industrial uses within existing and potential commercial and industrial areas identified on the **Future Land Use Map**.
- Policy ED-4: The City should participate in public-private partnerships for economic development initiatives through investment in infrastructure and/or other development assistance.
- Policy ED-5: The City should provide opportunities for economic development interests to participate in decision-making processes pertaining to economic development, capital facility planning and land uses.
- Policy ED-6: The City should proactively coordinate with economic development interests to designate, serve and protect sufficient economic development sites to accommodate long-term employment growth, and which capitalize on the City's ability to provide infrastructure and services (*e.g.*, air service, highways, and utilities).
- Policy ED-7: The City should maintain facilities, infrastructure, and regulatory incentives to foster new business development.
- Policy ED-8: The City should coordinate public investment in capital facilities projects with related business, employment, and economic development opportunities.
- Policy ED-9: The City should encourage the recruitment of new retail and commercial businesses and the retention of existing retail and commercial businesses.



Land Use Decisions

Policy ED-10: The City should encourage the location of employment opportunities within mixed use centers as identified in the Future Land Use Map.

Policy ED-11: The City should coordinate land use decisions to ensure that residential development does not create negative impacts on the viable operation of commercial and industrial uses.

Policy ED-12: As major industrial development occurs, the City should re-evaluate the supply of industrial land designated in the Future Land Use Map to ensure that there is an adequate supply of vacant land that can readily be served by adequate public facilities.

Business Retention / Expansion

Policy ED-13: The City should coordinate with the Bentonville-Bella Vista Chamber of Commerce, Downtown Bentonville Inc., the Arkansas Department of Economic Development and other local, regional, and state economic development agencies to create a positive climate for both existing and new businesses.

Policy ED-14: The City should work to provide an atmosphere attractive to new and existing businesses and industries that will strengthen the area economy.

Policy ED-15: The City should support programs and businesses which provide skills assessment, job training and worker retraining. Coordinate with the public schools and community college to support programs for training in communication and interpersonal skills through partnerships with employers and private institutions.

Policy ED-16: The City should support the Bentonville/Bella Vista Chamber of Commerce and Downtown Bentonville, Inc. in their efforts to promote entrepreneurial development and small business expansion.

Agriculture

Policy ED-17: The City should promote the use of conservation subdivision design and other conservation techniques to facilitate retention of meaningful open space in rural residential areas.

Policy ED-18: The City should allow non-agricultural land uses that directly support the economic viability of agriculture within agriculturally zoned areas. Such uses may include: agritourism or ecotourism; home occupations; country inns; the processing, packaging, and direct



Agritourism encompasses a variety of activities that allow people to experience agriculture in some fashion, including “you-pick” operations.

marketing of agriculture products; farm-related cottage industries; equipment repair; and feed/seed dealers.

Policy ED-19: The City should support economic development initiatives that promote value added activities and the direct marketing of agriculture products that allow local producers to capture a greater share of the consumer's food and product expenditures. Direct marketing ventures include: farmer's markets, internet sales, sales to local institutions, "pick-your-own" operations, farm stands and community supported agriculture.

Policy ED-20: The City should encourage the consumption of locally produced agricultural products by local businesses and institutions, such as meal preparation in public schools, prisons, senior centers and local colleges.

Tourism

Policy ED-21: The City should coordinate with the Bentonville Convention and Visitors Bureau, Downtown Bentonville Inc., and other tourism organizations and maintain its partnership with Building Bentonville to maintain a marketing plan for the City.



Building Bentonville is an important element in marketing the City to tourists. (Policy ED-21)

Policy ED-22: The City should continue public investments in parks, trails, and open space amenities that serve residents and visitors and target those investments to support tourism-related development.

Policy ED-23: The City should continue public investments in the Downtown area to enhance access for residents and visitors in partnership with Downtown Bentonville, Inc. (See also the Downtown Master Plan.)



Sidewalk cafes increase the vitality of urban streets. (Policy ED-24)

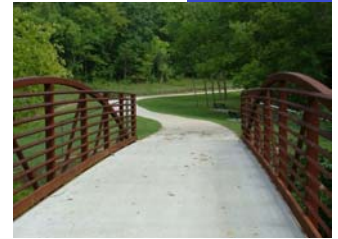
Policy ED-24: The City should allow sidewalk cafes and other small-scale commercial vendors in public spaces in the downtown district.

Policy ED-25: The City should encourage the incorporation of interactive or appealing elements to public spaces, such as fountains, public sculpture or murals, arbors or arches.



Policy ED-26: The City should promote the historical and modern heritage of the region through support of special events and festivals.

Policy ED-27: The City should work to improve the visibility and accessibility of its trail system through signage and visitor information, especially for trails that link major tourist attractions to the downtown area.



Trails provide a recreational amenity and link neighborhoods and attractions. (Policy ED-27)



Implementation Program

Overview

Bentonville's General Plan is intended to be a dynamic document -- one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the City will need to monitor actions affecting the Plan. As a result of these monitoring efforts or private development requests, the City will need to amend the Plan periodically. However, Plan amendments should not be made lightly. City Council and Planning Commission members should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition, the cumulative effect of many changes may be a change in policy direction. For this reason, General Plan amendments must be evaluated in terms of their significance to overall City policy.

This chapter describes the processes to annually review, monitor and amend the Plan, Plan goals and policies, and the Future Land Use Map. The Future Land Use amendment process will be subject to adopted code provisions.

Annual Review and Monitoring

Department Directors should provide to the Mayor an annual review of General Plan related activities prior to the initiation of the budget process each year. The annual review is intended to:

- Measure the City's success in achieving Plan goals through the recommended strategies;
- Propose strategies to be pursued under the coming year's budget;
- Identify unlisted strategies that will achieve Plan goals;
- Document growth trends and compare those trends to Plan projections;
- List development actions which affect the Plan's provisions; and
- Explain difficulties in implementing the Plan.

This annual review should include statements identifying that respective departments' progress in achieving the goals of the Plan, the impact of the Plan on service provision, and proposed programs to help achieve the Plan's goals. The annual review should be used as a tool to help set budgetary priorities.

Land Use Amendments

The Future Land Use Map is intended to serve as a guide for public and private development and land use decisions. The City should adopt a formal amendment process in the development regulations. Land use amendments are anticipated as growth occurs and market conditions change. While land use amendments may occur more frequently than policy changes, they should not occur more than two times per year. By limiting opportunities to amend the future land use map, the City will reduce the potential for incremental land use changes to result in unintended policy shifts.

Policy Review and Amendment

To ensure that the General Plan remains an effective guide for decision-makers, Bentonville should conduct periodic major evaluations of the Plan policies and strategies. These evaluations should be conducted every four to six years, depending on the rate of change in the community, and should consider the following:

- Progress in implementing the Plan;
- Changes in community needs and other conditions that form the basis of the Plan;
- Fiscal conditions and the ability to finance public investments recommended by the Plan;
- Community support for the Plan's goals and policies; and
- Changes in state or federal laws that affect the City's tools for Plan implementation.

The major review process should encourage input from merchants, neighborhood groups, developers and other community interests through the creation of a Citizen Review Committee. Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process.

Key Implementation Tools

The Plan implementation program identifies a number of tools available to the City that may be employed to bring the goals, policies and strategies of the Plan to fruition. These implementation tools are interrelated and work together providing continuity and breadth to the implementation program.

Development Regulations

On a day-to-day basis, the development regulations (zoning and subdivision regulations) are the most important tools for Plan implementation. The Future Land Use Map and the growth-related goals are achieved through a myriad of incremental decisions about specific development projects. Because the Plan does not carry the force of law, the City must effectuate Plan policies through a variety of actions, including amendments to the City subdivision and zoning regulations. Updates to these development regulations should be consistent with the Plan to ensure that incremental actions on development requests support the Plan's goals, policies and recommendations.

Capital Improvements Plan

Short- and long-range CIPs are important planning tools to ensure that the City has planned the most cost effective facilities and to determine whether the City will have the capability to fund needed public facilities. The short-range CIP should identify and estimate costs of improvements needed to serve anticipated growth for the next 5 to 10 years; the long-range CIP should identify and estimate costs of improvements needed to serve anticipated growth for the next 10 to 20 years. This plan is not an engineering document, but should provide enough specificity to determine which costs are



required to remedy existing deficiencies and which costs provide new capacity that will be demanded by new development. The short-range CIP should establish the basis for the City's development fees and be updated annually. The long-range CIP should be updated at least once every five years or when significant changes to the base systems modify the City's long-term capital investment strategies (*e.g.*, changes in service areas, significant changes in the Future Land Use Map, changes in service demand or delivery patterns). The CIPs should list short-term projects needed to maintain existing levels of service, with each project being assigned a budget and a time frame for completion. The CIP also should delineate the proportion of project costs that is designed to provide new capacity and the proportion that is required to fund existing deficiencies. This delineation will enable the City to quantify the capital costs associated with new development and to monitor the expenditure of development fees.

Intergovernmental Agreements

Intergovernmental agreements (IGAs) are essentially treaties between two or more units of government for the mutual benefit of all parties. Within the context of this Plan, an agreement between the City, County and other providers could address growth within urban service areas. Such an agreement could establish each party's rights, responsibilities and recourse within a cooperative growth management process designed to implement the Urban Service Area policies of this Plan. Items typically addressed in local government IGAs include: development review authority, annexation processes, infrastructure projects, building and related codes, public safety mutual aid agreements and IGA administrative procedures.

Adequate Public Facilities Ordinance

An Adequate Public Facilities Ordinance (APFO) or requirement provides that public facilities and services must be available when needed to serve new development at an adopted Level of Service (LOS). APFOs can require availability and adequacy for any type of public facility (roads, water, wastewater, public safety, schools) prior to development or make development conditional upon public facilities. If development is contingent upon meeting APFO requirements, the City may provide for phased development to avoid a deterioration in the adopted level of service, or allow mitigation in lieu of phasing.

Fees and Exactions

Exactions are premised on the policy that new development should bear the costs, in whole or in part, of additional public facilities and services whose demand is created by such development. The conviction that developers should be financially responsible for the costs of extending services to new development has gained widespread acceptance - their use is increasing nationwide, with more than 60% of all communities levying some type of exaction on new development to fund governmental facilities and services. Although fees and exactions on development have long been rooted in local government planning, the concept has expanded dramatically to embrace more and more types of public facilities and improvements and to include requirements not only for public improvements, but also for dedication

of land for public facilities. Impact fees are most commonly used to fund infrastructure extension. Throughout the development of this Plan, citizens, appointed officials and elected officials support the use of impact and capacity fees.

General Plan

Completion of the General Plan is not the end of planning for the future until it is next updated. Other planning projects will build upon the foundation for this Plan, whether they are neighborhood plans that provide detailed examinations of needs and conditions or area plans developed in partnership with a developer. As the City continues to plan for the future, these planning efforts should be based on the vision and goals of the General Plan and be consistent with the policies established by this document.

Implementation Work Program

Successful implementation of the Plan results from many individual actions by the City, other jurisdictions and service providers, and private decision-makers over the course of many years. The goals and policies describe what the community wants to become and how decision-makers should respond to varied circumstances. To accomplish the Plan's goals and objectives, the City will need to accomplish many tasks throughout the life of the Plan. Key strategies will be used to accomplish the Plan's goals in the initial years of plan implementation. While most of the items on the list will be carried out by the City, some items may require coordination with neighboring cities, other service providers, or economic development entities.

The work program:

- Correlates implementation measures with specific General Plan goals and policies;
- Sets a general time frame to carry out each strategy;
- Identifies action tools (*i.e.*, existing and proposed codes, ordinances, regulations, standards, requirements and policies) to implement action items; and
- Assigns responsibility for implementing the action items and lists other entities that should be involved in the process.

The Plan requires ongoing action to achieve its goals over the planning period. The necessary action steps are described in the Implementation Work Program, which has three components:

- **Ongoing Staff Tasks;**
- **Annual Work Plan;** and
- **Strategies Matrix.**

The work program is not intended to be an exhaustive list of all strategies that will implement the Plan. The City may pursue different strategies and adjust priorities, depending on changing opportunities and resources. The City should update this work program on an annual basis, adjusting the Annual Work Plan and tasks that are included in each year's budgeted work programs.



Ongoing Tasks

For City staff, particularly those involved in development review and planning projects, Plan implementation is part of their daily work. Similarly, some implementation items are related to the daily work undertaken by City staff. These are tasks performed by City staff on a regular basis that support the achievement of the Plan's goals. City staff should continue performing these tasks as they are important to achieving the goals of the Plan.

Plan implementation is likely to add new staff tasks to the work already performed by City staff. As the Plan is reviewed annually and new staff tasks are added to the Annual Work Program for integration into regular activity, the City should carefully monitor staff workloads.

The tasks described below are ongoing efforts of City staff, with responsible departments identified. Ongoing staff tasks include:

- Coordinate the annual review of the General Plan with the City's budget and Capital Improvements Program processes. (Planning, Public Utilities, Administration)
- Maintain the City's Tree City USA status and work to achieve Growth Awards. (Planning)
- Identify funding sources for the acquisition or preservation of open or green space. (Planning, Parks)
- Identify opportunities to improve the appearance of overhead utility lines, beginning with lines in the downtown area. (Planning, Public Utilities)
- Coordinate with public safety providers (police, fire and emergency medical services) to ensure that appropriate levels of services can be provided to all City residents. As more development occurs and the need for increased protection becomes necessary, the City should review its police and fire protection capabilities to ensure adequate protection. (Planning, Police, Fire)
- Maintain an on-going capital improvements plan and program as a component of the annual budget process to assure the provision of high quality services to property owners in the planning area, to identify and prioritize potential improvement projects, to include staff review and comment. (Administration, Public Utilities, Planning)
- Identify opportunities to install landscaped medians and roundabouts on City streets. (Transportation, Planning)
- Conduct periodic traffic counts at major intersections to identify changing conditions that may impact future transportation improvement needs. (Transportation, Planning)
- Maintain crash statistic maps to identify high accident areas. (Police, Transportation, GIS)

Annual Work Plan

The Annual Work Plan is intended to be the most dynamic component of the Plan. It should be developed and reviewed on an annual basis to identify the previous year's



accomplishments and to modify the tasks to establish a reasonable timeline for key Plan implementation tasks. As the Plan is reviewed annually and as yearly budgets are set, City staff should add new action items and staff tasks to the Annual Work Plan. Items added to the Annual Work Plan may come from the Strategies Matrix or from initiatives of City staff. The initial Annual Work Plan (**Exhibit 4**) provides the following information in each column:

- **Task Number** - the number of the implementation strategy to allow for future referencing of City activities. The letters in each task number refer to the Smart Growth Element to which the task is related.
- **Action** - description of the specific strategy being recommended to implement the Plan.
- **Action Tool** - the document or action necessary to carry-out the strategy.
- **Responsible Entity**- the person, department or agency that is primarily responsible for initiating, advocating and/or performing the strategy. Anticipating that some functions currently performed by City staff may be contracted to qualified consultants, references are made to function (*i.e.*, ‘Planning’ refers to tasks that are the responsibility of the City’s planner or planning consultant). When multiple entities are identified, they are presented in order of responsibility for the task.
- **Type** – whether the item is a staff task (an action or task which will become part of regular duties) or an action item (a project with a defined end point).

Exhibit 4: Annual Work Plan

Task	Action	Action Tool	Responsible Entity	Type
PE-1	Establish a Grading / Land Disturbance Permit to provide the City an opportunity to prevent environmental degradation and promote best practices for grading, fill, erosion control, and other land disturbances.	Development Regulations	Planning	Action Item
T-1	Participate in regional transit plans by coordinating with the Northwest Arkansas Regional Planning Commission and other neighboring cities.	General Plan	Planning; Engineering	Action Item



Task	Action	Action Tool	Responsible Entity	Type
IWP-1	Conduct an annual review of this General Plan to monitor the City's progress in achieving its goals and to ensure that planning and zoning matches community needs. As part of annual review, monitor development requests and approvals throughout the planning area to ensure that the Future Land Use map provides adequate land for residential and non-residential demands.	General Plan	Planning	Action Item
PF-1	Review development application fees to ensure that fees cover the complete cost of review.	Development Review	Planning	Action Item

Strategies Matrix

The Strategies Matrix, **Exhibit 5**, should also be updated annually to reflect community accomplishments, new approaches to community issues, changing conditions, shifting priorities and new demands. The exhibit lists specific actions recommended to achieve the Plan's goals. This list is not intended to be exhaustive or all inclusive -- the City and other public and private entities will take numerous actions throughout the life of this Plan to achieve the community goals. This list is intended to identify the highest priority tasks to be pursued over the next several years. The matrix identifies the time-frame for task completion and the entities responsible for carrying out the tasks. Tasks that are not funded in the recommended years should be evaluated for removal from the list or to be shifted back for later implementation. Programs that are completed should be removed from the list.

