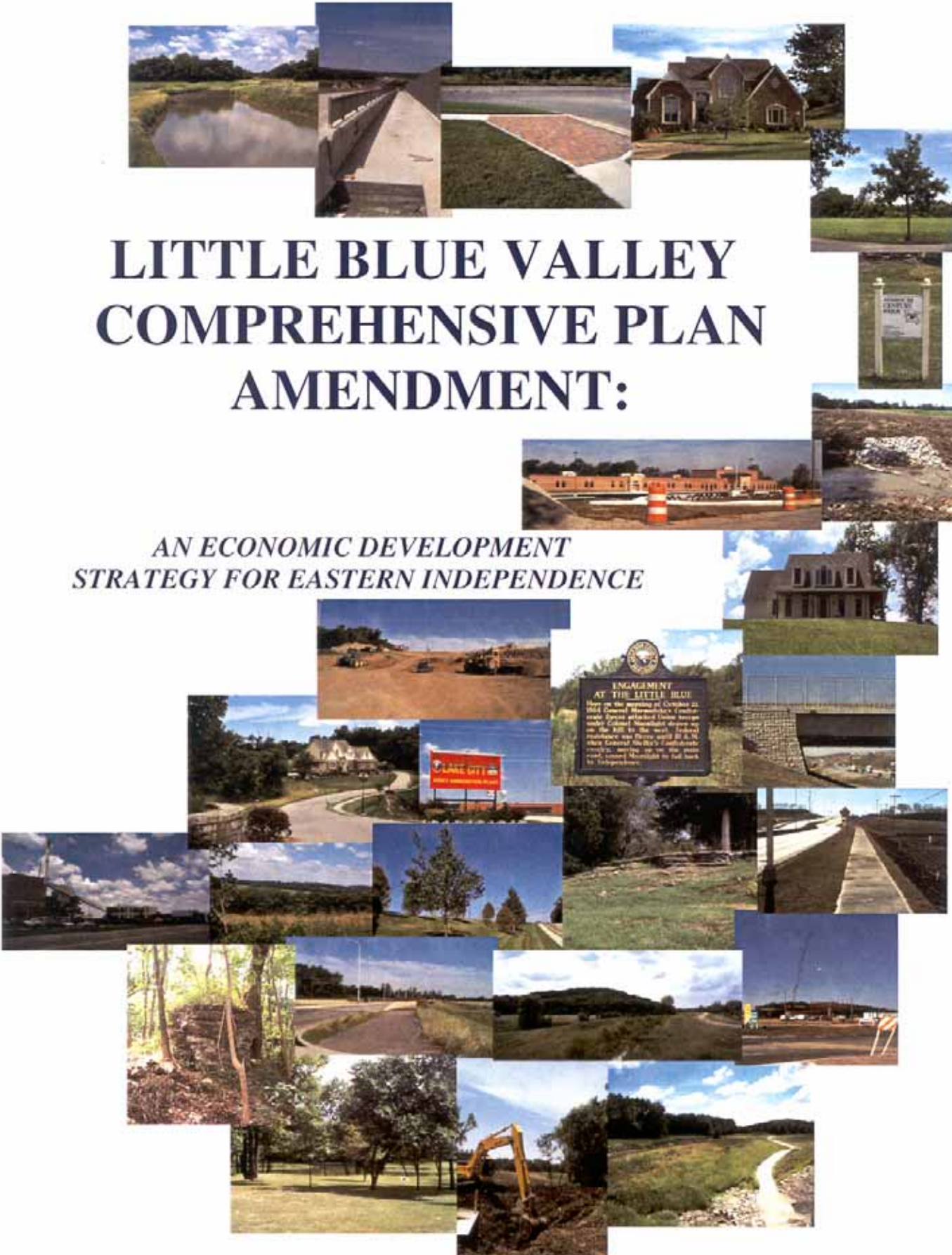




LITTLE BLUE VALLEY COMPREHENSIVE PLAN AMENDMENT:

*AN ECONOMIC DEVELOPMENT
STRATEGY FOR EASTERN INDEPENDENCE*

Little Blue Valley Comprehensive Plan Amendment: “An Economic Development Strategy for Eastern Independence”

Executive Summary

Plan Area

The Little Blue Valley Comprehensive Plan Area is bounded by 24 Highway on the north, the eastern City Limits to the east and south to Pink Hill Road, following Pink Hill Road and 39th Street on the south, and the previously planned alignment of Jackson Drive on the west. This area is approximately 48 percent of the City of Independence. The Little Blue Valley area consists of wide low lands of the river valley that rise sharply developing into rolling hills and pasture lands. The area is primarily used for agriculture at this time. A limited amount of residential and industrial development has begun in the area.

Plan Preparation

The Plan was prepared by the Community Development Department with assistance from LDR International, planning consultants, and Development Strategies Inc., market analysts and economists. In addition to the professional participation many members of the public assisted with their time, ideas, review and comment on the plan as it developed. The public made up both the Steering Committee and Citizens Advisory Committee. The planning process also used a Technical Advisory Committee to utilize specific expertise from City and regional agencies including representatives from three school districts, Jackson County (parks and planning), Missouri Department of Transportation, Mid America Regional Council, City departments, and City utilities, to evaluate and respond to proposals effecting particular jurisdictions and interests.



The Little Blue Parkway about to become reality

I think that the Little Blue Valley will be the center-piece of Eastern Jackson County. The Little Blue Valley will be the catalyst that will allow Eastern Jackson County to develop to its fullest potential

Mayor Ron Stewart

The Plan was developed using a planning process that included:

1. professional market research to determine future land use demand;
2. development of goals and objectives;
3. development and analysis of alternatives;
4. technical and public review of those alternatives and selection of a preferred development alternative; and
5. development of implementation measures.

Completing a comprehensive development plan for the Little Blue Valley is a once in a lifetime opportunity to ensure the City's future prosperity through quality planned growth

Charles Degenfelder
Chairman, Independence City
Planning Commission

Public Involvement

Utilization of the general public through the Steering and Citizen Advisory Committees, public forums and public hearings gave the plan specific directives. Two of the most powerful directives included preventing the new Little Blue Parkway and other major streets from becoming strip commercial centers, and making sure that future development of the Little Blue Valley does not take away resources from the current needs of the City.

The public also contributed to answering the Plan's strategic questions.

Strategic Questions

1. Why Does the City of Independence need to expand in this area?
2. How can development be allowed and still keep rural character?
3. How can the interests of the existing City be balanced with the Little Blue Valley
4. How can the image/role of Independence be improved within the region?
5. What is the timing, alignment and design of the Little Blue Parkway?
6. What is the most cost-effective way to extend streets, sewer, water and other services?

The public as well as the Independence City Planning Commission and the Independence City Council identified many issues and goals for the planning process. The goals and issues were divided into the following categories:

1. land use;
2. transportation;
3. community facilities and services;
4. utilities and infrastructure;
5. environmental and cultural resources; and
6. economic development.

The plan carries these themes, each of which has several sub points, throughout the alternative analysis, selection of a preferred land use plan and implementation strategies.

Primary Recommendations

The primary recommendations of the Plan are related to the physical development of the Valley. The Implementation portion of the Plan (Chapter 7) then addresses how to make those recommendations a reality.

- Development of three primary aesthetically pleasing roadway corridors are recommended in the Plan; the Little Blue Parkway, Truman Boulevard (currently Truman Road) and Jackson Drive, as well as an adequately designed supporting roadway network.
- Preservation of existing and development of additional natural and open space resources is an important feature of the Plan. The natural beauty of the Little Blue Valley is one of its most valuable resources. A significant amount of new development is planned without destroying the area's beauty.
- The Plan also addresses the types of land uses to be developed and how they ought to relate to each other. Balanced growth requires development of both residential and employment uses to complement each other.
- This balance is enhanced by a superior parks and open space network. Integration of land uses in planned mixed use areas such as mixed use districts is also a key feature of the Plan. A town center, and village centers will also lead to high quality planned developments. Mixed use areas combine multiple land uses such as various densities and types of housing with open space, public uses and employment uses such as office, business and limited retail areas. One critical element of the Valley's development is to provide areas for as many styles and types of residential, business and office development as possible to attract a wide market segment. Attracting a wide market will help to encourage growth in the Valley.

The Little Blue Valley offers the type of quality development potential and investment protection that prospective business executives investigate when locating sites for business expansion

Tom Reiderer
Director Independence Council
for Economic Development

2020 Balanced Growth Market Projections

20,000 new residents

3,050,000 square feet of business
development

source: Development Strategies 1998

Development of mixed use areas also enhances the Little Blue Valley's balance of residential and non-residential growth.

Quality Development and Market Demand

Creation of a balanced growth pattern ensures that the City will provide places for existing and future residents to live, work and play. Creating this tie to the City builds pride, awareness, and concern for the community's well being

Bruce Hahl
Community Development Director

Quality development is required to attract the development forecast for the Little Blue Valley. Quality development is measured by the quality of the actual land use, the physical appearance of that use, how various uses relate to each other, provision of adequate public facilities and a quality parks and recreation system. Economists forecast the Valley can attract approximately 20,000 persons and more than three million square feet of nonresidential uses over the next twenty years. The plan is designed to accommodate this development and development well beyond the twenty-year planning horizon. The analyst was very clear in stating that these types of growth numbers are only possible if all future development in the valley is of a very high quality.

Balanced Mixed Use Development



Quality new executive housing in the *Saddle Ridge* Development

Balanced development principles include issues of development types (residential, commercial, industrial, public and varieties of each), environmental preservation, public expenses and revenues, infrastructure provision as well as market potential. Achieving a well-balanced development mix in the Valley will require careful implementation of the land use plan through progressive extension of utilities and attracting quality developments (residential and nonresidential). The true test of achieving a quality balance in the future growth of the Valley will be if many of the persons moving into the valley will do so because they find quality jobs proximate to their homes or quality homes near their job. This balance also translates into a positive revenue flow exceeding the area's public expenses for the City of Independence provided development pays for its own roads and infrastructure. This will allow the City to use excess revenues for improvements in other portions of the City. Another aspect of balanced development is creating an environment that is a desirable place to live work and play. This necessitates quality street scapes, parks, public amenities and open spaces.

Mixed use areas combine multiple land uses such as various densities and types of housing with open space, public uses and employment uses such as office and limited retail areas. One critical element of the Valley's development is to provide areas for as many styles and types of residential, business and office development as possible to attract a wide market segment. Attracting a wide market will help to encourage growth in the Valley. The Little Blue Valley Plan calls for three types of mixed use development.

Little Blue Parkway

The Little Blue Parkway is perhaps the key to most significant development in the Valley. Although the Parkway has been discussed since the late 1960's, with the current level of environmental documentation, alignment study, potential funding strategies and eminent completion of its interchange with I-70 (phases 1, 2 and 3), the Little Blue Parkway's future is bright. The Parkway will be designed to carry traffic projected in the valley at adequate speeds to assure good access to Interstate 70. In addition to adequate traffic design, the Parkway will be highly landscaped. Wide cross sections will be used to create pleasing entrance ways to the Little Blue Valley.

Implementation

The plan is nearly complete; however, the planning process is still in its early stages. The next stage of the planning process is implementation. The plan outlines many tasks necessary to achieve the plan goals. These implementation measures are critical to the success of the plan. Many implementation strategies involve modifications to the Zoning Code and Official Zoning Map. New zoning districts will also be required. The one resource the area is truly lacking is a quality transportation network. This plan identifies a Major Street Plan that adequately meets the needs of the future development in the Little Blue Valley. The road system will require an investment of over \$150 million (in 1999 dollars) over the implementation period of this plan.

One of the Chamber's top priorities is to encourage and support the quality development of the Little Blue Valley.

**Rick Hemmingsen, President
Independence Chamber of
Commerce**



The Little Blue Parkway Intersection with 39th Street under construction (looking north)

Developing this network will require two primary efforts. The first will be to develop an adequate funding strategy. The second effort will be to plan and design each road.

The plan addresses nearly every aspect of developing the Little Blue Valley from agriculture to zoning. The plan is however only the first step in what will be a long journey to implementation.



The natural beauty of the Little Blue Valley is one of its most significant assets

Little Blue Valley Comprehensive Plan Update

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Introduction

Introduction

Project Background

The Little Blue Valley planning area, annexed in 1963 along with a series of annexations between 1973 and 1975 which were approved by the court in 1979, has long been viewed by the City of Independence as its economic future. Following many years waiting for development to arrive, the City of Independence is now taking a pro-active market-based approach to plan for the development of the Little Blue Valley. Consequently, this report takes a new look at the development potential and proposes a dramatically different growth strategy. The Little Blue Valley Comprehensive Plan Update presents a land use, transportation and community facilities plan for the eastern part of Independence that responds better to current transportation needs, market demand, and property owner interests than the City's current Comprehensive Plan.

Study Area

The section of eastern Independence, Missouri known as the Little Blue Valley encompasses approximately 25,000 acres or 39 square miles, more than 48 percent of the City's total area. The study area is generally defined by Missouri Highway 24 to the north, the Independence City limits to the east, Jackson Drive (and its southward extension) to the west, and 39th Street to the south. (See figure 1)



1962



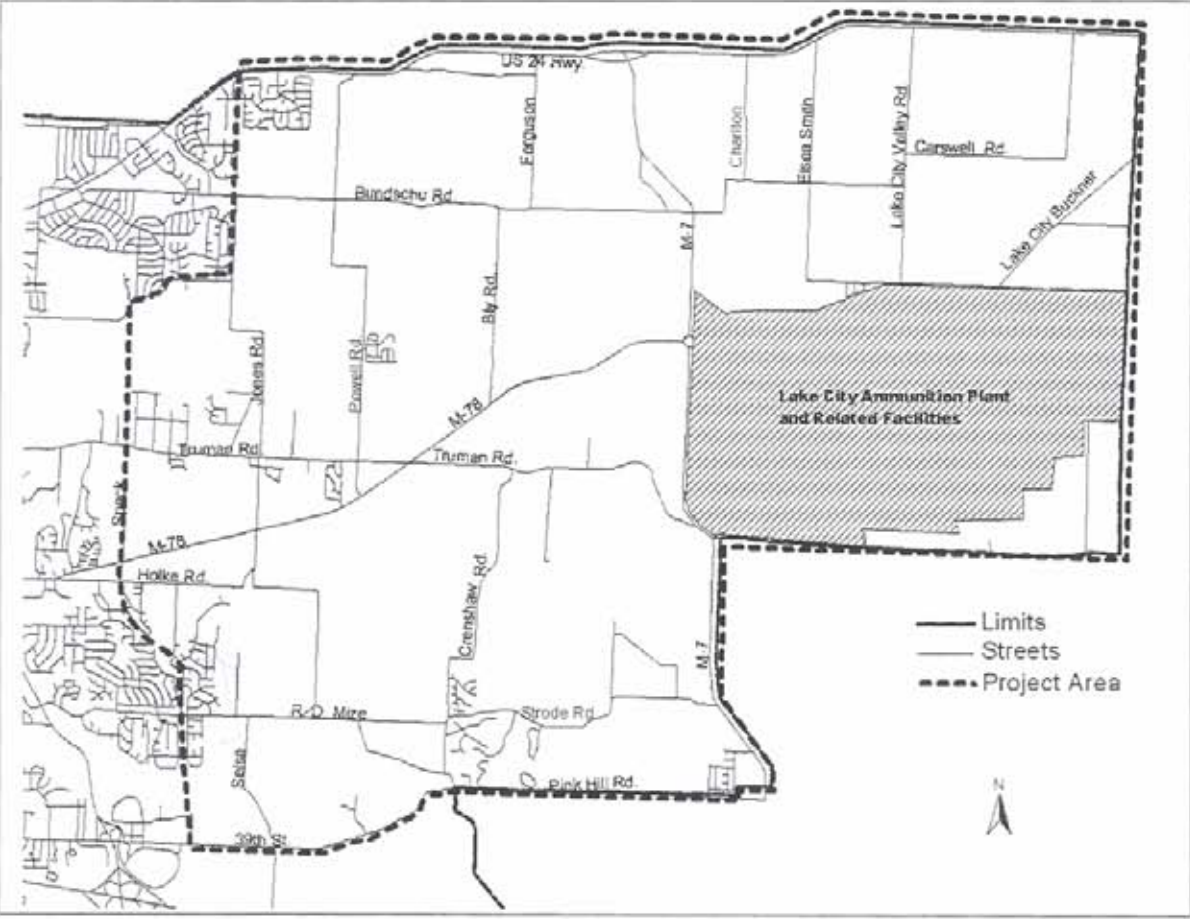
1963

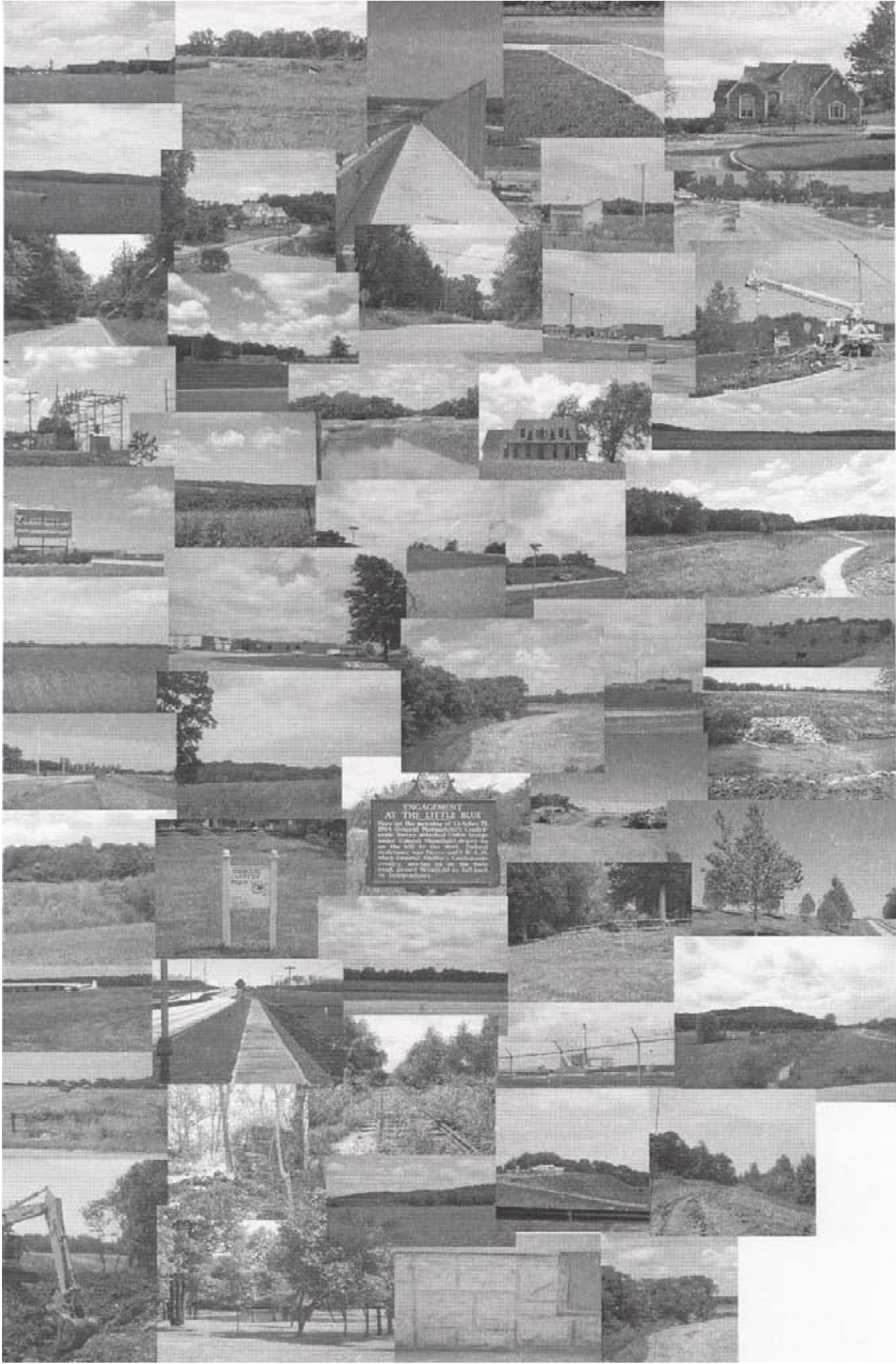


1975

In 1962 the eastern City Limit line followed the approximate alignment of Highway 291. In 1963 the limits expanded to the Little Blue River. The limits extended to their current location, as far east as Burnley Road, in 1975. This plan addresses most of the area from the 1963 and 1975 annexations.

Figure 1 Plan Area





Chapter 1: Existing Area

Chapter 1: Existing Area Characteristics

1.A Existing Land Use

The Little Blue Valley is largely undeveloped, approximately 65 percent is agricultural, vacant, or set-aside as park and open space. The Little Blue Valley became part of the City of Independence through annexations in 1963 and 1975 but has remained very different from the older, more typically urban western half of the City. Although much of the plan area remains in active agriculture, low-density suburban development has begun to intrude. (See Figure 2)

Existing land uses include the City's municipal electric generating plant, which is surrounded by some industrial uses, and some residential development. Additional pockets of residential are scattered throughout the Valley. The Valley is also home to three City fire stations and the Blue River Community College.

The Lake City Army Ammunition plant occupies about 3,500 acres in the eastern portion of the study area. A large portion of Lake City land is vacant and undeveloped or used for test ranges of small arms ammunition. In addition to the built development, the Little Blue Valley is home to two major regional parks, the Little Blue Trace Park and the Burr Oak Woods Park and Nature Center.



Pink Hill Road through Burr Oak Woods State Park

1.B Property Ownership

Large landowners control much of the developable land in the Valley. (See Figure 3.) This should help enable the City to achieve a comprehensive development plan that coordinates growth initiatives and achieves an optimal balance of different land uses. The ownership pattern can also help achieve a rational phasing plan that specifies the desirable order in which different parts of the study area

should develop. Building consensus between the property owners and sustaining this coordination and cooperation is therefore crucial for the success of this planning strategy.

The Reorganized Church of Jesus Christ of Latter Day Saints (RLDS) is the second largest landowner in the study area. (The largest is the Federal government, the owner of the Lake City site.) The RLDS church has expressed its desire to develop a planned community, open to general public marketing, on 3,500 acres. Such a venture opens new possibilities for the Valley and will have a profound impact on the image and marketability of the entire study area. Implementation of such a project, however, must be compatible with development of the Valley as a whole. Any such planned development also must conform to specific ordinances and guidelines adopted to ensure high quality development.

Vista from Bundschu Road



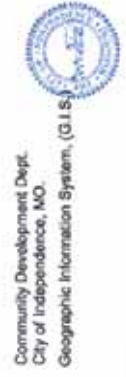
Figure 2
Existing Land Use
Little Blue Valley
Comprehensive Plan
Amendment

LEGEND

- Streets
- Parcels
- Existing Land Use
- Agricultural/Vacant
- Commercial
- High Density Residential
- Industrial
- Industrial/Underground
- Industrial/Underground-Park
- Land Fill
- Open Space/Parks
- Public Facilities
- Residential
- Vacant



Date: May, 1999



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 City of Independence, MO.
 Geographic Information System, (G.I.S.)

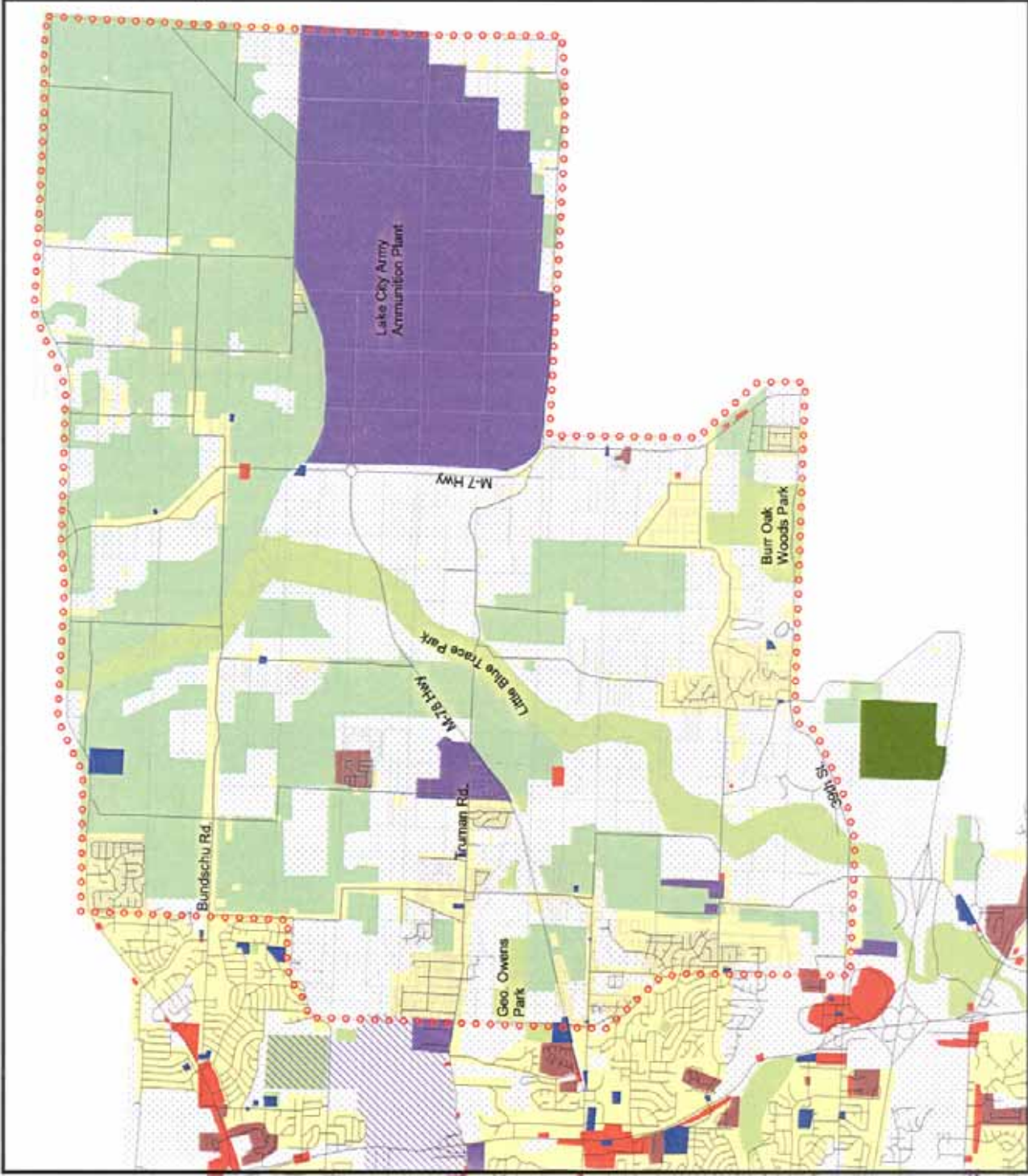
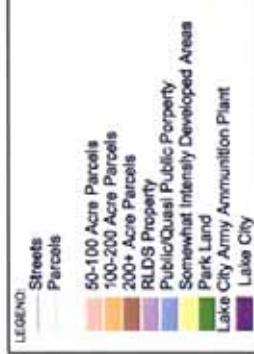


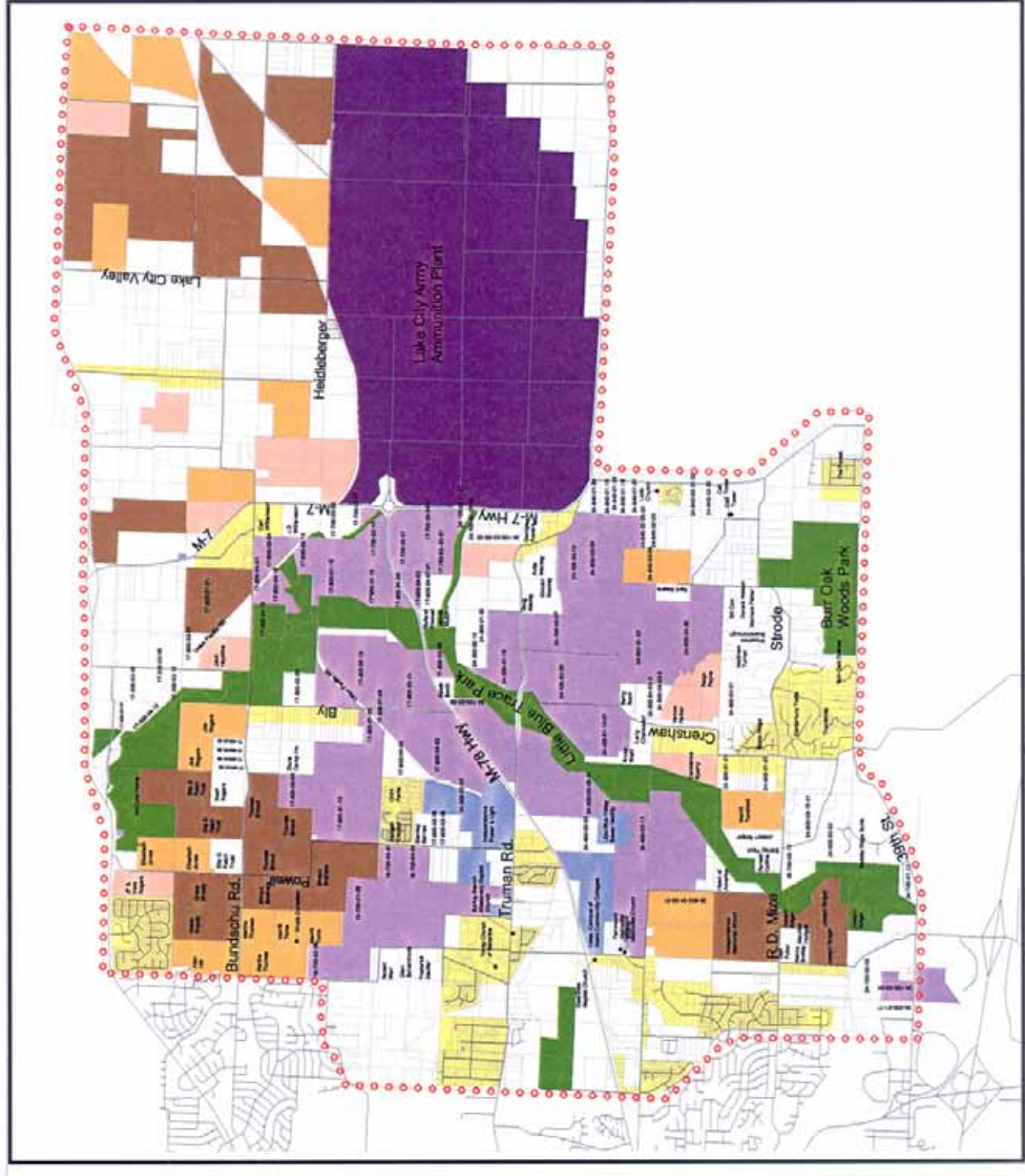
Figure 3
Existing Property Ownership
Little Blue Valley
Comprehensive Plan
Amendment



North Arrow
 Date: May, 1999



Community Development Dept.
 City of Independence, MO.
 Geographic Information System, (G.I.S.)



