

I-35 & 175th Street Interchange Subarea Plan



Gardner Planning Commission: May 22, 2018
Gardner Governing Body: June 18, 2018

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Section 1: Introduction

1.1 Overview and Purpose

The purpose of a subarea plan and the *I-35 & 175th Street Interchange Subarea Plan* is to outline specific land development goals, policies and recommendations for the planning area which is shown on Map 1-1, while being consistent with the overall adopted comprehensive plan for the community. The plan is meant to facilitate logical future development while maintaining preferred community character. The following information merges technical analysis with public input and anticipation of market factors to guide future growth.

A small portion of the planning area is currently within the city limits of Gardner and because of its proximity to the city, the BNSF Intermodal facility, and the interstate highway, it is likely to be an area of intense development pressure. The plan outlines future land uses for the planning area to be used as a guide for urban development only after annexation into the city of Gardner occurs. This plan does not annex property nor does it rezone property upon adoption of the plan. These types of requests and regulatory changes are typically led by the property owners and/or developers that have stake in such property and wish to develop within the city of Gardner.

The plan should fit like a puzzle piece into the larger context of the surrounding street, utility, and land use network of the entire community. Logical connections between the planning area and adjacent neighborhoods are a key factor in the development of the plan. The recommendations contained within this plan are intended to guide the area's growth patterns as the development of the I-35 & 175th Street interchange area occurs within the city of Gardner. The plan identifies appropriate land uses along an arterial road corridor and a highway interchange that aid in meeting a recognized need for commercial and industrial/employment center opportunities that will support the general health and prosperity of the region.

It is expected that development in the planning area will occur within the span of decades as the market demands and as urban services are able to be provided. It is anticipated that rural and agricultural uses will continue to be present as the planning area urbanizes. Because of the long timeframe of the plan, it should be reviewed on a regular basis.

1.2 Planning Process and Public Input



The planning process involves a great deal of visionary work with the stakeholders. This information is then used to draft the plan which then completes a public approval process through the Planning Commission and City Council where it is incorporated by reference into the comprehensive plan. This plan will be the more specific land use vision for the planning area. The plan was developed over a nine plus month process of stakeholder input and ending with adoption. The process

incorporated four well attended stakeholder meetings where interested persons participated in various activities including a SWOT (strength, weakness, opportunities, threats) Analysis, a land use activity and draft future land use review. See meeting summaries in Appendix A.

1.3 Description of Planning Area

The *I-35 & 175th Street Interchange Subarea Plan* planning area is located along the northeast edge of the city of Gardner (see Map 1-1) in Johnson County, Kansas. The planning area contains approximately 2,524 acres and encompasses portions of Sections 20, 21, 28, 29, 30, 31, 32, and 33 of Gardner Township and portions of the city of Gardner. There are three parcels that extend beyond the boundaries of the planning area. For analysis and planning purposes, the parcels have been cut to the boundaries.

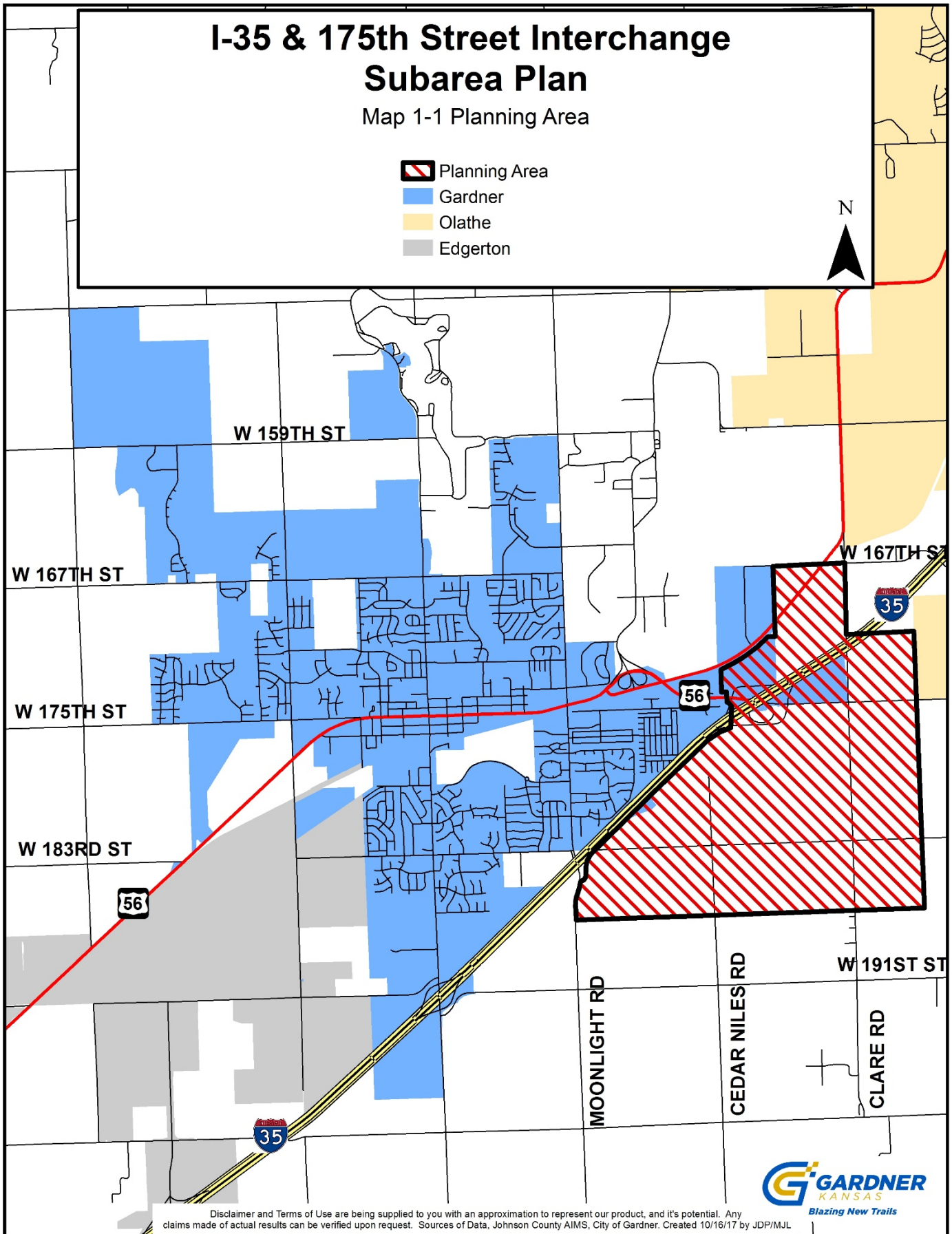
The planning area boundaries are: generally Interstate 35 and Old 56 Highway on the west, generally W. 167th Street on the north, Clare Road and ½ mile east of Clare Road on the east, and ½ mile south of W. 183rd Street on the south. See Map 1-1.

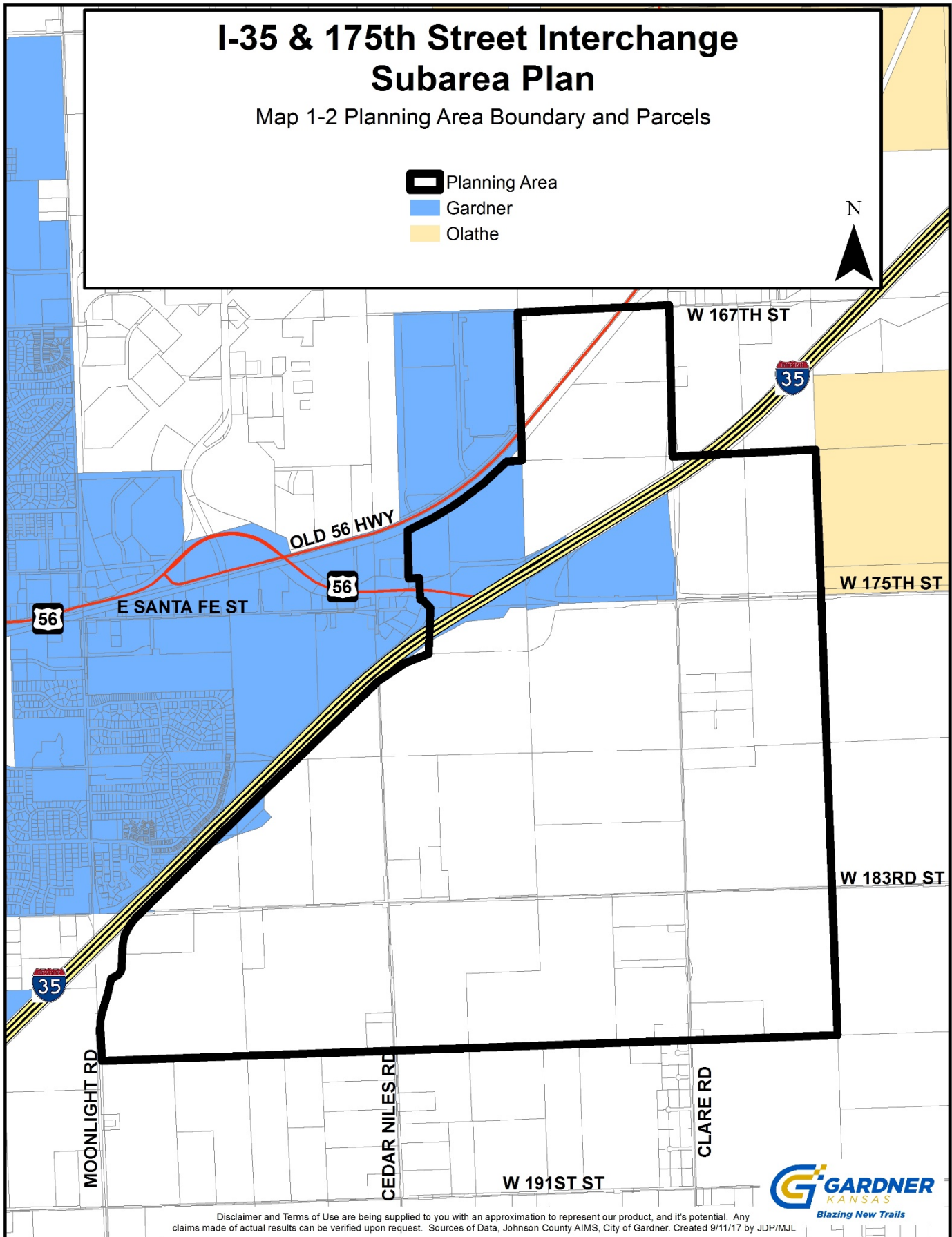
The dominant character of the planning area is rural in nature with a few pockets of residential and commercial uses. The I-35 and 175th Street interchange is a major element within the planning area. West of the planning area is the city of Gardner which is mainly developed with urban density residential and commercial uses. North, east and south of the planning area is agricultural uses with large lot residential mixed in.

