



CHAPTER NINE

CITY OF SHAWNEE COMPREHENSIVE PLAN

IMPLEMENTATION

INTRODUCTION

The City of Shawnee has established a vision for the future. Community leaders have coordinated to develop goals to meet that vision by addressing land use, transportation, housing, image and growth capacity. Specific action statements are now in place and awaiting completion. The foundation is complete for the future that Shawnee's residents, business owners and community leaders desire and deserve.

The next step is implementation and, by all intents, it is generally the most difficult. Initial implementation of the Comprehensive Plan is the point at which most community's falter as they attempt to bridge the gap between the grand vision and stark reality. Too often, the initial reaction is to utilize the Comprehensive Plan as a guide for land use changes or a tool to be used only as needed. In other instances, community's struggle as they attempt to determine which actions should be conducted first, by whom, and along what specific timeline.

The Comprehensive Plan for the City of Shawnee is an action oriented document. It is designed for a community that wants to direct, rather than react. It is the result of numerous individuals looking to make a difference in the future of Shawnee with full knowledge that success of the plan will rest in its implementation.

The purpose of the Implementation Element is to provide the bridge between "planning" and "completing". The element includes specific recommendations designed to make implementation easier. It also includes a short term strategic plan for beginning to put the Comprehensive Plan into action.

The strategic plan is based upon coordination between community leaders. During a planning workshop, community leaders examined the various action statements found throughout the Comprehensive Plan, prioritized actions, and determined those items most appropriate for short term implementation. Each task selected for completion was further detailed to include concepts for cost, responsibility, time needed for completion and benchmarks for determining success.

IMPLEMENTATION RECOMMENDATIONS

Following are techniques designed to improve the chances of succeeding in implementation of the Shawnee Comprehensive Plan:

FORM IMPLEMENTATION TASK FORCE

Momentum must not be allowed to falter once the plan has been adopted. Immediately following approval of the plan, it is highly recommended that the City establish an Implementation Task Force. The role of the Task Force is to refine and prioritize the Implementation Plan and initiate action. Task Force membership may include key members of City Staff; select members of the development and business communities; individuals from other public agencies and institutions; leaders from organized civic groups; and, residents of Shawnee.

Much of the initial responsibility of the Task Force has been completed through the workshop and development of a Strategic Plan. After the first year, however, the Implementation Task Force will be charged with the tough task of honing actions beyond the information provided in the plan and revising the Strategic Plan. The Task Force will propose methods or programs to be used to implement the proposed actions, specifically identifying which agencies/ departments will be responsible for implementation, defining costs, proposing sources of funding, and establishing a time frame in which the recommended action will be accomplished.

The work of the Implementation Task Force should be short term and occur annually. The product of the Task Force should be a revised strategic plan based upon the accomplishments of the prior year and determination of actions to accomplish or initiate within the year. Departments and organizations charged with completing tasks, or aiding in their completion, can use the proposal in the budget process and in determining other needed resources. The City Council can utilize the proposal for overall budget and resource decisions as well as establishing benchmarks for departmental performance.





MAINTAIN CITIZEN INVOLVEMENT

Active participation has been a cornerstone of the process to create the Comprehensive Plan; however, it is even more essential as a means of implementing the plan. To do this, current and future leaders must pledge their support to maintain public involvement, awareness and commitment to the purpose and importance of the plan.

Shawnee residents shared in developing the plan's goals, objectives and proposals by participating in a Community Forum and a series of key person interviews. The many ideas and comments contributed by citizens during the plan's development were incorporated and shaped the resulting priorities and action strategies. Citizens should continue to be involved in implementation and maintenance of the plan. Advisory committees, public meetings and community workshops, open houses and public forums, newsletters, media releases, and public notices should be used to inform and involve citizens in continued planning. Methods and activities for public participation should be carefully chosen and designed to achieve meaningful and effective involvement.