1.C Existing Utilities

Although still sparsely settled, much of the infrastructure (except for adequate roads) necessary for urbanization is in place. Such infrastructure includes public water and sewer, natural gas and the municipal electric generating plant. (See Figure 4) The Little Blue Valley Sewer District has approximately 60 miles of sewer interceptor that serves 12 separate subdistricts including the City of Independence. The Little Blue Valley Sewer District does not have lateral lines. Individual service is provided by the subdistricts and then collected by the Little Blue Valley Sewer District for treatment.

The Little Blue Valley Sewer District would serve the majority of the development proposed for the Little Blue Valley Study area. An interceptor roughly along the proposed alignment of the Little Blue Parkway is from 114 to 126 inches in diameter and has a design flow of 265 to 350 million gallons per day (MGD).

1.D Existing Zoning

Figure 5 depicts the current zoning in the study area. The 1993 Comprehensive Plan considered this area to be part of the "largest industrial reserve area available in the Kansas City Metropolitan Region" and current land use policies, including zoning, reflect this view. Much of the area consequently is zoned for agriculture or low-density residential and agricultural related uses are the preferred land use until future industrial development can occur. The demand for employment land will likely be modest until the proposed Little Blue Parkway is built. (See Technical Memorandum, Market and Economic Evaluation for the Little Blue Valley Planning Area prepared for the City of Independence by Development Strategies, December 1998.) Nevertheless there is already an extensive amount of industrial/manufacturing land that has been zoned in accord with the current Comprehensive Plan emphasis on employment growth.



Truman Road and 7 Highway Substation



Little Blue Valley Sewer District meter station south of 39th Street along the Little Blue Parkway

1.E School Districts

The Independence, Blue Springs and Fort Osage school districts each include sections of the Little Blue Valley. (See Figure 6) This part of the City has very few schools and only one elementary school is located within the boundaries of the study area. Several schools, however, including middle and high schools are located just outside the boundary of the study area.



The new Independence School District
Bingham 7th Grade Center

Figure 4
Existing Utilities
Little Blue Valley
Comprehensive Plan
Amendment

LEGEND:

- Water Mains
- Other Existing Water Main Lines
- Primary Existing Water Lines
- Sewers
- Existing Interceptor Lines
- Other Existing Sewer Lines
- Streets
- Refinedpar

Date: May, 1999



Community Development Dept.
 City of Independence, MO.
 Geographic Information System, (G.I.S.)

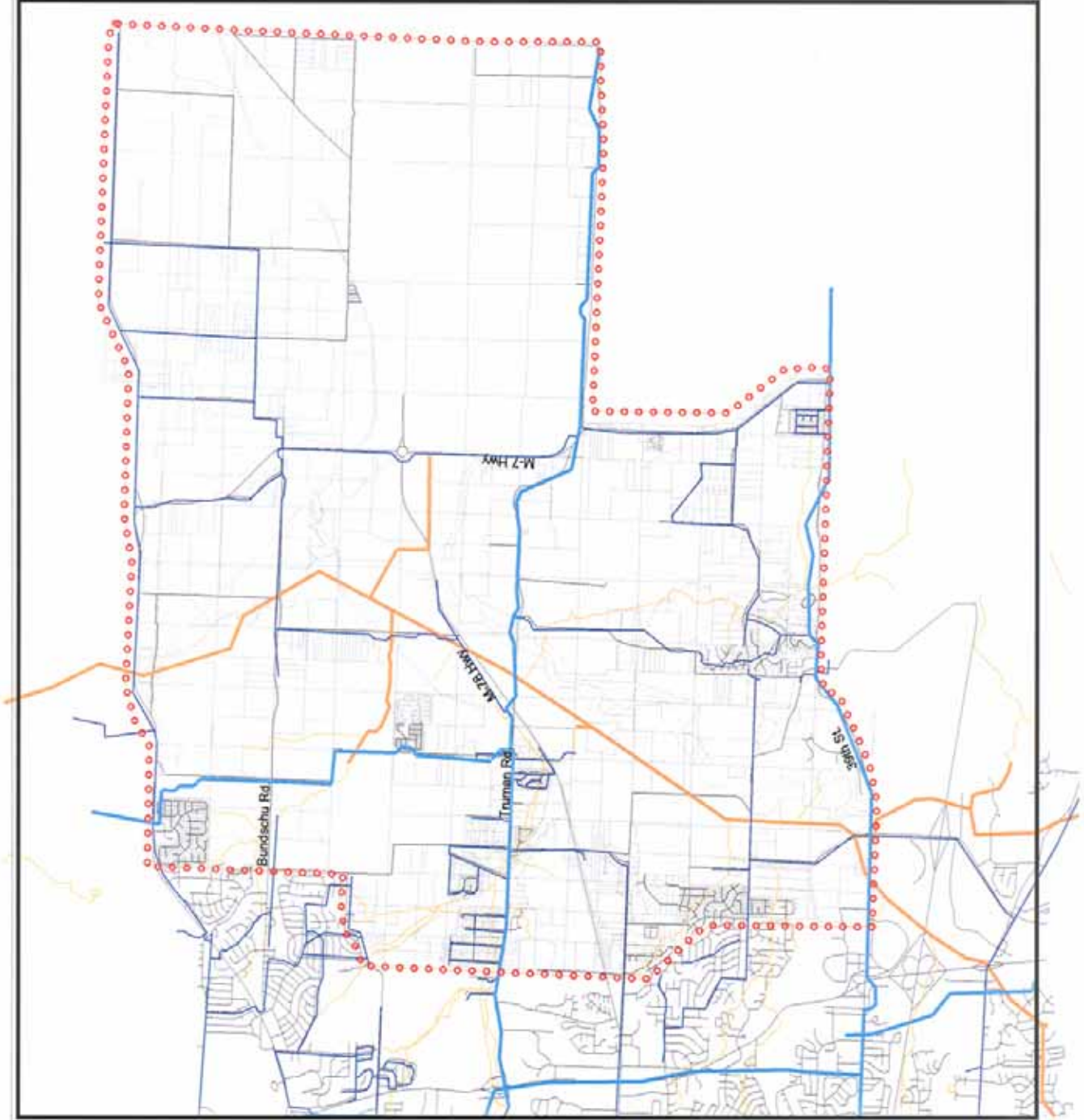
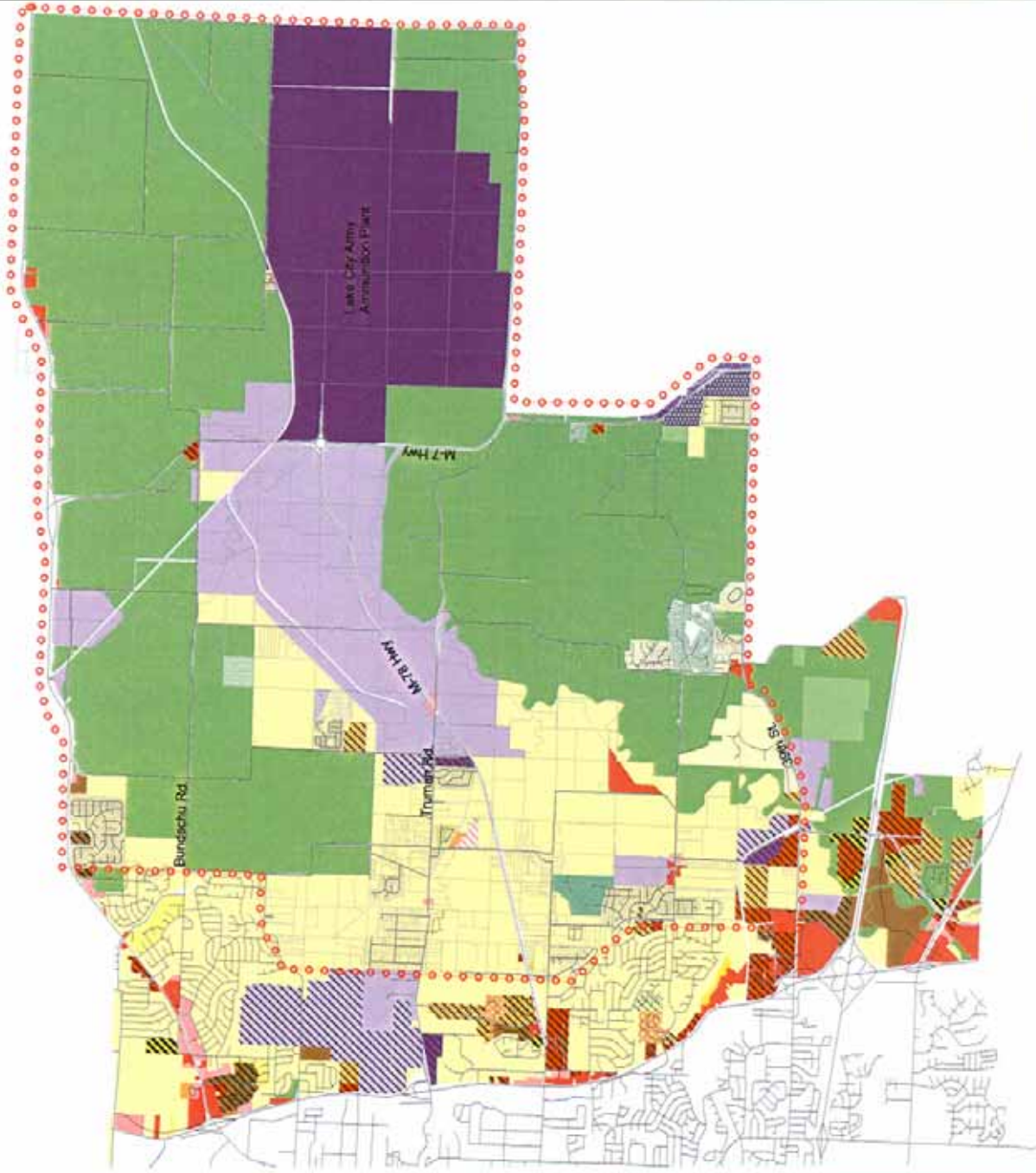


Figure 5
Existing Zoning
Little Blue Valley
Comprehensive Plan
Amendment



LEGEND:

- Streets
Parcels
- Zoning:**
- A-1 Agricultural
 - A-1au Agricultural-Spec. Use
 - A-1PUD Agricultural, Planned Unit Development
 - A-1 MM-2 Agricultural & Industrial Park
 - RE Single Family, Estate
 - R-1 Single Family Residential
 - R-1PUD Single Family Res., Planned Unit Dev.
 - R-1a Single Family Residential
 - R-1a PUD Single Family Res., Planned Unit Develop.
 - R-2 Single Family Residential
 - R-2PUD Single Family Res., Planned Unit Dev.
 - R-2au Single Family Res., Special Use
 - R-2 Two Family Residential
 - R-2P Two Family Residential, Planned District
 - R-2 Moderate Density Residential
 - R-3 Moderate Density Residential, Planned Dist.
 - R-3PUD Moderate Density Res., Planned Unit Development
 - R-3-3-5U Moderate Density Res., Special Use
 - R-4 High Density Residential
 - R-4 PUD High Density Residential, Planned Dist.
 - R-4-1 Limited Commercial/Residential
 - C-RP-1au Neighborhood Comm., Limited Res., Planned, Spec. Use
 - C-RP-1 Neighborhood Commercial/Limited Residential, Planned Dist.
 - C-1 Neighborhood Commercial
 - C-1au Light Commercial, Special Use
 - C-2 General Commercial
 - C-2-1 Neighborhood Commercial, Planned District
 - C-2 General Commercial, Planned District
 - C-2au General Comm., Planned Dist., Spec. Use
 - C-3 Wholesale
 - C-3 Wholesale, Planned Dist.
 - M-1 Light Industrial
 - M-1au Light Industrial, Special Use
 - M-2 Light Industrial, Planned Dist., Spec. Use
 - M-2au Light Industrial, Planned District
 - M-2-1 Light Industrial Underground
 - M-2 Industrial Park
 - M-2 Industrial Park, Planned District
 - A-1MM2a Agricultural/Industrial Underground
 - Boundary of Study Area

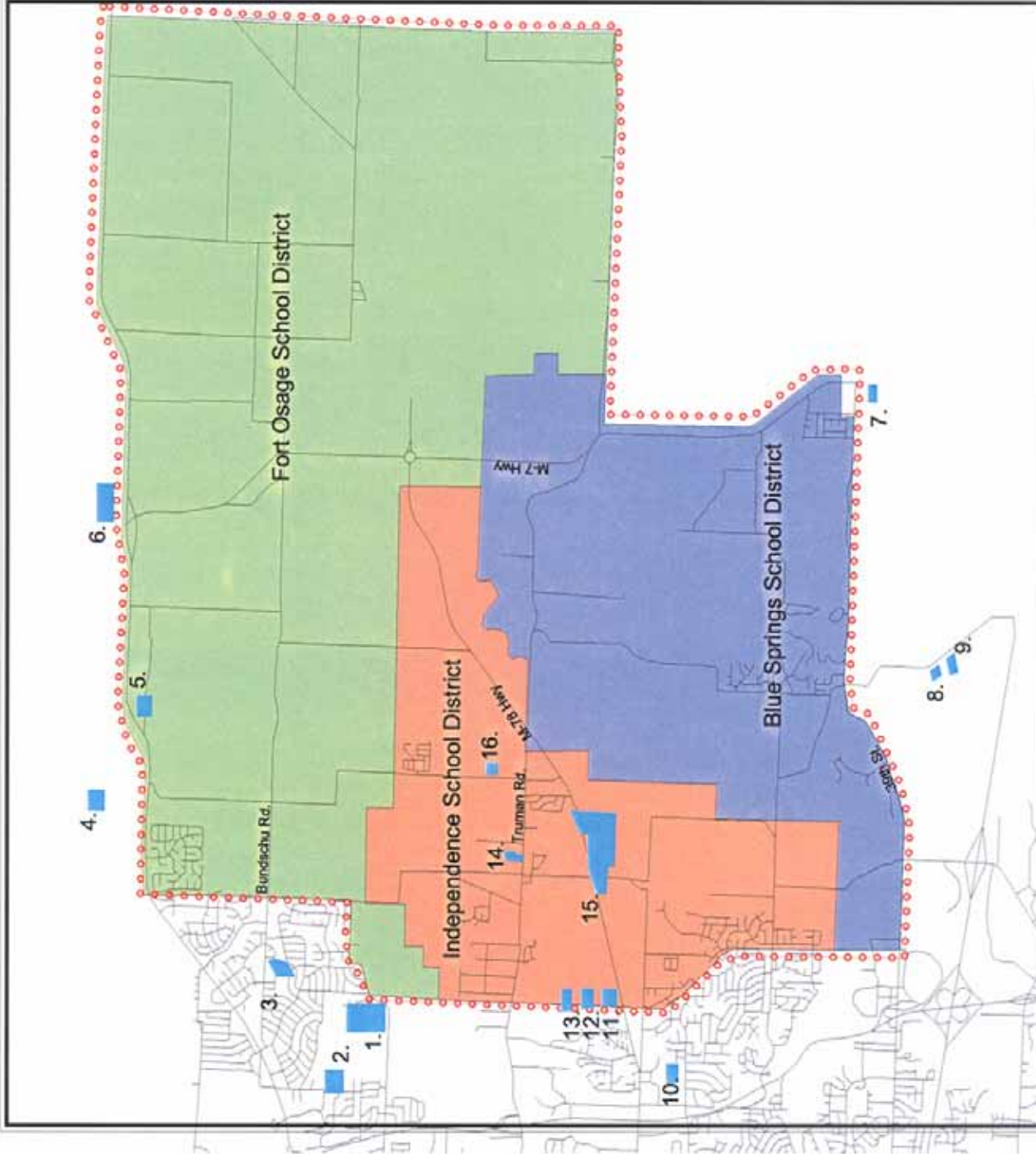
Date: May, 1999



Community Development Dept.
City of Independence, MO.
Geographic Information System, (GIS)

Figure 6
School District Boundaries /
School Locations
Little Blue Valley
Comprehensive Plan
Amendment

- LEGEND**
1. New Learning Community School (Private)
 2. Randall Elementary
 3. Cler-Mont Elementary
 4. Blue Hills Elementary
 5. McCune Home (State Home)
 6. Fort Osage High School
 7. James Lewis Elementary
 8. Proposed Elementary School (1999)
 9. Proposed Junior High School
 10. Blackburn Elementary
 11. Bridger Junior High School
 12. Bingham Jr. High School
 13. Proposed Sixth Grade Center
 14. Spring Branch Elementary
 15. Blue River Community College
 16. Proposed Fire and Police Training Facility
- School Districts**
- Blue Springs
 - Fort Osage
 - Independence
 - Streets
 - Boundary of Study Area



1.F Development Opportunities/ Constraints

The City's 1993 Comprehensive Plan proposes a considerable portion of the study area for industrial use. A special zoning category was created intending to preserve the Valley for future industrial development. The special zoning classification allows either agriculture or industrial uses. The concept was to provide an atmosphere favorable for agriculture while allowing the development of the Valley to take place over a period of time.

The Little Blue Valley possesses extraordinary beauty with many natural qualities that make it ideal for future development. The major factors driving the Little Blue Valley Comprehensive Plan Amendment at this time include:

- Highway infrastructure funded and currently under construction – The 1-70/Selsa Road interchange.
- Road proposals through the study area – The Little Blue Parkway or the Jackson County Roadway as it was identified in previous studies and reports. For purposes of this study, we will refer to it as the Little Blue Parkway (LBP).
- Utility extensions and development pressures at the edges of the planning area – Development pressure is occurring along 39th Street and Pink Hill Road.
- Major land owners interested in developing their properties – The most significant of these is the 3,500-acre private new community planning effort currently underway by the RLDS Church on land centrally located within the planning area.



Little Blue Parkway bridge over
Interstate 70 under construction



Tapawingo Sewer Interceptor
under construction



Day lilies lining a rural road



A developing corn crop

1.F.1 Assets

- Visual attractiveness
- For the most part, unspoiled, natural rural character
- Gently sloping topography
- Large property ownership patterns
- The Little Blue River
- The Little Blue Trace Park
- Availability of sewer, water and electric utilities
- Attraction of some higher end residential development
- Some industrial/employment uses
- Rail access potential

1.F.2 Liabilities

- Lack of quality roadway access
- Flood plains and possible problems with storm water runoff
- Certain existing land uses such as the City's Electric Generating Plant and the Lake City Army Ammunition Plant
- Groundwater contamination near the Lake City Plant
- Areas of alluvial soils may pose problems related to heavy load bearing
- Some areas of steep slopes
- Inadequately screened unattractive existing land uses

1.F.3 Logical Development Areas

The map which follows entitled Development Opportunities/Constraints - Figure 6, summarizes the site constraints and identifies the logical areas where future development is most likely to occur. The Logical Development Areas, which are identified alphabetically, are formed by natural features such as rivers, creeks, flood plains, and topographic relief and by manmade features such as roads, existing subdivisions, public facilities and dedicated parks.

The map identifies the following constraining factors:

<u>Approximate Acres</u>	
Steep slopes (25% and greater)	900
100-year flood plain (FEMA maps)	2,100
Parks	<u>1,600</u>
Total	4,600

Forty six-hundred acres represents approximately 18% of the total 25,000 acre Little Blue Valley study area.

Figure 7, locates institutional/public facilities and existing somewhat intensely developed areas. Existing trunk sanitary sewer and water main lines are superimposed on the map to illustrate the accessibility of these utilities to the various development areas.



Crenshaw Hill rising from the banks of the Little Blue River



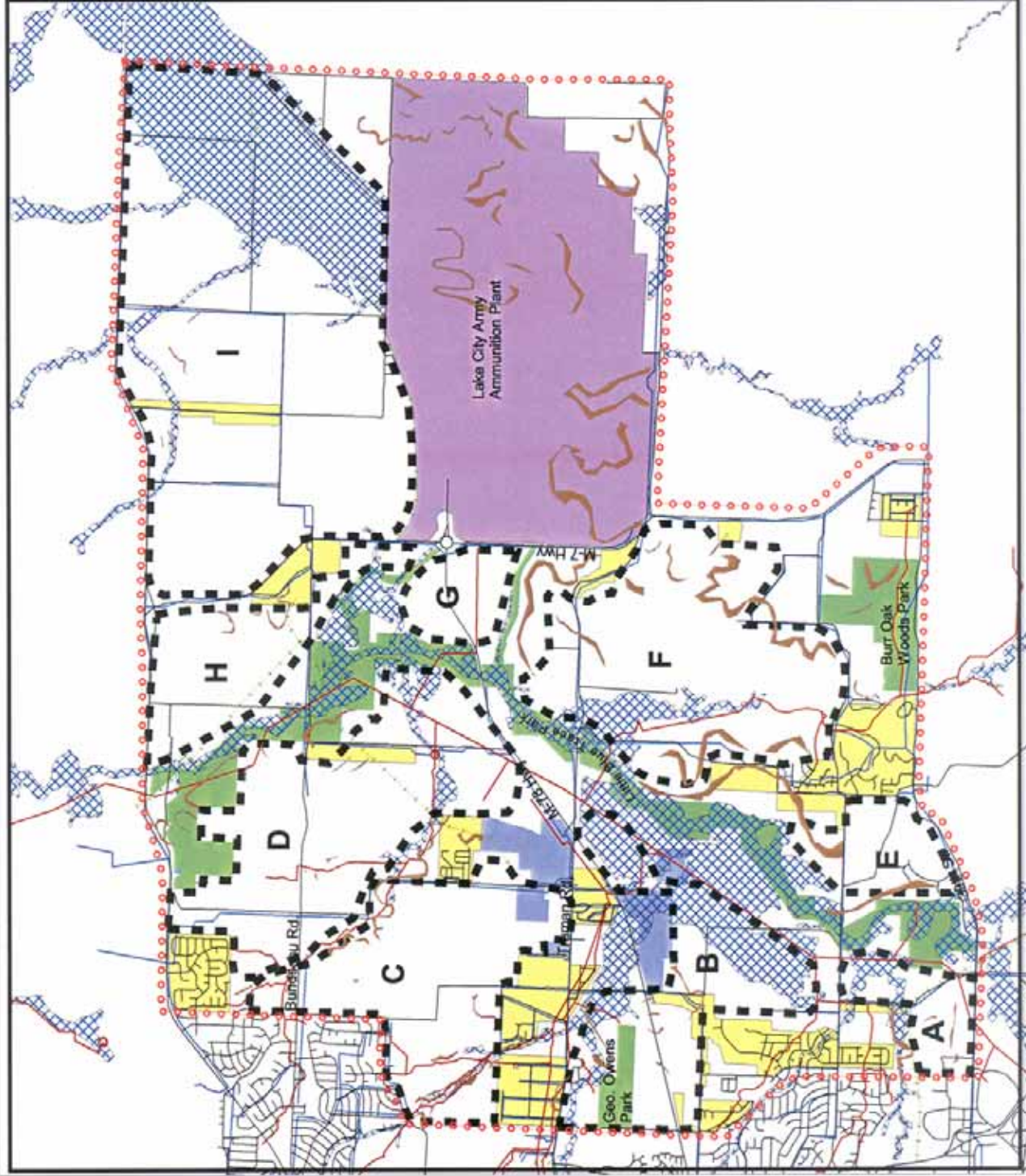
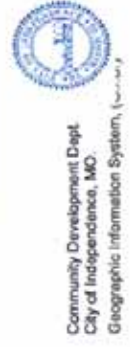
Blue River Community College, Independence Campus

Figure 7:
Development Opportunities/
Constraints
Little Blue Valley
Comprehensive Plan
Amendment

- LEGEND:**
- Steep Slopes
 - Logical Development Areas
 - Streets
 - Sewers
 - Water Mains
 - Rail
 - 100 Year Flood Plain
 - Park
 - Intense
 - Public
 - Lake City Army Ammunition Plant

North Arrow
Date: May, 1999

Scale: 0 3000 6000 Feet



1.G Market Potential

1.G.1 Overview

An overview of the market potential for the Little Blue Valley (LBV) was prepared for the City of Independence by Development Strategies, Inc. (see Technical Memorandum – Market and Economic Evaluation for the Little Blue Valley Planning Area, December, 1998). The following summarizes the main findings of that report:

- It is anticipated that Independence will capture increasingly higher percentages of the Jackson County market share for residential development.
- The 2020 population in the LBV Study Area is likely to be 20,000 people.
- The proximity of the LBV to I-70 and its northern links to I-435, position the area well for industrial development.
- The LBV, north of the 39th Street corridor and outside of area shown as Town Center, is not anticipated or encouraged to accommodate or support large-scale retail development.
- Well-conceived planning, quality design, capitalizing on technology, and preservation of the natural environment will be important to differentiate the LBV from other sub-markets in the metropolitan Kansas City region.
- The LBV can represent the future economic development “breadbasket” for Independence.



Independence Center regional shopping mall

1.G.2 Key Assumptions

Several key assumptions underlying the market evaluations are as follows:

- The City of Independence will pursue policies designed to promote economic development and well-planned growth within the LBV.
- Major property owners in the LBV will market their land for development.
- The new LBP will be completed from I-70 to 78 Highway by 2003. City and other funding source commitments will be in place for the remaining segments by 1999. The LBP will be completed to 24 Highway by 2005.
- Commitment to and completion of an LBV greenway system from I-70 to 24 Highway with green space and recreation facilities shall occur in conjunction with the planning and construction of the LBP.
- Water, sewer and other utilities will be phased in to accommodate LBV development as dictated by market demand and prudent economic development and growth policies.



24 Highway just west of Powell Road; the future terminus of the Little Blue Parkway



Chapter 2: Planning Process

Chapter 2: Planning Process

A planning process was crafted by the City of Independence and its consultant team to ensure extensive public participation. The techniques included leadership interviews with public officials, private sector leaders and individual property owners, workshops with various advisory committees, and public informational meetings held in the Little Blue Valley and at City Hall. The City Planning Commission and City Council participated in three informational meetings.

The planning process was broken into four major phases of work:

- Phase I – Project Initiation/Data Gathering
- Phase II – Community Visioning and Goal Setting
- Phase III – Concept Plan Alternatives
- Phase IV – Recommended Draft Plan and Action Strategies

The ten-month time frame was initially envisioned for the work. However, completion of the four phases has actually taken more than twelve months. The schedule was delayed to allow the Mid-American Regional Council (MARC), to complete preliminary environmental and preliminary alignment studies for the Little Blue Parkway. The Comprehensive Plan Amendment–Work Process and Schedule (Figure 7) illustrates the time table and the major study checkpoints.

Several special advisory committees were established to assist and guide the study process. These included:

- Citizen's Advisory Committee (CAC)
- Little Blue Valley Steering Committee (LBVSC)
- Technical Advisory Committee (TAC)

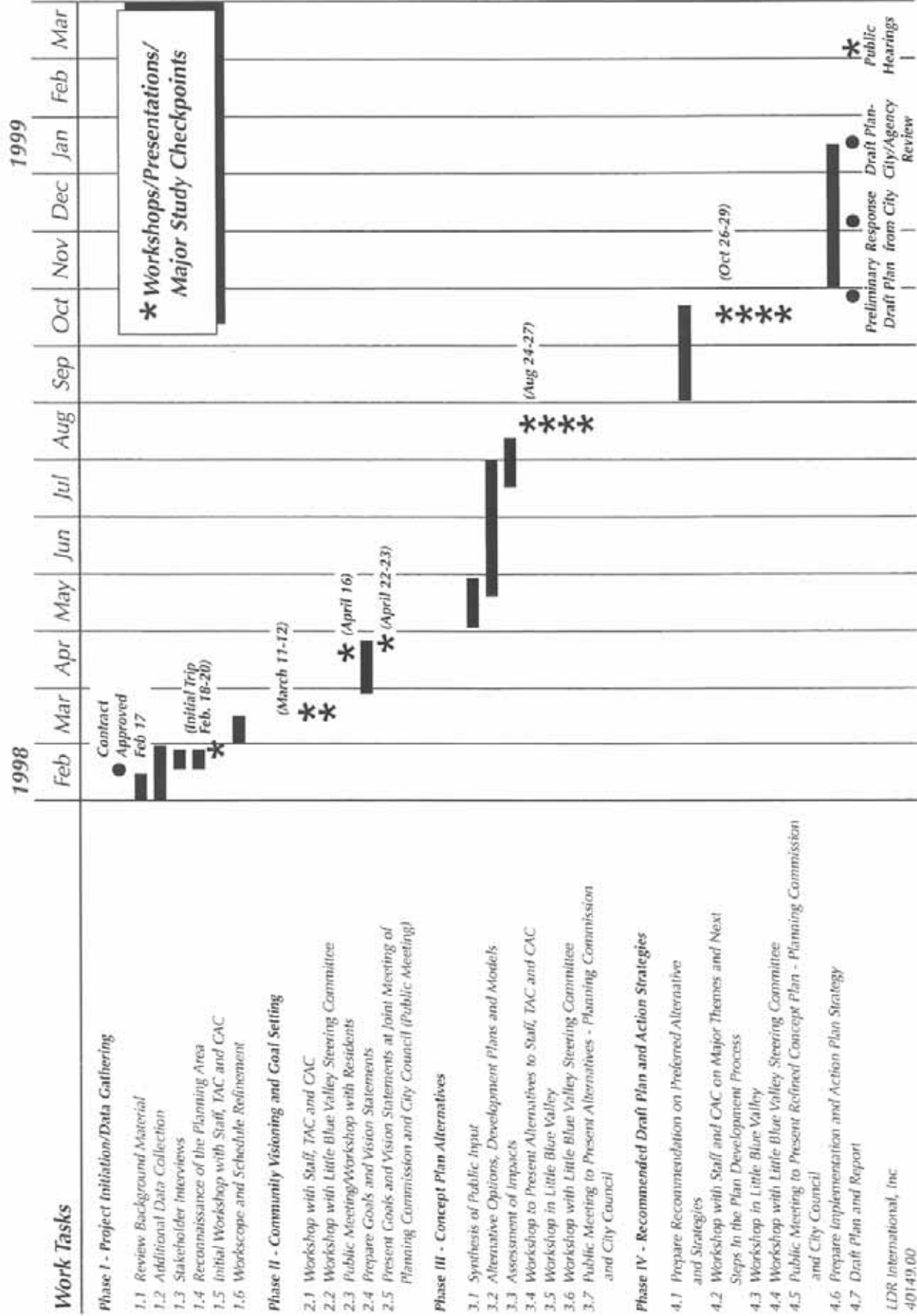
The role of these committees was to assist with idea generation, visioning and goal setting, to review goals and plans and provide guidance and direction concerning the preferred Comprehensive Plan and Strategies.