The planning area contains a wide range of ownership parcel sizes with the largest being approximately 152.44 acres and smallest approximately 12,825 square feet, not including right-of-way. The planning area boundaries and parcel composition are illustrated in Map 1-2 and parcel size range summaries are shown in Table 1-1. Right-of-way is not included in the summary.

Table 1-1: Parcel Size Ranges

Size Range	Count
80.01 acres +	9
40.01 acres - 80 acres	12
10.01 acres - 40 acres	12
5.01 acres - 10 acres	6
< 5 acres	11
Total	50





1.4 Background

The City of Gardner has a long, rich history. The city was founded in 1857 and named after Massachusetts Governor Henry J. Gardner. Gardner was attacked on several occasions over its position as a free state, which was part of the larger Bleeding Kansas confrontations, serving as one of the precursors to the Civil War.

The planning area has an especially distinguished history because it contained portions of the Santa Fe Trail just south of the current highway interchange. The Santa Fe Trail was a commercial highway for the transfer of goods to New Mexico and the southwest from the Midwest.¹

Gardner has evolved from a community along a historic trading trail, to a community that serves as an important center for commerce and culture. It is a city that has maintained its rich history and traditional character, but is poised for growth and transformation. Gardner is a place where residents and businesses are actively engaged in their community and committed to shaping the future of their city.



Since 2008 the community has experienced changes in several factors that impact its long-term growth potential and pattern. The city enjoyed rapid growth between 1990 and the mid-2000's, but a nation-wide recession caused a near halt to new investment after 2008. Since this time, the Logistics Park Kansas City Intermodal Facility and New Century AirCenter have expanded the area's regional prominence as a center for industry and commerce and Gardner has positioned itself for new growth starting with an update to the comprehensive plan.

Gardner's high level of accessibility to the Kansas City metro area is one of its primary assets. Lying on the southwestern edge of the Kansas City metro area, Gardner offers a great location to residents and businesses alike as a community valued for its traditional charm. With Gardner being located approximately 30 miles southwest of downtown Kansas City along Interstate 35 and with nearby growing industries, Gardner's location makes it the next frontier for major regional employment, commerce, and housing opportunities that are transforming the community into an attractive and modern place to invest.

The Gardner City Council has identified the areas around the two interchanges of Interstate 35 and on the southeast side of the interstate as target growth areas for the regional employment, commerce, and housing opportunities in the next five to ten years. This will take advantage of the direct access to the interstate road system.

¹ Santa Fe Trail Association. <http://www.santafetrail.org/the-trail/history/history-of-the-sft/>

1.5 Policy Framework

City of Gardner Comprehensive Plan serves as the overall planning guide and policy document for this plan. In addition to the comprehensive plan, guiding policy is also contained in other adopted physical element plans. Together, these plans provide the general “umbrella” policies under which this plan is developed. Listed, these plans are:

- *City of Gardner Comprehensive Plan*, Houseal Lavigne Associates. September 15, 2014.
- *City of Gardner, Kansas Transportation Master Plan*, HDR Engineering, Inc. December 14, 2009.
- *Gardner Parks and Recreation Park System Master Plan*, Patti Banks and Associates. September 8, 2009.
- *City of Gardner Wastewater Master Plan Update*, HDR/Archer. March 2017.
- *City of Gardner Water Master Plan Update, Gardner, Kansas*, Professional Engineering Consultants, PA. May 2017.
- *City of Gardner, Kansas Watershed Master Plan*, Payne & Brockway. October 2009.
- *Access Management Code*, City of Gardner. October 2012.
- *2018-2022 Capital Improvement Plan*. City of Gardner. 2017.
- *New Century AirCenter Comprehensive Compatibility Plan*, Johnson County Department of Planning, Development and Codes. July 1999.
- *Gardner Main Street Corridor Market Analysis*, adopted in association with the *Gardner Main Street Corridor Plan*, Confluence, Wilson & Company, Collins Noteis & Associates, and EPS, April 16, 2018.

A summary of the key findings from these plans as pertains to the study area include:

- Street layout identified generally on a mile and half mile grid for arterials and collectors respectively.
- Wastewater Master Plan identifies expansion in the area south of the interstate however the expansion is based on the 2008 comprehensive plan which anticipated business/office and rural development in said area.
- Preserve greenway corridors and other floodways.
- Annex emerging industrial corridors that are well-positioned to take advantage of the LPKC Intermodal Facility.
- Develop streetscape standards for arterial streets.
- Install gateways at prominent entry points to Gardner.
- Minimize cul-de-sacs and dead end streets in order to maximize local access and circulation.

Section 2 - Existing Conditions

The inventory and analysis of existing conditions in this plan are intended to serve as a resource and background for the recommendations included in Section 3 of this plan.

2.1 Existing Character

The planning area is mainly rural in nature with a mix of agriculture, large lot single-family and a commercial use. Below are some visual representations of the planning area today.



2.2 Land Uses

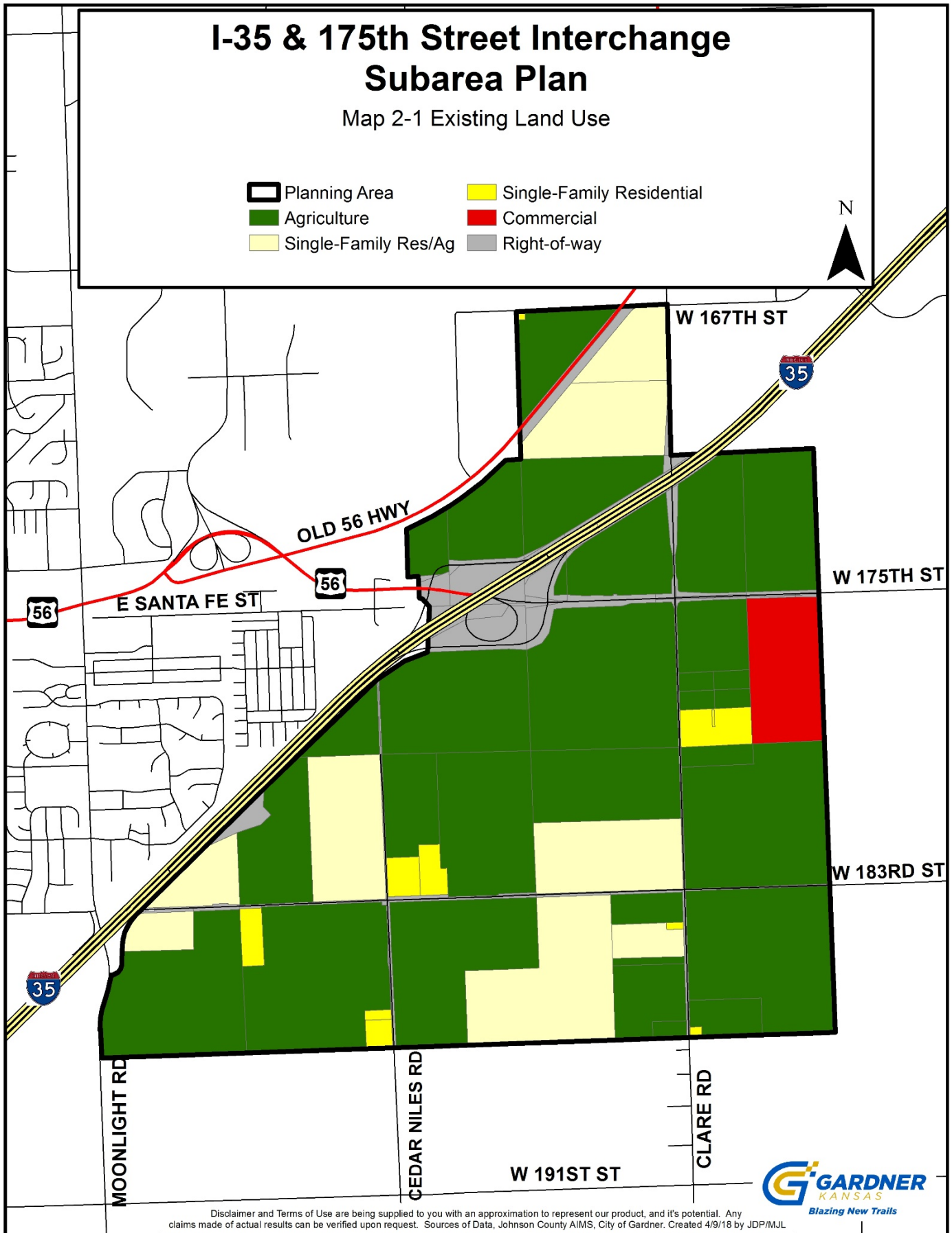
There are currently a variety of land uses within the planning area. The planning area has approximately 2,313 acres of land dedicated to uses excluding public rights-of-way. The existing land use summary and map are based on the Johnson County Appraisers' land use code as updated by planning staff. Agricultural uses, in the form of row crops, and pasturelands are the prominent land uses, encompassing approximately 1,743 acres of land. As the area urbanizes, these agricultural uses will be repurposed for more urban uses, and this category is not carried forward to the future land use map. Remaining open spaces in an urbanized environment are referred to as park or open space. This does not necessarily mean that there will not be agricultural activity, only that any such activity will likely be accessory and complementary to other uses.

The second largest land use category is agricultural/single-family residential use (property with one dwelling unit located on it and a large amount of agricultural land around it). The planning area contains approximately 18 dwelling units in both the agricultural/single-family residential and single-family residential categories. This results in an average of 28 acres per single-family residence, although the area contains a wide variety of parcel sizes.

The remaining land use designation is commercial use, and there is one commercial business within the planning area. The existing land uses are shown on Map 2-1 and the planning area breakdown is described in Table 2-1.

Table 2-1: Existing Land Use Summary

Land use	Acres
Agricultural	1,743
Agricultural/Single-Family Residential	449
Right-of-Way	196
Commercial	78
Single-Family Residential	58
TOTAL	2,524



2.3 Zoning Patterns

The planning area encompasses approximately 2,524 acres of land including public rights-of-ways and includes properties within the City of Gardner and the unincorporated area of Johnson County.

