

## 11.1/GREATER BILOXI PLANNING AREA

In 1995, Biloxi's city limits encompassed the Biloxi Peninsula and North Biloxi. The 1996 *Vision 2020 Comprehensive Plan* designated a Planning Area (defined as the territory into which Biloxi could logically expand over the 25-year planning period of the plan) extending from the northern city limit to the boundary of the southernmost tracts of the De Soto National Forest. In 1999, the City's boundaries were expanded into this Planning Area via annexation to include Woolmarket and land around the Tchoutacabouffa River. In 2004, the City annexed an additional area of approximately 850 acres located east of Biloxi and north of D'Iberville along Highway 15.

The *Vision 2020 Comprehensive Plan* supported the expansion of Biloxi to the north and growth has occurred in North Biloxi and Woolmarket where land elevations are higher and development is less vulnerable to storm threats. This growth is projected to continue as infrastructure and public water and sewer service are extended north of I-10. Acknowledging the ongoing momentum of growth to the north, the *Comprehensive Plan* designates a new "Greater Biloxi Planning Area" into which the City could logically expand over the next 20–25 years (Figure 11.1). By designating this area, the City can consider land use and population trends beyond the current

city limits during this time period. Several significant changes have occurred since 1996 that suggest the need for this expanded Planning Area:

- As noted, a large amount of land has been annexed into the City from the Planning Area designed by the 1996 plan.
- Hurricane Katrina devastated much of the housing stock in East Biloxi and other areas of the Biloxi Peninsula. Rebuilding has been slowed by factors such as construction costs, expensive insurance, speculative land values, and the ongoing risk of storm damage. In addition, the City has adopted new Flood Insurance Rate Maps with higher base flood elevations as required by FEMA, making reconstruction in designated flood areas more expensive.
- Tradition, a master planned community, is under development at the intersection of New Highway 67 and Highway 605 north of Biloxi. At full build-out over the next 20-25 years, the community could include over 15,000 housing units, 2 million square feet of commercial space, and 35,000 to 40,000 residents.
- Water and sewer service is being extended north of I-10 into the Woolmarket area along State Highway 67, Woolmarket Road, and Cedar Lake Road. In addition, New Highway 67 provides access to Tradition and other developing neighborhood centers.
- Biloxi's residential and commercial growth to the north provides an opportunity to develop an appropriate area for an employment and/or light industrial center. This center could be served by a rail line rerouted from Irish Hill Drive as the existing CSX line is developed as long-term multi-modal alternative to Highway 90.

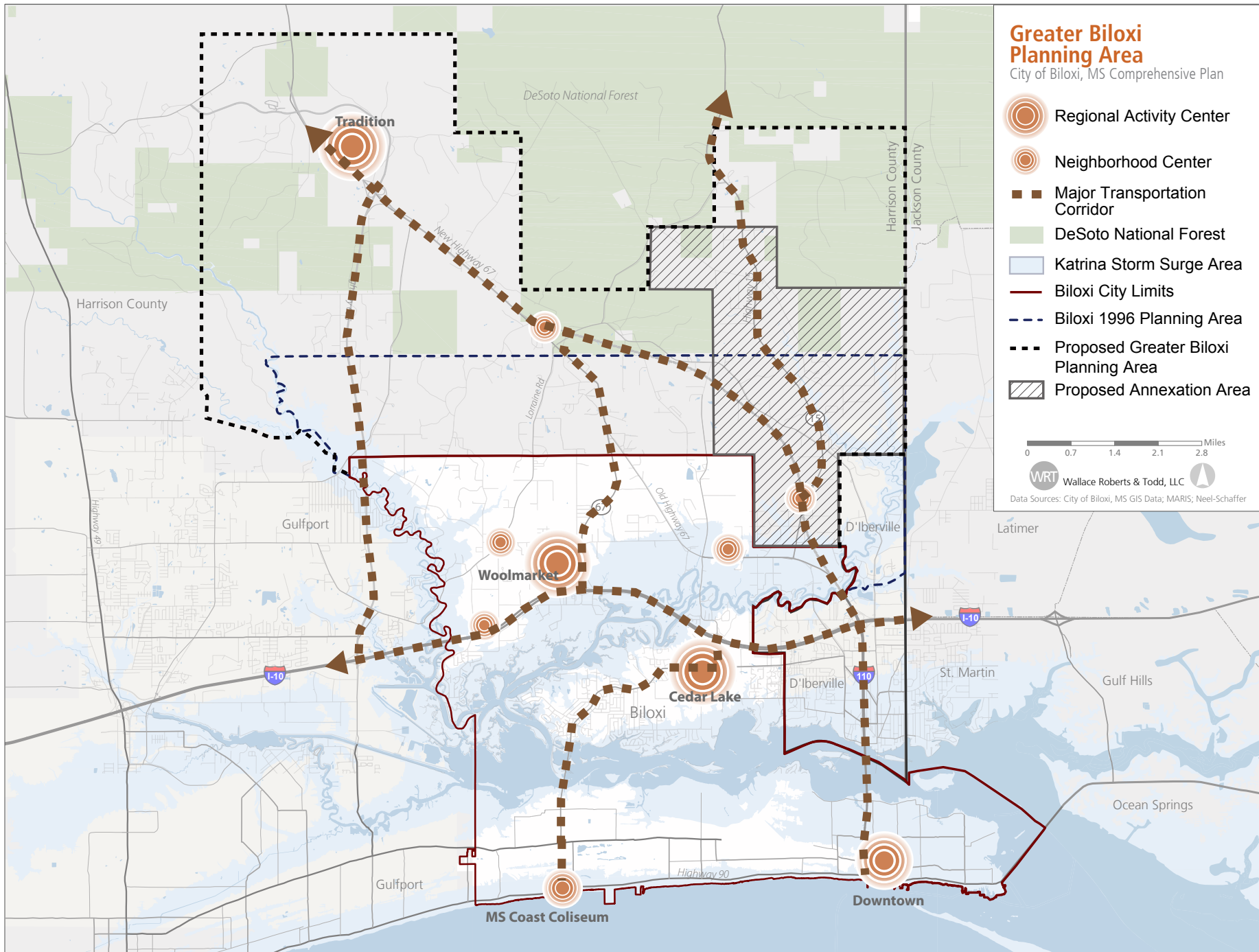


FIGURE 11.1/GREATER BILOXI PLANNING AREA

Shown on Figure 11.1 along with the present city limits and the remaining portion of the 1996 Planning Area outside of Biloxi, the Greater Biloxi Planning Area covers approximately 52 square miles in unincorporated Harrison County (generally north of Woolmarket but excluding large blocks of the DeSoto National Forest).