"This is probably as good an example as I've seen, even nationally, of consensus planning"

Richard G. Carlisle, Attorney

Little Blue Valley: Comprehensive Plan Amendment - Work Process and Schedule

Figure 7





Chapter 3: Strategic Questions

Chapter 3: Strategic Questions

The City of Independence has solicited extensive public participation through numerous public workshops with property owners, residents, and elected and appointed officials. These meetings produced a series of strategic questions that summarize major community concerns and interests about the Little Blue Valley. These questions and the following brief responses from the City and its consultants set the stage for development of alternative growth scenarios that can supersede the present Comprehensive Plan policies.

Asking serious questions related to the future of the Little Blue Valley and why it should or should not be developed is a key to development of a quality Plan. Throughout the Plan development process those involved continually referred to the answers of the Strategic Questions to direct the intent of the Plan.

3.A *Why does the City need to expand in this area?*

3.A.1 *Development Long Anticipated:* The City of Independence has presumed eventual development of the Little Blue Valley since the area was annexed in 1963 and 1975.

3.A.2 *More Efficient Use of Municipal Services:* Following annexation, the Little Blue Valley Sewer District expanded its service capacity to much of the study area. Only the extreme northeastern part of the study area remains without sewer service. Development of those parts of the study area that already have municipal services is the most fiscally viable option.

3.A.3 *Compete Better for Economic Development:* ***The Little Blue Valley:*** The Little Blue Valley gives Independence an opportunity to diversify and increase its economic development opportunities. Specifically, the area's natural beauty and good regional access (with completion of the Little Blue Parkway) will enable the Little Blue Valley to compete better with other suburban communities for high-amenity business/industrial parks as well as higher-end residential development.



The 40 Highway and Little Blue Parkway Intersection under construction; the Southern terminus of the Little Blue Parkway.

City Strategic Goal #2

To achieve continued growth in the local economy, especially in the area between 39th Street and 40 Highway, Lees Summit Road, and the new Selsa Road Interchange, and ensuring our future by planned development in the Little Blue Valley.



This wheat field contributes to the rural character in eastern Independence

3.A.4 Consistent with Strategic Goals: Expansion into the Little Blue Valley is consistent with the City's adopted Strategic Goals, specifically Goal #2 – "To achieve continued growth in the local economy, especially in the area between 39th Street and 40 Highway, Lees Summit Road, and the new Selsa Road Interchange, and ensuring our future by planned development in the Little Blue Valley."

3.A.5 Bring Revenues in Line with Expenses: Balanced growth and introduction of high-end development can improve the fiscal impacts of providing municipal services. Comparing the revenues generated to the costs of municipal services for existing development in the Little Blue Valley shows that expenditures now exceed revenues by more than 50 percent.

3.B How do you allow development and still keep rural character?

3.B.1 Substantial Area Already Protected: Much of the study area's rural character stems from the Little Blue Trace Park and other natural features within this stream valley environment. More than 1,500 acres of this resource are already in parks and public ownership.

3.B.2 Careful Planning Will Preserve Additional Areas: Careful planning and development of the study area can preserve additional open space and provide an overall framework for future development. Some eastern sections of the Little Blue Valley can remain rural for many decades, if not permanently.

3.B.3 Phase Development Logically and Incrementally: Largely because of market conditions, the area will develop gradually over the next 25 to 50 years. The City intends to ensure that development is concentrated and logically phased in an orderly transition from rural to more urban uses. This measured pace gives the community time to consider and implement a variety of planning tools for preserving rural open space and active agriculture.

3.B.4 *Employ Proven Site Planning Techniques:*

Within development areas, such proven planning techniques as environmental overlays, minimum open space requirements, development guidelines, and cluster development principles will help keep much of the original rural landscape character.

3.C *How do you balance the interests of the existing city with the Little Blue Valley?*

3.C.1 *Focus on Economic Development:* An essential goal of the Little Blue Valley Comprehensive Plan Amendment is economic development. By attracting high-quality, high-amenity development to the Valley, the City aims to compete successfully for high tax generating projects that will improve the overall fiscal health of the City. Such fiscal improvement will benefit all residents of Independence by enabling the City to provide improved levels of services throughout the community.

3.C.2 *Increase City Revenues:* The City's Strategic Goal #1 is "to revitalize and rebuild neighborhoods that contain deteriorated private property or infrastructure through a cooperative partnership with owners and tenants." This is presently occurring in some older City neighborhoods. The positive fiscal impact of development of the study area will further enable the City to rebuild and upgrade its existing neighborhoods and infrastructure.

3.C.3 *Maintain Strong Ties Between Old and New:* A primary theme common to the potential alternative futures included in this report is the establishment of strong links between the existing city and future development in the Little Blue Valley. Ways to do this include: upgrading key roadway corridors between the Little Blue Valley and existing City neighborhoods, developing alternative forms of transportation and pedestrian connections, and locating open space corridors to create strong physical and symbolic links.

City Strategic Goal #1

To revitalize and rebuild neighborhoods that contain deteriorated private property or infrastructure through a cooperative partnership with owners and tenants.

3.D How do we improve the image/ role of Independence within the region?

3.D.1 Use Little Blue Valley Development to Create More Positive Impression: The City believes strongly that the quality of new development in the Little Blue Valley will establish a more positive impression for the City of Independence as a whole. To achieve high quality development, the City will employ the latest and best planning and development techniques. Such policies will characterize Independence as an innovative community with a strong commitment to securing a better future.

The enhanced reputation of Independence will enable it to compete more effectively with other Kansas City suburbs for a better share of the region's future economic development.



Enhanced poured limestone facade given to the Little Blue Parkway Bridges over the Little Blue Trace and Interstate 70

3.D.2 Upgrade Public Environment: The City will use revenues from a recently approved sales tax to upgrade streets and parks and demonstrate its commitment to creating and maintaining a public environment that will complement and support private investment in good planning and design. Also, each of the three school districts passed capital financing bond issues in 1998 to upgrade and expand facilities in and near the Little Blue Valley.

3.E What is the timing, alignment, and design of the Little Blue Parkway (LBP)?

3.E.1 Alternative Land Use Possibilities Affect Proposed Parkway: A central starting point of all the alternative scenarios described in this report is a variation on the alignment and design of the proposed Little Blue Parkway. All alternative alignments work well as a regional transportation link. They differ greatly, however, in their local impacts within the Little Blue Valley.

The first crucial decision regarding the future road is resolving its relationship to the Little Blue River. Each choice has different environmental, open space and

landscape consequences and also affects profoundly the land use opportunities and design quality of future development.

3.E.2 Complete the Initial Segment (39th Street to R.D. Mize Road) within Five Years: The timing of completion depends on several factors, including overall market demand for development in the area, the availability of federal/state funding, and the availability of other local financial resources. The City is actively pursuing funding options with a goal of completing the initial segment of the new road within three to five years. It is likely that the southern segment of the parkway will be the first to open.

3.E.3 New Road Will Improve Competitiveness: Design options include choices ranging from a typical regional parkway to a lower key, more naturalistic parkway. Under any choice, the City feels that the completion of the Little Blue Parkway will position the Little Blue Valley to be competitive for business and industrial development.



Future Path of the Little Blue Parkway south of R.D. Mize Road

3.F What is the most cost-effective way to extend infrastructure?

3.F.1 Full Use of Existing System: Much of the basic infrastructure necessary to serve new development is already in place but is not fully used. The most cost-effective approach to infrastructure development, therefore, is to first make full use of the capacity of the existing system. This is one reason that the City is proceeding with planning for the study area.

3.F.2 Expand System Only as Needed: Once needed, further extensions will be carefully coordinated with actual development of the valley to insure new infrastructure is phased in compact, cost-effective increments.

3.F.3 Extend Existing Open Space Network as Development Progresses: Although parks and open space systems are not typically thought of as

infrastructure, the City feels that the public investment in the Little Blue River Open Space Corridor is important. This investment will protect its existing open, rural characteristics and preserve it as an amenity that will add to the overall high quality of future development. The City is, therefore, committed to expanding the existing open space system in conjunction with construction of the Little Blue Parkway and development of adjacent land.

3.F.4 Coordinated Systematic Expansions: Certain targeted system expansions can help to focus growth to areas closest to existing facilities. A program of systematic utility expansions along with an adequate public facilities ordinance will ensure all new development is supported by proper adequate infrastructure.

Simultaneous extension of water, sewer and street improvements to serve the new Blue Springs School District Elementary School on R.D. Mize Road serve the school and provide additional development opportunities to the north-east quadrant of the Interstate 70 and R.D. Mize Road/Woods Chapel Road Interchange.





Chapter 4: Issues and Goals

Chapter 4: Issues and Goals

The 1993 City Comprehensive Plan was organized around the several issues that were identified for consideration in the Plan (Table 1.31, pg. 1-7):

- Land Use
- Transportation
- Utilities and Infrastructure
- Housing and Neighborhoods
- Environmental Issues
- Economic Development Issues
- Community Facilities
- Cultural Resources

These main headings were used for initial discussions regarding the planning for the Little Blue Valley. Both the Citizens' Advisory Committee (CAC) and the Little Blue Valley Steering Committee (LBVSC) developed issues, goals and objectives statements regarding these headings. Throughout the course of the public participation process, these were reorganized and distilled into six (6) major plan elements as follows:

- Land Use
- Transportation
- Community Facilities and Services
- Utilities and Infrastructure
- Environmental and Cultural Resources
- Economic Development

A series of specific goals was developed for each of these plan elements. The alternatives presented as part of this study incorporate these goals which serve as benchmarks to evaluate the plan alternatives under consideration. Following selection of a preferred Concept Plan, each goal was supplemented with recommended policies and actions to implement the

The goal setting process established a basis for both evaluation of Plan Alternatives and crafting the Plan to accomplish specific objectives. For example one goal is to create additional City revenues.

Evaluation of the Plan revealed that the tax base created by development following the Plan would be greater than the tax base required to maintain the Plan Area. Thus creating excess revenues to be used in other parts of the City.

selected vision. Ultimately, these policies and actions will become part of the City's Comprehensive Plan, along with changes to the Land Use Map and Thoroughfare Plan.

The following is a summary of the goals for the Little Blue Valley organized by each Plan element and related critical issues identified during the public participation process.

4.A Land Use



Existing industrial development within the Little Blue Valley

Designating future land uses is the most tangible and easily understood feature of comprehensive plans. The Land Use section of the Comprehensive Plan Amendment includes a land use map directing future development of the Little Blue Valley. This map will be the most familiar part of the Comprehensive Plan Amendment, but it is by no means the only land use policy statement in the plan. The Plan Amendment will also include definitions and standards for each of the land use designations or categories shown on the plan as well as a series of general goals, and specific policies and actions to guide decisions concerning land use, development, and environmental protection in the Little Blue Valley.

The most critical land use goals the Plan Amendment will address are: balanced growth, mixed-use development opportunities, community design, integration and enhancement of existing development and agricultural preservation.

4.A.1 Balanced Growth

4.A.1.1 Secure a compatible mix of land uses at appropriate levels of intensity that results in a balance of economic development and housing opportunities in the Little Blue Valley.

4.A.1.2 Carefully phase development to maintain this balance over time to make the most effective use of available infrastructure, generate adequate revenues and pace growth

to the City's ability to deliver appropriate levels of service.

4.A.2 *Mixed Use Development*

4.A.2.1 Establish zoning regulations, where appropriate, that integrate, rather than segregate, different land uses and intensities of development in order to achieve balanced growth.

4.A.2.2 Use Town Center or Village Center concepts to make integration of uses logical and cost-effective through sharing of buildings, infrastructure or open space.

4.A.2.3 Use mixed use development to encourage transition between areas zoned for differing types of uses.

4.A.3 *Community Design*

4.A.3.1 Create an attractive and efficient built environment that promotes safety, harmony and community stability.

4.A.3.2 Protect and enhance property values through design guidelines that demand high quality design.

4.A.3.3 Use development guidelines in mixed-use centers to foster a strong community identity and create a unique visual image shared by the different residential, employment, retail commercial, open space, and recreation uses.

4.A.3.4 Encourage a wide variety of housing types, styles, price ranges and ownership from starter homes to executive homes to enable all economic and demographic segments of the community to live in the Little Blue Valley.

4.A.3.5 Strengthen local community identity by establishing focal points including



The bike lane enhancement to the Little Blue Parkway bridge over I-70 are a good example of quality community design (under construction)

Village Centers and a Town Center that provide for a variety of commercial, social, and recreational needs.

4.A.3.6 Provide each residential neighborhood with its own local open space as well as creating a community wide-open space network.

4.A.4 *Integration with Independence*

4.A.4.1 Create a unique community in the Little Blue Valley while maintaining strong physical connections with the remainder of Independence.

4.A.4.2 Promote development in the Little Blue Valley that will generate enhanced revenues that can contribute to better services and a better quality of life for all residents of Independence.

4.A.5 *Enhancement of Existing Development*

4.A.5.1 Encourage new development, expansion of open space and recreation facilities that will have a positive effect on existing residential, commercial, and industrial areas in the Little Blue Valley.



Agricultural development in eastern Independence

4.A.6 *Agricultural Preservation*

4.A.6.1 Protect agricultural operations where property owners choose to continue production through right-to-farm legislation and land use and zoning policies such as requiring new development to provide sufficient buffers between agricultural operations and new developments.

4.A.6.2 Encourage innovative approaches such as rural clustering to allow incremental development of agricultural land while checking tendencies to low density sprawl.

4.A.6.3 Integrate viable agricultural land as a design element in neighborhood and open space plans where possible.

4.B. Transportation

The Transportation element of the amended Comprehensive Plan must support the land use policies for the Little Blue Valley. Access to and circulation within the Little Blue Valley will have significant impacts on land use potential and site planning possibilities. Especially important is the final alignment and design of the LBP.

The transportation policies for Little Blue Valley must also establish an efficient local system of roads and streets and accommodate the needs of bicyclists and pedestrians. The design of this local transportation network will have a profound influence on the visual and environmental quality of the local neighborhoods and the Village Centers and Town Center.



Future alignment of the Little Blue Parkway north of Necessary Road

4.B.1 Little Blue Parkway (LBP)

4.B.1.1 Design, fund, and develop the LBP as the major transportation facility in the Little Blue Valley. Design the physical appearance of the roadway to establish high standards for adjacent land uses.

4.B.1.2 Accommodate through traffic as part of the regional road network while providing efficient access to development centers within the Little Blue Valley as determined by traffic analysis and/or physical site conditions. Traffic analysis must consider full build-out projections.

4.B.1.3 Encourage public-private partnerships supplemental to or in place of state and federal funding (if any) to expedite completion of the Little Blue Parkway.

4.B.2 Secondary Roads

4.B.2.1 Coordinate road planning and design with planning for adjacent land uses; avoid poor frontage image such as that of most strip commercial environments.



Crenshaw Road just north of Strode Road will become an important secondary road

4.B.2.2 Minimize potential bottlenecks; provide sufficient alternative access points to collectors and arterials by use of grid networks in addition to cul-de-sacs and courts.

4.B.2.3 Review existing road design standards to reduce paved areas and support landscape features that improve the visual appearance of neighborhoods and centers.

4.B.2.4 Utilize traffic calming techniques to encourage appropriate speeds on secondary and neighborhood streets.

4.B.2.5 Minimize conflicts between industrial/business and residential traffic. Insure employment nodes have efficient access to the regional arterial road network without impinging on residential neighborhoods.

4.B.3 Public Transportation

4.B.3.1 Promote public transit opportunities including bus rapid transit and commuter rail possibilities to make the Little Blue Valley more accessible to the rest of the City and the region as a whole.

4.B.4 Pedestrian/Bicycle Routes

4.B.4.1 Connect Little Blue Valley bicycle and pedestrian trails and pathways with City trails, METROBIKE trails, and the local street network.

4.B.5 Air Transportation

4.B.5.1 Examine the potential for air transportation to foster and support the economic development potential of the Little Blue Valley.

4.B.5.2 Examine the current and future potential of the proposed Independence/Eastern Jackson County Airport north of 24 Highway.

4.C Community Facilities and Services

The quality of life in a community stems, in large part, from the quality of public facilities and services available to its residents, workers, and visitors. For development in the Little Blue Valley to become a valuable addition to Independence and a viable competitor in the regional real estate market, the City must provide efficient, high quality facilities and services.

4.C.1 Education

4.C.1.1 Explore intergovernmental agreements among the various school districts to allow consolidated schools and /or programs.

4.C.1.2 Plan for the development of community centers, libraries, schools, and public safety facilities. Develop joint use public facilities or buildings, and make them a feature of the Village Centers and Town Center development programs. Use a portion of the development savings to enhance the facilities aesthetically.

4.C.1.3 Create a well-educated, labor-ready community with access to opportunities for continuing education and professional development.

4.C.1.4 Establish at least one branch of a higher education institution (four year and



The Independence School
District Bridger 7th Grade Center

graduate degrees) in the Little Blue Valley. (This facility would be in addition to and complimentary to, not in competition with, the Blue Valley Community College.)



Entrance to the George Owens Nature Center

4.C.2 Parks and Recreation

4.C.2.1 Promote development of a high-quality open space and recreational system.

4.C.2.2 Provide linkages with the remainder of Independence through greenbelts and greenways, linkages to adjacent neighborhoods, and linkages across the Little Blue River.

4.C.2.3 Provide a balance between public and private recreational facilities and services.

4.D Utilities and Infrastructure

A community's utilities and infrastructure, when provided efficiently, are largely invisible to their users. The following goals establish a framework to ensure that the basic infrastructure necessary to service new development in the Little Blue Valley is efficient, and, thus, invisible.

4.D.1 Water Supply and Quality

4.D.1.1 Protect the quality of the groundwater supply. Prohibit future groundwater contamination and monitor ongoing cleanups.

4.D.1.2 Ensure an adequate supply of water to support development in the Little Blue Valley.

4.D.2 Sewer Treatment and Capacity

4.D.2.1 Phase in adequate wastewater/sewage treatment capacity to accommodate all planned industrial, commercial, and residential growth.

4.D.3 Electric Service and Other Overhead Utilities

4.D.3.1 Plan for and maintain adequate power supplies and distribution facilities for future growth.

4.D.3.2 Minimize the aesthetic impacts of overhead facilities.

4.D.4 Smart Community

4.D.4.1 Incorporate high technology information and communication infrastructure in all new Little Blue Valley development.

4.D.5 Gas Service

4.D.5.1 Work with Missouri Gas Energy to plan and expand gas service sequenced with other major utilities.

4.E Environmental and Cultural Resources

The Little Blue Valley is blessed with rich environmental qualities that are the basis of its natural beauty and ability to attract new development. Only through attention to maintaining a balance between the natural environment and new development will the City attract the high-end development it seeks for the Little Blue Valley.



The Little Blue Trace north of Truman Road

4.E.1 Environmental Stewardship

4.E.1.1 Protect valuable natural and environmental resources through use of open space requirements, environmental overlays, conservation easements, land dedications, and cluster development.

4.E.2 Flood Plains and Stream Valley Environments

4.E.2.1 Protect and enhance flood plains while accommodating growth. Develop new

regulations that specifically address the use of properties adjacent to streams and flood plains.

4.E.2.2 Enhance and expand the Little Blue Trace.

4.E.3 Cultural and Historic Resources

4.E.3.1 Develop a cultural legacy to be enjoyed by current and future generations.

4.E.3.2 Preserve special archeological, historical and geological features.

4.E.3.3 Include historic and cultural resources review in the planning development process.

4.F Economic Development



Entrance to the existing Airport Industrial Park

The future of the Little Blue Valley and all of Independence is inextricably tied to the City's success in developing its economy. Although the city is unable to control overall regional market demand, it can capture its fair share of regional economic opportunities. The following goals are those that the city of Independence in collaboration with its residents, property owners, and the business community must achieve in order to improve the future prospects of its local economy.

4.F.1 Business and Industrial Base

4.F.1.1 Make the Little Blue Valley a premier location within the region to live, work, play, gather and worship.

4.F.1.2 Attract high-quality new businesses and high technology industries along with commercial activity to broaden the city's property and sales tax base.

4.F.1.3 Support collaboration between business and schools to develop training and mentoring programs

4.F.1.4 Identify and encourage the incorporation of distinctive retail uses in the Little Blue Valley in general, and the Town Center development in particular, to ensure that a broader base of retail concepts are available to shoppers and that the retail base located in the 39th Street corridor is not replicated nor jeopardized.

4.F.1.5 Identify and promote the appropriate residential, office and other business uses for the Little Blue Valley and more specifically, the Town Center development located near the intersection of Truman Road and Little Blue Parkway.

4.F.1.6 Determine the trade area and market potential for residential, retail, office, and other commercial development uses.

4. F.2 Tourism

Consider appropriate tourist activities and venues.

The Little Blue Valley offers several potential tourist attractions

- Civil War Battlefields and historic markers
- Historic homes
- Native American archeological sites





Chapter 5: Concept Plan Alternatives

Chapter 5: Concept Plan Alternatives

This section outlines several plan alternatives that were developed in the course of the study process. From the community input and the goals and objectives that were established, several common themes emerged that helped form the basis for the new alternatives.

5.A Common Themes

5.A.1 Linkage with the Existing Community: Future development in the eastern part of Independence must be related strongly, both physically and socially, to the rest of the community. The public at the various workshops conducted as part of the Little Blue Valley Comprehensive Plan Update process resoundingly affirmed this priority. Consequently, all alternatives to the present Comprehensive Plan identify Truman Road, redesigned as a boulevard, as the central link between the Square - the heart of historic Independence - with a new Town Center. While the location of the new Town Center and the alignment of the upgraded Truman Boulevard differ slightly in each alternative, their function is the same - to link the present with the future.

Other important east-west linkages include R.D. Mize Road, M-78, Bundschu Road, and U.S. 24 Highway. While they also provide important connections to the Little Blue Valley, they will not have the same symbolic importance as Truman Boulevard.

5.A.2 Distinct Community Focal Points: As in most major metropolitan areas in the United States, Kansas City suburban communities have developed without strong focal points, identity or community centers. The City of Independence is strongly determined to avoid this typical pattern of characterless sprawling development, returning to neighborhood oriented designs. New focal points should link to the quality history of Independence such as Harry Truman, the westward expansion trails or the Civil War.

Five Common Themes of the Concept Plan Alternatives

1. **Linkage with the existing community**
2. **Distinct community focal points**
3. **Mixed use development**
4. **Cluster development principles**
5. **Open space network**



Cluster development diagram

5.A.2.1 Town Center: The alternatives presented here establish a strong physical community identity by focusing Little Blue Valley development on a well-defined Town Center. The Town Center will be the key commercial, residential and civic focus for eastern Independence and is intended to accommodate mixed-use development of detailed, high quality architecture, community oriented open space and pedestrian friendly streets. The Town Center concept combines a variety of places to work, live, shop, play, gather and worship; all linked by a convenient, pedestrian-oriented transportation network. Because of its importance as a civic focal point, the initial development of this center should include defined public service facilities and gathering places (e.g. post office, community center, library, public plaza, park).

The design of the Town Center will emphasize pedestrian needs in addition to accommodating automobiles. Design elements such as narrow streets, shallow building setbacks, pedestrian-scale architectural features, and parking located between or behind buildings are some of the site planning features that will create a pleasing and urban environment.



Higher density residential development is planned at Sterling Village to integrate with lower density areas surrounding the development site. Similar strategies may be employed in the Little Blue Valley.

5.A.2.2 Residential Villages: Under each alternative, the more intensely developed portions of the study area are conceived as a series of residential villages. These villages include a mixture of housing types (i.e., single-family homes, apartments, condominium, assisted living facilities) at a variety of price ranges to serve the needs of a diverse mix of families, young adults, empty nesters, and seniors. This housing will include both ownership and rental units.

The villages will also include local street networks that are well connected and accommodate pedestrian and bicycle travel as well as the automobile. These village qualities, especially the pedestrian-oriented physical planning and architectural design, will distinguish residential development in the Little Blue Valley from most other suburban communities in the Kansas City area.

Each of the residential villages will contain a principal focal point or Village Center. These Village Centers will likely feature a variety of small commercial, employment, or civic uses. It is also recommended that future schools locate within or adjacent to the Village Centers.

5.A.3 Mixed-Use Development: Another common suburban trait that the City of Independence seeks to avoid is the isolation of commercial and business uses from residential development as well as in separating various densities and types of residential development. In contrast, the alternatives for Little Blue Valley all include some form of mixed-use-development as a key ingredient in a planned community that fosters efficient land use, environmental protection and healthy social interaction.

Mixed use is absolutely essential within the designated Town Center and Village Centers. It is also recommended that the City consider new mixed-use zoning districts - Mixed Use Development (MXD) and a Planned Community District (PCD). The mixed-use designations would allow commercial, recreational and residential uses of various densities to locate together within specified planned areas. These zones may establish criteria for minimum and maximum percentage coverage of each use to ensure achieving a true mix of uses occurs and/or establish performance measures to assure compatibility.

5.A.4 Cluster Development Principles: Cluster development is generally defined as a close grouping of homes on the most buildable portions of a site while, at the same time, preserving a large portion of the parcel (including environmentally sensitive areas) as undeveloped open space. The early demonstrations of clustering, including the greenbelt towns, featured attached homes or townhouses that enabled developers and builders to achieve highly compact development yet reserve the maximum amount of land for open space and community use.

The rationale for cluster development is grounded in environmental and economic concerns. When



Segregation of land uses typical of the classic commercial strip requires even those living adjacent to the development to get in their car and drive around the block.



Cluster development techniques can be used to preserve open space networks and decrease the per lot cost of development

clustering is permitted, homes are designed on small homesites and on that portion of the land parcel that can be developed with the least disturbance. At the same time, developers realize significant savings because shorter roads and utility extensions are required to serve the clustered homes. By scaling the roads appropriately, developers control or eliminate through traffic, creating a safe and comfortable environment for residential development.

The advantages of clustering can be achieved at any scale – from a few homes on several acres of land up to large-scale planned unit developments (PUDs) and new towns.

5.A.5 Open Space Network: The eastern part of Independence is blessed with a very attractive natural environment. The Little Blue Valley's gently rolling topography combines with the Little Blue River to make the area one of the highest quality development opportunities in the Kansas City metropolitan area.

The City of Independence understands that these environmental and landscape assets are delicate and must be cared for properly to retain their natural value and attract the desired high quality development to Little Blue Valley. Accordingly, all alternative development scenarios include a well-connected, high-quality open space network. Such a network will serve three purposes: 1) protecting the valuable natural qualities that give the Valley a unique community asset, 2) providing City residents access to active and passive recreation, and 3) incorporating alternative means of transportation with its network of pedestrian, bicycle, and equestrian trails.

5.B Distinguishing Features of the Plan Alternatives

The common themes described above set the basic ground rules for development of the Little Blue Valley. Nevertheless, the alternatives presented differ in three key respects:

- The overall mix and distribution of proposed land use.
- The location and scale of development centers.
- The roadway network and access to proposed development sites.

For descriptive purposes, the Study Area is divided into four quadrants, with the Little Blue River as the main North-South axis and the Truman Road-M78 corridor as the main East-West axis.

5.C Market Assumptions

While the City can create the basic land use framework for future development in the Little Blue Valley, the amount, type, and pace of development will depend largely on regional market forces. As part of the Little Blue Valley Comprehensive Planning process, the City commissioned a market overview study to determine the share of expected regional growth that Little Blue Valley could capture through the years 2020 and 2040. Table 1 summarizes these estimates.

TABLE 1: 2020 ABSORPTION ASSUMPTIONS* Little Blue Valley Comprehensive Plan Amendment			
RESIDENTIAL	DUS**	Residents	Acreage
TOTAL	7,100	20,000	1,775
EMPLOYMENT	S.F.**	Employees	Acreage
Retail	350,000	875	35
Office Park	700,000	2,333	65
Industrial Park	2,000,000	1,333	185
TOTAL	3,050,000	4,541	285

*Source: Development Strategies Incorporated, June 1998.

**Based on Floor Area Ratios of 0.25

Note: DUS = Housing Units

Holding Capacity Calculation

$$(T - (U + R)) = N$$

$$N * D = H$$

Where:

T = Total Land Area

U = Undevelopable Land

R = Rights-Of-Way

N = Net Acreage

D = Development Density

H = Holding Capacity

5.D Holding Capacity

The projections and calculations of employment and housing for each of the plan alternatives begin with assumptions about the **holding capacity** of various land use categories. Holding capacity is a measure of the amount of development, nonresidential square feet or residential development units, an area of land can adequately support based on the comprehensive plan. The total vacant acreage (gross acreage) designated for a specific land use is never fully developed. Land zoned for low density housing, at 2 dwelling units/acre for example, never results in exactly 2.0 units per acre. Numerous development requirements such as rights-of-way dedications for roads and utilities, open space or environmental requirements such as flood plain restrictions reduce the amount of land (net acreage) that the designated land use such as housing units will actually occupy.

To insure that future development of vacant land in the Little Blue Valley is not overestimated, a holding capacity factor is applied to the total (gross) acreage for most land use categories in each alternative.

For residential categories, net developable land was assumed to be 80% of the total vacant acres available. For example, if 4,500 gross acres are available for medium density housing, the net acreage will be 4,500 acres x 0.80 = 3,600 acres.