The majority of the planning area that is located within unincorporated Johnson County is zoned RUR District (Rural). This is mainly used for row crops, pasture land, farm purposes and single-family residential 10 acres and over. All county zoning districts shown in and around the planning area are outlined in Table 2-2 and shown in Map 2-2.

A small amount of the northwest corner of the planning area is within the City of Gardner. This area is a mix of agriculture, commercial and industrial zonings. All Gardner zoning districts shown in and around the planning area are outlined in Table 2-4 and shown in Map 2-2.

The property just outside of the planning area to the northeast is located within the City of Olathe. While these properties are not within the planning area, they have an impact on its development and should be considered. All Olathe zoning districts shown around the planning area are outlined in Table 2-3 and shown in Map 2-2.

Table 2-2: Johnson County Zoning Classifications

Zoning	District Name
RUR	Rural District
RN1	Residential Neighborhood One District
PRB2	Planned Residential Neighborhood Retail Business District
PEC3	Planned Light Industrial Park District

Table 2-4: Gardner Zoning Classifications

Zoning	District Name
A	Agriculture District
R-1	Single-Family Residential District
RP-2	Planned Two-Family District
C-2	General Business District
CP-2	Planned General Business District
C-3	Commercial District
M-1	Restricted Industrial District
MP-1	Planned Restricted Industrial District

Table 2-3: Olathe Zoning Classifications

Zoning	District Name
AG	Agricultural District
CP-2	Planned General Business District
BP	Planned Business Park
MP-2	Planned General Industrial District

2.4 Infrastructure

2.4.1 Water Infrastructure

Public water service in the planning area is served by the City of Gardner within the city limits, and Johnson County Water District #7 and WaterOne within the county. Additionally, there are properties that have private water wells in the unincorporated areas of Johnson County. See Map 2-3.

2.4.2 Sewer Infrastructure

Wastewater service to the planning area is provided by the City of Gardner. Additionally there are properties with private on-site treatment systems within unincorporated Johnson County. See Map 2-3.

2.4.3 Stormwater Infrastructure

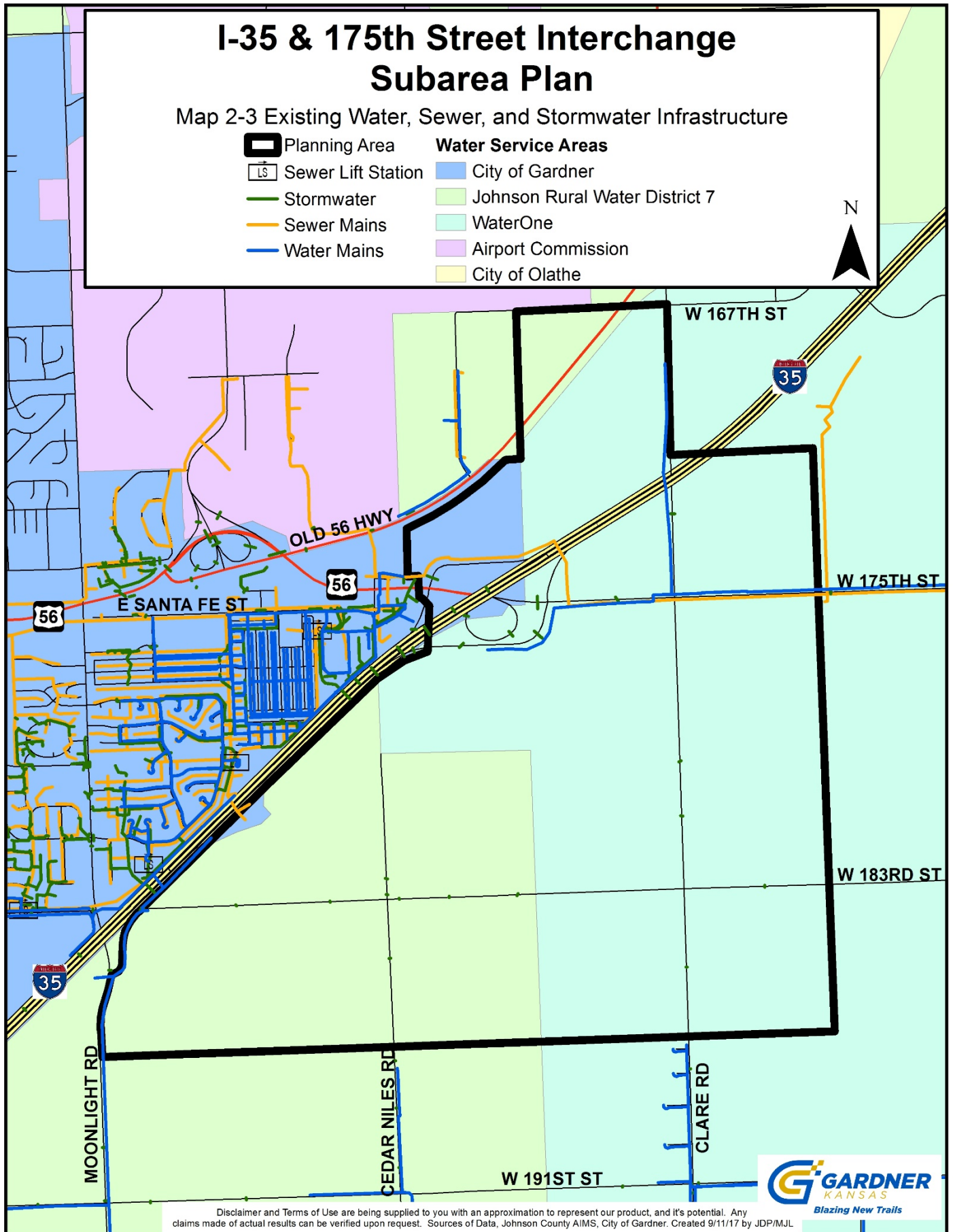
There is a small amount of stormwater collected by an enclosed stormwater pipe system within portions of the planning area that are within the city limits of the City of Gardner. The majority of the stormwater is handled by open channels and streams. The stormwater within the planning area mostly drains to the southwest, by way of the tributaries and creeks, to Hillsdale Lake in Miami County. The area generally north of W. 175th Street drains to the north towards the Kansas River. See Map 2-3.

2.4.4 Electric Infrastructure

There are currently two electric companies that service the planning area, the City of Gardner and Kansas City Power & Light. The property within the county is generally served by Kansas City Power & Light and the remainder of the property is served by the City. See Map 2-4.

2.4.5 Natural Gas Infrastructure

The planning area includes three natural gas line facilities. One is owned by Southern Star Gas and it crosses the planning area diagonally along the south side of I-35. This is a large transmission line. The others are AFG Gas and the city. See Map 2-4.



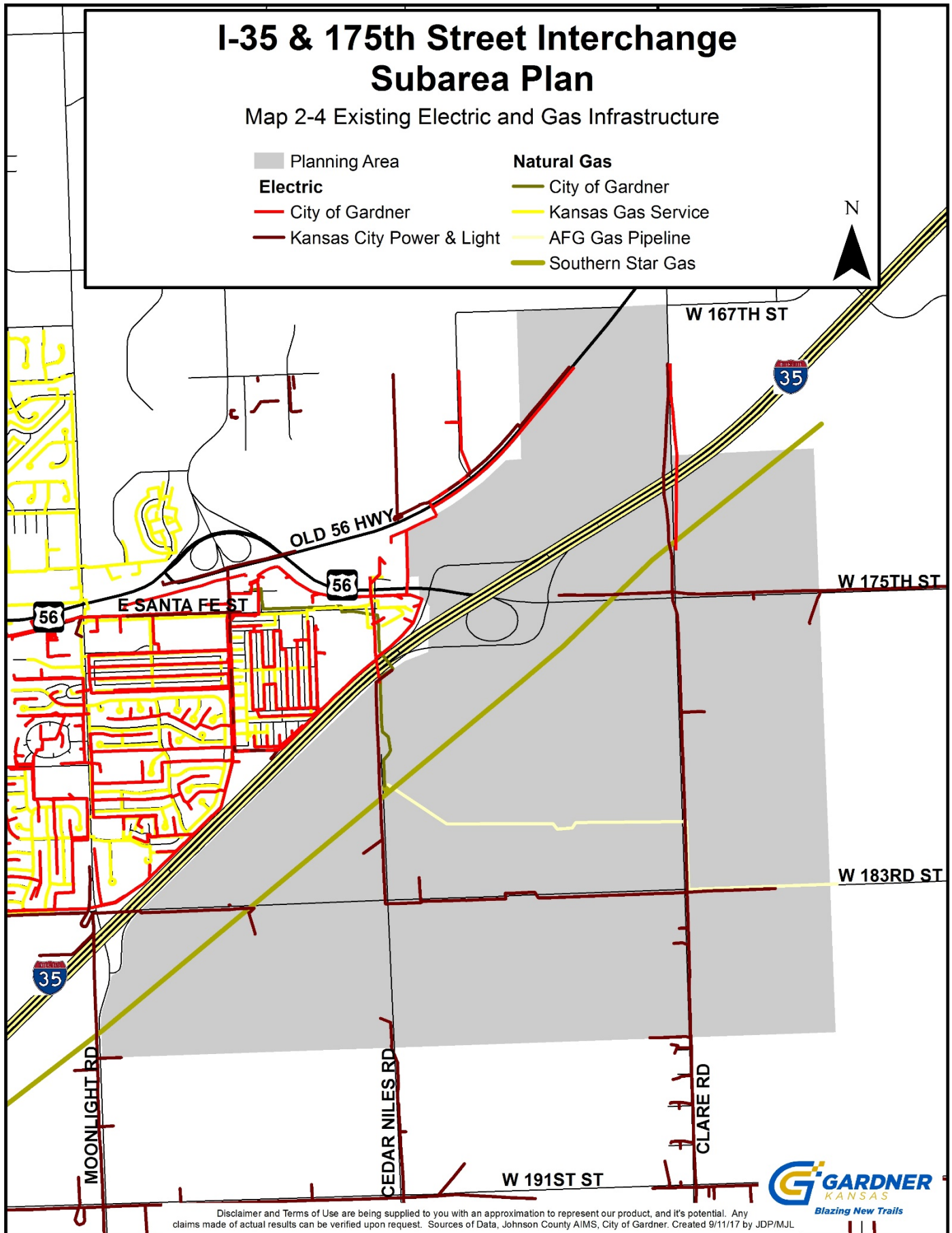
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I-35 & 175th Street Interchange Subarea Plan