In addition to the information presented in the Annual Work Plan, the matrix also provides the following information:

- **Priority** - a ranking of importance based on its priority relative to other similarly-classed strategies. The ranking abbreviations are labeled in the following manner:
 - 1** = This is a critical task and should be undertaken as soon as possible. Necessary for immediate implementation of the Plan.
 - 2** = This is a very important task with a sense of urgency. Necessary to implement the Plan. To occur within two (2) years.
 - 3** = This is an important task but there is no immediate sense of urgency. This task will help implement the Plan. To occur within five (5) years.

- ***Budgetary Impact*** - indicates the relative fiscal impact of the specific strategy on the City's budget. The ranking abbreviations are labeled in the following manner:
 - Low – Little or no fiscal impact on the City's budget.
 - Moderate – Moderate; some fiscal impact, but likely to be funded within one to two fiscal periods.
 - High – May be significant fiscal impact, depending on the nature of the capital investment, but may provide opportunities for the use of alternative revenue sources.

Exhibit 5: Strategies Matrix

Task	Action	Priority	Action Tool	Responsible Entity	Type	Budgetary Impact
CD-1	Incorporate General Plan recommendations (goals, policies, strategies) in Planning Commission, Board of Zoning Appeals and City Council staff reports and recommendations.	1	Development Review	Planning	Staff Task	Low
CD-2	Enlarge the downtown overlay district to encompass the entire downtown activity node between Walton Boulevard, J Street, 14 th Street, and Tiger Boulevard.	1	Development Regulations	Planning	Action Item	Moderate
IWP-2	Establish a schedule for reviewing and updating all City Master Plans.	1	Work Plan	City Staff	Action Item	Low
CD-3	Amend the development regulations to: <ul style="list-style-type: none"> • Conform with the updated General Plan; • Provide a process for amending the Future Land Use Map; and • Allow for the development of Conservation Subdivisions. 	1	Development Regulations	Planning; Planning Commission; City Council	Action Item	Moderate
IC-1	Revise planning area following all necessary steps as set forth in the Arkansas Code.	1	General Plan	Planning	Action Item	Low

Task	Action	Priority	Action Tool	Responsible Entity	Type	Budgetary Impact
CD-4	Establish design standards for non-residential uses that conform with policy CD-14.	1	Development Regulations	Planning; Planning Commission; City Council	Action Item	Moderate
PF-2	Revise development application requirements to include analysis of infrastructure and service demands relative to available capacity.	1	Development Regulations	Planning; Planning Commission; City Council	Action Item	Low
T-2	Develop traffic impact study guidelines. Such a study may be required of high intensity developments. A traffic impact study shall address the impacts of new developments on the surrounding street system. Issues related to traffic operations, capacity requirements, sidewalk connections shall be identified, reviewed and addressed.	1	Development Regulations	Planning; Planning Commission; City Council	Action Item	Low
IC-2	Negotiate annexation agreements with neighboring cities.	1	Intergovernmental Agreements	City Council; City Attorney	Action Item	Low
ED-1	Adopt a business license requirement that allows for the collection of data on businesses within the City without discouraging business development within the City.	1	Municipal Code	Administration	Action Item	Moderate
CD-5	Develop corridor plans for US 71, Highway 102, and Southwest A Street/Main Street and the key intersections of each that address the unique concerns of these corridors and explore the possibility of using form-based codes in these areas.	1	General Plan	Planning	Action Item	Moderate

Task	Action	Priority	Action Tool	Responsible Entity	Type	Budgetary Impact
PE -2	Identify key urban forest areas for preservation.	1	GIS	Planning	Action Item	Low
PE -3	Identify green infrastructure components that should be included in the Parks and Trails Master Plans and include those components in the next update or revision to that plan.	1	General Plan	Parks; Planning	Action Item	Low
CD-6	Regularly review and revise design standards for the downtown area to ensure that standards are achieving desired goals.	1	Development Regulations; Downtown Master Plan	Planning; Planning Commission	Action Item	Low
IC-3	Develop annexation program as specified in Policy IC-1.	2	General Plan	Planning; City Attorney; City Council	Action Item	Low
PF-3	Develop a system to rank capital improvements based on consistency with the plan, location, level of deficiency and demand. Favor capital improvement projects for developed areas of the community with existing deficiencies.	2	CIP	Public Utilities; Administration	Action Item	Low
CD-7	Develop Neighborhood Plans for established neighborhoods surrounding the downtown area that address neighborhood stability and the neighborhood's specialized concerns.	2	General Plan	Planning; Planning Commission	Action Item	Moderate

Task	Action	Priority	Action Tool	Responsible Entity	Type	Budgetary Impact
CD-8	Develop Area Plans for each intersection of two arterial roads that shall encompass each corner of such an intersection. The City shall involve developers and property owners in the planning process and address intersections in developing areas first.	2	General Plan	Planning; Planning Commission	Action Item	Moderate
CD-9	Study the potential of Transfer of Development Rights as a tool to promote infill development while preserving agricultural land.	2	General Plan	Planning	Action Item	Low
PE -4	Amend Tree Preservation Ordinance as recommended in the General Plan.	2	Development Regulations	Planning; Planning Commission; City Council	Action Item	Low
PF-4	Develop construction standards for trails and adopt a trail review process.	2	Development Regulations	Parks; Planning; Transportation	Action Item	Low
T-3	Adopt an Access Management Manual that illustrates the access management regulations in the Subdivision Code	2	Development Regulations	Transportation; Planning	Action Item	Low
ED-2	Develop a wayfinding signage program to direct visitors to areas of interest.	2	General Plan	Planning; Public Utilities; Building Bentonville	Action Item	Moderate
ED-3	Establish economic development incentives that ensure a net fiscal gain for each incentive and include performance standards.	3	City Council Policy	City Council	Action Item	Moderate

Task	Action	Priority	Action Tool	Responsible Entity	Type	Budgetary Impact
PF-5	Adopt levels of service and concurrency standards for new development for water, wastewater, transportation, and parks and monitor LOS as development occurs. Note that concurrency standards should be developed for each capital facility type.	3	Development Regulations	Public Utilities; Transportation; Planning	Action Item	Low
T-4	Develop a safety rate for each intersection.	3	GIS	Police Department; Engineering	Action Item	Low
T-5	Develop a template for project prioritization. Impact of an individual project on the street system should be evaluated on criteria such as multimodal facilities, congestion mitigation, safety and cost estimates will play a role in determining its priority for use of available funds.	3	CIP	Public Utilities	Action Item	Low
CD-10	Review and revise property maintenance ordinance.	3	Municipal Code	Planning; City Council	Action Item	Low
PF-6	Establish provisions for reimbursement for facilities that are upgraded or oversized to serve future development.	3	Development Regulations	Planning; Planning Commission; City Council	Action Item	Low
IC-4	Develop a process and review criteria for annexation studies for annexations over 40 acres.	3	General Plan	Planning	Action Item	Low
IWP-3	Conduct a comprehensive review and update of the General Plan and Future Land Use Map in 2011.	3	General Plan	Planning	Action Item	Low

Task	Action	Priority	Action Tool	Responsible Entity	Type	Budgetary Impact
CD-11	Create an affordable housing inventory.	3	General Plan	Planning	Action Item	Moderate
T-6	Develop LOS standards for intersections at all types of streets.	3	Development Regulations	Transportation	Action Item	Low
CD-12	Study hillside development and slope conditions to reduce the impact of development on steep slopes.	3	General Plan	Planning	Action Item	Low

Background Assessment

Community Vision

A community's long-range plan should reflect the interests, values and desires of all the citizens and groups within that community. For a plan to contain the community's vision of its desired future, and a realistic action program for reaching that vision, it must be developed through a process that includes all interested or affected community members. For Bentonville, updating the General Plan includes extensive public involvement throughout the planning process. This input begins at the outset of the planning process. Key objectives of this initial public involvement effort are to:

- ***Involve all potentially affected interests (groups or individuals) during the initial phase of the planning process.*** By involving those who may be affected, the process will address concerns, include ideas, respond to objections and build support (or informed consent) for the plan that results.
- ***Provide a forum for all interested citizens to participate in identifying issues and defining community goals that will be reflected in the plan and regulations that result from it.*** Since the General Plan is intended to reflect community values and goals, extensive citizen involvement assures that the result will communicate the goals and action recommendations of this community.
- ***Obtain information, opinions and suggestions about planning issues from key community leaders and organizations.*** The General Plan will address many issues that have been researched and discussed in the past. Rather than repeating these efforts, the planning process is designed to capitalize on community expertise and the results of previous planning programs.

The Visioning Process

This report describes the results of the first phase of public involvement in developing the Bentonville General Plan. Public participation ensures that policy decisions and action recommendations of the Plan are responsive to the concerns of this community. The following list summarizes the primary forms of citizen participation included within the scope of services for the Bentonville General Planning program, including the role of the Steering Committee. It identifies appropriate phases in the planning process for public information and other forms of citizen participation such as community workshops.

Interviews with Key City Leaders

Interviews provide a means to obtain information, opinions and suggestions from individuals who are leaders in the community and who play an important role in shaping, supporting and implementing the plan. To gather additional information, interviews were conducted with key stakeholders and focus groups composed of potentially affected interest groups in the community.

Steering Committee

An advisory committee can serve many valuable functions in a planning process -- it can make recommendations on substantive issues, create a forum for negotiation among interest groups, review professional/technical analyses in light of community values, and contribute additional resources to the planning effort. A successful advisory committee builds a consensus among its members, who then communicate the committee's ideas and recommendations to the interest groups they represent. As a result, a broader community consensus can be created. Those groups or individuals that do not fully support the results may give their informed consent, if they have been involved in a process, which has been inclusive and fair.

The City of Bentonville formed a Steering Committee to work with the staff, consultants, the City Council and the Planning Commission. The Steering Committee's primary role is to shape the Plan through a consensus building process. The Committee's members were selected from the large pool of community residents who have been active in a wide range of civic activities in the City and represent the concerns of the Planning Commission, City Council, and other community interests.

Throughout the planning process, the consultant will conduct numerous Steering Committee meetings to build consensus and generate recommended updates to the General Plan. Many of these meetings will be jointly conducted with the City Council and Planning Commission to ensure that these decision-makers have the opportunity to share their perspectives about community issues and potential solutions.

Community Workshops

Community workshops attract the most politically active residents and sometimes fail to reflect the majority voice. The City has conducted one public workshop to date, attended by interested residents of Bentonville and adjacent areas, which was structured to provide information and obtain input on key issues facing Bentonville, community strengths, needs and goals. Additional workshops will be scheduled to provide the opportunity for input at each key decision points in the planning process.



Community Survey

The City of Bentonville conducted a survey during March, 2006 to gauge resident opinion concerning the General Planning process. The survey was completed by 795 residents. Survey topics included City issues and needs, public services, and future development.

Media Outreach

The planning process has included outreach through available local media sources. The City's newsletter has provided valuable coverage of events to date in the planning process. Periodic progress reports and informational data will be forwarded to the local media to keep the public informed about the progress of the Plan and opportunities to participate.

Survey Responses

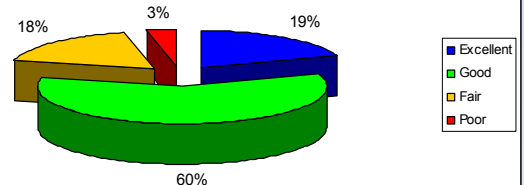
Respondent's Background

Respondents to the survey illustrated the City's quick growth, with over one-third of respondents living in the area less than 5 years. Over 40 percent of respondents have lived or worked in Bentonville for eleven years or more. Respondents also generally mirrored the adult population of the City; 42 percent of respondents were between 35 and 54 years old, while this age group accounts for slightly more than 40 percent of the adult population in the 2000 Census. Overall, survey respondents were slightly older than the population as a whole. While the community survey is not intended to provide a scientifically-valid measure of opinions, it does provide an opportunity to identify key issues and areas needing further analysis.

Quality of Life

Respondents responded positively when asked about the City's quality of life. When asked to rate the quality of life in Bentonville when the respondent moved or started work in the City, nearly 29 percent described the quality of life as excellent and over 54 percent described the quality of life as good. However, when asked to rate the quality of life today, positive responses slipped slightly. Just under 20 percent of respondents described the quality of life today as excellent and nearly 60 percent described the quality of life as good. The percentage of respondents identifying the City's quality of life as fair or poor increased from 16.9 percent when respondents moved to Bentonville to 21.1 percent today.

What is the quality of life in Bentonville today?



When asked to describe the attributes that make Bentonville a good place to live, over a quarter of respondents mentioned the quality of the local schools. Other common responses concerned the “small town atmosphere,” the “friendly and courteous people,” and community safety.

Community Issues and Needs

Respondents were asked to describe the attributes that make Bentonville a good place to live.

- Schools were mentioned the most frequently, by over 26 percent of respondents. Comments generally praised the quality of the local school district, with one person declaring the schools the best in Arkansas.
- People were mentioned by over 23 percent of respondents. Generally, comments focused on the welcoming nature of the community. Nearly 13 percent of surveys described the city or its residents as friendly.
- The small town environment was mentioned by 20 percent of respondents. Comments praised Bentonville as a small town; many also were pleased that the small town atmosphere was complemented by “big city services.”

Respondents were asked to describe the most positive changes in Bentonville since they moved to the City.

- Schools was the most common response (19.9 percent), generally with regard to additional school construction or a perceived improvement in quality.
- Growth was listed as a positive change by 16 percent of respondents.
- Roads were listed by just over 10 percent of respondents.
- Other positive changes included trails, additional shopping in the area, and the downtown area.

Respondents were asked to describe the changes in Bentonville that concern them the most.

- Traffic was the overwhelming concern, mentioned by over 52 percent of respondents. Over 31 percent also mentioned roads and 8 percent mentioned streets.
- Growth was listed as a concern by over 26 percent.
- Other concerns included infrastructure, planning, crime, and schools. Each was mentioned by less than 10 percent of respondents.

Respondents were asked about the most important issues facing Bentonville today.

- Traffic was listed as an important issue by 48 percent of respondents, roads by 31 percent, and streets by over 10 percent.
- Growth was mentioned by over 28 percent of respondents. One respondent described the issue as “planned growth v. free for all developments.”
- Infrastructure was mentioned by over 16 percent of respondents.

Development

Survey respondents were asked to indicate whether they thought the City should encourage or discourage various types of development within the City limits. Two-thirds of respondents answered that the City should encourage workforce housing and just over 70 percent answered that the City should encourage downtown housing. However, over 53 percent answered that the City should discourage apartments in the City.

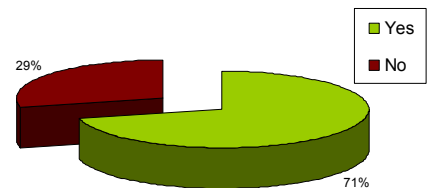
When asked about non-residential development, 80 percent of respondents answered that the City should encourage commercial and retail development. When asked about office and industrial development, 54 percent of respondents answered that the City should encourage those development types.

Respondents were asked whether they agreed with the statement “Bentonville should direct development to areas where infrastructure is available and discourage development where infrastructure is not available.” Two-thirds of respondents agreed with the statement and only one-third disagreed.

Respondents were also asked whether the City should implement design criteria:

- Just over 50 percent of respondents agreed that the City should implement design criteria for residential development;
- Over 71 percent agreed that design criteria should be applied to commercial development.

Should the City adopt design criteria for commercial development?



Public Services

Respondents were generally positive about community facilities, with notable exceptions being street maintenance and cultural and entertainment facilities.

- Over 70 percent of respondents agreed or strongly agreed that the City provides adequate fire protection, water service, wastewater service, reliable electric service, good utility service, and adequate schools. Just under 70 percent agreed or strongly agreed that the City provides adequate police protection.
- When asked about the City’s street maintenance, only 35 percent agreed or strongly agreed that the City provides adequate maintenance. Nearly 45 percent disagreed. Dissatisfaction with street maintenance might also reflect general attitudes towards the City’s transportation network or frustration with the amount of road construction currently underway.
- When asked about parks and recreation facilities, over 55 percent of respondents agreed or strongly agreed that the City provides adequate facilities. Nearly 30 percent disagreed or strongly disagreed.
- Respondents seemed split on the issue of stormwater drainage. Exactly one-third neither agreed nor disagreed that the City provides adequate drainage,

while 41 percent agreed or strongly agreed and slightly more than a quarter disagreed or strongly disagreed.

- Respondents were generally negative about the cultural and entertainment facilities available in the City. Just over 26 percent of respondents agreed or strongly agreed that there are adequate cultural or entertainment facilities in the City while nearly 50 percent disagreed or strongly disagreed.

Key Issues

The following summary highlights public input received during a series of focus groups held in February, 2006 and through the Community Survey conducted in March. Individual sources have not been identified and issues have not been prioritized. Comments have been organized by categories to highlight the range of perspectives from citizens, business owners, service providers and other participants in the meetings.

This description provides a basis for discussion. The key issues will be further refined through ongoing discussion with the Steering Committee, city staff, elected and appointed officials, and the public.

Community Strengths



Development along the Downtown Square has preserved the area's historic streetscape design.

There seems to be a universal feeling that one of Bentonville's greatest assets is its "hometown" or "small town" atmosphere. This characteristic was mentioned many times in the community surveys and during focus groups and key person interviews. This characteristic was also stated as "small town atmosphere with big city benefits."