Once the net acreage is determined, an "assumed density" – the average yield per net acre for each land use category – is applied to calculate the probable cumulative buildout for each type of land use. For example, the assumed density for medium density residential is 4.0 to 5.0 dwelling units/acre. Applied to the net acreage in the example above, the cumulative yield would be a range of 14,400 units (3,600 acres X 4.0 units/acre) to 18,000 units (3,600 acres x 5.0 units/acre).

For employment land (see Table 3 1993 comprehensive Plan designations: Commercial, Regional Commercial, Office, Business Park, Light Industrial, Industrial Park), a holding

capacity of 85% is assumed. This percentage is higher than the residential holding capacity primarily because employment land uses usually have decreased setback requirements proportional to the total acreage and more square feet of development per acre.

TABLE 2: DEVELOPMENT DENSITY			
Residential	Lot Size	Dwelling Units (DU)	Compatible Zoning
Ag / Rural Residential	3 acre min.	<0.2 DU / Ac	A-1
Estate Residential	20,000 sq.ft. -5 acres	0.2 -1.5 DU / Ac	RE, RE cluster
Low Residential	10,900 - 37,000 sq.ft.	1.5 -3.0 DU / Ac	R-1, R-1 cluster, R-1a
Low/Medium Residential	6,000 - 13,000 sq.ft.	3.0 -7.0 DU / Ac	R-1a cluster, R-1b, R-1b cluster
Medium Residential		7.0 -14.0 DU/ Ac	R-2, R-2 cluster, R-3
High Residential		> 14.0 DU/ Ac	R-3, R-4
Non-Residential		Floor Area Ratio	
Retail		0.2 to 0.3	

* Based on a net acre exclusive of rights-of-way, open space and other public areas

NOTE: Table 2 applies to this Comprehensive Plan Amendment

In employment land use designations, Floor Area Ratio (FAR) is the assumed density factor instead of dwellings/acre. FAR is a measure of the intensity of non-residential development that compares the total building square footage on a parcel to its acreage. The higher the FAR the more intense the use. For example, a 10,000 square foot building on a 1.0 acre (43,560 s.f.) parcel would have a FAR of 0.23.

For the Little Blue Valley FARs of 0.20 to 0.25 were used to determine the cumulative results for the employment categories of each alternative. These FARs are typical intensities for suburban office and business parks or industrial parks. Such developments typically consist of one to three story buildings with surface parking often in a campus-like setting with

some open space or edge buffers and setbacks. For the Town Centers and Village Centers, whose acreage is not listed separately, such calculations were replaced by assigned buildout square footage of development.

5.E Concept Alternative 1: Existing Comprehensive Plan

Alternative 1, the No Change alternative (see Figure 9) is the current City of Independence Comprehensive and Thoroughfare Plan adopted in July 1993. Table 3 summarizes its distribution of land use designations within the Little Blue Valley Study Area.

TABLE 3: 1993 COMPREHENSIVE PLAN DESIGNATIONS Little Blue Valley Study Area		
Designation	Acres (1)	% of Total
Agricultural	9,270	38.7%
Agricultural/Underground	129	0.5%
Low Density Residential	5,160	21.5%
Medium Density Residential	228	1.0%
High Density Residential	61	0.3%
Commercial	55	0.2%
Regional Commercial	36	0.1%
Office	37	0.2%
Business Park	136	0.6%
Light Industrial	2,441	10.2%
Industrial Park	2,199	9.2%
Open Space	2,178	9.1%
Public Parks	1,803	7.5%
Public Facilities	225	0.9%
Total	23,957	100.0%

(1) Acres are approximate and are GIS (Geographic Information System) calculations based on July 1998 data supplied by the City of Independence.

As Table 3 shows, the No Change alternative designates approximately 22 percent of the study area for low-density residential. Half of this low-density residential is now being developed between 39th Street and Strode Road east of the Little Blue River. The area from Jones Road to the east of Powell Road, now primarily developed with farming and a few residences, would be future low-density residential development. The lack of road infrastructure, mainly the existing two-lane street system presently limits growth in this area. The area east of the Little Blue River, south of Eureka Road, along R.D. Mize Road and north of 39th Street (Pink Hill Road) is the only area recommended for low-density single-family residential development except for the portion from Jones Road to east of Powell Road.

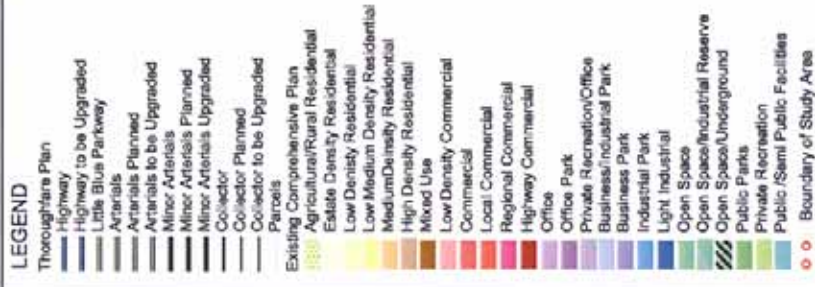


Agricultural land after harvest

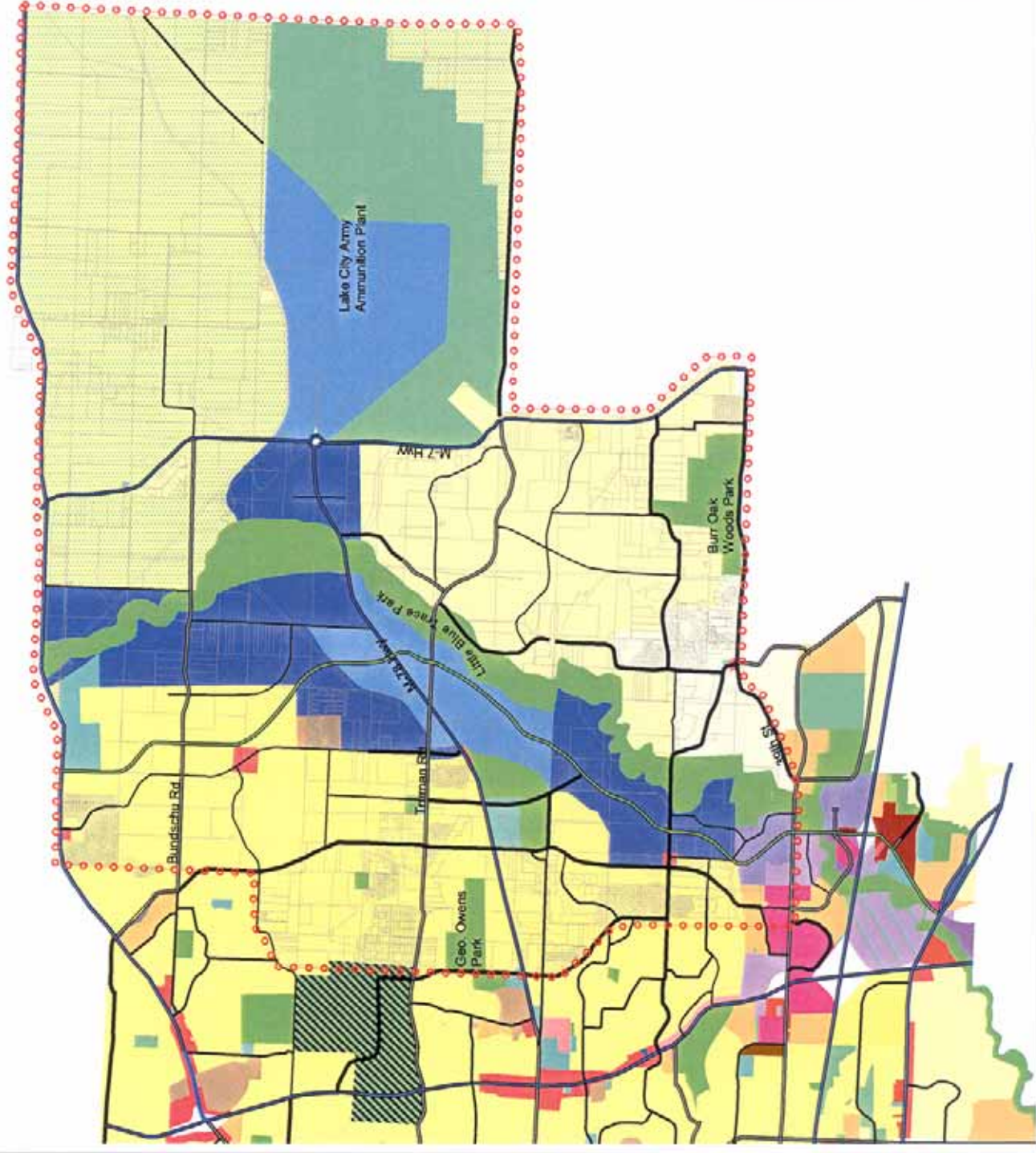


Rock out-cropping

**Figure 9:
Concept Alternative 1
Existing Comprehensive and
Thoroughfare Plan
Little Blue Valley Comprehensive
Plan Amendment**



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Because of its proximity to cargo rail lines and Interstate 70 and because the topography varies less than 3 percent in slope, the existing Comprehensive Plan proposes extensive light industrial and business park development in the Little Blue River Valley. The current Comprehensive Plan assumes the proposed Little Blue Parkway will provide the principal access for regional industrial traffic by connecting the study area to I-70 at Selsa Road and to a proposed perimeter parkway along the Missouri River leading into downtown Kansas City. The current light industrial designation explicitly permits agricultural production as an interim use until the market for industrial development materializes.

Table 4 shows the holding capacity of the vacant land within the study area according to the 1993 Comprehensive Plan land-use designations.



Land planned for industrial use in the 1993 Land Use Plan. This land at M-78 and Truman Road is now planned as mixed use.

TABLE 4:
CONCEPT ALTERNATIVE 1 (1993 COMPREHENSIVE PLAN) HOLDING CAPACITY
Little Blue Valley Study Area

Designation	Vacant Gross Acres (1)	% of Total	Holding Capacity(2)*		
			Dwelling Units	Square Footage	Assumed Density/FAR
Agricultural	8,405	52.8%	1,428		0.2 du/ac
Agricultural/Underground	114	0.7%			
Low Density Residential	3,476	21.8%	4,432		1.5 du/ac
Medium Density Residential	90	0.6%	229		3.0 du/ac
High Density Residential	14	0.1%	115		10.0 du/ac
Commercial	36	0.2%		332,907	0.25 du/ac
Regional Commercial	29	0.2%		268,050	0.25du/ac
Office	36	0.2%		534,425	0.40 du/ac
Business Park	127	0.8%		1,177,989	0.25 du/ac
Light Industrial	2,098	13.2%		19,421,148	0.25 du/ac
Industrial Park	718	4.5%		6,643,415	0.25 du/ac
Open Space	45	0.3%			
Public Parks	533	3.3%			
Public Facilities	190	1.2%			
Total	15,910	100.0%	6,204	28,377,934	

(1) Vacant Gross Acres are approximate and are GIS (Geographic Information System) calculations based on July 1998 data supplied by the City of Independence.

(2) Assumes net developable land at 85 percent of gross acreage.

Comparison of Table 4 to the estimates of potential market absorption in Table 1 reveals two critical findings about the capacity of the current Comprehensive Plan. First, at 6,200 dwelling units, the residential holding capacity falls short of meeting the potential absorption through year 2020 of 7,100 units. Second, the supply of vacant industrial land (more than 2,800 acres) far exceeds the estimated 2040 demand (150 acres).

These findings suggest the need to match more closely the supply of developable land to the estimated market absorption demand. Correcting the shortfall in

residentially designated land can occur by designating more of the agricultural land for development or by increasing residential densities on land most suitable for residential development.

Given the dramatic oversupply of industrial land, another tactic is to convert some of the land designated for industrial uses to residential designations. Such re-designations will establish a more balanced land supply and increase the ability of Independence to attract high-quality development to the Little Blue Valley.

Because the City is quite concerned about preserving an adequate supply of industrial/employment land (particularly important in creating positive fiscal results), any alternative plan must achieve a balance between employment and residential development and care must be used in the location of such uses.

5.F Concept Alternative 2

Alternative 2 (see Figure 10) sets forth a more balanced mixture and a different distribution of land uses than the 1993 Comprehensive Plan. Alternative 2 also features concentration of density around subcenters. Under Alternative 2, a new Town Center is located east of the Little Blue River in the southeastern quadrant of the study area. Truman Boulevard, upgraded, would serve as the gateway to the new Town Center.

5.F.1 Roadway Network: The Little Blue Parkway would be developed as a limited access parkway in accord with the Major Investment Study (MIS) alignment. Truman Road would be upgraded to a boulevard configuration and extend to the Town Center east of the River. Jackson Drive would follow the City's current thoroughfare plan alignment from U.S. 24 Highway south, but stop at R.D. Mize Road.



Truman Road just East of M-291 is to be upgraded to a four lane Boulevard-type cross-section

5.F.2 Land Use Mix and Development Approach

5.F.2.1 Business/Industrial Park: Business/industrial parks are concentrated in three locations:

1. At the northeastern corner of the Little Blue Parkway and R.D. Mize Road;
2. Along Truman Boulevard north and south of the City's power plant; and
3. Immediately to the west of the Lake City Army Ammunition Plant, on both the north and south sides of M-78.

5.F.2.2 Heavy Industrial: Heavy industrial users would be directed to land within the Lake City Army Ammunition facility. The current munitions contract holder is actively marketing these sites for industrial uses.

5.F.2.3 Commercial: Commercial offices would concentrate at the southwestern edge of the Study Area, along the Little Blue Parkway north of the Selsa Road/I-70 Interchange and south of R.D. Mize Road. The Town Center would contain retail commercial uses and there would also be commercial development at some or all of the six Village Centers.

5.F.2.4 Residential: Alternative 2 proposes residential development at three density levels: medium density around the Town Center and to the west of the river in the northwestern quadrant; low/medium density south of the Town Center; and estate density in the northeastern quadrant and rural residential. The estate density in the northeastern quadrant is based mainly on existing zoning and assumes a fairly slow build-out (Table 2).

5.F.2.5 Open Space and Parks: The Little Blue River Open Space Corridor with its mature stands of trees, trail system, and active and passive park and recreation opportunities are

the spine of an extensive open space network that is a central feature of all the new plan alternatives. Alternative 2 would provide approximately 2,500 acres of parkland and another 4,700 acres set aside as open space. This system would include a network of bicycle and pedestrian trails. While this trail network will be an important recreational facility, it will also permit some home-to-work non-auto commuting and give people an alternative means to move easily between commercial and residential areas and the various attractions of the open space and park system.

In addition to the main north-south open space corridor, east-west linkages are also part of the open space system shown on the plan.

Table 5 summarizes the total acreage and proportion of the total study area of the land use designations under Alternative 2.



The Little Blue River will provide a spine for future open space corridors

TABLE 5: CONCEPT ALTERNATIVE 2 LAND USE DESIGNATIONS Little Blue Valley Study Area		
Designation	Acreage (1)	% of Total
Ag/Rural Residential	5,116	21.2%
Estate Residential	317	1.3%
Low Residential	5,193	21.5%
Low/Medium Residential	2,930	12.1%
Medium Residential	227	0.9%
Village Center	50	.002%
Mixed Use	141	0.6%
Business/Industrial Park	1,266	5.2%
Light Industrial	1,182	4.9%
Commercial Office	188	0.8%
Institutional/Public Facilities	331	1.4%
Public/Quasi-Public Parks	2,467	10.2%
Open Space	4,777	19.8%
Total	24,185	100.0%

(1) Vacant Gross Acres are approximate and are GIS (Geographic Information System) calculations based on July 1998 data supplied by the City of Independence but refined and adjusted by LDR International, Inc.

Table 6 shows the holding capacity of the vacant land within the study area according to Alternative 2. This capacity was calculated by applying the assumed development factors (i.e., residential density or floor-area ratio) shown in Table 6 to currently vacant and/or agricultural land.

**Figure 10:
Concept Alternative 2
Little Blue Valley
Comprehensive Plan
Amendment**

LEGEND:

- Highways
- Existing Streets
- - Proposed Streets

- Water Lines
- Sewers
- Parcels
- Streets

- Agricultural/Rural Residential
- Estate Density Residential
- Low Density Residential
- Low/Medium Density Residential
- Medium Density Residential
- General Mixed Use
- Industrial Park
- Industrial
- Institutional/Public Facilities
- Open Space
- Public/Quasi Public/Park Land
- Village Center
- Town Center



Date: May, 1999



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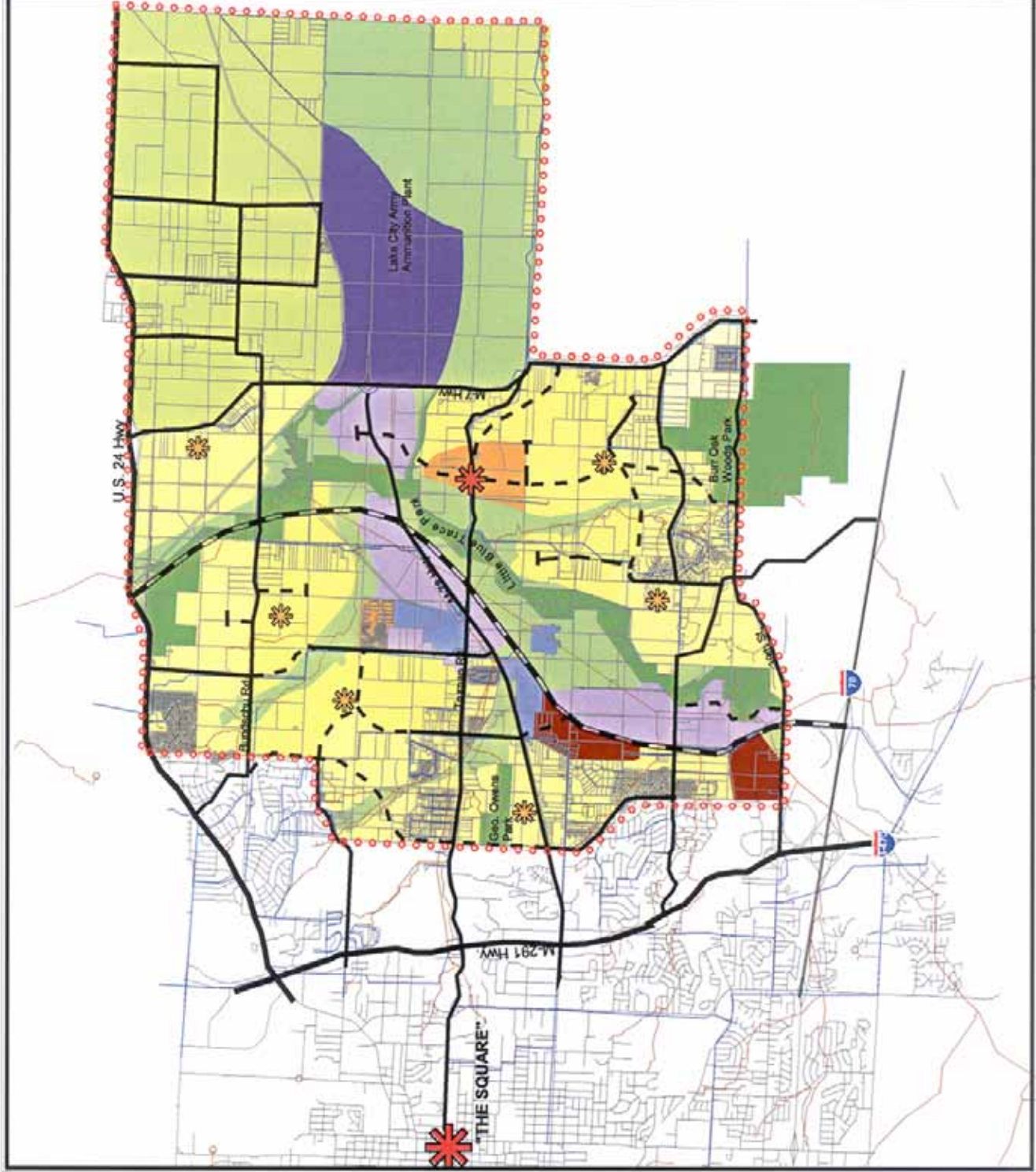


TABLE 6: CONCEPT ALTERNATIVE 2 HOLDING CAPACITY Little Blue Valley Study Area					
Designation	Vacant Gross Acres (1)	% of Total	Holding Capacity(2)		
			Dwelling Units	Square Footage	Assumed Density/FAR
Ag/Rural Residential	4,784	31.4%	810		0.2 du/ac
Estate Density Residential	227	1.5%	290		1.5 du/ac
Low Density Residential	3,074	20.2%	7,840		3.0 du/ac
Low/Medium Density Residential	2,728	17.9%	11,590		5.0 du/ac
Medium Density Residential	340	2.2%	2,890		10.0 du/ac
Town Center	50	0.3%		463,000	0.25 far
Village Centers	0	0	0	400,000	0.25 far
Mixed Use	235	1.5%	250	1,958,000	0.30 far
Business/Industrial Park	1,318	8.6%		9,757,000	0.20 far
Light Industrial	85	0.6%		626,000	0.20 far
Institutional/Public Facilities	224	1.5%			
Public/Quasi-Public Parks	446	2.9%			
Open Space	1,723	11.3%			
Total	15,234	100.0%	23,670	13,204,000	

(1) Vacant Gross Acres are approximate and are GIS (Geographic Information System) calculations based on July 1998 data supplied by the City of Independence.

(2) Assumes net developable land at 85 percent of gross acreage.

A comparison of Table 6 with the estimates of potential market absorption presented in Table 1 reveals that Alternative 2 would provide more than enough developable land to meet the assumed demand.

With a total holding capacity of approximately 23,000 dwelling units and assuming an average household size of 2.8 persons, Alternative 2 could support a residential population of 64,400. This substantially exceeds the estimated 2040 population (40,000 residents) of the market study.



Future Alignment of the Little Blue Parkway looking north from the Kansas City Southern rail line just north of 39th Street

Alternative 2 would provide sufficient supply for all non-residential land development categories. The combined retail capacity of the Town Center, the Village Centers, and the mixed-use area (1.66 million square feet) would be more than twice the estimated market demand. The employment designated land would also result in a similar oversupply, but the excess is far less than under the existing Comprehensive Plan. An over supply of nonresidential land will allow economic development opportunities well beyond the planning horizon. The Commercial Office designation would yield a total of approximately 1.8 million square feet, exceeding estimated absorption demand by approximately 400,000 square feet.

5.G Concept Alternative 3

Alternative 3 (see Figure 11) proposes a mixture of uses similar to Alternative 2, but with a slightly different distribution and proportion of those uses. Like Alternative 2, it anticipates concentration around subcenters. In Alternative 3, the proposed new Town Center is west of the Little Blue River with direct access from the Little Blue Parkway.

5.G.1 Roadway Network: The Little Blue Parkway would follow a different alignment from the MIS alignment and is envisioned to be more like a “parkway” than the expressway design of Alternative 2. Truman Boulevard is upgraded, but merges with M-78 Highway and terminates at M-7 Highway at the Lake City Army Ammunition Plant. Jackson Drive generally follows the alignment previously designated on the 1993 master plan but terminates at R.D Mize Road from the north.

5.G.2 Land Use Mix And Development Approach

5.G.2.1 Business/Light Industrial Park:

Under Alternative 3, business/industrial parks are concentrated in two locations: along Truman Boulevard north and south of the City's power plant; and on both the north and south sides of M-78 immediately to the west of the Lake City Army Ammunition Plant. The amount of land designated for Business/Industrial Park under Alternative 3 is less than Alternative 2 with approximately 350 acres of employment land in Alternative 2 shifted to Mixed-Use in Alternative 3.

5.G.2.2 Commercial: Commercial office designations are at the southwestern corner of the Study Area, along the Little Blue Parkway north of the Selsa Road/I-70 Interchange and south of R.D. Mize Road. The Town Center will contain retail commercial uses and there may also be some commercial development at the Village Centers.

5.G.2.3 Residential: Alternative 3 shows four levels of residential density within the study area: highest density to the west of the Little Blue River in the northeastern part of the Study Area; next highest densities east of the river in the southeastern quadrant; and lowest density in the far northeast. This alternative calls for a more aggressive approach to developing the northeast quadrant. Slightly higher density would be allowed in exchange for infrastructure improvements. Cluster development would be encouraged as a development option.

5.G.2.4 Heavy Industrial: As in Alternative 2, it is assumed that industrial development would concentrate on existing facilities and land within the Lake City Army Ammunition Plant project.

5.G.2.5 Open Space and Parks: As under Alternative 2, the Little Blue River Open Space Corridor is the spine of an extensive open space



Little Blue Trace Park north of Truman Road

network, with approximately 2,500 acres designated as parkland and another 4,500 set aside as open space. As with Alternative 2, east-west open space linkages would tie into the major north-south corridor along the river.

Alternative 3 results in a slightly lower amount of open space because of the changed alignment of the Little Blue Parkway. Under Alternative 3, the parkway is aligned closer to the Little Blue River, resulting in a narrower band of open space between the road and the river.

As under Alternative 2, a series of pedestrian and bicycle trails would provide opportunities for both recreational and commute travel, as well as providing access to the Little Blue Valley's open space and parks.

Table 7 summarizes the acreage and proportion of the total area of the land use designations under Alternative 3.



Bike trail along the Little Blue Parkway.

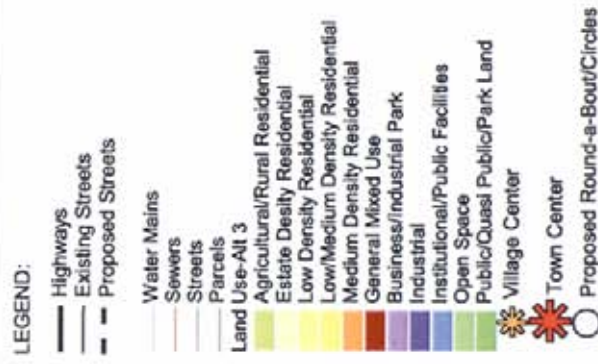
TABLE 7: CONCEPT ALTERNATIVE 3 LAND USE DESIGNATIONS Little Blue Valley Study Area		
Designation	Acres	% of Total
Ag/Rural Residential	500	2.1%
Estate Density Residential	4,932	20.3%
Low Residential	5,219	21.5%
Low/Medium Residential	3,279	13.5%
Medium Residential	205	0.8%
Village Center	50	0.2%
Mixed Use	492	2.0%
Business/Industrial Park	940	3.9%
Industrial	1,185	4.9%
Commercial Office	199	0.8%
Institutional/Public Facilities	291	1.2%
Public/Quasi-Public Parks	2,462	10.1%
Open Space	4,537	18.7%
Total	24,291	100.0%

(1) Vacant Gross Acres are approximate and are GIS (Geographic Information System) calculations based on July 1998 data supplied by the City of Independence.

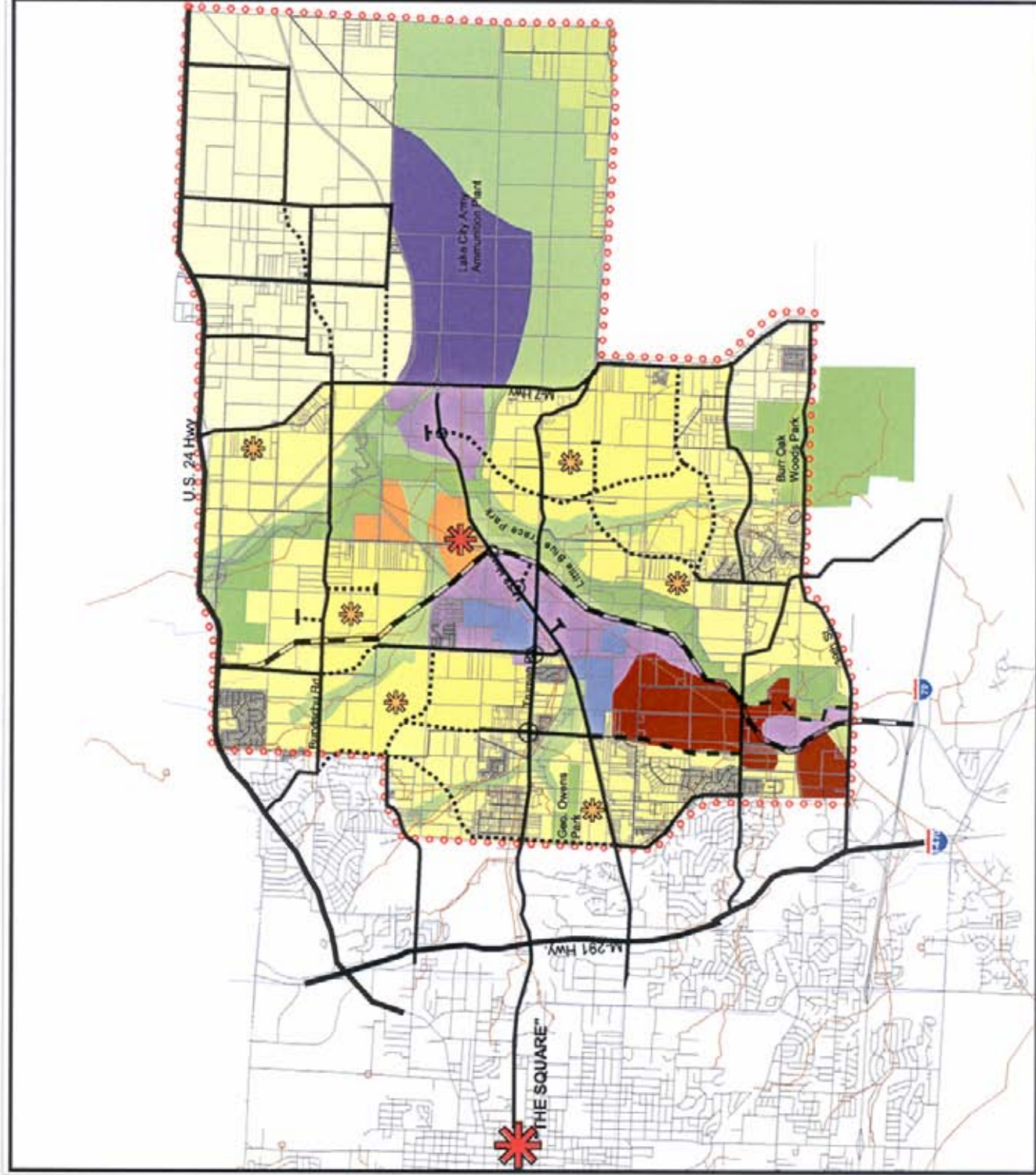
A comparison of Table 8 with the estimates of potential market absorption presented in Table 1 reveals that Alternative 3 would provide more than enough developable land to meet the demand assumed in Table 1.

