

CHAPTER 10 IMPLEMENTATION AND ACTION PLAN

ACTION PLAN

The breadth of Master Plan recommendations necessitates a condensed list of the major tasks that require action. Seven “Action Plan” summary tables are provided on the following pages. Each table prioritizes projects and defines a timeframe for implementation. Department responsibilities and possible funding sources are provided for each entry. Costs estimates are provided in most cases. Cost estimates are provided for planning purposes. Actual costs may be much different than estimated. The actual costs cannot be determined until the scope of work is defined for each task.

In most all cases, various organizations, governments and departments are listed as potential partners and funding sources. As mentioned several times throughout this plan, the city must be able to approach projects on a collaborative basis given the aggressive schedule contemplated in this plan and limited local funding.

The Action Plan tables are intended to be used by the City Administration to prioritize departmental actions and to review progress. One of three levels of priority is given under each entry under the “Priority” column. The city will vigorously pursue “high” priority task during the 2005-2010 planning cycle. “Medium” priority tasks will be pursued as staff and financial resources become available. The city, where appropriate, will encourage partners defined for each task to pursue both high and medium priority tasks. “Low” priority activities will likely not be funded or pursued or during the 2005-2010 planning period.

However, City Council will set the course for administrative actions and priority funding over the next five years using the Action Plan tables for guidance. The City Manager and Department Heads will use the Action Plan tables when preparing department budgets and work assignments.

The Economic Development, Zoning, Redevelopment, Neighborhoods and Housing, Quality of Life, Utilities, and Transportation Action Plan tables are provided on the following pages.

Five-Year Update: Although not specifically mentioned in the following tables, a key recommended action that spans all of the aforementioned categories is an extensive update of this Master Plan at the end of the five-year planning cycle. Although this plan includes some longer-term recommendations, the bulk of the strategies must be implemented within five years.

Action Plan Priorities

High Priority tasks are essential and must be implemented over the 5-year planning period. Funding and staff resources must be made available accordingly.

Medium Priority tasks will be pursued by the City as resources become available to implement simultaneously with defined *high priority* tasks.

Low Priority tasks will likely not be funded or pursued during the 2005-2010 planning period, unless priorities change or a sufficient number of high- and medium-priority tasks are implemented. These tasks will likely need to be reevaluated during the next Master Plan update scheduled in 2010.

ECONOMIC DEVELOPMENT

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Hire Economic Development Director	H						City Manager	Chamber	\$116,000	General Fund	Improve communication between Council and Economic Development functions. Need dedicated staff person to promote Middletown.	ED 2.1
Create and Fund Industrial Development Corporation	H						City Manager	Chamber of Commerce, businesses and institutions	Funding for projects will likely come from bonds to be paid by TIF or assessment revenue.	Dedicated Millage, Voter Approved; Hotel Tax, Membership Fees	Volunteer organization with board of directors from business community and city officials. Has funding and authority to purchase property, enter into development agreements, and extend infrastructure. Use city staff for support initially.	ED 2.2
Create an Economic Development Incentive Policy	H						City Manager, Economic Development	Chamber, MCSD	\$10,000 for outside assistance	General Fund	Clearly articulate incentives and expectations for use. Seek public school and community buy-in and understanding.	ED 2.3, 4.5
Define and Fund Economic Development Programs/ Marketing Strategy	H						City Manager, Economic Development	Chamber	\$250,000 first 3 years	General Fund, Bonds, Dedicated Millage	ED Director should establish programs and marketing strategy working with Chamber and City Council. Funds are needed for promotional materials, web design, targeted marketing efforts, proposals, employee development, professional services, and subscriptions, etc.	ED 2.1, 2.4, 4.1, 4.4, 5.1, 5.2, 5.3
Annex adjacent land for Business Park Development/Growth	H						Economic Development	Chamber	Not known	General Fund	Ensure adequate land is available for long-term economic growth. A minimum of 200 additional acres are needed for immediate preservation.	ED 3.1
Develop High Tech Business Park	H						City Manager, Economic Development, Engineering, Environmental Services, Planning	Chamber, Port Authority, Industrial Corp., private industry, banks, developers, etc.	\$500 to \$700 per lineal foot for road, water, sewer extensions combined + private utility infrastructure costs. Does not include land costs.	Bonds, TIF, Assessments, EDA Funds, Third Frontier	First park should be at least 100 acres in size located near the interstate and Middletown Regional Hospital Healthcare and Technology Campus. Development costs cannot be accurately determined until the number of acres, location of property, and site constraints are known.	ED 1.1
Hire Economic Development Specialists	M						Economic Development	City activity	\$86,000	General Fund	Hire after Economic Development Director is hired and programs and policies are in place.	ED 2.1
Hire Administrative Assistant	L						Economic Development	City activity	\$51,739	General Fund	Consider giving existing staff person split responsibilities until funding is available.	ED 2.1