Another strength is the City's strong economy. Wal-Mart was frequently mentioned as a benefit to the City because it attracts other businesses and new residents as well as employing a large number of City residents. Some participants mentioned that the vendors who located in Bentonville due to Wal-Mart's presence are now attracting a second wave of businesses themselves. Unemployment remains very low in the area.

Community facilities were also mentioned as strengths – the school system, municipal services, and public safety. The community college was mentioned as an asset to the community and to local businesses due to its training programs.

Transportation

Traffic congestion is a major issue raised by those attending the first community workshop and focus groups and in the community survey. Concerns focused on the difficulty of getting from place to place within the City and on the negative impact congestion has on the quality of life.

The City is undertaking several street improvements projects, some solo and some in coordination with the State, thanks to the 2003 passage of a one-cent sales tax for road improvements. The Transportation Engineer anticipates that 8 to 10 projects will be underway by the end of 2006, including both new streets and widenings. The limiting factor affecting street improvements is the money to keep up with the City's exponential growth.

Coordination with the State is an important issue because Bentonville is crossed by several state highways. The City has been working with the State to coordinate transportation improvement projects and has been successful in moving up some projects that will have a large impact on traffic movement within the City. Because these are state routes, the City does not exercise complete control over access along these routes, but does work with the State, which makes the final decision regarding access points. Some participants fear that resulting development along these routes, particularly along Highway 12 to the airport, will be strip commercial that will promote congestion and traffic disruption.

Transit opportunities have received more interest recently and several participants have mentioned the importance of transit as the City continues to grow and as higher density nodes develop within the City. While transit may be a small part of the City's transportation network now, with Ozark Regional Transit operating a small fixed route in Bentonville, participants see future opportunities and are concerned about positioning development to take advantage of future transit options.

While XNA is still a businessperson's airport, it offers non-stop connections to major cities and will continue to be a major resource for the area. The City also operates a municipal airport.

Transportation improvements impact which areas of the City are "hot" for development. Members of the Steering Committee suggested several areas of the City that should be examined closely for development during the planning process; many of which are subject to transportation improvements, such as the potential 8th Street Interchange, J Street and the proposed interchange at J Street. The viability of these areas for non-residential development is directly related to the transportation improvements that might be made.

Residential Development

Participants described affordable housing in Bentonville as a difficult proposition because of the cost of land. Affordable housing for people working in this area is located in MacDonald County, Missouri, in Oklahoma, and in Bella Vista. Participants identified land costs and impact fees as the biggest two impacts on housing costs. Developers see planned development as a benefit for residential development because it offers the chance to do higher densities and get a greater total



Bentonville contains a mix of housing types.

return on their expensive land.

The housing market is still predominately single-family, which offers developers the chance to move into some niches that haven't been filled yet, such as condos. Many participants mentioned downtown as an opportunity for higher density residential development that would be unique in the area market.

Commercial Development/Redevelopment

Many people, including the Steering Committee, identified Bentonville as a good place to do business. Participants mentioned Wal-Mart as the driving force in the area economy. Other amenities, such as the proximity of XNA, also attract businesses to the City.

Many people mentioned North Walton Boulevard as a concern. Retail and commercial uses lining the boulevard struggle, despite the healthy residential neighborhoods surrounding the area.

Downtown has received quite a bit of attention from the City in recent years. Many people suggested downtown as both an asset for the City and a focus for continued attention. One issue affecting downtown is the ability or inclination of workers in the area to patronize downtown businesses, particularly over the lunch hour.

The City relies on sales tax dollars for the budget, so growth in retail/commercial is critical for the expanding City. Currently, retail seems drawn to Rogers for the I-540 frontage and visibility. Participants would like to see Bentonville's retail sector expand.

Office-warehouse space has been the best investment in recent years and many people believe that market segment is overbuilt and headed for a market correction. Some space is built speculatively and remains vacant.



Commercial development has generally been of high quality.

Commercial development occurring within the City has generally been of high quality, but some participants credit this quality to the efforts of the Planning Department and the goodwill of developers. The City does not currently have any design guidelines or standards for commercial development other than those related to development within the downtown district.

Stormwater drainage is a growing concern. The City is currently beginning a stormwater drainage study. Drainage was mentioned as a concern by several participants.

Community Identity

Community identity is the way people describe the city and how they feel about it. In the community survey and the initial focus groups, a number of people described the city as a small town environment with big city amenities. This description seems to be a widely held identity for the City and includes a range of attributes whose maintenance is important to residents.

Crystal Bridges Art Museum is expected to attract both new visitors and new residents to the area. The project has already brought additional galleries to Bentonville and offers the potential to further attract a creative class to the area. The development of this institution may have an impact on community identity both for residents of the City and for visitors.

Planning and Zoning

Concerns about the development review process were mentioned repeatedly in focus groups involving city departments, service providers, and developers. Service providers are generally concerned that they are being excluded from the development review process. While the City once held regular technical review meetings, those meetings were discontinued several years ago. As a result, service

providers indicate that the easements in which they work are shrinking in new subdivisions and utility providers are not notified of changes in the final plat. Providers are concerned that not enough right-of-way is required to accommodate utility easements after roads are widened. Utility installation is generally uncoordinated; utility providers are sometimes waiting for City utilities to be finished before they install and developers pour driveways over easements before utility installations are complete. Utility providers are anxious to be part of the planning process, would like to be included in a technical review, and want to work with the City to ensure that adequate right-of-way is provided.

City departments have similar concerns about development review. Several participants mentioned that the review process is somewhat rushed and one of the shorter processes in the area. The Community Development Department is assessing the review process and anticipates making changes to the review process in the near future. There are no requirements for when traffic studies are required prior to development. In addition, there is a need for better coordination in inspections between the departments.

Several participants mentioned annexation as a point of general concern. Some wondered if the City has the financial ability to provide services to all the land area it has annexed and may annex in the future. Others wondered if the City has plans to annex specific areas, such as Bella Vista. Other participants mentioned that the City has no annexation policy and so annexations happen whenever property owners ask to be annexed, without regard to the fiscal or service-provision impact of the request.



The City strives to offer quality services and to lead by example.

Impact fees have been mentioned both positively and negatively by participants. Some feel that impact fees are an important tool for the City to use to keep pace with the demand for public facilities and growth. Others are concerned that impact fees are driving residential development in the City away from the lower end of the market and pricing younger families out of the City. Most participants acknowledged that impact fees are unlikely to end and some suggested that the City further explore the impact of the fees on lower-cost housing and continue offering waivers or reductions in fees for housing that is aimed at lower price points in the housing market. This program may need additional marketing efforts, as not all developers were aware that a waiver is available.

Demographic Assessment

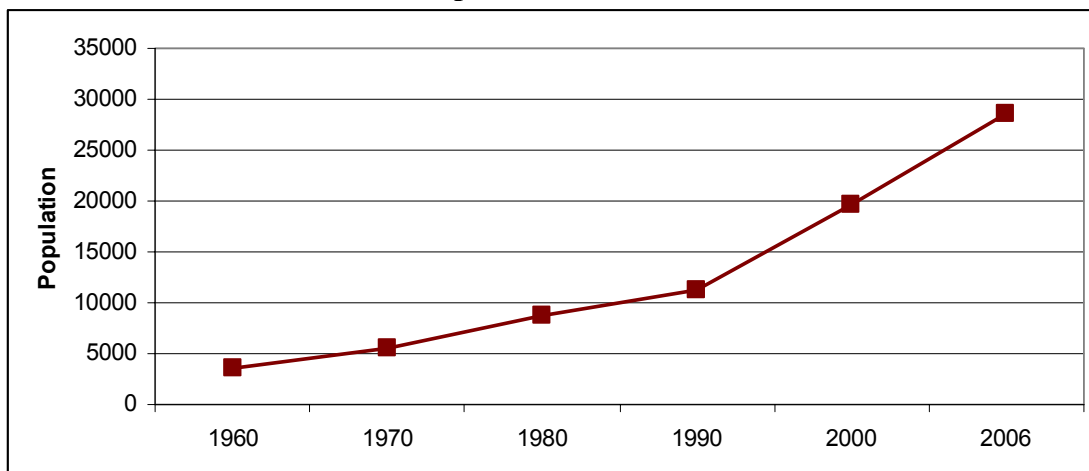
The characteristics of population change have and will continue to create profound impacts on the economic, social and natural environment of Bentonville. Changes in age, income and education will shape demands for housing, services, jobs and infrastructure. For instance, if the City’s senior population grows, the City should expect to have a greater demand for attached and communal type housing, increased medical services, passive recreational opportunities and public transportation. On the other hand, if the population of families with young children grows, the City should expect to see a greater demand for large houses, day care facilities, schools, active recreational opportunities and a mix of transportation options.

This chapter summarizes these various demographic indicators relevant to this assessment of existing conditions and to the development of the City’s General Plan. While the analysis of demographics uses the most recent available numbers and estimates, some information discussed here is 2000 Census data, which may not offer the best picture of Bentonville today due to the City’s rapid growth.

Current and Historical Population Trends

Bentonville has a long history in northwestern Arkansas and is the county seat of Benton County, the first county established in the State. The original town site was chosen in 1837 and the City was incorporated as a town in 1873. The population of Bentonville has grown steadily since 1960, along with the population of the County and the greater metropolitan area. **Exhibit 6** shows the City’s population growth since 1960.

Exhibit 6: Population Growth, 1960-2006



Source: U.S. Census Bureau.

The City’s growth rate accelerated in the 1990s and has continued to be very strong. **Exhibit 7** shows the City’s annual growth rates between 2000 and 2004. Growth of 5

percent or more is considered very rapid growth and indicates strong demand from new residents. A special census conducted by the U.S. Census Bureau in 2006 found the City's population to be 28,621, indicating that the City has grown an average of 6.3 percent each year since the 2000 Census.

Exhibit 7: Population Growth, 2000-2004

Year	Population	Annual Growth Rate
2000	19,730	-
2001	21,285	7.88%
2002	24,057	13.02%
2003	26,441	9.91%
2004	27,765	5.01%

Source: U.S. Census Bureau.

Bentonville is part of the Fayetteville-Springdale-Rogers Metropolitan Statistical Area (MSA). This MSA includes Benton, Madison, and Washington Counties in Arkansas and McDonald County, Missouri. The U.S. Census defines MSAs to recognize areas that have a high degree of integration. Generally, MSAs may be thought of as a central city and its suburbs. In the case of Northwestern Arkansas, the Fayetteville-Springdale-Rogers MSA consists of several rapidly growing cities whose economies and communities are intertwined.

The Fayetteville-Springdale-Rogers MSA has also experienced steady growth over the past several decades. **Exhibit 8** shows the area's growth since 2000. The MSA growth rate has been much lower over the last five years than Bentonville's growth rate.

Exhibit 8: Fayetteville-Springdale-Rogers MSA Population Growth, 2000-2004

Year	Population	Annual Growth Rate
2000	347,045	-
2001	357,953	3.14%
2002	366,937	2.51%
2003	378,450	3.14%
2004	390,881	3.28%

Source: U.S. Census Bureau.

Housing Trends

There are a variety of housing options available to Bentonville residents, from single-family homes to apartment buildings. A sizable majority of Bentonville households live in single-family detached homes, as shown in **Exhibit 9**. While more multi-family housing units are available in the City now than in 1990, the single-family detached house still constitutes over 73 percent of all housing units.

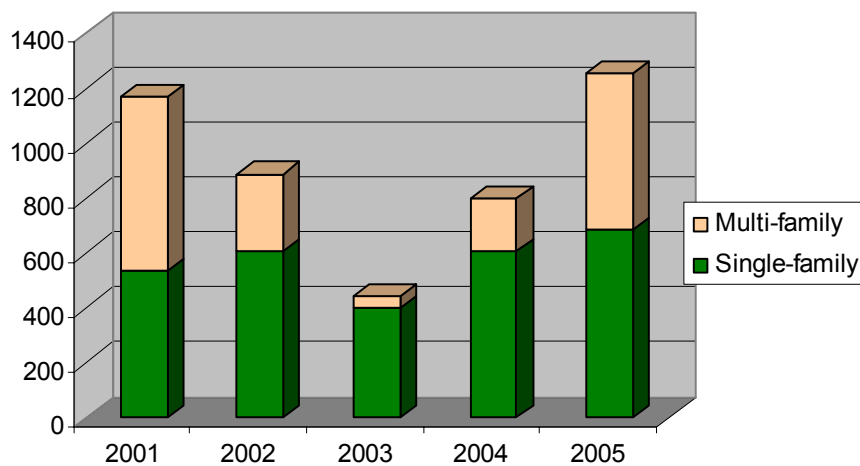
Exhibit 9: Housing Units

Units in Structure	1990		2000	
	Number	Percentage	Number	Percentage
1, detached	3,377	75.35%	5,819	73.21%
1, attached	89	1.99%	223	2.81%
2	208	4.64%	523	6.58%
3 or 4	345	7.70%	582	7.32%
5 to 9	134	2.99%	254	3.20%
10 or more	169	3.77%	490	6.17%
Mobile home	122	2.72%	57	0.72%
Other	38	0.85%	0	
Total Units	4,482		7,948	

Source: U.S. Census

The City issues building permits for new housing units. The number of units permitted provides an indication of the demand for housing for new residents and of continued population growth. **Exhibit 10** shows the number of units permitted annually from 2001 through 2005. Through these five years, the number of single-family homes permitted has fluctuated slightly, with a low of 400 homes permitted in 2003 to a high of 687 homes permitted in 2005. Multi-family units fell from a high of 633 units in 2001 to a low of 42 units (24 duplexes) in 2003 and have rebounded to 568 permitted units in 2005.

Exhibit 10: Total Permitted Units by Year



Source: City of Bentonville.



Exhibit 11: New Building Permits (Housing Units)

Structure	2000	2001	2002	2003	2004	2005	Total Units	Percent of Total
Single Family	384	535	605	387	608	693	3,212	64.60%
Two Family	8	8	16	42	58	14	146	2.94%
Three and Four Family	41	16	188	0	36	0	281	5.65%
Five or More Family	0	609	80	0	96	548	1,333	26.81%
Total	433	1168	889	429	798	1255	4,972	

Source: SOCDs Building Permits Database, U.S. Department of Housing and Urban Development.

The number of housing units in the City grew by over 76 percent between 1990 and 2000, to 7,924 total units. Of those units, nearly 59 percent were owner-occupied. **Exhibit 12** illustrates changes in the number of housing units and their occupancy status, or tenure, between 1990 and 2000.

Exhibit 12: Housing Units

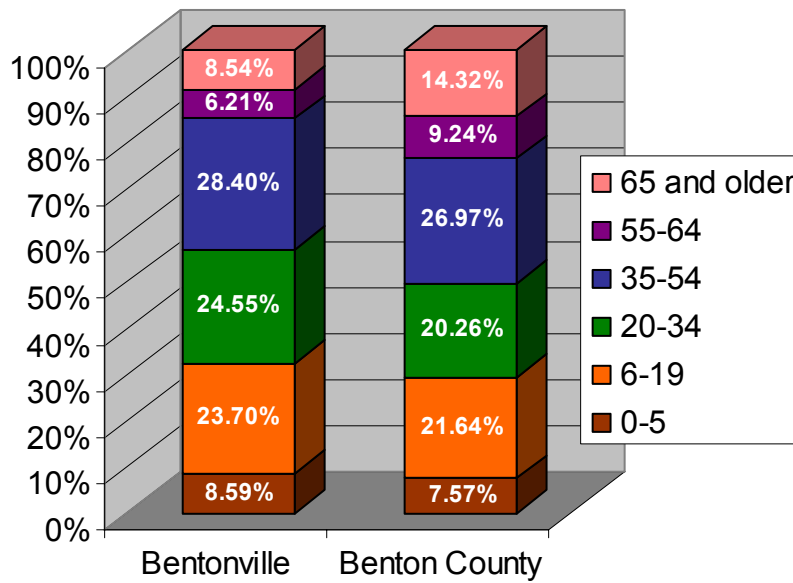
	1990		2000	
	Number	Percentage	Number	Percentage
Owner occupied	2,862	63.74%	4,661	58.82%
Renter occupied	1,412	31.45%	2,797	35.30%
Vacant	216	4.81%	466	5.88%
Total Units	4,490		7,924	

Source: U.S. Census

Age Trends and Racial Composition

Exhibit 13 provides a comparison of age groups in Bentonville and all of Benton County. The population of Bentonville is slightly younger than the Countywide population. This younger population may be partly due to the quality of the school district in attracting young families with school-age children. A younger population generally indicates higher demand for parks and recreation facilities.

Exhibit 13: Age Groups (2000)



Source: U.S. Census.

Dependency

Bentonville is a fairly young City, with an average age of 30.8 years, well below the national median of 35.3 years. **Exhibit 14** provides youth and aged dependency ratios that reflect the number of young and retirement-aged people who are not in their prime wage earning years compared to those in the working age population. The youth dependency ratio is a number that expresses the relationship between the number of dependent youth to the number of working people. Likewise, the aged dependency ratio is a number that expresses the relationship between the number of retirement-aged people to the number of working people. The combined dependency ratio is the ratio of youth and retirement-aged people to the working aged population.