QUALITY IS KEY

The plan is designed to improve and enhance the quality of life for current and future residents. It is meant to provide a standard of excellence by which future development, programs and activities can be measured. It is this level of quality that is highly desired by stakeholders in the community, whether it is in terms of housing, infrastructure, a new regional park, downtown redevelopment, gateways and corridors, or simply Shawnee's approach to its future.

Quality is consistently mentioned throughout the Comprehensive Plan. It is a standard to which all elements of the plan should be held. New facilities should be designed as landmarks with an understanding of their ability to positively impact the surrounding environment. Gateways for the community should represent the character of the community. Programs created as part of the plan should establish best practices for other communities to follow.

MAKE SUCCESS QUICK AND CONSTANT

A strategy used by successful organizations is to seek results early in the implementation process. By doing so, stakeholders are able to see the benefits of their involvement. Momentum is a result, which naturally solicits more involvement by persons desiring to be involved in a successful program. Some recommended actions do not bear significant budgetary obligation. These programs and activities provide an immediate opportunity to make an impact on the community, and thus on the successful implementation of this plan.

Success is a powerful tool for marketing the plan. As such, serious consideration should be given to making sure that successes are consistent throughout the implementation process. Some actions will take longer to complete than others. Those projects should commence in a timeframe that will allow for both balancing resources and constant success.

SOLVE PROBLEMS CREATIVELY

In order to seek continuous improvement it is necessary to be creative and innovative in your approach to solving key issues and problems. It is this ability to overcome what may ordinarily be considered as obstacles that will demonstrate the City's willingness and ability to achieve the community vision, including the use of creative solutions. An example may include coordination between jurisdictions to seek objectives and results that may not be possible without a joint venture, such as provision of water and sewer as a means of promoting quality development that benefits Shawnee residents.

SHARE RESPONSIBILITY AND REWARDS

This plan cannot be carried out by an individual or even a single department. Implementation of the Comprehensive Plan requires responsibility and accountability from a number of diverse parties. In several cases, results will not come quickly, particularly in instances that are likely to create some controversy or come at a significant expense. However, once accomplished, each task of the plan will improve area quality of life and instill a sense of pride and accomplishment in the community.

To ease effort and expense, responsibility for accomplishing the tasks of the Comprehensive Plan should also be shared by a number of individuals and organizations. By working together the community can achieve its vision, which is of benefit to all involved.

INTEGRATE PLANNING INTO DAILY DECISIONS

Opportunities for integrating the plan's recommendations into other business practices and programs of the City are vital to widespread recognition of the plan as a decision-making tool. For instance, the plan's recommendations should be widely used in decisions pertaining to infrastructure improvements, proposed new development and redevelopment, expansion of public facilities, services and programs, and the capital budgeting process. The plan should be referenced often to maintain its relevance to local decisions and to support the decisions that are being made.

FINANCING

There are a variety of financing tools and techniques that are available to the City, which are not commonly used by





municipalities. These tools, under the right circumstances, may be used effectively to finance public improvements and to provide incentives to private businesses. Access to grants and loans from public and private sources is a prime example from the standpoint that they are rarely used to the extent possible. Literally millions in available resources go unutilized every year, the majority of which are available to government entities or partner nonprofit organizations.

REQUIRING UPDATES AND IMPLEMENTATION

To ensure that current and future elected officials, as well as the general public, remain committed to the success of the Comprehensive Plan, many communities have begun officially committing to plan implementation and maintenance. Most popular is a resolution that confirms the community's commitment to the plan and to the steps necessary to enhance area quality of life. Recommended items to incorporate into a resolution include development of an Implementation Task Force, annual updates on success of the plan by the Planning and Zoning Commission, consideration of the plan in development of budgets and in daily decisions, and a schedule of minor and major updates

PLAN MAINTENANCE

The culmination of the comprehensive planning process is an implementation program that includes specific program recommendations and actions addressing each of the plan elements. The products of the implementation program include a series of specific actions for each element of the plan and linkages to implementation tools such as the zoning ordinance, subdivision regulations, other development-related ordinances, the City's annual budget process, longer-term capital improvements planning and potential bond financing, grant opportunities, and ongoing coordination with other public and private partners in plan implementation.