With a total holding capacity of almost 30,000 dwelling units and assuming an average household size of 2.8 persons, Alternative 3 would support a residential population of more than 80,000. This would substantially exceed both the estimated population (40,000 residents) of the market demand study and the residential holding capacity of Alternative 2 (approximately 64,400 residents).

**Figure 11:
Concept Alternative 3
Little Blue Valley
Comprehensive Plan
Amendment**



Community Development Dept.
City of Independence, MO.
Geographic Information System, (G.I.S.)



Alternative 3 would also provide a sufficient supply of all non-residential development categories. At well over 4.0 million square feet, the combined retail capacity of the Town Center, the Village Centers, and the mixed-use areas would far exceed the estimated retail demand, as well as the amount of retail development possible under Alternative 2.

The employment designated land also provides more square footage than necessary according to the absorption estimates, but this oversupply is smaller than under Alternative 2 and dramatically smaller than the 1993 Comprehensive Plan. The Commercial Office designation would yield a total of approximately 1.9 million square feet, which exceeds estimated demand by approximately 500,000 square feet.

TABLE 8: CONCEPT ALTERNATIVE 3 HOLDING CAPACITY Little Blue Valley Study Area					
Designation	Vacant Gross Acres(1)	% of Total	Holding Capacity(2)*		
			Dwelling Units	Square Footage	Assumed Density/FAR
Ag/Rural Residential	384	2.5%	70		0.2
Estate Density Residential	4,652	29.9%	5,930		1.5
Low Density Residential	3,416	22.0%	8,710		3.0
Low/Medium Density Residential	2,996	19.3%	12,730		5.0
Medium Density Residential	204	1.3%	1,730		10.0
Town Center	50	0.3%		463,000	0.25
Village Centers				400,000	0.25
Mixed Use	421	2.7%	450	3,504,000	0.30
Business/Industrial Park	821	5.3%		6,083,000	0.20
Light Industrial	77	0.5%		574,000	0.20
Commercial Office	173	1.1%		1,923,000	0.30
Institutional/Public Facilities	221	1.4%			
Public/Quasi-Public Parks	446	2.9%			
Open Space	1,692	10.9%			
Total	15,553	100.0%	29,620	12,947,000	

(1) Vacant Gross Acres are approximate and are GIS (Geographic Information System) calculations based on July 1998 data supplied by the City of Independence.

(2) Assumes net developable land at 85 percent of gross acreage.

5.H Review of Alternative Plans

During the week of August 24, 1998, the City conducted a series of presentations and extensive public discussions about the three alternative plans. In addition to general review of the three alternatives, feedback was gained regarding the following specific issues:

- Little Blue Parkway alternative alignments
- Town Center concept
- Town Center alternative locations
- Village Center concept
- Village Center locations
- General location of uses
- Quantity of uses
- Options for the N.E. quadrant of the study area

Participants in these discussions generally:

- Favored the Little Blue Parkway alignment in Alternative 3.
- Liked the Town Center and Village Center concepts.
- Were nevertheless concerned about Town Center competing with the "Square."
- Questioned the number of proposed Village Centers.
- Wished to retain the rural character of the northeast quadrant of the study area.
- Favored allowing a range of housing choices and lot sizes.
- Supported the open space and trail proposals
- Called for publicity about the draft plan prior to future meetings.

In addition to the above comments, which were mainly subjective responses to the three scenarios, the alternatives were considered relative to the goals established in Chapter 4 of this plan update. Consequently, the concepts were evaluated on the basis of how well they achieved the goals.



Alignment of the Little Blue Parkway north of
Necessary Road



Chapter 6: Refined Concept Plan

Chapter 6: Refined Concept Plan

6.A Plan Summary

The Refined Concept Plan (see Figure 12) emerged from the discussions and evaluations of the three original alternatives. The Plan is primarily a modified version of Alternative 3 but includes some specific elements from Alternative 2 that are considered more desirable. Careful consideration has been given, through technical review, to the plan's ability to meet market demands, create balanced growth, and provide adequate financing of major public facilities such as the Little Blue Parkway. The main highlights of the Plan are:

6.A.1 Little Blue Parkway: The alignment for the LBP is a slightly modified version of the alignment from Alternative 3. In the southern segment (south of Truman Road), the proposed road generally runs to the west of the Little Blue River. This alignment increases the area of parkland along the roadways eastern edge, creates more open space, and supplies additional buffer along the Little Blue Trace. North of Truman Road/M-78 the proposed parkway swings northwest and away from the Little Blue and generally parallels existing Powell Road as it moves northward toward US-24 Highway.

This alignment is preferred for a number of reasons:

- It stays further away from the existing developed areas.
- It will create a stronger visual experience especially in the southern segment that will serve as a gateway to the Little Blue Valley from the I-70 corridor.
- It eliminates severe environmental impacts in the northern segment.
- It will be easier to acquire highway right-of-way due to fewer property owners
- It will perhaps be easier to reclaim flood plain lands to the west of the roadway in the southern segment.



Vistas looking south (above) and north (below) of the Little Blue Parkway alignment just north of 39th Street



Looking east along the new Truman Boulevard alignment

6.A.2 Truman Boulevard: Truman Boulevard (Truman Road) is the main east/west link connecting the development in the Little Blue Valley with the existing City and the Historic Square. Upgrading Truman Road to a boulevard would incorporate wide sidewalks and alternate forms of transportation such as bicycle trails, future transit and landscaping.

6.A.3 Other Roads: The secondary roadway network generally follows the alignments recommended in Concept Alternative 3.

6.A.4 Town Center: The focal point of the Town Center is located in the vicinity of the proposed alignment of the Little Blue Parkway and Truman Road intersection as shown on the attached Comprehensive Plan and Thoroughfare Plan map, as amended. As the Town Center concept is detailed in subsequent development plans, its boundaries may extend beyond the limits described. The focal point of the Town Center is placed in this location because:

- Centrally located in the Little Blue Valley
- Provides a strong terminus and focal point at the eastern end of Truman Road
- Adequately distanced from non-compatible uses, such as the power plant and nearby industrial land use activities
- Takes advantage of significant beauty in the area and provides opportunities for attractive and desirable view sheds (vistas) for citizens and visitors.

Due to the unique character of the area, the Town Center should incorporate the following attributes:

Location and Form:

The core of the Town Center should be concentrated around a focal point and a higher density core with strong pedestrian and visual linkages to adjacent areas.

The Town Center should promote and be designed to foster sharing of common facilities such as parking, open space and other infrastructure.

Access/Transportation/Parking:

The Town Center should be linked with surrounding neighborhoods and the rest of the City by sidewalks, trails, and street connections, as appropriate.

While the Town Center should be served by arterial streets, such streets should be given special design treatment and be subject to speed and other restrictions as appropriate, to ensure that they are conducive to a strong pedestrian network throughout the Town Center and beyond.

Large expanses of surface parking should be broken up into smaller pods by streets, landscaping, sidewalks, walls, or other treatments. Parking lots should be heavily screened or separated from adjacent residential uses.

Design:

The Town Center should be a unique destination; Town Center buildings, including residential, civic, office, retail and commercial uses should be dramatic without conflicting with adjacent land uses.

Town Center buildings should be designed to enhance the character of streets, using features such as build-to-lines, display windows, etc.

Town Center buildings should be used to terminate some streets to create interesting and dramatic views.

Building heights, design, and operational attributes (hours of operation, lighting, etc.) should be compatible with residential uses within and nearby the Town Center as well as surrounding neighborhoods.

Service areas (loading, trash, utilities) should be incorporated into the overall design of buildings where possible or alternatively screened so that visual and acoustic impacts are minimized.

6.A.5 *Non-Residential Development:* Several areas are designated for Business/Industrial Parks and for General Mixed Use. These areas are along the major arterial and collector roads and will be the primary economic development areas of the Little Blue Valley. The Lake City Army Ammunition Plan is the area most ideally suited for heavier industrial uses. The area adjacent to and north of Lake City along M-7 Highway has been shown as business/Industrial Park in accord with the present zoning in this area.

6.A.6 *Flood Plain:* A special designation is given to the 100-year flood plain areas¹ along the Little Blue Trace. This designation primarily affects the plan's General Mixed-use areas. More detailed future studies are necessary to examine how these areas may be developed under special regulations that protect sensitive environmental features.

¹ It should be noted that studies are presently being done to update FEMA maps. This may affect the delineation of the 100-year flood plain limits.

6.A.7 Village Centers: Four Village Centers are proposed to serve the more intensively developed portions of the study area. These Village Centers are the focal points of the various residential villages and would contain a mixture of uses including neighborhood commercial, some employment uses and civic uses such as libraries, churches and schools. The higher density residential areas should surround these Village Centers.



Large lot rural development in
north eastern Independence

6.A.8 Residential Development: The overall residential development strategy is to place the highest densities around the Town Center, around the Business/ Industrial Parks, around the Village Centers and within the General Mixed-Use areas.

The area in the southeast quadrant along R.D. Mize Road, Eureka Road and Strode Road corridors is designated Estate Residential.

The area in the northeast quadrant east of the Little Blue Trace and north of Lake City is to remain in Agriculture/Rural Residential as in Alternative 2. The Village Center designation has been eliminated from this area.

6.A.9 Open Space: The Plan retains the extensive open space and park system envisioned for the Valley. By setting aside significant open space and adding it to the Little Blue Trace, this section of the City will set a precedent for future development within the region. In addition to the major “spine” open space network, the Plan also calls for specific open space dedications within the development areas.

6.B. Balanced Development

The Refined Concept Plan represents a balanced mixture of uses including industrial/employment, residential, support retail, and open space. By the year 2020, 5,000 jobs are expected to be created resulting \$140 million in direct wages. To support the employment base, 7,000 residential units are anticipated. (See Table 9)

Preliminary estimate by Development Strategies suggest that balanced development, as contemplated in the Refined Concept Plan, is likely to generate City revenues will in excess of the cost to provide City services for the area.

TABLE 9: ESTIMATED REVENUES/EXPENSES - Concept Plan		2020 Refined
For 7,100 residential units and 3,050,000 square feet of employment/commercial		
Summary Annual Revenues:		
Real Estate Taxes		\$1,951,026
Sales Taxes		\$1,738,500
Utility Taxes		\$1,271,654
TOTAL		\$4,961,180
Summary Annual Expenses		
Public Safety		\$2,400,510
General Government		\$391,920
Public Works		\$440,910
Other		\$767,510
TOTAL		\$4,000,850*
\$960,330 Net Annual Revenue Excess		

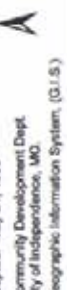
Source: Development Strategies, August 1998

*Does not include the 39th Street or Salsa Road corridors



Vista of Future Town Center Location North of Truman Road

Little Blue Valley Land Use And Major Street Plan



**Table 10:
REFINED CONCEPT PLAN HOLDING CAPACITY
Little Blue Valley Study Area**

Designation	Vacant Gross Acres (A)	% of Total	Holding Capacity (B)			
			Dwelling Units	Square Footage	Assumed Net Density/FAR	Assumed Gross Density/FAR
Ag/Rural Residential	5,707	29%	913		0.2du/ac	0.25du/ac
Estate Residential	1,455	7%	1,164		1.0du/ac	1.25/du/ac
Low Residential	1,534	8%	3,068-3,681		2.5-3.0du/ac	3.125-3.75du/ac
Low/Medium Residential	2,575	13%	8,240-10,300		4.0-5.0du/ac	5.0-6.25du/ac
Medium Residential	960	5%	6,144-7,680		8.0-10.0du/ac	10-12.5du/ac
Town Center	50	-		463,000	.25far	
Village Centers (4@40 acres)	160	1%		500,000		
General Mixed Use	1,060	5%	1,017-2,380	2,829,424-5,771,700	15-20 du/ac .25far	18.75-25du/ac .25far
Business/Industrial Park	427	2%		3162456	.20far	
Institutional/Public Facilities	214	1%				
Public/Quasi-Public parks	1,618	8%				
Open Space (community-wide)	1,505	8%				
Subtotal	17,265	87%	20,546-26,118	6,952,500-9,897,156		
Industrial-Lake City	600	3%		4,443,120	.20far	
Industrial-Lake City Existing Bldgs. Available for Lease				1,300,000		
Open space-Industrial Reserve Lake City	1,952	10%		0		
Lake City Subtotal	2,552	13%		5,743,120		
TOTAL	19,817	100%	20,546-26,118	12,695,120 - 16-640,276		

(A) Vacant Cross Acres are approximate and are based on existing land use coverage supplied by the City of Independence but refined and adjusted by LDR International, Inc.

(B)Holding Capacity: These calculations assume the following net development areas:
 Residential = 80%
 Employment = 85%
 Mixed Use = 100%

(C) Mixed Use: Development program for nixed use areas =
 25% minimum open space
 30%-60% maximum employment
 15% -45% maximum residential

Percentages are for example only and may vary with implementation.

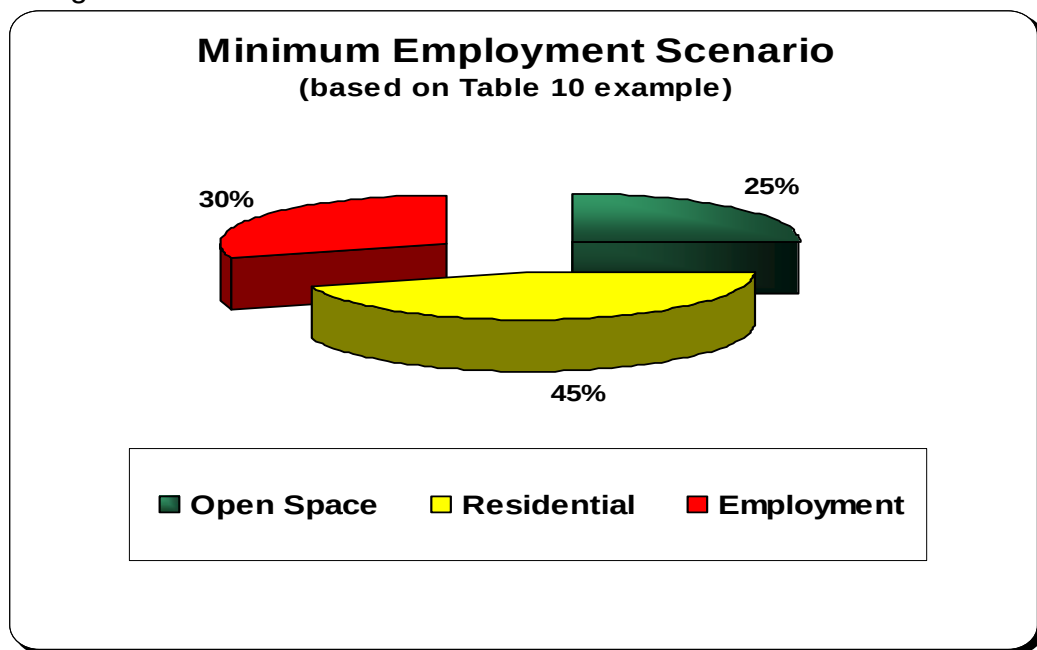
6.C Mixed Use Development

The yields for the mixed use development area included in the refined alternative require additional calculations beyond the simple holding capacity approach cited previously in this report.

The goal of development is to encourage a mix of employment, residential and open space within an area or on a specific site. In the Little Blue Valley, mixed use areas will help promote the balanced and orderly growth goals developed through the public involvement process. A wise mix of uses at key sites within the Little Blue Valley will also help set the tone of high quality efficient growth that will make this area an attractive regional growth center.

Mixed use regulations give a developer a great deal of leeway regarding the specific proportions of land uses that must result. This desire to not over specify is secured by setting minimum and maximum percentages for broad categories such as employment, residential and open space in the zoning code. This allows the developer to respond better to specific market and site conditions. Thus a mixed use development could be predominantly employment on one site; while another mixed use area could be have a more residential character.

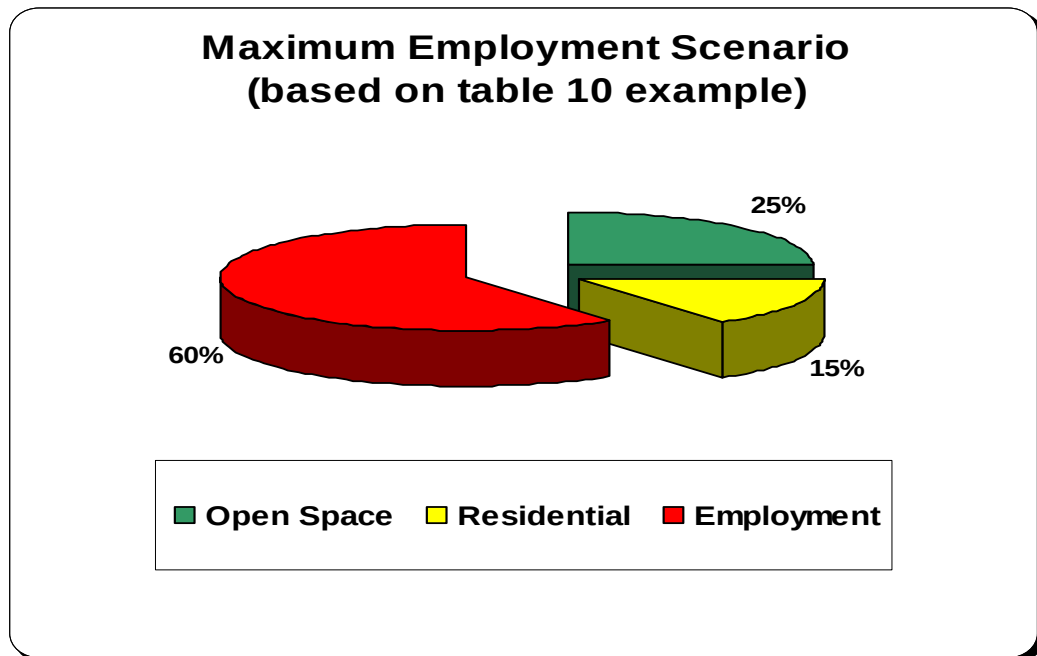
Figure 13



Mixed use regulations usually require that a project includes both residential and employment uses in each phase. The specific proportions are typically set in an approved development master plan adopted into the comprehensive plan and build out may proceed in phases until these targets are achieved. The development master plan should be for a minimum of 50 acres. To insure the employment component does not become a surrogate retail center, mixed use regulations usually limit retail uses to a definite upper square foot limit. We are recommending that the retail portion be limited to no more than 2.5% of the total employment square footage. Additionally, most employment land should relate, as much as possible, to the cluster of a village or Town Center.

In the Little Blue Valley the proportions of different land use categories (based on net developable land) within a mixed use zoning district (MXD) could be a minimum of 25% open space plus a 15% minimum to a 45% maximum for residential and from a 30% minimum to a 60% maximum used for employment, although these figures could vary based on implementation tools and market forces (see Figures 13, 14, and Table 10). In a 100-acre mixed use site, for example, at least 25 acres must be open space, 15-45 acres can be residential, and 30-60 acres can

Figure 14



be employment. An MXD program emphasizing employment might be 25% open space, 50% employment and 25% residential. An MXD emphasizing housing could have 30% employment and 45% housing in addition to the required 25% open space. The employment minimum percentage could be reduced within a Planned Community District (PCD –A PCD is a very large scale mixed use development) based on current market conditions and the success of other key employment areas such as the Lake City Ammunition Plant.



Future industrial development

Because of the high proportion of open space in a mixed use area, the holding capacity of the employment and residential sections of the area are assumed to be 100%. Because of the wide range of possibilities allowed by MXD or PCD flexibility, the yield calculation shown on Table present ranges for employment and housing. To avoid overestimating the total amount of potential development within mixed use areas, it must be understood that as one category approaches the maximum, the other will approach the minimum. It should also be noted that lower assumed applied densities are used for mixed use areas affected by potential flood plain areas.

6.D *Phasing Strategy*

The implementation of the development in the Little Blue Valley will extend through the next 40 to 50 years with market conditions determining a faster or slower pace. Development should proceed in an orderly way in conjunction with an incremental extension or expansion of infrastructure, schools, and other municipal services. Although a market-driven pace is sensible, the City should strongly resist any tendencies toward a piecemeal or hopscotch development pattern in the Little Blue Valley at public expense. The Capital Improvement Plan can encourage proper phasing through planned annual expenses. The City should make efforts to encourage development only in those areas that are the most consistent with the overall planning strategy. The planning strategy is generally intended to be for the orderly and efficient provision of infrastructure and public services.

Development should generally proceed from south to north based on current development patterns. This progression will relate strongly to the probable phasing of the Little Blue Parkway beginning at the Little Blue Parkway/I-70 interchange and proceeding northward as the road is completed. New development should also generally proceed from the eastern edge of the more intensely developed area of the City and move toward the Little Blue River as new roads are constructed and as infrastructure is extended. This does not preclude other development, however, all developments will be required to provide adequate public facilities prior to or in conjunction with development.

6.E Impact on School Districts

The following Tables 11, 12 and 13 show how the various residential, employment and mixed-use land use designations of the Refined Concept Plan are distributed within each of the three school districts in the Little Blue Valley.

If the recommended phasing strategy is followed, the timing of new development will affect the Independence and Blue Springs school districts the most over the next several years.



Fort Osage High School

**TABLE 11:
APPROXIMATE DISTRIBUTION
RESIDENTIAL AND EMPLOYMENT USES BY SCHOOL DISTRICT
INDEPENDENCE SCHOOL DISTRICT**

<i>Designation</i>	Vacant Gross Acres (A)	Holding Capacity (B)		
		Dwelling Units	Square Footage	Assumed Density/FAR
Ag/Rural Residential	-			0.2du/ac
Estate Residential	-			1.0du/ac
Low Residential	824	1,648 – 1,978		2.5 - 3.0du/ac
Low/Medium Residential	596	1,907 – 2,384		4.0 - 5.0du/ac
Medium Residential	184	1,178 - 1,472		8.0 - 10.0du/ac
Town Center				.25far
Village Centers (4 @ 40 acres)	80		250,000	
General Mixed Use (C)	356	445 - 801	1,163,052 – 1,938,420	5.0du/ac .25far
General Mixed Use-Flood Plain (C)	356	204 - 734	639,025 – 1,775,070	2.5-5.0 du/ac .15far-.25far
Business/Industrial Park	148		1,289,376	.20far
Subtotal		5,382 – 7,369	3,341,453 – 5,252,866	
Industrial-Lake City	-			.20far
Industrial-Lake City (Exist. Bldgs. Available for Lease)	-			
Open Space-Industrial Reserve Lake City	-			
Lake City Subtotal	-	-	-	
TOTAL		5,382 – 7,369	3,341,453 – 5,252,866	

(K) Vacant Gross Acres are approximate.

(L) See notes to Table 10 for land use net development assumptions.

(M) See notes to Table 10 for mixed-use distributions and densities.

**TABLE 12:
APPROXIMATE DISTRIBUTION
RESIDENTIAL AND EMPLOYMENT USES BY SCHOOL DISTRICT
BLUE SPRINGS SCHOOL DISTRICT**

<i>Designation</i>	Vacant Gross Acres (A)	Holding Capacity (B)		
		Dwelling Units	Square Footage	Assumed Density/FAR
Ag/Rural Residential	-			0.2du/ac
Estate Residential	1,454	1163		1.0du/ac
Low Residential	-			2.5 - 3.0du/ac
Low/Medium Residential	1,111	3,552 – 4,444		4.0 - 5.0du/ac
Medium Residential	345	3,488 – 4,360		8.0 - 10.0du/ac
Town Center	50		463,000	.25far
Village Centers (4 @ 40 acres)	40		125,000	
General Mixed Use (C)	160	200 - 360	522,720 – 871,200	5.0du/ac .25far
General Mixed Use-Flood Plain (C)	160	100 - 360	313,632 – 871,200	2.5-5.0 du/ac .15far-.25far
Business/Industrial Park				.20far
Subtotal		8,503 – 10,687	1,424,352 – 2,330,400	
Industrial-Lake City				.20far
Industrial-Lake City (Exist. Bldgs. Available for Lease)				
Open Space-Industrial Reserve Lake City	282			
Lake City Subtotal				
TOTAL		8,503 – 10,687	1,424,352 – 2,330,400	

(A) Vacant Gross Acres are approximate.

(B) See notes to Table 10 for land use net development assumptions.

(C) See notes to Table 10 for mixed-use distributions and densities.

**TABLE 13:
APPROXIMATE DISTRIBUTION
RESIDENTIAL AND EMPLOYMENT USES BY SCHOOL DISTRICT
FORT OSAGE SCHOOL DISTRICT**

<i>Designation</i>	Vacant Gross acres (A)	Holding Capacity (B)		
		Dwelling Units	Square Footage	Assumed Density/FAR
Ag/Rural Residential	5,707	913		0.2du/ac
Estate Residential	-			1.0du/ac
Low Residential	693	1,386 – 1,663		2.5 - 3.0du/ac
Low/Medium Residential	748	2,394 – 2,992		4.0 - 5.0du/ac
Medium Residential	230	1,472 – 1,840		8.0 - 10.0du/ac
Town Center	-			.25far
Village Centers (4 @ 40 acres)	40		125,000	
General Mixed Use (C)	-			5.0du/ac .25far
General Mixed Use-Flood Plain (C)	-			2.5-5.0 du/ac .15far-.25far
Business/Industrial Park	275		2,043,835	.20far
Subtotal		6,165 – 7,408	2,168,835	
Industrial-Lake City	600		4,443,120	.20far
Industrial-Lake City (Exist. Bldgs. Available for Lease)			1,300,000	
Open Space-Industrial Reserve Lake City	1670			-
Lake City Subtotal	2270		5,743,000	
TOTAL		6,165 – 7,408	7,911,835	

- (A) Vacant Gross Acres are approximate.
 (B) See notes to Table 10 for land use net development assumptions.
 (C) See notes to Table 10 for mixed-use distributions and densities.

Chapter 7: Implementation Strategy

A well-defined implementation strategy must be part of the Comprehensive Plan Amendment for the Little Blue Valley. This chapter presents a coordinated series of complementary regulations, incentives and innovative short-term and long-term planning strategies to carry out the land use and phasing goals of the Little Blue Valley plan.

In construing the projections for employment in this plan and in applying the goals for minimum and maximum percentages of land use types, implementation tools should be adopted to achieve those goals. However, in so doing, the overriding factor governing implementation will be market forces. The absorption estimates shown in Table 9 should be updated at least every five years. The implementation tools chosen to achieve the employment goals of this plan should create a balance between demand for both residential and non-residential land. Failure to maintain that balance could result in the stagnation of economic development in the plan area.

The ratio of uses in an area shown as mixed use on the refined concept plan should be determined by the individual physical characteristics of each parcel and the current market demand. Certain parcels and economic conditions may necessitate higher or lower percentages of either residential or non-residential uses.

7.A General Concepts for Implementation

7.A.1 Comprehensive Zoning for all or a part of the study area: Comprehensive Zoning is a process by which all land is zoned to meet the goals and objectives of the comprehensive plan soon after the Plan's adoption.

The City of Independence presently does not use "comprehensive" zoning as part of its long-term planning. In the Little Blue Valley, however, comprehensive zoning could be a very effective way to attain the goals and objectives of the Comprehensive

"...the overriding factor governing implementation will be market forces."



The current zoning of this land is industrial. The Little Blue Valley Plan calls for the land to be developed as mixed use

Plan Amendment. Comprehensive zoning would be a sharp departure from reliance on incremental, piecemeal rezoning initiated by property owners.

By fixing the location of the main land use patterns set out in the comprehensive plan, comprehensive zoning can establish a high degree of predictability for the City, local landowners and potential developers. This predictability is especially desirable regarding the ultimate location of the Village Centers and Town Center and the mixed use centers to which other developments should directly relate (streets connections, paths, open space links, etc.).



The Little Blue Valley Plan calls for mixed use developments, not the segregated land use patterns shown in this aerial view of Noland Road.

Adopting a comprehensive zoning map also increases the probable compatibility of adjacent land uses and enables the City to plan long-term capital improvements in a more rational and confident way. Comprehensive zoning would also be a means to guarantee adequate land for all housing types and densities to achieve the balanced growth goals of the plan.

Comprehensive zoning enables the City to take a strong lead role in implementing the plan, but it can still allow market timing to drive the actual development of any given parcel. (Other measures can be adopted if the City also wishes to influence phasing.)

7.A.2 Consistency of comprehensive zoning and subsequent piecemeal rezoning approvals with the Comprehensive Plan land use goals and designations.

The City Zoning Ordinance should have a stronger “consistency” clause. Consistency with the comprehensive plan would become a more legally defensible standard for evaluating any future rezoning requests. This consistency requirement can be applied to comprehensive as well as individual rezoning proposals. This does not mean there must be a direct one-to-one correlation between the zoning and the comprehensive plan. Nevertheless, a consistency requirement does help prevent glaring “errors” and check “spot” zoning or totally inconsistent rezoning petitions.

In the absence of comprehensive zoning, a consistency requirement can reassure landowners and developers that the Little Blue Valley Plan Amendment will be carried out in an orderly way and thus foster a long-term perspective among all stakeholders and citizens.

7.A.3 Special zoning designations to guarantee orderly phasing and buildout of the larger land holdings in the Little Blue Valley.

Conventional single purpose zoning is not flexible enough to carry out fully the Little Blue Valley Plan. The City should adopt several new zoning districts and add more development options to its existing zoning districts to facilitate its successful implementation. The Zoning Ordinance must also include a sufficient range of housing choices to help meet the balanced growth goals of the plan.

The City development code should also be revised to include other development techniques such as performance zoning requirements and adequate public facilities requirements.

7.A.3.1 Benefits of a Large-Scale Planned Community: The City of Independence is aware of the intention of the RLDS church to develop a public planned community on 3,500 acres of land in the Little Blue Valley. This is a once in a life time opportunity to plan and implement a high-quality, trend setting, planned community of regional significance.