The dependency ratio is often used as an indicator of the economic burden the productive portion of a population must carry - even though some persons defined as "dependent" are producers and some persons in the "productive" ages are economically dependent. In general terms, these ratios indicate whether there is a significant imbalance between the workforce and those dependent on the workforce for goods and services. This factor must be considered along with other economic indicators to ascertain the health of the economy.

The 2000 youth dependency ratio for the City of Bentonville was 0.58, while the dependency ratio for the aged was 0.15. Both of these dependency ratios were lower than the 1990 youth dependency ratio of 0.59 and the aged dependency of 0.26. The



combined ratio decreased from 0.85 in 1990 to 0.73 in 2000, meaning that a greater proportion of the population is of working age than in 1990, generally resulting in more income to provide services for children and seniors. The total dependency ratio for the County is higher than that for the City due to the higher aged dependency ratio.

Bentonville’s dependency ratios are consistent with other demographic data indicators, such as growing school enrollment figures, an increase in median income and an increase in average family size. The decrease in the ratio of retired aged persons to working aged persons is inconsistent with the overall aging of American population and the increase in the national median age due to the aging of the baby boomer population. This lower ratio may be another indicator of the number of working-age people attracted to Bentonville.

Exhibit 14: Dependency Ratios

	Bentonville		Benton County		Nation	
	1990	2000	1990	2000	1990	2000
	Percent of Total		Percent of Total		Percent of Total	
Youth (0 - 20)	31.98%	33.64%	28.89%	30.48%	28.7%	28.6%
Working (21 - 64)	53.97%	57.82%	53.22%	55.20%	58.7%	59.0%
Aged (65+)	14.05%	8.54%	17.89%	14.32%	12.6%	12.4%
Total					100.0%	100.0%
Youth Dependency	0.59	0.58	0.54	0.55	0.49	0.48
Aged Dependency	0.26	0.15	0.34	0.26	0.21	0.21
Combined Dependency	0.85	0.73	0.88	0.81	0.70	0.69

Source: U.S. Census

The City’s youth dependency ratio is significantly higher than the national average of 0.48, and although the retired aged ratio is closer, it still lower than the national average of 0.21.

Race & Ethnicity

While the City has grown more diverse racially over the past fifteen years, the population of Bentonville remains relatively homogenous; over 90 percent of the population is White. All racial groups have grown in number since 1990. **Exhibit 15** illustrates changes in the racial and ethnic backgrounds of the City’s population since 1990. The categories that have experienced the greatest growth are Asian, Other, and Two or More Races. The latter category was new for the 2000 Census and was intended for people of two or more racial heritages. For Bentonville, the majority of those indicating they have two or more racial heritages identified themselves as White and American Indian.



The Hispanic category is an ethnicity, not a racial category. Persons of Hispanic ethnicity may be of any race. Bentonville’s Hispanic population has grown steadily since 1990.

Exhibit 15: Population by Race & Ethnicity

	1990	Percent	2000	Percent
White	10,975	97.5%	17,939	90.9%
Black	27	0.24%	174	0.88%
American Indian	102	0.91%	262	1.33%
Asian or Pacific Islander	98	0.87%	480	2.43%
Other	55	0.49%	528	2.68%
Two or More Races	-	-	347	1.76%
Hispanic	161	1.43%	1198	6.07%

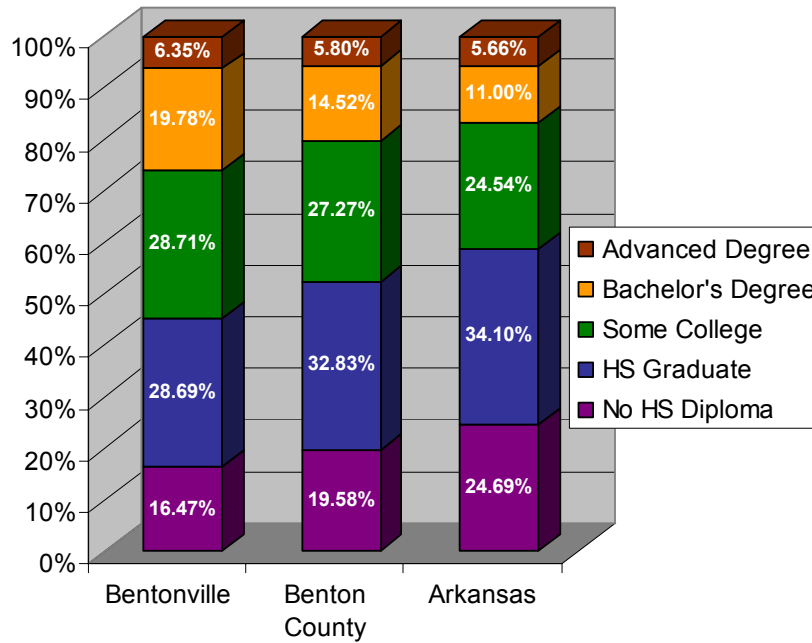
Source: U.S. Census Bureau.

Education

The educational attainment of an area’s population may have an impact on the types of employers and industries that will be attracted to an area. **Exhibit 16** illustrates that Bentonville’s adult population is better educated than the population of Benton County and the State. Bentonville has both a higher percentage of adults with some college education and a lower percentage of adults without a high school diploma.



Exhibit 16: Educational Attainment



Source: U.S. Census Bureau.

While educational attainment may be a draw for certain employers, it may also indicate that employers located in and around Bentonville are attracting well-educated persons to the area.

Employment, Commuting and Income

The major employment industries for the residents of Bentonville are shown in **Exhibit 17**. Industry refers to the kind of business conducted by the worker’s employing organization; the type of work the employee does is called his or her occupation and is categorized separately. The categories are listed by the percentage of the labor force that is employed in those industries in descending order. Over one-third of Bentonville’s workforce is employed in retail trade; this high percentage is likely caused by the presence of Wal-Mart’s headquarters.



Exhibit 17: Employment by Industry, 2000

	Total Employed	Percent of Total Employment
Retail trade	3,451	35.00%
Manufacturing	1,406	14.26%
Educational, health and social services	1,218	12.35%
Arts, entertainment, recreation, accommodation and food services	631	6.40%
Professional, scientific, management, administrative, and waste management services	600	6.08%
Transportation and warehousing, and utilities	478	4.85%
Finance, insurance, real estate and rental and leasing	471	4.78%
Construction	441	4.47%
Other services (except public administration)	412	4.18%
Wholesale trade	292	2.96%
Public administration	277	2.81%
Information	108	1.10%
Agriculture, forestry, fishing and hunting, and mining	76	0.77%
Total	9,861	100.0%

Source: U.S. Census

The largest occupational sector for Bentonville workers in 2000 was management, professional and related occupations, with sales and office occupations forming the second highest employment category. Occupation by sector is shown in **Exhibit 18**. In the table, first tier categories are highlighted in grey, with sub-categories shown below.

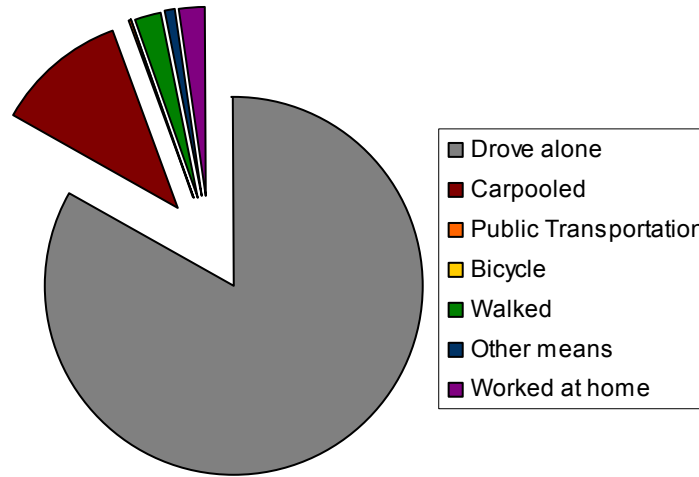


Exhibit 18: Employment by Occupation, 2000

Occupation	Total Employed	Percent of Total Employment
Management, professional, and related occupations	3,339	33.86%
Management, business, and financial operations occupations	1,718	17.42%
Professional and related occupations	1,621	16.44%
Service occupations	1,231	12.48%
Healthcare support occupations	103	1.04%
Protective service occupations	161	1.63%
Food preparation and serving related occupations	404	4.10%
Building and grounds cleaning and maintenance occupations	314	3.18%
Personal care and service occupations	249	2.53%
Sales and office occupations	3,054	30.97%
Sales and related occupations	1,249	12.67%
Office and administrative support occupations	1,805	18.30%
Farming, fishing, and forestry occupations	28	0.28%
Construction, extraction, and maintenance occupations	619	6.28%
Construction and extraction occupations	388	3.93%
Installation, maintenance, and repair occupations	231	2.34%
Production, transportation, and material moving occupations	1,590	16.12%
Production occupations	874	8.86%
Transportation and material moving occupations	716	7.26%
Total	9,861	

Nearly 95 percent of all workers living in Bentonville commute to their workplaces via automobile. Over 80 percent, as shown in **Exhibit 19**, drive alone to their workplace. While these trends indicate a heavy amount of traffic during rush hours, over 78 percent of workers spend less than 20 minutes commuting to work.

Exhibit 19: Travel to Work, 2000



Source: U.S. Census

Incomes

The 1999 median income for families in Bentonville was \$46,558, which was greater than the county and statewide median family income. The City’s median household income of \$39,936 is slightly lower than that of the County but much greater than the statewide median. The median household income figures for the City, county, state and nation are compared in **Exhibit 20**.

Exhibit 20: Median Incomes, 1999

	United States	Arkansas	Benton County	Bentonville
Median household income	\$ 41,994	\$32,182	\$40,281	\$ 39,936
Median family income	\$ 50,046	\$38,663	\$45,235	\$ 46,558

Source: U.S. Census

Median family incomes show a great disparity in the incomes of different race and ethnicity groups. **Exhibit 21** shows median family income by the race or ethnicity of the head of the household. The greatest disparity lies in American Indian families, where the median family income is well below the overall median. Hispanic families also fell below the median.



Exhibit 21: Median Family Income by Race/Ethnicity of Householder, 1999

Race of Householder	Bentonville
White Householder	\$ 46,830
Black Householder	\$ 62,500
American Indian Householder	\$ 26,103
Asian Householder	\$ 58,000
Two or More Races Householder	\$ 43,830
Hispanic Householder	\$ 38,929
All Family Households	\$ 46,558

Source: U.S. Census



Land Use Assessment

Shaping Bentonville's future requires an analysis of historical community land use trends from which reasonable growth rates and land use patterns can be projected and upon which future community growth preferences may be assessed. This Section examines historic and projected residential and non-residential development trends and provides baseline assumptions upon which future land use, public infrastructure and service demands, and fiscal stability will be measured during the course of the planning process.

Population Projections

Population projections for Bentonville are based on historic growth trends. The rate of future growth depends on numerous factors, including the technological, political, environmental and economic climates. Tischler Bise developed population projections for the City when evaluating impact fee programs in 2005. The preferred population projections from the Tischler Bise report are shown in **Exhibit 22**. These projections indicate continued strong growth for the City and continued demand for new and expanded public services and facilities.

Growth projections are also available from the Northwest Arkansas Regional Planning Commission (NWARPC), the Metropolitan Planning Organization (MPO) for the region. NWARPC has calculated population projections for the region's cities through 2030 based on building permit information. NWARPC projects Bentonville's population to reach 61,739 in 2030,

The Center for Business and Economic Research at the University of Arkansas has calculated population projections for counties in Arkansas. Applying the Benton County growth rates to Bentonville's current population provides a third series of population projections for the City. As it is unlikely that the City could sustain a growth rate above 6 percent for over 15 years, this projection should be considered an upper bound.

The population projection for the purposes of this planning project is 65,247 persons in 2030, an increase of 36,636 over the City's 2006 Census population.



Exhibit 22: Population Projections

Year	Tischler Bise		NWARPC		CBER – UA (Benton County growth rate)		Planning Works General Plan	
	Population Projection	Average Annual Growth Rate	Population Projection	Average Annual Growth Rate	Population Projection	Average Annual Growth Rate	Population Projection	Average Annual Growth Rate
2005	28,831	7.88%	-	-	24,085	4.07%	-	-
2006	-	-	-	-	-	-	28,478 ³	-
2010	37,123	5.19%	36,498	6.34%	33,152	6.60%	34,866	5.19%
2015	45,416	4.11%	-	-	45,631	6.60%	42,645	4.11%
2020	53,708	3.41%	49,118	3.01%	62,809	6.60%	50,429	3.41%
2025	62,000	2.91%	-	-	86,467	6.60%	58,206	2.91%
2030	-	-	61,739	2.31%	-	-	65,247	2.31%

Sources: Tischler Bise, *Impact Fees Report, Appendix A*; Northwest Arkansas Regional Planning Commission; Center for Business and Economic Research, University of Arkansas; Planning Works calculation.

Residential Development

In general terms, as population grows the demand for housing grows as well. In order to accommodate these growing demands for housing, private investment, public services, regulatory approvals and the construction industry must respond in a timely and equitable fashion. The timing and form of residential construction reflects the needs of consumers and the developers’ experience with producing various housing types. Therefore, changes in population quantity and characteristics are determinants of residential construction activity. This section reviews the nature of residential construction over the past decade and projects the amount and mix of new residential development.

Recent Residential Growth Trends

Housing data available from the U.S. Census, described in the previous Section, provides a foundation for evaluating recent residential growth. According to the Census data, the City’s housing stock grew by 3,434 housing units between the 1990 census and 2000 census, a growth of over 75 percent. In addition, building permits issued between 2001 and 2005 provided for 4,552 new housing units. As shown above in **Exhibit 11** (see page 60), most units permitted since 2000 have been single-family homes, which account for nearly 65 percent of all permitted units since 2000. While the number of permits issued each year has fluctuated, permit data shows a strong demand for housing, which indicates population growth.

³ The calculation of population projections used the Census estimate of 28,478 for 2006, derived from the City’s special Census, as its base number.



Housing Tenure

Housing “tenure” is a term used to denote whether a housing unit is owner or renter-occupied, although in rare cases squatters may occupy dwellings. The projection method used treats growth of owner-occupied and renter-occupied dwellings as separate calculations. **Exhibit 23** shows the housing tenure characteristics of Bentonville’s housing. The Census data indicates that, during the decade of the 1990's:

- Owner-occupied dwellings slightly declined from 63.7 percent to 58.8 percent of all dwelling units;
- Renter-occupied housing rose, from 31.4 percent to 35.3 percent of total units; and
- The vacancy rate for all dwelling units rose slightly to 5.9 percent.

Exhibit 23: Housing Tenure (1990, 2000)

Year	Owner-occupied		Renter-occupied		Vacant		Total
	Number	Percent	Number	Percent	Number	Percent	
1990	2,862	63.7%	1,412	31.4%	216	4.8%	4,482
2000	4,661	58.8%	2,797	35.3%	466	5.9%	7,924

Source: U.S Census

Overall, housing tenure statistics show a stable housing stock, with minor fluctuations in occupancy trends.

Housing Projections

The demand for shelter may be projected using the population projections, household size and dwelling unit tenure ratios. Although residential growth projections may be calculated, numerous relevant social and political factors influence the ultimate breadth and quality of future residential construction. These factors include, but are not limited to, the regulatory environment, interest rates, fluctuations in the local job base, natural disasters and changing migration patterns. Although Bentonville’s housing market has exhibited strong recent growth with the growth of the City, the local economy could either stabilize the local housing market or cause it to deteriorate depending on changing conditions.

Housing construction projections are based on population projections. The projection of average household size is used to determine how many households will result from the projected population. For the purposes of projecting Bentonville’s residential growth by 2030, the assumed tenure ratios will be 73 percent single-family and 27 percent multi-family, mirroring current housing market ratios.

Household Size

Household size refers to the number of people living in a single housekeeping unit in a specific dwelling. Generally, household sizes rise during times of economic distress, as young people continue to live with their parents and people choose to live together



to share expenses. Similarly, household sizes tend to fall during times of economic prosperity, as people have the resources to find new housing. Due to the strong presence of households with children, household sizes are projected to remain constant at an average 2.6 persons per household.

National trends in household size have been steadily down as “baby boomers” become “empty nesters” and the elderly live longer. The U.S. Census Bureau projects that household sizes will continue to decrease through 2010 and on.⁴ However, Bentonville has a significantly younger average age and a higher number of households with children and so household size was held constant for the purpose of calculating projections.

Projected Growth Trends

The number of single-family and multi-family dwelling units needed to accommodate the projected population scenarios are shown in **Exhibit 24** in 5-year intervals. Based on this analysis, the following observations are made about the residential growth projections:

- The housing stock will include 25,192 housing units with 14,197 dwelling units being built by 2030;
- 8,379 new single-family dwelling units will be needed by 2030; and
- Multi-family housing units will increase by 3,099 dwellings.

