

A photograph of a residential street. In the foreground, several orange traffic barrels with reflective white stripes are arranged in a line, partially blocking the road. In the background, there is a two-story green house with a brown roof and white trim. A street sign is visible near the house. The sky is clear and blue.

# Implementation Framework

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## INTRODUCTION

This framework is designed as a guide for directing Plan actions that are necessary to attain the Plan goals to make Warrenton's desired future happen. Successful implementation of the Plan will be the responsibility of many individuals over many years. This framework builds on the Plan goals, policies, principles and strategies in the previous sections and outlines actions, timing, and responsibilities for Plan recommendations. It is assumed that most actions will require direction, discussion, and approval by local government officials. This framework is also designed to give decision-makers a useful tool for establishing future work programs and budgets.

## GENERAL USE OF THE PLAN

### *A Guide for Daily Decision-Making*

The physical layout of the City is a product of previous efforts put forth by many diverse individuals and groups. In the future, each new development that takes place—whether it is a subdivision that is platted, a home that is built, or a new school, church or shopping center that is constructed—represents an addition to Warrenton's physical form. The combination of all such efforts and facilities creates the City as it is seen and experienced by its citizens and visitors. For planning to be effective, it must guide each and every individual development decision. The City should consider the Plan in its decisions, such as decisions regarding infrastructure improvements, zoning ordinance amendments, and projects and programs to implement. The development community should incorporate the broad concepts and policies of the Plan so that their efforts become part of a meaningful whole in planning the City.

### *A Flexible Guide - Plan Amendments*

This Plan is intended to be a dynamic planning document for Warrenton — one that responds to changing needs and conditions. The full benefits of the Plan can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new issues within the City become apparent, the Plan should be revised. By such action, the Plan will remain current and effective in meeting the City's decision-making needs.

Plan amendments should be made after thorough analysis of immediate needs, as well as consideration for the long-term effects of proposed amendments. The Board of Aldermen and other City officials should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's intent and whether it will be beneficial for the long-term health and vitality of the City.

### *Annual Reviews*

Annual reviews of the Plan should be undertaken with respect to current conditions and trends. The Planning Advisory Committee, which is comprised of Board of Aldermen, citizens, and stakeholders, has been invaluable to this comprehensive planning process. The Planning Advisory Committee members' knowledge of this Plan as well as what is occurring in Warrenton in terms of development, re-zonings, and capital improvements would provide great insight during periodic reviews of this Plan. The Board of Aldermen should review this Plan annually (with input from the other Planning Advisory Committee members, if members are still available for service) and should make recommendations on prioritized changes to this document.

A report on the findings of the Board of Aldermen and Planning Advisory Committee should then be prepared by City staff. Those items that appear to need specific attention should be examined in more detail, and changes and/or additions should be made accordingly. By such periodic reevaluations,

the Plan will remain functional, and will continue to give civic leaders effective guidance in decision-making. Periodic reviews of the Plan should include consideration of the following:

- The City's progress in implementing the Plan;
- Changes in conditions that form the basis of the Plan;
- Adjustments related to capital expenditures;
- Changes to the City's regulations or programs;
- Adjustments of Plan priorities; and
- Changes in State laws.

## **KEY IMPLEMENTATION TOOLS**

The Plan Implementation Framework identifies a number of tools available to the City that may be employed to bring the Plan's goals, policies and strategies to fruition. These implementation tools are interrelated, working together to transform the Plan's vision to reality.

### ***Relationship to the Budget***

The annual budget is one of the most potent tools for Plan Implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals and policies of this Plan. The Plan should serve as the basis for recommended work programs and as a focus for discussion of priorities from year-to-year. The City should review the Plan's short-term work program and recommend appropriate strategies to achieve the Plan goals in a manner that is consistent with Plan policies. If specific work program tasks are not funded, the City should evaluate whether they should be deferred or omitted from the Plan Implementation Program. When there is a conflict between budget priorities and Plan goals or policies, the City should consider whether the specific goals or policies remain valid.

