

GROWTH MANAGEMENT STRATEGY



CITY OF GARDNER, KANSAS

November 23, 2015

Adopted by Resolution No. 1940

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Project Team

Administration

Cheryl Harrison-Lee, City Administrator

Matt Wolff, Management Analyst

Jeanne Koontz, City Clerk

Anne Forrester, Executive Assistant

Business & Economic Development

Larry Powell, Business & Economic Development Director

Michelle Leininger, Principal Planner

Public Works

Brian Faust, Public Works Director

Tim McEldowney, City Engineer

Mark Pottinger, Staff Engineer

John Paa, GIS Analyst

Utilities

Gonzalo Garcia, Utilities Director

1.0 Introduction

The Growth Management Strategy provides guidance for future growth and development decisions through consideration and action on the following items:

- Identify areas that are appropriate for growth and prioritize such areas as best suited for short-term, mid-term and long-term annexation.
- Prepare preliminary cost estimates to provide municipal services to these areas.
- Prepare projections of revenues anticipated to be generated within these areas.
- Determine the best course of action for planned growth and evaluate current policies and options.

Development in every direction from Gardner’s existing city boundaries will require careful planning and strong support from the City Council in order to entice private developers to include Gardner in their plans.

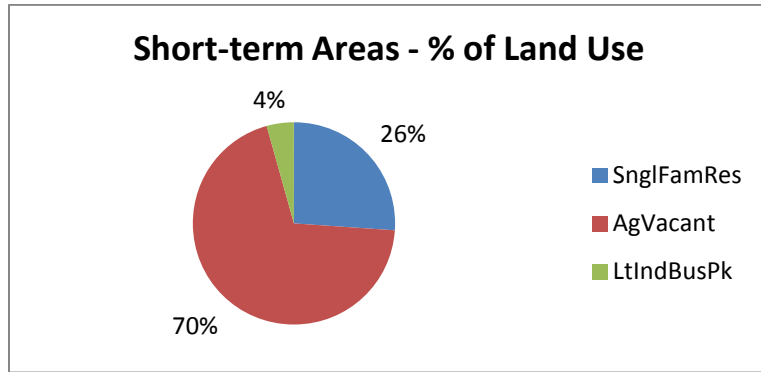
Items identified in the Comprehensive Plan and other planning documents and reports that were given additional consideration in the development of the Growth Management Strategy are: improving community infrastructure, accommodating planned development, buffering existing neighborhoods; improving traffic flow through the city, improving future access to I-35 and development of the community through planned growth.

In addition, the Gardner planning area was evaluated using existing land use patterns, the future land development plan and by identifying areas of urbanizing located along the edges of the city limits of Gardner to identify properties that would qualify and serve as conduits of growth for the community. These areas are categorized as having short-term, mid-term and long-term growth potential.

Table 1: General Characteristics of the Areas Determined Most Suitable for Voluntary Annexation

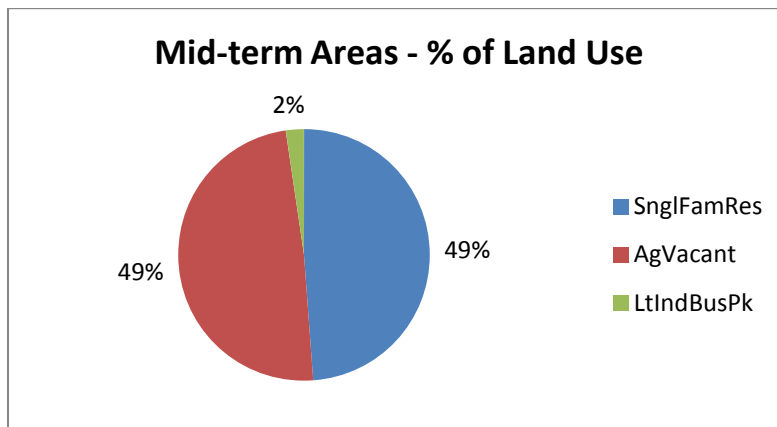
General Characteristics of the Areas Determined Most Suitable for Voluntary Annexation				
	Short-term Areas	Mid-term Areas	Long-term Areas	Total All Areas
Total Acres ⁺	637	1,730	10,143	12,510
Households	6	44	121	171
Population [*]	15	118	307	440
Total # Parcels	20	53	182	255
Total Assessed Valuation **	\$287,383.00	\$1,041,452.00	\$3,759,042	\$5,087,877.00
+ Acreage includes rights-of-way and easements				
* 2014 Census, Johnson County: 2.54 people per household X number of households = Estimated Population				
**2014 Johnson County Tax Records				

Figure 1: Percentage of Land Use by Short-term Growth Area (based on # of parcels)



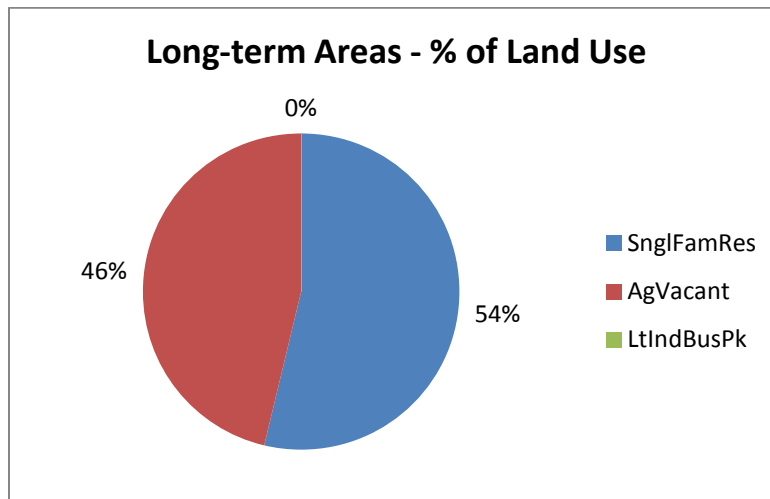
*Data from Johnson County Land Records

Figure 2: Percentage of Land Use by Mid-term Growth Area (based on # of parcels)



*Data from Johnson County Land Records

Figure 3: Percentage of Land Use by Long-term Growth Area (based on # of parcels)



*Data from Johnson County Land Records

The Growth Management Strategy contains general service needs and preliminary costs and revenues for the purpose of creating an annexation strategy. Once annexation of a particular area is pursued then the statutorily required plan for services will be prepared, if needed, with detailed service plans and up-to-date cost and revenue figures.

2.0 Conditions Impacting Annexation

2.1 Limitation to Annexation

The City of Gardner currently has a formal annexation agreement with the cities of Olathe, KS and DeSoto, KS. The city does not have any agreements with the cities of Spring Hill, KS or Edgerton, KS. A copy of the existing annexation agreement and boundaries are included in the appendix.

2.2 Existing Policies that Impact Annexation

The City of Gardner adopted a formal Annexation Policy in 1997 by Resolution No. 1376. The Growth Management Strategy will replace this resolution in its entirety.

