

**CHAPTER FIVE
PLAN IMPLEMENTATION
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CHAPTER FIVE – PLAN IMPLEMENTATION

PURPOSE AND INTENT

The goals, objectives and policies of **Chapter 3** and Future Land Use and growth strategies of **Chapter 4** must be supported through comprehensive implementation strategies. This Chapter outlines recommended strategies for implementation. In that regard, it must be clear that these recommendations do not constitute a set of regulations or ordinances. Rather, they are guides for future amendments to existing City regulations and ordinances. Similarly, it is not anticipated that these recommendations will be implemented in their entirety upon adoption of this plan. Rather, the intent of the recommendations is to equip Ottawa to accomplish short- and long-term objectives through implementation of the recommended strategies as determined by the City to be appropriate at the time implemented.

Because of the long-term nature of the Plan, it is appropriate for the City to evaluate the specific language and make modifications, as some of this material is generally accepted standards while other is more specific to Ottawa, prior to adoption. In the interim, the recommendations serve as guides for evaluating proposed developments.

The following recommendations are listed by general categories and are not listed by importance. Although grouped by topic, each recommendation is independent and can be implemented individually or in conjunction with other strategies from this chapter.

FUTURE LAND USE IMPLEMENTATION

The Comprehensive Plan is implemented through numerous planning regulations and procedures. The primary means of implementing the Future Land Use Map is the Zoning Ordinance. Over time, the City should seek to achieve consistency between the Zoning District Map and Future Land Use Map and between the Zoning Districts and the Future Land Use Categories. Implementation will come from both public and private sector initiatives:

- Proactive rezonings on the part of the City or landowner proposed rezonings
- Amendment of site development standards in the Zoning Ordinance update; and
- Implementation of overlay strategies to complement and support land use strategies, such as for infill or redevelopment of certain commercial areas.

Private and Public Initiatives

Proactive Rezoning. In several Planning Areas, proactive rezonings are recommended in the Future Land Use Map. In most instances, these are areas where rezoning of land implements the Plan intent. Examples of this include rezoning of land to solidify the intent of promoting Business Park development.

Landowner Proposed Rezoning. The Plan sets forth goals and objectives for near-term and long-term development. Accordingly, rezoning applications should be easier to evaluate and, where found consistent with this Plan, approved. The Plan gives the City a stronger basis to say “yes” to development in the future, while also explaining to applicants why it must sometimes say “no.”

Site Development Standards. In addition to rezoning, applying new or amended site development standards will help alleviate problems with land use incompatibility, traffic conflicts and related planning concerns. In several areas, site development standards are recommended. Most of these areas are in commercial districts where the overlay provisions would address unique use, signage, landscaping, setbacks, buffering, parking and, possibly, architectural design requirements to preserve and enhance the character of the strip commercial corridors and other business areas of Ottawa. This would support goals in the Plan to improve appearances at gateways, along corridors, and as development occurs.

Development-Specific Programs. In targeted areas of the City, significant support efforts are recommended that would greatly support local initiatives for development. The areas currently identified as Development Opportunity Areas and Revitalization Opportunity Areas (**Ref. Map 8: Development Opportunity Areas, Appendix E**) are where the City has gathered information specific to the areas and hope to be proactive in meeting the needs of the area or developments. These areas are found in the appendices as information for them may need to be modified as development occurs, which is anticipated to be more often than the plan is updated. To add an additional area to the opportunity or revitalization areas, consideration would be given when the comprehensive plan is reviewed annually.

Development Review

The goals, objectives, and policies of **Chapter 3** and the Future Land Use Plan and growth strategies of **Chapter 4** have been designed for use in evaluating proposed development projects in addition to guiding the general growth and development of the City. Update of the Zoning Ordinance was completed in March of 2005. However, updating the zoning ordinance regularly would be wise so that future efforts continue to be consistent with the Plan objectives when evaluating zoning map amendments, planned developments and conditional use permit applications.

In determining the consistency of proposed development with the Comprehensive Plan, the various portions of the Plan must be considered individually so that the Plan can be interpreted, but must be applied in their totality. No one portion of the Plan can be considered in isolation from the rest of the document. Although the Future Land Use Map and recommendations of the Plan provide detailed recommendations for the future development of areas and parcels, the Plan must be implemented using the strategies and recommendations of the Plan as a whole.