### ***Development Regulations***

On a day-to-day basis, the City's development regulations (zoning and subdivision regulations) are essential 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 apply policies through a variety of actions, including amendments to the City Subdivision and Zoning Regulations and the Zoning Map. Updates to these regulations should be consistent with the Plan to ensure that incremental actions on development requests support the Plan's vision, goals and policies.

### ***Capital Improvements Program (CIP)***

Development of 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 funding is available to provide and maintain needed public facilities. The short-range CIP should identify and estimate costs of improvements needed to serve anticipated growth for the next 5 years. It 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;
- Be updated annually;
- Identify costs and funding sources for each project; and
- Establish the time frame to complete each project.

The long-range CIP should identify and estimate costs of improvements needed to serve anticipated growth for the next 5 to 20 years. The long-range CIP should be updated at least once every 5 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).

### **Relationship to Other Plans**

The Plan is a foundation for more specific planning initiatives, such as neighborhood, corridor or area plans. As the City continues to plan for the future, these planning efforts should be based on the vision and goals of the Plan and be consistent with the policies established by this document. Comprehensive Plan and other planning initiatives should be coordinated to maintain clear and consistent direction for public and private decision-makers.

## **IMPLEMENTATION STRATEGIES**

Implementation is the key to effective land use planning. A statement of goals and policies is an important first step in planning. In the final analysis, however, it is a community's combination of regulations, incentives and other implementation techniques that will make a Land Use Plan a success or a failure. While zoning is the workhorse of land use regulation, it is not a silver bullet. In some cases, a combination of regulation, incentives, acquisition and public improvements may be necessary to address a particular problem effectively. Developing the right combination requires creativity, sensitivity, experimentation and an understanding of all the facets of the problem. An awareness of the experiences of and best practices used by other communities and a recognition of the limitations of many individual regulatory tools is also necessary.

Implementation can be the most creative aspect of land use planning. Several types of measures can be employed to implement the Plan:

- Zoning regulates the use of land. In other words, zoning specifies what can and cannot be done to develop or use land within the community.
- A Capital Facilities Plan is an implementation tool that directs public decisions about how to spend dollars.
- All land uses and land development require supporting facilities and services.
- The community's decisions about the level of public investment which will be spent in what locations at what time for such facilities has a significant effect on when, where and the cost of development.
- Through impact fees and other measures, communities can require developers to finance a proportionate share of the facilities to support each development.

Policies may also call for the development of more specific plans and programs to carry out actions. These specific plans and programs, when developed, should then direct specific implementation approaches.

The following is an outline of implementation strategies that may be used by the City to facilitate accomplishing goals and policies within the Plan.

### **Plan Ownership**

The Plan requires champions. To be successful and realize the Plan vision, it is imperative for the community to be a proactive partner to achieve Plan goals whether acting independently or working as part of a cooperative effort and to remain engaged in implementation activities. Success also hinges on coordination of City activities, with ownership and responsibility of City agencies. The City and the community must strive to move forward in unison toward common goals.

## *Build Community Organizational Capacity and Engagement*

It is recommended that a committee representing area community organizations, neighborhood groups and business organizations be created and unify around Plan Implementation. The following actions are recommended as initial steps to organize the Plan, build capacity and identify champions:

- **Create a unifying Implementation Committee to bring all area stakeholders together to work toward common area-wide goals as outlined in the Plan.** It is envisioned that this Committee will coordinate and lead the implementation program. The Implementation Committee should include neighborhoods, institutions, community development organizations, and area businesses.
- **Identify Plan Champions.** Not only for overall Plan Implementation, but individual champions will be needed for each project to maximize the chance of success.
- **Build capacity.** It is imperative for a successful sustained implementation program to have the staff, resources and skills necessary to carry out initiatives.
- **Create supporting organizations for commercial/business districts and corridors.** Utilize existing organizations whenever possible to expand into areas where no community organizations exist.
- **Keep Stakeholders Involved.** No one knows the issues as well as the collective group of stakeholders participating in this Plan. Those connections must be maintained and stakeholders must remain engaged. Stakeholders should be proactive about Plan implementation and be empowered to champion its vision and projects.
- **Keep the Community Informed.** Continued outreach to the community will be important to ensure community buy-in and support for projects and developments.