Exhibit 24: Projected Dwelling Units by Type

	2006	2010	2015	2020	2025	2030
Projected Population	28,478	34,866	42,645	50,429	58,206	65,247
Single-Family Units	8,027	9,827	12,020	14,214	16,406	18,390
Multi-family Units	2,969	3,635	4,446	5,257	6,068	6,802
Total Dwelling Units	10,995	13,462	16,465	19,471	22,473	25,192

Based on these projections and the minimum lot sizes mandated by the City’s current zoning ordinance, a total of 3,341 acres of land will be developed for residential uses by 2030.

Commercial and Industrial Development

Commercial and industrial uses provide shopping, entertainment, services and employment opportunities for residents and visitors to the community. Based on this relationship, there is a clear nexus between population growth and commercial/industrial growth trends.

The method employed to project Bentonville’s commercial and industrial growth uses employment projection scenarios and typical floor area ratios (FARs) to determine the

⁴ U.S. Census Bureau, May 1996, available at <http://www.census.gov/population/nation/hh-fam/table1n.txt>.



additional amount of floor space and land needed to accommodate growth to 2030.

Employment Projections

Bentonville is a regional employment center due to the location of the Wal-Mart Home Office. The Wal-Mart Home Office attracts thousands of employees and other businesses who desire to be in close proximity to the Home Office.

Projections of non-residential space needed in the City through 2030 are based on employment projections. While many cities experience employment growth at the same rate as population growth, Bentonville's unique circumstances require separate consideration of employment trends over time.

Non-residential growth projections are based on employment projections for the City. Employment projections are more difficult to accurately model because accurate employment figures are more difficult to obtain than population figures. Another difficulty in projecting employment is Bentonville's status as an employment center in the region due to the presence of the Wal-Mart Home Office. The 2000 Census showed that more people are employed in Bentonville than live in Bentonville. The employment projections used in this analysis are based on the existing population to employment ratio, which results in a steady employment growth of 3.5 percent per year (**Exhibit 25**). Numerous conversations with employers, City staff, and the Chamber of Commerce supported the use of this growth rate.

Exhibit 25: Projected Employment

	2006	2010	2015	2020	2025	2030
Total Employment	32,957	40,350	49,352	58,360	67,361	75,509

Floor Area Ratios

Floor Area Ratios (FARs) refer to the amount of floor area relative to the parcel of land that the building sits on. For instance, a 10,000 sq. ft. commercial building on a 20,000 sq. ft. lot would have a FAR of 0.5 indicating that the floor area of the building is equal to half the lot size. Multiple floor structures can often reach FARs above 1 when the cumulative floor space surpasses the size of the lot. The Urban Land Institute (ULI), Center of Urban Policy Research (CUPR) and the Institute of Transportation Engineers (ITE) have conducted extensive research into typical FARs based on the classification of use. **Exhibit 26** lists typical FARs for general commercial land use classifications. Projections of non-residential development assumes that FARs for future non-residential development will continue to reflect typical ratios.



Exhibit 26: Typical Floor Area Ratios

Land Use Category	Typical Floor Area Ratios
Office and Services	0.2
Commercial	0.2
Industrial	0.3

Source: Compilation of ULI and ITE data.

Projected Non-Residential Development

Non-residential development was projected through the year 2030. These land uses were separated into three categories: office, commercial/retail and industrial. **Exhibit 27** shows the projected total amount of non-residential development in square feet of floor space and parcel acreage.

Exhibit 27: Non-Residential Growth Projections

Year	Office		Commercial/Retail		Industrial	
	Acres	Sq. Ft. Floor Area	Acres	Sq. Ft. Floor Area	Acres	Sq. Ft. Floor Area
2010	96.7	842,818	103.2	1,123,758	67.9	887,177
2015	214.5	1,869,059	228.8	2,492,078	150.6	1,967,430
2020	332.4	2,896,005	354.6	3,861,340	233.3	3,048,427
2025	450.2	3,922,031	480.2	5,229,375	315.9	4,128,454
2030	556.8	4,850,903	593.9	6,467,870	390.7	5,106,213

Source: Planning Works calculation.

Based on these projections, a total of 1,541 acres of land will be developed for non-residential land uses by 2030.

Land Use Mix

Exhibit 27 shows the existing mixture of land uses within Bentonville. This table summarizes land uses for developed land only; **Map 3** shows how these land uses are distributed through the City. In developed areas, residential land uses are the predominate use, with single-family residential uses covering over 38 percent of the City’s developed area. Non-residential land uses account for 20 percent of developed land. This table is based on the zoning classifications of the City.



Exhibit 28: Developed Land Use Mix Table

Land Use Category	Acreage	Percentage
Agricultural	5,968.4	37.00%
Single-Family Residential	6,221.8	38.57%
Multi-Family Residential	705.6	4.37%
Office	245.0	1.52%
Downtown Commercial	99.2	0.61%
Commercial	2,037.3	12.63%
Industrial	852.6	5.29%
Planned Unit Development	705.5	4.37%
Total	16,129.8	

Source: Bentonville GIS.

Transportation Assessment

The City of Bentonville benefits from good freeway access. The transportation system partly influences the rapid growth in the City's population over the years. The Transportation assessment is intended to provide guidance and specific actions to ensure continued safe and efficient operations on city streets. Traffic conditions in the City can be managed through a comprehensive program of transportation planning, land use planning, and growth management strategies. This Section examines provisions for roadway, transit, airport, pedestrian, and bicycle transportation modes.

Modes of Transportation

Airport Facilities

The Northwest Arkansas Regional Airport provides access to the City and neighboring areas via air travel. The airport is served by six major airlines to various destinations. As per 2006 statistics, the airport transports 90,000 to 100,000 passengers and 13,000 to 15,000 lbs of cargo per month⁵.

The City also owns and operates a municipal airport. The municipal airport offers general aviation services, including fuel, parking, and airframe service. A majority of aircraft operations are for local general aviation. In March, 2006, a severe tornado caused a great deal of damage to the airport buildings and hangers. The City has developed plans for rebuilding and repairing damaged facilities.

Surface Streets

At the core of the City's circulation network is the roadway system. All modes of transportation depend to some degree upon the roadway system. The streets are owned and maintained by the State, County or the City. **Map 4** shows the road ownership map in the City.

Master Street Plan: The Master Street Plan was adopted in February, 2004. The Plan examines existing and future year traffic demand and proposes long term transportation systems that Bentonville will need in the future. The roadways are functionally classified into nine street classification types. The classifications are mainly defined by specifications set forth in the plan.

Downtown Master Plan: The Downtown Master Plan was adopted in December 2004. The focus of the plan is to guide redevelopment and new development within the redevelopment district to promote an urban center for the city. This plan identifies essential downtown street improvements to create gateway corridors.

Freight Facilities

With employers like Walmart and JB Hunt, the City has significant industrial and warehouse type business activity. In addition to moving people, the roadway system in

⁵ Northwest Arkansas Regional Airport Webpage (<http://www.nwara.com/>)



the City also carries trucks moving goods. Truck traffic should be considered for planning and design of arterial streets. The air cargo also represents a portion of the total freight in and out of the City.

Transit Facilities

Transit is relatively new to the City. Ozark Regional Transit operates one fixed route through the City and also provides limited demand-responsive paratransit services. The Bentonville Route serves places like Scottsdale Plaza, Northwest Arkansas Community College, Bentonville Harp's, Wal-Mart, Health Department, Benton County Senior Center, and the Northwest Medical Center

Pedestrian and Bicycle Facilities

Several city streets have sidewalks. The city requires sidewalks on both sides of the street for all new developments. The design guidelines are set forth in the Master Street Plan. Sidewalks function as pedestrian paths between destinations and also serve as part of the overall bicycle trail network.

Master Trail Plan: The Bentonville Master Trail Plan was adopted in February 2006. The plan examines the existing and future needs for comprehensive trail network that consists of local trails integrated into a regional network. Currently, there are nine trails with 11.17 miles existing or under construction. Using the NRPA standards and the population projections, the city needs approximately 13 trail miles to meet the needs for bicycles, exercise and jogging in 2005. The city has 10.42 miles for those uses; falling short of the recommended mileage⁶.

Map 5 shows existing and future trail network as proposed by the Master Trail Plan.

Street Classification System

Expressways

Expressways serve regional and inter-city travel and should not become the optimum route for intra-city trips. The City is served by one interstate and four state highways. Interstate 540 is a four lane divided freeway with a speed limit of 70 mph and an Annual Average Daily Traffic (AADT) of about 41,000⁷. Interchanges on I-540 at Walton Boulevard, Highway 72, 14th Street and Walton Boulevard bring traffic into and out of the City.

Arterial Streets

Arterials are designed to move large volumes of traffic between freeways/highways and other arterials in the City and to adjacent jurisdictions. The City's arterials are further classified as major and minor arterials. Major arterials are access controlled

⁶ Master Trail Plan, City of Bentonville, February 2006.

⁷ Northwest Arkansas Regional Planning Commission Webpage (http://www.nwarpc.com/Maps/I-540_traffic_counts_ledger.pdf)

and intersections are often signalized. Minor arterials provide mobility through the city and access to major residential, employment, and activity centers. Central Avenue, 14th Street and Walton Boulevard are some of the major arterials through the City. Tiger Boulevard, Moberly Lane, “A” Street and 8th Street are some of the minor arterials connecting to the major arterials.

Collector Streets

Collector streets provide a link between neighborhood streets and arterials. Collectors are necessary for internal traffic circulation. There are several collector streets in the City.

Boulevard Streets

Boulevard streets are median divided arterial streets that have the benefit of access control. For example, North East “J” Street is a two lane boulevard street.

Local and Residential Streets

The primary function of local and residential streets is to provide direct access to adjacent properties. Residential streets should provide sidewalks, good lighting and other landscaping to provide a sense of security to the neighborhoods.

Map 6 shows the City’s Master Street Plan with all the street classifications.

Existing Traffic Conditions

Peak hour turning movement counts and 24-hour counts were conducted in October 2002 for the Streets Capital Improvement Plan study. Traffic count data inventory system was established such that additional data can be appended yearly.

Level of Service

The operating conditions at an intersection are graded by the “level of service” experienced by drivers. Level of service (LOS) describes the quality of traffic operating conditions and is rated from “A” to “F”. LOS A represents the most desirable condition with free-flow movement of traffic with minimal delays. LOS F generally indicates severely congested conditions with excessive delays to motorists. Intermediate grades of B, C, D, and E reflect incremental increases in the average delay per stopped vehicle. Delay is measured in seconds per vehicle. **Exhibit 29** shows the upper limit of delay associated with each level of service for signalized and unsignalized intersections.



Exhibit 29: Intersection Level of Service Delay Thresholds⁸

Level of Service (LOS)	Unsignalized Intersection	Signalized Intersection
A	< 10 Seconds	< 10 Seconds
B	< 15 Seconds	< 20 Seconds
C	< 25 Seconds	< 35 Seconds
D	< 35 Seconds	< 55 Seconds
E	< 50 Seconds	< 80 Seconds
F	≥ 50 Seconds	≥ 80 Seconds

The LOS rating deemed acceptable varies by community, facility type and traffic control device. Generally, LOS D is identified as the minimum desirable goal for signalized intersections. However, at unsignalized intersections LOS E and above are often accepted for low to moderate traffic volumes where the installation of a traffic signal is not warranted by the conditions at the intersection or the location has been deemed undesirable for signalization for other reasons, e.g. the close proximity of an existing traffic signal or the presence of a convenient alternative path.

Streets Capital Improvement Plan

The Streets Capital Improvement Plan Report resulted from study and analysis of all the street intersections in October 2002. Capacity and Operational analyses were performed and the traffic conditions in the City at specific intersections are shown in **Exhibit 30**. As discussed in level of service section, the intersections with LOS rating of E or F need improvements. Projects were prioritized to allocate funds in the Capital Improvement Projects (CIP) funding for years 2006 to 2010.

Exhibit 30: Intersection Level of Service Summary (2002)

Intersection	2002 LOS	Signalized
Main Street and NE 2nd Street	A	no
Tiger Blvd. and NE "A" Street	A	no
Tiger Blvd. and NE "J" Street	A	no
Hwy 102 and "P" Street	B	yes
Hwy 102 and Hwy 71 Northbound Ramps	B	yes
Moberly Lane and SE 28th Street	B	yes
SE "J" Street and SE 28th Street	B	yes
SE "J" Street and SE 8th Street	B	yes
SW "A" Street and SW 8th Street	B	yes
Walton Blvd. and NW 12th Street	B	yes
Main Street and NW 5th Street	B	no
NE "J" Street and John Deshields Road	B	no
SE "J" Street and SE 3rd Street	B	no
Hwy 102 and "A" Street	C	yes
Hwy 102 and "J" Street	C	yes
Hwy 102 and Bekhaertl Water Tower Road	C	yes
Hwy 102 and Walton Blvd.	C	yes
Moberly Lane and SE 14th Street	C	yes

⁸ Highway Capacity Manual, 2000 Edition, Transportation Research Board.



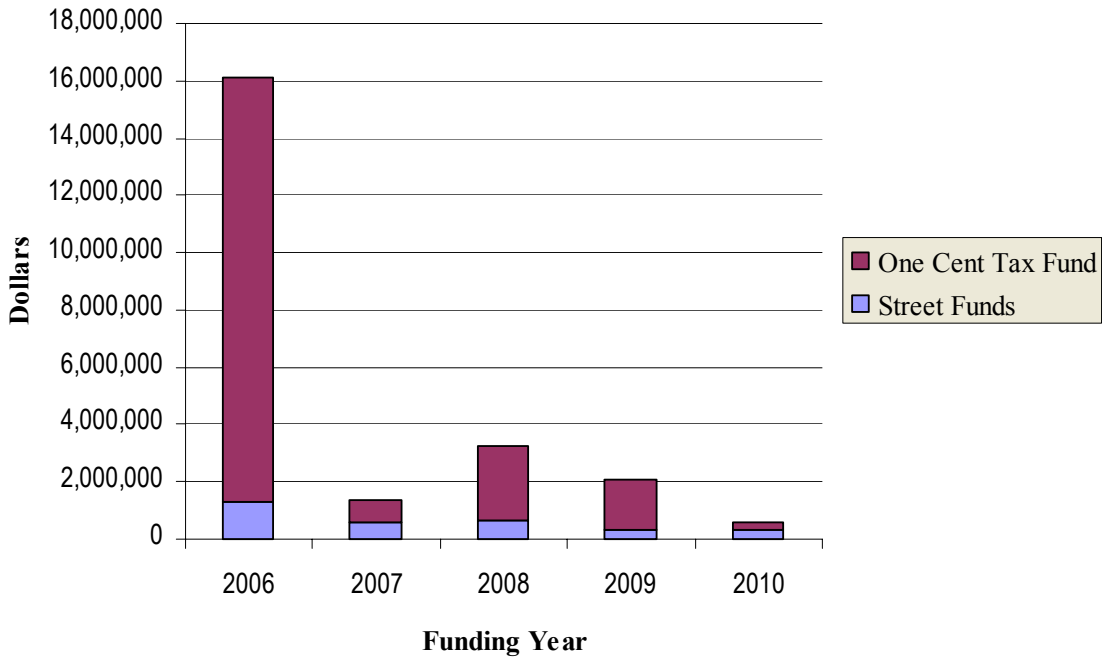
Intersection	2002 LOS	Signalized
Moberly Lane and SE 8th Street	C	yes
SW 14th Street and SW Elm Tree Road	C	yes
Walton Blvd. and Central Avenue	C	yes
Walton Blvd. and SW 8th Street	C	yes
Hwy 12 and SW "I" Street	C	no
SE "J" Street and SE 21st Street	C	no
SE "J" Street and SE 5th Street	C	no
SW 8th Street and SW "E" Street	C	no
Walton Blvd. and Redbud Street	C	no
E. Central Avenue and SE "J" Street	D	yes
Moberly Lane and E. Central Avenue	D	yes
Walton Blvd. and Airport Road	D	yes
Walton Blvd. and Dodson Road/"SE"J" St.	D	yes
Hwy 102 and Hwy 71 Southbound Ramps	E	yes
SE "J" Street and High School Drive	E	no
Hwy 102 and SE "C" Street	E	no
Moberly Lane and Walton Blvd.	F	no
NW "A" Street and Tiger Blvd.	F	no
SW 14th Street and SW "I" Street	F	no
Walton Blvd. and Horsebarn Road	F	no
Walton Blvd. and NW "A" Street	F	no

Capital Improvement Projects (CIP)

The CIP is the City’s long range financial budget plan for all departments. The current CIP includes projects for the years 2006 to 2010. The City identifies important transportation improvement projects in the CIP and allocates funding through various funding sources. Typically, street funds are used for improvement projects. The One Cent Sales Tax was approved in 2003. These tax funds will be used for various transportation improvement projects over the years. The CIP allocated funding summary for different categories of street improvements during the years 2006 to 2010 is shown on **Exhibit 31**.