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REDEVELOPMENT

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Create Brownfield/ Greyfield Inventory	H						Planning	Chamber, Industrial Development Corporation,	\$15,000 for intern plus for some oversight by environmental firm	General Fund	Needed to assess extent of problem. Provide data to developers with redevelopment experience. Hire intern to assemble data.	RD 1.1
Create Brownfields Resource Team	H						Planning, Environmental Services	EPA, environmental consultants, County, TID, Port Authority etc to provide expertise, property owners	\$3,000 per year to cover any expenses	General Fund	Members should have broad-based experience in land development. Prioritize redevelopment opportunities and make recommendations to Council. Create a decision making matrix.	RD 1.2
Obtain Critical Feedback on Redevelopment Policies	H						Planning, Environmental Services	EPA, environmental consultants, and local governments	\$3,000 for travel related expenses	General Fund	Meet with jurisdictions that have demonstrated success of redeveloping brownfields and greyfields to learn from their mistakes and best practices before moving forward with actual projects.	RD 1.3
Develop Brownfield Redevelopment Program	H						Planning, Environmental Services, Brownfield Resource Team	EPA, environmental consultants, County, TID, Port Authority etc to provide expertise, property owners	\$5,000 for administrative and copy costs	HUD's BDI	Utilize success of Aeronca as a springboard for the creation of an official brownfields policy and redevelopment program.	RD 1.4
Redevelop Towne Mall	H						City Manager, Planning, Economic Development	Property Owner, TID, Port Authority	Costs could be as high as \$80 million. Actual cost will depend on the design of the new plan.	TIF, Assessments, Private investment, Transportation Enhancement Grant	Redevelop into mixed use open air mall before a competing venue is established nearby and drains all market potential away from mall.	QL 3.3
Redevelop Greyfields in prioritized fashion.	H						Team approach, Multiple City Departments	EPA, County, TID, Port Authority, private sector, property owners, Industrial Development Corporation	Millions will be required. Cost estimates cannot be determined at this time	EPA Assessment and Clean Up Grants; Investor Developer Investments; Bonds/TIF	City will likely have to provide some financial assistance such as environmental assessment and clean up funds. Other strategies include demolition and infrastructure improvements.	RD 1.5, HN 5.3
Build Critical Support for Redevelopment in Community	H						Planning, Environmental Services, City Manager	Chamber, Industrial Development Corporation, Community-Based Organizations	\$5,000 - \$10,000 for promotional materials	General Fund	Inform residents and business community on importance of such actions and realities regarding redevelopment difficulties.	RD 1.6
Start a Land Bank Program	M						Planning, Neighborhood Improvement, Community Development	Neighborhood organizations, CDC		Consider a Vacant Property Registration and Fee Program, Ohio Green Funds, General Fund	Utilize in worst case scenarios when property owner is nonresponsive and structure is creating a nuisance and depressed property values. Landbank highly visible nuisance properties located adjacent to important thoroughfares.	RD 1.8
Promote Mixed Use Development	M						City Manager, Planning Department, Planning Commission	Developers, Property Owners, CDCs, Port Authority	\$5,000 for promotional materials, handouts, etc.	May have to provide incentives in terms of increased code enforcement around site or upgrade infrastructure or more direct subsidy	Encourage developers to provide traditional, mixed use development at larger redevelopment and infill sites to re-establish amenities and conveniently located goods, services, and employment. Inform residents of the benefits of mixed used development to gain support before actual mixed use development projects commence.	RD 2.1, 2.2, 2.3, 2.5

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HOUSING AND NEIGHBORHOODS

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Increase Code Enforcement Activities	H	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	Neighborhood Improvement, Community Development	Neighborhood organizations	\$250,000 per year	General Fund, CDBG	Administer enforcement in targeted fashion in healthy neighborhoods to stave off negative housing cycles; improve conditions in target neighborhoods selected for revitalization; and increase attractiveness adjacent to redevelopment projects.	HN 1.5, 2.3, 3.1, 4.1, 5.4
Streamline Eminent Domain Produces	H	Terminal					City Manager, Legal	Butler County	\$5,000	General Fund	Take Advantage of Reap Program; Acquire and remove blighted properties in the fastest time permitted under law.	HN 4.5
Create Neighborhood Indicators Database	H	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	Planning, Community Development	Universities, student project	\$5,000 for intern	General Fund, CDBG	I.D. neighborhoods as healthy, transitional, declining. Use data to identify neighborhoods that should be revitalized to prevent negative housing cycles in healthy neighborhoods.	HN 1.1, 5.1
Create Infill Housing Program	H	Terminal					Planning, Community Development	MCSD, BMHA, NHS	\$5,000	General Fund, CDBG	Include vacant lots, vacated/blighted structures. Share information with housing developers. Database should be linked to brownfield/greyfield database to show all housing development opportunities on vacant or underutilized property.	HN 2.2, 4.4
Target Neighborhood for Revitalization	H	Terminal					Planning, Community Development	Banks, Realtors, Developers, Foundations, Port Authority, County, NHP, CDCs, BMHA	\$50,000 - \$75,000 planning	General Fund, CDBG	Planning costs to determine appropriate incentives, housing rehabilitation spending limits on a per unit basis, identify units/structures for rehabilitation or demolition, code enforcement strategy, identify larger infill/mixed use opportunities, property acquisition/disposition methods, identify target market.	HN 1.2, 1.3, 1.4
Revitalize Target Neighborhood	H	Terminal	Terminal	Terminal			Planning, Community Development	Banks, Realtors, Developers, Foundations, Port Authority, NHP, CDCs, BMHA	Millions in public and private investment. \$45,000/unit rehab; \$10,000/unit demolition; \$1 million property acquisition	CDBG, HOME, Private Investment, Bank CRA Investment, Partnership Funds, TIF	Concentrate available resources in target neighborhood until it is fully revitalized. Repeat process until all neighborhoods are stabilized. Desired impact will take a multi-year effort. Selected neighborhood should be located adjacent to a healthy neighborhood to stop negative housing cycles. Cost for new home construction will vary based on target market.	HN 1.5, 1.6, 4.4
Right Size Housing Inventory; Demolish Nuisance/Blighted Structures	H	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Neighborhood Improvement, Community Development	BMHA	\$8,000 per unit residential	CDBG, General Fund	Replace 1% of housing inventory each year to maintain competitive housing in Middletown. Use code enforcement to encourage property owner-initiated demolition. Use public money when property owner is not receptive. Consider creating a vacant building registry.	HN 3.2
Develop, strengthen grass roots neighborhood organizations	M	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	Planning, Community Development	2nd Ward Community Council, Middletown Community Foundation, PRISM, Neighborhood Watch, United Way	\$50,000	CDBG, foundations, non profits	Strong neighborhoods in mature areas often require strong grassroots activity and self-promotion as an excellent place to live and raise a family. Empower passionate residents to make a difference in their neighborhoods.	HN 4.2, QL 2.3
Create landbanking and property disposition program	M	Terminal	Terminal	Terminal			Planning, Neighborhood Improvement, Community Development	Developers, NHP, CDCs, Foundation, County tax sales	Acquisition and demolition Cost will vary based on the property.	General Fund, Port Authority	Acquire neglected, blighted, nuisance properties that have a negative impact on adjacent property values and are located at highly visible locations. Property acquisition, clearance and landbanking should be done as a last resort to mitigate a problem property.	HN 2.2, 4.5
Neighborhood Promotional Materials	L	Terminal	Terminal				Planning, Community Development, Neighborhood Organizations	Media, Community Foundation	\$1,500	CDBG, HOME, Foundation, CDC's	Promote high quality of life found in Middletown neighborhoods to region.	QL 2.4
Acquire/zone additional property for low density, higher end single family development	L	Terminal	Terminal	Terminal			City Manager, Planning	City activity	In-house cost	General Fund	Housing demand for new higher-end residential is stronger than anticipated given success of the Renaissance subdivision developed by Clayton Homes. Additional land will be needed in same general location in next 3 to 5 years to satisfy market demand.	HN 2.1