The development of a large-scale planned community is a long-term venture and requires the development and maintenance of long-term relationships. In Columbia, Maryland (the Columbia New Town), Jim Rouse and other Rouse Company executives realized that success depends on the relationship of three entities – the Land Owner/Developer, the Municipal Government, and the citizens. This relationship is like a three-legged stool; each leg is necessary to fulfill (support) the mission. It is a true partnership; two of the three entities cannot achieve the goal without the third. Such a relationship is built on a



A potential Village Center location

shared vision, trust, public relations, good will, and fulfilling promises.

The following are essential ingredients for such success:

Keys for successful large scale planned community development:

1. Ownership in for the long haul with “patient money”
2. Carefully phased infrastructure
3. Match the amenities to multiple market desires
4. Fulfill physical, social, emotional and cultural needs of future residents

- The owners/developers must realize that they are in the venture for the long haul. Commitment to quality and continual maintenance is essential. “Patient money” is also critical.

- Carefully phase the community; don’t install infrastructures too far ahead of building construction. Develop small sections; try to make each segment as complete and finished as possible, then move on to another section. Create a total community environment.

- Carefully match the amenities to the markets and make sure to include multiple markets.

- Although the physical environment is important, a successful community must also fulfill definite social, emotional, and cultural needs as well.

7.A.3.2 Adopt Planned Community Zoning: A Planned Community District (PCD), a very large scale mixed use development, would relate specifically to the land holdings of the RLDS church but could also apply to other large land assemblies. This PCD zone would be the best means for carrying out the orderly development potential of these holdings.

Planned Community Zoning would require a minimum size such as 1,000 acres under single ownership or under a single managing entity such as a development partnership. However, to have the ability to plan and develop a Town Center a much larger acreage may be required. To guide development over several decades, the City would consider approval of a comprehensive Preliminary Development Plan (PDP) for the entire Planned Community District (PCD).

The PDP would also contain language specifying the allowed uses, design and acreage requirements for the Town Center. To simplify this process, the allowed uses for specific sections of the Planned Community can be derived (and modified) from the existing zoning ordinance, e.g., "All uses allowed in the C-P-2 District, except for . . ."

All future development in the Planned Community would have to be consistent with the PDP. Although the PDP determines basic requirements such as allowed land uses and density, the PDP gives the developer great flexibility in implementing these targets. Subsequent plan submission and approval will specify such development requirements as lot layout, minimum setbacks, parking and landscape design as each section of the Planned Community district is phased. These specifications should generally follow the zoning applied to similar uses in other parts of the City.

The requirement to adhere to an approved PDP provides needed predictability and efficiency in implementing the Comprehensive Plan goals. For example, such an approved PDP enables the City to plan better for needed capital improvements. The Capital Improvement Plan can be an important tool for phasing Little Blue Valley development in a more orderly and cost-effective way and for preventing premature or haphazard growth (also see discussions in Chapter 5 Section A.3 and Chapter 6 Section C).

7.A.3.3 Village Centers and Town Center:

Four Village Centers are proposed to serve the more intensively developed portions of the study area. These Village Centers are the focal points of the various residential villages and would contain a mixture of uses including neighborhood commercial, some employment uses and civic uses such as libraries, churches and schools. The higher density residential areas should surround these Village Centers.



The Independence Memorial Airport is slated for future mixed use development

The Town Center is relocated to the area east of the Little Blue Trace as shown in Alternative 2. The reasons for this relocation are:

- It is very close to the geographic center of the Little Blue Valley study area.
- It becomes a strong terminus and focal point at the eastern end of the improved Truman Boulevard.
- It moves the Town Center further away from the existing City Power Plant and adjacent industrial development and provides better buffering.
- It locates the Town Center in an area of significant natural beauty enabling the creation of a unique new center of development for the Valley.

7.A.3.4 Mixed Use Zoning (MXD): Another important new zoning initiative is to allow mixing of residential and employment uses at key locations in the Little Blue Valley. The MXD would not necessarily apply to the Planned Community District. The PCD will have its own development requirements. MXD would not necessarily apply to areas within a PCD that are shown in the mixed use land use category of the refined concept plan. This MXD district would apply to smaller tracts of land (50 acres and up) and specify which uses are compatible with each other and not allow those uses which are not (e.g., heavy manufacturing and housing are not compatible). The MXD regulations would also specify minimum and maximum proportions of employment, residential and open space (gross acres) to guarantee that a true mixed-use center results. For the Little Blue Valley, a possible mix of uses might be 25% minimum open space, 25% to 45% residential, and 30% to 50% employment (see Table 10). Commercial retail would be accommodated by specifying a limited amount of commercial square footage. (Such a square foot limit insures that the Mixed-Use employment areas do not simply become suburban shopping centers rather than regional employment centers. Such shopping centers would be more appropriate



Future Town Center location as viewed from Truman Road

as part of other Little Blue Valley developments such as the Town Center or Village Centers.)

The MXD zone may also require a Preliminary Development Plan (PDP). In any case, zoning regulations will have to specify how mixed use projects can be phased and require that each phase contain a relative balance of uses, not allowing all employment or all housing.

7.A.3.5 Industrial Zones: The current M-2 zoning district seems appropriate for the Lake City Army Ammunition Plant site. While this site remains under the control of the Federal government, the City has no direct zoning control over how the site can be used. One assumption of the plan, however, is that the future of the Lake City site is likely to focus on M-2 style activities. Consequently, the designated land uses adjacent to Lake City should be similar and compatible with this assumption.

To attract high-quality economic development, the zoning for the Little Blue Valley should include a new Business/Industrial-Park Zone that narrows the allowed uses to those most compatible with high end office development and require certain site amenities such as open space and landscape buffers. Such a zone, for example, should not allow business and employment sites to build out as conventional strip development environments.

This new business zone should also limit such uses as warehousing and distribution to ancillary roles within the main economic development centers. Such uses consume large amounts of valuable land and create few jobs. This type of use is not as revenue enhancing as the more intensive concentrated office developments.

7.A.3.6 Performance Zoning: Performance zoning techniques base zoning approvals on a project's impact to the community. Impacts that are regularly measured include traffic, noise, vibration, pollution, utility consumption and open space among others. Performance zoning



Village Centers could incorporate community facilities similar to the Sermon Center

Performance zoning measures a developments impact on the community to determine if the development is appropriate.

techniques should be considered when (re)developing nonresidential zoning districts.

7.A.3.7 Adequate Public Facilities (APF) development requirements: APF requirements prevent development without the infrastructure needed to accommodate it. New building permits are only issued when there is a guarantee that roads, schools and other infrastructure will be built in time to support the homes or businesses that are proposed. Supply of such infrastructure can be through the public sector or through developer construction or dedication. (If comprehensive zoning were adopted, an APF system could be the vehicle for obtaining impact fees or other exactions.) APF requirements help the City plan its capital programming in an orderly way and can provide local citizens with reassurance that growth will not degrade their quality of life.

7.A.4 Designate measures to guide development in efficient patterns.

The control of leapfrog development is crucial for orderly phasing. One means may be to limit development approvals, public sector improvements or incentives (e.g., tax relief) for urbanizing uses to specified areas to accelerate (or defer) development in accord with the adopted utility(s) phasing plan. These measures are designed to guide public infrastructure development. This does not preclude development that is able to meet adequate public facilities requirements without relying on public investment or public assistance.

7.A.5 Adopt a balanced, multi-modal transportation plan that also accommodates pedestrian needs to increase the appeal of the Little Blue Valley.

The Little Blue Valley Comprehensive Plan Amendment affords the perfect opportunity to create a unique multi-modal community with emphasis on transit, pedestrian and bicycle usage as well as new roads. Current federal funding regulations mandate that transportation planning be multi-modal and more open to urban design input. Current best planning

practices recognize that creating better communities requires rewriting the old rules of the “highways-only” game. Several mutually supportive land use and transportation principles have been incorporated into the Little Blue Valley plan.

- Mixed use concepts
- Jobs to housing balance to reduce commute distances
- Inter-connections between nearby developments and between Little Blue Valley and the rest of Independence
- Traffic-calming techniques
- Pedestrian and bicycling networks
- Landscaping and edge treatments to complement engineering measures.

Adequate public facility requirements assure that a new development does not exceed the capacity of existing infrastructures. This prevents unpleasant situations such as traffic delays, sewer back-ups, or water shortages.

The City’s current transit system (inter and intra-city) extends to the boundaries of the Little Blue Valley. This service allows commuters to travel to key destinations within Independence and to downtown Kansas City. Currently, the service extends east on 24 Highway to Susquehanna, and east along 39th Street to Independence Center. As the eastern part of the City develops, service should be extended to key destinations within the Little Blue Valley.

In addition to bus service, other forms of transit are being discussed for the metro area. The Little Blue Valley should be a key service area for future transit services. One key to the viability of future transit services will be accessibility to a compact development pattern.

7.A.6 Major Roadway Network.

7.A.6.1 Little Blue Parkway (LBP) and Other Roads: Crucial to the future success of the Little Blue Valley plan are issues regarding the placement and design of the LBP. The proposed plan reflects these concerns in its recommended location of the LBP and its relation to proposed land uses. Much effort is made to minimize the impacts of the roadway on natural and open space features such as parks, The Little Blue Trace, flood plains and alluvial soils. Identification of design

criteria, funding, and final alignment are critical to the success of this plan.

In addition to the LBP, several additional arterial, minor arterial and collector streets will be built, upgraded or realigned within the Little Blue Valley.

Jackson Drive. The new proposal for Jackson Drive is to build two arterial street segments:

- From 37th Terrace North east to R.D. Mize (between Selsa Rd. and the Meadow Hills subdivision.
- From 24 Highway south to approximately Salisbury Road. The remainder of Jackson Drive will be divided between two collector streets. One will run along the current alignment of Jackson Drive ending at R.D. Mize Road. The second will extend from the point Jackson Drive intersects with R.D. Mize Road east of the Meadow Hills subdivision north connecting the existing segment of the Little Blue Parkway, Necessary Road and Jones Road (see Figure 15).



New alignment of Jackson Drive south of R.D.Mize Road

7.A.7 Better local road and street design and road frontage treatments. Revising current right-of-way and design requirements for local streets and cul-de-sacs is important to give Little Blue Valley the quality and image the City wants. The design and appearance of roads and streets are one of the most crucial aspects of the overall public environment of a new development. To set the Little Blue Valley apart from its suburban rivals, a variety of planning requirements and options should allow developers to scale down the visual impact and cost of local roads and require they implement high quality frontage and parking lot treatments to create a more appealing environment.

Typically, the standards for suburban streets and cul-de-sacs result in an excess of paved area and a system of local streets over designed for the actual needs of the development. Less intensive and less land consuming standards should replace such current

Figure 15

Major Street Plan

Thoroughfare Legend

Thoroughfare Legend

- Highway
- Highway to be Upgraded
- Little Blue Parkway
- Arterial
- Arterial to be Upgraded
- Planned Arterial
- Minor Arterial
- Minor Arterial to be Upgraded
- Planned Arterial
- Collector
- Collector to be Upgraded
- Planned Collector
- Safety Improvement Street
- City Limits
- Parcel

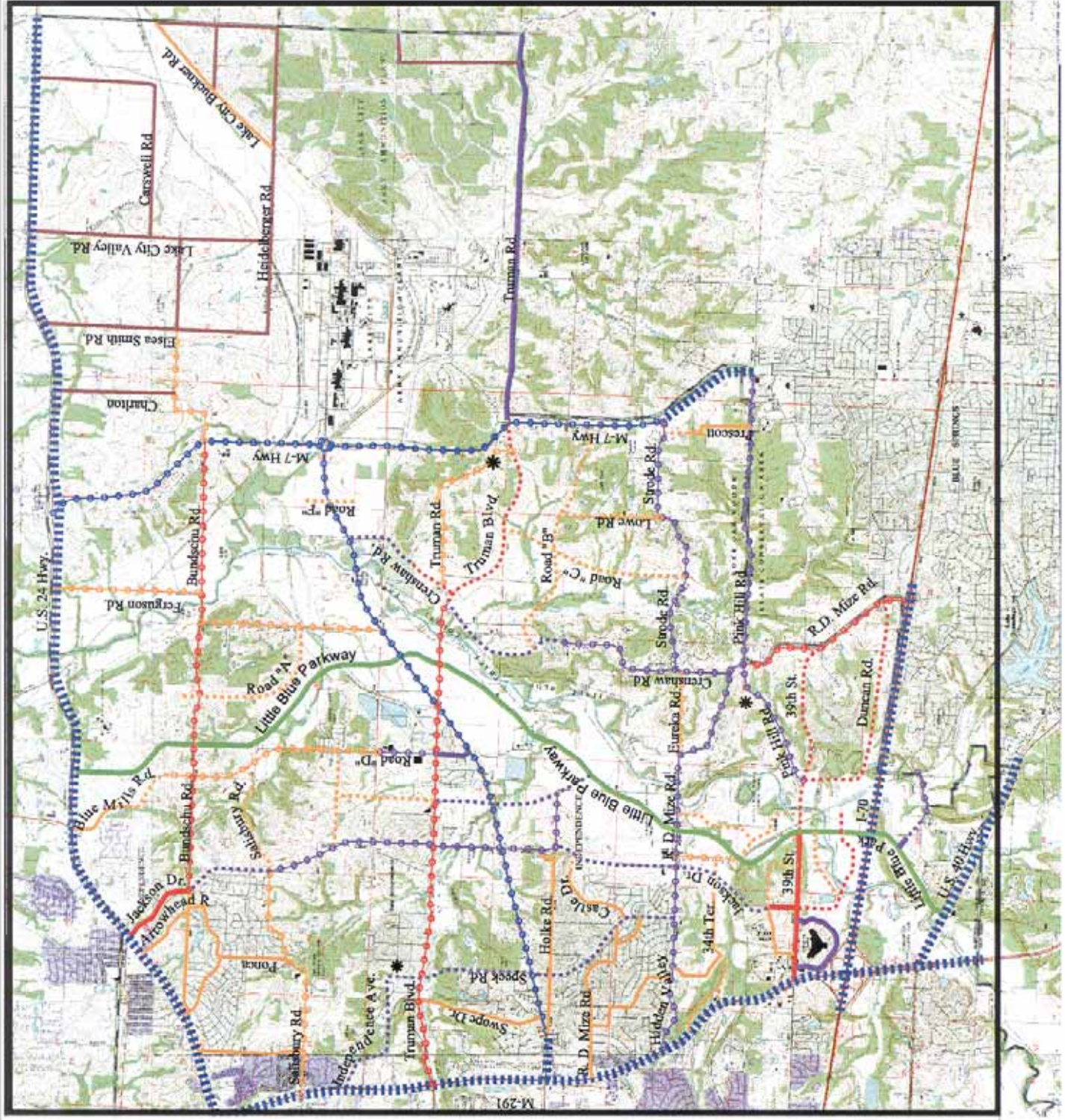
- Notes:
1. Planned Streets are shown in general locations.
 2. New Streets should follow topography.
 3. * Indicates Change of Street Name Necessary.
 4. Street Classification subject to change based on area wide traffic model.
 5. Crenshaw Rd. may have design constraints.

3000 0 3000 6000 Feet

Adopted: May 24, 1999

Community Development Dept.
City of Independence, MO.

Geographic Information Systems (GIS)



requirements as those calling for 50-foot right of way and 28 feet of paving for minor streets.

Parking lot location and design are also an important part of a successful suburban development. The need for good parking lot design is especially critical in the Town Center, Village Centers and Mixed Use Districts. The zoning regulations should be amended to encourage shared parking to reduce the size of parking areas. Parking areas should not dominate the public environment by being located in front of buildings or along the right of way of main roads. Smaller parking areas carefully located to serve individual buildings are preferable to massive lots serving a variety of users.

Boulevard, street and public open space enhancements installed by the City can complement requirements that private developments include similar or complementary enhancements – landscaped frontages, parking lot plantings, and buffers between land uses, etc. The public investment in a more appealing (and marketable) development environment will play a large part in securing the high quality of life goals of the Comprehensive Plan Amendment.

7.A.8 Importance of tree planting. Because much of the Little Blue Valley has been farmed, it is void of tree cover. An essential component of all new development in the Little Blue Valley should be an aggressive tree-planting program. Special emphasis should be placed on street trees as well as on planting publicly visible portions of private properties.

Street tree planting requirements should include minimum tree spacing and size requirements. Planting design guidelines should also be required as part of Planned Community Development, Mixed Use Development and Business Park zones.

7.A.9 Increased open space requirements for residential and nonresidential developments; guarantee that public open space is usable, high quality.



Mature trees are much of the allure to older neighborhoods. Tree planting at the time of construction will enhance a neighborhood as it matures



Flood plains and other sensitive natural areas can become valuable development amenities if preserved and enhanced properly

All zoning districts – residential and non-residential – in the Little Blue Valley should include minimum open space requirements within and adjacent to new development. Such open space should not merely be leftover fragments of unusable land but should help secure the high quality goals of the Comprehensive Plan. The zoning and other development codes must therefore specify minimum sizes, and what proportion needs to be usable for active or passive recreation.

In the Town Center and Village Centers there should be urban design “equivalents” -, e.g., paved civic plazas – that will count toward meeting a project’s open space requirements. Guidelines should also specify how such civic space could be coordinated with the landscape enhancements and buffering requirements required of developers. (See open space and buffering examples.)

To encourage generous open space planning, the zoning regulations for residential areas should include a cluster option that reduces lots sizes in return for provision of open space beyond the required minimums. No additional units are allowed above the maximum set by the base zoning, but these units are sited on less land than normal. The City recently adopted new residential design standards to provide for cluster development. (See cluster example page 48)

Tighter clustering enables the developer to save on site preparation and infrastructure costs. In return, the overall open space system is enlarged, more sensitive environmental and landscape features are left intact and the overall image of the Little Blue Valley is enhanced.

In addition to current ordinances, some quality control standards are needed. This open space must be more than leftover undevelopable land, land damaged by construction, or areas that are needed for stormwater management, utility easements or other necessary infrastructure. One basic standard is to require that a certain proportion (e.g., 50%) of this open space must be suitable for “active” or “passive” recreation. Establishing some minimum dimensions (e.g., 25 feet wide) for acceptable open space will prevent the accumulation of numerous thin strips or fragments.

Open space as referred to in this plan will be analyzed in three primary methods. First, mixed use development areas will require an overall open space percentage. Additionally, each site plan will provide a portion of the general open space requirement. These percentages will be set by the preliminary development plan. Secondly, non-residential developments outside of planned mixed use areas, will be required to provide a percentage of open space for the development as well as a percentage of landscaped open space adjacent to any structures (similar to the requirement of the southeast Independence Overlay Zoning District 0Z-1). Finally, residential developments will provide open space according to the residential design standards of the zoning code.

7.A.10 *Enhanced measures to protect flood plain, stream valley and related environmental resources.*

A large portion of the Little Blue 100-year flood plain has been used for agricultural purposes due to flood plain development controls. The Army Corps of Engineers has installed flood control measures in the Valley somewhat redefining the 100-year flood plain. Consequently, some former flood prone areas may now be usable for development. It is our understanding that the Army Corps of Engineers is currently remapping the 100-year flood plain limits. This information will be important for determining the full extent of the future development area. The location and design of the LBP and other roads serving the area will also affect development potential of the flood plain.

Portions of the City have experienced severe effects from recent floods. It is of critical importance that new developments are free from the threat of flooding. This may require detailed study of upstream watersheds to determine potential increases in flood levels due to upstream development. Additionally, developments in and near flood plains should expect greater scrutiny of flood-related issues.

Recognizing the special attention that these extensive flood plain and stream valley environments must receive, the City should implement close oversight over activities in these areas. An Environmental Overlay



Open space corridor extending west from the Lake City facility

New State and Federal environmental regulations impact the manner in which the City manages flood plain resources. These regulations also place strict pollution control standards on development activities.



This rock outcropping is being preserved as a landscape feature in the back yard of a new home

zoning district (EO) is one means to permit appropriate development of sites near stream valley, wetland or flood plain environments while meeting the basic environmental protection needs of the Comprehensive Plan. The EO district would specify such protections as setbacks from streams or wetlands, specify the width of buffers from sensitive areas and limit disturbance of steep slopes. The EO would allow developers a good deal of site planning flexibility such as permitting reduction of minimum lot sizes or setbacks when these adjustments will allow development without impairing sensitive resources.

The Zoning Ordinance should therefore include such requirements as minimum buffers (e.g., 50-feet for flood way and flood plains), for wetlands, steep slope protection through grading prohibitions or limitations and forest preservation standards.

7.A.11 Agricultural and rural landscape protection incentives. One method to insure rural preservation is the outright purchase of development rights from rural landowners. This is the surest way to protect properties in an urbanizing area. Preliminary discussions with the City regarding this planning tool, have indicated that the City is not interested in such a highly interventionist approach and does not wish to become a land broker or enforcer of such agreements. Two other options, however, are available that can achieve many of the same results as a purchase of development rights program. These include the use of nongovernmental land trusts and rural clustering.

7.A.11.1 Land Trust Assumption of Development Rights: One way to accomplish farmland protection is through the formation of private land trusts. Private trusts can acquire (through purchase, donation or a combination of both) preservation easements through a private covenant. The City contributes to this strategy by granting the participating landowners significant tax breaks based on the land having no (or diminished) development or subdivision potential.

This land trust strategy has been very successful elsewhere. It does not require the local government to become an active purchaser or agent yet grants participating landowners sufficient financial incentives to remove their property from the development market. This strategy does require formation and cooperation of a legally constituted entity that can acquire such easements and enforce the terms of the agreements.

These limits on development rights can be permanent or time limited (e.g., 25 years). Those that are time limited should be easier to secure and could be an important part of a phasing strategy for Little Blue Valley.

7.A.11.2 Rural Clustering (Northeast Agricultural Area): Another option is for the zoning regulations to require or allow for clustering at very low gross densities in the rural zoning districts. Such rural clustering permits the landowner to extract development potential, but does not result in all the land on a property becoming uniformly subdivided and transformed into private residential lots. Rather than space large lots uniformly across a property, rural clustering would allow a set maximum density (e.g., 1 dwelling unit / 10 gross acres) to occupy smaller lots of a specified maximum size (e.g., 1 acre) within a limited portion of a site. The remainder of the site is then permanently protected through covenants. Such "preservation parcels" can be quite large, perhaps 70% of the original tract.

Preserving rural landscape character through such clustering will help maintain the appeal of the Little Blue Valley for high quality development. Rural small lot clustering and use of the undeveloped open space as buffers can also enable future development to coexist with active agriculture in much of the Little Blue Valley.

7.A.12 Incentives to preserve historic resources and incorporate them sensitively into new development as landmarks and reminders of Little Blue Valley's heritage.



A vista from Powell Road

The Little Blue Valley is rich in potentially significant historic resources. Most of these resources are in the form of historic homesteads with a few excellent examples of period architecture. These assets are valuable to the City of Independence and they represent a strong tie to the past culture of eastern Jackson County. One home in the Valley is reported to be one of the oldest structures in Jackson County. Preservation of these assets and integrating them into the future landscape is one way to tie the new development to the history of Independence. Additionally, utilization of these resources in complement to new development will provide a unique and marketable quality to the Little Blue Valley.

Historic preservation tax credits are one means to encourage such preservation without an excess of regulation. Federal and State tax credits are currently available. Granting such credits in return for appropriate preservation, restoration, or adaptive reuse of historic structures can have great appeal to owners and developers. Review of work eligible for such tax credits requires specialized technical skills and oversight of plans and completed work. Submitting to such review in exchange for tax credit is voluntary and is not another layer of zoning regulation.



This Missouri Century Farm has been in one family for over 100 years

Another incentive to encourage historic preservation would be to grant open space credit when a building and its surroundings are protected and appropriately incorporated into a new development, e.g., as a community center or a Town Center or Village Center business. Historic houses are often large and may require a substantial investment to restore or preserve them. Special use provisions should be considered that allow their conversion to limited professional offices, bed and breakfasts, or specialized housing help off-set the cost.

Although, historic preservation need not be highly regulated and can come about through use of incentives, one absolute need is for the City to continue review and approval over the demolition of historic properties. This requires some form of inventory and listing. The City should create a formal list of historic resources within the valley. (See Chapter 1, Article 30 of the City Code for the City's Historic Preservation Code.)

7.B Specific Implementation Measures

The following are some ways the goals cited in Chapter 4 can be achieved through policy and specific implementation measures. (See also figure 16)

7.B.1 Land Use

7.B.1.1 Balanced Growth

7.B.1.1.1 Adopt Comprehensive Zoning for all or part of the Little Blue Valley or add stronger “consistency clause” to the existing City Zoning Ordinance to provide the City, landowners, and developers with long-term predictability by establishing the basic desired future land use mix.

7.B.1.1.2 Refine current Agricultural Zone to make it a more effective holding zone, e.g., by significantly increasing the minimum residential lot size, reducing allowed gross densities or adopting a sliding scale to make each additional lot harder to secure.

7.B.1.1.3 Guarantee the zoning districts implemented in Little Blue Valley include adequate land for all the housing types, costs and densities envisioned by the Comprehensive Plan.

7.B.1.1.4 Consider including a low and medium income-housing requirement for larger subdivisions. Such a general requirement will prevent concentration of such housing at only a few locations within Little Blue Valley.

7.B.1.2 Mixed Use Development

The Refined Concept Plan (Figure 12) shows several mixed use land areas. These areas may be specifically developed with MXD Zoning or generally developed with PCD Zoning. PCD Zoning would allow the defusion or expansion of the mixed use “bubble” to better fit the overall PCD Preliminary Development Plan (PDP).

“One of the most important factors influencing locational decisions for new private sector investment is the attractiveness or amenity of a particular area or city.” Blakely, Planning Local Economic Development, 1989 p. 75

"Soon the Cities were dismembered into separate districts for recreation, for commerce, for industry, for housing of different densities, while society itself was split up according to income, age, white collar and blue collar workers etc. From this grew today's fragmented city..."
Erickson, The City as a Dwelling: Walking Siting Shaping, 1980, p. 21

7.B.1.2.1 Amend the City Zoning Ordinance to include a Planned Community Development (PCD) zoning district. Minimum size land holding should be established for this zone. The PCD will include mixed use standards possibly having a reduced emphasis on employment uses. A reduction in the emphasis on employment uses is wholly contingent upon successful marketing of Lake City Industrial properties for primarily non-warehouse business uses. Reductions will be based on an updated market analysis and balanced growth principles.

7.B.1.2.2 Amend the City Zoning Ordinance to include Mixed-Use Development (MXD) Zoning District. The MXD would not apply to the Planned Community Development Zoning District. Establish minimum and maximum ranges of various land use categories. Do not allow land consuming-low employee per acre uses such as warehousing and distribution in the Little Blue Parkway corridor. Limit amount of commercial retail square footage to a very small proportion of total development (e.g., 2.5%).

7.B.1.2.3 Adopt Town Center and Village Center Zoning designations as floating zones whose boundaries and layout require a public review process. Limit total size and require certain conditions of approval regarding links to adjacent neighborhoods, mandating civic and open space, road frontage treatments. Both Town Center and Village Center criteria should be included in the Planned Community Development zoning district. Village Center criteria should also be included in the Mixed-Use zoning district.

7.B.1.3 Community Design

7.B.1.3.1 Develop designs for major highways (alignments, right-of-way size, number of lanes, etc.) and adopt a Major Thoroughfare Plan to guide dedications and construction phasing.



Chapter 7: Implementation Strategy

Chapter 7: Implementation Strategy

A well-defined implementation strategy must be part of the Comprehensive Plan Amendment for the Little Blue Valley. This chapter presents a coordinated series of complementary regulations, incentives and innovative short-term and long-term planning strategies to carry out the land use and phasing goals of the Little Blue Valley plan.

In construing the projections for employment in this plan and in applying the goals for minimum and maximum percentages of land use types, implementation tools should be adopted to achieve those goals. However, in so doing, the overriding factor governing implementation will be market forces. The absorption estimates shown in Table 9 should be updated at least every five years. The implementation tools chosen to achieve the employment goals of this plan should create a balance between demand for both residential and non-residential land. Failure to maintain that balance could result in the stagnation of economic development in the plan area.

The ratio of uses in an area shown as mixed use on the refined concept plan should be determined by the individual physical characteristics of each parcel and the current market demand. Certain parcels and economic conditions may necessitate higher or lower percentages of either residential or non-residential uses.

7.A General Concepts for Implementation

7.A.1 Comprehensive Zoning for all or a part of the study area: Comprehensive Zoning is a process by which all land is zoned to meet the goals and objectives of the comprehensive plan soon after the Plan's adoption.

The City of Independence presently does not use "comprehensive" zoning as part of its long-term planning. In the Little Blue Valley, however, comprehensive zoning could be a very effective way to attain the goals and objectives of the Comprehensive

"...the overriding factor governing implementation will be market forces."



The current zoning of this land is industrial. The Little Blue Valley Plan calls for the land to be developed as mixed use

Plan Amendment. Comprehensive zoning would be a sharp departure from reliance on incremental, piecemeal rezoning initiated by property owners.

By fixing the location of the main land use patterns set out in the comprehensive plan, comprehensive zoning can establish a high degree of predictability for the City, local landowners and potential developers. This predictability is especially desirable regarding the ultimate location of the Village Centers and Town Center and the mixed use centers to which other developments should directly relate (streets connections, paths, open space links, etc.).



The Little Blue Valley Plan calls for mixed use developments, not the segregated land use patterns shown in this aerial view of Noland Road.

Adopting a comprehensive zoning map also increases the probable compatibility of adjacent land uses and enables the City to plan long-term capital improvements in a more rational and confident way. Comprehensive zoning would also be a means to guarantee adequate land for all housing types and densities to achieve the balanced growth goals of the plan.

Comprehensive zoning enables the City to take a strong lead role in implementing the plan, but it can still allow market timing to drive the actual development of any given parcel. (Other measures can be adopted if the City also wishes to influence phasing.)

7.A.2 Consistency of comprehensive zoning and subsequent piecemeal rezoning approvals with the Comprehensive Plan land use goals and designations.

The City Zoning Ordinance should have a stronger “consistency” clause. Consistency with the comprehensive plan would become a more legally defensible standard for evaluating any future rezoning requests. This consistency requirement can be applied to comprehensive as well as individual rezoning proposals. This does not mean there must be a direct one-to-one correlation between the zoning and the comprehensive plan. Nevertheless, a consistency requirement does help prevent glaring “errors” and check “spot” zoning or totally inconsistent rezoning petitions.

In the absence of comprehensive zoning, a consistency requirement can reassure landowners and developers that the Little Blue Valley Plan Amendment will be carried out in an orderly way and thus foster a long-term perspective among all stakeholders and citizens.