Exhibit 31: CIP Allocated Funds Summary 2006-2010

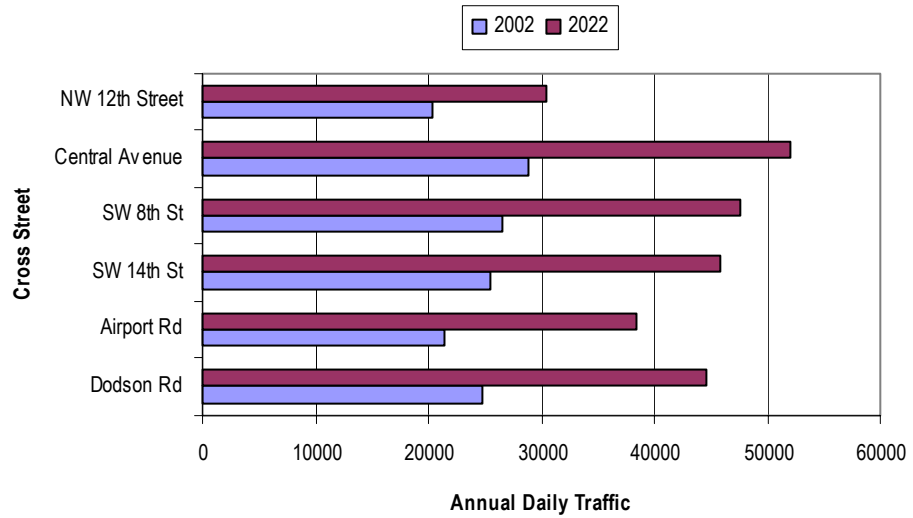


Future Traffic Projections

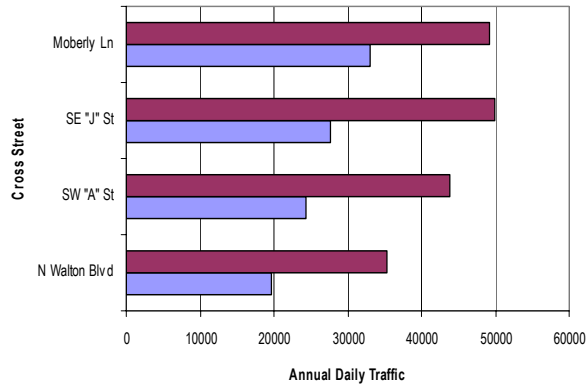
Growth projections for the City are available from the Northwest Arkansas Regional Planning Commission (NWARPC), the Metropolitan Planning Organization (MPO) for the region. The Streets Capital Improvement Plan provides future year traffic volumes for the year 2022 as shown on **Exhibit 32**. Annual Daily Traffic (ADT) data collected in 2002 is also shown for comparison.

Exhibit 32: Future Year Traffic Projections

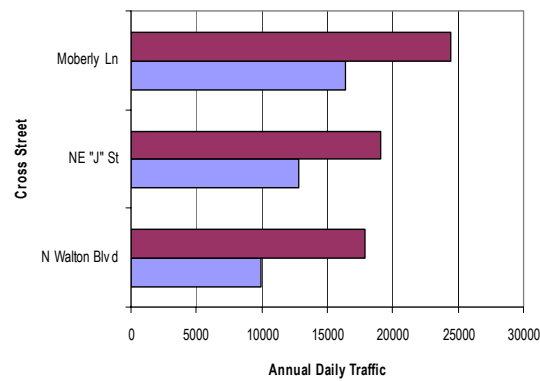
Walton Boulevard



14th Street



Central Avenue





Community Facilities

The Community Facilities Assessment is the beginning of a statement of the community's vision for its own future and a guide to achieve that vision. It examines the locally appropriate level of service for public safety, parks and recreation, and other community facilities and services, based on historic demand characteristics for Bentonville's public facilities and services. Although there are definitive numeric measures of service levels for public facilities and services, the locally accepted standards are a matter of policy. Ultimately the community, through its appointed and elected officials, determines the acceptable service levels necessary to achieve and maintain the desired "quality of life".

Though the City of Bentonville is a primary provider of community facilities to residents of the City, other service providers also operate within the planning area. Schools and cable television are services that are provided by non-City public or private entities. Despite the fact that Bentonville does not provide all of the community services, the City can influence how, where and when these services are provided and how projected growth will affect the service delivery requirements.

While the City does not provide all community facilities and services, the City is *solely* responsible for planning and for land use approvals within the City limits. The City may rely on the availability and/or adequacy of community facilities and services as a factor in the approval, approval with conditions, or denial of applications for development. This may be accomplished informally as the development application is reviewed by City staff, more formally via a referral process whereby each service provider reviews the development for compliance with its standards and requirements, or through a highly rigorous concurrency management system.

The key point is that while the City is not responsible for providing *all* community facilities and services, it does have a responsibility to ensure that all necessary community facilities and services are available at adopted level of service standards at the time of development.

Methodology

Level of service ("LOS") standards for community facilities and services are most commonly presented in terms of the functional resident population served. Initially, LOS can be determined by investigating the existing levels of service that are provided to the existing resident population. Level of service indicators will be evaluated based on service provider's LOS goals, performance data provided by other communities and/or professional standards. Levels of service typically are measured and projected in terms of service area population (*e.g.*, two police officers per 1,000 population). LOS also may be based on responses to calls for service. This measure frequently is used for police, fire and EMS services. Based on the level of service standards and the projected population to be served, costs can be projected for facility levels of service.



Costs and LOS referenced in this section were supplied by the Impact Fee report prepared for the City by Tischler Bise. All of the projections of future needs rely on these data.

Police

The Police Department has been able to keep up with its manpower needs and aims to maintain a police force of approximately 2 officers per 1,000 City residents. Its main challenges are keeping up with the expectations of new residents and keeping up with changes in technology. Bentonville's role as home to Wal-Mart's home office poses some challenges to the department as they receive some calls regarding crime that is somehow related to Wal-Mart but did not happen physically in Bentonville.

Personnel

The City maintains a force of 50 commissioned officers and 20 non-commissioned officers. There are five administrative staff.

Equipment

The Police Department maintains a variety of vehicles and other equipment such as radios. **Exhibit 33** provides an inventory of existing police vehicles and their average costs.

Exhibit 33: Police Department Vehicle Inventory

Vehicle Type	Number	Average Cost per Unit
Patrol Vehicle	38	\$36,400
Unmarked Cars	9	\$34,300
SRT Vehicle	1	\$57,000
Animal Control Trucks	2	\$25,000
Evidence Vehicle	1	\$55,000
Rescue Vehicle	1	\$16,000

Source: Bentonville Police Department.

Other capital equipment used by the department includes communications equipment. The department currently owns 119 radios. The department also owns four communications consoles which cost an average of \$25,000 each.

Facilities

The Police Department headquarters is a 16,585 square foot building located on Southeast 14th Street. A Police Services Building provides the department with an additional 6,000 square feet of space. The City's Animal Shelter is an 800 square foot building. Overall, the department provides 821 square feet of facility space per 1,000 residents.



Levels of Service

The Department currently maintains a personnel ratio of approximately 1.8 sworn officers per 1,000 population. Overall police staffing per 1,000 population is at 2.6 employees. Maintaining this level of staffing through 2030 will require approximately 97 additional employees. This additional personnel will cost nearly \$4.5 million annually by 2030.

To maintain current levels of service through 2030, the department will need 67 additional vehicles, 153 additional radios and 5 additional communications consoles, and 30,193 square feet of building space.

Maintaining current levels of service through 2030 is estimated to cost over \$6.5 million in capital costs for equipment, vehicles, and building space, as shown in **Exhibit 34**.

Exhibit 34: Police Levels of Service for Capital Equipment

Capital Facility	Existing LOS per 1,000 population	Need by 2030	Cost to Meet Need
Vehicles	1.83	67.14	\$2,414,297
Radios	4.18	153.65	\$230,468
Dispatch Equipment	0.14	5.16	\$129,114
Facility Space	821.16	30,193.24	\$3,733,876

Fire Protection

The Bentonville Fire Department provides fire protection and emergency medical response within the City limits and around Bentonville through a variety of mutual aid agreements. The Fire Department is doing well in keeping up with Bentonville’s growth, particularly thanks to the impact fees that help fund the department’s capital needs. The department is currently working on the development of stations six through eight and planning for station nine. A bigger challenge in providing fire protection is manpower. The current manpower level means that dispatching an ambulance from one station puts the fire truck at that station out of service.

Greater cooperation with neighboring fire departments might help the BFD better provide service, particularly in the southwest area of the City where new stations have not been built yet.

Calls for service, shown in **Exhibit 35**, have steadily increased over the past five years, increasing an average of 7.1% each year. In 2005, there were 3,256 calls for service. Medical aid and rescue calls make up the vast majority of total calls, while fires generally account for less than five percent of total incidents.



Exhibit 35: Fire Services Incident Activity

Year	Total Incidents	Daily Incident Average	Total Estimated Fire Losses
2005	3,256	8.92	\$1,459,455
2004	2,792	7.65	\$2,265,700
2003	2,693	7.38	\$801,351
2002	2,472	6.77	\$119,895
2001	2,312	6.33	\$104,280

Source: Bentonville Fire Department.

Facilities

There are five fire stations located within the city boundaries. Station #1 was originally built in 1962, is located in downtown Bentonville, and contains the department's administrative functions. The station is a 10,000 square foot building. Station #2 provides service to the southeast areas of the City and is located near the I-540 interchange. Station #3 opened in 1996 and provides service in the northwest area of the City. Station #4 opened in 2001 and provides service in the northeast area of the City. Station #5 opened in 2005 and provides service in the southwest area of the City. The department has acquired land for Station #6 at Southwest I Street and Highway 12.

Personnel

Standard Operating Guidelines for the department call for seven personnel on duty in Station #1, three personnel on duty in Station #2, and two personnel on duty in all other stations during each shift. Five state certified paramedics are on duty at all times and area assigned so that each frontline ambulance is manned with a paramedic. The department has 66 total employees, including 34 firefighter/EMTs and 26 firefighter/paramedics.

Equipment

Existing Fire Department vehicles are shown in **Exhibit 36**. Fire vehicles are currently maintained at a ratio of approximately 0.84 vehicles per 1,000 population.



Exhibit 36: Fire Department Vehicle Inventory

Vehicle Type	Number	Average Cost per Unit
Fire Engines	5	\$400,000
Ladder Trucks	2	\$750,000
Brush Trucks	2	\$50,000
Rescue Vehicles	2	\$450,000
Ambulances	6	\$150,000
Cars/SUVs	7	\$35,000

Levels of Service

To maintain current levels of service through 2030, the Fire Department will need approximately 31 additional fire vehicles and 39,509 square feet of additional building space, as summarized in **Exhibit 37**. Maintaining current levels of service through 2030 will cost nearly \$12.9 million in capital expenses, not including land acquisition costs for future fire stations.

Exhibit 37: Fire Levels of Service for Capital Equipment

Capital Facility	Existing LOS per 1,000 population	Need by 2030	Cost to Meet Need
Vehicles	0.84	30.99	\$7,288,468
Facility Space	1,074.51	39,508.79	\$5,531,231

Maintaining the existing level of staffing through 2030 will require approximately 85 additional employees. This additional personnel will cost over \$3.6 million annually by 2030.

Water Facilities

The City of Bentonville purchases water from the Beaver Water District, as do the cities of Fayetteville, Rogers, and Springdale. A January 2006 Regional Growth Study prepared for the Beaver Water District projects that total demand for water will reach the limit of BWD’s allocation from Beaver Lake in 2049. City staff have indicated that they are not concerned about BWD’s ability to provide water through 2030.

The City’s biggest need lies in transmission capacity. The City is currently working on building a line from Beaver Lake to Bentonville as well as a storage tank that will position the City’s water supply and transmission capabilities for the next 20 years.

Bentonville also sells water to Bella Vista and supplies approximately 70 percent of the area’s water. Bella Vista has a minimum purchase contract with Bentonville for



water supply and the City's transmission line project includes capacity for supplying water to Bella Vista.

Bentonville's water service area is otherwise confined to the city limits and the service area is surrounded by other water service providers.

Wastewater

The City currently maintains a wastewater treatment plant on the northern side of the City that is rated to treat 4 million gallons per day (MGD) of wastewater. The plant is operating at approximately 80 percent its capacity, prompting the City to explore options for expanding its wastewater treatment capacity. While this plant can be expanded, the City feels it is more prudent to look for a wastewater treatment option in the southern portion of the City, where most growth is currently happening.

Bentonville is a charter member of the Northwest Arkansas Conservation Authority, which currently has a total of 10 members. NACA was formed to develop a regional approach to wastewater treatment. NACA has purchased land from Bentonville for the construction of a regional wastewater treatment plant and has employed an engineer to complete the design of the plant. The goal is for the NACA treatment plant to begin operations in late 2008 or early 2009. A contingency in the land purchase agreement between NACA and the City allows the City to take back the land and build its own treatment plant if NACA's efforts fall through.

Electricity

The City has maintained an electric utility since the early 1900s. The City buys power from American Electric Power and sells electricity in a service area within the city limits, as regulated by an agreement with Carroll Electric through 2022. The City has no concerns about the supply of electric power, but is challenged by keeping up with growth and the needed capital improvements. Since 1998, the City has built five new substations and another is currently in the CIP. The City is aggressively taking over Carroll facilities within the city limits.

Parks and Recreation

Bentonville currently maintains the Coleman Recreation Center and 14 parks categorized by three classifications: mini, neighborhood, and community. With the recent acquisitions of Lake Bella Vista (132.5 acres) and undeveloped Price Coffee (139 acres) properties as community parks, the city's existing cumulative acreage for citywide parks exceeds National Recreation and Park Association (NRPA) guidelines of approximately 10 acres per 1,000 residents. However, analysis of each park classification shows deficiencies, including operational requirements for specific recreation amenities. Comprehensive evaluation and recommendations regarding parks are addressed as a part of the Parks Master Plan.



Library Facilities

The Bentonville Public Library provides library services to the City. In 2005, library circulation reached 171,000 items, public computers were used 19,000 times, 87,000 users visited the library, and reference assistance was offered 11,118 times. The library is open 60 hours per week.

A new library facility opened in October, 2006. At 38,000 square feet, the new facility more than quadrupled the City’s library space. Library staffing includes two librarians, three library specialists, an administrator, nine part-time clerks, and three volunteers.

The public library provides 63,500 volumes. After moving into the new library facility, the number of computers available for public use will increase from 11 to 21, and public catalogs will increase from two to twelve. The new facility will also offer five laptops available for public use.

Levels of Service

While the City does not mandate a set level of service for library services, a 2004 benchmark analysis of northwest Arkansas libraries demonstrated that library personnel averaged 28 full-time-equivalents and 2.58 volumes per capita. Current library facilities fall under that desired level of service, providing 2.23 volumes per resident and 9.59 full-time equivalents.

Maintaining the current level of volumes, library space, and staffing per resident through the year 2030 will require the addition of 81,987 books, 33.57 computers, and 49,063 square feet of building space. Capital costs for books, computers, and building space are estimated to cost over \$13.8 million, based on the value of existing facilities, as shown in **Exhibit 38**. Over twelve additional personnel will be required to maintain current levels of service; the additional personnel will cost over \$310,000 annually by 2030.

Exhibit 38: Library Levels of Service

Facility Type ⁹	Existing LOS	Need by 2030	Cost to Meet Need
Volumes	2.23 volumes per capita	81,987	\$2,213,654
Computers	0.92 per 1,000 residents	33.57	\$53,582
Facility	1.33 sqft. per capita	49,063	\$11,627,980

Source: Planning Works calculation with Bentonville Public Library data.

⁹ The level of service for computers and facility space are based on the facilities available in the new library, opening in October, 2006.



The library is below regional standards for volumes and staffing. The 2004 standard for northwest Arkansas libraries is 2.58 items per capita. Reaching the desired standard of 2.58 volumes per resident will require additional investment by the City. Achieving this level of service through 2030 will require the addition of 94,864 books at a cost of \$2,561,328. The regional average for staffing in northwest Arkansas libraries is 28 full-time-equivalents.

Growth Scenarios Analysis

Considering growth options is an important step in the update of the Bentonville General Plan. This section of the General Plan summarizes the implications of various development patterns and growth management policies that Bentonville may pursue through the plan, development, regulations, public facility investments and other strategies. Building on existing development patterns, this report compares the relative impacts of three different growth scenarios on the City's future.

The Steering Committee and the public at large helped define and refine the scenarios reviewed in this report. The Steering Committee defined a preferred land use mix that was used as the basis for Community Growth Workshops. At these workshops, participants worked in groups to create a growth scenario that represented their preferred development pattern using tiles that represented projected population and employment growth. The resulting scenarios reflected the variety of optional development patterns that participants in the planning process felt were important to review. The consulting team reviewed all of the maps and distilled the groups' ideas into three scenarios. The Steering Committee reviewed these scenarios and refined them to ensure that they addressed a full range of options. These refined scenarios are the basis for the scenarios evaluated in this report.

After discussing the relative impacts of the scenarios, the Steering Committee generated a preferred growth scenario on which served as the foundation for the future land use map. The preferred growth patterns included in the Plan are a combination of the following scenarios:

- **Corridors** – which largely reflects existing development patterns in which development has been following major transportation corridors;
- **Centers** – which assumes that growth will be concentrated in a series of activity centers located throughout the City; and
- **Infill** – which assumes that a large proportion of growth will be located within the existing City where land remains undeveloped.