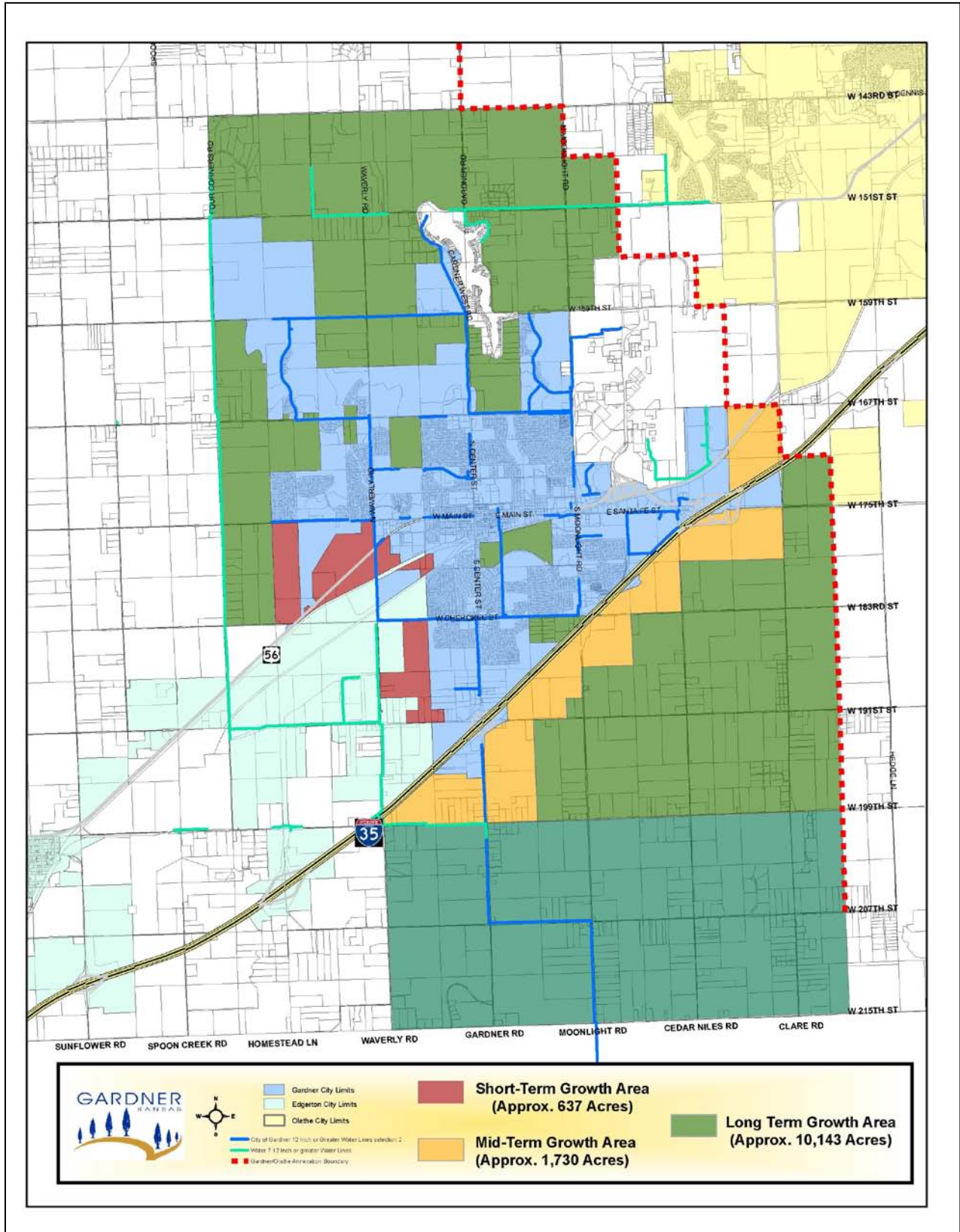
2.3 Identification of Areas Generally Suitable for Annexation

A review of the Gardner planning area, as defined in the Comprehensive Plan, was completed to identify which land areas to develop and what capital infrastructure investments might be needed. Additional information was included from the review of the current sub-area studies for the 175th Street & I-35 interchange and the 191st Street & I-35 interchange. The planning area for the City of Gardner identifies the areas that would qualify and serve as conduits for community growth. These areas have been assigned definitions and are identified as having short-term (0-5 years), mid-term (0-10 years) and long-term growth potential (10+ years).

Future Growth Areas

The concept for the three types of growth areas was created by reviewing existing land use patterns, future land development plans and by identifying areas of urbanization located along the city limits of Gardner. Development consideration was given to improving infrastructure, accommodating development, buffering neighborhoods, improving traffic flow, future access to I-35, and development of the community through managed growth, as identified in the Comprehensive Plan, Airport Master Plan, transportation studies, Southwest Johnson County Area Plan and staff reports.

Map 1: Future Growth Areas

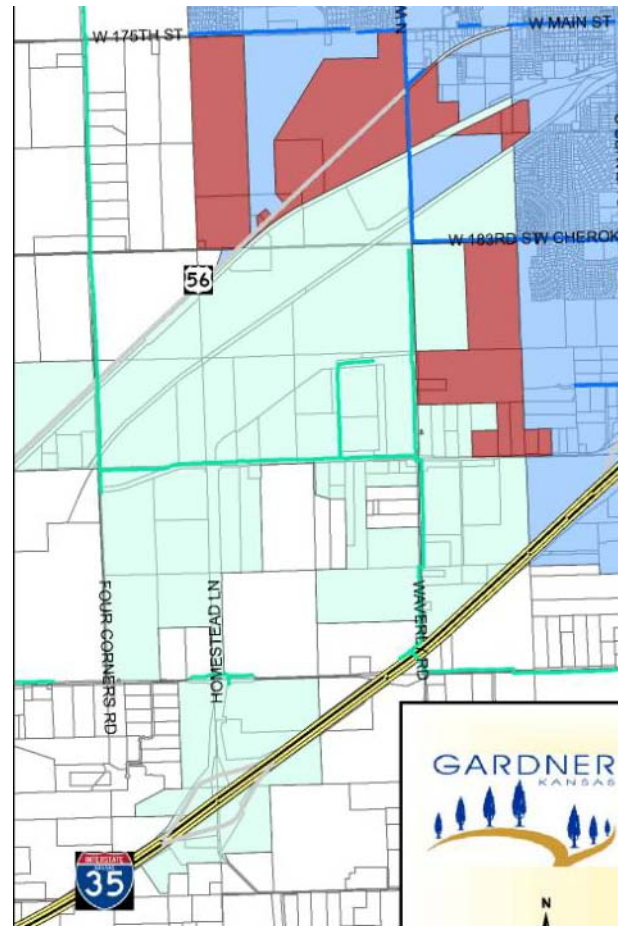


Short-term Growth Areas

Short-term growth areas, shown in magenta on Map #2, contain approximately 637 acres including rights-of-way and easements. These properties are in the Gardner utilities service area and have access to developed water, sewer and electrical services across or within these tracts. There are existing 12-inch water mains along Waverly Road, 191st Street, 188th Street, and 183rd Street. Sewer infrastructure extends across two properties outside the city limits to the Bull Creek Wastewater Treatment Plant. Electrical infrastructure is in place along 191st Street and 183rd Street out to Waverly Road. Included in this service area is a property that has been annexed by Edgerton but is in the Gardner water service area.