Figure 11.1 illustrates a framework of existing transportation corridors and emerging or potential future centers within the Greater Biloxi Planning Area. The transportation corridors include Highway 67, New Highway 67, Highway 605, and Route 15. Three centers are designated in locations at or near major road intersections (to provide convenient vehicular and future transit access) and away from sensitive environmental features (e.g., floodplains, wetlands), as follows:

- Tradition, the new master planned community under development near the intersection of Highways 67 and 605 about 5 miles north of Biloxi’s municipal boundary, is designated as a **Regional Activity Center**. Already developing with residential, educational, and medical uses, Tradition’s master plan calls for a compact, traditional neighborhood development with a Town Center, a range of housing options (cottages, apartments, condominiums, townhomes, and estates), and over 30% of the community preserved as green space and parks.
- **Neighborhood Centers** are shown in two locations designated as “Community Centers” in the July 2008 *Harrison County Comprehensive Plan* (within the pending annexation area just north of Biloxi’s northeastern boundary and at the intersection of Old Highway 67 and New Highway 67).

As indicated by their titles, the centers are envisioned as an extension of the pattern of compact, mixed-use centers designated on the Comprehensive Plan Future Land Use Map within Biloxi’s municipal boundaries (e.g., Downtown Biloxi, Cedar Lake, and Woolmarket). The roadways connecting these centers are envisioned for future development into multi-modal transportation corridors. For example, bicycle facilities are proposed along Highway 67 as part of a planned citywide bicycle network (see Chapter 4, Transportation). The need for future transit to serve developing centers north of the Back Bay of Biloxi should also be explored with CTA. The DeSoto National Forest provides a natural edge for development to the north and provides the potential to link Biloxi’s future greenway and trail network to a regional open space resource.

## 11.2/ANNEXATION ANALYSIS

By designating the Greater Biloxi Planning Area, Biloxi can consider potential growth in the context of a logical, phased plan for future land use coordinated with the provision of public infrastructure and services. Land within the Greater Biloxi Planning Area is recommended for further study based on the indicia of reasonableness of annexation established by the Mississippi Supreme Court. These standards are:

- 1/ The municipality's need for expansion;
- 2/ Whether the area sought to be annexed is reasonably within a path of growth of the city;
- 3/ The potential health hazards from sewage and waste disposal in the annexed areas;
- 4/ The municipality's financial ability to make the improvements and furnish municipal services promised;
- 5/ The need for zoning and overall planning in the area;
- 6/ The need for municipal services in the area sought to be annexed;
- 7/ Whether there are natural barriers between the city and the proposed annexation area (PAA);
- 8/ The past performance and time element involved in the city's provision of services to its present residents;
- 9/ The impact (economic or otherwise) of the annexation upon those who live in or own property in the area proposed for annexation;
- 10/ The impact of the annexation upon the voting strength of protected minority groups;
- 11/ Whether the property owners and other inhabitants of the areas have in the past because of their reasonable proximity to the corporate limits of the municipality, enjoy the (economic and social) benefits of proximity to the municipality without paying their fare share of the taxes; and
- 12/ Any other factors that may suggest reasonableness.

Biloxi is proposing to annex 14 square miles within the Greater Biloxi Planning Area located north and east of the City's municipal boundaries in unincorporated Harrison County (Figure 11.1). The proposed annexation is being contested by the City of D'Iberville and was under review by the Biloxi City Court as of September 2009. Uses within the proposed annexation area are a mix of single-family residential, manufactured homes, limited commercial businesses, and undeveloped land. New Highway 67 crosses this area and construction of the new D'Iberville High School (Harrison County Public School District) is nearly complete.

As with any newly annexed area, the City can provide or plan to provide police, fire, and emergency services protection, street maintenance, municipal water and sewer, zoning and land use planning, recreation, and other municipal services already afforded to Biloxi residents for new residents. The proposed annexation area falls within Biloxi's path of growth, contains one of the designated centers within the Greater Biloxi Planning Area, and is served by major arterial roadways with the

potential for future transit service. The proposed annexation meets many objectives of this Comprehensive Plan. For example, the plan advocates a balanced approach to growth that focuses development north of the Peninsula in compact centers and neighborhoods that are more efficiently served by public roadways and infrastructure. The proposed annexation would increase Biloxi's potential for development outside of designated flood hazard zones in an area that is easily accessible via New Highway 67, Route 15, and I-110 to the employment, cultural, entertainment, retail, and service opportunities on the Biloxi Peninsula.

While there is the potential for further annexation within the Greater Biloxi Planning Area, it is important to note that the City is not proposing any annexations at this time as a result of this designation other than the pending annexation case. As sewer, water, and transportation improvements occur north of I-10, it will be essential for the City to continue to balance redevelopment on the Peninsula with new development north of the Back Bay of Biloxi.



## 11.3/INTERGOVERNMENTAL COOPERATION

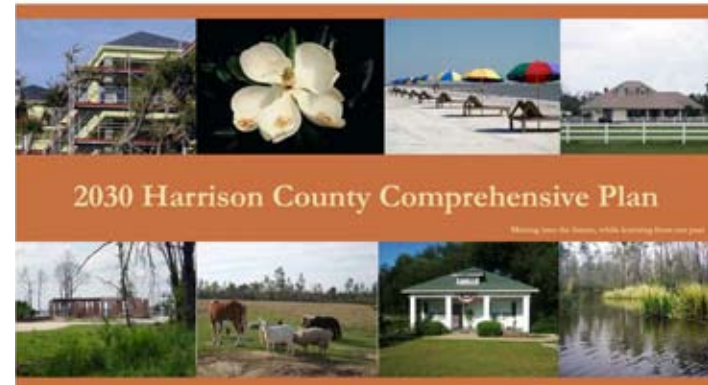
The Mississippi Code (17-13) of 1972 enables local governmental units to cooperate and to contract with other local governments to efficiently meet the goals of their communities. Section 17-13-3 permits local governments to “provide services and facilities in a manner pursuant to forms of governmental organization that will accord best with geographic, economic, population and other factors influencing the needs and development of local communities.”

Many of the issues and trends affecting Biloxi are not limited by the City’s municipal boundaries. For example, issues related to land use, storm vulnerability, the environment, transportation, and the economy impact the entire region.