Circumstances will continue to change in the future, and the plan will require modifications and refinements to be kept up to date. Some of its proposals may be found unworkable and other solutions will continue to emerge. Needed refinements and changes should be carefully noted and thoroughly considered as part of Annual Plan Amendments and Five-Year Major Plan Updates. As changes occur, however, the Vision of the City should remain the central theme and provide a unifying focus. The plan's importance lies in the commitment of citizens to agree on the region's purposes and priorities for the future, and to apply that consensus in continuing efforts that focus on the betterment of their community. Since change is certain to occur, both the plan and the City's implementation tools should be periodically

reviewed and updated to ensure their effectiveness in achieving the desired vision, goals and objectives of the community.

ANNUAL PLAN AMENDMENT PROCESS

The Planning and Zoning Commission is responsible for continuous monitoring and evaluation of the Comprehensive Plan. It is recommended that the responsibility be shared or initiated by an Implementation Task Force. Annual plan amendments will provide an opportunity for relatively minor plan updates and revisions such as changes in future land use policies, implementation actions, and review of plan consistency with ordinances and regulations. Annual plan amendments should be prepared and distributed in the form of addenda to the adopted plan. Identification of potential plan amendments should be an ongoing process by the Planning and Zoning Commission and City staff throughout the year. Citizens, property owners, community organizations and other governmental entities can also submit requests for plan amendments. Proposed plan amendments should be reviewed and approved by the Planning and Zoning Commission. The Planning and Zoning Commission and City Commission should adopt plan amendments in a manner similar to the plan itself, including public hearings and consideration of action.

ANNUAL REPORT OF THE PLANNING AND ZONING COMMISSION

The Planning and Zoning Commission should prepare an Annual Report for submittal and presentation to the City Council. The proposed, updated Strategic Plan should be a part of the Annual Report. Status of implementation for the plan should be included in the Annual Report. Significant actions and accomplishments during the past year should be included as well as recommendations for needed actions and programs to be developed and implemented in the coming year. The time schedule for preparation and submittal of the Annual Report should be coordinated with the City's annual budget development process so that the recommendations will be available early in the budgeting process.

MAJOR PLAN UPDATES

Major updating of the plan should occur every five years. These updates will ensure renewal and continued usefulness of the plan for use by City officials, staff and others. Annual plan amendments from the previous four years should be incorporated into the next major plan update. Plan updates will be a significant undertaking involving City officials, City departments and citizens. Consultant services may be utilized if necessary.

As a part of major plan updates, the City should review and update the base data including population projections and





existing land use. Additionally, the goals, objectives and policies of the plan should be analyzed and reviewed to determine their effectiveness and relevance to current conditions. Goals, objectives and policies that were not previously achieved due to obstacles should be identified, and new or modified goals, objectives and policies should be developed as necessary based on new data, revisions to the anticipated time frame, specificity of objectives and actions, and identification of appropriate implementation agencies.

The result of a major plan update will be a new plan for the City, including identification of up-to-date goals, objectives, policies and implementation actions.

IMPLEMENTING THE PLAN

The essence of the plan is in the City's ability to implement its goals, objectives and actions through tools like subdivision regulations, zoning ordinance and coordination with entities such as ODOT or the Shawnee Chamber of Commerce. In a continually changing environment, enforcement is a necessary action not only to preserve the character and integrity of established neighborhoods and nonresidential areas, but also to ensure sustainable quality development in the future.

