



# 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:

- 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.

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

**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 39<sup>th</sup> 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 37<sup>th</sup> 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

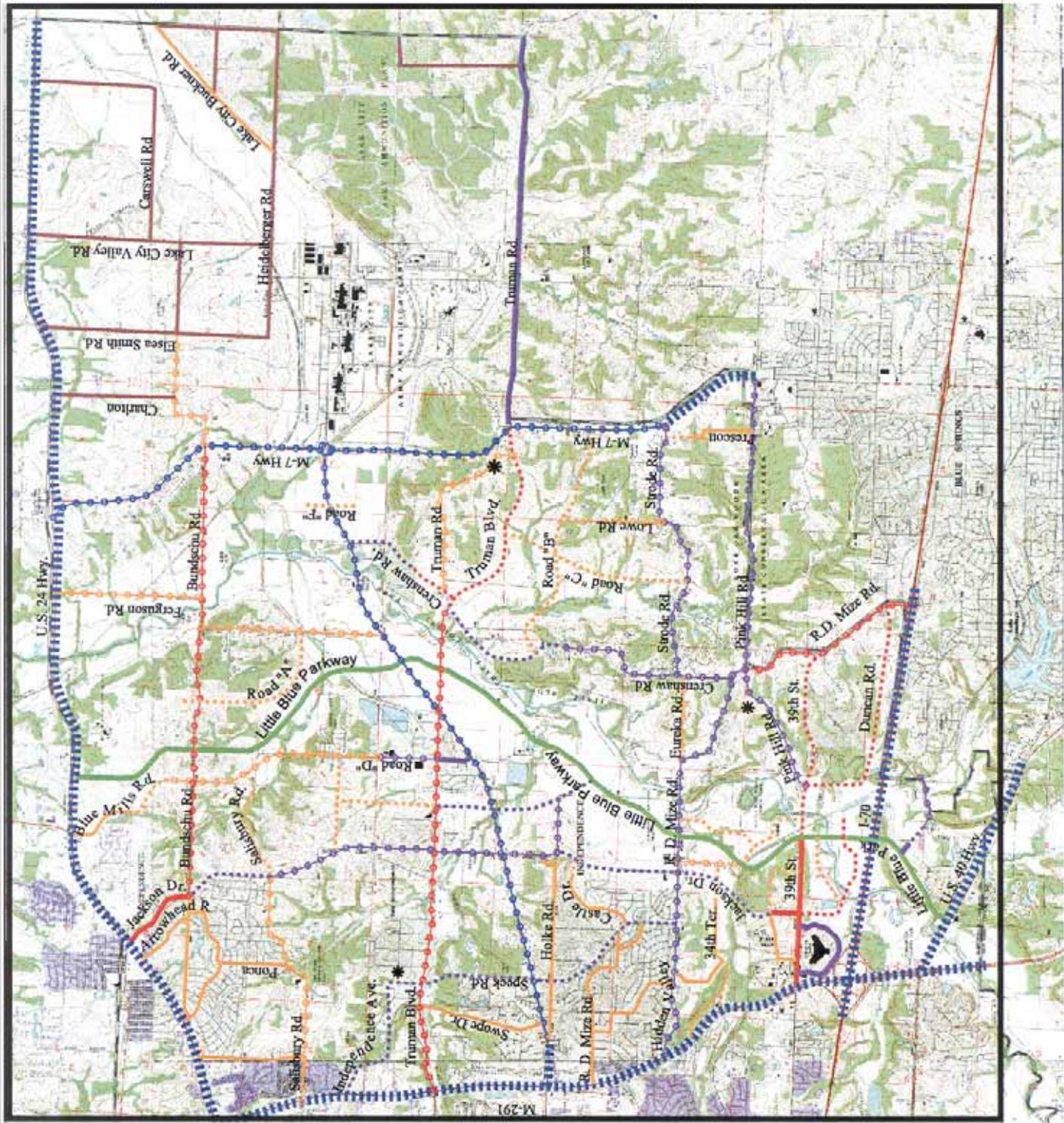
- Notes:
1. Planned Streets are shown in general locations.
  2. New Streets should follow topography.
  3. \* Indicates Change of Street Name Necessary.
  4. Street Classification subject to change based on area wide traffic model.
  5. Cranshaw Rd. may have design constraints.



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.

#### **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.



Buffering for regional retail development (immature)



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.

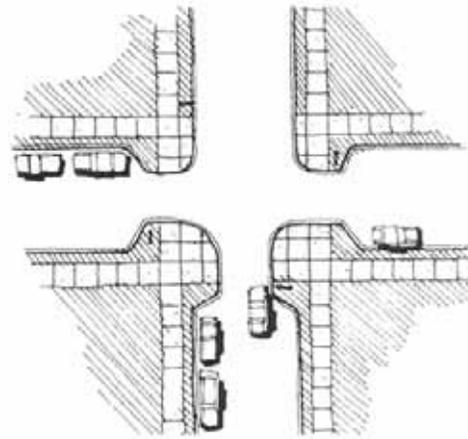
**7.B.2.3.3** Concentrate office employment uses at key road locations on the future transit system to make possible efficient, cost-effective service. Coordinate office use zoning with mixed-use and town and Village Center locations for same reason.

**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.

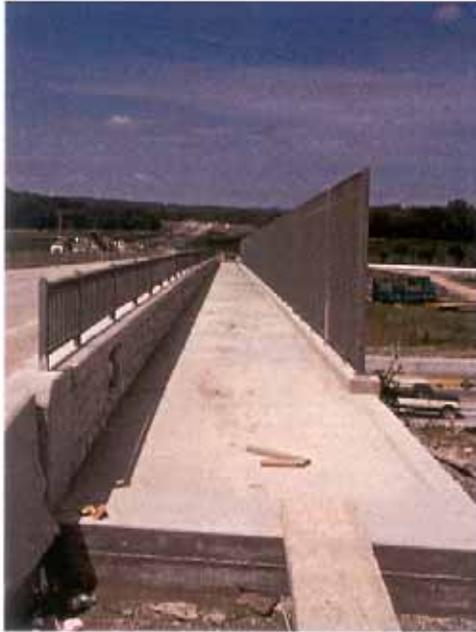
**7.B.2.3.5** Monitor metro area transit planning efforts.

### **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 existing 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**



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

### **7.B.4.1 Water Supply and Quality**

**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