Existing Development Patterns

Analysis of the three growth scenarios depends on the existing growth patterns of Bentonville shown in **Map 3**. Growth is currently moving southwest from the City core along Highway 12, capitalizing on the location of the regional airport. Development is also taking place along Walton Boulevard near the I-540 interchange and at other major intersections. Residential development is mainly low density and is moving west from the City core.

Many lots that have been platted for residential development or split from larger tracts are vacant. These lots, referred to as the development pipeline lots, are available for development with no action required other than staff issuance of a building permit.

There are currently 3,592 pipeline lots in Bentonville. Growth projections for the City indicate that 11,478 new households are expected to locate in Bentonville between 2006 and 2030. Assuming that only 80% of the pipeline lots will be absorbed by projected growth, new development could consume 2,874 pipeline lots. These lots would account for approximately a quarter of projected new households. This level of pipeline lots allows the City to retain some control over future growth patterns.

Projected Growth

The Growth Scenarios discussed in this report are based on the products of the Development Allocation Exercise that was conducted at two community workshops held on June 20. Participants were asked to determine where the growth projected for Bentonville should occur.

Residential growth projections are based on the population projections for the City; non-residential growth projections are based on employment projections for the City. These projections are discussed in detail in the Background Assessment section of this Plan.

Growth projections are as much an art as a science. While the projections presented here are based on the best available data, actual growth rates are influenced by a variety of conditions, including events or changes in the development climate that are unforeseen today. More rapid growth may result in Bentonville reaching the projected population before 2030. Slower growth may result in a smaller population than projected in 2030. In either case, the City should monitor its growth and its progress toward General Plan goals annually to determine when the Plan should be updated to account for changes.

Growth Scenarios

The Community Workshops and Steering Committee meeting held on June 20, 2006 resulted in eleven maps of the County, each showing a different growth allocation. These maps were used to develop three distinct growth alternatives (see **Maps 7-9**). Each scenario map shows existing land uses in pale colors and new land uses, based on the growth allocation exercise, in bold colors.

Each scenario contains more than enough acreage in each land use to provide for projected development through 2030 plus a surplus to provide for flexibility. The main differences between the scenarios lie in the geographic distribution of land uses and the mix of housing types.

- **Corridors Scenario** – The Corridors scenario is based on several maps on which participants placed future growth primarily along the City’s major traffic corridors. Based on conversations with City staff, this scenario most closely matches of current growth trends.



- **Infill Scenario** – The Infill scenario focuses on development occurring within the existing community, filling in undeveloped land that is surrounded by development. New development in and around the outskirts of the City boundaries is minimal.
- **Centers Scenario** – Activity Centers is a scenario based on the concentration of new development in a number of nodes around Bentonville. This scenario includes the greatest amount of mixed use development.

Land Use

All three scenarios provide more than sufficient land to meet the projected demand through 2030. This additional land is necessary to provide adequate site alternatives and location flexibility in order to respond to market choices. **Exhibit 39** shows the land use mix offered by each scenario once it is fully developed as indicated (otherwise known as reaching build-out).

Exhibit 39: Additional Acreage by Scenario

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	680	1,421	1,041
Low Density Residential	4,430	4,094	3,104
Medium Density Residential	291	367	455
High Density Residential	154	133	112
Total Residential Uses	5,555	6,015	4,712
Mixed Use	187	787	158
Office	751	549	774
Commercial	981	937	1,168
Industrial	877	684	975
Total, Non-Residential Uses	2,796	2,957	3,075
Total	8,351	8,972	7,787

The City will not reach complete build-out under any of the growth scenarios by 2030 due to the fact that the land supply allocated for each growth scenario was chosen to accommodate more growth than is projected. Nor should the City try to fully build all areas contained in the planning area; to do so would ignore the influence market preference has over development patterns as they emerge. Areas that are more suitable for development are most likely to develop first. Suitability for development is based on criteria such as proximity to major roads and utilities; absence of impediments such as wetlands, floodplain, and steep slopes; and compatibility with



surrounding land uses. Some of the allocated land will not be developed due to existing and future development constraints.

Exhibits 30 and 40 indicate that residential uses occupy the majority of land under each scenario, exceeding 60 percent in each case. However, the ratio of residential to non-residential uses varies. The Centers scenario provides 2.03 residential acres for each non-residential acre, Corridor provides 1.98 residential acres per non-residential acre, and Infill provides 1.53 residential acres per non-residential acre. Stated another way, the Infill scenario appears to provide the densest residential pattern of the three scenarios, as compared to non-residential development. However, the Infill scenario provides 1-½ times the amount of residential estate acreage and only three-quarters the amount of high density residential acreage of the Corridors scenario.

Exhibit 40: Land Use Mix by Scenario, Percentage

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	8.1%	15.8%	13.4%
Low Density Residential	53.0%	45.6%	39.9%
Medium Density Residential	3.5%	4.1%	5.8%
High Density Residential	1.8%	1.5%	1.4%
Total Residential Uses	66.5%	67.0%	60.5%
Mixed Use	2.2%	8.8%	2.0%
Office	9.0%	6.1%	9.9%
Commercial	11.7%	10.4%	15.0%
Industrial	10.5%	7.6%	12.5%
Total, Non-Residential Uses	33.5%	33.0%	39.5%

Housing

The composition of housing types in 2000 showed a significant preference for single-family homes. As shown in **Exhibit 41**, single-family homes accounted for 76 percent of the housing mix in 2000. Duplex and larger multiple-family dwellings were roughly equal, while medium sized multiple-family units accounted for the second largest overall percentage.



Exhibit 41: Existing Housing Mix, 2000

Housing Type	Number of Units	Percentage
Single-family	6,042	76.0%
Duplex	523	6.6%
3 to 9 units	836	10.5%
10 or more units	490	6.2%
Mobile Home	57	0.7%
Total Units	7,948	100.0%

Source: U.S. Census, 2000.

The number of new dwelling units developed under each scenario is based on the acreage allocated to each residential land use. The scenarios were prepared using four residential categories. Residential estate land uses are large-lot residential developments with individual units on lots typically 1 acre or larger in size. Low density residential development consists of more typical suburban densities, with subdivisions averaging 4 to 6 homes per acre. Medium density residential development is characterized by homes on smaller lots, duplexes, townhomes, and apartments, with between 8 and 12 dwelling units per acre. High density areas account for the densest developments, averaging more than 12 units per acre. The specific type of housing unit found in a given development can vary, and will ultimately be determined by the housing market. **Exhibit 42** shows the total number of new housing units that could be developed on land designated for estate, low density, medium density, and high density residential development under each scenario at build-out.

Exhibit 42: New Housing Units at Build-out, Number

Housing Type	Corridor Scenario	Centers Scenario	Infill Scenario
Residential Estate	340	711	521
Low Density Residential	26,580	24,564	18,624
Medium Density Residential	3,492	4,404	5,460
Mixed Use	2,244	9,444	1,896
High Density Residential	3,696	3,192	2,688
Total Units	36,352	42,315	29,189

For this analysis, housing units were calculated using 0.5 dwelling units per acre for residential estate (equivalent to two-acre lots), 6 dwelling units per acre for low density residential, 12 dwelling units per acre for medium density residential, and 24 dwelling units per acre for high density residential. While zoning allows higher densities, these densities are used as reasonable average densities.

The Centers scenario provides the most new housing units, nearly 50 percent more than the Infill scenario, but consumes more land in residential uses because the Infill



scenario emphasizes higher density development located as much as possible within the existing built-up area. **Exhibit 43** shows the housing mix at build-out for each scenario as a percentage of total new housing.

Exhibit 43: New Housing Units at Build-out, Percentage

Housing Type	Corridor Scenario	Centers Scenario	Infill Scenario
Residential Estate	0.9%	1.7%	1.8%
Low Density Residential	73.1%	58.1%	63.8%
Medium Density Residential	9.6%	10.4%	18.7%
Mixed Use	6.2%	22.3%	6.5%
High Density Residential	10.2%	7.5%	9.2%

Each growth scenario presents a different mix of housing types for new housing development. The Corridor scenario devotes the greatest acreage to low density residential development. The Centers scenario provides less acreage for this housing type, instead emphasizing mixed use development with medium to high density residential components. While the Infill scenario offers the fewest number of additional dwelling units, it also consumes the least amount of land. Infill also provides greater percentages of higher density housing, putting over ¼ of new housing units into medium and high density developments. While none of these growth scenarios would significantly alter the current housing mix, which is predominately single-family, the Centers scenario would shift a significant proportion of new housing to mixed use developments, while the Infill scenario focuses on medium density development in areas more likely to be served by existing city services.

Population

The growth allocation workshops used a 2030 projected population for Bentonville of 65,247 persons. This projection represents an increase of 36,769 persons from the 2006 City population of 28,478. The three growth scenarios represent three different final populations when their respective residential acreages are fully built-out. These differing population projections are based on the different numbers of housing units possible in each scenario.

Exhibit 44: Total Population at Build-out

	Corridor Scenario	Centers Scenario	Infill Scenario
Base population (2006)	28,478	28,478	28,478
New residents	94,152	109,596	75,600
Total population	122,630	138,074	104,078



The total population figures shown in **Exhibit 44** are based on the current average household size of 2.59; fluctuations in actual household size, such as those due to economic conditions, varied mixes of unit types or changes in average family size, will affect the total population in each scenario. Note that the excess capacity figured into the scenarios means these populations figures represent continued growth beyond 2030.

Employment

Projections of employment supported by each scenario are based on current floor-area ratios, which regulate the building size that may be built on any non-residential property in the City, and general standards for the number of employees per number of square feet in each building. Generally, office buildings support one employee per 300 square feet of gross floor area, commercial buildings support one employee per 400 square feet of gross floor area, and industrial buildings support one employee per 500 square feet of gross floor area. Some community members have indicated that these common figures might be higher than typical square footage per employee in the Bentonville area; if so, the number of employees that might be supported by each scenario would be higher than indicated.

Exhibit 45 shows the number of employees that would be supported by each scenario at build-out. The Mixed Use category includes two different types of employment – office and commercial.

Exhibit 45: Total New Employment at Build-out

	Corridors Scenario	Centers Scenario	Infill Scenario
Office	21,795	15,949	22,471
Commercial	26,713	25,515	31,807
Industrial	22,908	17,885	25,488
Mixed Use - Office	1,355	5,711	1,146
Mixed Use - Commercial	1,271	5,354	1,075
Total	74,042	70,413	81,987

This analysis should not be interpreted as the number of new jobs that will be attracted to Bentonville. These numbers are only the number of jobs that could be supported by the acreage designated for each land use. Whether the City might attract and maintain employers to provide these jobs is outside the scope of this analysis.

Each scenario changes the total mix of employment types due to its particular mix of land uses. **Exhibit 46** shows the total employment mix possible under each scenario compared to the employment mix in 2000. In determining an ideal land use mix for the City, the Steering Committee indicated a strong preference for increasing the amount of commercial activity within the City. While each scenario shows a much



different employment mix, the Corridors scenario most closely replicates the existing employment mix in Bentonville and the Centers scenario encourages the most commercial development.

Exhibit 46: Total Employment Mix at Build-out

	2000 Employment	Corridors Scenario	Centers Scenario	Infill Scenario
Office	57.79%	33.55%	25.61%	23.63%
Commercial	19.29%	29.90%	36.49%	32.89%
Industrial	22.92%	36.55%	37.90%	43.48%

Transportation

Bentonville contains an existing transportation network built on a series of state and federal highways, including Interstate 540, US 62 and 71, and Highways 12, 72, and 102. This network is shown in **Map 6**. These roads support most trips for people entering or leaving the City, and provide the backbone for many trips within Bentonville and nearby areas.

Exhibit 47 shows the acreage in each scenario that abuts a street. Development of these areas would require less capital cost for the City, and would not add to the existing street maintenance costs.

Exhibit 47: Acreage Abutting an Existing Street

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	323	1,130	350
Low Density Residential	3,190	3,241	2,060
Medium Density Residential	262	367	339
High Density Residential	145	113	112
Mixed Use	178	637	158
Office	714	510	675
Commercial	900	862	1,024
Industrial	829	600	893

Additionally, development of new residential uses will require construction and maintenance of new local roads to provide access to individual parcels. **Exhibit 48** shows the total lane-miles of roads and the lane-miles per dwelling unit type needed to service new residential construction under each scenario.



Exhibit 48: Lane-Miles of Roadway Needed, Residential Uses

Housing Type	Corridor Scenario	Centers Scenario	Infill Scenario
Residential Estate	6.4	13.5	9.9
Low Density Residential	302.0	279.1	211.6
Medium Density Residential	23.1	29.2	36.2
Mixed Use	14.9	62.6	12.6
High Density Residential	24.5	21.2	17.8
Total	371.0	405.6	288.1

Utilities

Utilities necessary for development include water, wastewater, and power (in this area, primarily electricity). This analysis focuses on water and wastewater only, as the City has indicated that power is widely available. No analysis of access to adequate volumes of water for fire protection is available at this time.

For the purposes of this analysis, parcels of land located within a quarter mile of a water or wastewater line were presumed to be within an existing service area, while parcels of land located more than a quarter mile away from a water or wastewater line were presumed to be outside existing service areas. This designation is **not** intended to signal that the City cannot or will not serve a parcel with water and wastewater service. It merely indicates where providing that service will be more costly due to the costs of extending lines to that area.

Water

While the City provides water service throughout its municipal boundaries, there are portions of the City's planning area to which water lines have not yet been extended, particularly in the outskirts of the City where annexation is ongoing. **Map 10** shows the City's water service area as compared to the existing water lines. **Exhibit 49** shows the acreage in each scenario that is more than a quarter mile distant from existing water lines.



Exhibit 49: Acreage Outside Existing Water Service

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	463	858	976
Low Density Residential	3,274	2,756	2,149
Medium Density Residential	7	165	278
High Density Residential	46	60	-
Mixed Use	-	214	-
Office	19	98	150
Commercial	76	158	334
Industrial	500	270	686
Total	4,385	4,579	4,573

Wastewater

While the City provides wastewater service throughout its municipal boundaries, there are portions of the City’s planning area to which sewer lines have not yet been extended, particularly in the southwestern and western portions of the City where annexation is ongoing. **Map 11** shows the City’s wastewater service area based on existing wastewater lines. **Exhibit 50** shows the acreage in each scenario that is more than a quarter mile distant from existing wastewater lines.

Exhibit 50: Acreage Outside Existing Sewer Service

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	425	1,300	976
Low Density Residential	3,426	2,430	2,357
Medium Density Residential	156	165	72
High Density Residential	46	107	-
Mixed Use	-	202	-
Office	32	112	117
Commercial	51	208	212
Industrial	475	270	798
Total	4,611	4,794	4,532
Total, excluding Residential Estates	4,186	3,494	3,556



Fire/EMS

The City of Bentonville Fire Department currently employs 66 (60 certified) personnel at 5 stations throughout the City. Based on the Bentonville 2006 population of 28,478, the City is currently maintaining a level of service of 2.1 certified personnel per 1,000 residents and 0.2 fire stations per 1,000 residents. The Bentonville Police Department employs 75 people (70 officers), maintaining a level of service of 2.5 officers per 1,000 residents.

Exhibit 51 shows the acreage that is located outside of a 4-minute response time of a fire station. These acreages were determined based upon a 2.3 mile radius of each station and a travel speed of 35 miles per hour, not an actual network analysis of the street system. The response areas are shown in **Map 12**.

Exhibit 51: Acreage Outside 4-minute Fire Response Time

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	345	1,056	754
Low Density Residential	3,443	2,276	977
Medium Density Residential	150	287	-
High Density Residential	126	133	-
Mixed Use	-	385	-
Office	264	301	259
Commercial	175	207	89
Industrial	877	500	956
Total	5,380	5,145	3,035

Environment

Floodplains pose a significant environmental constraint on development. While Bentonville does not have significant rivers nearby, it is crisscrossed by a number of streams and related floodplains, shown in **Map 13**, and extends into a number of watershed basins, shown in **Map 14**. The three growth scenarios include varying amounts of new growth allocated within a floodplain. **Exhibit 52** quantifies where growth has been allocated in a floodplain. The presence of a floodplain lowers the suitability of land for development. Development within a floodplain is likely to happen only when the value of land has risen to the point that the risk of flood and the costs to build are offset by the likely return. Floodplain development also increases risks of water pollution due to stormwater run-off and other non-point source risks.



Exhibit 52: Acreage Within a Floodplain

	Corridors Scenario	Centers Scenario	Infill Scenario
Residential Estates	46	88	5
Low Density Residential	267	465	257
Medium Density Residential	-	12	1
High Density Residential	11	-	14
Mixed Use	24	4	24
Office	26	34	18
Commercial	39	3	96
Industrial	119	16	83
Total	465	622	498

Plan Goals and Implementation

The planning process identified a number of goals for ongoing development in and around the City. This discussion compares the relative effectiveness of the scenarios in achieving these goals.