7.A.3 Special zoning designations to guarantee orderly phasing and buildout of the larger land holdings in the Little Blue Valley.

Conventional single purpose zoning is not flexible enough to carry out fully the Little Blue Valley Plan. The City should adopt several new zoning districts and add more development options to its existing zoning districts to facilitate its successful implementation. The Zoning Ordinance must also include a sufficient range of housing choices to help meet the balanced growth goals of the plan.

The City development code should also be revised to include other development techniques such as performance zoning requirements and adequate public facilities requirements.

7.A.3.1 Benefits of a Large-Scale Planned Community: The City of Independence is aware of the intention of the RLDS church to develop a public planned community on 3,500 acres of land in the Little Blue Valley. This is a once in a life time opportunity to plan and implement a high-quality, trend setting, planned community of regional significance.

The development of a large-scale planned community is a long-term venture and requires the development and maintenance of long-term relationships. In Columbia, Maryland (the Columbia New Town), Jim Rouse and other Rouse Company executives realized that success depends on the relationship of three entities – the Land Owner/Developer, the Municipal Government, and the citizens. This relationship is like a three-legged stool; each leg is necessary to fulfill (support) the mission. It is a true partnership; two of the three entities cannot achieve the goal without the third. Such a relationship is built on a



A potential Village Center location

shared vision, trust, public relations, good will, and fulfilling promises.

The following are essential ingredients for such success:

Keys for successful large scale planned community development:

1. Ownership in for the long haul with “patient money”
2. Carefully phased infrastructure
3. Match the amenities to multiple market desires
4. Fulfill physical, social, emotional and cultural needs of future residents

- The owners/developers must realize that they are in the venture for the long haul. Commitment to quality and continual maintenance is essential. “Patient money” is also critical.

- Carefully phase the community; don’t install infrastructures too far ahead of building construction. Develop small sections; try to make each segment as complete and finished as possible, then move on to another section. Create a total community environment.

- Carefully match the amenities to the markets and make sure to include multiple markets.

- Although the physical environment is important, a successful community must also fulfill definite social, emotional, and cultural needs as well.

7.A.3.2 Adopt Planned Community Zoning: A Planned Community District (PCD), a very large scale mixed use development, would relate specifically to the land holdings of the RLDS church but could also apply to other large land assemblies. This PCD zone would be the best means for carrying out the orderly development potential of these holdings.

Planned Community Zoning would require a minimum size such as 1,000 acres under single ownership or under a single managing entity such as a development partnership. However, to have the ability to plan and develop a Town Center a much larger acreage may be required. To guide development over several decades, the City would consider approval of a comprehensive Preliminary Development Plan (PDP) for the entire Planned Community District (PCD).

The PDP would also contain language specifying the allowed uses, design and acreage requirements for the Town Center. To simplify this process, the allowed uses for specific sections of the Planned Community can be derived (and modified) from the existing zoning ordinance, e.g., "All uses allowed in the C-P-2 District, except for . . ."

All future development in the Planned Community would have to be consistent with the PDP. Although the PDP determines basic requirements such as allowed land uses and density, the PDP gives the developer great flexibility in implementing these targets. Subsequent plan submission and approval will specify such development requirements as lot layout, minimum setbacks, parking and landscape design as each section of the Planned Community district is phased. These specifications should generally follow the zoning applied to similar uses in other parts of the City.

The requirement to adhere to an approved PDP provides needed predictability and efficiency in implementing the Comprehensive Plan goals. For example, such an approved PDP enables the City to plan better for needed capital improvements. The Capital Improvement Plan can be an important tool for phasing Little Blue Valley development in a more orderly and cost-effective way and for preventing premature or haphazard growth (also see discussions in Chapter 5 Section A.3 and Chapter 6 Section C).

7.A.3.3 Village Centers and Town Center:

Four Village Centers are proposed to serve the more intensively developed portions of the study area. These Village Centers are the focal points of the various residential villages and would contain a mixture of uses including neighborhood commercial, some employment uses and civic uses such as libraries, churches and schools. The higher density residential areas should surround these Village Centers.



The Independence Memorial Airport is slated for future mixed use development

The Town Center is relocated to the area east of the Little Blue Trace as shown in Alternative 2. The reasons for this relocation are:

- It is very close to the geographic center of the Little Blue Valley study area.
- It becomes a strong terminus and focal point at the eastern end of the improved Truman Boulevard.
- It moves the Town Center further away from the existing City Power Plant and adjacent industrial development and provides better buffering.
- It locates the Town Center in an area of significant natural beauty enabling the creation of a unique new center of development for the Valley.

7.A.3.4 Mixed Use Zoning (MXD): Another important new zoning initiative is to allow mixing of residential and employment uses at key locations in the Little Blue Valley. The MXD would not necessarily apply to the Planned Community District. The PCD will have its own development requirements. MXD would not necessarily apply to areas within a PCD that are shown in the mixed use land use category of the refined concept plan. This MXD district would apply to smaller tracts of land (50 acres and up) and specify which uses are compatible with each other and not allow those uses which are not (e.g., heavy manufacturing and housing are not compatible). The MXD regulations would also specify minimum and maximum proportions of employment, residential and open space (gross acres) to guarantee that a true mixed-use center results. For the Little Blue Valley, a possible mix of uses might be 25% minimum open space, 25% to 45% residential, and 30% to 50% employment (see Table 10). Commercial retail would be accommodated by specifying a limited amount of commercial square footage. (Such a square foot limit insures that the Mixed-Use employment areas do not simply become suburban shopping centers rather than regional employment centers. Such shopping centers would be more appropriate



Future Town Center location as viewed from Truman Road

as part of other Little Blue Valley developments such as the Town Center or Village Centers.)

The MXD zone may also require a Preliminary Development Plan (PDP). In any case, zoning regulations will have to specify how mixed use projects can be phased and require that each phase contain a relative balance of uses, not allowing all employment or all housing.

7.A.3.5 Industrial Zones: The current M-2 zoning district seems appropriate for the Lake City Army Ammunition Plant site. While this site remains under the control of the Federal government, the City has no direct zoning control over how the site can be used. One assumption of the plan, however, is that the future of the Lake City site is likely to focus on M-2 style activities. Consequently, the designated land uses adjacent to Lake City should be similar and compatible with this assumption.

To attract high-quality economic development, the zoning for the Little Blue Valley should include a new Business/Industrial-Park Zone that narrows the allowed uses to those most compatible with high end office development and require certain site amenities such as open space and landscape buffers. Such a zone, for example, should not allow business and employment sites to build out as conventional strip development environments.

This new business zone should also limit such uses as warehousing and distribution to ancillary roles within the main economic development centers. Such uses consume large amounts of valuable land and create few jobs. This type of use is not as revenue enhancing as the more intensive concentrated office developments.

7.A.3.6 Performance Zoning: Performance zoning techniques base zoning approvals on a project's impact to the community. Impacts that are regularly measured include traffic, noise, vibration, pollution, utility consumption and open space among others. Performance zoning



Village Centers could incorporate community facilities similar to the Sermon Center

Performance zoning measures a developments impact on the community to determine if the development is appropriate.

techniques should be considered when (re)developing nonresidential zoning districts.

7.A.3.7 Adequate Public Facilities (APF) development requirements: APF requirements prevent development without the infrastructure needed to accommodate it. New building permits are only issued when there is a guarantee that roads, schools and other infrastructure will be built in time to support the homes or businesses that are proposed. Supply of such infrastructure can be through the public sector or through developer construction or dedication. (If comprehensive zoning were adopted, an APF system could be the vehicle for obtaining impact fees or other exactions.) APF requirements help the City plan its capital programming in an orderly way and can provide local citizens with reassurance that growth will not degrade their quality of life.

7.A.4 Designate measures to guide development in efficient patterns.

The control of leapfrog development is crucial for orderly phasing. One means may be to limit development approvals, public sector improvements or incentives (e.g., tax relief) for urbanizing uses to specified areas to accelerate (or defer) development in accord with the adopted utility(s) phasing plan. These measures are designed to guide public infrastructure development. This does not preclude development that is able to meet adequate public facilities requirements without relying on public investment or public assistance.

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criteria, funding, and final alignment are critical to the success of this plan.

In addition to the LBP, several additional arterial, minor arterial and collector streets will be built, upgraded or realigned within the Little Blue Valley.

Jackson Drive. The new proposal for Jackson Drive is to build two arterial street segments:

- From 37th Terrace North east to R.D. Mize (between Selsa Rd. and the Meadow Hills subdivision.
- From 24 Highway south to approximately Salisbury Road. The remainder of Jackson Drive will be divided between two collector streets. One will run along the current alignment of Jackson Drive ending at R.D. Mize Road. The second will extend from the point Jackson Drive intersects with R.D. Mize Road east of the Meadow Hills subdivision north connecting the existing segment of the Little Blue Parkway, Necessary Road and Jones Road (see Figure 15).



New alignment of Jackson Drive south of R.D.Mize Road

7.A.7 Better local road and street design and road frontage treatments. Revising current right-of-way and design requirements for local streets and cul-de-sacs is important to give Little Blue Valley the quality and image the City wants. The design and appearance of roads and streets are one of the most crucial aspects of the overall public environment of a new development. To set the Little Blue Valley apart from its suburban rivals, a variety of planning requirements and options should allow developers to scale down the visual impact and cost of local roads and require they implement high quality frontage and parking lot treatments to create a more appealing environment.

Typically, the standards for suburban streets and cul-de-sacs result in an excess of paved area and a system of local streets over designed for the actual needs of the development. Less intensive and less land consuming standards should replace such current

Figure 15

Major Street Plan

Thoroughfare Legend

Thoroughfare Legend

- Highway
- Highway to be Upgraded
- Little Blue Parkway
- Arterial
- Arterial to be Upgraded
- Planned Arterial
- Minor Arterial
- Minor Arterial to be Upgraded
- Planned Arterial
- Collector
- Collector to be Upgraded
- Planned Collector
- Safety Improvement Street
- City Limits
- Parcel

- Notes:
1. Planned Streets are shown in general locations.
 2. New Streets should follow topography.
 3. * Indicates Change of Street Name Necessary.
 4. Street Classification subject to change based on area wide traffic model.
 5. Crenshaw Rd. may have design constraints.

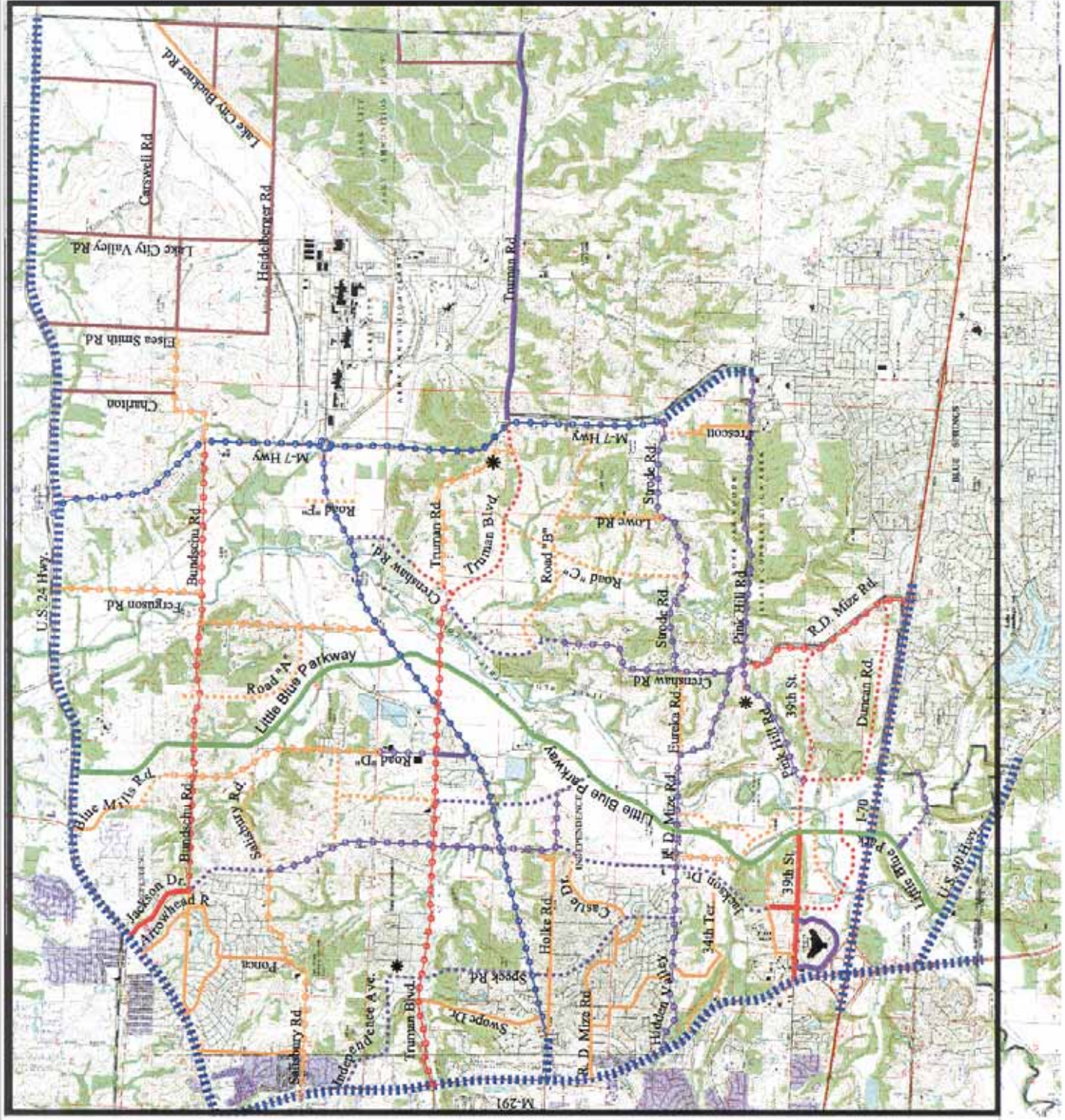
3000 0 3000 6000 Feet

Adopted: May 24, 1999

Community Development Dept.

City of Independence, MO.

Geographic Information Systems (GIS)



requirements as those calling for 50-foot right of way and 28 feet of paving for minor streets.

Parking lot location and design are also an important part of a successful suburban development. The need for good parking lot design is especially critical in the Town Center, Village Centers and Mixed Use Districts. The zoning regulations should be amended to encourage shared parking to reduce the size of parking areas. Parking areas should not dominate the public environment by being located in front of buildings or along the right of way of main roads. Smaller parking areas carefully located to serve individual buildings are preferable to massive lots serving a variety of users.

Boulevard, street and public open space enhancements installed by the City can complement requirements that private developments include similar or complementary enhancements – landscaped frontages, parking lot plantings, and buffers between land uses, etc. The public investment in a more appealing (and marketable) development environment will play a large part in securing the high quality of life goals of the Comprehensive Plan Amendment.

7.A.8 Importance of tree planting. Because much of the Little Blue Valley has been farmed, it is void of tree cover. An essential component of all new development in the Little Blue Valley should be an aggressive tree-planting program. Special emphasis should be placed on street trees as well as on planting publicly visible portions of private properties.

Street tree planting requirements should include minimum tree spacing and size requirements. Planting design guidelines should also be required as part of Planned Community Development, Mixed Use Development and Business Park zones.

7.A.9 Increased open space requirements for residential and nonresidential developments; guarantee that public open space is usable, high quality.



Mature trees are much of the allure to older neighborhoods. Tree planting at the time of construction will enhance a neighborhood as it matures



Flood plains and other sensitive natural areas can become valuable development amenities if preserved and enhanced properly

All zoning districts – residential and non-residential – in the Little Blue Valley should include minimum open space requirements within and adjacent to new development. Such open space should not merely be leftover fragments of unusable land but should help secure the high quality goals of the Comprehensive Plan. The zoning and other development codes must therefore specify minimum sizes, and what proportion needs to be usable for active or passive recreation.

In the Town Center and Village Centers there should be urban design “equivalents” -, e.g., paved civic plazas – that will count toward meeting a project’s open space requirements. Guidelines should also specify how such civic space could be coordinated with the landscape enhancements and buffering requirements required of developers. (See open space and buffering examples.)

To encourage generous open space planning, the zoning regulations for residential areas should include a cluster option that reduces lots sizes in return for provision of open space beyond the required minimums. No additional units are allowed above the maximum set by the base zoning, but these units are sited on less land than normal. The City recently adopted new residential design standards to provide for cluster development. (See cluster example page 48)

Tighter clustering enables the developer to save on site preparation and infrastructure costs. In return, the overall open space system is enlarged, more sensitive environmental and landscape features are left intact and the overall image of the Little Blue Valley is enhanced.

In addition to current ordinances, some quality control standards are needed. This open space must be more than leftover undevelopable land, land damaged by construction, or areas that are needed for stormwater management, utility easements or other necessary infrastructure. One basic standard is to require that a certain proportion (e.g., 50%) of this open space must be suitable for “active” or “passive” recreation. Establishing some minimum dimensions (e.g., 25 feet wide) for acceptable open space will prevent the accumulation of numerous thin strips or fragments.

Open space as referred to in this plan will be analyzed in three primary methods. First, mixed use development areas will require an overall open space percentage. Additionally, each site plan will provide a portion of the general open space requirement. These percentages will be set by the preliminary development plan. Secondly, non-residential developments outside of planned mixed use areas, will be required to provide a percentage of open space for the development as well as a percentage of landscaped open space adjacent to any structures (similar to the requirement of the southeast Independence Overlay Zoning District 0Z-1). Finally, residential developments will provide open space according to the residential design standards of the zoning code.

7.A.10 *Enhanced measures to protect flood plain, stream valley and related environmental resources.*

A large portion of the Little Blue 100-year flood plain has been used for agricultural purposes due to flood plain development controls. The Army Corps of Engineers has installed flood control measures in the Valley somewhat redefining the 100-year flood plain. Consequently, some former flood prone areas may now be usable for development. It is our understanding that the Army Corps of Engineers is currently remapping the 100-year flood plain limits. This information will be important for determining the full extent of the future development area. The location and design of the LBP and other roads serving the area will also affect development potential of the flood plain.

Portions of the City have experienced severe effects from recent floods. It is of critical importance that new developments are free from the threat of flooding. This may require detailed study of upstream watersheds to determine potential increases in flood levels due to upstream development. Additionally, developments in and near flood plains should expect greater scrutiny of flood-related issues.

Recognizing the special attention that these extensive flood plain and stream valley environments must receive, the City should implement close oversight over activities in these areas. An Environmental Overlay



Open space corridor extending west from the Lake City facility

New State and Federal environmental regulations impact the manner in which the City manages flood plain resources. These regulations also place strict pollution control standards on development activities.



This rock outcropping is being preserved as a landscape feature in the back yard of a new home

zoning district (EO) is one means to permit appropriate development of sites near stream valley, wetland or flood plain environments while meeting the basic environmental protection needs of the Comprehensive Plan. The EO district would specify such protections as setbacks from streams or wetlands, specify the width of buffers from sensitive areas and limit disturbance of steep slopes. The EO would allow developers a good deal of site planning flexibility such as permitting reduction of minimum lot sizes or setbacks when these adjustments will allow development without impairing sensitive resources.

The Zoning Ordinance should therefore include such requirements as minimum buffers (e.g., 50-feet for flood way and flood plains), for wetlands, steep slope protection through grading prohibitions or limitations and forest preservation standards.

7.A.11 Agricultural and rural landscape protection incentives. One method to insure rural preservation is the outright purchase of development rights from rural landowners. This is the surest way to protect properties in an urbanizing area. Preliminary discussions with the City regarding this planning tool, have indicated that the City is not interested in such a highly interventionist approach and does not wish to become a land broker or enforcer of such agreements. Two other options, however, are available that can achieve many of the same results as a purchase of development rights program. These include the use of nongovernmental land trusts and rural clustering.

7.A.11.1 Land Trust Assumption of Development Rights: One way to accomplish farmland protection is through the formation of private land trusts. Private trusts can acquire (through purchase, donation or a combination of both) preservation easements through a private covenant. The City contributes to this strategy by granting the participating landowners significant tax breaks based on the land having no (or diminished) development or subdivision potential.

This land trust strategy has been very successful elsewhere. It does not require the local government to become an active purchaser or agent yet grants participating landowners sufficient financial incentives to remove their property from the development market. This strategy does require formation and cooperation of a legally constituted entity that can acquire such easements and enforce the terms of the agreements.

These limits on development rights can be permanent or time limited (e.g., 25 years). Those that are time limited should be easier to secure and could be an important part of a phasing strategy for Little Blue Valley.

7.A.11.2 Rural Clustering (Northeast Agricultural Area): Another option is for the zoning regulations to require or allow for clustering at very low gross densities in the rural zoning districts. Such rural clustering permits the landowner to extract development potential, but does not result in all the land on a property becoming uniformly subdivided and transformed into private residential lots. Rather than space large lots uniformly across a property, rural clustering would allow a set maximum density (e.g., 1 dwelling unit / 10 gross acres) to occupy smaller lots of a specified maximum size (e.g., 1 acre) within a limited portion of a site. The remainder of the site is then permanently protected through covenants. Such "preservation parcels" can be quite large, perhaps 70% of the original tract.

Preserving rural landscape character through such clustering will help maintain the appeal of the Little Blue Valley for high quality development. Rural small lot clustering and use of the undeveloped open space as buffers can also enable future development to coexist with active agriculture in much of the Little Blue Valley.

7.A.12 Incentives to preserve historic resources and incorporate them sensitively into new development as landmarks and reminders of Little Blue Valley's heritage.



A vista from Powell Road

The Little Blue Valley is rich in potentially significant historic resources. Most of these resources are in the form of historic homesteads with a few excellent examples of period architecture. These assets are valuable to the City of Independence and they represent a strong tie to the past culture of eastern Jackson County. One home in the Valley is reported to be one of the oldest structures in Jackson County. Preservation of these assets and integrating them into the future landscape is one way to tie the new development to the history of Independence. Additionally, utilization of these resources in complement to new development will provide a unique and marketable quality to the Little Blue Valley.

Historic preservation tax credits are one means to encourage such preservation without an excess of regulation. Federal and State tax credits are currently available. Granting such credits in return for appropriate preservation, restoration, or adaptive reuse of historic structures can have great appeal to owners and developers. Review of work eligible for such tax credits requires specialized technical skills and oversight of plans and completed work. Submitting to such review in exchange for tax credit is voluntary and is not another layer of zoning regulation.



This Missouri Century Farm has been in one family for over 100 years

Another incentive to encourage historic preservation would be to grant open space credit when a building and its surroundings are protected and appropriately incorporated into a new development, e.g., as a community center or a Town Center or Village Center business. Historic houses are often large and may require a substantial investment to restore or preserve them. Special use provisions should be considered that allow their conversion to limited professional offices, bed and breakfasts, or specialized housing help off-set the cost.

Although, historic preservation need not be highly regulated and can come about through use of incentives, one absolute need is for the City to continue review and approval over the demolition of historic properties. This requires some form of inventory and listing. The City should create a formal list of historic resources within the valley. (See Chapter 1, Article 30 of the City Code for the City's Historic Preservation Code.)

7.B Specific Implementation Measures

The following are some ways the goals cited in Chapter 4 can be achieved through policy and specific implementation measures. (See also figure 16)

7.B.1 Land Use

7.B.1.1 Balanced Growth

7.B.1.1.1 Adopt Comprehensive Zoning for all or part of the Little Blue Valley or add stronger “consistency clause” to the existing City Zoning Ordinance to provide the City, landowners, and developers with long-term predictability by establishing the basic desired future land use mix.

7.B.1.1.2 Refine current Agricultural Zone to make it a more effective holding zone, e.g., by significantly increasing the minimum residential lot size, reducing allowed gross densities or adopting a sliding scale to make each additional lot harder to secure.

7.B.1.1.3 Guarantee the zoning districts implemented in Little Blue Valley include adequate land for all the housing types, costs and densities envisioned by the Comprehensive Plan.

7.B.1.1.4 Consider including a low and medium income-housing requirement for larger subdivisions. Such a general requirement will prevent concentration of such housing at only a few locations within Little Blue Valley.

7.B.1.2 Mixed Use Development

The Refined Concept Plan (Figure 12) shows several mixed use land areas. These areas may be specifically developed with MXD Zoning or generally developed with PCD Zoning. PCD Zoning would allow the defusion or expansion of the mixed use “bubble” to better fit the overall PCD Preliminary Development Plan (PDP).

“One of the most important factors influencing locational decisions for new private sector investment is the attractiveness or amenity of a particular area or city.” Blakely, Planning Local Economic Development, 1989 p. 75

"Soon the Cities were dismembered into separate districts for recreation, for commerce, for industry, for housing of different densities, while society itself was split up according to income, age, white collar and blue collar workers etc. From this grew today's fragmented city..."
Erickson, The City as a Dwelling: Walking Siting Shaping, 1980, p. 21

7.B.1.2.1 Amend the City Zoning Ordinance to include a Planned Community Development (PCD) zoning district. Minimum size land holding should be established for this zone. The PCD will include mixed use standards possibly having a reduced emphasis on employment uses. A reduction in the emphasis on employment uses is wholly contingent upon successful marketing of Lake City Industrial properties for primarily non-warehouse business uses. Reductions will be based on an updated market analysis and balanced growth principles.

7.B.1.2.2 Amend the City Zoning Ordinance to include Mixed-Use Development (MXD) Zoning District. The MXD would not apply to the Planned Community Development Zoning District. Establish minimum and maximum ranges of various land use categories. Do not allow land consuming-low employee per acre uses such as warehousing and distribution in the Little Blue Parkway corridor. Limit amount of commercial retail square footage to a very small proportion of total development (e.g., 2.5%).

7.B.1.2.3 Adopt Town Center and Village Center Zoning designations as floating zones whose boundaries and layout require a public review process. Limit total size and require certain conditions of approval regarding links to adjacent neighborhoods, mandating civic and open space, road frontage treatments. Both Town Center and Village Center criteria should be included in the Planned Community Development zoning district. Village Center criteria should also be included in the Mixed-Use zoning district.

7.B.1.3 Community Design

7.B.1.3.1 Develop designs for major highways (alignments, right-of-way size, number of lanes, etc.) and adopt a Major Thoroughfare Plan to guide dedications and construction phasing.

7.B.1.3.2 Institute modified design standards (such as a streetscape overlay zone).

7.B.1.3.3 Establish effective buffer requirements in the Zoning Ordinance and Subdivision Regulations to protect residential areas from adverse impacts of adjacent non-residential uses (e.g., parking lots, loading areas, storage).

7.B.1.3.4 Establish landscaping guidelines for all forms of residential development, especially for front yards and along public rights-of-way.

7.B.1.3.5 Coordinate community design requirements with open space requirements and design include highly visible civic space and links to such space as part of open space requirements.

7.B.1.3.6 Allow and provide for higher densities near the planned Town Center and Village Centers.

7.B.1.3.7 Provide multi generational housing options. Ensure facilities to serve the generational needs are appropriately located.

7.B.1.3.8 Institute design standards and guidelines to moderate the visual differences between executive and entry-level/affordable housing.

7.B.1.3.9 Allow the use of HOME/CDBG Funds to subsidize a portion of the construction of dispersed low and moderate income housing in the Little Blue Valley.



Buffering for regional retail development (immature)

7.B.1.4 *Integration with Independence*

7.B.1.4.1 Design strong visible gateways and linkages through streetscape and signage standards along main roads to tie Little Blue Valley to nearby communities and neighborhoods.



New developments can use streetscape to attract potential buyers

7.B.1.4.2 Give the extended Truman Boulevard a strong landscape/urban design image from the Independence Square to the Little Blue Valley to stress it as the main symbolic link between the new and older parts of the City. (See cross section figure)

7.B.1.4.3 Ensure zoning for Little Blue Valley includes a sufficient variety of housing types to prevent it from becoming a homogeneous suburban environment separate socially, economically and physically from the rest of the City.

7.B.1.4.4 Link eastern Independence with the existing City through extended transit routes in the Little Blue Valley.

7.B.1.4.5 Use trail and open space linkages to tie eastern Independence with developing areas.

7.B.1.5 Enhancement of Existing Development

7.B.1.5.1 Locate opens space, recreation facilities and other public amenities to be accessible to existing, as well as future, neighborhoods.

7.B.1.5.2 Create various linkages – street connections, bicycle paths, and open space links – to forge direct connections and a shared public environment between old and new developments.

7.B.1.5.3 Screen or buffer existing nuisances, such as the City power plant and adjacent industrial areas, as part of overall open space enhancements.

7.B.1.6 Agricultural Preservation

7.B.1.6.1 Amend Zoning Ordinance to include rural cluster requirements/options to concentrate the allowed number of development units on a small portion of a site

while retaining the viability for agricultural operations of remaining portions of a property.

7.B.1.6.2 Amend zoning to encourage development of rural-based enterprises – landscape contractors, nurseries, pick-your-own crops, “picnic farms,” etc. – that can benefit from proximity to urban areas. (These may make good interim uses until the development of such properties is called for by the phasing plan.

7.B.1.6.3 Require open space buffers between new houses and active agricultural parcels to reduce nuisances and complaints.

7.B.1.6.4 Use available incentives to encourage the preservation of historic agricultural resources.



Industrial area to be screened

7.B.2 Transportation

7.B.2.1 Little Blue Parkway

7.B.2.1.1 Work with the appropriate agencies to set the location of LBP right-of-way as soon as possible to permit actual design that can be efficient, yet incorporates numerous landscape design enhancements.

7.B.2.1.2 Identify proper classifications of the road, access limitations and the road’s cross-section design.

7.B.2.1.3 Initiate discussions with large land owners for right-of-way dedication.

7.B.2.1.4 Seek partnering arrangements to expedite funding of design and construction. Use tax increment funding or special subarea levy to help fund enhanced design.

7.B.2.1.5 Insure that environmental and urban design criterion drive the engineering of this roadway facility as it proceeds to the detailed design phase.

7.B.2.1.6 Conduct significant modeling exercises. This will assure that new developments will not have adverse effects on the LBP.

7.B.2.2 Secondary Roads

7.B.2.2.1 Avoid commercial “stripping” of collectors and arterial roads in non-residential zoning districts to prevent erosion of Little Blue Valley image. Establish landscape and sign standards for frontages along residential, commercial and employment arterials and collectors. Consider Corridor Overlay Zone to facilitate regulation of access, aesthetics and buffer areas.