Biloxi is located within Harrison County and much of the Greater Biloxi Planning Area is presently in the unincorporated part of the County. The *Harrison County Comprehensive Plan* (July 2008) recommends a number of goals and policies for joint planning and decision making with other jurisdictions in the region (e.g., regional entities, school districts, state agencies, federal agencies, etc.). Plan strategies include ways to increase communication, promote economic vitality, improve safety, enhance opportunities for healthy living, enhance regional tourism, and ensure long-term fiscal health through intergovernmental cooperation. The Harrison County Council of Governments provides an opportunity for representatives of the County and its five cities (Biloxi, D’Iberville, Gulfport, Long Beach, and Pass Christian) to meet on a bi-monthly basis and discuss regional issues.

### Opportunities for Intergovernmental Cooperation

Implementation of the Comprehensive Plan needs to move forward not only at the citywide level, but at the regional level as well. Biloxi can benefit from the assistance of regional organizations and creation of partnerships to efficiently accomplish many of these strategies and actions described in this plan. This section describes opportunities for partnerships and ways to engage in regional planning and promote intergovernmental cooperation. In addition to participating where appropriate in strategies outlined by the *Harrison County Comprehensive Plan*, examples of new and ongoing regional initiatives proposed by the Biloxi Comprehensive Plan include:



### The Mississippi Gulf Coast National Heritage Area

One objective of the Comprehensive Plan (see Chapter 5) is to protect and promote the natural, cultural, and historic resources that define Biloxi's unique character. Natural resource and heritage planning is regional in nature and transcends jurisdictional boundaries. The *Mississippi Gulf Coast National Heritage Area*<sup>1</sup> is a regional plan with three primary goals: strengthening the region's heritage identity, conserving the area's heritage resources, and protecting and marketing the heritage area to attract visitors.

The Heritage Area Plan covers the coastal Mississippi counties of Pearl River, Stone, George, Harrison, Hancock, and Jackson. As part of the Plan, municipalities are encouraged to partner and collaborate with the goal of conserving resources and strengthening the region's tourism draw. One concept is to designate regional corridors and clusters to showcase the Gulf Coast region's resources and enable visitors to experience them in an organized, focused way based on their interests. For example, Biloxi is grouped with the cities of Ocean Springs and D'Iberville in a "First Colonies" cluster connected by the "Coastal Heritage—Old Spanish Trail Corridor" along US Highway 90.

In addition to municipalities, regional partners include the Mississippi Coast Convention and Visitors Bureau, the Biloxi Bay Chamber of Commerce, the Mississippi Department of Marine Resources, the Land Trust for the Mississippi Coastal Plain, and coastal institutions (e.g., USM Katrina Center, Beauvoir, Maritime & Seafood Industry Museum, Ohr-O'Keefe Museum of Art, etc.).

### Coast Transit Authority Regional Service

Given the rising costs of energy and transportation and related environmental issues, one major factor in the success of Biloxi and the region in the future is its ability to improve the availability of transit service and link major employment centers with housing (see Chapter 4). Two recent reports, the *Governor's Commission on Recovery, Rebuilding, and Renewal Transportation* and the *Gulf Coast Transit Development Plan*, recommend future bus rapid transit and intercity high-speed passenger rail service along the east-west corridor that traverses the Biloxi Peninsula. Implementing these recommendations will require cooperation between each of the Gulf Coast cities in close partnership with the CTA.

In addition, as Biloxi grows to the north, it is essential to coordinate future transit service with new mixed-use centers and existing employment centers on the Peninsula and in North Biloxi. According to the most recent economic Census, about 4% of Biloxi's population walks and 0.4% of the population takes public transportation to work. Over 91% of the population drives alone or carpools to work. The CTA projects areas of North Biloxi and Woolmarket will be able to support transit service services before 2030.<sup>2</sup> As planning for multi-modal transportation options moves forward, Biloxi residents will have greater choice in how they get to their jobs each day.

Convenient and accessible public transportation across the region is one way to reduce the environmental impacts and high energy costs related to driving. Additionally, Biloxi is exploring the potential for CTA to provide service to and from the Gulfport-Biloxi Regional Airport and surrounding coastal cities to serve residents and support the potential for increased tourism in the region. This is consistent with national trends;

<sup>1</sup> A National Heritage Area is a region designated by Congress to promote preservation and sustainable economic development related to unique cultural, historic, natural, and recreational resources.

<sup>2</sup> Gulf Coast Transit Development Plan (2007), Exhibit ES-2 Transit Network Design 2030.

across the nation, community demand for public transportation is growing. In fact, according to the American Public Transportation Association (APTA) transit ridership grew 4% in 2008 over 2007 and 2008 had the greatest total number of trips since 1956. While this jump in U.S. transit ridership occurred as gas prices increased, it appears to be a trend that will continue despite the recession-related reduction in the price of oil.

Public transit service offers a number of solutions to 21st century challenges, such as reducing dependence on fossil fuels, reducing vehicle miles traveled, and stimulating economic growth. In part, the success of Biloxi's future land use plan hinges on creating multi-modal linkages to existing and future centers accommodating transit, bicycle, and pedestrian use in addition to automobiles.



### Trail, Greenways, and Bicycle Planning

As Biloxi develops its open space system around waterways and greenways, the City can collaborate with adjacent cities, counties, and other interested parties to identify linkages and opportunities for trails across jurisdictional boundaries (see Chapter 6). In addition to multi-municipal planning, Biloxi should partner with the Biloxi and Harrison County School Districts and private recreational providers to determine how to best share resources to meet the needs of citizens for parks, recreation, and other community facilities. Recreational providers and schools, who already work closely with families and children, can be ideal partners to identify the needs of local residents and provide coordinated facilities and services.



### Gulf Coast Housing

The provision of affordable workforce housing is an issue across the six-county Gulf Coast Region (see Chapter 7). Hurricane Katrina damaged much of the affordable housing stock in Biloxi and across the region. The Mississippi Development Authority (MDA) and other regional housing organizations and nonprofit agencies have been working to replace housing on the coast and make the public aware of available assistance. The Gulf Coast Renaissance Corporation established the Regional Employer Assisted Collaboration of Housing (REACH) to help businesses support housing assistance for their employees. An essential goal of the MDA and housing agencies is to locate housing near economic development opportunities and employment, consistent with the housing goals of Biloxi's Comprehensive Plan. MDA is continuing to work with the local housing authorities in Harrison, Hancock, and Jackson County to help fund and restore public housing with the goal of providing more affordable housing than what was located on the coast prior to Hurricane Katrina. In addition to increasing the supply of affordable housing, the regional agencies can partner with local power companies to promote energy conservation and other green building practices for housing.