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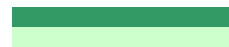

QUALITY OF LIFE

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Institute formal communication between schools and city	H	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	City Manager	MCSD	N/A	N/A	Needed to share critical information and build awareness of each other's needs, strategies, opportunities and constraints.	QL 1.1
Work with schools to gain better understanding and acceptance of community diversity	H	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	City Manager	MCSD	NA	N/A	MCSD is investing heavily in understanding diversity and make appropriate policies. Promote MCSD's community survey that will be undertaken to assess community views and attitudes as part a larger strategic planning process. Utilize data to address diversity related issues.	QL 1.2, 2.5
Strengthen Civic Unity and participation in government	H	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	City Manager, Planning, Community Development	Chamber, MCSD	\$10,000	General Fund	Ensure boards, commissions, subcommittees are representative of the entire community. Complaints were heard that the same people do everything. Enhance communication with residents to increase participation. Create communications network to better inform individuals and groups that are interested in civic involvement.	QL 2.3
Revitalize Downtown to increase Civic Pride and Enhance Community Image	H	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Multiple Departments depending upon task; Planning should serve as project manager	Downtown Alliance, Chamber	Façade improvements, streetscape , business assistance loans and grants	TIF, SID, Assessments, Downtown Improvement Grants, Private investment, Historic Tax Credits, Transportation Enhancement Grant	Implement past plans, build organizational capacity, attract diverse land uses, establish as cultural/entertainment center, connect to the river.	QL 2.6, 4.1 - 4.9
Work with schools to identify opportunities to share facilities and grounds for the betterment of the entire community.	M	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	Planning	MCSD	N/A	N/A	Identify possible strategies to share facilities for multiple purposes such as a school/recreation facility or school grounds/park facilities or school facilities/neighborhood centers.	QL 3.1, 3.2
Start a first impression program of creating gateways and streetscape improvements	M	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	Planning, Economic Development	Chamber, ODOT, OKI, TID, Private Sector	Millions in combined public investment	Transportation Enhancement Grants, Assessments; bonds, TIF, SID	Improve streetscape during scheduled improvements to existing roadway to reduce local cost burden. State highways are eligible for TEA-21 Transportation Enhancement grants which can be used for streetscape improvements. Such improvements are needed to improve the image of Middletown's corridors.	QL 2.1
Develop Marketing/Branding Strategy for Middletown	M	Terminal	Terminal				Planning/Economic Development	Chamber, CVB	Up to \$50,000	General Fund, Chamber, CVB	May require the assistance of a Public Relations/Marketing firm. Utilize volunteers to help keep costs down. However, positive information must be constantly released to change regional perceptions. High quality spots, ads, and print materials are needed.	QL 2.4, 4.6
Develop a park on east side	M	Terminal	Terminal	Terminal	Terminal	Terminal	City Manager, Planning		500,000	Clean Ohio, TIF, land donation,/dedication	Park should be designed as a business park and neighborhood amenity with outdoor seating, trails and reflective areas. Parks should be encouraged in conjunction with new development.	QL 3.6
Modernize the Park System	M	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Planning , Community Services	Neighborhood and civic organizations, business community	\$3 million	Park Impact Fee, Nature Works, LWCF, Clean Ohio, Donations	Consider consolidating facilities into fewer parks to improve the quality of the facilities provided. Prepare a parks and recreation master plan to determine needs. Create new parks in under-served areas in the east and northeast. Resident survey indicated a desire for open space and trails, etc., in addition to new playground and athletic facilities.	QL 3.5