Map 2: Short-term Growth Areas

Properties located adjacent to the Gardner Airport along US-56 have access to water. A lift station to serve the sewer system can be located at the south end of the airport area and can serve the proposed area. Development of these properties will support and protect the airport, extend needed control over the runway protection zones and future development areas both south and west of the airport. Additional development in this area will spur growth in the existing commercial zone located north and east of the airport at Waverly Road and W. 175th Street.



The basic road system for short-term development is in place and in use. The intersection on the north side of I-35 where Gardner Road and 191st Street meet will act as a bridge for growth moving traffic and commerce into and out of the south part of Gardner. This important transportation hub area will require joint development with roads for mid-term growth areas. Short-term growth areas will require upgrading and improvement based upon growth and development of the mid-term areas. The Comprehensive Plan identifies these areas as industrial or commercial in scope with some office and other uses in place to buffer existing residential areas. The road systems in joint areas should be developed in conjunction with other local government units and the State of Kansas. The rate of private development in these areas will depend upon the investment in capital made by the city and others to improve infrastructure.

Mid-term Growth Areas

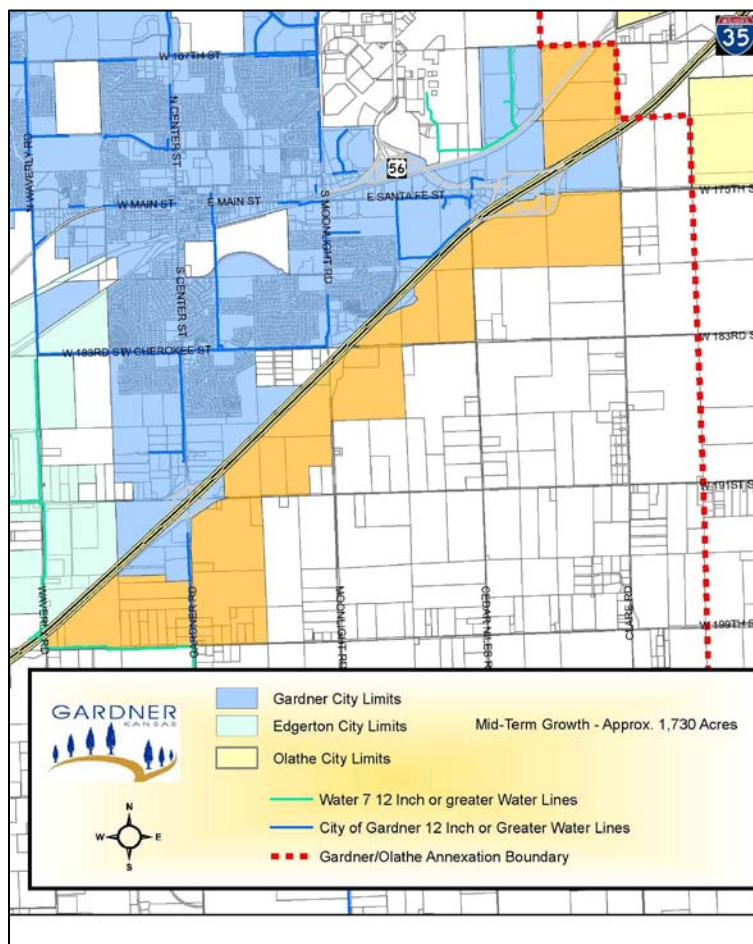
Mid-term growth areas, shown in orange on Map #3, located at the 175th Street & I-35 interchange and the 191st Street & I-35 interchange contain approximately 1,730 acres including rights-of-way and

easements. Both of these areas have a high potential for commercial growth based upon their location and the extension and availability of city services.

Current traffic counts at the intersection of 175th Street and I-35 are in excess of 43,400 vehicles per day with 27,700 vehicles exiting and moving west along US-56 and 9,400 vehicles exiting and moving east along 175th Street. The traffic totals at 191st Street and I-35 are at 33,200 vehicles with 8,745 vehicles moving north along Gardner Road and 300 vehicles moving west along 191st Street into the Intermodal facility.

These two intersections are transportation hubs key to creating the synergism needed to spur growth along the southeast side of I-35. To plan for the transportation system, land will need to be set aside for future access roads and a new intersection at Moonlight Road that can help the community jump the barrier created by the Interstate. The growth at the interchanges and along the road network will need to be spurred by development agreements that allow the best use of the property. There are two sub-area plans that will take into account the planned growth southeast of I-35. A land use plan has been developed for each interchange and for the land parallel to I-35. These land use plans will be incorporated into the annual review of the Comprehensive Plan in the spring of 2016.