## *Align City Departments and Other Government Agencies to Implement Plan Goals*

Coordinate City departments and other government agencies responsible for implementing recommended Plan actions. This should begin in the early stages of Plan Implementation and is anticipated to be an ongoing effort.

- It is critical that new City initiated projects from every department happen in conjunction with the Plan.
- Continue dialogue and coordination with departments to ensure that service and project delivery are in line with the goals and priorities of the Plan.

## *Strengthen Plan Implementation in City Ordinances and Policies*

Plan goals, guidelines and recommendations should be integrated into City codes and ordinances, policy documents and the City's capital improvement planning processes to help ensure consistent implementation of Plan goals.

- Implement code amendments and ordinances to advance Plan goals. Examples include zoning overlays, amendments to building standards, and adoption of guidelines.
- Integrate Plan recommendations into the capital improvement planning process.
- Incorporate Plan goals and recommendations into other City policy documents.

# IMPLEMENTATION MATRIX

Implementation is probably one of the most important, yet most difficult, aspects of the comprehensive planning process. Without viable, realistic mechanisms for implementation, the recommendations contained within the Plan will be difficult to realize. The City should work toward implementation of recommendations on an incremental and annual basis.

The tables on the following pages provide a listing of Plan Implementation Priorities. Few cities have the ability to implement every recommendation or policy within their comprehensive planning document immediately following adoption—Warrenton is no exception. The Implementation Matrix or Framework does not make an attempt to document all actions or recommendations that might be undertaken to implement the Plan. Since funding and other variables will change, this Implementation Framework should be periodically amended.

Plan Implementation, therefore, must be prioritized to guide top priorities, short-term priorities, and on-going priorities. These priorities must be balanced with timing, funding, and City staff resources. While all the recommendations share some level of importance because they warranted discussion within the Plan, they cannot all be targeted for implementation within a short time period; some must be carried out over a longer period of time. Other than the delineation of these priorities into immediate, long-term, and on-going, they are in no order of priority.

| Framework 1 - Policy |   |       |        |      |         |            |                  |
|----------------------|---|-------|--------|------|---------|------------|------------------|
|                      |   | Short | Medium | Long | Ongoing | Leadership | Partners         |
| 1                    | Use the Policies to guide City staff, developers, the community, and public officials as a framework for future development decisions throughout the City.  |       |        |      | X       | City       |                  |
| 2                    | Create and maintain channels of communication and implement a regular City/County/Truesdale meeting schedule to discuss planning and infrastructure issues. |       |        |      | X       | City       | County Truesdale |
| 3                    | Explore the viability of an intergovernmental agreement with the County, or other partners, to achieve mutual objectives.                                   |       |        | X    |         | City       | County Partners  |
| 4                    | The City budget, future capital improvement program, and fees should be reviewed and revised where needed to ensure implementation of Plan Policies.        |       |        |      | X       | City       |                  |