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TRANSPORTATION

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Plan Gateway Improvements at I-75/ SR 122 Interchange	H						Engineering, Planning	Warren County, Port Authority, OKI, ODOT	\$1 million	Federal Highway, ODOT, Warren County, OKI, TID, City	Similar projects cost up to \$1 million for gateway, landscaping enhancements. Actual costs will be determined by the type and amount of enhancement desired.	QL 2.1, ED 3.6
Plan new interchange at Greentree (preferred)	H						Engineering/ Planning	Warren County, Monroe, Turtlecreek Twp., Port Authority, OKI, ODOT	\$500,000 for IJS	City, Warren County, OKI, ODOT, Port Authority	Must garner support from neighboring jurisdictions and ODOT and OKI. Follow suggested procedure for TRAC approval. Needed to open more land for development and provide better access to existing industrial parks and downtown.	I 1.3, ED 3.5
Widen Cincinnati Dayton Road from SR 122 north to 3 lanes	H						Engineering	Warren County, OKI, ODOT	\$1 million to Coles Road	Federal Highway, ODOT, OKI, TID, local government match	Scheduled for 2006 construction date. Warren County and City of Franklin required to improve north of Middletown.	I 1.3, ED 3.5
Construct New Interchange	H						Engineering, Planning	Warren County, Port Authority, OKI, ODOT	\$20-\$40 Million	Federal Highway, ODOT, OKI, TID, local government match	Amount shown in cost estimate is a range provided for planning purposes only. A more detailed cost estimate will be provided as part of an Interchange Justification Study/Major Investment Study.	I 1.3, ED 3.5
Yankee Road Extension	H						Engineering	Butler County, TID, Monroe, ODOT	Extraterritorial project; cost to others	Butler County, ODOT, OKI, TID, local government match	Provide additional means of interstate access via SR 63 to industrial development.	I 1.3, ED 3.5
Widen Yankee Road	H						Engineering	ODOT	\$10 million	ODOT, TID, local government match	Widen in conjunction with Yankee Road extension to Todhunter Road and SR 63.	I 1.3, ED 3.5
Widen Union Road	H						Engineering, Planning	Warren County, Port Authority, OKI, ODOT	\$4.5 million	Federal Highway, ODOT, OKI, TID, local government match	Majority of Union road needing improvements is located outside Middletown. Work cooperatively with and provide political support for neighboring governments.	I 1.3, ED 3.5
SR 123/73 Connector Road	H						Engineering, Planning	Franklin, ODOT, OKI	Extraterritorial project; cost to others	Warren County, ODOT, OKI, local match	This is a viable alternative to a new interchange at Manchester/I-75 to increase access to Hook Field and Downtown. Improvement is shown on Franklin's Master Plan. Provide political support to Franklin and other partners to help in implementing this strategy.	I 1.3, ED 3.5
Update Thoroughfare classifications	M						Engineering, Planning		In-house	General Fund, department budget	Create single roadway classification system for all city departments to use and update regulations accordingly.	I 1.4, QL 2.1
Improve Grand, Sutphin, Central Downtown Access	M						Engineering, Planning	TID, ODOT	\$20 to \$30 million	TID, ODOT, local match	Difficult to estimate costs until the preferred design is chosen and the need for additional right-of-way is known. Several properties located adjacent to Sutphin must be taken to widen the street.	I 1.4, QL 4.8
Widen Oxford State Road from west of Breiel to SR 4 to 5 lanes	M						Engineering	Butler County, Port Authority, TID	\$22 - \$27 million with grade separation for rail road crossings. Does not include needed r-o-w or utility relocation	Butler County, ODOT, OKI, TID, local government match	Make enhancement in preparation of new interchange at Greentree Road. Create modern industrial spine road that provides direct regional access to an interstate. Right-of-way will be problematic due to existing development located close to the road.	I 1.3, ED 3.5
Achieve satisfactory level of street conditions	M						Engineering	ODOT	\$7-\$10 million annually	ODOT Issue II funds		I 1.4.
Widen Hendrickson Road and I-75 Bridge	M						Engineering	ODOT, OKI, Warren County, local government match	\$10 - \$20 million	Federal Highway, ODOT, OKI, Warren County, local government match	Widen existing bridge across I-75 to provide safe alternative to SR 122.	I 1.4
Expand Bicycle Facilities	M						Planning, Engineering	OKI, ODOT, County	\$45/lineal ft bike path; \$15/lineal ft bike lane.	ODOT Issue II funds, Transportation Enhancement Grants, Clean Ohio	Work with OKI to identify ways to increase chances for grant funding. Bicycle Plan is important. Cost estimates are low and do not include costs for right-of-way acquisition, substantial earthwork, or major roadwork.	QL 3.7
Create Pedestrian and Bicycle Master Plan	L						Planning, Engineering		\$30,000 if outsourced	General Fund	Link neighborhoods to parks, schools, community facilities, retail, and open spaces.	QL 3.7
Construct Union Rd extension between Manchester and SR 123	L						Engineering, Planning	Warren County, Franklin, Franklin twp., ODOT, OKI	Extraterritorial project; cost to others	Federal Highway, Warren County, ODOT, OKI, local match	Extension is needed to create continuous parallel service road to I-75, connecting all local interchanges. Such connections are necessary to provide local alternatives to I-75 and to reroute traffic during emergency closures.	I 1.3, ED 3.5
Construct Central extension/ connector and bridge over I-75	L						Engineering, Planning	OKI, ODOT, County	\$20-\$30 million	Federal Highway, Warren County, ODOT, OKI, local match	Need to increase number of options to get across I-75 as population and business grow.	I 1.4

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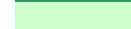
UTILITIES