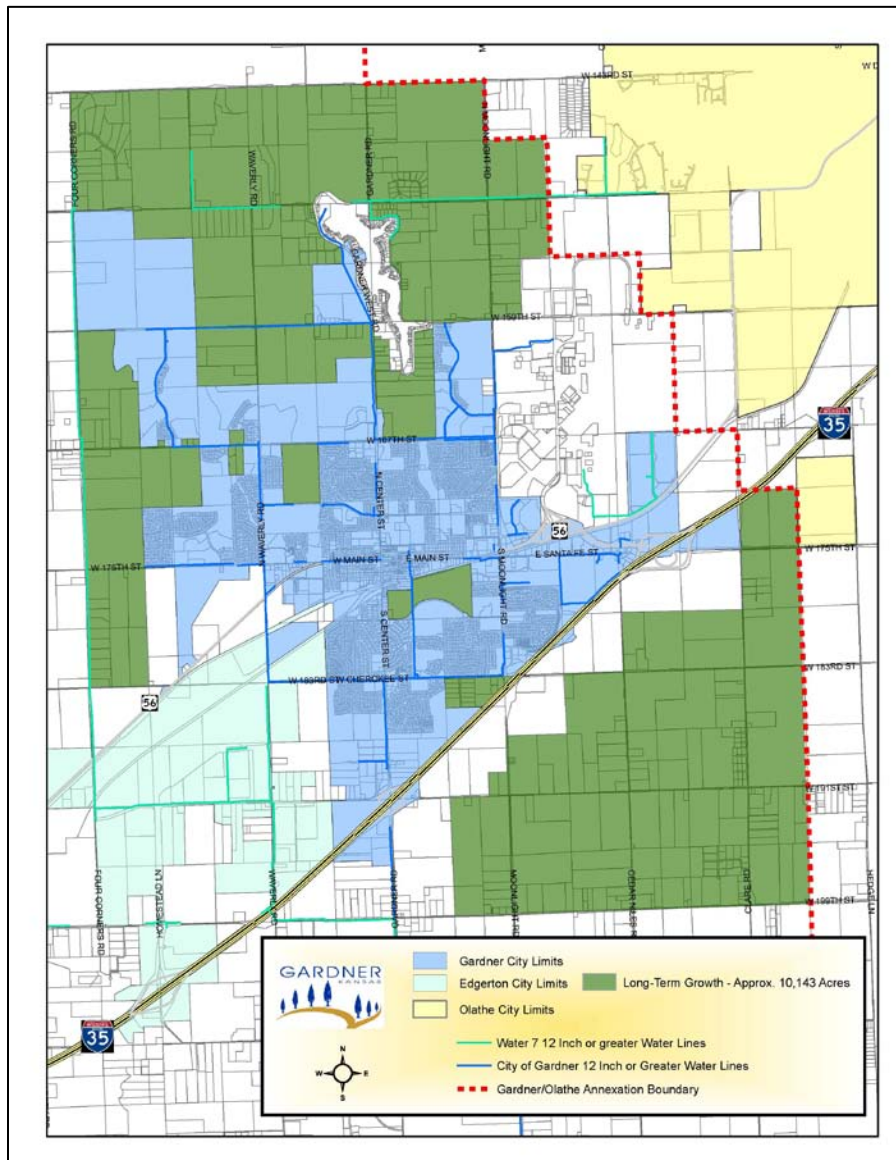
Map 3: Mid-term Growth Areas



Long-term Growth Areas

The long-term growth areas marked in dark green on Map #4 will require the community to grow out into them incorporating them over time. Planning needed for the current short-term and mid-term areas will in fact force the long-term areas to be important as needed roads, water, and sewer systems will cross into and over some of the different regions in preparation of development and in making the best use of surface drainage and infrastructure topography. Land south of I-35 for the most part slopes to the south and gravity flow sewer systems will need to take this into account. Following the slope can make the best use of the properties natural characteristics allowing for the development of green space, trails and park systems to be developed in conjunction with water and sewer systems as the area develops. Other areas can be developed as the extension of utilities creates land bridges across the long-term development areas.

Map 4: Long-term Growth Areas



3.0 Identification of Municipal and Other Services

3.1 Fire Services

All of the areas mentioned in this report are under the jurisdiction of the Johnson County Fire District #1. In the future, there may be a need for a fire protection study to determine adequate fire protection for the future growth of the city.

3.2 Police Services

All of the short-term and mid-term areas listed in this report can be serviced from existing Police Department structures. As growth continues to expand beyond the city's boundaries, the need for additional service facilities must be evaluated and developed to ensure proper emergency response times.

3.3 Other Services

Some of the short-term and mid-term areas have water service provided by WaterOne (Water District No. 1 of Johnson County) or Johnson County Water District No. 7. City staff has contacted both of these agencies and discussed the extension of water services by these agencies into the future growth areas. It may be possible to have Gardner water extend into these areas. Further discussions will need to take place as annexation occurs so that a service plan can be created when needed. Sewer services will be provided by the City of Gardner and a system for service is being designed.

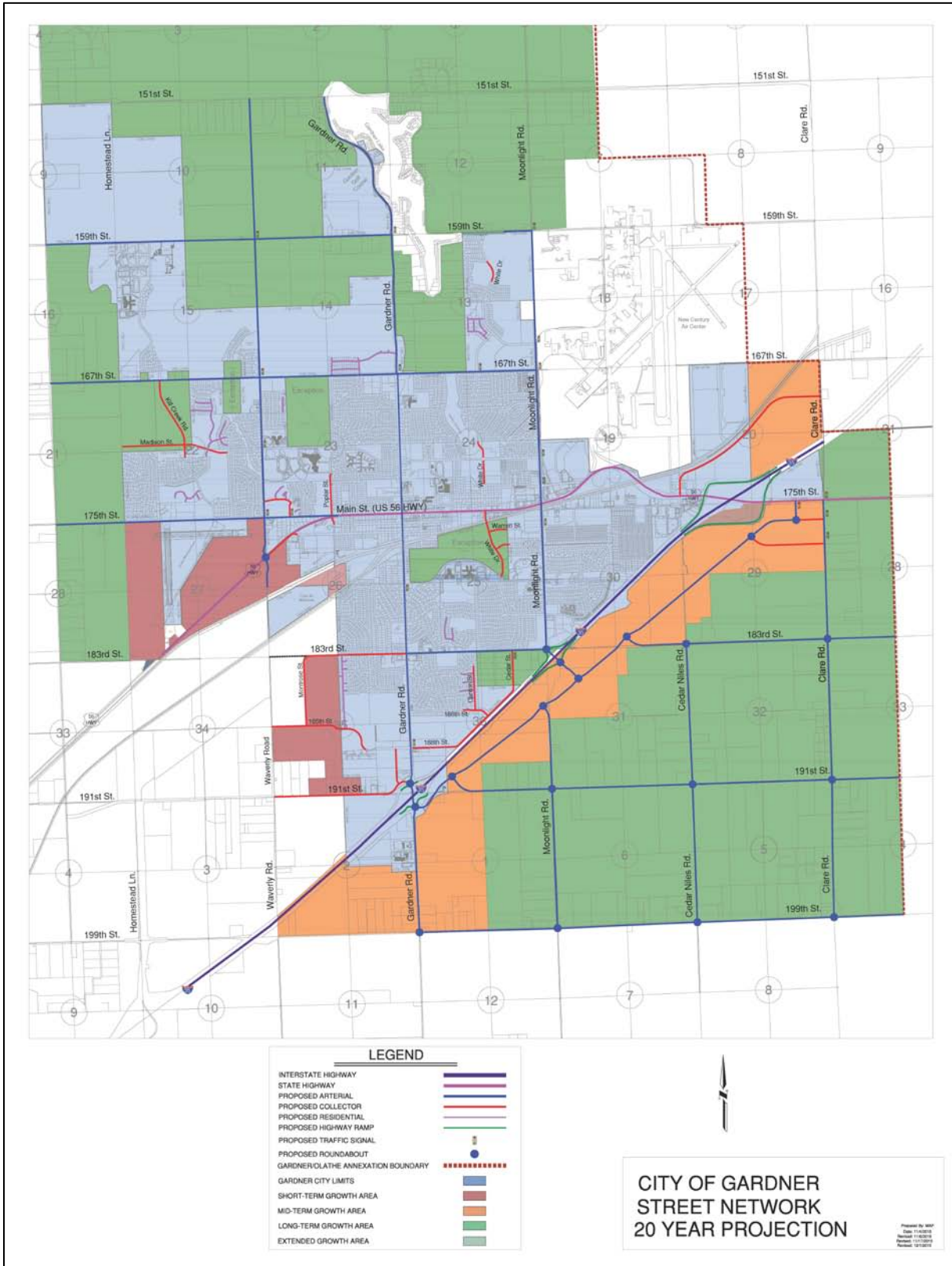
3.4 Transportation Network

For the short-term and mid-term growth areas, development of the arterial road network will follow the existing mile road system with collectors being developed along half mile lines. Interior roads will be developed to city standards as needed by private developers. Cost analysis to develop the arterial and collector road network will be developed by the Public Works Department.