Land Use Goal: Foster a safe, convenient, attractive, compatible, and fiscally responsible land use pattern that include a variety of housing, recreational, and commercial opportunities while respecting unique community assets.

While there are some minor differences in the amount of land in each land use category, the key difference between each scenario is how the land uses are allocated throughout the planning area. The Corridors scenario is the least compact scenario, allowing current development trends to continue to extend development out along major transportation corridors. The Centers scenario offers a mixed approach. While the activity centers established in this scenario offer an opportunity to capitalize on community assets such as Crystal Bridges, the individual centers are relatively dispersed, especially along Highway 12 towards the airport. The Infill scenario concentrates development in the existing City core, but also includes a strong amount of development in the northeast portion of the City, across I-540 from the existing core, and in the southwest portion of the City near the airport.

Achieving the Corridors scenario is unlikely to require many changes to the City’s existing development policies because this scenario is closely related to existing development trends.

The Centers scenario offers the opportunity to use a variety of implementation techniques. Bonus or incentive zoning can be used to encourage development of activity nodes. With incentive zoning, developers meeting certain standards or providing desired amenities determined by the City are offered additional densities as an incentive. Incentives must be attractive enough to encourage the development



desired by the City. Another tool is the use of development agreements between the City and the developer. Development agreements can be a form of treaty between the two parties, specifying what services and facilities the City will provide in exchange for specified development or amenities.

Infill development can make similar use of incentive zoning to encourage development on undeveloped parcels. In addition, some changes to the development regulations can encourage infill development, such as overlay districts or changes to the dimensional requirements. In some areas, older development may in effect have been outlawed because it does not conform to existing standards for setbacks or parking requirements. Relaxing these standards can encourage compatible infill by recognizing the reality of the situation. Overlay districts can help specify where flexibility is available to developers without making wholesale changes to the zoning regulations.

Transportation Goal: Provide and maintain a transportation system that includes multiple modes and emphasizes connectivity, safety, and cost effectiveness while supporting the preferred land use pattern.

A multi-modal transportation network provides a variety of choices for travelers: automobiles, public transit, bicycling, and walking are the most common choices. Bentonville currently has a robust road system available for automobile traffic, although it is beginning to struggle with congestion issues. There is currently a very limited public transit system that consists of a single, infrequent route through the City. The City has taken steps to encourage bicycling and pedestrian access through its Trails Master Plan. The Steering Committee and City staff have expressed a desire to provide for transit opportunities as the City continues to grow.

For the automobile, infill development takes advantage of the existing roadway network. The addition of higher densities can generally be supported by capacity improvements on the existing street network. The Centers scenario would require extending arterials out to Centers that are not immediately adjacent to the existing City core. The Centers would also need a strong collector street system within each center, but would keep efficient traffic flow on the arterials. Corridor development may create additional traffic congestion as it tends to result in poor access management and congested arterials.

For transit, Corridor development can impede pedestrian and non-motorized traffic. Corridor type development may seem to be easily served by a transit route, but often the land uses are disconnected from each other and from the roadway. Conversely, an infill strategy would promote efficient use of property already being provided with city services. This strategy would serve to bolster densities making provision of transit to these areas more efficient. The Centers scenario is also easier to serve with transit because the development is clustered in one location, usually at higher densities than typical development. In addition, center are often built around a focal point,

which is within walking distance to most of the development. This focal point can be efficiently served by transit.

Traditional urban transit services are characterized by fixed-route alignments and frequent all-day service. Factors¹⁰ that contribute to high travel demand include:

- **Development Intensity:** The more trip ends located within walking distance of a bus stop, the more potential passengers transit can draw.
- **Mix of Activities:** The greater the variety of trip purposes that occur in the area served, the more likely that consistent, all-day ridership levels will materialize.
- **Pedestrian Accessibility:** The more comfortable an environment is for pedestrians, the more likely it is that potential passengers will choose to walk to a bus stop and use transit.
- **Impediments to Automobile Use:** These include parking costs and traffic congestion which make use of the private automobile less attractive.

These factors can also be referred to as Density, Diversity, Design and Driving Deterrents.

Density

Density is a widely used characteristic in transit planning because it is easy to compute from readily available data and it provides a broad indicator of how supportive of transit an area may be. Density is a proxy for what transportation professionals hope to capture – the number of trips that are induced by the area's activities.

Fixed route services operate most efficiently in areas with population densities of more than 3,000 persons per square mile, whereas, flexible services can efficiently serve areas with lower densities and areas with incomplete street systems. Generally, when the demand falls below ten passengers per hour demand based services are likely to offer a more effective service than fixed route service.

One way to increase density is through the development of neighborhood centers. Land uses such as office, commercial and medium/high-density residential are well suited for neighborhood centers and locations next to existing or proposed transit routes. By clustering these uses around community focal points and public spaces, more people benefit from access to transit service and other public amenities. Additionally, increased density makes transit service more cost effective, since each route is able to serve more people. Increased density in neighborhood centers can be accomplished through new infill development.

Diversity

Many suburban areas include all of the same land-use types that urban areas include. However, decades of suburban zoning restrictions have created areas composed of

¹⁰ TCRP 34: Guidebook for Evaluating, Selecting, and Implementing Suburban Transit Services, April 2006.



larger patches of single uses than are typically seen in urban areas. Residential, retail, educational, medical and employment uses mixed in such a way that people can reach their daily destinations by walking a short distance will foster a more pedestrian friendly and more efficient transit community.

A mix and density of land uses is a powerful tool in the creation of places where travel is best experienced without the aid of the automobile. Appropriate mixes of land uses must be complementary to one another to encourage trip interactions. A connected and integrated land use mix also encourages different activities throughout different times of day, enabling parking facilities to be sized in a manner that is not out of scale to the pedestrian or transit customer. One example is mixed-use buildings containing office and residential uses over streetfront retail shops. Mixed-use districts allow people to live within walking distance of or a short transit ride from work, shopping and other services; they also establish “park once” environments where people are able to walk between uses. Additionally, a mix of uses creates a vibrant 24-hour neighborhood with a variety of activities throughout the day and week. Different uses can be incorporated into a single building, or smaller single-use zones can be used to create a mixed-use neighborhood. In transit-supportive areas, it is important to have a concentration of small-scale everyday uses.

Design

Site and building design are considerably different in areas that support traditional urban transit services than in areas where attracting riders is a greater challenge for transit. Suburban areas are characterized by sites with buildings set back farther from property lines than in urban areas. In many urban areas buildings are built to the street edge and up against each other. Large setbacks contribute to longer walking distances between bus stops and the destinations where passengers want to go.

A by-product of larger setbacks is the discontinuity of the street wall, the edge created by buildings along the street. A continuous street wall is desirable in a good walking environment because it provides spatial definition for the street and provides a constant stream of changing views that enhances a pedestrian’s experience. Gaps for parking lots, vacant lots, open space, or buildings that are not oriented toward the street create greater gaps between activity and a less interesting, or even unpleasant, pedestrian environment.

The location of employment concentrations, institutions and other generators and potential generators of transit trips impact the location of transit routes and stops. Transit planners often use the rule of thumb that individuals will walk a quarter mile (1,320 feet), or about ten minutes, to and from a transit stop. However, we know from surveys and empirical information that the distance that most individuals will walk is actually considerably less. Another known fact is that the environment, such as steep grades, the perception of security and the attractiveness of the surroundings, has a significant influence on the distance individuals will walk for transit service. In addition, factors which contribute to walkability include directness, continuity of sidewalks, street crossings and land use connectivity.

Land use and development patterns in suburban areas are often not conducive to pedestrian movement, and therefore are not conducive to transit service. Linear development is often accompanied by wide arterials with multiple lanes and often median divided traffic, with high speed limits (e.g. 45 mph). This type of corridor is not conducive to pedestrian traffic, nor is it “transit friendly.” A corridor like this is often characterized by high traffic volumes, multiple lanes, multi-phase traffic signal phasing, left turn lanes, channelized right-turn lanes allowing free-flow right-turning traffic and relatively high speed limits (45 mph). These factors create barriers for pedestrians needing to cross the roadway. Destinations on either side of the street are difficult to access by walking.

Land uses that are set back from the arterial streets and separated from each other by expanses of surface parking lots create an environment that is unattractive for walking. Though secondary streets can connect the various land uses to main arterials, the slower speeds, frequent stops, and length of the loop would reduce the efficiency of transit services. There is always a trade off between service and accessibility versus speed. Although an area may have numerous potential destinations, it is not considered an attractive area for transit if there are significant setbacks of individual destinations, long walking distances and circulation patterns unattractive to either pedestrians or transit vehicles.

Driving Deterrents

Urban areas frequently offer incentives to transit use in the form of disincentives to automobile use. Parking scarcity limits the availability of free parking, creates a market for paid parking, and thereby increases the cost of driving. These costs come in many forms: the cost of time spent searching for a space or walking from a distant location, or simply the parking fee. In addition, the concentration of activities generates traffic congestion which creates delays, reduces travel time reliability, and adds stress to the driving experience. Where these conditions exist, transit becomes an increasingly desirable alternative to the automobile for people who have a choice in how they travel.

Community Design Goal: Maintain the small-town environment that is Bentonville’s hallmark while continuing to develop the cultural amenities that draw residents and visitors to the City.

A “small-town environment” can mean different things to different people. Some of the characteristics of Bentonville most commonly mentioned in conjunction with the small-town environment are the downtown area, the friendliness of the people, and ease of moving through the City and accessing goods and services. While the scenarios themselves do not have a direct impact on friendliness, they will impact the other components of “small-town environment.”

The Corridors and Centers scenario both involve a greater level of development outside the historic center of Bentonville. The Corridors scenario in particular involves



dispersed development which draws residents and visitors away from cultural amenities such as downtown and Crystal Bridges. Corridor or strip development can also result in increased difficulty in accessing a particular business due to corridor congestion and an increased number of access points.

The Centers scenario locates two activity centers in the southwestern area of the City along the Highway 12 corridor. These are each sizable centers that might also be considered as new small towns. As shown in the scenario, these new centers are likely to develop with a new character that will not necessarily be tied to the existing character of Bentonville. While the new centers are also likely to draw people away from existing amenities such as Crystal Bridges, some centers are located near existing amenities and new centers may offer new amenities for the City, as well.

The Infill scenario results in the most development in and around the existing city core. Infill development emphasizes the elements of Bentonville that have contributed to its perceived character, such as the downtown area and the amenities coming to the area, such as Crystal Bridges. Higher density development in these areas has the potential to change the “small-town” feel unless designed appropriately.

One way to preserve the community character is through the use of design standards to encourage the use of consistent design features or characteristics. Design standards may include a focus on aesthetics like colors or materials, but more effective standards might be those that focus on building massing and orientation, which are more likely to be politically agreeable and can have an important impact on community character.

The Infill and Centers scenarios also lend themselves to the use of neighborhood plans. These plans could be used to define development requirements for a neighborhood or an activity center. For the Infill scenario, neighborhood plans could define dimensional requirements to encourage compatibility between existing and new development. For Centers, neighborhood plans could define a character and amenities for each center.

Economy Goal: Sustain the strong local economy that provides varied employment and trade opportunities built upon efficient and equitable use of Bentonville’s cultural, natural, built, and human resources.

There are minimal differences between the three scenarios in their ability to support a strong local economy. Each scenario provides for a similar mix of non-residential land uses. While differences in where uses are located among the three scenarios might result in differing levels of desirability for some parcels, other market forces are likely to play a role as well.

Physical Environment Goal: Ensure that development decisions minimize degradation of natural resources and promote a clean, safe, and aesthetically pleasing environment for all current and future citizens.

Each scenario results in the development of land that is currently open space or agricultural land. The Infill scenario, however, results in the most preservation of existing open space around the City. The Centers and Corridors, with more dispersed development patterns, result in more land consumed. However, the Corridors and Infill scenario include the least amount of development within the floodplain.

The City can encourage environmental preservation through its zoning decisions and other development policies. Designating environmentally sensitive areas as open space or providing other incentives for the preservation of those areas will encourage sustainable development.

Public Facilities and Services Goal: Ensure that public services, facilities, and utilities support community life in a safe, effective, and efficient manner, while justly allocating the costs of providing these public goods.

All of the scenarios require the extension of public facilities and services, although to varying degrees. One benefit of the Infill scenario is that it takes advantage of existing infrastructure investments in roads, utilities, and other community facilities. However, the Infill scenario also includes significant new non-residential land uses in the southwest, near the airport, and significant new residential development to the northeast, across I-540 from the City core. These areas do not have the full range of public facilities and so would require some new investments and utility extensions. This scenario is also likely to require some additional capacity improvements.

The Corridors scenario benefits from the fact that the City has already begun extending utilities along the Highway 12 corridor towards the regional airport. However, additional development along the corridor will require additional investment. This scenario includes the most acreage that is outside a fire response area. While the City has begun acquiring land for new stations in this area, building the stations and equipping and staffing them will require significant investment.

The Centers scenario makes some use of existing infrastructure, but, like the Corridors scenario, includes significant land outside a fire response area. In addition, each center is likely to require additional investments at each activity node, such as collector streets. This development pattern lends itself to the use of benefit districts or special assessment districts, where landowners in a specific area could be assessed to help pay for the costs of providing public facilities that serve that particular area. This districts must be carefully crafted to ensure that the assessments are levied legally and used equitably.

Each of these scenarios could make use of an Adequate Public Facilities Ordinance (APFO) that would tie development approvals to the availability of specified public facilities. Many public facilities could be candidates for an APFO, including school capacity, water supply or distribution, wastewater collection or treatment capacity, or road capacity. APFOs can be structured so that when capacity is not available to support development, development must wait for capacity to become available, such



as through the extension of a wastewater line to an area as planned in the City's CIP, or the developer may pay for the provision of the capacity, such as providing funds to complete the wastewater line earlier than planned. Not all public facilities are good candidates for an APFO and it is important that the APFO is understood as a way to coordinate the timing of development with facility capacity, rather than as a way to fund ongoing service needs or improvements.



Appendix A: Maps

- Map 1: Future Land Use Map
- Map 2: Regional Map
- Map 3: Existing Land Use
- Map 4: Road Ownership
- Map 5: Master Trails Plan
- Map 6: Road Classification
- Map 7: Corridors Scenario
- Map 8: Centers Scenario
- Map 9: Infill Scenario
- Map 10: Water Service Area
- Map 11: Wastewater Service Area
- Map 12: Fire Response Area
- Map 13: Topography and Floodplain
- Map 14: Watershed Basins

Appendix B: Sample Ordinance Text

The following text provides a sample for ordinance language that may be used by the City to establish a process for making amendments to the General Plan after its adoption. This text is a sample only and should be thoroughly reviewed by the City and its legal counsel.

General Plan Amendments

1. Purpose

To amend the General Plan text or maps from time to time so that they best reflect existing conditions and projected needs of the City.

2. Application and Procedures

The applicant shall file an application with the required information listed in the Appendix of this Code.

a. Applicant

Amendments to the General Plan text or Future Land Use Map may be initiated by the Planning Commission, the City Council, City Staff or by petition of an owner of property located in the City.

b. Pre-Application Conference

Before any application is made, the applicant is encouraged to confer with the Community Development Director to discuss, in general, the procedures and requirements for a General Plan amendment request pursuant to this Code.

c. Application

A General Plan amendment request may be initiated by filing an application with the Community Development Director and paying the application filing fee as established by the City Council.

3. Review Criteria

The following criteria shall be considered when reviewing a General Plan amendment application:

a. Original Errors

Whether there was error in the original General Plan adoption in that the Council failed to take into account then existing facts, projections or trends that were reasonably foreseeable to exist in the future.

b. Premises and Findings

Whether any or all of the Council's original premises and findings regarding General Plan adoption were mistaken.

c. Subsequent Events

Whether events subsequent to the General Plan adoption have invalidated the Council's original premises and findings made upon plan adoption.

d. Change in Character

Whether events subsequent to the General Plan adoption have changed the character and/or condition of the area so as to make the application acceptable.



e. Consistency with Plan Goals

Whether the proposed change is consistent with the adopted goals and policies of the General Plan as adopted.

4. Decision

a. Planning Commission

(1) Public Hearing

The Planning Commission shall hold a public hearing within forty-five (45) days of receipt of application and make its recommendation to the City Council on each proposed General Plan amendment.

(2) Additional Property

When the Planning Commission deems it necessary or expedient, the Commission may modify the application for a text amendment or a map amendment provided that the property subject to the map amendment is included in the hearing notices and the change is to an equal or less intense future land use category.

b. City Council

(1) Available Action

The Council may approve, conditionally approve or deny the proposed amendment.

(2) Review Criteria

When making its decision, the Council shall consider the review criteria established in **Section A.3** (above) and the record provided by the Planning Commission. If a Plan map amendment is approved, future amendments to the Zoning Map shall be consistent with the approved General Plan amendment.

(3) Time Limit

The City Council shall act on the Plan amendment in conformance with state law.

5. Filing of Plan

The official General Plan and the ordinance or ordinances including the official Future Land Use Map shall be certified by the City Council and placed on file with the City Clerk.