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Create communications technology committee	H	Terminal	Ongoing	Ongoing	Ongoing	Ongoing	Engineering, Planning, Economic Development	Chamber, business community	\$1,500	General Fund	Committee should consist of individuals that have knowledge of telecommunication technology. Purpose is to keep city council informed of opportunities to capitalize on rapidly changing technology and make recommendations regarding the city's policies/regulations.	I 1.7
Create Stormwater Utility	H	Terminal					Environmental, Engineering		\$1.5 million	Utility bills	Help pay to eliminate combined sewer overflow problems.	I 1.8
Assess condition of lines in older sections of downtown to determine replacement needs	H	Terminal	Terminal	Terminal	Terminal	Terminal	Environmental, Engineering		\$250,000- \$500,000	General Fund, Department Budget	Rehab, reline or replace relief and downtown area sewers developed in the 1950s to avoid potential catastrophic disruptions upstream.	I 1.1
Implement LTCP with OEPA	H	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Environmental, Engineering	OEPA	\$50 million +	Increase sanitary rates	Ensure that new development is not precluded because of water quality issues.	I 1.2
Install Gravity Sewers to Mid-Cities Industrial park	M	Terminal					Environmental Services, Engineering	Business community, SWAC		Private		I 1.1
Update right-of way regulations and engineering standards	M	Terminal					Engineering, Planning	Chamber, business community	\$15,000	General fund	Include telecommunications infrastructure standards and require development of telecommunications infrastructure during new development along with other utilities to avoid work in road rights-of-way later.	I 1.6
Install Water Main on Oxford State Road	M	Terminal	Terminal	Terminal			Environmental Services, Engineering		\$300,000 - \$500,000		Needed to close loop to improve pressure and ensure constant supply.	I 1.1
Increase capacity of first pipe section east of sewage treatment plant	L	Terminal	Terminal	Terminal	Terminal	Terminal	Environmental, Engineering		\$500,000	Increase sanitary rates	A slight flow restriction exists according to the 1995 Sewer Master Plan . Added flows as a result of growth will worsen the problem.	I 1.1
Install Gravity Sewers to Aeronca	L	Terminal	Terminal	Terminal	Terminal	Terminal	Environmental, Engineering		\$150,000	Private, Bonds, General Fund, Assessment		I 1.1

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ZONING

Action	Priority	1 year	2 years	3 years	5 years	10 years	Responsibility	Partnership	Cost Estimate	Funding Sources	Notes	Strategies
Streamline development review procedures by preparing an overlay district for planned high tech business parks.	H						Planning Department		\$7,000 to \$25,000	General Fund	Overlay district requirements will assure that planned business parks develop consistent to Master Plan objectives. Process involves pre-approved use and design standards and staff review that minimizes time and gives Middletown a competitive advantage.	ED 1.1, 5.4
Replace existing Downtown zoning districts	M						Planning Department		\$15,000 to \$25,000	General Fund	Protect traditional development pattern and architecture and permit more flexible mixed use configurations. Include design standards.	QL 4.2, 4.7
Infill/Mixed Use Design Standards	M						Planning Department	Neighborhood organizations	\$7,000 to \$25,000	General Fund	Articulate minimum expectations for mixed use projects particularly if public incentives are utilized as part of an infill or redevelopment project.	RD 2.3
Prepare a comprehensive zoning remapping	M						Planning Department		In house	General Fund	Portions of city have zoning designations that do not reflect market conditions.	RD 2.3, 2.5, HN 1.5, 2.2
Prepare Comprehensive Update of Zoning Code	M						Planning Department		\$50,000 to \$100,000	General Fund	Zoning Code is outdated and is hard to follow and interpret. This gives the City an unsophisticated image with land developers. Consider developing a form-based code that regulates context of development rather than applying artificial setbacks and use.	ED 5.4, RD 2.3, 2.5, HN 1.5, 2.2

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IMPLEMENTATION STRATEGIES OVERVIEW

The following sections present tools and techniques that citizens, community leaders, and city staff can use to implement the Master Plan. Implementation measures are viable only if there are people in the community with vision and tenacity who are willing to invest the time and effort required to make them work. Community improvement requires a compelling vision, persistence, flexibility to respond to changing needs, opportunities, and circumstances, and an ability to achieve consensus.

MARKETING

- **Condensed Brochure.** Produce a more reader-friendly form of this Plan, as most individuals will not take the time to read a hundred-plus page document, and a small brochure with reduced versions of the Future Land Use Map combined with condensed versions of the Goals and Policies and Implementation Plan sections would make an attractive alternative. Such a brochure could be distributed to individuals at City Hall, or even mailed to residents and businesses in the City.
- **Community Implementation Advisory Committee.** The Master Plan was largely viewed as a watershed event for the community, and one that generated renewed optimism about Middletown's future. Members of the Steering Committee, key stakeholders, and individuals attending focus group meetings expressed interest in staying involved during plan implementation.

The city must embrace this activism and incorporate interested residents and community leaders during the Master Plan implementation phase by creating a Master Plan Implementation Advisory Committee. Such a committee, even if advisory, could help to maintain communication, coordination, and cooperation between the city and its residents and business. Such communication, coordination, and cooperation will in the end be one of the key components by which success will be measured.

The committee's responsibilities would be set by City Council. The City Manager and the Planning Director would be responsible for logistical organization and providing the committee with resources and required information to make informed decisions and recommendations. It is anticipated that the committee will be asked to brainstorm, create and consider alternative solutions for each problem, and make action recommendations to City Council. Such committee would also be expected to be community ambassadors by sharing Master Plan information with neighbors, co-workers, and colleagues.

- **Prepare Departmental Strategic Plan Goals.** The Master Plan has numerous goals objectives and recommended actions. Each department head is encouraged to prepare annual strategic plan goals for their department as a means to help interdepartmental coordination and to keep Master Plan strategies on the "front burner". Some communities that implement this strategy find that departmental strategic plans need to be updated more frequently than once a year when items are "checked off" quickly.

ZONING

- **Development Agreement.** Although there is no explicit legislative authority for such agreements, many communities have used development agreements to achieve a mutual understanding between the developer and community concerning the conditions under which

development can occur. Development agreements are often negotiated as part of a planned development approval, allowing the community and developer to address complex issues that cannot be adequately addressed on a typical site plan. Development agreements might prove useful to achieve desired developments, especially if or when a mixed use development is proposed.

- **Overlay Zoning.** Overlay zoning allows the City to impose a new set of regulations on a special area within an existing zoning district. In an area where overlay zoning is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Thus, the overlay district regulations supplement the regulations of the underlying zoning district. Overlay zoning should be strongly considered in downtown and in the Planned Business Park locations east of I-75. Overlays have been used in other communities to address special conditions and features, such as historic areas, wetlands, and other environmentally sensitive areas, without disrupting the underlying zoning.
- **Mixed Use.** Amend the zoning code to permit residential uses as a permitted use above retail and office in commercial districts, especially the CBD-1 and CBD-2 Districts. Permit accessory residential units and work-live units in commercial districts.