Road improvements connecting the short-term and mid-term growth areas along 191st Street can best be accomplished by using roundabouts to allow for the proper placement of a new intersection arrangement on the north side of I-35 along Gardner Road and 191st Street aligning the access ramps. A matching roundabout will be located on the south side of I-35 aligning 191st Street, Gardner Road and the access ramps for I-35.

A similar system can be created at Moonlight Road with a future interchange between the existing 183rd Street intersection crossing I-35 and connecting into a future Frontage Road on the south side of I-35. The road system at 175th Street & I-35 will be developed by a private developer as the property is platted and designed. A proposed 20-year build-out design concept is shown below.

Map 5: Street Network - 20-year Projection



4.0 Revenue Projections

The revenue projections shown below reflect current property taxes adjusted by assumed growth in property taxes (4% for 2016 and 2017; 2% for 2018 and beyond). The future excise tax projections are based on only the developable land and exclude planned easements. Future excise tax will be realized when the land is platted. Anticipated revenues from new development in this area have not been developed at this time. In-depth cost benefit analyses will be conducted when project proposals are submitted.

Table 2: Revenue Projections for 191st Street & I-35 Interchange Target Area

191st Interchange Target Area

Land Use	Status	Total Acres	Current Assessed Value	Property Tax 1 Yr	Property Tax 5 Yr	Future Excise Tax
AgVacant	Platted	39.02	110,605	3,386	17,899	-
AgVacant	Unplatted Acreage	422.80	93,669	2,867	15,158	3,683,501
SnglFamRes	Platted	28.26	121,718	3,726	19,697	-
SnglFamRes	Unplatted Acreage	60.56	371,228	11,364	60,074	527,774
LtIndBusPk	Platted	-	-	-	-	-
LtIndBusPk	Unplatted Acreage	36.09	53,234	1,630	8,615	314,387
Totals		586.73	750,454	22,973	121,443	4,525,662

Table 3: Revenue Projections for 175th Street & I-35 Interchange Target Area

175th Interchange Target Area

Land Use	Status	Total Acres	Current Assessed Value	Property Tax 1 Yr	Property Tax 5 Yr	Future Excise Tax
AgVacant	Unplatted Acreage	472.63	72,873	2,231	11,793	4,117,553
SnglFamRes	Unplatted Acreage	0.53	15,916	487	2,576	4,617
Totals		473.16	88,789	2,718	14,369	4,122,170

Table 4: Revenue Projections for Frontage Road Target Area

Frontage Road Target Area

Land Use	Status	Total Acres	Current Assessed Value	Property Tax 1 Yr	Property Tax 5 Yr	Future Excise Tax
AgVacant	Unplatted Acreage	661.12	168,599	5,161	27,284	5,759,677
SnglFamRes	Unplatted Acreage	3.55	23,570	722	3,814	30,928
Totals		664.67	192,169	5,883	31,098	5,790,605

5.0 Annexation Activity Cost Estimates

5.1 Short-term costs

Short-term costs in the area of the Gardner Airport are minimal as roads, electrical service and waterlines are in place along Waverly Road and 175th Street. Sewer access is in place along the northern part of the area and the south can be served by a small lift station.

Short-term costs along the west side of the existing city limits and Waverly Road are minimal as electrical, sewer and water service exist next to the proposed service area. The basic road system exists and will need to be improved as will the access roundabouts at 191st Street and south Gardner Road to create the transportation hub access to spur growth in the area. Road costs will be developed by Public Works.

5.2 Mid-term costs for 191st Street

This area has existing water, sewer and electrical service. The largest cost will be investing in a new road structure. Cost estimates for the design have not been started. An additional study is needed and development agreements with the State will need to be approved. Development of this area and the following area are connected. Although they will develop at different rates, they should be worked in a concurrent manner.

5.3 Mid-term costs for 175th Street

The development along this area will entail more investment. The basic road structure exists but is not fully developed. Water in this area is under the jurisdiction of WaterOne. Sewer service needs to be developed in phases using storage systems first, a lift station second, and finally a gravity flow system will need to be created. Costs for each of these items will depend on the private development of the area. Some costs will depend upon how the city decides to develop the long-term growth area.

5.4 Long-term costs

The development of this area will be reviewed every year as the growth of the mid-term regions expands. As the commercial and industrial growth of the region increases, private development of the long-term growth area will occur mostly as residential and will balance the existing community. The School District will need to take into account the construction of additional school facilities as housing increases. The location and design of future school facilities are not yet under consideration.