### Economic Development and Employment Growth

There are many agencies and organizations (e.g., Biloxi Chamber of Commerce, Greater Biloxi Economic Development Foundation/Innovation Center, Gulf Regional Planning Commission, and others) working to strengthen the City and the region's economy. The Economic Development Element (Chapter 8) proposes formation of a Biloxi Economic Development Committee to provide a forum for these organizations to collaboratively work together, share resources, and coordinate their programs and initiatives to maximize benefits for the City's economy. Examples of economic development strategies proposed by the Comprehensive Plan that this committee could address include:

- Explore creation of a regional business/employment center and industrial park in the Woolmarket area (Objective 8-1)
- Grow the visitor industry by increasing the range of activities and attractions for individuals and families (Objective 8-2)
- Revitalize the Downtown as a regional mixed-use activity center and destination (Objective 8-3)
- Encourage business startups and "home-grown" entrepreneurial activity (Objective 8-6)
- Partner on workforce training and development programs to prepare students and residents for 21st century employment opportunities in the 21st century (Objective 8-7)



## 12.1/OVERVIEW

The goals, objectives, strategies, and actions identified in the Comprehensive Plan will only be turned into reality by highly focused attention to implementation. Effective implementation will require that the City Council and Planning Commission, City Administration, Police and Fire Districts, Biloxi Housing Authority, School Districts, and others continuously use this document as a key reference in all future planning and decision-making.

In the years since Hurricane Katrina, Biloxi has been actively engaged in recovery, rebuilding, and planning for the City's future at many levels. The primary purpose of the Comprehensive Plan is to weave together Biloxi's post-Katrina plans, projects, and initiatives into a "roadmap" or common direction for the future. **Upon adoption, the Biloxi Comprehensive Plan will become the City's key policy document.**

This implementation element is included in the Comprehensive Plan as required by the State of Mississippi's Code (§ 17-1). Implementation is addressed throughout the plan, and in this chapter, as follows:

- Chapters 3-8 describe specific citywide actions
- Chapter 9 (Neighborhood Planning Strategies) details priority actions for each of Biloxi's neighborhoods
- Chapter 10 (Downtown Revitalization Strategy) describes priority actions specific to Downtown
- Chapter 11 (Implementation) includes:
  - Principles for Comprehensive Plan consistency (Section 12.2)
  - An Action Plan summarizing all actions recommended in the Plan (Section 12.3)
  - Capital Improvements Framework (Section 12.4)
  - Plan Monitoring (Section 12.5)

Two key points should be kept in mind when reading the Implementation Chapter of the Plan. First, Section 12.3 provides a summary action plan and it may be helpful to refer back to the actions referenced from the previous chapters for more detail. Second, the Capital Improvement Framework (12.4) is a starting point for revising Biloxi's Capital Improvements Program (CIP) and is directly related to the actions recommended in this Plan.

## 12.2 / PRINCIPLES FOR COMPREHENSIVE PLAN CONSISTENCY

If the Comprehensive Plan is to effectively guide change in Biloxi over the next 10-20 year time period, the City needs to establish and follow an implementation framework. Three basic principles to ensure the usefulness of the Comprehensive Plan are:

**Principle #1: Biloxi's Land Development Ordinance (LDO) and Capital Improvement Program (CIP) should be revised, as necessary, to maintain consistency with the Comprehensive Plan.**

Immediately following adoption of the Comprehensive Plan, Biloxi has committed to revising the Land Development Ordinance (LDO)—which includes zoning and subdivision regulations—to ensure consistency between these documents. While the City's regulations need to be consistent with the Comprehensive Plan (§ 17-1-9), this first principle does not suggest that the zoning map and districts must undergo a complete revision. **The Future Land Use Map is not intended to become or replace the zoning map.** Instead, it conceptually depicts broad categories of land use (e.g., low-density residential) and sets the policy framework for the application of concepts such as regional activity centers (to be implemented through new planned development provisions in the LDO).

**Principle #2: Development applications shall be reviewed for consistency with the Comprehensive Plan and shall not be approved if found to be contrary to the Comprehensive Plan, unless the Plan is amended.**

While routine applications and some rezoning proposals will likely be consistent with the Comprehensive Plan, **in cases where proposed development clearly conflicts with the Plan**, an approval should not be granted unless the Plan is amended. Such amendments shall be made upon findings of fact by the Planning Commission and City Council.

**Principle #3: Consider consistency with the Comprehensive Plan as a factor in making decisions on proposed projects, programs, and CIP initiatives.**

Many boards, departments, and agencies guide or make decisions about projects, programs, and potential capital improvements in Biloxi. The effectiveness of the Comprehensive Plan relies in part upon the extent to which the City considers the Plan's goals, objectives, and actions in making decisions that affect Biloxi's future.

## Next Steps

Several early actions are key to successful implementation of the Comprehensive Plan. The first and most important task, revising the zoning, subdivision, and associated development standards, is underway and will be completed following adoption of the Comprehensive Plan. Other key early actions include:

- Establish protocols for the review of development applications to ensure consistency with the Comprehensive Plan.
- Evaluate and modify the City's current CIP as necessary to reflect policies, strategies, and priorities established in the Comprehensive Plan.



## 12.3 / ACTION PLAN

The following table provides a summary of actions described in each of the Chapters of the Comprehensive Plan. To help organize and separate out priorities, each item in the Action Plan (12.3) is assigned a timeframe (ongoing, short, mid, or long-term), as follows:

### Ongoing Initiatives

Actions in this category generally require ongoing coordination and planning. An example of an ongoing initiative is the continued interpretation of historic resources through activities, special events, and programs.

### Short-Term Initiatives (one to two years)

Short-term actions are anticipated to begin within one to two years of plan adoption and are generally considered high priorities (e.g., update the LDO). These actions include relatively straightforward changes to development standards. Others initiatives in the short-term category require a planning process (starting in year 1 or 2) with implementation carried out in the mid or long-term timeframe.

### Mid-Term Initiatives (two to four years)

Actions that fall within the mid-range category include high priorities that will require additional study or detailed design work and therefore take a longer period to begin (e.g., implementation of the Biloxi Peninsula Path beyond Sand Beach) and actions that require coordination between other agencies (e.g., partnerships to meet parks and recreation needs).

## Long-Term Initiatives (four to ten years)

Actions designated as long-term are generally those which are likely to require at least three to four years to define needs and opportunities, create programs and build partnerships, and establish funding resources (e.g., implementing the Seafood Village concept on the Back Bay). In addition, some of the actions in the long-range timeframe require changes in population density and demand (e.g., expanding public transit service).