No new zoning districts would be required to accommodate new mixed use development if the Planned Development regulations were utilized. However, the Planned Development District standards for mixed use development should be carefully reviewed. At a minimum, the yard and setback requirements should be revised to provide greater flexibility and allow zero lot line development.

Some communities offer performance-based zoning regulations that give bonuses in return for performance of plan goals. Examples include granting density bonuses in return for the provision of additional open space, mixed-income housing, and appropriate design and land use mix (e.g., retail, office, and residential) on the same development parcel.

- **Parking.** Relax Mixed Use parking requirements in return for staggered parking demand and multimodal transportation including well-designed transit stops, wide sidewalks, and/or multi-use paths that connect to the greater transportation system and adjacent neighborhoods and employment and shopping centers.
- **Mixed Use Design Guidelines/Development Manual.** It is highly recommended that a mixed use development manual be created before promoting mixed use development at infill and redevelopment sites. Such manual should be developed with public input to gain support for mixed use developments and acceptance of mixed use principles. The manual can be shared with developers as communication tool that conveys land use and design expectations.
- **Zoning Review Procedures.** Increase Middletown's competitiveness in the region by creating "by right" zones to streamline review process for infill and redevelopment projects located west of I-75 and new Business Park Development projects located east of I-75. By right regulations must be very precise. Staff would be given the authority to review and approve plans that meet the city's development regulations. A copy of the plan could be forwarded to Planning Commission along with a transmittal of staff's action. The Planning Commission would have one meeting to make additional requests. Staff could include Planning Commission's items in the

administrative approval. This approach may result in a three- to six-month time savings over other communities.

- **Form-Based Zoning.** Prepare a comprehensive update of the City's zoning code to include regulations that are more concerned with context, scale and form rather than the strict delineation of uses and setback requirements. Zoning codes based on form are concerned with pedestrian scale and activity, street design, neighborhood creation, quality of life, mixed use development, landscaping, and transit orientation. This approach would offer greater flexibility in mature neighborhoods where suburban style zoning standards have been artificially applied.

FINANCING TOOLS

Successful implementation of the Master Plan will depend on the ability of the City to secure necessary financing. Besides the general fund, the following sources of revenue are available to the City:

- **Dedicated Millage.** Special millages can be used to generate revenues for a specific purpose. For example, several communities have used special land acquisition funds supported by small targeted property tax millages or other public or private sources. A land acquisition fund would be a useful tool to promote open space preservation in the City. The City should explore the feasibility of establishing a land acquisition fund for the purposes of facilitating implementation of this Plan.
- **Special Assessments.** Special assessments are compulsory contributions collected from the owners of property benefited by specific public improvements (paving, drainage improvements, etc.) to defray the costs of such improvements. Special assessments are apportioned according to the assumed benefits to the property affected. Special assessment funding might prove useful to implement utility and road improvements in the City. The City should explore the feasibility of utilizing special assessments for the purposes of facilitating implementation of this Plan.
- **Bond Programs.** Bonds are one of the principal sources of financing used by communities to pay for capital improvements. General obligation bonds are issued for a specific community project and are paid off by the general public with property tax revenues. Revenue bonds are issued for construction of projects that generate revenues. The bonds are then retired using income generated by the project. The City should explore the feasibility of utilizing bond and other financing programs for the purposes of facilitating implementation of this Plan.
- **Debt Capacity.** The City has very low debt. As a result, the city has a very high debt capacity with an A-1 rating by Moody's. According to the Cost of Services Analysis prepared by Strategic Public Policy, the City could issue approximately \$50 million in additional unvoted debt principal as of December 31, 2003.
- **Tax Increment Financing (TIF).** Tax increment financing is authorized by Chapter 5709 of the Ohio Revised Code. TIF service payments may be made to a city in lieu of property taxes and targeted toward the cost of construction of infrastructure or other public improvements according to an established procedure. Often, TIF revenue bonds are issued to finance the improvements, and the tax increment revenues are used to repay the bonds. The City should explore the feasibility of tax increment financing and other financing programs for the purposes of facilitating implementation of this Master Plan.

- **Tax Abatement, Enterprise Zones, and Community Reinvestment Areas.** These additional economic development tools may provide the City with opportunities for providing for nonresidential development in certain areas, and for utilizing certain income level conditions to meet qualifications. The City should explore the feasibility of tax abatement, enterprise zones, community reinvestment areas, and other financing programs for the purposes of facilitating implementation of this Plan.
- **Lease-Purchase Agreements.** A lease-purchase agreement, or municipal lease, can be an attractive option for a municipality financing large capital improvements. Unlike a standard lease structure, often referred to as a “true lease” or “operating lease”, lease-purchase agreements allow a municipality to lease an asset while receiving a credit for each lease payment. At the end of the lease term, the municipality acquires full ownership of the asset. A municipal lease can be structured in two ways. The Ohio Revised Code (ORC) 715.011 grants a municipality the specific statutory authority to enter into such an agreement directly with a contractor, and specifies a competitive bidding procedure that the municipality must follow in awarding contracts. A municipality may also enter into a lease-purchase agreement by relying on home rule power. In this form of municipal lease, a municipality enters into a lease-purchase agreement directly with a bank or other financial institution. This form of lease-purchase agreement may be favored over the statutory form which requires a municipality to enter into a lease directly with a contractor.