Further, developers and property owners are strongly encouraged to become familiar with the entire Plan and incorporate the applicable recommendations and guidelines into their projects. The recommendations and guidelines include:

- the Goals, Objectives and Policies;
- the recommendations of the Future Land Use and Growth Strategies chapter;
- the Future Land Use map;
- the Major Thoroughfare Plan map;
- targeted development areas;
- development design standards and considerations; and
- the Capital Improvements Program (CIP).

Plan Amendments

The Planning Commission is required by state law to review the Comprehensive Plan annually. The Planning Commission is required to hold a public hearing each year to consider necessary Plan amendments and is also encouraged to update the Plan at that time. In so doing, the City of Ottawa will institute a process with many planning advantages:

- implement strategies invoked during the preceding year, whether by public policy or private initiative;
- engage meaningful participation in planning processes,
- find common ground for shared decision-making by all citizens, and
- ensure community equity in the distribution of resources.

RECOMMENDATION - ANNEXATION

Due to positive progress in relations with Franklin County, including a recently adopted interlocal planning agreement, the City should continue coordinating with county representatives on the issue of annexation. Future annexations should be planned with public facilities in mind to avoid straining municipal resources. To most efficiently utilize current infrastructure investments, further annexations should be planned concurrently with updates to the five-year capital improvements program (CIP).

Strategically plan annexations in the near-term:

- Within the next five years in portions of the “Planning Areas” in response to urban growth pressures.
- Targeted to control short-term development in Planning Areas which are important to long-term growth plans (e.g., the K-68 and US 59 Highway Corridors).
- Review limits regularly to consider “squaring” of the boundaries or for areas served with city services that could be annexed.

Annexation should be undertaken with the realization that poorly planned development outside current boundaries could limit the City's future growth capabilities. Thus, annexation decisions must balance the problems of assuming short-term service costs against the long-term benefits.

RECOMMENDATIONS – BUSINESS DEVELOPMENT AND RETENTION

Update Development District Criteria—General Commercial Development

Update existing Overlay District language in the Zoning Ordinance and adopt a new “Infill and Revitalization Overlay District” to assure that the following general commercial development objectives are met throughout Ottawa, and not just in a few area overlay districts.

- Cluster neighborhood centers at the arterial roads that connect to the highways.
- In reviewing development proposals, such as in site plan reviews, promote orderly retail and office development which is compatible with residential land uses.
- Coordinate major thoroughfare improvements in the Major Thoroughfare Plan with patterns of commercial growth so that streets can accommodate increased traffic volumes.
- Create strong continuous corridor edges using either consistent building setbacks or continuous sequences of plant materials, lighting fixtures or compatible signage.
- Minimize curb cuts and median breaks along collector and arterial roads.
- Require adjacent commercial uses to design internal connections between parking lots to minimize street traffic and curb cuts.
- Require commercial developments along major thoroughfares to be pedestrian-oriented with clearly identified walkways between parking lots and buildings.
- Lighting for businesses and parking lots should be low glare and designed so as not to shine directly into adjacent residential areas.
- Where possible, encourage the location of developments internally to the site, maintaining a vegetated edge along thoroughfare frontage.
- Require substantial vegetated buffering and screening of distracting and unsightly development elements.
- Require vegetated buffering and screening between business and residences.
- Require parking lots to be planted with appropriate number of shade trees.
- Require commercial and industrial developers to maintain trees and plants that are required to be installed as landscaping or buffering.

In chapter three, there are specific goals, objectives, and policies that support economic development. These along with the quality of life and future land use goals, should all be seen as ways to encourage job growth. While the community should continue to review its incentives as well as grant opportunities, real job growth is created by the private sector. City government and other institutions certainly impact the environment where growth occurs, but their task is to

support the opportunity for job growth through provision of services, infrastructure, parks, and other amenities providing the opportunity for a healthy community.

In Appendix I is material relating to creating quality places that may be helpful in creating overlay districts.