Map 2-4 Existing Electric and Gas Infrastructure

- | | |
|-----------------------------|----------------------|
| ■ Planning Area | Natural Gas |
| Electric | — City of Gardner |
| — City of Gardner | — Kansas Gas Service |
| — Kansas City Power & Light | — AFG Gas Pipeline |
| | — Southern Star Gas |



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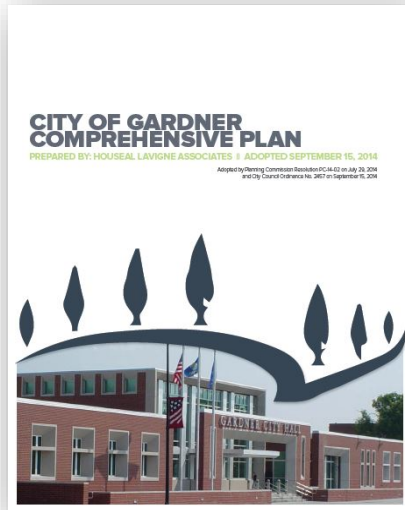
2.4.6 Transportation

2.4.6.1 Streets

The *City of Gardner, Kansas Transportation Master Plan*, is the comprehensive, long-range transportation plan for the city. The plan designates streets according to their functional classification or their primary purpose. These functional classifications are shown on Map 2-5. The classification system can be described as a hierarchy from the lowest order that serve to provide direct access to adjacent property (local streets), to those that carry traffic from local streets (collector streets), to major thoroughfares that carry traffic across the entire city (minor arterial streets) or through the city (principal arterial streets). Principal arterial streets are the highest order of streets and are designed with limited access to provide the highest degree of mobility to serve large traffic volumes with long trip lengths.



2.4.6.2 Gateways



Chapter 9 Image & Identity of the *Gardner Comprehensive Plan* discusses Streetscape and Built Form that contributes to a local aesthetic, therefore “instilling pride for citizens that foster a high level of maintenance”. The Community Character map on page 115 of the plan identifies the I-35 and 175th Street interchange as a Secondary Gateway into town. The chapter includes a recommendation to install gateways at prominent entry points to Gardner. It continues to suggest that the installation of substantial gateway markers and entry points could announce entry.

2.4.6.3 Bicycle Facilities

The comprehensive plan identifies existing and future bike and pedestrian trails. The map on page 89 of the plan shows where these future trails are to be located. The plan shows a future trail to extend down Moonlight Road along the creeks and into the planning area. Additionally, a future trail is identified near Cedar Niles coming from the north and continuing in the planning area along the creeks.

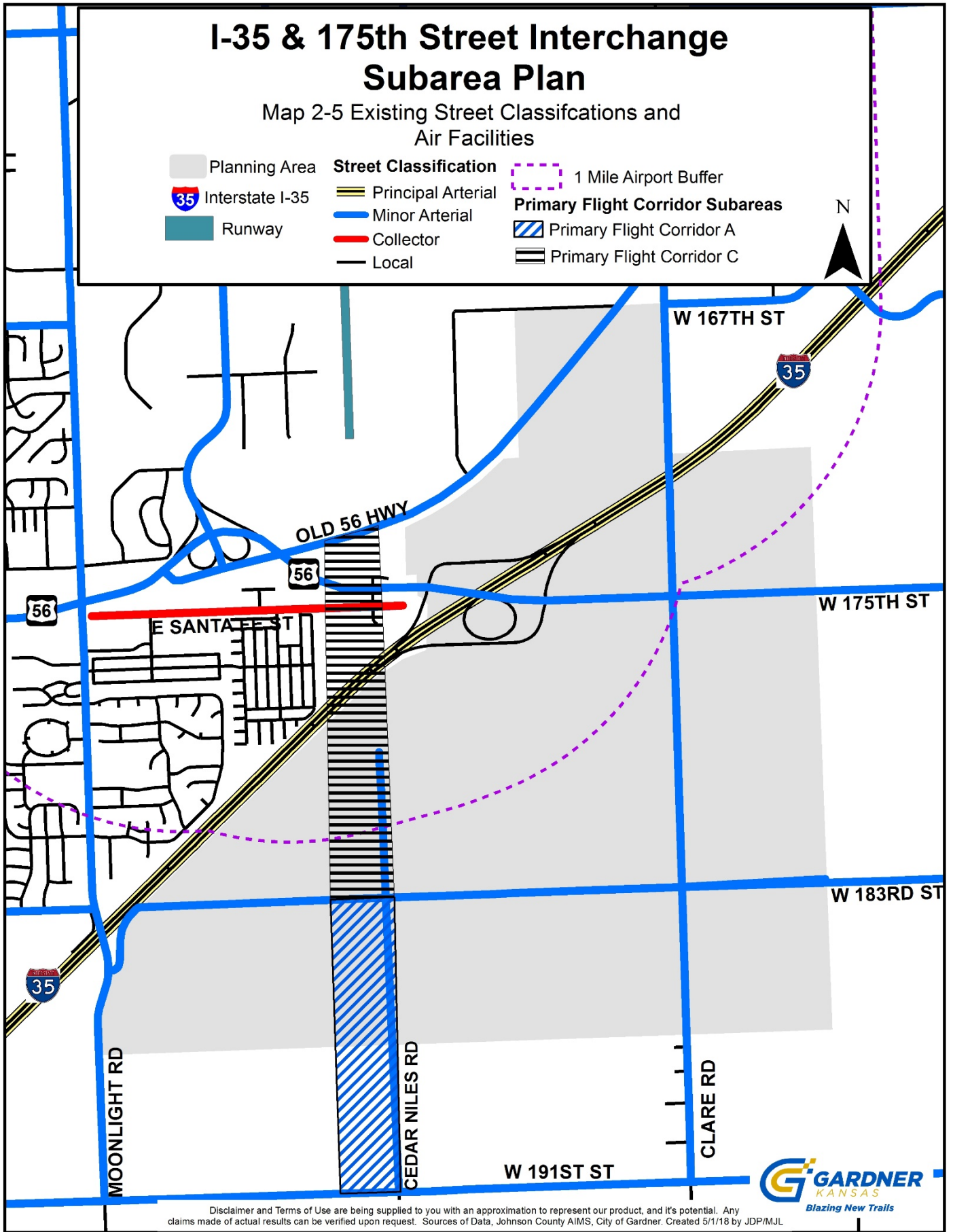
2.4.6.4 Air Facilities

The New Century AirCenter is located northwest of the planning area and within one mile of the airport property which is owned and operated by the Johnson County Airport Commission. The airport was originally a Naval Air Station, constructed in the early 1940's. This air station was the continental headquarters of the Naval Air Transport Service (Navy's in-house airline). The

Johnson County Airport Commission acquired the site in 1973 and has developed the facility and surrounding property as a business park.²

The Airport Commission and the Johnson County Board of County Commissioners review development within one mile of the airport-owned property. Additionally, two runway flight corridors cross into the planning area. These are extensions of the runways located at New Century where increased noise impacts and increased potential for aircraft accidents occur. Within the primary flight corridors, there are three subareas as shown on Map 2-5. Within each subarea there are specific standards for development which can be found in the *Gardner Land Development Code* and *New Century AirCenter Comprehensive Compatibility Plan*. These areas are important to note because they affect development.

² Johnson County, Kansas; Airport Commission; New Century AirCenter.
<https://www.jocogov.org/facility/new-century-aircenter>



2.5 Environmental Conditions

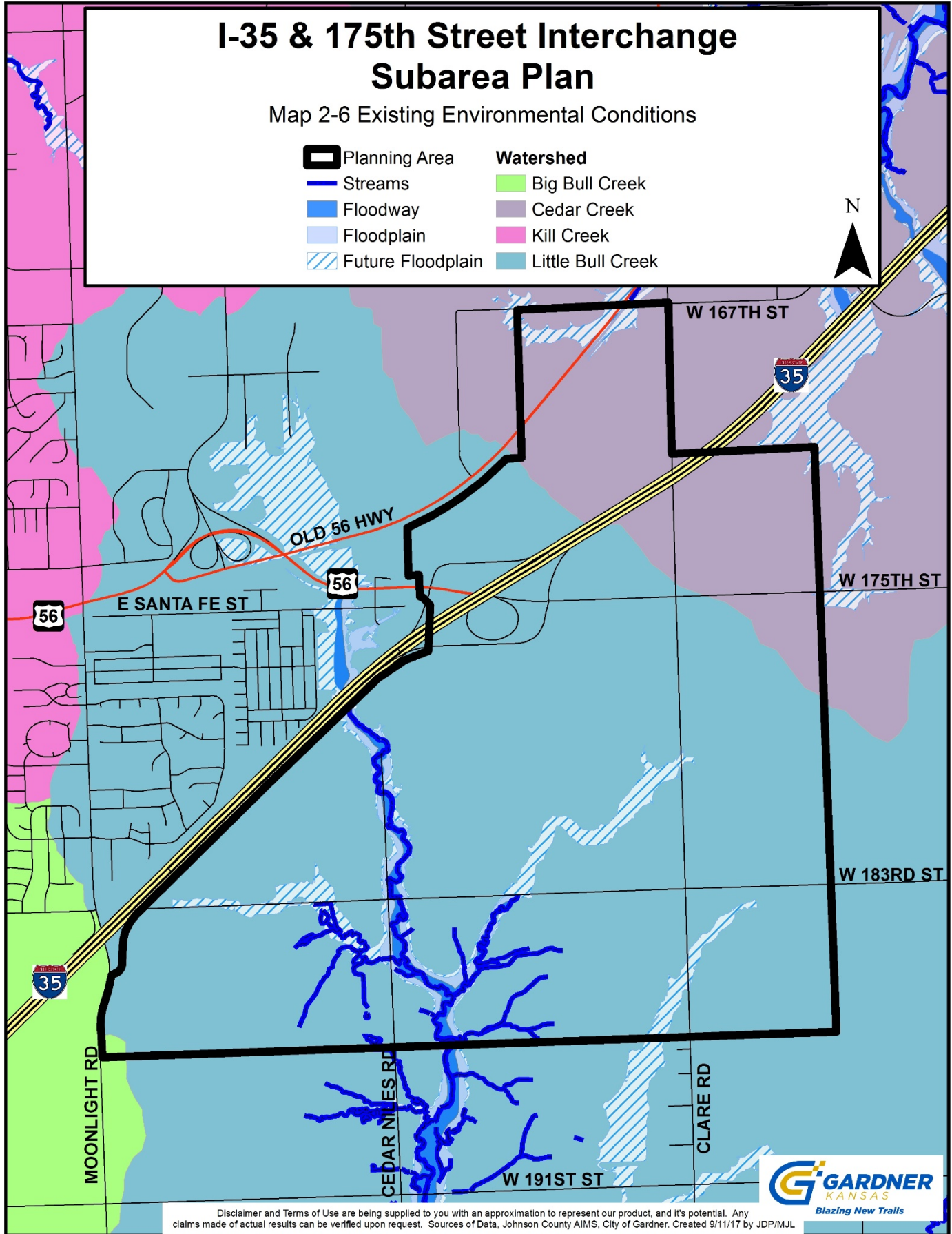


The three watersheds in the planning area are Little Bull Creek, Cedar Creek and a very small portion of Big Bull Creek. Little Bull Creek and Big Bull Creek watersheds flow generally southward to Hillsdale Lake located in Miami County. The Cedar Creek watershed flows north to the Kansas River.