| Framework 2 - Land Use |  |       |        |      |         |            |          |
|------------------------|--|-------|--------|------|---------|------------|----------|
|                        |  | Short | Medium | Long | Ongoing | Leadership | Partners |
| 1                      | Use the Policies to guide City staff, developers, the community, and public officials as a framework for future development decisions throughout the city.   |       |        |      | X       | City       |          |
| 2                      | Use the Future Land Use map, along with the Land Use Policies and Strategies, as criteria for reviewing new subdivisions and land use proposals or rezoning  |       |        |      | X       | City       |          |
| 3                      | Preserve sensitive natural areas from development, using the Environmental Constraints map (Community Snapshot Framework) as a guide.  |       |        |      | X       | City       |          |
| 4                      | Develop commercial centers of an appropriate size and scale, and within the right locations, to ensure economic sustainability and shape community form. Encourage targeted growth in priority development areas, as shown in the Preferred Direction Concept and Priority Development Area maps.  |       |        |      | X       | City       | Partners |
| 5                      | Focus commercial redevelopment and infrastructure investments in the I-70 & 47 Highway Gateway to build on existing assets and solidify the area as a priority development retail/commercial node.   |       | X      |      |         | City       | Partners |
| 6                      | Commission a comprehensive corridor study for 47 Highway to identify specific urban design and streetscape themes, access management issues and parcel specific infill/redevelopment opportunities and action steps.   |       | X      |      |         | City       |          |
| 7                      | Focus rehabilitation and infrastructure investments in the Downtown & Booneslick Corridor Gateway to build on existing assets and solidify the area as a priority development mixed-use, retail/commercial node, and reinvestment neighborhood. Create a plan for continued Downtown development, including a Downtown housing analysis. |       | X      |      |         | City       | Partners |
| 8                      | Focus industrial and commercial development and infrastructure investments in the I-70 & Route MM Interchange Gateway to solidify the area as a priority employment node.  |       | X      |      |         | City       | Partners |
| 9                      | Annex land strategically, as needed, on a voluntary basis in areas that can be logically served by City infrastructure. Base annexation decisions utilizing the Annexation Priority Areas map and factors for consideration.   |       |        |      | X       | City       | County   |
| 10                     | Continue to pursue Annexation Area 1 (Route MM & I-70 Interchange) as the top priority for annexation  | X     |        |      | X       | City       | County   |
| 11                     | Comprehensively review and update the Zoning Ordinance and Subdivision Regulations to achieve the community's desired appearance, character and land use preferences and the vision identified in this Plan.   | X     |        |      |         | City       | Partners |
| 12                     | Evaluate the feasibility to establish a specific zoning overlay district for the identified Priority Development Areas in this Plan, as well as amend the existing Downtown Commercial Historic Area Zoning District, to achieve the priorities of this Plan.  |       |        |      | X       | City       | Partners |

### Framework 4 - Parks & Trails

|   |   | Short | Medium | Long | Ongoing | Leadership | Partners |
|---|---|-------|--------|------|---------|------------|----------|
| 1 | Commission design and develop of a community-wide park, trail and open space plan that builds upon the parks and trails concept and prioritizes improvements to the existing system.  |       | X      |      |         | City       |          |
| 2 | Add new parks as the City grows, as shown in the Parks Concept map, with the goal of providing parks within ¼- mile to ½- mile walking distance of all residential areas.   |       |        |      | X       | City       | Partners |
| 3 | Provide trail connections that link residential areas with existing neighborhoods, parks, and other community facilities.   |       |        |      | X       | City       |          |
| 4 | Actively pursue funding for trail construction: establish an ongoing budget item for trail construction and improvement; take full advantage of trail funding programs that are available; and use trail funds as match for regional/state trail grants | X     |        | X    |         | City       | Partners |

### Framework 4 –Form & Character

|   |   | Short | Medium | Long | Ongoing | Leadership | Partners |
|---|---|-------|--------|------|---------|------------|----------|
| 1 | Use the Principles and Guidelines to guide City staff, developers, the community, and public officials as a framework for future development decisions throughout the City. |       |        |      | X       | City       |          |
| 2 | Review and revise the Zoning Ordinance, map, and Subdivision Regulations to accomplish Plan goals, principles and guidelines.   |       |        | X    |         | City       |          |
| 3 | The City budget, future capital improvement program, and fees should be reviewed and revised where needed to ensure implementation of the Plan.                             |       |        |      | X       | City       |          |

| Framework 5 - Neighborhoods |   |       |        |      |         |            |          |
|-----------------------------|---|-------|--------|------|---------|------------|----------|
|                             |   | Short | Medium | Long | Ongoing | Leadership | Partners |
| 1                           | Use the Policies and Recommendations to guide City staff, developers, the community, and public officials as a framework for future development decisions throughout the City.                                |       |        |      | X       | City       |          |
| 2                           | Direct City investments or incentives for new housing toward existing neighborhoods and growth areas shown in the Future Land Use map, starting with the identified Priority Development Areas.               |       |        |      | X       | City       |          |
| 3                           | Develop rehabilitation programs to promote the stabilization of housing stock that is in need of significant rehabilitation.  |       | X      |      |         | City       | Partners |
| 4                           | Investigate the feasibility of establishment of a purchase and resale program which would purchase and rehabilitate suitable houses for resale to new owners.   |       | X      |      |         | City       | Partners |
| 5                           | Design and implement a Resources Clearinghouse or "tool kit" to provide a mechanism to get useful and important maintenance and rehab information to the neighborhood in an understandable and timely manner. |       | X      |      |         | City       |          |
| 6                           | Commission a housing inventory study.   |       | X      |      |         | City       |          |
| 7                           | Encourage infill development that complements the character of the surrounding neighborhood and provides diverse housing options for a variety of income levels.  |       |        |      | X       | City       | Partners |
| 8                           | Initiate conversations with private developers to identify partnerships or policy changes that can help overcome barriers to providing a wider range of housing options.                                      | X     |        |      |         | City       | Partners |
| 9                           | Review land use regulations, such as the Zoning Code and Subdivision Ordinance, to ensure that there is adequate flexibility to allow a wide range of housing options.  | X     |        |      |         | City       |          |
| 10                          | Improve buffering between residential and industrial areas to mitigate negative impacts on housing values.  |       |        |      | X       | City       |          |