Table 5: Estimated Annexation and Growth Costs

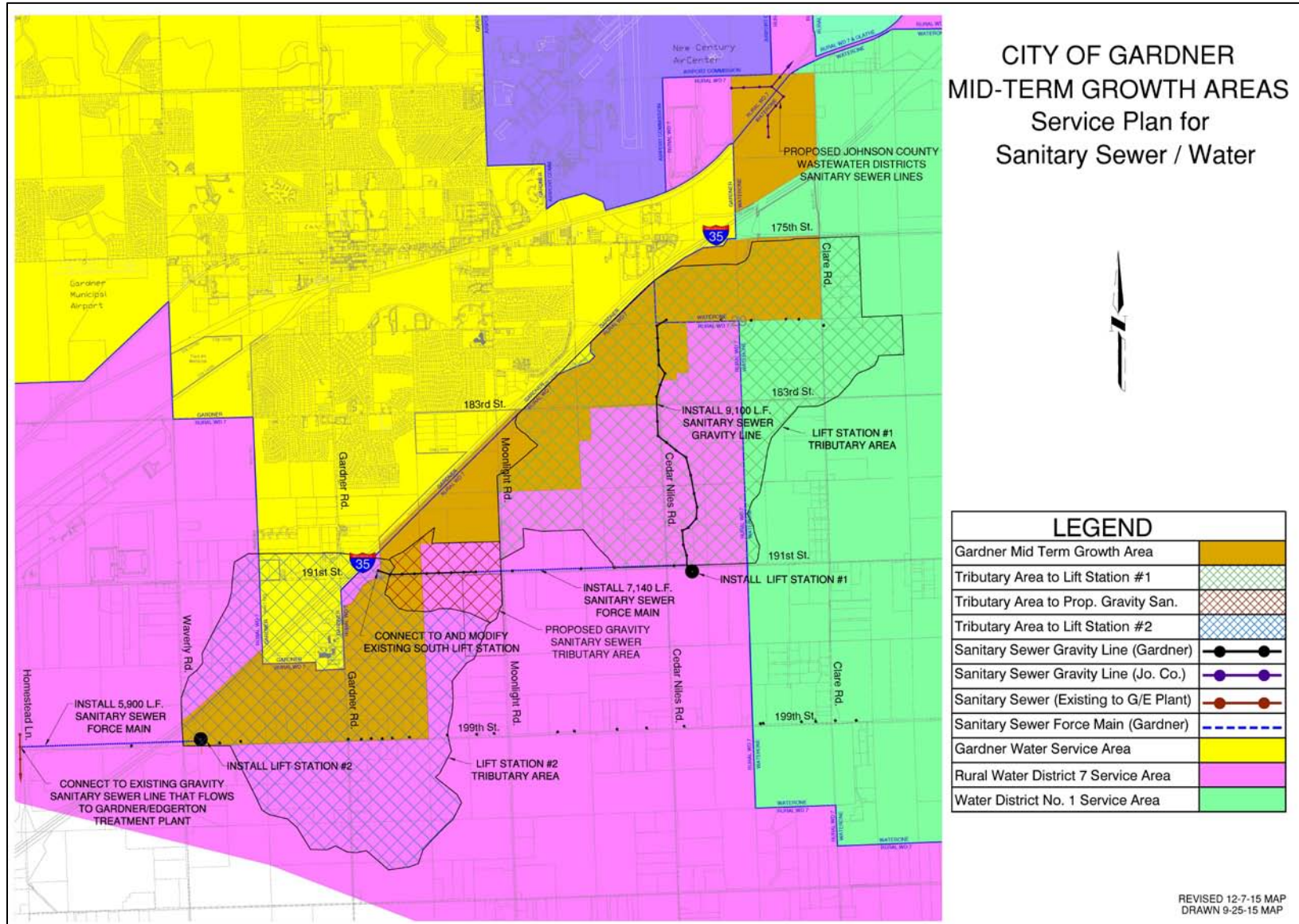
Estimated Annexation and Growth Costs

Area	Water				Sanitary				Transportation			
	Annexation Improvements	Annexation Costs	Growth Improvements	Growth Costs	Annexation Improvements	Annexation Costs	Growth Improvements	Growth Costs	Annexation Improvements	Annexation Costs	Growth Improvements	Growth Costs
Short Term Area 1 - Airport	None	\$0	None	\$0	None	\$0	Study and Upsizing	\$125K (some recovery upon development)	None	\$0	175th and Waverly Road Widening	\$4.5M (Developers pay a portion)
Short Term Area 2 - Waverly	None	\$0	None	\$0	None	\$0	Creek Crossing	\$250K	None	\$0	191st and Roundabout	\$6M - (Edgerton and KDOT might pay a portion)
Mid Term Area 1 - I35/175th	None	\$0	None	\$0	Final design and sewer installation	\$3M	Additional sewer installation	All depends on development	None	\$0	Upgrades to 175th and Clare Road	\$4.6M to \$5M
Mid Term Area 2 - I35/Gardner Rd	None	\$0	None	\$0	None (see Growth)	\$0	Study and Upsizing - may be reviewed during annexation	\$1M (some recovery upon development)	None	\$0	191st, Gardner Road and Roundabout	\$7M (KDOT might pay a portion)

Notes:

- 1) KDOT funding may be available for a portion of the roundabout construction at Gardner Road.
- 2) A large portion of 191st Street (north of Interstate) is within the City of Edgerton.
- 3) Developers typically cover the road improvement costs associated with their development. The City typically pays for anything over 2 lanes (upsizing).
- 4) Most annexation infrastructure costs are shown as '\$0'. Water, transportation, and in some cases sewer, are available adjacent to the properties.

Map 6: Sewer System – 20-year Projection



6.0 Evaluation of Potential Annexation Areas

6.1 Short-term areas

Short-term areas have the potential to be developed for businesses that wish to support the existing intermodal industries. The airport properties should be developed as support industries for the airport. A small commercial area located north and east of the airport at 175th Street and Waverly Road can be developed into local shops and retail trade stores that would support the shopping habits of the residents of the area. Development will occur in years 1 through 5.

6.2 Mid-term areas

Mid-term development will happen in two major areas: 191st Street & I-35 and 175th Street and I-35. The 191st Street area already has commercial development and will be supported by development of medical facilities and other commercial highway uses such as hotels, motels, restaurants and other vehicle supported businesses. The 175th Street area will develop smaller distribution facilities and assembly type manufacturers that will support the Intermodal and commercial industries that will support the growth and development of the New Century AirCenter and Business Park. Development will occur in years 1 through 10.

6.3 Long-term areas

Long-term development is mostly planned as residential with additional school district facilities and associated small neighborhood commercial areas which will develop as needed. The Frontage Road area will develop as commercial and industrial businesses parallel to I-35 develop between the interchanges. It is expected that USD 231 will need to plan for additional school facilities in the area as growth occurs. Development in long-term areas will generally occur more than ten years out from adoption of this Growth Management Strategy.

Appendix

Comprehensive Plan 2014.....	www.gardnerkansas.gov
Economic Development Strategy 2014.....	www.gardnerkansas.gov
The Southwest Johnson County Area Plan 2013.....	www.marc.org
Boundary Agreement with the cities of Olathe, KS and DeSoto, KS.....	20

AGREEMENT BETWEEN THE CITIES OF OLATHE, GARDNER AND DESOTO, KANSAS
RELATING TO FUTURE ANNEXATIONS

THIS AGREEMENT is made and entered into this _____ day of _____, 19____, by and between the CITY OF OLATHE, KANSAS (hereinafter "Olathe"), the CITY OF GARDNER, KANSAS (hereinafter "Gardner") and the CITY OF DESOTO, KANSAS (hereinafter "DeSoto"), each party having been organized and now existing under the laws of the State of Kansas.

WHEREAS, certain lands in the vicinity of the Olathe and Lexington Township boundaries are projected for future urbanization by comprehensive plans of the parties hereto; and

WHEREAS, such lands are adjacent and proximate to the boundaries of all cities and it is expected that pressure will be exerted on the parties to expand their borders so as to accommodate this growth in a sound, rational manner; and

WHEREAS, it is the intent of the parties to cooperate so as to avoid disputes concerning future annexations and zoning of such lands; and

WHEREAS, public policy in general and K.S.A. 12-2901, et seq., and amendments thereto, entitled the "Interlocal Cooperation Act" in particular, authorize and encourage cities to cooperate to address and resolve issues of mutual concern, including regional problems; and

WHEREAS, the parties mutually desire to avoid annexation and zoning disputes between the parties which may result in illogical or premature annexations or unwanted development which would not be in the best interests of the parties hereto; and

WHEREAS, the parties mutually desire to avoid a duplication of planning efforts, capital improvements programming and provision of extraterritorial services, and desire instead to coordinate in such efforts; and

WHEREAS, the parties desire to engage in joint planning with respect to land use, development and provision of services; and

WHEREAS, property owners in this area should have a definite and certain indication of future city plans for annexation, provision of services, and comprehensive development plans; and

WHEREAS, the County has encouraged the parties to resolve annexation issues by establishing, for each city, areas having a community of interest with each city; and