A lease-purchase agreement can provide three primary benefits to a municipality. First, because the federal tax law treats a municipal lease like a bond or note of the municipality, the interest component of the municipal lease is tax-exempt under the Internal Revenue Code. Second, monthly lease payments must be appropriated by the municipality on an annual basis and are not considered debt to the municipality. If properly structured, the year-to-year structure of a municipal lease allows a municipality to terminate the lease at the end of any fiscal year without penalty. Finally, a municipal lease allows a municipality to take advantage of the above benefits and results in full ownership of the asset at the end of the lease term, unlike a true or operating lease.

While a lease-purchase agreement can provide many benefits, a municipality must ensure that the agreement will not be classified as debt under Ohio Law. A municipality must pay close attention to municipal lease language and provisions addressing non-renewal language, non-substitution clauses, indemnification, property taxes, and assignment of interest to third parties. Taking the above into consideration, a municipal lease can be a creative and attractive option in financing large capital improvements.

GRANTS

- **ODNR Land and Water Conservation Fund (LWCF) and NatureWorks Grant Programs.** The Ohio Department of Natural Resources coordinates distribution of grants available for park development and land acquisition. The maximum grant for development varies from grant cycle to grant cycle. In the future, the City may wish to seek funding for acquisition of land principally for open space and natural resource preservation purposes.
- **Clean Ohio Fund Grant Programs.** Recently established following a Statewide referendum, the Clean Ohio Fund will drive four programs coordinated by various State agencies and aimed at open space acquisition, brownfields redevelopment, farmland preservation, and the establishment of trails. Numerous opportunities exist within the City and should be explored to bring direct benefit to the City from the Clean Ohio Fund.

- Transportation Equity Act for the 21st Century (TEA-21):** In 2000, the Ohio Department of Transportation (ODOT) distributed more than \$15 million to over fifty (50) Ohio communities for a variety of transportation enhancement projects. This funding is provided through the TEA-21 landmark legislation, which was passed by Congress in 1998. TEA-21 requires each state to set aside ten (10) percent of their Surface Transportation Funds for Transportation Enhancement projects including bicycle and pedestrian facilities, transportation beautification projects, and historic preservation projects.

Awarded grants ranged from \$15,000 to more than \$1.5 million in 2000. Thirty-six (36) communities received grants for bicycle and pedestrian facility projects followed by eleven (11) historic preservation projects and three (3) beautification projects. ODOT received 126 applications from fifty-seven (57) counties. Transportation Enhancement Grant applications can be submitted to either the Ohio Department of Transportation or OKI.

- Federal EPA Assessment and Clean-up Grants.** USEPA offers Brownfield Assessment grants to local communities to prepare Phase 1 and Phase 2 environmental assessments to determine the level of contamination of a site or sites. The local community does not have to own the property to receive the grant but cooperation is needed with the current property owner. USEPA grants help offset environmental remediation costs. These grants are also available to local governments. However, the property must be under public control to qualify for the Cleanup grant.

FISCAL ANALYSIS RECOMMENDATIONS

The following recommendations are formulated after the Cost of Service Analysis was completed and presented to the Master Plan Steering Committee. These recommendations are designed to augment, reinforce, and blend in with other analysis and goals developed as part of the Master Plan process. They also offer suggestions on how to increase non-tax and tax revenues and decrease expenditures. Several issues, however, need to be reviewed in the total context of the Strategic Public Policy Fiscal Analysis.

- Diversify Land Use.** The City must attract non-retail commercial development to lower the tax burden on existing residents and businesses. Non-retail commercial properties require fewer public services while substantially adding income tax revenues. Retail development is essentially a wash, in that public service costs for road maintenance and police and fire protection equal property and income tax revenues. Industrial and office development produce more tax revenue than costs to provide essential public services.
- Property Taxes.** The city revenues derived from real and personal property tax are unusually low. With the reduction of state transfer tax and potential dampening of the productivity of the income tax, property tax revenues will have to play a larger role in the funding of basic operational costs. For that reason, it appears that tax levies to support Emergency Services, recreation facilities, and economic development should be seriously considered by the City.
- Police and Fire Alternative Funding.** Police and Fire services will continue to place major stresses on local expenditures and indeed will increase their percentage of overall operational costs based on current practices. This trend will prevent the City from making needed expenditures in the areas of road improvements and quality recreational facilities. Other funding sources must be developed to address Emergency Services costs.

- **CDBG.** At present the City utilizes its Community Development Block Grant Funds in a widespread manner. In order to be able to create critical masses needed for successful redevelopment efforts, the CDBG funds should be used in a much more targeted fashion.
- **Recreation.** The report has noted the lack of investment in open space and recreation facilities in Middletown. In addition to the consideration of a dedicated property levy on this issue the City should revise its zoning and subdivision regulations to create more productive open space as new development occurs. This is also important in the area of new office park development. The GEM Report noted the need for high quality office park environments from a marketability perspective. It is more likely that this will occur if zoning requirements include environmental quality issues. These items are an insignificant cost in the overall office park development, but will substantially increase marketing potential and income tax potential.
- **Income Tax Credit.** Middletown currently offers a full 100% credit for income taxes that are owed in the community where residents work. The City should consider elimination of a portion of the income tax credit as a means of dealing with the Master Plan implementation. Many cities are eliminating part of this credit as it makes the community less vulnerable to downturns within specific community-based businesses. With a moderate 1.5% income tax rate, the City is foregoing significant revenues by continuing the 100% credit. The City could increase revenue by as much as \$500,000 for every 0.5% reduction in credit. However, when compared to other Ohio cities with an older industrial base which have seen drops in income tax revenues of 12-15%, the income tax revenues for Middletown have remained unusually steady.