Adopt Commercial Corridor Development Review Criteria

The commercial corridors (or “strips”) are areas where business land uses are strung along major roads, such as Kansas 68 Highway and 23rd Street, which serve as districts for commercial activity and as major traffic carriers. In order to address this development, the City should update existing Overlay Districts and adopt new “Infill and Revitalization Overlay District” review criteria to assure that the commercial strip development objectives are met. The new and revised overlay districts will help accomplish the following:

- Provide for the proper sizing and location of new retail zoning requests and developments;
- Improve on- and off-site vehicular and pedestrian circulation and safety;
- Incorporate access management principles;
- Promote revitalization efforts to improve economic well-being of existing strips; and
- Improve the visual character and identity of retail centers, strip centers, and major transportation corridors.

The guidelines are intended to supplement the City of Ottawa’s regulatory review process. Each of the design elements or sections includes a statement of purpose and a listing of key issues. The applicant will be expected to address these issues during site plan review procedures by: a) complying with the guidelines for each section; or b) proposing alternative solutions that specifically address the identified issues. (See Appendix G)

The guidelines are intended to be used by staff in initial discussions with the applicant to aid in preparation of a submission. The applicant will be required to clearly show with supportive information and data—once adopted into the Zoning and Subdivision Regulations—how the key issues are addressed.

When an applicable zoning case, concept plan, circulation plan, land use plan, or site plan is presented to the Planning Commission and/or Governing Body, the staff’s recommended action will be included. In addition to other applicable considerations, Staff’s recommendation will be based on its determination of the proposal’s conformance to the guidelines and/or its effectiveness in meeting the purposes and issues of the various design elements.

Adopt Industrial Development Review Criteria

The City has applied site development review procedures over time. A generalized set of non-residential and non-commercial standards should be adopted to apply to development visible

from public rights-of-way and residential areas. Other industrial areas, not visible to the public, should be exempted from the standards. These standards are intended to be implemented in the same manner as detailed for the Commercial Corridor Development Review criteria discussed above. Recommended guidelines are detailed in Appendix F.

Initiate a Business Development and Enhancement Policy

The City of Ottawa's proximity to Kansas City—where generous business incentives are given—means Ottawa will have to more aggressively compete to maintain its competitive position in the edge of the Johnson County/ Kansas City metropolitan area market. Therefore, the following strategies are recommended to be followed to assist in attracting and supporting business development throughout the City and in the "Opportunity Areas" in particular.

Target Business Incentives. Business growth requires continued public and private investment and strategic use of existing capital resources. For Ottawa to continue to grow, proactive public policies, targeted financial incentives and specific strategies are necessary to maximize potential. Assistance should be focused on areas which will most directly broaden Ottawa's economic base.

The use of financial incentives to entice certain companies to relocate and/or expand to another place is appropriate if the business brings an expanded customer base, new shoppers and/or a high degree of name recognition within the region. The financial incentive is most appropriately tied to:

- assisting with relocation costs;
- waiving or discounting local permit fees;
- sponsoring public finance options, such as Neighborhood Benefit Districts; and/or
- granting partial property tax abatement.

More specifically,

- Study and determine appropriate financial incentives to target those market niche businesses where the City currently falls short of its regional share.
- Tax and other financial incentives to attract and/or expand businesses should be evaluated on the amount of private investment and the number of new jobs created.
- The City should consider directly tying the amount and duration of incentives in manufacturing and professional and technical services to the wage rates in order to maximize the benefit to the City's income figures.

When considering the use of financial incentives, it is important to publicize availability to the targeted industries. It is also important to keep the public well informed throughout the consideration process of the real cost and projected benefits of each potential project. Financial incentives have become the norm in the world of economic development and the judicious use of incentives will enable Ottawa's economy to continue to grow and prosper.

Establish a Database of Available Land and Buildings. A complete listing of all developed and vacant property and available commercial space is an important component of a successful recruitment program. The database should be maintained and regularly updated. This will maintain better knowledge of the prevailing real estate market, build relationships with the owners and can serve as a method to persuade them to seek tenants that best fill the City's needs, reinforcing the community's objectives. Development of the database in conjunction with the City's GIS mapping system could provide additional advantages such as the visual representation of land and buildings based upon specified criteria.

Target Downtown Enhancement if Initiated by the Private Sector. To enhance the downtown, the City should consider support of reinvestment in the downtown area—if initiated by the downtown land owners and businesses.