### Framework 6 -Transportation

|    |   | Short | Medium | Long | Ongoing | Leadership | Partners |
|----|---|-------|--------|------|---------|------------|----------|
| 1  | Use the Policies and Recommendations to guide City staff, developers, the community, and public officials as a framework for future development decisions throughout the City.  |       |        |      | X       | City       |          |
| 2  | Provide interconnected road extensions for new development, based on the proposed street network shown in the Proposed Street map.  |       |        |      | X       | City       |          |
| 3  | Commission design and development of a Transportation Master Plan to further refine and implement the future growth and development direction of this Plan.   | X     |        |      |         | City       |          |
| 4  | Create an overall transportation system that unites the various parts of the community and establishes north-south connections to link areas north of I-70 with areas south of I-70.  |       |        |      | X       | City       | Partners |
| 5  | New Interchange. Pursue construction of a new interchange at I-70 and MM as a top priority of the City.   | X     |        |      |         | City       | Partners |
| 6  | Highway 47. Enhance Highway 47 to make it conform to higher standards than are usually applied to traditional roadways. Goals for the Highway include be safe, more functional, manage access, more efficient to support adjacent uses, enhance urban design character, more appealing to pedestrians and bicyclist, and greener. |       | X      |      |         | City       | Partners |
| 7  | Adopt MoDOT's "Access Management Guidelines" and implement access control standards to increase efficiency and safety and adopt access management guidelines to reduce conflict between highway traffic and adjacent land uses.   | X     |        |      |         | City       |          |
| 8  | Ensure street connectivity by reserving Right-of-Way for proposed streets in advance of development, and requiring developers to leave room for future street connections.  |       |        |      | X       | City       | Partners |
| 9  | Build new roads in conjunction with development agreements, to share the costs of construction with developers.   |       |        |      | X       | City       | Partners |
| 10 | Identify missing/substandard sidewalks on existing streets in Pedestrian Areas and establish priorities for construction and repair.  |       | X      |      |         | City       |          |
| 11 | Enhance the bicycle & pedestrian network by building an interconnected system of trails and designating bicycle routes, as shown in the Pedestrian Districts and Areas map.   |       | X      |      |         | City       |          |

| Framework 7 - Infrastructure |   |       |        |      |         |            |          |
|------------------------------|---|-------|--------|------|---------|------------|----------|
|                              |   | Short | Medium | Long | Ongoing | Leadership | Partners |
| 1                            | Use the Policies and Recommendations to guide City staff, developers, the community, and public officials as a framework for future development decisions throughout the City.    |       |        |      | X       | City       |          |
| 2                            | Implement recommendations of the Water System Improvements Plan   |       |        |      | X       | City       | Partners |
| 3                            | Implement recommendations of the Wastewater System 5-year Capital Improvement Plan to serve growth areas and address issues.  |       |        |      | X       | City       | Partners |
| 4                            | Preserve sensitive natural areas to allow natural stormwater drainage.  |       |        |      | X       | City       | Partners |
| 5                            | Consider amending stormwater regulations to require or incentivize best management practices.   | X     |        |      |         | City       |          |
| 6                            | Consider modifications to zoning and addition of City policies that would allow better stormwater management, such as conservation development design and conservation easements. | X     |        |      |         | City       |          |
| 7                            | Annually review staff-generated needs for water, sewer, and stormwater to identify priorities for funding.  |       |        |      | X       | City       |          |
| 8                            | Review community facility needs on an annual basis to determine CIP priorities.   |       |        |      | X       | City       |          |