The Federal Emergency Management Agency (FEMA) has identified floodplain and floodways within the planning area. The floodplain is any land area susceptible to being inundated by floodwaters from any source. The floodway is the channel of a river or other watercourse and the adjacent land areas that must be reserved in

order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Developing in the floodplain is allowed both in the city and in the county based on the corresponding regulations. No development is allowed in the floodway except for flood control structures, road improvements, easements and rights-of-way, or structures for bridging the floodway. This helps to protect drainage ways that lead through the watershed. See Map 2-6.

There is a wide range of topography within the planning area. The high points are at the very southwest corner and southeast corners of the planning area and along the interstate north of the interchange. The low points are along the creeks on the central and south central areas.



2.6 Community Facilities

Community facilities are services provided either by government or non-government agencies for the benefit of, and use of, the community. Most of the community facilities including urban public services, schools, fire/medical, law enforcement, developed parks, etc., are located within the City of Gardner.



Jo Co Fire District #1, Station 122

The planning area is located entirely within the Gardner Edgerton School District (USD 231). The students attend either Nike Elementary or Gardner Elementary (area north of W. 175th St), Trail Ridge Middle School, and Gardner Edgerton High.

The planning area is served by two Johnson County Fire Districts, District #1 and District #2. The District #1 service area is the area west of Clare Road, and calls to this portion of the planning area are responded to from

Station 122 located on W. 183rd Street in Gardner. The District #2 service area begins on the east side of Clare Road, and calls to this portion of the planning area are responded to from Station 84 located in Spring Hill. Law enforcement is shared between the City of Gardner Police Department for properties within the City of Gardner and the Johnson County Sheriff's Department for properties in unincorporated Johnson County (District 4).

Section 3 – Recommendations

The *I-35 & 175th Street Interchange Subarea* planning area is anticipated to develop with a wide range of uses and intensities that vary from low-density residential to heavy industrial uses. The more intensive industrial and commercial use areas are recommended to locate in close proximity to I-35 and W. 175th Street, and arterial and collector streets.

The *Gardner Main Street Market Analysis* provides a business and retail gap analysis for the retail trade area that includes Gardner’s long-term growth area and the City of Edgerton. This market analysis provides information regarding the current retail market and insight into the future market. Regional centers are expected to gravitate towards the I-35 interchanges. The study highlights the following findings:

- The City continues to grow in population and employment at a faster rate than Johnson County.
- The City continues to provide affordable housing options for the region, attracting young families.
- There is a rising trend in multi-family housing and rental housing, driven by households with an income range between \$35,000 and \$50,000. There is also a need for for-sale product for empty-nesters and seniors, and some move-up housing for families looking to upgrade as their incomes grow.
- The service sector is largely responsible for employment growth, along with transportation and warehousing.
- Population growth, and the rapidly growing industrial/flex market is expected to create demand for office-based service industries and retail development.
- It is projected that Gardner will be able to support the following growth:
 - 186,000 square feet of shoppers’ goods
 - 130,000 square feet of convenience goods
 - 61,000 square feet of eating and drinking retail space
 - 55,000 square feet of building material and garden goods
- Future retail development in Gardner over the next 20 years is estimated to be 470,000 square feet of supportable space, equivalent to approximately 64 acres of land. This is projected to be broken down as follows:
 - 230,550 square feet (31 acres) of community centers, which is a retail development anchored by a supercenter of 100,000 square feet, serving a three-to five-mile trade area
 - 200,750 square feet (27 acres) of neighborhood centers, which is a supermarket-anchored shopping center with a mix of convenience goods and personal services, serving a two-mile trade area
 - 38,700 square feet (5 acres) of downtown development containing unanchored specialty retail, entertainment and restaurants

3.1 Vision

In the year 2035, proactive planning in the I-35 and 175th Street interchange subarea has spurred a mix of new development existing in harmony with the natural systems, resulting in new local job opportunities involving industrial, manufacturing, business-office and commercial uses with nearby housing opportunities for employees.

3.2 Goals and Policies

Goals are broad statements of ideal future conditions that are desired by the community. Policies are guiding principles that provide direction for decisions to be made regarding the planning area in order to meet the goals. These policies are in addition to the policies in the *Gardner Comprehensive Plan* and are only applicable to the property within the *I-35 & 175th Street Interchange Subarea Plan* planning area.

3.2.1 Goals

- Goal 1:** Provide and improve transportation networks to support the city's efforts to promote economic development and to protect residential use in other areas.
- Goal 2:** Provide and work with other utility entities to provide infrastructure and public facilities to support the city's efforts to promote economic development and local jobs.
- Goal 3:** Create quality development through streetscape design and site design standards.
- Goal 4:** Maintain the rural character in existing areas until the time that municipal services and market factors allow urban densities to develop.
- Goal 5:** Protect and respect the natural systems currently in place and expand the natural and recreational facilities with development.

3.2.2 Policies

The following policy statements are for the development of the I-35 & 175th Street interchange area. "Shall" statements identify the items that are expected to be incorporated into development within the planning area. "Should" and "encouraged" statements identify the items that are strongly recommended to be incorporated into development within the planning area. "Shall" statements are stronger than "should" and "encouraged" statements.

3.2.2.1 General

1. The City should actively pursue annexation or annexation agreements in this area to ensure long-term benefits are realized by the City of Gardner.
2. Quality, aesthetically pleasing building materials and quality architectural elements should be used.
3. Pedestrian friendly connectivity between land uses and properties should be incorporated.
4. Encourage energy efficient and sustainable development practices by revising regulatory documents such as design standards as necessary and by offering appropriate development incentives.

3.2.2.2 Residential Land Uses

1. Residential developments are encouraged to create a sense of rural living while achieving the designated development pattern as identified on the future land use map. This includes encouraging development patterns such as "conservation development" where houses of the desired density are clustered within a smaller land area while 40 percent or more of the development area is devoted to a permanent conservation or open space easement, providing a natural space amenity for the neighborhood. It could also include preserving natural vegetative borders along roadways for a more filtered view of development.
2. Residential uses shall maintain a "back-to-back" relationship to more intense uses.
3. Residential streets shall be extended to undeveloped property and shall use a grid or modified grid pattern.
4. The medium-density residential use is encouraged, not to provide for large-scale apartment type development, but instead could take the form of small lot, detached, attached, cluster type housing, or small scale multi-dwelling structures, such as two-story, 4-6-plexes.
5. Buffer yards, landscaping, setbacks and a planned progression of use intensities should be utilized to provide for transitions between land uses.

3.2.2.3 Commercial Land Use

1. Commercial development shall be designed to facilitate pedestrian and non-motorized access from abutting areas.
2. Commercial development should be designed to utilize internal “street” circulation.
3. The Regional Commercial Centers shall include elements such as wayfinding signs, informational signs noting the history of the area, and tourist information.
4. Buffer yards, landscaping, setbacks and a planned progression of use intensities shall be utilized to provide for transitions between land uses.
5. Commercial development should be discouraged from being developed as strip-type commercial development.
6. Community Mixed Commercial development should integrate pedestrian and bicycle connectivity both to the street and to adjacent developments.
7. Regional detention systems that provide a more efficient, comprehensive way to manage stormwater should be used whenever possible.

3.2.2.4 Industrial Land Uses

1. Structures shall be aesthetically pleasing from all sides as viewable from public rights-of-way or less intensive land uses and shall incorporate quality building materials and quality architectural elements.
2. Economic incentives should be explored to stimulate industrial and office park growth within the planning area, and in particular, priority incentives should be offered to development that includes or reserves land for neighborhood-supporting commercial uses in addition to large scale industrial/office uses.
3. Compatibility between uses shall be accomplished by utilizing buffer yards, landscaping, setbacks, scale and massing, and transition of uses to include low-intensity industrial uses along the perimeter of the areas adjacent to less intensive uses.
4. Access to major roads from the industrial development lots shall be limited. However, industrial users on large lots that are significant generators of traffic may directly access arterial roads if the size of the site is such that it allows internal circulation without the necessity of constructing local roads to direct that circulation to the arterial road. Such access shall be based on sound traffic engineering principles and shall be controlled with appropriate signalization and turn lanes. Smaller lots shall take access from local roads. Additional local roads that serve the site should be arranged to minimize development lot access to the future major roads.
5. Regional detention systems that provide a more efficient, comprehensive way to manage stormwater should be used whenever possible.

3.2.2.5 Public Facility/Parks, Recreation, Open Space Land Uses

1. Open space areas should be provided and/or acquired along major thoroughfares and along drainage ways for development of pedestrian and bicycle trails.
2. Streams should follow their natural paths and should not be rerouted or straightened.
3. FEMA designated floodplain shall be preserved to naturally mitigate the impacts of flooding while providing a valuable recreational and open space amenity which will positively impact community desirability.
4. Additional property should be obtained wherever possible for parks purposes when acquiring property or easements for utility use.
5. Trail facilities shall be expanded and connected through all uses in the planning area.

3.2.2.6 Gateway

1. The intersection of I-35 and 175th Street shall be identified as a gateway to the city of Gardner.
2. Development shall enhance the gateway by creating an aesthetically pleasing corridor.
3. Gateway treatments shall be a priority in development of the area around I-35 and W. 175th Street and shall reflect the goals and policies stated in the *Gardner Comprehensive Plan*.
4. Aesthetically pleasing landscaped entryways shall be required. Both public and private property owners are responsible for achieving and maintaining this aesthetically pleasing landscaping.
5. Gateway development should include amenities that support tourism. Elements such as wayfinding signs, informational signs noting the history of the area, and a tourist information booth are strongly encouraged to be incorporated as amenities.