Adopt a New Downtown Neighborhood District

Purpose of the Downtown Neighborhood District. There is pride in having traditional community options available to Ottawa residents. One such option is manifested in the neighborhoods surrounding Ottawa's Downtown. Downtown neighborhoods have a distinct identity in Ottawa. To maintain the existing cohesive Downtown neighborhoods, the City must be willing to minimize the intrusion of non-residential land uses, while promoting flexibility and adaptive reuse of land and structures. This includes uses that are clearly different, such as new employment uses, as well as seemingly compatible uses, such as the conversion of residential uses to small commercial uses. In places where a number of uses already weaken a neighborhood, the purpose of the District is to determine an ultimately beneficial use for the area and achieve this use through the consistent application of City goals, objectives and policies.

Objectives of the District. The Downtown Neighborhood District seeks to maintain Ottawa's Downtown neighborhood character through an increased emphasis on compatible design and community appearance, while accommodating sensitive adaptive reuse.

Objective 1 - Ensure that new development/redevelopment is attractive. Also, encourage the incremental transition of land uses, rather than sharp, incompatible changes in adjoining land uses. Adopt standards to be applied through Site Plan Review that ensure quality development that:

- Is compatible with adjacent uses, and
- Does not create undesirable impacts (e.g., traffic, visual, noise, etc).

Objective 2 - Reduce the potential for dispersed commercial uses throughout the neighborhood—identify an “edge” area where transition uses are managed. The “clustering” of commercial and retail uses should be encouraged closer to intersections of major streets that connect the core Downtown commercial area with the neighboring residential areas—defining

the land use “edges” between the two. Transitional uses should be site-sensitive between the residential and commercial areas, assuring more compatible land uses.

Objective 3 - Identify high density housing opportunities, such as residences above stores.

Objective 4 - Identify and develop gateways to Downtown Ottawa. Distinguish between commercial and residential gateways to mark these areas as unique, transitional sections of Ottawa’s Downtown. Make the residential gateway features compatible in scale and design with the residential portions of the neighborhoods.

Policy 1 - Gateways serve as focal points, and can consist of monument structures, distinctive building designs, or unique landscaping and lighting schemes. The City should consider a variety of options, distinguishing between commercial and residential gateways.

Policy 2 - New development or redevelopment applications before the City should be reviewed to determine if gateway identification would be appropriate on the project site.

Objective 5 - Establish guidelines that reflect the predominant character of the residential neighborhood, the Downtown, and commercial transitional areas. Develop guidelines to address unique circumstances in downtown residential neighborhoods.

Objective 6 - Develop a downtown sidewalk program for new and replacement walks, as well as improved pedestrian links. Build better “way-finding” systems/signage for off-street parking areas.

Objective 7 - The existing tree canopy in the neighborhood, particularly along its major collector and arterial roads, should be maintained as residential trees (large canopy) at the residential edges of the District, and as commercial (small canopy) next to the business district. The scale and appearance of the mature trees enhances the residential, small-town atmosphere of the community. Tree plantings should be required of both private and public entities. Specific corridor landscaping plans should be developed for key areas of the District.

Utilize Tax Increment Financing Tool for New Development and Redevelopment

Within the City there are a number of areas that were designated Enterprise Zones prior to 1992 for development opportunities and incentives. Franklin County also designated several townships adjacent to Ottawa for the same purposes (See Map 5). At this time, a new opportunity in Tax Increment Financing (TIF) is created by these Enterprise Zones. It is a simpler process to create a TIF district with areas already designated as Enterprise Zones. TIF will allow the new tax increment generated by development or redevelopment to pay for demolition or construction of infrastructure to serve the district. This tool utilizes increased ad

valorem tax funds from the city, county, USD, and special taxing districts resulting from new development within the district to be spent for infrastructure and other improvements. Projects that may be financed from the sale of TIF bonds include: acquisition of property within the project area, demolition, site preparation, utility improvements, storm drainage improvements, street improvements, sidewalks, water mains, public parking facilities, landscaping, benches, sculptures, as statutes allow.

RECOMMENDATIONS – HOUSING DEVELOPMENT SUPPLY AND DEMAND

Adopt Multifamily Residential Development Guidelines

Good urban design can help new developments relate to adjacent developments to form strong neighborhoods. The Plan participants identified a need for more high-density residential development. To encourage this, the City should consider residential design standards. Neo-traditional concepts should be encouraged for infill development in Ottawa and in the Ottawa Growth Areas where the private market promotes it. The neo-traditional patterns are efficient at making linkages between major thoroughfare roads.