STRATEGIC PARTNERSHIPS

- **Intergovernmental Cooperation.** Some Master Plan strategies can be achieved only if the City is able to achieve cooperation from other units of government. For example, road improvements will affect quality of life, but decisions regarding state highways are made by the ODOT. Clearly, ODOT must be aware of the City's land use planning goals and policies. Coordination and cooperation is also needed with OKI, Butler and Warren Counties and neighboring governments to successfully get a second interchange improved. The Butler County Port Authority and Transportation Improvement District are two unique forms of government that have additional funding mechanisms for transportation and economic development-related projects that local governments do not possess.
- **Butler County Port Authority.** Port authorities are given broad real estate and economic development-related powers by the Ohio Revised Code. As political subdivisions, port authorities are granted a number of powers that can foster economic development in local communities, benefiting both the community and local business. Port authorities possess the following powers:
 - Acquiring Property
 - Issuing Revenue Bonds
 - Facilitating Economic Development Transactions
 - Exercising Eminent Domain Power
 - Acquiring Property to Facilitate Economic Development and Housing
 - Receiving State and Federal Grants and Loans
 - Exercising Powers on Behalf of Another Political Subdivision
 - Issuing General Obligation Bonds

- Levying Voted Property Tax
- Engaging in Extraterritorial Activities

Port Authorities can exercise their powers within any political subdivision located in the port authority's area of jurisdiction. Port Authorities can also exercise their powers in political subdivisions outside of the port authority's area of jurisdiction with prior state approval.

These powers can be used by communities to realize a number of community objectives. For example, a number of the above powers can be used to create new opportunities for growth in areas such as languishing brownfields. A port authority can exercise the power of eminent domain to assemble parcels of land, and they can acquire and develop real or personal property for authorized purposes. These purposes include enhancing, fostering, aiding, providing, or promoting transportation, economic development, housing, recreation, education, governmental operations, culture, or research within a community. Communities can also take advantage of lease-purchase agreements with a port authority to create safety and community centers, as well as private facilities and business centers that can foster economic development. In addition, a port authority can make loans; acquire, develop and then sell interests in a property; and provide guarantees. A guarantee allows the port authority to provide additional financial security for economic development projects.

The numerous tools and powers that a port authority possesses can yield considerable benefits to communities. A port authority allows a community to undertake projects that might be impossible if undertaken alone and allows the community and local businesses to utilize a number of different economic development powers that promote a thriving local economy. In some ways, the recent creation of Butler County Port Authority is serendipitous with the timing of Middletown's Master Plan update and aggressive schedule for action.

- **Butler County Transportation Improvement District.** The Butler County Transportation Improvement District (TID) is a quasi-governmental jurisdiction with authority to improve all aspects of Butler County's transportation system. The TID works closely with local communities and generates intergovernmental cooperation to implement transportation-related projects often of a regional magnitude. According to the TID's website (www.bctid.org), the TID coordinates federal, state, and local resources in planning, financing, constructing, and operating transportation projects in cooperation with and on behalf of local governments. In fostering cooperation among local governments, the TID increases the impact and effectiveness of local transportation planning and funding. The cooperative structure of the TID allows Butler County communities to accomplish more together than they would if they acted alone.

In addition to state and federal sources, the TID initiates innovative funding measures to maximize all available resources. Funding is a key aspect of roadway improvement projects. The sooner money is guaranteed the sooner the project gets approved and built. However, local participation, in the age of reduced funding at all levels of government, is essential. The TID can leverage local funds with alternative funding sources to increase the potential for success. The TID cannot raise taxes but it does have authority to issue debt, acquire grants, apply for state infrastructure lending, and assess property. TID's can also take property needed for right-of-way. A central goal of the Butler County TID is finding innovative and alternative funding for road improvements.

- **Community Development Corporations/Community Improvement Corporations.** Community Development Corporations and Community Improvement Corporations have

authority to do projects anywhere within the State of Ohio. Not all CDC/CICs will be willing to work in Middletown, however, as funding is usually tied to a home geography. Middletown should send the Master Plan to some of the larger, more active CDC/CICs in the state that have the background and resources to assist Middletown in implementing Master Plan goals, objectives and strategies.

Some fundamental differences exist between CDC and CIC's. CDCs have a private board of directors while a CIC is a public-private venture with three public officials on the board of directors. CICs also have an advantage of being able to borrow money and issue bonds. Both can secure mortgages and make residential and business loans. Both can purchase, sell, lease, and/or convey real and personal property.

Example projects undertaken by CDCs include industrial park development, brownfield redevelopment, loan underwriting, business loans/grants, market rate housing, affordable housing, infill development, housing rehabilitation, and housing down payment assistance.

- **Private Sector.** The City must establish relationships with private sector development-related professionals and companies to implement Master Plan goals. Much of this work will require outreach to the City's business community to learn of interest and other networking opportunities. Another part of reeling in private sector partners is persuasive education. The City must be able to effectively communicate the Master Plan vision and the opportunities that exist to make a profit by investing in Middletown.

SUMMARY STATEMENT

The success of the Master Plan depends to a great extent on efforts to inform and educate citizens about the Plan and the need for regulatory measures to implement the Plan. Successful implementation requires support by and active participation of residents, property owners, and business owners through a thoughtfully prepared public education program.

For example, citizens should be made aware of the important opportunities and constraints that face the City in the future, from population decline to growth and annexation. Citizens must be informed about the impacts of development and redevelopment on the City, as well as their opportunity for input into what type of development it might be, as well as what the City can and cannot do in working with private property owners towards mutual goals. Efforts should be made to identify the benefits to be achieved from new policies.

Implementation measures are workable if there are people in the community with vision and tenacity who are willing to invest the time and effort required to make them work. Community improvement requires a compelling vision, persistence, flexibility to respond to changing needs, opportunities, and circumstances, and an ability to achieve consensus. By seizing the opportunity to plan now and not letting go of this opportunity in the future, the City will be able to achieve the Master Plan goals, fulfill the Master Plan objectives, and implement Master Plan strategies.