In addition, the following information is provided for each action:

- A **reference** to the relevant objective or objectives in the associated plan element
- **Action type**, organized into four general categories as follows:
  - **Planning:** Establishing policies or undertaking additional, more detailed studies to guide decision-making or specific implementation initiatives.
  - **Regulatory:** Adopting new or modifying existing ordinances (e.g., zoning, development review, site plan and landscape standards) to achieve the objectives of the Comprehensive Plan.
  - **Capital Investment:** Investing in specific capital projects (e.g., parks, public buildings, or transportation improvements).
  - **Partnership:** Creating relationships between public, private, institutional, and/or nonprofits to leverage resources and create momentum leading to plan implementation.

Lastly it is important to note that the Action Plan is not intended to be an overly rigid formula. Instead it provides a framework to guide decision-making and allocation of resources. With this intended flexibility built in, the Action Plan should be monitored on a consistent basis by the City Administration and updated not less than every five years as described in Section 12.5.

## Action Plan Summary

The following table present a summary of specific actions described in each of the elements and neighborhood strategies.

ONGOING INITIATIVES	SHORT-TERM INITIATIVES (0–2 YEARS)	MID-TERM INITIATIVES (2–4 YEARS)	LONG-TERM INITIATIVES (4–10 YEARS)
<p><b>Land Use Element</b></p> <ul style="list-style-type: none"> <li>• Coordinate land use planning and capital programming (Planning, Capital Investment) (<i>Objectives 3-6, 3-8</i>)</li> <li>• Implement the FEMA Base Flood Elevation maps (Regulatory) (<i>Objective 3-11</i>)</li> <li>• Consider future land and transportation planning in the Greater Biloxi Planning Area (Planning) (<i>Objectives 3-6, 6-8</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Update the LDO (Regulatory) (<i>Objectives 3-1, 3-2, 3-3, 3-5, 3-6, 3-7, 3-8, 3-9,3-10,3-11, 3-12, 4-4, 5-3, 5-4, 5-6, 5-7, 5-7, 6-4, 8-4</i>)</li> <li>• Revise the Zoning Map and Districts (Regulatory) (<i>Objectives 3-4,3-6, 3-7, 3-8</i>)</li> <li>• Pursue strategies to facilitate productive uses of open land in flood prone areas (Planning) (<i>Objectives 3-11, 6-4</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Implement strategies for productive open space use (Partnership, Capital Investment) (<i>Objectives 3-11, 6-4</i>)</li> <li>• Develop a public campaign and other incentives to promote sustainable development (Planning) (<i>Objective 3-12</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Study the need to revise the Greater Biloxi Planning Area (Planning) (<i>Objectives 3-6, 6-8</i>)</li> </ul>
<p><b>Transportation Element</b></p> <ul style="list-style-type: none"> <li>• Implement a multi-modal street network that includes sidewalks, bike lanes, planned CTA improvements, improved roadways (Planning, Capital Investment) (<i>Objectives 3-8, 4-3, 4-5, 4-6, 4-7, 5-2</i>)</li> <li>• Require all new development provide sidewalks and enact policies to encourage compact, walkable, development (Regulatory, Planning) (<i>Objective 4-7, 7-2</i>)</li> <li>• Continue working with DMR to identify areas that pose threats to marine industries (Partnership) (<i>Objective 4-9</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a phased roadway improvement program (Planning) (<i>Objective 4-1</i>)</li> <li>• Develop and begin to implement a “Complete Streets” policy and design standards (Planning, Capital Investment) (<i>Objective 4-3</i>)</li> <li>• Develop a comprehensive parking strategy for the Downtown (Planning) (<i>Objective 4-4</i>)</li> <li>• Explore feasibility of upgrading the Cedar Lake Road drawbridge and Popp’s Ferry Road Bridge plans (Planning) (<i>Objective 4-9</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Establish traffic impact study requirements, access management controls, and targeted improvements (Regulatory, Capital Investment) (<i>Objective 4-2</i>)</li> <li>• Work with CTA to coordinate future transit service with land use (Planning, Partnership) (<i>Objective 4-5, 7-2</i>)</li> <li>• Conduct a citywide sidewalk inventory and develop a plan to increase sidewalk coverage (Planning) (<i>Objective 4-7</i>)</li> </ul>	<ul style="list-style-type: none"> <li>• Advance the east-west corridor project (Planning) (<i>Objective 4-1</i>)</li> <li>• Explore feasibility of providing transit service between Biloxi and the Airport (Planning) (<i>Objective 4-8</i>)</li> </ul>

**ONGOING INITIATIVES**

**SHORT-TERM INITIATIVES  
(0-2 YEARS)**

**MID-TERM INITIATIVES  
(2-4 YEARS)**

**LONG-TERM INITIATIVES  
(4-10 YEARS)**

**Natural, Cultural, and Historic Resources Element**

- Expand Biloxi’s unique tourism markets in heritage, arts and culture, and eco-tourism (Planning, Partnership) (*Objectives 5-1, 5-2*)
- Continue to interpret historic resources through activities, special events, programs, and partnerships (Capital Investment, Partnership) (*Objective 5-6, 5-7*)
- Place utilities underground in historic neighborhoods (Capital Investment) (*Objective 5-6*)
- Promote community gardens, urban agriculture, and outdoor events (Planning, Partnership) (*Objective 5-7*)

- Partner with organizations for open space planning and preservation (including Peninsula Path) (Planning, Partnership) (*Objectives 5-3, 5-4, 5-5, 6-4*)
- Develop Downtown Design Guidelines (Regulatory) (*Objective 5-6, 8-3*)
- Implement a façade improvement grant program (Planning) (*Objective 5-6*)
- Begin planning and design work for the Biloxi Peninsula Path (Planning) (*Objectives 5-8, 4-6, 4-7*)

- Plan and develop waterfront uses on the Peninsula (Planning, Capital Investment) (*Objectives 5-2, 5-7*)
- Preserve environmentally sensitive lands through fee simple or acquisition of development rights (Planning, Capital Investment) (*Objectives 5-3, 5-4, 5-5*)
- Develop the public Biloxi Peninsula Path improving access to key sites (Planning, Capital Investment) (*Objectives 5-8, 4-6, 4-7*)

- Complete development of Point Cadet with pedestrian and bicyclist amenities (Planning, Capital Investment) (*Objective 5-7*)

**Community Facilities and Services Element**

- Implement the City’s Hazard Mitigation Plan (Capital Investment, Partnership) (*Objective 6-1, 6-9*)
- Create multiple-use synergies and cost-sharing by co-locating facilities (Partnerships) (*Objective 6-5*)
- Maintain partnerships between the City and human service organizations, and schools to assist residents (Partnership) (*Objective 6-7*)
- Implement the City’s Phase II Stormwater Program and monitor public water quality (Capital Investment) (*Objective 6-9*)