3.2.2.7 Transportation Facilities and Corridors

1. The I-35 and 175th Street interchange shall be reviewed and necessary upgrades should be made to increase functionality.
2. Street networks shall be interconnected through and beyond the planning area wherever possible.
3. Adequate rights-of-way shall be obtained at the time of platting to ensure for sufficient space for roads, utility and landscaping easement needs.

3.2.2.8 Utilities

1. Utility infrastructure should be extended in preparation for development.
2. Utility infrastructure extensions should follow road rights-of-way or natural features.
3. The city should work with Rural Water District #7 and WaterOne to provide for interconnections with the city's water system.
4. The city should work with Rural Water District #7 and WaterOne to locate utility lines in shared easements.
5. Extension of utility infrastructure should be coordinated with ultimate street right-of-way acquisition and construction to avoid reconstructing water and sewer lines as streets are improved to city standards.
6. Additional property should be obtained wherever possible for parks purposes when acquiring property or easements for utility use.

3.3 Future Land Use and Development Principles

This section outlines the recommended land uses for the planning area. The Future Land Use Map (Map 3-1) and land use descriptions are explained on the subsequent pages. The map is an illustration to help visually identify the recommended land uses in the *I-35 & 175th Street Interchange Subarea Plan* planning area, and the descriptions provide more detailed information regarding the different land use categories. The official definitions and the permitted uses within each zoning district are outlined in the *Gardner Comprehensive Plan* and *Land Development Code* for the City of Gardner. The map and text descriptions must be used in conjunction with one another in order to obtain the complete recommendation for each particular area. The map is not intended to provide a scalable map for determining specific land use and zoning boundaries within the planning area.

3.3.1 *Land Use Descriptions*

3.3.1.1 Low-Density Residential

The intent of the Low-Density Residential land use designation is to allow for single-family, duplex, and small civic structures and uses, but emphasis is placed on residential type uses and appropriate accessory uses.

Density: 8 or fewer dwelling units per acre

Intensity: Low

Zoning Districts: RE – Residential Estates District, R-1 – Single-Family Residential District, RP-1 – Planned Single-Family Residential District, R-2 – Two-Family Residential District, RP-2 – Planned Two-Family Residential District

Building Types: Detached House – Estate, Detached House – Suburban, Detached House – Neighborhood, Duplex, Small Civic

Primary Uses: Single-family dwelling, duplex, small assembly, school, cemetery/mausoleum, open/civic space

3.3.1.2 Medium-Density Residential

The intent of the Medium-Density Residential land use designation is to allow for a mix of residential options. The medium-density residential use is intended to take the form of small lot, detached or attached, cluster type housing, or small scale multi-dwelling structures, such as two-story, 4-6-plexes, rather than large-scale apartment type development, with an emphasis on walkability.

Density: 7-21 dwelling units per acre

Intensity: Medium

Zoning Districts: R-2 – Two-Family Residential District, RP-2 – Planned Two-Family Residential District, R-3 – Garden Apartment District, RP-3 – Planned Garden Apartment District, R-4 – Mixed-Density Neighborhood District, RP-4 – Planned Mixed-Density Neighborhood District, small scale communities in the RM-P – Residential Manufactured and Mobile Home Planned District.

Building Types: Detached House – Suburban, Detached House – Neighborhood, Detached House – Compact, Duplex, Duplex – Compact, Row House, Garden Apartment, Walk-Up Apartment, Live/Work, Small Civic

Primary Uses: Single-family dwelling, duplex, multi-unit household living, group home, congregate living, small assembly, school, cemetery/mausoleum, open/civic space, residential care limited and general

3.3.1.3 High-Density Residential

The intent of the High-Density Residential land use designation is to allow for compact residential development while creating walkable neighborhoods. The high-density use offers an opportunity for a mix of housing types and connection to walkable regional centers.

Density: 10+ dwelling units per acre

Intensity: High

Zoning Districts: R-3 – Garden Apartment District, RP-3 – Planned Garden Apartment District, R-4 – Mixed-Density Neighborhood District, RP-4 – Planned Mixed-Density Neighborhood District, R-5 – Apartment District, RP-5 – Planned Apartment District, RM-P – Residential Manufactured and Mobile Home Planned District

Building Types: Detached House – Suburban, Detached House – Neighborhood, Detached House – Compact, Duplex, Duplex – Compact, Row House, Walk-Up Apartment, Mid-Rise Apartment, Garden Apartment, Live/Work, Small Civic

Primary Uses: Single-family dwelling, duplex, multi-unit household living, group home, live/work, congregate living, small assembly, school, cemetery/mausoleum, open/civic space, residential care limited and general

3.3.1.4 Community Mixed Use

The intent of the Community Mixed Use land use designation is for smaller commercial nodes that are intended to meet the needs of residents. Community commercial areas

are located with or adjacent to neighborhoods and may consist of standalone structures or small shopping centers with multiple commercial uses.

Intensity: Low-Medium

Zoning Districts: C-O – Office District, CP-O – Planned Office District, CO-A – Neighborhood Business District, COP-A – Planned Neighborhood Business District, C-2 General Business District, CP-2 – Planned General Business District

Building Types: Row House, Walk-up Apartment, Live/Work, Small Commercial/Storefront, Small Commercial/Pad Site, Mixed-Use, Small Civic, Prominent Civic, Small Industrial/Workshop, General Commercial

Primary Uses: Multi-unit household living, live/work, mixed-use, assembly, cultural and public service, school, cemetery/mausoleum, Residential care – limited, general, open/civic space, retail – micro, neighborhood, small, and general, grocery – market, store, supermarket, outdoor sales – general, Convenience store/fuel station – limited, general, animal care – general, day care center, food and beverage – general, heavy, health care, office – limited, general, large/complex, personal services, personal storage – outdoor, recreation/entertainment – indoor minor, indoor major, outdoor minor, Recreation/RV Park campground, vehicle/equipment service and repair – limited, manufacturing – artisanal, lodging – bed and breakfast, inn, small, and large, public utility facility – minor

3.3.1.5 Regional Commercial

The intent of the Regional Commercial land use designation is to allow for retail and service uses located near I-35 interchanges. A regional commercial area provides goods and services aimed toward those traveling by an auto and capitalizes on accessibility from areas beyond Gardner. This designation may also include light industrial and utility uses.

Intensity: Medium-High

Zoning Districts: C-2 General Business District, CP-2 – Planned General Business District, C-3 Heavy Commercial District, CP-3 Planned Heavy Commercial District; M-1 Restricted Industrial District, MP-1 Planned Restricted Industrial District

Building Types: Small Commercial – Storefront, Small Commercial/Pad Site, Mixed-Use, General Commercial, Large Commercial, Prominent Civic, Small Civic, Small Industrial/Workshop, General Industrial

Primary Uses: Assembly, cultural and public service, school, open/civic space, residential care, retail, grocery, outdoor sales, convenience store/fuel station, animal care, food and beverage, health care, lodging, office, personal services, recreation/entertainment, vehicle/equipment service and repair, manufacturing – limited/artisan, light, and general, commercial storage, animal care, freight and distribution – light, vehicle equipment service repair – limited, general, and heavy, public utility facility – minor

3.3.1.6 Commercial & Light Industrial

The Commercial & Light Industrial land use designation involves the manufacturing, processing, storage and distribution of goods and materials that may have limited effect on surrounding uses. Typically, operations occur indoors with large office parks and corporate campuses also being suitable.

Intensity: Medium

Zoning Districts: C-O Office District, CP-O Planned Office District, C-3 Heavy Commercial District, CP-3 Planned Heavy Commercial District, M-1 – Restricted Industrial District, MP-1 – Planned Restricted Industrial District

Building Types: Row House, Walk-up Apartment, Live/work, Small Commercial – storefront, Small Commercial – Pad Site, Mixed-use, General Commercial, Large Commercial, Prominent Civic, Small Civic, Small Industrial/Workshop, General Industrial

Primary Uses: Multi-unity household living, live/work, assembly, cultural and public service, school, open/civic space, mixed use, small scale retail, outdoor sales, convenience store/fuel station, animal care, food and beverage, health care, lodging, office, personal services, recreation/entertainment, vehicle/equipment service and repair, manufacturing, freight and distribution, commercial storage, agriculture processing, public utility facility - minor

3.3.1.7 Heavy Commercial & Industrial

The intent of the Heavy Commercial & Industrial land use designation involves the manufacturing, processing, storage, and distribution of goods and materials, and may include larger scale retail, service and employment uses with outside storage or operation components.

Intensity: High

Zoning Districts: M-2 – General Industrial District, MP-2 – Planned General Industrial District

Building Types: Small Commercial – Pad Site, General Commercial, Large Commercial, Prominent Civic, Small Industrial/Workshop, General Industrial

Primary Uses: Outdoor sales, convenience store/fuel station, personal service – heavy/business services, vehicle/equipment service and repair, manufacturing, freight and distribution, commercial storage, agricultural processing, public utility facility minor

3.3.1.8 Public/Semi-Public

The intent of the Public/Semi-public land use designation is to allow for public, civic, and utility uses.

Intensity: Variable

Zoning Districts: Any district that promotes the special purpose land uses that provide for broader community benefits.