Perhaps the most important method of implementing the plan comes through a day-to-day commitment by elected and appointed officials, City staff, and citizens of the community. The plan must be perceived as a useful and capable tool in directing the City's future. Plan elements and maps should be displayed and available for ready reference by public officials, City staff, business and property owners, and citizens. It is this high visibility that will make the plan successful, dynamic and a powerful tool for guiding Shawnee's future growth and development.

Plan implementation activities should include the following:

- ◆ Future Land Use Plan – Implementation will include use of the Future Land Use Plan and polices in decision-making relating to zoning and subdivision approvals, to ensure that development and redevelopment are consistent with the City's plan. The plan should be used to identify appropriate areas for development based on land use compatibility, infrastructure availability and environmental constraints. Additionally it should be used to direct residential and nonresidential growth in appropriate areas.
- ◆ Thoroughfare Plan – The Thoroughfare Plan should be used in subdivision plat review and dedication of needed rights-of-way for street and highway improvements.

- ◆ Existing Regulations – Existing regulations and ordinances, including the zoning and subdivision ordinances, should be reviewed and updated to reflect the policies identified in the plan.
- ◆ Economic Development – Policies and strategies identified in the plan should serve as a basis for providing economic incentives and enhancing economic development opportunities in the City. Land use policies should be used in encouraging industrial and commercial development in appropriate and compatible areas.
- ◆ Private Property Owners/Developers – Private property owners and developers should utilize the plan in identifying appropriate areas for development, based on natural constraints, land use compatibility, and upgrading of transportation facilities and public utilities. The plan should be used by local leaders in encouraging development that is compatible with the policies identified in the plan.
- ◆ Elected Officials and Staff – The City Council, Planning and Zoning Commission and City staff should constantly use the plan in guiding decisions regarding subdivision changes/revisions and in implementing the zoning ordinance. The plan should continually be referenced in planning studies and zoning case reports as well as informal discussion situations. Proposals for new development should be consistent with the policies outlined in the Comprehensive Plan.

2005 STRATEGIC IMPLEMENTATION PLAN

The Strategic Plan is the final, essential step in the comprehensive planning process. The Strategic Plan is a “checklist” of action statements that represent those items considered to be the most critical “next steps.” The Strategic Implementation Plan was developed following coordination between the City Commission and Planning and Zoning Commission. This initial plan of action is designed to “kick start” implementation activities by the City and other public and private partners by addressing those projects that can be immediately undertaken or are so pressing as to require immediate action.

The Strategic Plan is meant to evolve. Each year, actions that have been accomplished should be removed from the list, perhaps to be placed in a new list highlighting the “successes” of the Comprehensive Plan. New actions should be placed into the Strategic Plan so that continuous effort is taken toward meeting the vision established in the Comprehensive Plan. This process is among the various tasks that can be undertaken by an





Implementation Task Force for submission to the City Commission.

During February 2005, a joint workshop between the City Commissioners and members of the Planning & Zoning Commission determined that the following plan-related items should be addressed during 2005:

RESIDENTIAL AND COMMERCIAL INFILL DEVELOPMENT

Task 1: Conduct a housing market analysis to determine appropriate markets for infill activity.

- ◆ Provide recommendations regarding price markets, alternative housing markets appropriate to Shawnee, and target locations.

Task 2: Examine best practices throughout the country to determine if they are applicable for use in Shawnee including infill incentives, development techniques and other methods that improve capacity.

Task 3: Revise Ordinances to reflect proposed changes in the Comprehensive Plan, including those that promote or remove barriers to infill development.

- ◆ Incorporate alternative housing types such as granny flats, row houses and multiple family homes in new development and existing neighborhoods.
- ◆ Provide density incentives to developers that are willing to incorporate alternative housing types into a new development.
- ◆ Promote alternative site design including zero-lot line development, reduced setbacks, reduced street widths, reduced lot size, mixed use development, cluster housing, and increased density.

Task 4: Conduct one or more forums between participants in infill development to discuss and promote infill development.