Residential land use in Ottawa should be driven by a strong emphasis on regulatory approaches in response to private sector development needs. The following neo-traditional planning principles should serve as guidelines when reviewing proposals for new and infill development. New Residential Development Guidelines (Ref. **Appendix H & I**) are presented for consideration and should be referenced as policy guides when updating the Zoning Ordinance, creating new Overlay Districts, and similar regulatory actions.

RECOMMENDATIONS – UTILIZATION AND PRESERVATION OF NATURAL RESOURCES

Implement New Stormwater Management Policies and Procedures

The City should identify, protect, and restore stream assets by applying “best management practices” such as stream buffer requirements. This implies more inter-local cooperation with the county and neighboring communities. Stream buffer guidelines which will apply mostly in riparian areas inside and adjacent to floodplains (but not necessarily restricted to floodplain land) should be implemented as presented in **Chapter 4**.

In addition, the City is also in the process of developing a stormwater master plan. This document, when complete, will outline a plan by which the City will be able to address its current stormwater management needs, both functionally and financially, and allow for proactive management of stormwater issues as the City continues to expand and develop. A consultant has been contracted with to complete the plan and it is anticipated to be adopted by June, 2005. In addition, City staff is working with FEMA to obtain grant funding to maximize information gathered for the stormwater master plan to create new digital Flood Insurance Rate Maps.

Implement New Flood Hazard Mitigation Policies and Procedures

The City should identify and protect properties vulnerable to flood damage. As required by the Community Capacity Building Grant awarded to fund part of the comprehensive plan project, the City is required to develop a Flood Hazard Mitigation Plan. The overall goal of the plan is to plan cost-effective measures that, once implemented, reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other National Flood Insurance Program (NFIP) insurable structures. The goals include:

- Reduce the number of repetitively or substantially damaged structures and the associated claims on the National Flood Insurance Fund;
- Encourage long-term, comprehensive mitigation planning;
- Respond to the needs of communities participating in the NFIP to expand their mitigation activities beyond floodplain development review and permitting; and
- Complement other Federal and State mitigation programs with similar, long-term mitigation goals.

RECOMMENDATIONS – TRANSPORTATION SYSTEM MAINTENANCE AND ENHANCEMENT

City should strongly consider creating a Transportation Master Plan.

During the course of the comprehensive plan, discussion ensued about the need for a Transportation Master Plan to address the following: an inventory of streets and their condition, maintenance plan, identification of major reconstruction of roads, plans for removal of gravel streets, pedestrian/bicycle path plan, and sidewalk needs in existing areas as well as growth areas. Consideration of master planning this significant city asset is recommended. Such a plan would enable consideration of factors relating to existing streets as well as planned streets in a manner not encompassed in the Comprehensive Plan. A Master Transportation Plan would also add significantly to the quality of the city's CIP.

Apply Access Control Standards throughout the City

Just as the design of a roadway helps to move traffic efficiently, controlling access to the roadway system can help do the same. Traffic hazards reduce the capacity of the roadway to accommodate the traffic volumes for which it is designed. By developing an access control policy, as shown in **Chapter 4**, road capacity can be maintained to efficiently accommodate future development. Specific design characteristics associated with each functional classification depend on factors such as projected traffic volumes and local access control policies.

When regulating new commercial development on arterial roads such as 23rd Street, protect the capacity of the road to carry arterial traffic.

- Businesses should be clustered in developments to allow for the preservation of turning movement capacity;
- Use the site plan review process to promote clustering development for maintaining design standards and preserving traffic capacity;
- Orient and align buildings and developments with a sensitivity to the existing cluster development along the corridor and to establish a sense of design; and
- Encourage the design of residential and office park internal traffic circulation to make parking more efficient.

Enhancement of Street/Road Corridors

Enhancing the connections in the community through use of Gateways as specified in **Chapter 3 and 4**, as well as landscape improvements in new development, would create a sense of pride evident to the traveling public. In addition, enhancing existing and new corridors with new sidewalks or bicycle paths, would also enable a good transportation system as well as promote wellness of the citizens. Possible locations are shown on the Future Land Use map for planned trail expansion.