3.3.1.9 Parks, Recreation, Open Space

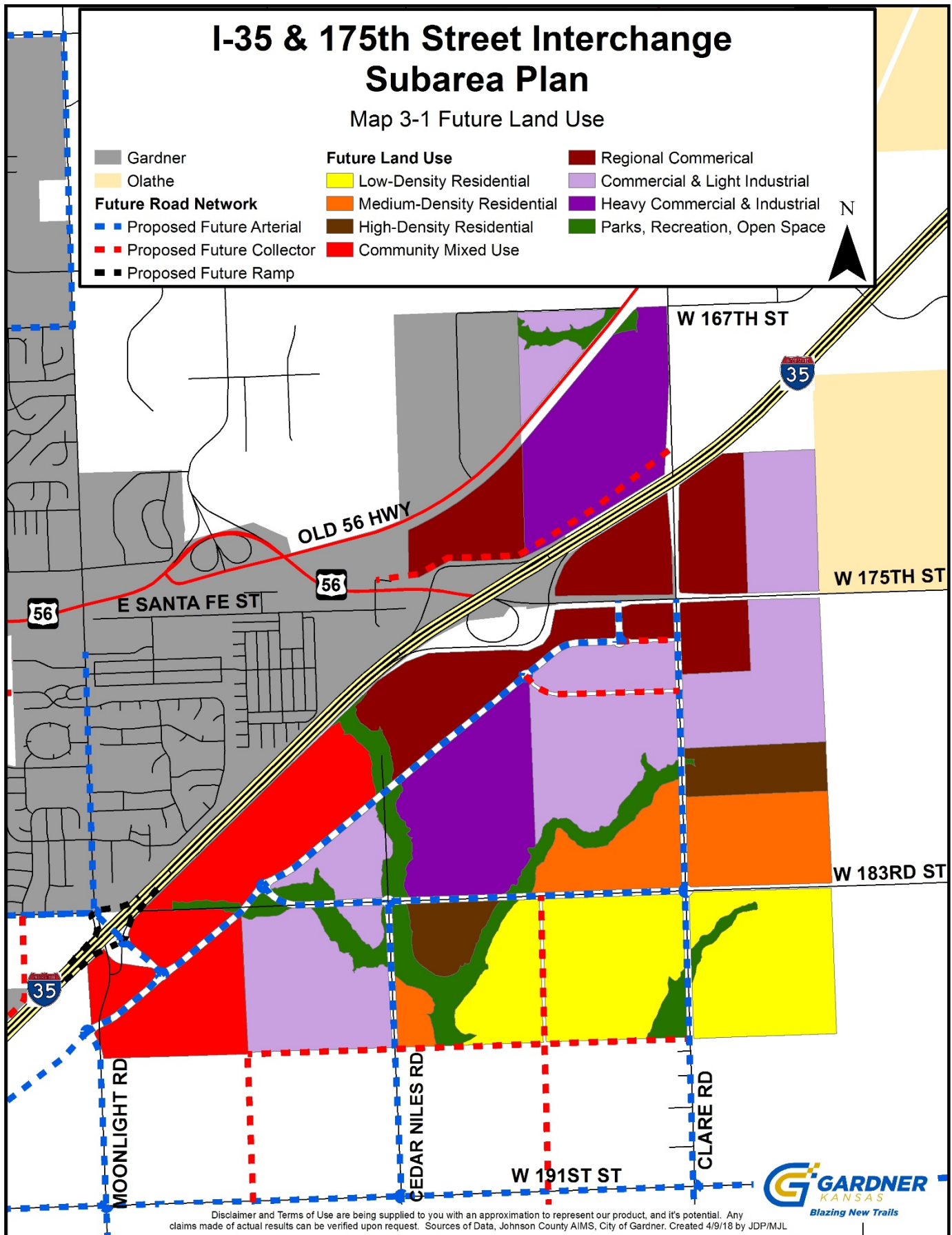
The intent of the Parks, Recreation and Open Space land use designation is to provide space for public recreational facilities and natural area preservation.

Intensity: Variable

Zoning Districts: REC – Recreational District

Building Types: Small civic, Prominent civic

Primary Uses: Assembly, cultural and public services, school, cemetery/mausoleum, open/civic space, recreation/entertainment indoor and outdoor, recreation – RV park/campground, farming - light



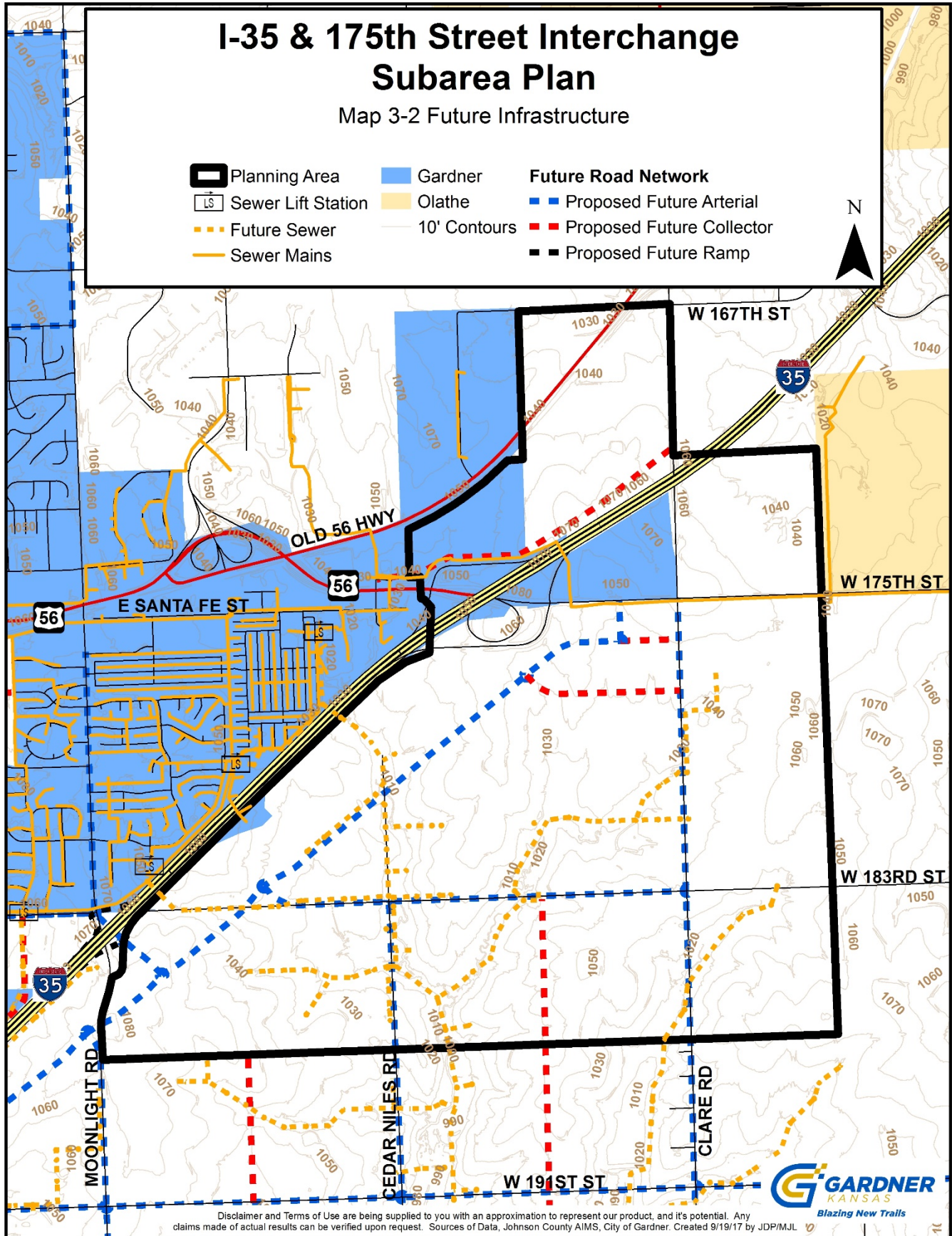
3.4 Future Infrastructure

3.4.1 Future Utilities

Extension of utilities within the planning area is necessary for development on the south side of I-35. Water District #7 is the provider of public water for the majority of the planning area. The area around W. 175th Street is served by WaterOne. The city will work with the water districts to provide facilities in the area. Sanitary sewer, stormwater and electric will be provided by the city. Stormwater facilities generally follow streets as does electric. A new electric substation will be necessary on the south side of the interstate. Currently the city owns a small amount of gas line that crosses the interstate along the alignment of Cedar Niles Rd. An existing electrical line crosses the interstate in the same location. In order to group service locations for a more efficient use of property, it is recommended that the substation be located along this current alignment, just south of the interstate as identified in the Future Land Use map as a Public/Semi Public land use. Sewer ideally will follow low points in the topography to allow for gravity flow with force main lines being used when necessary. Map 3-2 provides for general locations for future sanitary sewer mains. The map is not intended to provide a scalable map for determining the specific location as this can vary based on topography and other factors.

3.4.2 Future Transportation Improvements

Improvements to the transportation system within the planning area include a newly proposed reverse frontage road that parallels I-35. This road would be located adjacent to the Southern Star Gas line easement which would be unbuildable area. This alignment creates the opportunity for development on both sides of that road. Additionally anticipated is the construction of roundabouts at intersections of arterials and collectors throughout the planning area.



3.5 Implementation – Priority Tasks

1. Amend the utility, transportation, and parks master plans to include the planning area.
2. Update the *Gardner Comprehensive Plan*, Land Use Plan map to reflect the future land uses as identified in this plan and incorporate by reference the *I-35 & 175th Street Interchange Subarea Plan* document.
3. Begin conversations with property owners and potential developers to encourage annexation and development consistent with this plan.
4. Work to find other potential sources for funding to assist with infrastructure development in the I-35 and 175th Street interchange planning area.
5. Acquire right-of-way for the future arterial street alignments.
6. Acquire easements for the future sanitary sewer mains.
7. Develop streetscape standards along arterial streets.

Appendix A

June 6, 2015 Meeting Summary

City staff held a meeting on Tuesday with property owners in the area generally surrounding the I-35 and 175th Street interchange, to discuss a subarea plan. This meeting was well attended with approximately 20 people filling the conference room at the Johnson County Library. At the meeting, staff presented what the city is doing to overcome negative perceptions of the city, what's new with Gardner, why the city is looking at this area, the planning process, and information for a next meeting. Staff stated that the plan, when complete, will address future land use, future infrastructure such as streets, water and sewer, and annexation strategies. Many maps showing existing conditions, future land use and street layout from approved plans and conceptual sanitary sewer layouts were also presented. Attendees were given an opportunity to ask questions and give general input regarding future development of this area. The maps and presentation were posted to the City of Gardner website where any interested party could access the information.

Below are the comments received at the meeting:

- The biggest threat is the City of Gardner taking land.
- Concerned about city taxes and the personal cost of developing frontage that would be required by the city of property owners.
- "We don't want warehouses next to our house."
- Developers leave after they build here, why does the city want so many people out there? We take care of ourselves out there.
- Concerned about having a voice in the process, because there are very few houses in this sub-area for the amount of land that it is. Make sure there is a voice for "the little guys".
- Fears of eminent domain or pressure to sell for cheap. Don't feel like they will be taken care of.
- Hear of development on 175th Street and wonder what we are doing about this?
- They are there because they are in agriculture production. They are guarded against the powers, given by the State, to municipalities.
- "Development is very hard to control."
- How will this be funded and whose shoulders will it fall on?
- "That can ruin a person's future."

A next meeting was scheduled for mid to late July where a SWOT (strengths, weakness, opportunities and threat) analysis was to be performed with attendees. This information was to be used as a basis for the goals and policies of the plan.

August 11, 2015 Meeting Summary

City staff held a meeting on Tuesday, August 11th with the property owners within the planning area and approximately 15 interested persons were in attendance at the Johnson County Library.