- Develop a phased CIP to address municipal facility needs (Planning) (*Objective 6-2, 6-8*)
- Develop a Biloxi Greenways and Trails Plan around the City’s waterways (Planning) (*Objective 6-4, 5-8, 7-2*)
- Partner with utility agencies and encourage developers to increase energy conservation, renewable energy, and recycling (Planning, Partnership) (*Objective 6-10*)
- Evaluate the need for a new community center in Woolmarket and expansion of other programs and park facilities in Biloxi (Planning) (*Objectives 6-5, 6-6*)

- Reserve future fire and emergency services sites based on the CIP (Capital Investment) (*Objective 6-2*)
- Begin implementing the Greenways and Trails Plan (Partnership, Capital Investment) (*Objective 6-4, 5-8, 7-2*)
- Meet parks and recreational facility needs through park development and joint agreements with schools and providers (Planning, Partnership) (*Objectives 6-3, 6-6*)

- Reserve future police, fire, and emergency facility sites and support recruitment and training activities (Planning, Capital Investment) (*Objective 6-1*)

**ONGOING INITIATIVES**

**SHORT-TERM INITIATIVES  
(0–2 YEARS)**

**MID-TERM INITIATIVES  
(2–4 YEARS)**

**LONG-TERM INITIATIVES  
(4–10 YEARS)**

**Housing Element**

- |  |  |   |  |
|--|--|---|--|
| <ul style="list-style-type: none"> <li>• Diversify and improve Biloxi’s housing stock through incentives and partnerships (Partnership, Capital Investment) <i>(Objective 7-1)</i></li> <li>• Locate new housing near accessible mixed-use centers, employment, and services and away from special hazard areas (Planning) <i>(Objectives 7-2, 7-4)</i></li> <li>• Promote housing that respects the character of Biloxi’s history and heritage through incentives and adaptive reuse (Planning) <i>(Objective 7-5)</i></li> </ul> | <ul style="list-style-type: none"> <li>• Complete the updated Consolidated Plan and partner w/organizations to address homeless and special needs populations (Planning, Partnership) <i>(Objective 7-3)</i></li> <li>• Strengthen public/private partnerships addressing housing need and convene a homeless taskforce (Partnership) <i>(Objective 7-3)</i></li> <li>• Provide incentives and increase code enforcement to reduce the vulnerability of housing to storm damage (Planning) <i>(Objective 7-4)</i></li> <li>• Create design guidelines for new mixed-use and residential development (Planning) <i>(Objective 7-5)</i></li> </ul> | <ul style="list-style-type: none"> <li>• Expand homeless shelter space, increase emergency social services, and provide additional transitional housing units (Partnership, Capital Investment) <i>(Objective 7-3)</i></li> </ul> |  |
|--|--|---|--|

**Economic Development Element**

- |  |  |   |  |
|--|--|---|--|
| <ul style="list-style-type: none"> <li>• Coordinate and support contributions made by institutions and major employers to Biloxi’s economy (Partnership) <i>(Objective 8-1)</i></li> <li>• Maintain height restrictions for development around KAFB (Regulatory) <i>(Objective 8-1)</i></li> <li>• Maintain a balance between regional retail and community-level retail in focused areas (Edgewater Mall, Pass Rd) (Planning) <i>(Objective 8-5)</i></li> <li>• Develop partnerships between the school districts and major employers to increase vocational and entrepreneurial training (Partnership) <i>(Objective 8-7)</i></li> </ul> | <ul style="list-style-type: none"> <li>• Establish a Biloxi Economic Development Committee (Partnership) <i>(see Chapter 8)</i></li> <li>• Partner with tourism organizations to enhance marketing (Partnership) <i>(Objective 8-2)</i></li> <li>• Provide dedicated docking space and support the Back Bay as the center of Biloxi’s commercial shrimp fleet (Planning, Capital Investment) <i>(Objective 8-4)</i></li> <li>• Pursue Downtown retail and restaurant development (Planning) <i>(Objective 8-3)</i></li> <li>• Pursue opportunities for catalytic mixed use development Downtown (Planning) <i>(Objective 8-3)</i></li> </ul> | <ul style="list-style-type: none"> <li>• Expand waterfront tourism including the public marinas and piers with Point Cadet planning a priority (Planning, Capital Investment) <i>(Objective 8-1, 8-2)</i></li> <li>• Establish an East Biloxi Innovation Center (Partnership, Capital Investment) <i>(Objective 8-6)</i></li> </ul> | <ul style="list-style-type: none"> <li>• Explore creation of a “start-up” business center in Woolmarket (Planning, Partnership) <i>(Objective 8-1)</i></li> <li>• Implement the Seafood Village concept on the Back Bay (Planning) <i>(Objective 8-4)</i></li> </ul> |
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## 12.4/CAPITAL IMPROVEMENTS FRAMEWORK

Biloxi's 2009 State of the City Report details recent and ongoing public improvements plans, including the massive number of infrastructure related projects currently in planning, design, and construction phases. Before Katrina, the City's capital improvements totaled approximately \$16 million per year. In 2009, \$355 million in capital improvements and infrastructure projects were either underway or planned in Biloxi – including repair and improvements to streets, drainage, utilities, landscaping, lighting, sidewalks, and curbing throughout Biloxi. This massive increase highlights the importance of coordinating the City's capital investments with the Comprehensive Plan recommendations through a phased capital improvements program.

A city's Capital Improvements Program (CIP) is the "blueprint" for allocating community expenditures and is one of the most important responsibilities of municipal government it typically includes two parts—a capital budget and a capital program. A successful capital improvements program provides a number of benefits including:

- Facilitating coordination between community-wide needs and the City's operating budgets
- Increasing opportunities for obtaining federal and state aid for capital projects
- Linking public facilities to other planning efforts and private development
- Encouraging careful project planning that meets the vision and goals of the City's Comprehensive Plan

The Comprehensive Plan actions can be directly translated to the CIP. This section includes the planning initiatives and capital improvement projects necessary to carry out Biloxi's Comprehensive Plan recommendations. Together they create the framework to revise the City's CIP. Using this framework to develop the CIP requires the City set priorities and carefully consider funding and project phasing.