WHEREAS, failure to address these issues may result in irregular and illogical boundary lines which inhibit sound land

use planning, as well as the provision of services, the implementation of plans, and the scheduling and provision of public improvements necessary to support anticipated growth and development; and

WHEREAS, the governing bodies of said cities have established a logical demarcation line for future annexation which balances the needs and resources of the cities as well as those of the landowners in the area so as to increase coordination in comprehensive planning and capital improvements programming; and

WHEREAS, the governing bodies of said cities have deemed it necessary and advisable to enter into this Agreement to establish their future boundaries; and

WHEREAS, the Governing Body of the City of Olathe, Kansas, did approve and authorize its Mayor to execute this Agreement by official vote of said body on the 7th day of Feb., 1989; and

WHEREAS, the Governing Body of the City of Gardner, Kansas, did approve and authorize its Mayor to execute this agreement by official vote of said body on the _____ day of _____, 19____; and

WHEREAS, the Governing Body of the City of DeSoto, Kansas, did approve and authorize its Mayor to execute this Agreement by official vote of said body on the 9th day of Feb., 1989.

NOW THEREFORE, in consideration of the above recitals, the mutual covenants and agreements herein contained, and for other good and valuable considerations, the parties agree as follows:

1. Duration of Agreement: This Agreement shall be and remain in effect until terminated. Termination shall occur only upon mutual consent of the parties as evidenced by a resolution adopted by official vote of each governing body.

2. No Legal Entity Created: This Agreement creates no separate or independent legal entity.

3. Administration of Agreement: This Agreement shall be administered by the Governing Body of the City of Olathe, Kansas, acting by and through its City Manager, by the Governing Body of the City of Gardner, Kansas, acting by and through its City Manager, and the Governing Body of the City of DeSoto, Kansas, acting by and through its Mayor, which officials are hereby designated to administer said Agreement and empowered to do all things reasonably necessary to enforce its terms.

4. No Separate Budget or Jointly Held Property: There will be no separate budget established or maintained pursuant to this

Agreement; and, the cost, if any, of financing this Agreement shall be borne by the parties through their normal budgeting processes. No property, real or personal, shall be jointly acquired or held by the parties.

5. Purpose of the Agreement: The purpose of this Agreement is to designate and delineate a boundary for future annexations of the parties in order to avoid annexation disputes and to further and encourage planning, construction of public improvements, and the provision of municipal services to landowners in the areas affected hereby.

6. Delineation of Future Annexation Areas: (a) The parties mutually agree that Olathe shall not initiate annexation proceedings or accept annexation petitions under K.S.A. 12-520 or 12-521, or any successor annexation statutes, with respect to lands colored blue and green as shown in the Map attached hereto and incorporated herein by reference as Exhibit A-1; (b) The parties mutually agree that Gardner shall not initiate annexation proceedings or accept annexation petitions under K.S.A. 12-520 or 12-521, or any successor annexation statutes, with respect to lands colored red and blue in the Map attached hereto and incorporated herein by reference as Exhibit A-1; (c) The parties mutually agree that DeSoto shall not initiate annexation proceedings or accept annexation petitions under K.S.A. 12-520 or 12-151 or any successor annexation statutes with respect to land colored red and green on the Map attached hereto and incorporated by reference as Exhibit A-1; (d) In the area designated as "EXCLUDED AREA" and colored yellow on Exhibit A-1, DeSoto and Olathe mutually agree the individual property owners shall have the right to petition the city of their choice for annexation.

7. Mutual Comprehensive Planning: The parties agree to meet periodically to discuss comprehensive planning and provision of municipal services along the annexation of borders established in Exhibit A-1. Such meetings may be either informally between the professional planning staffs or formally between the Planning Commissions and/or Governing Bodies.

Either party shall notify the other parties whenever a zoning request is received within one quarter (1/4) of a mile from the annexation borders established in Exhibit A-1. The parties so notified shall be given an opportunity to comment upon the proposed zoning application prior to, or at, the required Planning Commission public hearing. Such comments shall be considered in rendering the zoning decision.

8. Irrevocable and Binding Nature of Agreement: This Agreement shall be binding on the parties hereto as continuing political and jurisdictional bodies organized under and authorized by the State of Kansas to enter such Agreement.

9. Rights of Third Parties: The parties specifically agree that it is not the intent of this Agreement to institute annexa-

tion proceedings nor to affect the rights of third parties in that regard, the intent of the Agreement being merely to establish, by agreement, the prior jurisdiction of the respective parties to proceed with and accomplish future annexations in the designated areas.

IN WITNESS WHEREOF, four (4) copies of the above and foregoing Agreement have been executed by each of the parties on the day and year first above written.

CITY OF OLATHE, KANSAS

By Ray Beard
Mayor

ATTEST:

Deborah
City Clerk

(SEAL)

APPROVED:

City Attorney

CITY OF GARDNER, KANSAS

By _____
Mayor

ATTEST:

City Clerk

(SEAL)

APPROVED:

City Attorney

CITY OF DESOTO, KANSAS

By _____
Mayor

John A. Beadle

ATTEST:

Ann Dinger

City Clerk

(SEAL)

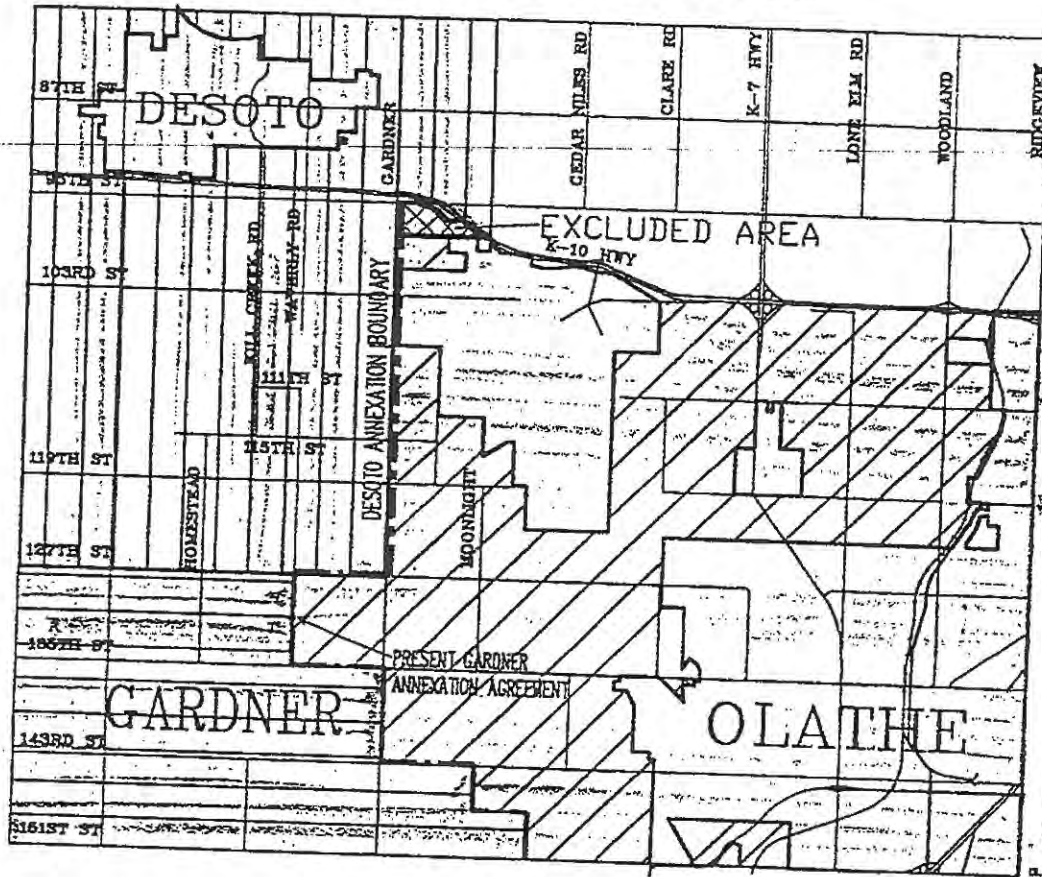
APPROVED:

Chairman, Olathe Township

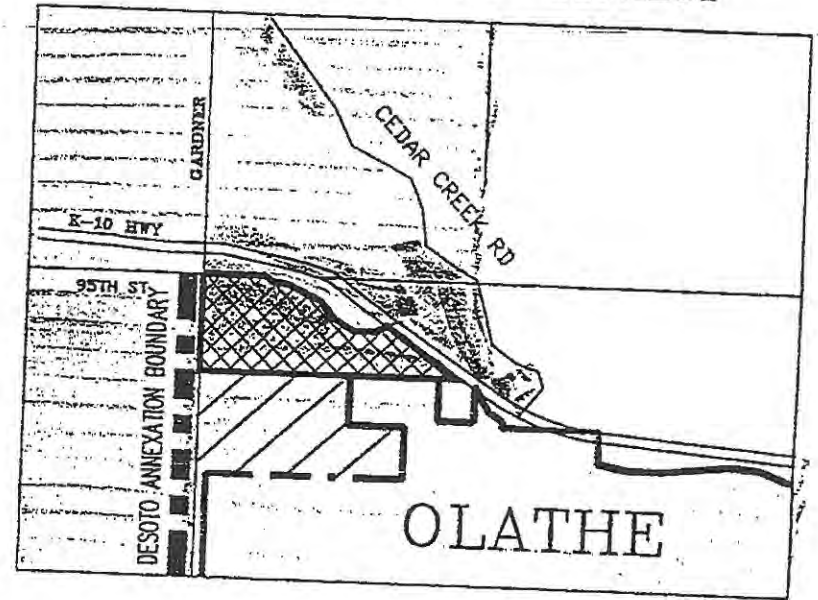
Chairman, Lexington Township

ANNEXATION AGREEMENT OLATHE, DESOTO, GARDNER

EXHIBIT A-1



EXCLUDED AREA



ANNEXATION AGREEMENT

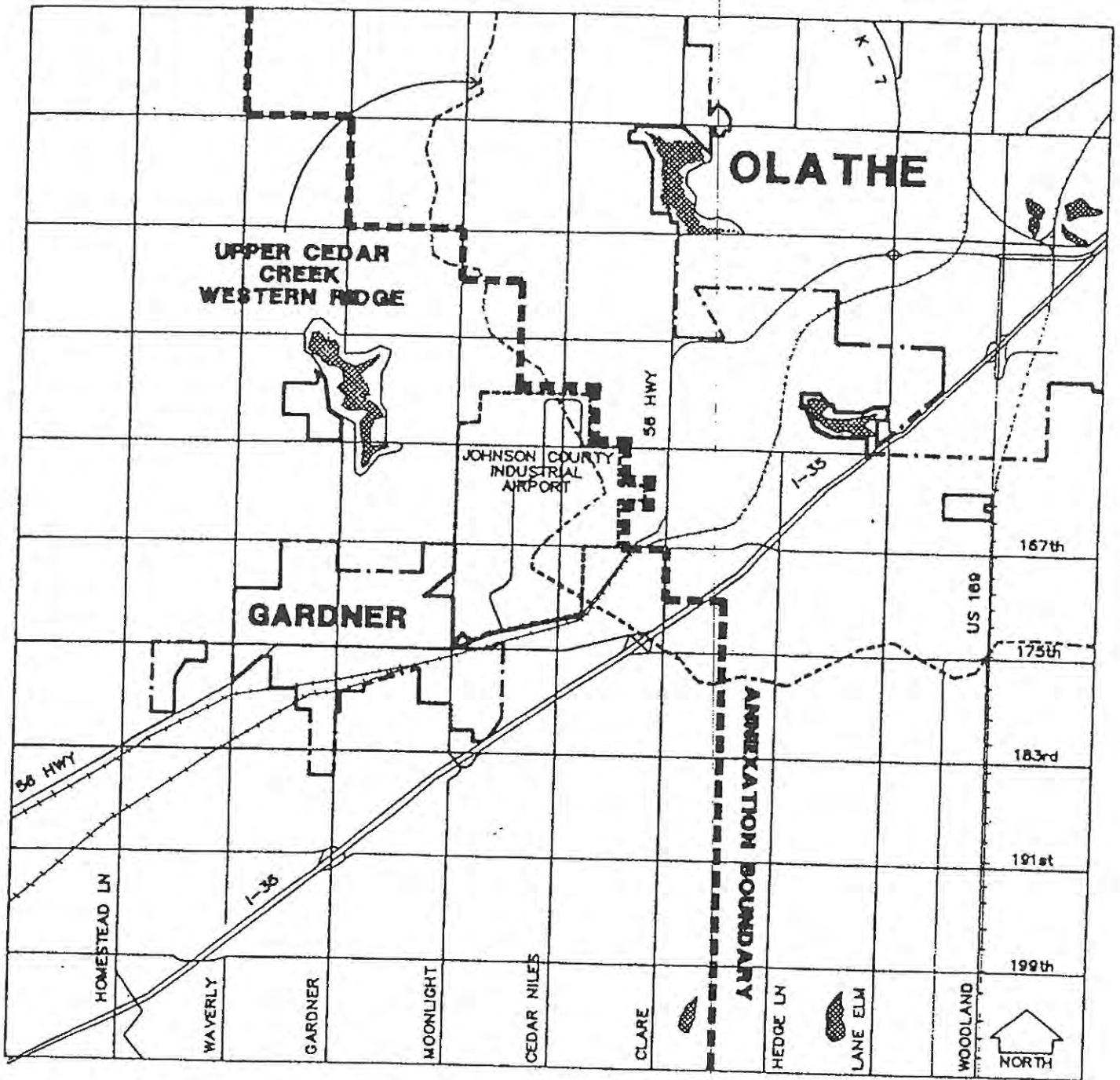


EXHIBIT A-1