| Framework 8 - Implementation |   |       |        |      |         |            |          |
|------------------------------|---|-------|--------|------|---------|------------|----------|
|                              |   | Short | Medium | Long | Ongoing | Leadership | Partners |
| 1                            | Define an annual action and capital improvement program that implements the recommendations of this Plan.                     |       |        |      | X       | City       |          |
| 2                            | Undertake an annual evaluation of the Comprehensive Plan, with a full update every 5-7 years.                                 |       |        |      | X       | City       |          |
| 3                            | Review Zoning and Subdivision Codes for any unnecessary impediments to the implementation of this Plan.                       | X     |        |      |         | City       |          |
| 4                            | Look for opportunities to collaborate with other governments or organizations to help achieve the goals of this Plan.         |       |        |      | X       | City       | Partners |
| 5                            | Annually review staff recommendations for public facility improvements to determine priority needs for the budgeting process. |       |        |      | X       | City       |          |
| 6                            | Foster continued partnerships between the City, the school district, and the business community.                              |       |        |      | X       | City       | Partners |

# DECISION-MAKING CRITERIA

## *Amendments and Decision-Making Criteria*

Amendments and exceptions to the Plan are anticipated. The Plan is intended to be flexible and provide guidance should unforeseen conditions arise. However, as amendments and exceptions are made, care should be taken not to incrementally erode the overall vision. All proposed amendments should be evaluated and weighed against the Goals, Policies, Guiding Principles, and the Decision-Making Criteria. Examples of these decisions include proposed development or rezoning requests, proposed capital improvements, proposed policy changes or service delivery changes, and activities by community organizations.

A major role of the Plan is to provide a basis for decision-making based upon the vision identified through the process. The following decision-making criteria should be used to guide the evaluation of proposed amendments to the Plan and when reviewing development applications or other projects, initiatives or proposals within the Plan area:

### **Will The Proposed Development Or Action Make It Easier To Move Around The City? Will It:**

- Improve overall transportation system connectivity and navigability for users
- Provide an environment where people want to walk
- Maintain the urban street grid and pedestrian scale blocks
- Improve upon area infrastructure
- Improve pedestrian movements and mitigate barriers
- Ensure cars can conveniently move within and through the area

### **Will The Proposed Development Or Action Maintain Neighborhood Identity And Character While Increasing The Variety Of Housing Options For Residents? Will it:**

- Reinforce and embrace the small town feel and character of the area
- Respect appropriate, established land uses and not encroach into less dense / intense areas
- Preserve and/or adaptively reuse character defining buildings
- Ensure adequate infrastructure is provided
- Implement sustainable, green infrastructure solutions
- Strengthen / reinforce open, clear, up-front communication between the project developer and neighborhood and businesses within close proximity to the project

### **Will The Proposed Development Or Action Maintain And Strengthen the Area Urban Development Pattern ? Will it:**

- Focus density and establish land uses in appropriate areas, as guided by the Future Land Use Map
- Follow the recommendations of the Form & Character Guidelines (pedestrian oriented buildings, pedestrian scale blocks, encourage street level pedestrian activity, etc.)
- Decrease dependency on single occupancy automobiles
- Promote physical and social connections
- Improve accessibility to parks and recreational facilities

**Will The Proposed Development Or Action Support The Existing Commercial Nodes And Attract And Retain Quality Businesses? Will it:**

- Retain or attract target key industries
- Target attraction to areas that improve long-term viability of commercial areas as defined within the Plan:
  - Consolidate commercial uses to priority districts and nodes
  - Focus resources and revitalization efforts to attract business to struggling commercial areas
  - Ensure adequate access to support development goals

**Will The Proposed Development Or Action Implement Sustainable Infrastructure Solutions To Achieve Multiple Benefits? Will it:**

- Integrate “green” elements and sustainable approaches through the incorporation of:
  - Stormwater management
  - Energy efficiency or alternative energy production
  - Use of sustainable building materials
  - Integration of walking and biking