Based on recommendations of the Comprehensive Plan, three planning priorities from the following table can begin immediately:

- Develop a "Complete Streets" Policy
- Coordinate and prioritize water and sewer extensions to Woolmarket with the Land Use Plan
- Develop a Park and Recreational Facilities Capital Improvement Plan

CITYWIDE CAPITAL IMPROVEMENT FRAMEWORK

Capital Improvement Planning *(Reference)*

- Targeted Roadway Capacity/Safety Improvements *(Action 4-2-3)*

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- Multi-Modal Network Plan
  - “Complete Streets” Policy *(Action 4-3-1)*
  - Bicycle Network Plan *(Objective 4-6)*
  - Pedestrian Network Plan *(Objective 4-7)*
  - Sidewalk Inventory *(Action 4-7-2)*
  - Greenway Trails Plan *(Action 6-4-1)*

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- Downtown Parking Strategy *(Action 4-4-2)*

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- Open Space Acquisition Program
  - Valuable natural resource lands *(Action 5-3-3)*
  - Floodplain lands *(Action 5-5-1)*
  - Greenway lands *(Action 6-4-2)*

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- Police, Fire, and Emergency Services Capital Improvements Plan *(Action 6-1-1)*

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- Public Buildings / Facilities Capital Improvements Plan *(Objective 6-2)*

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- Park and Recreational Facilities Capital Improvements Plan *(Objective 6-3)*

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- Coordinated (Water and Sewer) Utility Infrastructure Extension/ Land Use Plan *(Objective 6-8)*

Citywide Capital Improvement Projects *(Reference)*

- Roadway network projects
  - East-West Corridor *(Action 4-1-2)*
  - Popp’s Ferry Road widening / bridge improvement *(Action 4-1-1)*

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- Roadway capacity / safety improvement projects *(Action 4-2-3)*

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- Biloxi Peninsula Path *(Action 4-7-2)*

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- Open space acquisitions
  - Valuable natural resource lands *(Action 5-3-3)*
  - Floodplain lands *(Action 5-5-1)*
  - Greenway lands *(Action 6-4-2)*

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- Community facility improvement projects
  - Police, fire, and emergency services *(Action 6-1-1)*

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- Community facility improvement projects
  - Public buildings and facilities *(Objective 6-2)*

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- Community facility improvement projects
  - Park and recreational facilities *(Objective 6-3)*

NEIGHBORHOOD CAPITAL IMPROVEMENT FRAMEWORK—EAST AND WEST BILOXI

Capital Improvement Planning <i>(Ref)</i>	Neighborhood Planning Area Capital Improvement Projects	
	East Biloxi	West Biloxi
<ul style="list-style-type: none"> <li>Targeted Roadway Capacity/Safety Improvements <i>(Action 4-2-3)</i></li> </ul>	<ul style="list-style-type: none"> <li>East Biloxi Transportation Loop <i>(Strategy 3)</i> <ul style="list-style-type: none"> <li>Pine St extension</li> <li>Bayview Rd widening</li> </ul> </li> <li>I-110 interchange improvements <i>(Strategy 3)</i> <ul style="list-style-type: none"> <li>I-110 SB ramp at Bayview Ave</li> <li>I-110 improved radius at Highway 90</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Roadway improvement projects <i>(Strategy 3)</i> <ul style="list-style-type: none"> <li>Veterans Ave widening</li> <li>Highway 90 service drive (Camellia St to Rodenburg Ave)</li> <li>Pass Rd intersection improvements (targeted capacity improvements per Action 4-2-3)</li> <li>Popp’s Ferry Rd extension to Highway 90</li> <li>Eisenhower Dr realignment</li> <li>Irish Hill Dr extension to Greater Ave</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>Multi-Modal Network Plan                             <ul style="list-style-type: none"> <li>“Complete Streets” Policy <i>(Action 4-3-1)</i></li> <li>Bicycle Network Plan <i>(Objective 4-6)</i></li> <li>Pedestrian Network Plan <i>(Objective 4-7)</i></li> <li>Greenway Trails Plan <i>(Action 6-4-1)</i></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>“Complete Street” corridor improvements <i>(Strategy 3)</i> <ul style="list-style-type: none"> <li>Howard St (underway)</li> <li>Oak St</li> <li>Division St</li> </ul> </li> <li>East Biloxi pedestrian/bicycle network improvements</li> </ul>	<ul style="list-style-type: none"> <li>West Biloxi pedestrian/bicycle network improvements <i>(Strategy 2)</i></li> <li>Convention Center district streetscape improvements <i>(Strategy 5)</i></li> </ul>
<ul style="list-style-type: none"> <li>Open Space Acquisition Program                             <ul style="list-style-type: none"> <li>Valuable natural resource lands <i>(Action 5-3-3)</i></li> <li>Floodplain lands <i>(Action 5-5-1)</i></li> <li>Greenway lands <i>(Action 6-4-2)</i></li> </ul> </li> </ul>		
<ul style="list-style-type: none"> <li>Police, Fire, and Emergency Services Capital Improvements Plan <i>(Action 6-1-1)</i></li> </ul>		
<ul style="list-style-type: none"> <li>Public Buildings/Facilities Capital Improvements Plan <i>(Objective 6-2)</i></li> </ul>	<ul style="list-style-type: none"> <li>East Biloxi Library and Civic Center <i>(Strategy 7)</i></li> </ul>	
<ul style="list-style-type: none"> <li>Park and Recreational Facilities Capital Improvements Plan <i>(Objective 6-3)</i></li> </ul>	<ul style="list-style-type: none"> <li>East Biloxi neighborhood parks/recreational facilities <i>(Strategy 7)</i></li> <li>Public dock/marina reconstruction and expansion <i>(Strategy 2)</i></li> <li>Point Cadet <i>(Strategy 2)</i></li> <li>Seafood Village <i>(Strategy 8)</i></li> </ul>	
<ul style="list-style-type: none"> <li>Coordinated (Water and Sewer) Utility Infrastructure Extension/Land Use Plan <i>(Objective 6-8)</i></li> </ul>	<ul style="list-style-type: none"> <li>Utility (water and sewer) infrastructure repair/upgrades <i>(Strategy 7)</i></li> </ul>	<ul style="list-style-type: none"> <li>Utility (water and sewer) infrastructure repair/upgrades</li> </ul>