- ◆ Participants should include the City of Shawnee, area builders, lenders, and developers.
- ◆ Educate builders, developers and the general public regarding the benefits of a diversified housing stock.
- ◆ Discuss low interest loans and grant programs as a means to entice residents to invest in downtown mixed use activities that include residential units.
- ◆ Discuss the concept of annual rental registration requirement for all housing structures that will at least partially be available for lease. Registration should require an inspection of facilities prior to issuance of a permit.

Task 5: Identify and profile vacant or underdeveloped sites throughout Shawnee as candidates for infill development.

- ◆ Designate specific sites for immediate marketing and development.
- ◆ Establish priority and use for other sites through neighborhood and district action plans.
- ◆ Continue demolition of substandard and dilapidated housing with emphasis on the potential infill development and removal of structures along "identity" corridors.

IMAGE

Task 1: Develop an enhancement plan for corridors in Shawnee.

- ◆ Incorporate visual features in the streetscape to allow for implementation over time, beginning with sites that will have significant visual impact.
- ◆ Establish design and aesthetic improvements along specific streets to be placed into capital improvement projects as they occur.
- ◆ Coordinate street furniture, street lights, street trees and other items of the streetscape to ensure an efficient and appealing image, including deviations as needed to enhance individual character districts.

Task 2: Establish gateway points into the City of Shawnee, particularly upon entrance into the community along I-40.

- ◆ Coordinate with ODOT to ensure that required parameters are met.

Task 3: Develop a unique, themed wayfinding system throughout Shawnee.

INTERGOVERNMENTAL COORDINATION

Task 1: Appoint a task force or committee comprised of the City of Shawnee, the sovereign tribal nations, Pottawatomie County, and other parties for discussion of issues of mutual interest.

- ◆ Establish a liaison to represent the City of Shawnee
- ◆ Potential issues of interest to initiate discussion:
 - Fire and Police Service issues, including local small area radio waves
 - Capacity and coordination of water and sewer use
 - Shared consensus on growth patterns, uses and techniques
 - Transportation Plan
 - Common image and themes for the area

Task 2: Coordinate enhancement plans with other parties that have an interest in a well maintained and managed Shawnee.





- ◆ Potential entities include the City of Shawnee, the chamber of commerce, the Shawnee Economic Development Foundation, and the Convention & Visitors Bureau
- ◆ Coordinate with ODOT in discussions regarding transportation, streetscape and beautification.

TRANSPORTATION

Task 1: Develop a phased plan of pedestrian oriented improvements throughout Shawnee.

- ◆ Perform an assessment of current conditions of sidewalks and prioritize improvements by connectivity and level of use.
- ◆ Evaluate and propose improvements including, pedestrian crosswalks, signage, school zones, handicap ramps, curb cuts, and pedestrian timings at signalized intersections, such as Kickapoo & MacArthur, Union & MacArthur, and Union & Highland Streets.
- ◆ Establish new sidewalk standards designed to improve pedestrian activity, including classification, materials, treatments, width, offset distance from roadway, continuity, location of crosswalks, ramps.

Task 2: Explore alternative solutions to the current configuration of Kickapoo Street from MacArthur Street south.

- ◆ Incorporate access management principles from I-40 south to Main Street.

GROWTH

Task 1: Initiate a series of Neighborhood and District Action Plans to improve and protect Shawnee neighborhoods and character districts.

- ◆ Identify neighborhoods throughout Shawnee and determine a number of plans to be completed annually.
- ◆ Determine methods for funding or otherwise implementing improvements determined by neighborhood and district plans.

Task 2: Discuss a program for developing neighborhood and district organizations to ensure input and equal representation such homeowner or property owner associations.

- ◆ Establish programs that local organizations can assist with that will improve the quality of life in neighborhoods, such as Crime Watch, neighborhood clean-up, assistance with code enforcement, programs for seniors and youth, and maintenance of public spaces and recreation areas.