7.B.2.2.2 Study use of road configuration and access issues for commercial and employment areas to minimize access points along main roads, to improve efficiency and safety, and permit more continuous frontage enhancements.

7.B.2.2.3 Avoid excessive use of cul-de-sacs. Stress connectivity and design neighborhood road networks with sufficient alternative access points to prevent traffic bottlenecks. Use “network streets” or modified grids as basis for such subdivision design where the integrity of the topography, natural features and sensitive areas will allow.

7.B.2.2.4 Develop adequate public facilities standards for all arterials and collectors, to maintain the capacity of links between key intersections as well as the efficiency of the intersections themselves.

7.B.2.2.5 All new development in Development Areas A-G (Figure 7) must provide full road improvements.

7.B.2.2.6 Develop citywide transportation model to assist in evaluating development proposals, levels of service, demand forecasting



Future route of the Little Blue Parkway north of Bundschu Road

and determining the classification and construction criteria for each road.

7.B.2.2.7 Design streets that are aesthetically pleasing, safe and efficient.

7.B.2.2.8 Employ quality landscaping and traffic calming measures to create a pleasant and safe street scape environment.

7.B.2.3 Public Transportation

7.B.2.3.1 Initiate transit service links between Little Blue Valley employment nodes and rest of Independence – perhaps as rush hour service. Consider contracting private operation of this service via special levies through a Business Improvement District (BID). Establish through the BID a Transit Management Authority to oversee operations.

7.B.2.3.2 Develop a transit plan for future extension of public bus or other metro area transit systems to key Little Blue Valley sites.

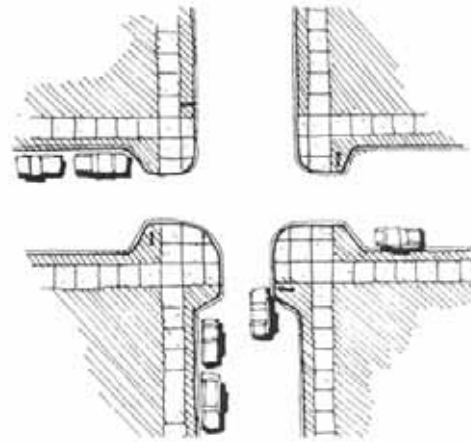
7.B.2.3.3 Concentrate office employment uses at key road locations on the future transit system to make possible efficient, cost-effective service. Coordinate office use zoning with mixed-use and town and Village Center locations for same reason.

7.B.2.3.4 Reserve transit rights-of-way, station or transfer locations, park & ride sites within all major centers to permit efficient operations, increase convenience and encourage higher ridership.

7.B.2.3.5 Monitor metro area transit planning efforts.

7.B.2.4 Pedestrian/Bicycle Routes

7.B.2.4.1 Ensure all major open space holdings can accommodate pedestrian and bicycle trails and such spaces link to main roads.



Traffic calming such as end-of-street neck downs offer landscape opportunities and encourage drivers to maintain appropriate speeds on residential streets.



Providing bike lanes such as this one on the Little Blue Parkway over Interstate 70 are valuable community amenities and encourage the use of alternate modes of transportation

7.B.2.4.2 Designate key roads and streets as part of a comprehensive pedestrian and bicycle corridor network. Design intersections within this network as pedestrian and cyclist-friendly crossings. Devise ways for safe and efficient crossing of major arterials.

7.B.2.4.3 Provide bicycle storage at main transit stops, especially in town and Village Centers.

7.B.2.4.4 Provide sidewalks and pedestrian amenities along all main streets, in employment areas and commercial developments as well as residential streets. Proper setbacks from vehicles, shade and safe crossings should be made part of the design standards for streets and sidewalks.

7.B.2.4.5 Use sidewalks and bike paths as strategic links between parks and open space corridors.

7.B.2.5 Air Transportation

7.B.2.5.1 Plan phase out the exiting general aviation airport on R.D. Mize Road which is no longer feasible at the present location given the expected land use changes.

7.B.2.5.2 Support development of the Eastern Jackson County regional airport north of 24 Highway near 7 Highway. Plan and provide for efficient road and transit access from Little Blue Valley to this facility.

7.B.3 Community Facilities and Services

7.B.3.1 Education

7.B.3.1.1 Reserve needed school sites in advance of actual development, especially in vicinity of Town Center and Village Centers. Use school site dedication to help fulfill open space obligations in mixed-use and planned community developments.

7.B.3.1.2 Use capital improvement plans to coordinate school location with need for other facilities such as libraries, community centers, recreation to share buildings, parking or other infrastructure.

7.B.3.1.3 Support the growth and expansion of the Blue River Community College.

7.B.3.1.4 Study reserving site for a four-year college branch, preferably in or adjacent to the Town Center.

7.B.3.1.5 Secure agreement between the parks department and the school system to jointly use existing and future school sites for recreation facilities and community centers open to the general public.

7.B.3.2 Parks and Recreation

7.B.3.2.1 Require all new development to contribute its fair share to Little Blue Valley open space network through reservation or dedication. Required minimums to be set in the Zoning Ordinance.

7.B.3.2.2 Use Recreation and Parks Master Plan to ensure individual open space dedications can be logically linked and accessible.

7.B.3.2.3 Use Recreation and Parks Master Plan to locate needed active recreation facilities, coordinate facilities planning with the Board of Education.

7.B.3.2.4 Study potential for Little Blue Valley to be the site of a major regional-scale park. If feasible, make reservation of site a priority due to its importance in relation to the overall recreation and open space plan for Little Blue Valley and the City as a whole.



High quality residential open space design

7.B.4 Utilities and Infrastructure

7.B.4.1 Water Supply and Quality



Detention basins should be developed as more pleasant visual amenities than shown above

7.B.4.1.1 Explore phasing to encourage efficient extensions and hookups of water and sewer service as one means to guide phasing of development for Little Blue Valley. Establish five, ten and twenty-year service areas.

7.B.4.1.2 Produce a groundwater resources plan; use it to prevent location of potentially harmful activities that could impair water quality.

7.B.4.1.3 Protect any groundwater recharge areas by incorporating them into the protected open space system.

7.B.4.2 Waste Water

7.B.4.2.1 Limit new septic systems to areas outside the Little Blue Valley Drainage Basin (except small area north of Bundschu and west of M-7).

7.B.4.2.2 Begin to systematically serve the remainder of the Little Blue Valley Drainage area with sanitary sewer service.

7.B.4.2.3 Adopt a fee structure on new development to faster expended sanitary sewer service.

7.B.4.2.4 Protect the City's interest in sewage treatment capacity at the Little Blue treatment plant.

7.B.4.2.5 Use best development techniques to improve the quality of storm water runoff.

7.B.4.3 Electric and Other Overhead Utility Service

7.B.4.3.1 Based on the phasing plan, plan for

7.B.4.3.2 Plan for and purchase substation locations ahead of development.

7.B.4.3.3 Consider facility location and effective landscaping to minimize facility impact.

7.B.4.4 *Smart Community*

7.B.4.4.1 Reserve easements or rights-of-way for advanced communications infrastructure as part of all levels of highway and road design including residential areas.

7.B.4.4.2 Develop criteria and regulations, compatible with FCC requirements, to temper impacts of communications infrastructure such as antennas, monopolies and other towers on landscape and community design.

7.B.4.4.3 Study potential for telecommuting centers/work stations as part of educational facilities, community centers, libraries, and town or Village Centers.

7.B.4.4.4 Adjust zoning to encourage Internet or other telecommunications-based home occupations provided such uses are operated compatibly with residential characteristics.

7.B.4.5 *Gas Service*

7.B.4.5.1 Based on a phasing plan, plan for expanded service capabilities.

7.B.4.6 *Utility Coordination*

7.B.4.6.1 Work with all willing utilities to complete an area wide utility master plan.

7.B.4.6.2 Require franchise utilities to follow the master plan.



Power lines should be placed to reduce their visual impact when possible.

7.B.4.7 Development Patterns

7.B.4.7.1 Develop incentives to encourage energy efficient development and development patterns.

7.B.5 Environmental and Cultural Resources

7.B.5.1 Environmental Stewardship

7.B.5.1.1 Adopt “green” concepts of site development to minimize grading, protect tree stands, set aside steep slope and stream buffer areas. Secure approval of any disturbances or mitigation as part of preliminary plan approval.

7.B.5.1.2 To reduce nonpoint-source pollution loadings on local streams and wetlands, encourage landscape designs that lessen use of energy and whose maintenance uses minimal amounts of fertilizer and pesticides.

7.B.5.1.3 Establish local land trust to assume stewardship role and guidance for privately held natural and landscape resources that will not be incorporated into the public open space system.

7.B.5.1.4 Grant tax credits for easements to land trusts or public agencies when owners surrender development rights or otherwise restrict changes to such private open space resources.

7.B.5.1.5 Consider noise reducing landscape strategies and zoning regulations to decrease the audible impact of development in the Valley.

7.B.5.2 Flood Plain and Stream Valley Environments

7.B.5.2.1 Update area flood plain maps and document other sensitive areas such as wetlands, steep slopes, and highly erodable soils.



A potential wetland area. Areas must meet soil, hydrology and vegetation criteria to be classified as a wetland

7.B.5.2.2 Guarantee that new development does not occur in flood prone areas, or increase flooding problems for other properties. All new development should be elevated an adequate distance above the flood plain to prevent flooding even after the watersheds upstream are completely developed.

7.B.5.2.3 Train staff, where needed, in application of most current environmental best management practices and current State and Federal environmental requirements for flood plain management and other related issues.

7.B.5.2.4 Use documented environmental information to implement a sensitive areas zoning overlay that will allow development in or near sites with extensive environmentally sensitive areas by increasing open space requirements, establishing effective buffers, using cluster development techniques or other modification to the normal bulk regulations or subdivision regulations.

7.B.5.2.5 Review storm water management requirements/practices to make them more naturalistic and fit better with open space and landscape quality goals.



A well maintained detention area

7.B.5.3 Cultural and Historic Resources

7.B.5.3.1. Implement incentives such as tax credits to encourage voluntary preservation, rehabilitation or restoration of historic structures. Use established federal standards for approval. Establish necessary review and enforcement procedures.

7.B.5.3.2. Establish specific protections - minimum lot size, setback requirements, and tree or landscape preservation guidelines - to allow historic features to be landmarks within new development without loss of historic character.



Opportunities to adaptively reuse historic structures should be investigated



Economic development tools such as the Neighborhood Improvement District (NID) used to enhance the Englewood area may also benefit new developments

7.B.5.3.3. Use signage, landscape themes, architectural guidelines, and street furniture standards to create heightened sense of identity for Little Blue Valley.

7.B.5.3.4. Use conditional use process to allow adaptation of historic structures for special housing needs or professional or other employment uses that would be compatible with historic character and adjacent land uses.

7.B.5.3.5. Complete historic structure survey and maintain an active inventory of resources.

7.B.5.3.6. Support historic designations utilizing the current ordinance.

7.B.6. *Economic Development*

7.B.6.1 *Business and Industrial Base*

7.B.6.1.1 Use zoning to promote more concentrated, higher end office and R&D economic growth at key locations such as Town Center or within mixed-use developments.

7.B.6.1.2 Use Adequate Public Facility requirements to ensure new business growth does not create problems (e.g., congestion) that will diminish overall attractiveness of Little Blue Valley for potential or existing employers.

7.B.6.1.3 Explore advantages of special business improvement district (Missouri Statutory Law provides for several different types of these improvement districts) with responsibility to market Little Blue Valley, to review and comment on land use issues as voice of the local business community, and to assume such responsibilities as oversight of the Transportation Management Authority.

7.B.6.1.4 Work with local businesses, schools or community colleges to supervise and support professional development or technical skill programs to ensure the local workforce is an attraction for existing and new businesses.

7.B.6.2 *Cultural and Tourism Development*

7.B.6.2.1 Establish through Little Blue Valley hotels and conference centers a program of tours into town and other attractions within the KC region for business visitors.

7.B.6.2.2 Consider public art centers, museums, and theme attractions such as a farm museum to draw day visitors from the region to Little Blue Valley.

7.B.6.2.3 Study possibility of locating a performing arts /cultural center as part of the Town Center (or a proposed regional park in case of summer time events).



Wild flowers along a rural road

Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.1	LAND USE			
7.B.1.1	Balanced Growth			
7.B.1.1.1	Adopt Comprehensive Zoning	CC, PC, Staff	2 - 5 years	1. Identify zoning conflicts 2. Initiate rezonings
7.B.1.1.2	Refine Agricultural Zoning	CC, PC, Staff	2 - 5 years	1. Draft rural cluster zoning provisions
7.B.1.1.3	Zone for various housing types, values and densities	CC, PC, Staff	2 - 5 years	1. Analyze development patterns based on new residential zoning code. 2. Develop zoning code modifications
7.B.1.1.4	Consider a low and moderate income requirement on larger subdivisions	CC, PC, Staff	5 - 10 years	1. Research options
7.B.1.2	Mixed Use Development			
7.B.1.2.1	Develop Planned Community Zoning	CC, PC, Staff	2 - 5 years	1. Research alternative solutions 2. Draft Code provisions
7.B.1.2.2	Develop Mixed Use Zoning	CC, PC, Staff	immediate - 2 years	1. Research alternative solutions 2. Draft Code provisions
7.B.1.2.3	Develop Town and Village Center Zoning	CC, PC, Staff	2 - 5 years	1. Research alternative solutions 2. Draft Code provisions
7.B.1.3	Community Design			
7.B.1.3.1	Develop street designs	CC, PC, Staff	immediate - 2 years	1. Analyze current design standards 2. Develop modified standards
7.B.1.3.2	Develop streetscape overlay zone(s)	CC, PC, Staff	2 - 5 years	1. Research alternative solutions 2. Draft Code provisions
7.B.1.3.3	Establish effective buffer requirements	CC, PC, Staff	2 - 5 years	1. Analyze current design standards 2. Develop modified standards
7.B.1.3.4	Establish landscape guidelines for residential development	CC, PC, Staff	2 - 5 years	1. Analyze current design standards 2. Develop modified standards
7.B.1.3.5	Coordinate community design and open space	CC, PC, Staff	2 - 5 years	1. Complete parks master plan
7.B.1.3.6	Provide for higher densities in town and village centers	CC, PC, Staff	2 - 5 years	1. Research alternative solutions 2. Draft town and village center zoning provisions
7.B.1.3.7	Provide for multi-generational housing	CC, PC, Staff, developer	5 - 15 years	1. Research alternative solutions 2. Draft town and village center zoning provisions
7.B.1.3.8	Develop Design Standards for low and moderate income housing	CC, PC, Staff	immediate - 2 years	1. Analyze current deficiencies 2. Analyze current design standards 3. Draft guidelines

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.1.3.9	Use HOME/CDBG to subsidize low and moderate income housing	CC, PC, Staff	ongoing	1. Identify eligible areas 2. Draft guidelines
7.B.1.4	Integration with Independence			
7.B.1.4.1	Design strong linkage corridors	CC, PC, Staff	2 - 15 years	1. Identify corridors 2. Develop and analyze design alternatives 3. Identify funding
7.B.1.4.2	Link the Square to the Valley Via Truman Blvd	CC, PC, Staff	2 - 15 years	1. Design a streetscape and segment by segment road design 2. Identify funding
7.B.1.4.3	Prevent homogeneous suburban development	CC, PC, Staff	2 - 15 years	1. Follow land use plan 2. Identify character areas 3. Draft town and village center zoning provisions
7.B.1.4.4	Extend Transit into the Valley	CC, PC, Staff, KCATA	7 - 20 years	1. Develop transit friendly designs anticipating future transit
7.B.1.4.5	Develop Trail and Open Spaces Linkages	CC, PC, Staff	5 - 15 years	1. Complete parks master plan
7.B.1.5	Enhancement of Existing Development			
7.B.1.5.1	Locate open spaces proximate to existing and future development	CC, PC, Staff	ongoing	1. Complete parks master plan
7.B.1.5.2	create a shared public environment	CC, PC, Staff	5 - 15 years	1. Research cooperative opportunities
7.B.1.5.3	Screen existing nuisances	CC, PC, Staff	immediate - 2 years	1. Develop and fund utility screening plans 2. Identify private locations in need of screening
7.B.1.6	Agricultural Preservation			
7.B.1.6.1	Zone for rural clustering	CC, PC, Staff	immediate - 2 years	1. Draft rural cluster zoning provisions
7.B.1.6.2	Encourage rural based enterprises	CC, PC, Staff, Chamber	ongoing	1. Develop marketing materials
7.B.1.6.3	Require agricultural buffers	CC, PC, Staff	immediate - 2 years	1. Analyze current buffer requirements 2. Draft revised code provisions
7.B.1.6.4	Preserve historic agricultural resources	CC, PC, Staff, HC	ongoing	1. Complete a comprehensive historic resources inventory 2. utilize Historic Preservation Plan and Ordinance 3. See matrix section 7.B.5.3

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.2	TRANSPORTATION			
7.B.2.1	Little Blue Parkway			
7.B.2.1.1	Set ROW ASAP	CC, PC, Staff	immediate - 2 years	1. Include right-of way design in first Little Blue Parkway design contract
7.B.2.1.2	Identify proper classifications, access and cross section	CC, PC, Staff	immediate - 2 years	1. Utilize traffic modeling analysis 2. Adopt standards based on modeling
7.B.2.1.3	Negotiate ROW dedication with large land owners	CC, PC, Staff, Land Owners	immediate - 2 years	1. Identify ROW 2. Identify access points
7.B.2.1.4	Utilize partnerships to expedite funding	CC, PC, Staff, Land Owners, MARC, MODOT	immediate - 10 years	1. Identify opportunities 2. Seek alternative funding mechanisms
7.B.2.1.5	Utilize environmental and urban design criteria in design	CC, PC, Staff	immediate - 2 years	1. Utilize environmental impact statement 2. Include in first Little Blue Parkway design contract 3. Draft standards
7.B.2.1.6	Model traffic flow and efficiencies	CC, PC, Staff, Consultant	immediate - 2 years	1. Analyze traffic modeling effort 2. Identify preferred access methodology
7.B.2.2	Secondary Roads			
7.B.2.2.1	Avoid commercial Stripping	CC, PC	ongoing	1. Limit Little Blue Parkway access 2. Utilize town and village centers
7.B.2.2.2	Minimize access and maximize	CC, PC, Staff	ongoing	1. Create a City-wide traffic model
7.B.2.2.3	Avoid excessive use of cul-de-sacs	CC, PC, Staff	ongoing	1. Examine current development practices 2. Identify opportunities to reduce Cul-de-sac use
7.B.2.2.4	Develop Adequate Public Facilities standards	CC, PC, Staff	immediate - 2 years	1. Develop infrastructure specific standards 2. Draft code provisions
7.B.2.2.5	All new development provide full road improvements	CC, PC, Staff	ongoing	1. Analyze existing requirements 2. Draft code provisions
7.B.2.2.6	Develop City-wide transportation model	CC, PC, Staff, Consultant	2 - 5 years	1. Identify appropriate level of modeling 2. Identify funding
7.B.2.2.7	Develop safe aesthetically pleasing streets	CC, PC, Staff	immediate - 2 years	1. Analyze current design standards 2. Develop modified standards
7.B.2.2.8	Use landscape and traffic calming	CC, PC, Staff, consultant	ongoing	1. Utilize current standards 2. Review effectiveness of current standards 3. Amend as necessary

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.2.3	Public Transportation			
7.B.2.3.1	Link Valley Employment	CC, PC, Staff, Chamber	ongoing	1. Identify employment centers 2. Identify Linkage opportunities 3. Require transit friendly designs
7.B.2.3.2	Develop A Transit Plan for the Valley	CC, PC, Staff, KCATA	2 - 10 years	1. Identify transit opportunities
7.B.2.3.3	Concentrate Employment uses along future bus Routes	CC, PC, Staff	2 - 10 years	1. Follow adopted Comprehensive Plan
7.B.2.3.4	Reserve transit ROW and Stops	CC, PC, Staff, KCATA	2 - 10 years	1. Identify transit friendly design criteria 2. Incorporate transit friendly design in large projects
7.B.2.3.5	Monitor Metro transit efforts	Staff, KCATA	ongoing	1. Maintain relationship with MARC and KCATA
7.B.2.4	Pedestrian/Bicycle Routes			
7.B.2.4.1	Accommodate ped/bike routes in open spaces	CC, PC, Staff	ongoing	1. Complete parks master plan 2. Analyze existing regional guidelines 3. Draft code requirements
7.B.2.4.2	Designate bike routes	CC, PC, Staff	2 - 10 years	1. Complete parks master plan
7.B.2.4.3	Provide bike storage @ transit stops	CC, PC, Staff, KCATA	2 - 10 years	1. Identify transit friendly design criteria
7.B.2.4.4	Provide sidewalks on all streets	CC, PC, Staff	ongoing	1. Follow current standards 2. Analyze need to widen required sidewalks
7.B.2.4.5	Use ped/bike links between open spaces	CC, PC, Staff	ongoing	1. Complete parks master plan
7.B.2.5	Air Transportation			
7.B.2.5.1	Phase out existing airport	Land Owner	2 - 10 years	1. Market land for mixed use development
7.B.2.5.2	Support Eastern Jackson County Regional Airport	CC	ongoing	1. Identify funding to update airport master plan
7.B.3	COMMUNITY FACILITIES & SERVICES			
7.B.3.1	Education			
7.B.3.1.1	Reserve school sites	CC, School Districts	2 - 10 years	1. School Districts complete long range facility needs assessment
7.B.3.1.2	Coordinate CIP, Schools and other facilities	CC, Staff, School Districts	ongoing	1. School Districts complete long range facility needs assessment 2. Complete parks master plan 3. Coordinate planning efforts

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.3.1.3	Support growth and expansion of Blue River Community College	CC, Chamber	ongoing	1. Complete public training institute 2. Blue River Community College analyze future growth opportunities
7.B.3.1.4	Reserve site for a four year college	CC, Chamber	5 - 15 years	1. Identify appropriate location
7.B.3.1.5	Share park and school recreation facilities	CC, PC, Staff, School Districts, Friends of Parks	ongoing	1. School Districts complete long range facility needs assessment 2. Complete parks master plan 3. Coordinate planning efforts
7.B.3.2	Park and Recreation			
7.B.3.2.1	Require dedication by new development	CC, PC, Staff	ongoing	1. Complete parks master plan 2. Adopt draft ordinance
7.B.3.2.2	Use Parks master Plan to link open spaces	CC, PC, Staff, Friends of Parks	immediate - 10 years	1. Complete parks master plan
7.B.3.2.3	Use parks master plan to provide needed facilities	CC, PC, Staff, Friends of Parks	immediate - 10 years	1. Complete parks master plan 2. Prioritize facility needs
7.B.3.2.4	Study potential of regional scale park	CC, PC, Staff, Friends of Parks	5 - 15 years	1. Complete parks master plan
7.B.4	UTILITIES AND INFRASTRUCTURE			
7.B.4.1	Water Supply and Quality			
7.B.4.1.1	Link water and sewer extensions within timed service areas	CC, PC, Staff	ongoing	1. Complete utility master plan 2. Draft concurrency code requirements
7.B.4.1.2	Produce a groundwater resources plan	CC, PC, Staff	2 - 10 years	1. Complete utility master plan 2. Analyze resources for protection
7.B.4.1.3	Protect groundwater recharge areas	CC, PC, Staff	ongoing	1. Complete utility master plan 2. Analyze resources for protection
7.B.4.2	Waste Water			
7.B.4.2.1	Limit new septic systems	CC, PC, Staff	ongoing	1. Follow current ordinances
7.B.4.2.2	Systematically serve the Valley	CC, PC, Staff, LBVSD	ongoing	1. Complete utility master plan 2. Prioritize future service areas
7.B.4.2.3	Utilize fees to expedite expansion	CC, PC, Staff	immediate - 10 years	1. Draft new code language 2. Coordinate with other utility and building fees and taxes

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.4.2.4	Protect City's plant capacity	CC, PC, Staff, LBVSD	ongoing	1. Complete utility master plan 2. Coordinate with the Little Blue Valley Sewer District on for future expansions
7.B.4.2.5	Use BEST development practices to protect storm water run-off	CC, PC, Staff	ongoing	1. Follow current ordinances 2. Frequently review new state and federal regulations
7.B.4.3	Electric and Overhead utilities			
7.B.4.3.1	Plan service expansions	CC, PC, Staff	ongoing	1. Complete utility master plan 2. Identify future substation and transmission line locations
7.B.4.3.2	reserve substation locations	CC, PC, Staff	immediate - 5 years	1. Complete utility master plan 2. Identify future substation and transmission line locations
7.B.4.3.3	locate and landscape to minimize visual impact	CC, PC, Staff, outside utilities	ongoing	1. Complete utility master plan 2. Use effective criteria in site selection
7.B.4.4	Smart Community			
7.B.4.4.1	reserve easements for advanced communications	CC, PC, Staff, SWBT	immediate - 15 years	1. Complete utility master plan 2. Support regional model agreements 3. Require conduit for future system expansions in new subdivisions
7.B.4.4.2	Temper impact of communications infrastructure	CC, PC, Staff	immediate - 5 years	1. Use effective criteria in site selection 2. develop criteria for location and screening
7.B.4.4.3	Study potential of telecommuting centers	CC, PC, Staff, Chamber	2 - 5 years	1. Initiate study 2. require contributions from franchise/use agreements
7.B.4.4.4	Adjust zoning to encourage telecommunications based home businesses	CC, PC, Staff	2 - 5 years	1. revise home occupation code provisions
7.B.4.5	Gas Service			
7.B.4.5.1	Plan service expansions	CC, PC, Staff	ongoing	1. Include Gas company in utility master plan
7.B.4.6	Utility Coordination			
7.B.4.6.1	Complete area wide utility master plan	CC, PC, Staff	immediate - 2 years	1. Complete utility master plan
7.B.4.6.2	Require franchise utilities to follow master plan	CC, Staff	ongoing	1. Complete utility master plan

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.4.7	Development Patterns			
7.B.4.7.1	Encourage energy efficient development patterns	CC, PC, Staff	ongoing	1. Require development to follow Comprehensive Plan 2. Draft energy efficient construction regulations
7.B.5	ENVIRONMENTAL AND CULTURAL RESOURCES			
7.B.5.1	Environmental Stewardship			
7.B.5.1.1	Adopt "green" site development concepts	CC, PC, Staff	2 - 5 years	1. Research existing codes in other Cities 2. Draft new code provisions
7.B.5.1.2	Reduce non-point pollution	CC, PC, Staff	ongoing	1. Research existing codes in other Cities 2. Follow federal pollution standards 3. Draft new code provisions
7.B.5.1.3	Establish a local land trust	CC, PC, Staff	5 - 15 years	
7.B.5.1.4	Grant tax credits for voluntary restriction of development rights	CC, PC, Staff, State	5 - 15 years	
7.B.5.1.5	Use noise reducing landscapes	CC, PC, Staff	2 - 5 years	1. Identify areas for installation 2. develop design concepts 3. Draft new code provisions
7.B.5.2	Flood Plain and Stream Valley Environments			
7.B.5.2.1	Update Flood plain and sensitive area maps	Staff	5 - 15 years	1. Identify areas for FEMA study 2. acquire electronic environmental mapping
7.B.5.2.2	Prevent development in flood prone areas	CC, PC, Staff	ongoing	1. Follow current City Policy
7.B.5.2.3	Train staff in environmental techniques	Staff	ongoing	1. Identify areas where education is needed 2. Identify appropriate training opportunities
7.B.5.2.4	Sensitive areas overlay zone	CC, PC, Staff	2 - 5 years	1. Expand requirements for residential developments to nonresidential developments
7.B.5.2.5	Review storm water management requirements	Staff	ongoing	1. Continue to update policies to comply with federal and state requirements

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.5.3	Cultural and Historic Resources			
7.B.5.3.1	Encourage voluntary conservation and preservation	CC, PC, Staff, HC	ongoing	1. Complete a comprehensive historic resources inventory 2. Identify appropriate preservation approach for identified properties 3. Develop incentives for voluntary preservation in conjunction with development plans
7.B.5.3.2	Establish protections for preservation of historic character areas	CC, PC, Staff, HC	immediate - 5 years	1. Implement Historic Preservation Plan 2. Identify Character areas and eligibility for protection 3. Insure compliance with Section 106 review
7.B.5.3.3	Enhance the natural identity of the Valley	CC, PC, Staff	immediate - 5 years	1. Develop a quality gateway from 39th Street 2. develop natural and cultural resources as defining features and destination points
7.B.5.3.4	Use a conditional use procedure for adaptive reuse	CC, PC, Staff, HC	immediate - 5 years	1. Research alternative solutions 2. Draft zoning provisions 3. Draft Historic Preservation ordinance revisions
7.B.5.3.5	Complete a comprehensive historic resources inventory	Staff	immediate - 5 years	1. Identify survey areas 2. Complete comprehensive historic resource inventory
7.B.5.3.6	Support historic designations	CC, PC, Staff, HC	ongoing	1. Support appropriate historic designations
7.B.6	ECONOMIC DEVELOPMENT			
7.B.6.1	Business and Industrial Base			
7.B.6.1.1	Promote higher end users in the town center and mixed use areas	CC, PC, Staff, Developer	ongoing	1. Develop marketing materials
7.B.6.1.2	Use adequate public facility requirements	CC, PC, Staff	immediate - 2 years	1. Develop detailed adequate public facility requirements.
7.B.6.1.3	Explore special districts to enhance the Valley	CC, PC, Staff, Developer	ongoing	1. Identify appropriate situations for implementing special districts 2. Prioritize district implementation
7.B.6.1.4	Support professional development activities	CC, PC, Staff, Chamber	ongoing	1. Develop marketing materials

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Figure 16: Implementation Matrix

	Implementation Measures	Body of Action*	Time Frame	Next Steps (Short Term)
7.B.6.2	Cultural and Tourism Development			
7.B.6.2.1	Create a tours program	Tourism, Chamber	2 - 10 years	1. Identify potential tourism sites
7.B.6.2.2	Consider public art and museum attractions	CC, PC, Staff, Chamber	2 - 10 years	1. Identify public art and cultural opportunities
7.B.6.2.3	Study possibility of a performing arts center	CC, PC, Staff, Chamber	immediate - 10 years	1. Work with private sponsors of the performing arts center to identify an appropriate location 2. Identify funding

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