NEIGHBORHOOD CAPITAL IMPROVEMENT FRAMEWORK—NORTH BILOXI AND WOOLMARKET

Capital Improvement Planning <i>(Ref)</i>	Neighborhood Planning Area Capital Improvement Projects	
	North Biloxi	Woolmarket
<ul style="list-style-type: none"> <li>Targeted Roadway Capacity / Safety Improvements <i>(Action 4-2-3)</i></li> </ul>	<ul style="list-style-type: none"> <li>Roadway improvement projects <i>(Strategy 2)</i> <ul style="list-style-type: none"> <li>Popp’s Ferry Rd widening (Cedar Lake Rd to D’Iberville)</li> <li>Cedar Lake Rd / I-10 service road</li> <li>Swan Lake / I-10 service road</li> <li>East Harrison County Connector to Popp’s Ferry Road</li> <li>Cedar Lake Road drawbridge</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Roadway improvement projects                             <ul style="list-style-type: none"> <li>Shorecrest Rd / I-10 interchange</li> <li>Shorecrest Rd improvements</li> <li>Woolmarket Rd Extension to O’Neal Rd</li> <li>Lorraine Road Bridge Realignment</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>Multi-Modal Network Plan                             <ul style="list-style-type: none"> <li>“Complete Streets” Policy <i>(Action 4-3-1)</i></li> <li>Bicycle Network Plan <i>(Objective 4-6)</i></li> <li>Pedestrian Network Plan <i>(Objective 4-7)</i></li> <li>Greenway Trails Plan <i>(Action 6-4-1)</i></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>“Complete street” improvements: Popp’s Ferry Rd, Cedar Lake Rds <i>(Strategy 2)</i></li> <li>North Biloxi pedestrian/bicycle network improvements <i>(Strategy 5)</i></li> </ul>	<ul style="list-style-type: none"> <li>Woolmarket pedestrian/bicycle network improvements <i>(Strategy 5)</i></li> </ul>
<ul style="list-style-type: none"> <li>Downtown Parking Strategy <i>(Action 4-4-2)</i></li> </ul>		
<ul style="list-style-type: none"> <li>Open Space Acquisition Program                             <ul style="list-style-type: none"> <li>Valuable natural resource lands <i>(Action 5-3-3)</i></li> <li>Floodplain lands <i>(Action 5-5-1)</i></li> <li>Greenway lands <i>(Action 6-4-2)</i></li> </ul> </li> </ul>		
<ul style="list-style-type: none"> <li>Police, Fire, and Emergency Services Capital Improvements Plan <i>(Action 6-1-1)</i></li> </ul>		
<ul style="list-style-type: none"> <li>Public Buildings / Facilities Capital Improvements Plan <i>(Objective 6-2)</i></li> </ul>		
<ul style="list-style-type: none"> <li>Park and Recreational Facilities Capital Improvements Plan <i>(Objective 6-3)</i></li> </ul>		<ul style="list-style-type: none"> <li>New community facilities (coordinate with future land use and center locations) <i>(Strategy 4)</i></li> <li>New park/community center (centrally located/ Woolmarket Regional Activity Center)</li> <li>Fire stations (three per Fire Dept)</li> <li>Other new community facilities needed to support future land use</li> </ul>
<ul style="list-style-type: none"> <li>Coordinated (Water and Sewer) Utility Infrastructure Extension/Land Use Plan <i>(Objective 6-8)</i></li> </ul>	<ul style="list-style-type: none"> <li>Utility (water and sewer) infrastructure repair/ upgrades</li> </ul>	<ul style="list-style-type: none"> <li>New utility (water and sewer) infrastructure (prioritize to support designated activity centers and reduce scattered development that is inefficient and costly to serve) <i>(Strategy 2)</i></li> </ul>

NEIGHBORHOOD CAPITAL IMPROVEMENT FRAMEWORK—DOWNTOWN

Capital Improvement Planning *(Reference)*

- Targeted Roadway Capacity / Safety Improvements *(Action 4-2-3)*

- Multi-Modal Network Plan
  - “Complete Streets” Policy *(Action 4-3-1)*
  - Bicycle Network Plan *(Objective 4-6)*
  - Pedestrian Network Plan *(Objective 4-7)*
  - Greenway Trails Plan *(Action 6-4-1)*

- Downtown Parking Strategy *(Action 4-4-2)*

- Open Space Acquisition Program
  - Valuable natural resource lands *(Action 5-3-3)*
  - Floodplain lands *(Action 5-5-1)*
  - Greenway lands *(Action 6-4-2)*

- Police, Fire, and Emergency Services Capital Improvements Plan *(Action 6-1-1)*

- Public Buildings/Facilities Capital Improvements Plan *(Objective 6-2)*

- Park and Recreational Facilities Capital Improvements Plan *(Objective 6-3)*

- Coordinated (Water and Sewer) Utility Infrastructure Extension / Land Use Plan *(Objective 6-8)*

Downtown Revitalization Strategy *(Reference)*

- Beach Boulevard improvements (to reinforce connection from casinos to Downtown) *(Strategy 1)*
  - Pedestrian connections from casinos
  - Retiming of traffic lights for pedestrian safety

- Beach Boulevard improvements (to reinforce connection from casinos to Downtown)
  - Biloxi Peninsula Path
  - Other pedestrian-oriented streetscape improvements
- “Catalytic” improvements to promote private investment (Lameuse Street and Rue Magnolia “restaurant/shopping district”) *(Strategy 2)*
  - Streetscape improvements
  - Parking

- Develop Downtown parking improvements *(Strategy 9)*

- Other Downtown “public realm” improvements *(Strategy 7)*
  - Streetscape/sidewalk improvements
  - Open spaces/“micro-parks”
  - Downtown Sidewalk Inventory

- Downtown public space *(Strategy 7)*
  - City Hall public open space
  - Town Green outdoor amphitheater

## 12.5/PLAN MONITORING

The Comprehensive Plan should be viewed as a working document that can be adapted to respond to the changing needs and conditions of its residents and businesses. The Action Plan (12.3) should be reviewed on a continuous, as-needed basis and updated not less than every five years. This continuous review supports the idea that planning is an ongoing process. The City's CIP (12.4) should be reviewed and updated on a yearly basis. Each year since Hurricane Katrina, Biloxi has prepared and distributed an annual State of the City report. The continued preparation of this report provides an ideal opportunity for Biloxi's administration to review and monitor progress made in implementing Comprehensive Plan recommendations.

### Next Steps

The following is a recommended checklist for the development of a more specific protocol for plan monitoring and updating, to be established within three to six months of plan adoption. Next steps to consider include:

- Establish a process for the Community Development Department to submit to the Planning Commission and City Council an annual report indicating progress made toward plan implementation.
- Consider identifying specific indicators or benchmarks to measure progress in implementing the Plan.
- Maintain open communication with residents, developers, special interest groups, organizations, and local and regional agencies throughout the year to aid in monitoring the Plan's effectiveness.
- Provide effective ways for citizens to participate in the process prior to any proposed Comprehensive Plan amendments are implemented.

### Updating

The City should monitor implementation progress and consider the need to update the Comprehensive Plan at least every five years. A revision process would include an evaluation of changes in trends and existing conditions and any needed modifications to the goals and actions to reflect changing circumstances or priorities.