At the meeting, staff provided a summary of the June 9th meeting and led attendees through a SWOT (strength, weakness, opportunity and threat) exercise. After the exercise, attendees were asked to vote for their top item in each category. The top one-to- two in each category is what the plan will focus on with the other items being incorporated. The activity is summarized below including the vote counts.

Strengths

1. I-35 interchange (9)
2. Rural / Ag good farmland (2)
3. Hillsdale watershed / natural tributaries
4. Topography
5. In Johnson County
6. Proximity to Gardner

Weaknesses

1. Lack of sanitary sewer (4)
2. Lack of rural water (2)
3. City annexation and taxes (2)
4. Inadequate treatment of water near airport (1)
5. Past planning decisions (1)
6. Traffic control, 175th St and Claire
7. City has nothing to offer
8. Lack of police and fire protection

Opportunities

1. Expanded businesses (5)
2. Increase land values (4)
3. Low interest rates for infrastructure
4. Bring water and sanitary sewer
5. Improve roads
6. Protect flood plain and natural waterways

Threats

1. Taxes and annexation (8)
2. Loss of farmland (5)
3. Traffic (2)
4. Crime (1)
5. Pollution
6. Tax abatement for new businesses

This information will be used to provide direction for the plan regarding proposed goals and policies.

A next meeting will be scheduled for July where a future land use activity will be performed with attendees.

September 2, 2015 Meeting Summary

City staff held a meeting on Wednesday, September 2nd at the Johnson County Library with the stakeholders of the I-35 and 175th Street Interchange Subarea Plan. There were approximately 8 people in attendance where the attendees sat at tables and were asked to complete a land use exercise with those they were sitting with. Staff provided direction as to what to take into consideration and provided additional information to assist in the activity of “coloring” land uses on a map. Great conversation was heard during the activity and once the activity was complete, the maps were displayed. The next steps were to take the information from the meetings and work to draft the plan.

Pictures of the end result of the activity are below. The color associations are as follows:



Low-Density Residential: larger lots with single-family structures



Medium-Density Residential: mix of small lot single-family and multi-family residential (duplex, townhomes, small scale multi-family)



High-Density Residential: typically apartment type structures



Office: large and small office structures



Community Commercial: smaller commercial node that is intended to meet the needs of residents in the area



Regional Commercial: areas located near I-35 interchanges and capitalize on accessibility from areas beyond Gardner; generally big box stores with high traffic volumes



Industrial: manufacturing, distribution, warehouse

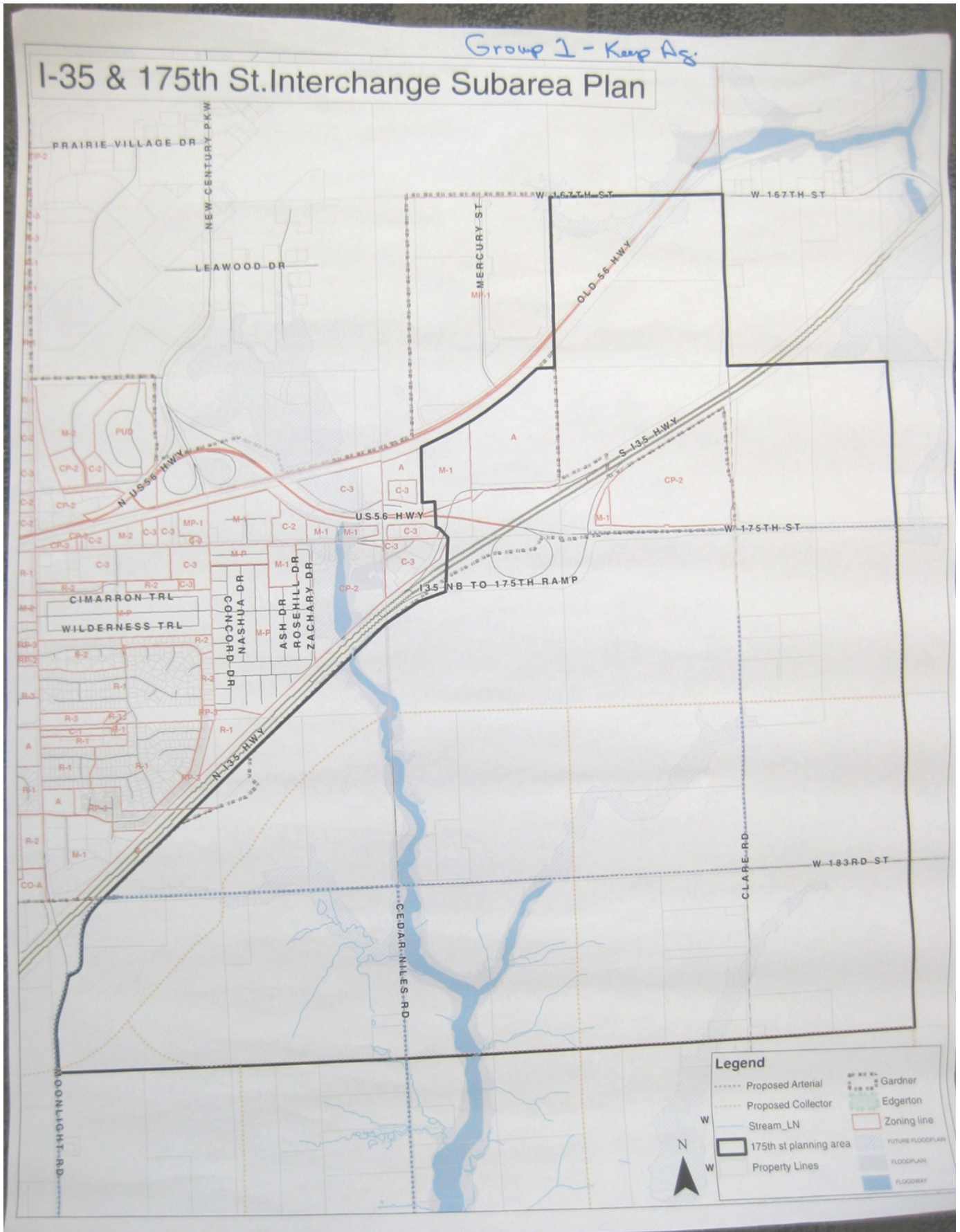


Public/Civic: governmental owned, school district owned

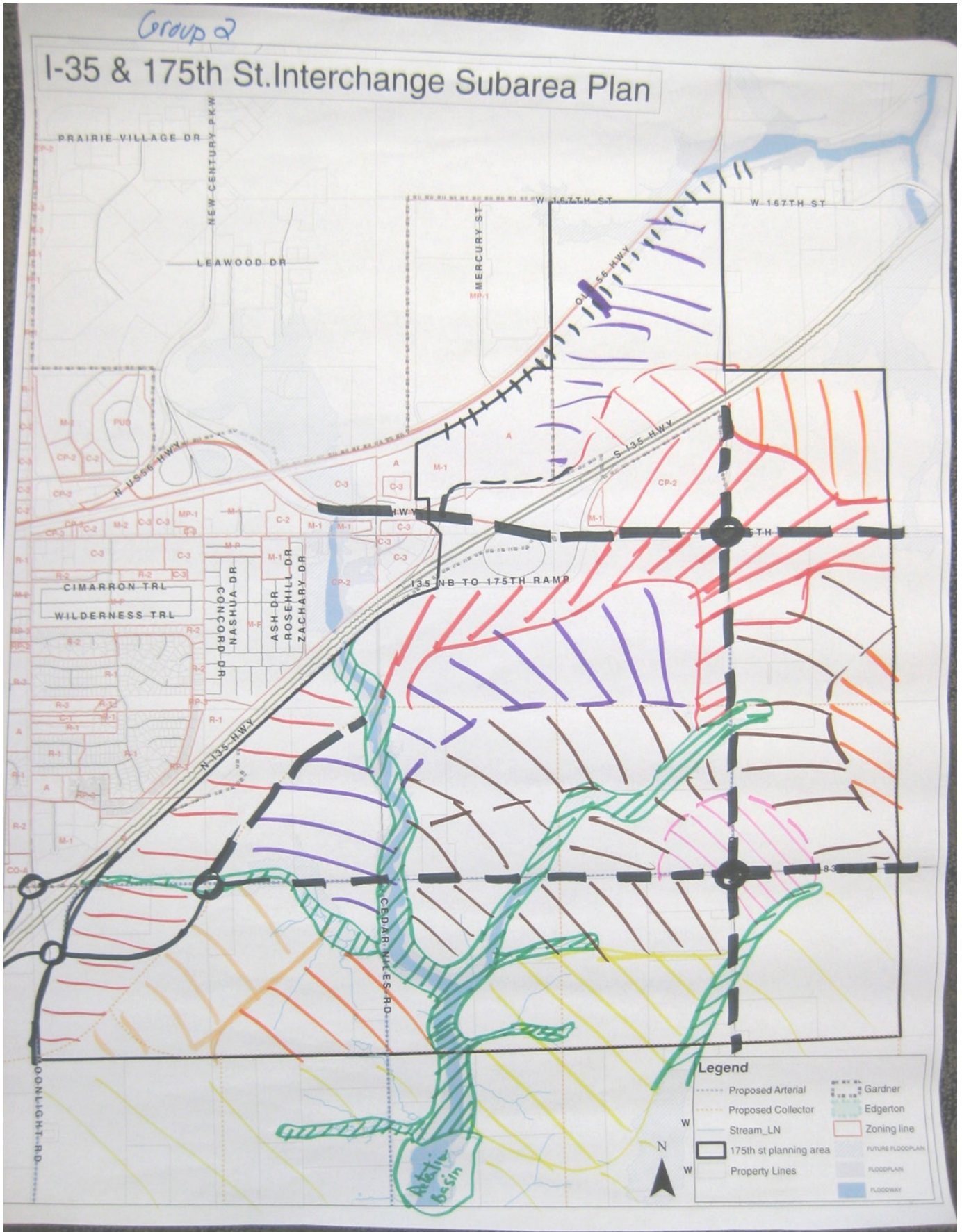


Parks/Recreation/Open Space

I-35 & 175th Street Interchange Subarea Plan



I-35 & 175th Street Interchange Subarea Plan



November 4, 2015 Meeting Summary

City staff held a meeting on Wednesday, November 4th at the Johnson County Library with the stakeholders of the I-35 and 175th Street Interchange Subarea Plan. There were approximately 14 people in attendance staff provided a summary of the process to date. The land use activity maps from the previous meeting were displayed along with a draft future land use map provided by staff. Discussion of the draft map was had and the attendees asked questions and provided feedback. The next step was to draft the plan.